

## Police and Crime Panel

Meeting to be held on 7 April 2014

### Update from the Police and Crime Commissioner

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#### **EXECUTIVE SUMMARY**

This report sets out a summary overview of the formal decisions taken by the Police and Crime Commissioner and key activities undertaken by the Commissioner and his team since the last meeting of the Police and Crime Panel.

#### **RECOMMENDATION**

The Panel is asked to

- 1 consider and note the report; and
- 2 consider if members of the Panel wish to make a report or recommendations to the Commissioner in respect of any matters contained in this report.

#### **FORWARD PLAN AND DECISION MAKING**

This update provides the Panel with information on the formal decisions the Commissioner has taken and those taken under delegated authority under the provisions of the Interim Scheme of Governance since the last meeting of the Police and Crime Panel.

Further details on all these decisions are available for scrutiny on the Commissioner's Website at:-

<http://www.lancashire-pcc.gov.uk/Transparency/Reports,-Meetings-and-Decisions/Reports-Meetings-and-Decisions.aspx>

#### **PUBLICATION OF INFORMATION**

The Office of the Police and Crime Commissioner undertakes regular internal audit checks in relation to the Elected Local Policing Bodies (Specified Information) Order 2011 which sets out the information all Police and Crime Commissioners must publish.

Following a recent request from the Home Office, a further assurance check has been undertaken and the OPCC consider that Lancashire to be compliant with the Order.

The Police and Crime Commissioner is committed to being fully compliant with the Elected Local Policing Bodies (Specified Information) Order 2011 and believes transparency is key to the delivery of our services, but this is now the third audit the office has been asked to undertake by three different organisations.

## **FUNDING AND COMMISSIONING**

### **External Funding:**

There are a range of external funding opportunities for the Commissioner to consider which provide additional resources to support the delivery of his priorities.

### **Police Innovation Fund**

This new fund will provide £50m nationally in 2014/15 and has been obtained by top slicing the Police Main Grant. It provides Police and Crime Commissioners with the opportunity to submit bids on initiatives that will promote collaboration, including with other forces, emergency services, criminal justice agencies and local government, and improve their use of digital working and technology in order to deliver sustainable improvements and efficiencies in the way their police force operates in future.

The Commissioner was successful in securing a grant of £215k in 2013/14 for infrastructure support for the Early Action Response Officer scheme. We will be bidding for further funding to support work on providing better services to vulnerable people.

### **Victims and Restorative Justice Services**

The Commissioner has been allocated £439,173 for victim services preparatory funding and £99,753 for restorative justice preparatory funding totalling £538,927 in 2013/14. This has funded the Victims Services Review, including the Consultation Event held in January and will support the development of a commissioning structure for the Commissioner. Further funding of £472,000 will be provided in October 2014 to enable the Commissioner to commission a range of services for the period October 2014 – April 2015. Some of these services may be those funding by the MoJ up to October 2014 while others may be new services.

### **Funding for Services for Victims of Domestic and Sexual Violence**

Funding for the Lancashire Rape and Sexual Assault Support Centre has already been agreed by the MoJ and the PCC was instrumental in supporting this bid.

The Commissioner will be able to bid for a share of £12 million, on top of his victims' budget for 2014/15, to commission further specialist services for victims of the most serious crimes, such as domestic violence and sexual violence, and support for the most vulnerable victims in our society.

The Home Office has committed £28 million for specialist services to tackle violence against women and girls until 2015, including £1.72 million per year to part fund 87 Independent Sexual Violence Advisor (ISVA) posts including those in Blackburn with Darwen, Blackpool and Lancashire.

### **Community Safety and Partnership Fund**

The Police and Crime Commissioner has approved a Community Safety Fund of £1,794,000 within his budget for 2014-15.

For 2014-15 the Commissioner has reviewed with partners each of the initiatives funded in 2013-14 and has agreed to re-commission some and withdraw or reduce funding in some to enable initiatives for other priorities to be commissioned.

An initial phase of commissioning and funding has been approved by the Commissioner, including funding for Community Safety Partnerships, Domestic Abuse funding and re-commissioning of the Youth Offending Teams Triage Scheme.

