

# Lancashire County Council

## Scrutiny Committee

Friday, 4th March, 2011 at 10.00 am in Cabinet Room 'B' - County Hall, Preston

### Agenda

#### Part 1 (Open to Press and Public)

<b>No.</b>	<b>Item</b>	
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<b>1.</b>	<b>Apologies</b>	
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<b>2.</b>	<b>Disclosure of Personal and Prejudicial Interests</b>	
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Members are asked to consider any Personal/Prejudicial Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

<b>3.</b>	<b>Minutes of the Meeting held on 11 February 2011</b>	(Pages 1 - 10)
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The Committee are asked to agree that the Minutes of the last meeting be confirmed and signed by the Chair.

<b>4.</b>	<b>Safer Lancashire</b>	(Pages 11 - 90)
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Role and performance of Safer Lancashire Board in:

- reducing crime and disorder
- promoting community safety

<b>5.</b>	<b>Task Group Updates</b>	(Pages 91 - 94)
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<b>6.</b>	<b>Recent and Forthcoming Decisions</b>	(Pages 95 - 100)
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<b>7.</b>	<b>Workplan 2010/11</b>	(Pages 101 - 108)
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<b>8.</b>	<b>Urgent Business</b>	
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An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

<b>9.</b>	<b>Date of Next Meeting</b>	
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The next meeting of the Scrutiny Committee will be held on 8 April 2011 at 10am at the County Hall, Preston.

I M Fisher  
County Secretary and Solicitor

County Hall  
Preston

# Agenda Item 3

## Lancashire County Council

### Scrutiny Committee

Minutes of the meeting held on 11 February 2011 at 10:00am at County Hall, Preston

#### Present:

#### County Councillors

J Shedwick (Chair)

F Craig-Wilson	D O'Toole
C Crompton	Mrs E Oades
M Devaney	M Otter**
K Ellard	P Steen
S Fishwick*	D Westley
Mrs J Hanson	B Winlow

\*County Councillor S Fishwick replaced County Councillor S Chapman for this meeting only.

\*\*County Councillor M Otter replaced County Councillor P Malpas for this meeting only.

#### Declaration of Interests

County Councillor P Steen declared a personal interest in item 5 – Rail Improvement Schemes – Report of the Task Group - as a Member of Rossendale Borough Council and a Board Member of the East Lancashire Railway Trust.

County Councillor S Fishwick declared a personal interest in item 5 – Rail Improvement Schemes – Report of the Task Group - as Chair of the Task Group.

#### Confirmation of Minutes

**Resolved:** That the minutes of the meeting held on 21 January 2011 be confirmed and signed by the chair.

#### United Utilities and Electricity North West

The Chair welcomed representatives from United Utilities (UU) and Electricity North West (ENW)

United Utilities:

- Brian Morrow, Climate Change Adaption Manager

- Perry Hobbs, Head of Environment Regulation and Waste Water Strategy
- Simon Boyland, Regional Water Asset Manager
- John Webb, Programme and Stakeholder Coordination Manager
- Mark Donaghy, Public Affairs Manager

Electricity North West:

- Stephanie Rourke, Connections Enquiries Manager
- Alan Taylor, Street Lighting Repairs Manager
- Phil Briggs, Construction and Repair Manager

Electricity North West:

ENW Representatives gave a presentation on ENW's performance relating to street lighting faults and connections. It was reported that since their last visit to Scrutiny in 2008 (Sustainable Development Overview and Scrutiny Committee on 10 September 2008) ENW's performance had improved under the old performance measures which were in force until the last quarter of 2010. The Committee was informed that since 1 October 2010 ENW's performance was measured against the Guaranteed Standards of Performance (GSOP) which was introduced by the regulator, Office of the Gas and Electricity Markets (OFGEM). The Committee noted that since 1 October, ENW had met identified targets in relation to response times, high priority repairs, single and multiple unit repairs.

It was reported that ENW and the County Council had established an excellent working relationship and that recent improvements meant that some non emergency faults were being repaired on the day they were reported.

The Committee was informed that ENW regularly met with Local Authority Steering Groups monitoring performance and resolving issues. The work which ENW carries out for Lancashire represented approx 22/23% of its total workload for all Local Authorities.

The committee were given a brief summary of the new GSOP requirements. It was explained that to date ENW had held four workshops with Local Authorities to review the requirements and agree on working practices. A service level agreement had also been agreed with the Local Authority Steering Group for Lancashire. The new requirements also meant that ENW would have to pay certain fees if targets were not met where upon it had been agreed with the County Council that ENW would pay the County Council on a quarterly basis.

Results of ENW's first quarter operating under the new GSOP requirements were as follows:

- 134 quotes issued – zero failures on the 25 working days delivery;
- 371 connections made – zero failures;

- 882 faults repaired – 19 failures on two hour emergency response time, five of which were within the County Council's boundary.

Members were also provided with an update on streetworks which had moved from the responsibility of United Utilities to ENW on 1 July 2010. It was reported that since 1 July ENW had established a streetworks department and that a new manager responsible for the service was due to take up their post soon. ENW had seen a high volume of defects to be rectified – monitoring of performance would begin soon. The first steering group meeting with the County Council was due to be held in April/May 2011.

#### United Utilities:

Simon Boyland delivered a presentation on the drought and hosepipe ban in 2010. It was reported that the seven months December 2009 – June 2010 had been the driest for 74 years across all UUs reservoir catchments. In accordance with UU's published drought plan the decision was taken to introduce a hosepipe ban on 9 July 2010.

UU increased external communications regarding the hosepipe ban and a number of customer campaigns were introduced to highlight many ways in which people can maximise water resources more effectively. Information was also provided in relation to exemptions in line with the UK Water Industry Research's (UKWIR) code of practice along with details surrounding the use of hosepipes, sprinklers or similar apparatus with regard to the watering of private gardens and the washing of private cars.

The hosepipe ban was subsequently lifted on 19 August after considerable rainfall. The Committee was informed there were currently no concerns regarding water resources.

Perry Hobbs spoke to the Committee on river water quality, bathing waters in the region and more specifically deemed discharge consents and UUs appeal against the Environment Agency on upgrading consents in the northwest. He reported that UU's concern was with the nonspecific nature of the proposals, not the principle of upgrading. UU were now working with the Environment Agency to ensure that the consents were modified and fit for purpose.

With regard to intermittent discharges, UU were investing up to £500m to improve them by 2015.

With regard to certain bathing water areas in Lancashire not meeting the mandatory compliance standards, the Committee was informed that the Environment Agency was responsible for this area of work and that UU were also a key partner in improving bathing water quality as well as improving 'point source discharges' such as sewerage and intermittent discharges. However, the decline in bathing water quality was attributed to the adverse weather conditions experienced in the summer of 2010 and the impact of 'urban diffuse pollution' from towns and cities and agriculture.

UU confirmed that in respect of the failing beaches at St Annes and Heysham all their assets which could impact on those beaches were operating as they should and in line with their consents. Further improvement work was also being carried out with UUs assets around these areas.

The Environment Agency had also identified a programme of works of investigations and actions into diffuse pollution and looking at DNA type analysis to ascertain the sources of pollution.