Details of this phase will be found in Appendix A.

### **Community Action Fund**

The Commissioner established a small grant fund of £50,000 for 2013-14.

As at the end of February just over £41,000 has been allocated between 28 applications, this leaves £9,000 still available in the Fund which has been carried forward for use this year, the Commissioner intends to work with communities to develop opportunities for participating more in the way money is used.

Details of the all the successful applications are available on the Commissioner's website.

Approved applications have supported the Commissioner's priorities including Tackling Crime and ASB, Protecting Vulnerable People, Tackling Hate Crime and Reducing Re-Offending.

### **PERFORMANCE UPDATE**

The Commissioner met with the Chief Constable on 13 March 2014 for the quarterly strategic scrutiny meeting. A number of areas of business were discussed (a copy of the documentation is available on the Commissioner's website at <http://www.lancashire-pcc.gov.uk/Transparency/Scrutiny/Strategic-Scrutiny-Meetings.aspx>)

Areas identified by the Office of the Police and Crime Commissioner (OPCC) for scrutiny for this quarter included:

- High Impact Acquisitive Crime – burglary and robbery
- Rape
- Non-Domestic Serious Assaults

### **Domestic Burglary**

The first two quarters of 2013 had seen increases in recorded burglary dwelling offences of 11% and 12.7% respectively. Increases were anticipated in quarter 3 and the Constabulary undertook to co-ordinate activity across the County to reduce the increases which had been seen in the preceding six months. The Constabulary adopted an approach to tackle burglary dwelling offences (Operation Julius) to enable a sustainable and proportionate response to reports of burglary with a focus on burglary dwelling offences. The objective of the operation was to reduce the number of burglary dwelling offences, maximise detections and crime prevention opportunities and to improve confidence in policing. Intensive weekly themed activities were carried out with a clear focus on delivering a high quality service to victims.

Operation Julius focused on quarter 3 (October to December 2013) and the number of recorded crimes in quarter 3 for All Burglary and Burglary Dwelling shows a reversal of the increases in quarters 1 and 2.

This approach has now been mainstreamed into policing in Lancashire.

## **Robbery**

There has been an increase in the number of robbery offences (including personal / business robbery) between April 13 to January 14 (compared to the same period 2012 / 13) of 17.7% in Lancashire (+93 offences). The latest data published by the Office of National Statistics for the 12 months ending September 2013 compared to the 12 months ending September 2012 showed that for England & Wales there had been a reduction of 10% and in the North West region there had been a reduction of 1%. The impact on victims and businesses is not to be underestimated.

For 12 months ending January 2014, Lancashire had the third lowest number of crimes per 1,000 population in Lancashire's Most Similar Group of forces (MSG) at 0.49.

The outcomes for all robberies solved for the 12 months ending January 2014, Lancashire had the third highest resolution rate in the MSG at 38.3% for Robbery.

The Chief Constable confirmed that plans to embed activity to crime prevention, through target hardening and ongoing work with the LCJB, and raising awareness of burglary / robbery and identification of property. The emphasis was around the intelligent use of resources and the broadening out of the integrated offender management work relating to early interventions. This has led to successes by identifying areas being targeted, working to combat problems and also repeat victims – including business crime victims - and supporting changes to tackle patterns of offending.

## **Rape – Wider Context**

There is a national commitment to increase the numbers of reported rapes to the police. Rape is historically a crime that is underreported and an increase in the number of rapes reported is an indicator that victims feel confident in reporting because they have increased confidence that they will be listened to.

There has been an increase between April 13 to January 14 (compared to same period 2012 / 2013) of 28% in Lancashire. The latest data published by the Office of National Statistics for the 12 months ending September 2013 compared to the 12 months ending September 2012 showed that for England & Wales there had been an increase of 17% and in the North West region there had been an increase of 18%. A total of 36 forces in England and Wales saw an increase in rape offences when comparing these two periods.

It was extremely positive that in spite of the increases, the Constabulary has maintained a detection rate of 29%.

There were 21 stranger rapes in 2013 / 14. The percentage of stranger rapes has increased to 6% of the total (from a previous 2%). Although the increase is significant the police believe that this is an area being effectively tackled.

It is worrying that domestic setting rape accounts for around 20% of all rape offences and has increased steadily since 2009 / 10. The Commissioner remains very concerned about the numbers of people who are raped in a domestic setting and is committed to supporting plans to tackle this issue.

Partly because of high profile cases in the county, there has been an increase in the number of historic rape cases reported – these are cases that took place more than 12 months before they

were reported. These now account for around 36% of all rape offences compared to 25% in 2009/10.

The remainder of rapes are committed where the people involved have known each other for more than 5 days but have never been in a relationship (eg internet dating). The majority of the rapes in this category have occurred following a night out or party with both parties usually under the influence of alcohol. This again is an area where the Commissioner is committed to supporting partnership approaches to these issues such as the alcohol harm reduction strategy.

In Lancashire all rape investigations are conducted from within the Public Protection Unit and the Constabulary / OPCC continue to work with key partners to ensure that victims are confident in the services.

There is a strong focus on the prevention of child sexual exploitation and a steady rise in sexual offences including rape against children. Lancashire is recognised nationally as an area of best practice and the Commissioner has agreed to put additional resources this year into a specialist on line child abuse team, and an increased commitment to tackling internet facilitated offending this will allow for more interventions into distribution offences and greater safeguarding opportunities.

For the 12 months ending January 2014, Lancashire had the third highest resolution rate in the MSG at 26.8% in respect of rape offences.

### **Non-Domestic Serious Assaults**

The Constabulary provided an update on Operation Vanquish, the response to an increasing trend in Non-domestic Serious Assaults (NDSA).

Figures for the period from April 2013 to February 2014 (inclusive) show a year to date increase in NDSA from 600 to 721 offences, an increase of 20%. Although small in number, NDSA has been identified as an area of threat within Lancashire.

The focus of Operation Vanquish was directed towards **Offenders, Victims and Locations**.

A large proportion of NDSA offences are committed overnight, peaking during the weekend. Victims are predominantly aged between 20 and 30 years old. Activity is focussed on early intervention; getting people to consider their own personal safety and prevent them from becoming a victim of crime, tackling twilight drunkenness and pre-loading.

Causation factors include organised crime group activity, alcohol misuse, particularly within the NTE.

In February 2014, the number of NDSAs shows a three year low of 37 offences.

### **Chief Executive's Update**

The Chief Executive's report provided updates in respect of the ongoing work within the Office of the Police and Crime Commissioner in support of the priorities in the Commissioner's Police and Crime Plan. A copy of the report is available via the link given at the beginning of this link. Updates included:

- Revenue Budget 014 / 15
- Activity in support of the delivery of the Commissioner's Police and Crime Plan, including partnership work and commissioning, Health and Well Being, Transforming



Rehabilitation, Championing the right of Victims, protecting vulnerable people, hate crime , safeguarding children and vulnerable adults.

- OPCC Organisational Review and Stage 2 transfers
- Public engagement activity, including the launch of the Take the Step. Make the Call campaign; and update on the precept road show.

## **WORKING WITH COMMUNITIES**

### **Domestic Abuse**

The Commissioner launched the Take the Step. Make the Call campaign supported by domestic abuse service providers, the Constabulary and other partners. Key areas for development were identified, including the need to have a single trusted source of information online; an ability for practitioners to access 'corporate' information; and the need to promote safe ways of accessing information online. The [www.takethestep.co.uk](http://www.takethestep.co.uk) website was launched in December which fulfils all the key areas identified.

### **Precept Road show update**

The Commissioner undertook a series of road shows in January gaining views from local people about the precept decision and on policing. There was strong support for the increase in the precept and an understanding of the financial pressure on the service.

Neighbourhood policing is highly valued although there is scope to rationalise the definitions of that service for residents. There was a willingness to get more involved in policing and a genuine motivation to increase liaison between community groups and the police to help/support local activities. These provide clear opportunities to strengthen the Citizen in Policing programme, promote localised NHPT activity.