Brian Morrow spoke to the Committee on UUs role in flood risk assessment. He explained that the county council was the lead authority, and that UU had a legal obligation to co-operate on flood risk assessments. He reported that UUs policy on data sharing had recently changed and that the sharing of data was now at no cost to Local Authorities. He also reported that co-operation from UU staff was also free of charge but was resource limited.

The Committee was informed that UU was currently working with the County Council to develop new frameworks and ways of managing flood risks. Over the last nine to 12 months they had been building partnerships with officers in the County Council to identify roles. The Committee was also informed that the County Council was a leading light on this issue within the region.

It was reported that UU were also currently working with the Environment Agency in developing a Memorandum of Understanding to identify how services can be better provided, in particular looking at issues relating to incident management and the implementation of joint training courses.

John Webb, gave a brief description of his role in UU. He stated that co-ordination of streetworks with highways authorities had become more prevalent during his time with UU and that a change of working practice was needed in this area. As of Monday 14 February his job title and responsibility would change to Highways Co-ordination Manager where upon he would be focussing on the need to relate to highways authorities more closely.

Members were informed that UU along with all North Western Local Authorities had held quarterly 'Streetworks Co-ordination Meetings' over the past 18 years. However, due to the frequency of these meetings the timing of information exchange wasn't always suitable and that UU were looking to establish a process of forward planning via the Co-ordination meetings and electronically for the co-ordination of data for highways authorities.

Mr Webb also mentioned that, whilst there had been occasional absences from UU at Co-ordination meetings in the past; UU had identified two Programme Co-ordinator posts – one for the north area and one for the south area to attend, where possible, all Co-ordination Meetings in the future. The programme co-ordinator for the northern area would cover Cumbria and Lancashire.

Members were also informed that UU was looking towards transposing their data into the County Council's MARIO (Maps and Related Information Online) system to assist in identifying where pipelines were situated underground.

Mr Webb was aware of the County Council's need to minimise works durations and stressed that all UU's partners were reminded not to build excessive durations into their projects. Works durations that exceed planned timeframes would incur costs for all partners involved in any given project. Whilst UU was working with its major partners to minimise works durations, UU were also looking to convey the message to its minor partners who would normally carry out the smaller tasks.

With regard to the reinstatement of performance targets, Mr Webb was aware that over the last couple of quarters UU had not achieved the performance standard of 90% but were running at approximately 87% of the standard. Whilst this meant that UU were operating at a 13% failure rate; in comparison to the region that UU covers, UU had been known to work on as many as 150,000 works openings in any given year with approximately 60,000 being in Lancashire. Mr Webb stated that he was looking to work with UUs partners to improve on performance and to find out the root causes of any failures.

Members raised a number of queries and questions under three categories as directed by the Chair - a summary of which is provided below.

Street works:

The committee recognised the importance of appropriate re-instatements. Examples were provided of areas of York stone or granite not being properly repaired. UU confirmed that the reinstatement should match existing materials, and contractors are informed of this.

It was confirmed that all utilities do share information on assets, and that records of where sewage pipes, electricity cables etc run is constantly updated. However, it is the case that, in some cases, records date back a century or more, and so inaccuracies can occur.

The committee queried the 13% failure rate of repairs. It was advised that this is measured after 2 years. UU do not carry out inspection of repairs, but the county council does shortly before the two year "guarantee" period is up. The effectiveness of repairs is dependent on materials and weather.

In response to concerns raised about vandalism and the security of repair sites, it was highlighted that a new government safety code was originally expected in April, but that this has now been delayed. The approach taken is "horses for courses" in terms of the size and location of the works.

The "Preston Tunnels" work was praised as an excellent example of communication with elected councillors. It was confirmed that this was felt to be the case by UU as well, and that this is a model for the future

The issue of communication was recognised as vital. The committee suggested that there should always be an on site information board, with more information than the current “apology board”, although that was welcome. Information in the media (traditional and new) was also felt to be vital, especially in the case of urgent work or work taking longer than expected. The issue was linked to the issue of roads under repair without any visible work taking place. UU confirmed it was in no-one’s interest, including their own, for work to take longer than necessary, and that there was often a reason for a lack of visible work being undertaken.

The committee also stressed the economic cost of road works, and expressed support for weekend and evening working to minimise disruption. UU acknowledged the benefits of this approach, but advised that this would mean additional costs.

#### Street lighting:

Concerns about the electricity supply in the Kirkham area were acknowledged, although this is not an ENW issue. Where there were specific problems, there could be a number of causes. ENW act to contract, and there are times when developers erect light but do not contract ENW for several months.

The committee raised questions about the processes for dealing with faulty street lights which can involve several inspections and visits. ENW advised that they simply completed what they were asked to, and had targets for that. There were now opportunities to do things differently with ICPs, and several members felt that this was a route worth the county council considering.

On the 15 day indicator, it was confirmed that this included the 10 day notice period required, effectively fixing a target of 5 days.

#### Water/flooding:

Members raised examples of longstanding problems with flooding. It was recognised that the causes could be complex, and not always the responsibility of UU. Often, there were no single causes, and the causes of the problem were not always at the site of the flooding.

The committee raised the issue of the recent ban on all recreational swimming in reservoirs. UU explained that their position was based on the need for safety – there have been fatalities in the past, and so a total ban, including on organised events, was imposed. The committee expressed the view that organised events, such as one in Rossendale were properly supervised, and should be permitted, even if general swimming was banned. UU advised that they were firm in their position.

On leaks, UU advised that they attended large leaks within one day and smaller leaks within seven days. Poor weather in winter had led to some delays, but UU were catching up. £29m per year was spent on leakages, and

whilst resources were increased during the drought, that additional investment was not sustainable.

It was highlighted that flooding from coastal sites was an issue for the Environment Agency.

The committee were informed that reservoir levels were currently at 96% of the average level for the time of year, compared to 91% last year. It was noted that hosepipe bans in the North West were uncommon, with the last one before last year in 1996.

The committee were advised that approximately 22% of the water supply was lost in leaks, which was half the figure in 1995. The target for the next few years, as agreed with the water regulator Ofwat, was for that figure to remain stable. It was explained that locating and repairing leaks becomes increasingly complex and expensive, with around 44,000 km of pipes, and many leaks not actually appearing as ground water, and even where that is the case, the leak itself may not be at the place where the water appears. UU said that customer research indicated that customers would accept occasional hosepipe bans in preference to the higher bills that would result from reducing leakage significantly. The committee felt the level of water lost through leakage was an area of concern.

Concern was expressed about increased demand. UU advised that demand was actually currently falling, due to reducing commercial demand (mainly caused by the reduction in manufacturing industries in the county). This reduction was likely to continue until 2022. A 25 year Water Resources Management Plan was in place to address this, and it was confirmed that cost benefit analysis would be carried out to identify the best solutions for the future water supply. This would include consideration of the creation of new reservoirs, but these were costly and controversial, and no plans currently existed.

The Chair thanked all the representatives from United Utilities and Electricity North West for their attendance and their presentations.