### **Engagement in planning**

A range of engagement projects and research activities are currently in the planning stages, including question time style events for students and exploring developments around digital engagement.

## **BUSINESS SUPPORT / CORRESPONDENCE**

In recent months the Office of the Police and Crime Commissioner has seen a steady increase in the number of community concerns in relation to police attendance at processions. The Commissioner believes that the Constabulary has an important role in supporting these events and, in discussion with the Constabulary, guidance for event organisers is now been developed.

Work is underway with regard to Professional Standards Department / Complaints Review Procedures. Officers in the OPCC have recently met with the Internal Audit Team who are currently drafting the Terms of Reference.

The Home Secretary has commissioned a piece of work from the College of Policing, to develop a draft Code of Ethics for police officers and staff. A number of forces are running pilots to establish Ethics Committees. Work is being done on this issue in Lancashire and an options paper will be developed.

Members will recall that the Police and Crime Commissioner presented his detailed budget proposal to the Police and Crime Panel in January prior to formally agreeing his budget for 2014/15 in February. The Panel discussed at length the difficulties facing all local authorities during this period of austerity and whilst the position regarding PCSOs was touched upon

briefly, it has been the subject of some debate from the public during the recent precept road shows and, therefore, for clarity, the Police and Crime Commissioner has written to all funding partners setting out his position on this issue and seeking their views regarding their intentions with regard to their part funding of PCSOs in 2014/15.

# POLICE AND CRIME COMMISSIONER FOR LANCASHIRE



## PARTNERSHIP AND COMMUNITY SAFETY FUNDING 2014- 2015

### PARTNERSHIP AND COMMUNITY SAFETY INFRASTRUCTURE:

#### 1. MULTI AGENCY DATA EXCHANGE (MADE) WEBSITE

The web site is hosted by LCC and is supported by funding from the PCC, LCC and Lancashire Fire & Rescue Service.

Data from the web site is used by all partners in monitoring performance and identifying emerging trends. Data is also used to support the PCC's scrutiny function.

The total cost of the service is £70,000

**Proposal:** That the Commissioner contribute **£40,000** towards the cost of the service (funding previously provided by the CSPs, Constabulary and former Police Authority)

#### 2. PARTNERSHIP ANALYSTS

Part of the Constabulary's analyst team support the local community safety partnerships with the provision of reports, papers and advice. The analysts also provide support to the OPCC.

LCC contribute funding towards a senior analyst post which is a shared post between them and the Constabulary.

In 2013-14 £70,000 from the Community Safety Grant was used to fund these posts.

**Proposal:** That the Commissioner either contributes **£70,000** towards the cost of two analysts post or that funding is identified within the police budget to fund these posts.

#### 3. DOMESTIC HOMICIDE REVIEWS FUND (DHRs)

The Commissioner has established a Domestic Homicide Review Fund to support local Community Safety Partnerships in their statutory function to deliver DHRs in the event of a domestic homicide.

In 2013-14 the Commissioner provided £75,000 to establish the fund with a commitment to provide further funding in future years.

**Proposal:** That the Commissioner allocate up to **£30,000** for the Fund depending on the number of DHRs that occur during the year.

#### 4. ANALYTICAL SUPPORT

The Commissioner provided funding in 2013-14 to support partners in developing their analytical capacity and skills to reduce the dependence on the Partnership Analyst and increase use of the MADE website.

Of the £35,000 provided just over £25,000 is still available.

**Proposal:** That no additional funding is provided in 2014-15



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## 5. LCSSG COMMUNICATIONS GROUP

In 2013-14 the Commissioner provided £50,000 for the LCSSG Communications Group. The Group have just over £40,000 of the budget remaining to be carried over into 2014-15.

**Proposal:** That no additional funding is provided in 2014-15

## COMMUNITY SAFETY PARTNERSHIPS

### 1. 12 X DISTRICT COUNCILS (10 COMMUNITY SAFETY PARTNERSHIPS)

The Commissioner has provided £10,000 for each of the 12 Districts in 2013-14 to be allocated by their Community Safety Partnership. Support of the Commissioner's priorities is the current prime funding criteria, with each local CSP able to propose use of the funding at the local level.