**Resolved:**

- i. The Committee noted the report and the presentations delivered by the representatives from United Utilities and Electricity North West.
- ii. That the comments raised by Members as set out in the minutes be passed on to United Utilities and Electricity North West for information.
- iii. That this issue be put back on the Committee's work plan for further consideration.

**Rail Improvement Schemes – Report of the Task Group**

County Councillor S Fishwick, Chair of the Rail Improvement Schemes Task Group introduced the report to the Committee.

It was reported that since the Task Group had produced its original report in March 2010 the Task Group had reconvened in January 2011 to consider several developments in relation to the rail schemes considered. The Task Group's report was presented at Appendix 'A'.

The Committee was informed that the Task Group was advised that further progress was expected on the Todmorden curves scheme towards the end of the year and that, based on the Task Group's recommendation, discussions would take place between the County Council and Balfour Beatty in connection with the Colne to Skipton line. It was; therefore, felt that it would be beneficial for the Task Group to meet again in late 2011 to consider the outcomes of the further work on the aforementioned schemes.

It was reported that two names of witnesses had been omitted from the original report of the Task Group. It was confirmed that this omission would be corrected.

One Member expressed concern regarding the analysis of the Rawtenstall to Bury and Manchester scheme, and highlighted some areas that would benefit from further consideration. The Member requested that this scheme be moved up as a priority for further action by the County Council and requested that it be included in the recommendation.

The committee felt that it would not be possible to change the task group's findings on any individual scheme at present, but that a further opportunity to provide further evidence on all of the schemes should be offered at a later date. It was therefore suggested that recommendation iii) be amended to read: agrees to the Task Group meeting later in the year to consider the position on all the schemes under consideration.

Whereupon it was:

**Resolved:** That;

- i. The further recommendation of the task group:  
"That the schemes remain in the categories originally agreed, with the exception of the Colne to Skipton route, which should now become a priority for further action, in that the county council should seek further details of the Balfour Beatty model" be accepted;
- ii. The further recommendation of the Task Group be passed on to the Cabinet Member for Highways and Transport;
- iii. The Task Group should meet later in the year to consider the position on all the schemes under consideration.

## **Task Group Updates**

The Committee received an update on current task groups and their proposed completion dates.

With regard to the Fylde Coast MAA Joint Scrutiny Working Group, it was suggested that, given the ending of the MAA agreement, there was no longer any requirement for such a working group and that the County Council should withdraw from it. This view was shared by the partner authorities.

### **Resolved:**

- i. That the update on existing task groups be noted
- ii. That the County Council withdraw from the Fylde Coast MAA Joint Scrutiny Working Group.

## **Recent and Forthcoming Decisions**

The committee considered recent relevant decisions made and also forthcoming decisions including those set out in the current Forward Plan.

**Resolved:** That the report be noted.

## **Workplan 2010/11**

The workplan for the committee was presented for noting and comments. The Chair reminded the Committee that at the next meeting on 4th March they would receive a key report on crime and disorder and that a pre-meeting briefing had been arranged for 9am that morning for all Committee Members to attend.

**Resolved:** That the report be noted.

## **Date of Next Meeting**

It was noted that a pre-meeting briefing had been arranged for 9am on the morning of the next meeting of the committee which will be held on Friday 4 March 2011 at County Hall, Preston. The Committee meeting will commence at 10am.

County Hall  
Preston

February 2011

I M Fisher  
County Secretary & Solicitor



# Agenda Item 4

## Scrutiny Committee

Meeting to be held on 4 March 2011

Electoral Division affected: All
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## Safer Lancashire

Role and performance of Safer Lancashire Board in:

- reducing crime and disorder
- promoting community safety

(Appendices A and B refer)

Contact for further information:

Colleen Martin, 01772 530690, Community Safety, Policy Unit, OCE

### Executive Summary

This report covers the role and performance of the Safer Lancashire Board and its Responsible Authorities, specifically focussing on anti-social behaviour and domestic violence. It also identifies the priorities that have been set by the Safer Lancashire Board for the next three years.

### Key Points

The Safer Lancashire Board (SLB) determines its priorities, actions and use of resources based on information provided in the annual Strategic Assessment, in consultation with all community safety partners and through public engagement.

The production of a Community Safety Agreement (CSA) is a requirement for responsible authorities under the Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006.

The purpose of the SLB is to help co-ordinate community safety related activity across the county and support cross-district working, identifying where value can be added by working on a multi-district or county level.

The statutory responsibilities and those of the other responsible authorities are to:

- Prevent and reduce crime and disorder, including anti-social behaviour and other behaviour adversely affecting the environment
- Reduce the misuse of drugs, alcohol and other substances
- Reduce re-offending

### Recommendation

The Committee is asked:

1. To note the progress to date and comment on the activity of the Safer Lancashire Board in delivering the current Community Safety Agreement.
2. To note the refresh of the Strategic Assessment and the areas of focus identified by the Safer Lancashire Board for 2011-14.

## **Background and Advice**

On 27 March 2008, the former Communities and Partnerships Committee considered a report on the development of the first Lancashire Community Safety Agreement following legislative changes enacted by the Police and Justice Act 2006 (PJA). It was resolved that the Committee endorsed the draft Community Safety Agreement and that they would receive exception reports on a six monthly basis on progress. Following the Local Government Act 2007 and the expectation of a committee to scrutinise the work of the relevant partnership, this for Lancashire County Council, is the Safer Lancashire Board.

## **Role of the Safer Lancashire Board**

The Safer Lancashire Board (SLB) was formed officially in April 2008 as the statutory County Strategy Group for community safety. It merged existing county-level groups to ensure there was a single forum to provide strategic direction and coordination of all community safety-related partnerships in Lancashire. The SLB is made up of executive level officers from partner organisations and all Chairs of the district and unitary Community Safety Partnerships (CSPs). The County Council elected member with the community safety portfolio is a member of this group and has the role of Chair.

Specifically, the SLB identifies priorities and strategic approaches in the following areas of work:

- Crime and Disorder including Domestic Abuse
- Anti-social behaviour, and other behaviour adversely affecting the environment
- Substance Misuse
- Counter-Terrorism and Preventing Violent Extremism
- Reducing Offending and Re-offending
- Fire Safety
- Serious and Organised Crime
- Road Safety/Accident Prevention

The SLB is required to develop a rolling three-year Community Safety Agreement, identifying the main priorities for Lancashire and how they will be achieved. The Agreement complements and supports the partnership plans of each CSP as it is informed by the strategic assessments that each local partnership is required to undertake. The delivery plan element is refreshed annually and provides the foundation for allocating the Area Based Grant committed to community safety by Lancashire County Council. As coordinating body for the county the SLB makes the recommendations to the Cabinet Member on the distribution of funding to support community safety activity.

## **Progress and Performance of the Community Safety Agreement**

Partners have been working together to deliver the shared outcomes in the Community Safety Agreement, using agreed performance indicators to reflect progress and improved delivery.