**Proposal:** That the Commissioner continues to provide the same level of funding for each of the 12 Districts – i.e. £10,000 per district subject to the following criteria:

- (i) Funding is only available for the District to use in commissioning specific services, projects or activities that support both the Commissioner's and local priorities.
- (ii) Funding may NOT be used to offer grant funding to local groups or organisations.
- (iii) To promote joint working across CSPs and deliver improved value money the Commissioner will offer additional funding where 2 or more CSPs work together to commission services. This funding would equate to 20% of the cost of the services commissioned up to a maximum of £6,000.

That the Commissioner allocates **£144,000** for District Community Safety partnership funding.

### 2. 2 X UNITARY COUNCILS COMMUNITY SAFETY PARTNERSHIPS

The Commissioner has provided funding for Blackburn with Darwen and Blackpool CSPs in 2013-14 (BwD £94,958 & Bpool £95,826). Funding has been used to support ASB and Crime Reduction programmes and has been used to fund officer posts.

**Proposal:** That the Commissioner continues to provide funding to the two Unitary Community Safety Partnerships at a similar level to 2013-14, less £5,000 each in respect of payments for MADE:

|                              |                |
|------------------------------|----------------|
| <b>Blackburn with Darwen</b> | <b>£90,000</b> |
| <b>Blackpool</b>             | <b>£91,000</b> |

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## DOMESTIC ABUSE SERVICES

### 1. LANCASHIRE COUNTY COUNCIL AREA

In 2013-14 the Commissioner provided £315,000 of funding to the joint commissioning process for Domestic Abuse Services. The funding was provided from the core police budget.

A commitment was made to provide the same level of funding for further two years.

**Proposal:** That the Commissioner continues to provide funding in 2014-15 for the same amount of **£315,000** taken from the core policing budget.

### 2. BLACKBURN WITH DARWEN AREA

The Commissioner provided £51,315 in 2013-14 towards Domestic Abuse services in the Blackburn with Darwen area.

**Proposal:** In line with Domestic Abuse being one of the Commissioner's priorities the Commissioner continues to work with Blackburn with Darwen Council to commission domestic abuse services at a similar level in 2014-15 of **£51,000**.

### 3. BLACKPOOL AREA

The Commissioner provided £51,636 in 2013-14 towards Domestic Abuse services in the Blackpool area.

**Proposal:** In line with Domestic Abuse being one of the Commissioner's priorities the Commissioner continues to work with Blackpool Council to commission domestic abuse services at a similar level in 2014-15 of **£51,000**.

### 4. LANCASHIRE COUNTY COUNCIL AREA

In 2013-14 a further £50,000 was initially provided to support early intervention and education work in schools. Following discussions with LCC the use of funding was changed to additional support for family programmes within the services jointly commissioned.

**Proposal:** That this funding is not continued in 2014-15, and that any additional funding for domestic abuse is used to commission further core services such as IDVAs.

### 5. SAHARA IN PRESTON – 3<sup>RD</sup> SECTOR ORGANISATION

In 2013-14 the Commissioner provided £20,000 to the Sahara in Preston organisation to deliver domestic abuse services specifically targeted at the women in the Asian community.

**Proposal:** That this funding is not continued in 2014-15, and that any additional funding for domestic abuse is used to commission further core services such as IDVAs.



## CHILDREN AND YOUNG PEOPLE – REDUCING FIRST TIME ENTRANTS AND SUPPORTING THOSE AT RISK OF INVOLVEMENT IN CRIMINAL ACTIVITY

### 1. YOUTH OFFENDING TEAMS (YOTs) TRIAGE SCHEME

The Commissioner provided funding of £136,643 in 2013-14 for a joint Triage scheme covering all three of the YOTs. The Scheme has been gradually rolled out across all three of the YOTs and 450 young people went through the Scheme in 2012/13. Outcomes from Triage indicate that re-offending rates for those who have gone through the Scheme average 13.9% compared to a re-offending rate for reprimands and final warnings of 30%-40%. The number of first time entrants across all three YOT areas has reduced.