### **Improving Reassurance and Feeling of Safety, Reducing Anti-Social Behaviour**

- Bright Sparx continues to be delivered annually which aims to prevent and reduce anti-social behaviour often associated with Bonfire Night and the preceding weeks
- Restorative Justice and Restorative Approaches have been rolled out across the county and more schools are engaging each term with this method of resolving internal issues and anti-social behaviour.
- A countywide anti-social behaviour pledge to residents was developed to inform citizens of Lancashire of the service levels they could expect following a report or incident.
- Over the summer a countywide Confidence operation was undertaken to work with targeted communities and to deliver key messages. This included the development of the Love My Lancashire Facebook site (run by the Constabulary); Hate ASB, Love Respect campaign.
- ASB Risk Assessment Conferences have now been implemented in every area, enabling partner agencies to identify and support victims who are more at risk.

Further detail and information about the ASB Pledge and Risk Assessment Conferences is available in Appendix A.

### **Tackling Domestic Abuse**

- All the courts in Lancashire remain fully accredited as Specialist Domestic Violence Courts to meet the unique needs of victims and provide essential support services for them and their families. In 2010/11, the SLB committed £110,000 to ensure the provision of Independent Domestic Violence Advisers remained consistent. A further contribution for 2011/12 has been provisionally agreed as match funding for a bid submitted to the Home Office, which would maintain a provision until 2015.
- The SLB and partners also support Multi-Agency Risk Assessment Conferences in place in each area to reduce repeat incidents to victims.
- Lancashire County Council has implemented an Employers Domestic Abuse policy to ensure that victims are able to be supported and working with perpetrators to stop the cycle of abuse.

### **Improve Road Safety**

- Education and enforcement activity has continued to be supported and through targeting Lancashire has seen reductions in the number of deaths and injuries from accidents involving motorcycles and other two-wheeled powered vehicles.

- The SLB has contributed further resources to improve the provision and infrastructure for Automatic Number Plate Recognition across the county to ensure there are no gaps and that no community is put at risk.

### **Priorities for 2011-2014**

The Committee will recall that under the provisions of regulations made under the Crime and Disorder Act 1998 as amended, strategic assessments must be reviewed at least annually and the Community Safety Agreement delivery plan be amended as appropriate. The county strategic assessment has been updated and previously circulated to the Committee. The County Assessment integrates the assessments of the twelve district and two unitary areas as well as information from consultations and individual agencies. At its away day on 10 February 2011, the Safer Lancashire Board identified the following thematic areas for 2011-14:

- Reduce alcohol and drug misuse
- Reduce re-offending
- Change attitudes and behaviours
- Protect and support vulnerable people

In achieving improved outcomes under these themes it is anticipated that activities will be better able to tackle the cross-cutting nature of community safety and reduce duplication by services.

The Safer Lancashire Board has further improved its links with the Safeguarding Adults and Safeguarding Children Boards, Children's Trust and the developing Health and Well-Being board to again remove duplication and ensure services are targeted appropriately.

A draft of the strategic assessment undertaken is attached at Appendix B for the Committee's information. The delivery plan element of the Community Safety Agreement is currently being developed following the away day of the Board.

In addition to this report the Committee will be receiving a brief presentation at the meeting on the performance to date of the Board.

### **Consultations**

**N/A**

### **Implications:**

This item has the following implications:

#### **Risk Management**

There are no risks to be considered as this committee will only make recommendations on the information provided; not service decisions.

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact/Directorate/Ext
Community Safety Agreement	27 March 2008	Colleen Martin, Community Safety, Policy Unit, OCE Ext 33438
Approval of the Lancashire Community Safety Agreement 2008-11	10 July 2008	Colleen Martin, Community Safety, Policy Unit, OCE Ext 33438
Allocation of Funds in Support of Community Safety Deliver Commissioned Activity by the Safer Lancashire Board	17 March 2009	Colleen Martin, Community Safety, Policy Unit, OCE Ext 33438
Allocation of Funds from the 2009/10 Crime and Disorder Budget	23 September 2009	Colleen Martin, Community Safety, Policy Unit, OCE Ext 33438
Allocation of Funds from the 2010/11 Crime and Disorder Budget	31 March 2010	Colleen Martin, Community Safety, Policy Unit, OCE Ext 33438
Lancashire Strategic Assessment 2010	20 December 2010	Colleen Martin, Community Safety, Policy Unit, OCE Ext 33438
	10 Feb 2011	Melanie Greenslade, MADE Officer, Policy Unit, OCE Ext 32864

Reason for inclusion in Part II, if appropriate

N/A



### **Anti-Social Behaviour Progress**

#### **Anti-Social Behaviour Risk Assessment Conference (ASBRAC)**

Tackling Anti-Social Behaviour has been a priority across the pan-Lancashire area over the last year with many new initiatives being adopted to improve partnership working and improve outcomes for victims and communities. Identifying and supporting the most vulnerable victims has been central to this work following a number of high-profile tragic cases nationally, and partners in Lancashire have made an early and well developed response to tackling the problem. The Anti-Social Behaviour Risk Assessment Conference (ASBRAC) framework was developed in Blackpool and has been adopted over the last few months by Community Safety Partnerships pan-Lancashire.

Similar to the established MARAC process for domestic abuse, ASBRAC brings together local agencies to address the harm caused to ASB victims, and prioritise interventions. The process identifies low, medium and high risk victims of ASB and identifies support from the point of referral. It provides multi-agency meetings to consider and address the most complex and high risk cases and identify interventions. ASBRAC facilitates better information sharing and provides a transparent record of action taken to support the vulnerable in our communities. This coordinated response recognises that joint working can help partners to make the best use of their resources. ASBRAC offers a focal point for multi-agency activity to assist in the reduction of anti-social behaviour, thereby reducing the number of victims, the harm caused to them and the damage such activity does to our communities. The impact of ASB and the harm caused can be dependent on factors such as the resilience of an individual/family, the support already in place and the level of repeat victimisation. This needs to be considered when risk assessing a victim to ensure that harm identified and reduced. This is a clear message from the Home Office who have recognised the ASBRAC process as good practice alongside effective case management. However there is no central provision of training or resource to ensure that partners are best able to adopt and utilise the tool.

Whilst reports of ASB are made to a range of organisations such as environmental health, neighbourhood teams, ASB officers and housing providers, referrals to ASBRAC are predominately made by neighbourhood policing teams although there is some local variance dependent on initial training on the process already delivered. The purpose of ASBRAC is to join up ASB reports and consider support for victims across a range of agencies. In addition to understanding the process it is important to equip wider participants in ASBRAC with the skills to identify risk and harm to the most vulnerable and ensure that referrals are made as necessary. The ASB Officer working group has identified this as a development need.

#### **Next Steps**

The ASB Officer Working Group has been tasked by the Board to pursue the process of identifying a provider and package of training that will not only develop the skills of front-line staff working with ASB victims, but will also provide a sustainable pool of expert practitioners. The aim is to continue to roll out the main features of the ASBRAC process and maintain local flexibility whilst improving the identification and reduction of risk and harm to victims in our communities.

The development and delivery of multi-agency training to support the ASBRAC process will:

- Reduce the harm caused to victims by anti-social behaviour
- Improve the identification of vulnerable victims
- Enable better assessment of the level of harm and potential risk
- Provide improved understanding of how being a repeat victim of ASB amplifies the level of harm a victim experiences (Signal Disorder Theory)
- Increase referrals from partner agencies
- Improve the local response to local problems – better use of problem solving to reduce harm
- Support ASB perpetrators to change their behaviour or face the consequences
- Assist better use of existing resources/programmes with a more coordinated approach
- Improve understanding and commitment of the ASBRAC process amongst partners
- Improve information sharing with regard to ASB
- Provide a sustainable pool of expert practitioners to continue to support ASBRAC

### **Safer Lancashire ASB Pledge**

At the meeting on 12 November 2009, the Board were informed of the then Home Secretary's request that all Community Safety Partnerships (CSPs) formulate an agreed set of minimum standards for tackling anti-social behaviour by 31 March 2010. The minimum standards were to address:

- Reducing perceptions of ASB year on year
- Taking reported cases of ASB seriously
- Providing regular information to residents on action taken
- Offering practical support and help to victims
- Ensuring an effective link between neighbourhood policing and neighbourhood management
- Providing residents with a right to complain to CDRP/CSP chairs where effective action has not been taken

The Board determined that the minimum standards should be set at a pan-Lancashire level to ensure equity of access to service delivery for residents regardless of where they lived in the county. It was also resolved that a multi-

agency officer group would be established in order to progress the project followed by consultation with wider partners to determine the service elements for inclusion in the minimum standards.

The partnership consultation process illustrated the range of service provision across the pan-Lancashire area. Whilst no single set of minimum standards could be identified that would accurately reflect local variation there were a range of clear principles which were commonly supported. As such, it was determined that a pledge detailing those key principles be produced which would be underpinned by local service standards on a borough footprint reflective of local arrangements and resources.

In keeping with the original requirement the pledge was published on 31 March 2010 on a range of websites including those of the Safer Lancashire Board, Lancashire Constabulary and local authorities. The Pledge was produced with the Safer Lancashire Board logo and also provided to CSPs with their logo for local use. The Pledge was then promoted further over the summer period during the multi-agency Confidence Operation. The operation aimed to promote activity and public satisfaction on issues such as anti-social behaviour, road safety, and protecting vulnerable people.

Lancashire Constabulary has produced an ASB Strategy which incorporates a number of actions to be delivered by the ASB Officer Working Group which are summarised as:

- ASB Minimum Standards
- Consistency of Case Management
- Improved information sharing



# Lancashire Community Safety Partnership Strategic Assessment



*'Making Lancashire A Place Where People Are And Feel Safe'*

## EXECUTIVE SUMMARY

Under the Police and Justice Act (2006), Community Safety Partnerships (CSP) are required to produce an annual strategic assessment which identifies the priorities they will tackle over the next three years. In Lancashire, we combine these to produce a county-wide strategic assessment, which identifies those community safety issues which do not respect borders and may be organised better at county level. Actions to deal with these issues are detailed in the Lancashire Community Safety Agreement.

The landscape for community safety activity over the next three years will be complicated by the transformation of the responsible authorities into smaller, more focused organisations and the introduction of directly elected Police and Crime Commissioners.

The reduction in central government controls has provided an opportunity to be more creative in the way that we look at community safety issues. To this end, four key themes have been identified to facilitate cross-partner working and enable focusing on outcomes.

**Protect and support vulnerable people** – increasing the resilience of individuals and families to being victimised or becoming an offender and protecting those who are vulnerable. This will include the following priority areas:

- Repeat victims of domestic abuse, both adults and children
- Repeat victims of sexual assault
- Child sexual exploitation
- High risk victims and perpetrators of anti-social behaviour
- Victims of hate crime
- Children killed or serious injured on the roads
- Fire safety, particularly for elderly or vulnerable
- Offenders with mental or substance misuse issues
- Victims and young offenders involved in serious and organised crime
- Safeguarding of adults and children
- Reducing first time entrants to justice system, in particular young people
- Loan sharking
- Distraction burglary and doorstep crime

**Change attitudes and behaviours** – only by changing views about what is acceptable behaviour by all residents, visitors and workers can Lancashire be made a safe place. One aspect of 'big society' is that individuals need to take more responsibility for their own actions and the partnership's role is to empower people to do this through crime prevention measures and education. Areas which fall under this theme are:

- Violent crime, particularly alcohol related and domestic abuse
- Road Safety – speed, seatbelts, drink and drug driving

- Foster tolerance and consideration to reduce anti-social behaviour, criminal damage and deliberate fire setting
- Increase the unacceptability of alcohol and drug misusing behaviour
- Violent extremism (international and domestic) – increase community intolerance of extremism
- Make all forms of hate crime unacceptable

**Reduce alcohol and drug misuse** – reducing drug and alcohol misuse will make Lancashire both a healthier and safer place. Sub-issues for this theme are:

- Alcohol related violent crime
- Alcohol and drug misuse – access to effective treatment services, education, particularly for offenders
- Acquisitive crime – reduce opportunities
- Serious and organised crime – drugs trafficking and supply
- Drink and drug driving

**Reduce reoffending** - offenders who repeatedly offend or commit serious violent or sexual crimes need to be closely managed in order to keep crime rates low and ensure that Lancashire is a safe place to visit, live and work. Lancashire needs to reduce prolific offenders all types of crime and disorder, but in particular:

- Acquisitive crime
- Violent crime
- Serious sexual offences
- Anti-social behaviour

And remove barriers to leaving the offending pathway, in particular increase access to effective drug and alcohol treatment services.

It is proposed that the Safer Lancashire Board adopt these themes as their priorities for 2011/12.

These themes have been identified after an evidence gathering process about the predominant community safety issues in the county. These issues are summarised below.

#### Serious Violent Crime

21% of all crime is violent crime, mainly violence against the person. 5% of all violent crime is most serious violent crime. Most serious violent crime in Lancashire is higher than its most similar family group but all indicators show that violent crime is reducing. It was identified as a priority by all 14 CSPs. Preston and Blackpool have the highest volumes. Serious violent crime is linked to organised crime groups nationally, particularly the supply and use of firearms<sup>1</sup>, though firearms usage in

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<sup>1</sup> Serious and Organised Crime Agency ([www.soca.gov.uk](http://www.soca.gov.uk))

Lancashire is considerably lower than in other parts of the UK. Serious violent crime is also linked to gang culture.

#### Alcohol Abuse/Alcohol Related Violence

Alcohol abuse and in particular alcohol related violence remains high on all partners' agendas. It was a top 5 priority for all CSPs. Alcohol-related crime is very concentrated in a few wards in the county. Preston and Blackpool have the highest volume areas, followed by Lancaster and Blackburn. Consumption of alcohol is above average in Lancashire in comparison to other parts of the country. The number of crimes with an alcohol related qualifier and the number of alcohol related hospital admissions have risen over the last eighteen months.