The Scheme is being re-commissioned and the aspiration is to increase the number of young people being offered Triage to 500 and the aim is to develop the quality of the service, reduce the level of re-offending and improve the outcomes for the young people. To deliver the current service to 500 young people would cost £152,000.

#### **Proposals:**

That the Commissioner increases the level of funding, and works with the YOTs to jointly commission an expanded service with improvements in the quality of outcomes for the young people. Suggested funding of **£175,000** to increase capacity and improve quality of service.

That the Commissioner makes a commitment in principle to provide a similar level of funding in 2015-16 subject to the budget settlement.

### 2. POSITIVE TOGETHER

In 2013-14 the Commissioner provided £108,000 funding for the Positive Future programme being delivered in Lancashire. The joint providers, Lancashire Sport Partnership and Groundwork, have developed this into the Positive Together programme delivering a programme of services for those at risk of involvement in crime or criminal activity primarily in the East Lancashire, Preston and Blackpool areas. Match funding of £40,000 (37% of the PCC funding) has been secured from a range of partners including a number of Housing Associations. Delivery for Lancashire Sport is through local third sector groups and organisations where volunteers also contribute a considerable level of resource to the programme. The programme is on track to engage with 30% more young people than was agreed at the outset and to deliver the other aims of signposting to follow-up services and AQA awards.

Positive Together have proposed a further three year programme where they would aim to increase the level of match funding in increments up to 50% of the PCC investment. They are seeking a commitment from the Commissioner to provide funding for at least the next two years to enable them to invest in developing the programme and expanding the delivery to cover the whole of the pan-Lancashire area.

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## POSITIVE TOGETHER continued

### Proposals:

That the Commissioner provides a 10% increase in funding to **£118,000** and works with Lancashire Sport and Groundwork to commission increased delivery of the Positive Together programme to cover the whole of the pan-Lancashire area.

That the Commissioner makes a commitment in principle to provide a similar level of funding in 2015-16 subject to the budget settlement

# POLICE AND CRIME COMMISSIONER FOR LANCASHIRE



## PARTNERSHIP AND COMMUNITY SAFETY FUNDING 2014- 2015

|  |            |                     |                         |
|--|------------|---------------------|-------------------------|
| <b>PCC BUDGET ALLOCATION</b>                             |            | <b>1,794,000.00</b> |                         |
| <b>PHASE 1 ALLOCATIONS</b>                               |            |                     |                         |
| <b>Partnership &amp; Community Safety Infrastructure</b> |            | 140,000.00          |                         |
| MADE Website   | 40,000.00  |                     |                         |
| Partnership Analyst                                      | 70,000.00  |                     |                         |
| Domestic Homicide Reviews                                | 30,000.00  |                     |                         |
| <b>Community Safety Partnerships</b>                     |            | 325,000.00          |                         |
| 12 x District Councils                                   | 144,000.00 |                     |                         |
| Blackburn with Darwen                                    | 90,000.00  |                     |                         |
| Blackpool  | 91,000.00  |                     |                         |
| <b>Domestic Abuse Services</b>                           |            | 102,000.00          |                         |
| Lancashire County Council Area                           |            |                     | 315,000.00 <sup>1</sup> |
| Blackburn with Darwen                                    | 51,000.00  |                     |                         |
| Blackpool  | 51,000.00  |                     |                         |
| <b>Children &amp; YPs - reducing first time entrants</b> |            | 293,000.00          |                         |
| Youth Offending Teams Triage Scheme                      | 175,000.00 |                     |                         |
| Positive Together Programme                              | 118,000.00 |                     |                         |
| <b>TOTAL ALLOCATION IN PHASE 1</b>                       |            | <b>860,000.00</b>   |                         |
| <b>BALANCE OF BUDGET ALLOCATION</b>                      |            | <b>934,000.00</b>   |                         |

<sup>1</sup> Funded from core Police Funding