#### Domestic Abuse and Serious Sexual Offence

There were 19 calls to the police about domestic abuse for every thousand residents in Lancashire between April 2009 and March 2010. This is above average compared to other similar areas in the country. The total number of calls about domestic violence has increased by 9% between 08/09 and 09/10. This trend has been sustained for the last 4 years. 29% of domestic violence incidents in 2009/10 were classified as a crime. 372 cases warranted a multi-agency risk assessment conference, 115 of which were repeat cases. There were 11 domestic homicides between April 2009 and December 2010 and 1,528 attendances at emergency departments, where an assault took place at home, between January 2007 and December 2009. Domestic abuse is high on all partners' agendas. It was identified by all 14 CSPs as a top 5 priority.

The numbers of serious sexual offences associated with domestic abuse are significant. National research shows that 53% of serious sexual assaults are committed by a partner. Lancashire is average compared to its most similar families for serious sexual offences. There was a 24% rise between December 2009 and November 2010 compared with the previous 12 months.

#### Child Sexual Exploitation

Child Sexual Exploitation is a largely hidden behaviour, with cases only coming to light when harm has been done. There has been an increase in referrals about those at risk to the police over the last 12 months. The number of victims is expected to increase again as awareness of cases increases through proactive work. There is a strong relationship with deprivation. Many victims are children in care or missing from home. This issue has been highlighted by the police, council and 4 CSPs.

#### Road Safety

The number of people injured in RTCs in Lancashire has been decreasing year on year, mirroring the regional and national trend. However, the rate per thousand population for Lancashire is still above both the North West and England rates. Lancashire is above the average for its most similar family for all killed and seriously injured (KSI), but below for child casualties. West Lancashire, Lancaster and Preston had the highest number of KSIs in 2009/10. Nearly  $\frac{1}{5}$ <sup>th</sup> of all RTCs in Lancashire involved a 16-20 year old. Blackburn had the most accidents on 2-wheeled powered

vehicles. The Living in Lancashire panel was asked in June 2010 what the main problems in their local area are. 45% felt that speeding cars or motorbikes was their main problem. Improving road safety is a priority for all partners. It was identified as an issue by all 14 CSPs and was a top 5 priority for 7 areas.

#### Anti Social Behaviour

There were 97 complaints per thousand residents to the police and 34 to other partners about anti-social behaviour between April 2009 and March 2010. Lancashire has less anti-social behaviour than the England and Wales average. Perceptions of anti-social behaviour and, in particular, drunk and rowdy behaviour, are below their most similar family group. Both complaints about and perception of anti-social behaviour have reduced in Lancashire in the last 4 years, complaints by 27%. ASB is much more prevalent in areas of high social deprivation than in other areas. The most deprived 20% of the county has more than six times the rate of complaints about anti-social behaviour than the least deprived 20% of the county. ASB was identified by all 14 CSPs as a problem, with an average rank of 4.

#### Acquisitive crime

Lancashire is ranked the best in its most similar family group for serious acquisitive crime and second best for distraction burglary. All serious acquisitive crime is reducing in Lancashire, although some of the less serious crime types, such as theft of pedal cycles and theft in a dwelling have seen an increase over the last year. Serious acquisitive crime is more widespread than other crime types, with all areas of the county affected. This issue has been raised by all 14 CSPs with an average rank of 9.

#### Illicit Drugs Misuse

It is estimated that there were approximately 10,000 problem drug (opiate and/or crack cocaine) users, aged between 15-64, in Lancashire in 2008/9. 17% of all drugs offences took place in Preston and 15% in Blackpool, though this geographic spread might be influenced by partnership activity. Lancashire is average for its most similar family group for all drug offences and for possession of drugs. All drugs offences have increased by 6.7% December 2009 to November 2010 when compared with the same period previously. Drug seizures were up 9% on the previous year. Cannabis is the most popular drug of choice for recreational and casual users. Heroin remains the most prevalent drug of choice for those presenting to services across Lancashire with 77% of all clients in treatment stating it as the main drug of choice. Recent data from Lancashire's substance misuse services show that the number of young people presenting to services with Mephedrone has increased over the last year. Services have reported an increase in "legal highs" as their main and secondary drug of choice. Substance misuse was considered a strategic priority by 10 of the CSPs with an average rank of 3 and is also a priority for all other partners.

#### Fire Safety

15 people were killed and 157 injured in primary fires in Lancashire between April 2009 and September 2010. Blackpool and Preston recorded the greatest numbers of primary fires. They also have the greatest numbers of accidental dwelling fires.

Lancashire has achieved the greatest reduction of accidental dwelling fires since 2005/06 (25%) of all the non-metropolitan counties. The number of casualties from these incidents has also reduced by 17% since 2008/09. All primary fires reduced by 11% in Lancashire from November 2009 to October 2010, when compared with the previous period. Accidental dwelling fires fell by 3% in the same period. Deaths and injuries fell considerably in this period. 56% of all accidental dwelling fires in Lancashire are as a result of a cooking related fire. Those who are most at risk of having this type of fire are single males 25-49 and older people +65.

### Reoffending

The rate of reoffending is a cross cutting issue which affects many of the other sections. In the last 18 months, less than 1% of offenders have been responsible for 1 in 10 detected crimes in Lancashire. Adult reoffending rates in Lancashire are just slightly above their most similar family group. Prolific and priority offender rates are well below that seen in the national cohort. Youth reoffending rates are at the upper end of the most similar family group. First time entrants to the criminal justice system are average when compared to the most similar family group. All areas, apart from West Lancashire are showing good reductions in repeat offending by prolific and priority offenders. This is a priority for all partners.

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## Purpose of the Strategic Assessment

Under the Police and Justice Act (2006), Community Safety Partnerships (CSP) are required to produce an annual strategic assessment which identifies the priorities they will tackle over a rolling three year period. In Lancashire, we combine these to produce a county-wide strategic assessment, to identify those community safety issues which do not respect borders and may be organised better at county level. It also assists in identifying where efficiency savings can be made through partnerships acting in a co-ordinated manner so that better outcomes can be achieved. The findings are used to inform the Lancashire Community Safety Agreement which sets out activity to be undertaken by the Safer Lancashire Board over the next 3 years.

## Aim of the Strategic Assessment

The aim of this report is to answer key questions relating to crime and disorder issues affecting the communities of Lancashire. The process has focussed, where possible, on answering the following questions for each particular issue:

- Is the problem confined to one part of the county or widespread?
- Is the issue greater in Lancashire than in other similar areas in England and Wales?
- Is the problem getting worse?
- What is the level of harm to communities?
- Is this issue of community concern?
- What value can the Safer Lancashire Board add to tackling this issue?

## Overview of Lancashire

Lancashire is divided between three local authorities. These are:

- Lancashire County Council (which has 12 district councils within its boundaries);
- Blackpool Council (unitary authority); and
- Blackburn with Darwen Borough Council (unitary authority).

There is one police authority, one constabulary, one fire and rescue service and one probation trust. There are five primary care trusts and three drug and alcohol action teams.

Lancashire is in the North West of England, bordered by Cumbria, Yorkshire, Greater Manchester and Merseyside. It covers 3,075 km<sup>2</sup>, and has a population of nearly 1.5 million people, which has grown by nearly 2% over the last eight years. 82% of the area is green space, with the population concentrated into the remaining 18%. The county has a diverse make-up with pockets of both deprivation and affluence. This is highlighted by a socio-demographic analysis of the county, using Experian's Mosaic dataset, which reveals that 39% of the county's population fall into lower

income residents, predominantly lower income workers in urban terraces in diverse areas. 15% are middle income families in moderate suburban semis and 10% are affluent households.<sup>2</sup>

The level of crime is the most important element of making a place good to live according to 60% of the Living in Lancashire panel in November 2010, with 20% saying that crime still needs improving in their local area. 48% of respondents felt that activities for teenagers most needed improving in their neighbourhood.<sup>3</sup>

## Methodology

The county strategic assessment comprises a number of elements: a horizon scanning exercise, a review of county partnership strategic documents (Joint Strategic Needs Analysis for Health and Wellbeing (JSNA), Police Strategic Assessment, Fire Service Integrated Risk Management Plan, Probation Trust's criminogenic needs analysis), consultation with other partners and a review of the strategic assessments from the 14 Lancashire Community Safety Partnerships (CSPs).

Timescales for the process are detailed in Appendix 1. Each local community safety partnership's strategic priorities are detailed on the matrix and picture in Appendix 2. Explanatory notes for the scoring system used by the CSPs to rank their issues are contained in Appendix 3.

These different elements have been used to review the strategic priorities documented in the 2010/11 strategic assessment and identify any emerging issues which might require a county partnership response in 2011/12.

The areas of work required to tackle these issues will be detailed in the Community Safety Agreement.

## Horizon Scanning/PESTELO Analysis

All community safety activities operate in a wider context and as such will have an impact on, and are affected by, external factors. The PESTELO technique has been used to identify political, social, technological, environmental, legal and organisational influences which may affect the county's community safety activities. The completed PESTELO table is contained in Appendix 4.

The shrinking of the public sector in line with government policy will be the biggest threat faced by partnerships over the next three years. All partners are seeing a large reduction in their allocation from central government, but costs are rising due to the effect of interest rate changes, inflation and increased demand on local services, such as children's care and waste management. The voluntary sector is also likely to contract in the short term due to a reliance on government funding.

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<sup>2</sup> [http://www.lancashire.gov.uk/office\\_of\\_the\\_chief\\_executive/lancashireprofile/ia/001/atlas.html](http://www.lancashire.gov.uk/office_of_the_chief_executive/lancashireprofile/ia/001/atlas.html)

<sup>3</sup> Living in Lancashire (<http://www.lancashire.gov.uk/corporate/lil>)

There will be considerable public sector organisational changes over the next three years. From 2012 there will be a directly elected Policing and Crime Commissioner, instead of the Police Authority. A new Health and Wellbeing board is being introduced and Primary Care Trusts are being replaced by GP consortia for health commissioning with local authorities absorbing parts of public health over the next 2 years. The Lancashire Partnership which sits above the Safer Lancashire Board has recently evolved into the Public Service Board.

The government is encouraging more community involvement in community safety and therefore there is a need for even more transparency of information and intelligence between the partnerships and the community.

Although unemployment is rising in the county, it is still lower than the UK and North West average. Blackburn and Blackpool have unemployment rates that are rising faster than the UK average.<sup>4</sup> There is no direct relationship between rising unemployment and crime in Lancashire but increasing unemployment and rising inflation will deepen social deprivation, widening the gap between affluent and less affluent areas.

Families, regardless of their make-up are probably the most significant influencing factor on its members. The success of services to change behaviour and improve outcomes for an individual member will often be determined by the actions and reactions of family members. Failure to understand and address the wider needs of the family will often undermine efforts to improve specific outcomes, leading to frustration, disengagement and ultimately greater costs to services as interventions are repeated or families are escalated up the continuum of need. There are drivers, both nationally and locally, to develop 'Total Family' approaches through the examination and adaptation of structures, operational procedures and workforce development to better equip services to deliver around the needs of families, both to address current issues and to build resilience against future need.

## Themes

This year it is proposed that the Safer Lancashire Board develop a new structure for considering issues which will facilitate cross-partnership cooperation. This new structure will encourage an outcome focus.

The vision for the county is a Safer Lancashire – creating a place where people are and feel safer. Four main themes have been identified to help build Safer Lancashire. These themes are shown in figure 1 below.

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<sup>4</sup>Lancashire Profile - <http://www.lancashire.gov.uk/lancashireprofile/unemployment>

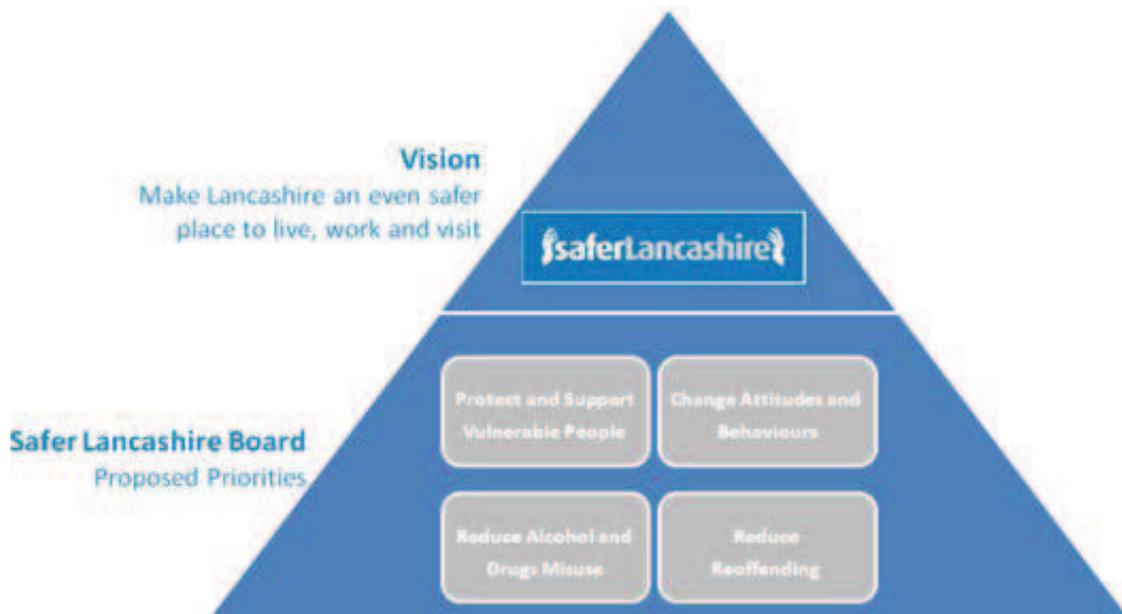


Figure 1

**Protect and support vulnerable people** – increasing the resilience of individuals and families to being victimised or becoming an offender and protecting those who are vulnerable.

**Change attitudes and behaviours** – only by changing views of what is acceptable behaviour can Lancashire be made a safe place to live and work. Big Society is about individuals taking responsibility for their own actions and the partnership's role is to empower people to do this.

**Reduce alcohol and drug misuse** –reducing drug and alcohol misuse will make Lancashire both a healthier and safer place.

**Reduce reoffending** - offenders who repeatedly offend or commit serious violent or sexual crimes need to be closely managed in order to keep crime rates low and ensure that Lancashire is a safe place to visit, live and work.

It is recommended that the Safer Lancashire Board adopt these themes as the overarching priorities for activity in 2011/12.

## Community Safety Issues

Partnerships have identified a number of key issues for the county. These issues are cross-cutting and feed into the four main themes. These are outlined in figure 2 and discussed in more detail below.

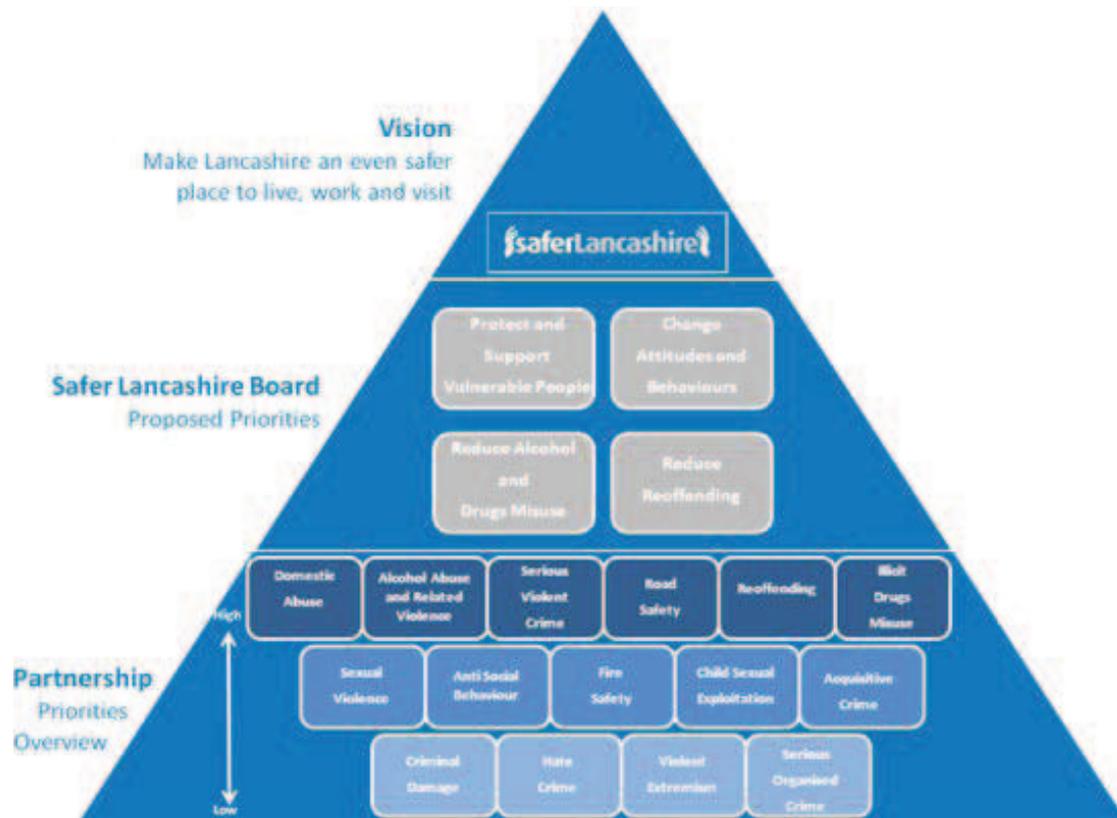


Figure 2

## Serious Violent Crime

### Issue

21% of all crime is violent crime, mainly violence against the person. Most serious violent crime accounts for 5% of all violent crime and comprises homicides, acts endangering life, grievous bodily harm and death by aggravated vehicle taking. Most serious violent crime in Lancashire is higher than its most similar family group, and reductions are relatively small.

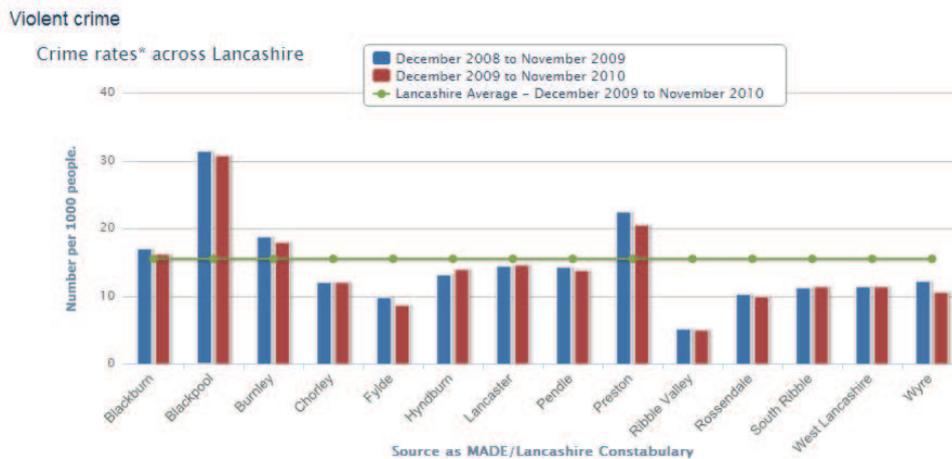
### Partnership Concern?

All violent crime was identified as a priority by all 14 community safety partnerships; with serious violent crime, domestic abuse and alcohol related violence being singled out as problem areas. Preston specifically identified gun and knife crime reflecting its city status. Blackpool, Pendle and Preston also mentioned organised crime groups, which are a strategic priority for the police.

### Geographical Extent

Violent crime occurs all over the county, but Blackpool and Preston have the highest volumes. Town Centre ward in Preston (the city centre) and Talbot and Claremont Wards in Blackpool record 10% of all the violent crime in the county. These wards have the most active night time economies in the county.

Chart 1 Violent Crime by CSP



5

### Direction of Travel

All indicators show that violent crime is reducing in Lancashire.

All violent crime has fallen by 2.4% and serious violent crime by 0.2% in the twelve months ending November 2010, when compared with the previous twelve months. There were six fewer homicides.

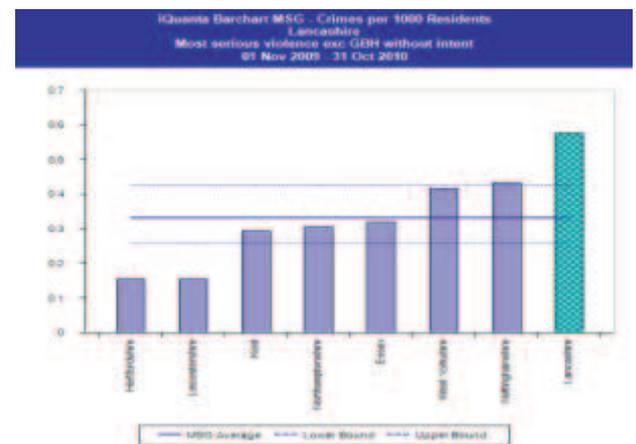
The number of Emergency Department assault attendances made by Lancashire residents decreased by 8% over the three year period, from 9,104 in 2007 to 8,421 in 2009. Assault attendances by Blackburn with Darwen residents had the greatest decrease (26%) but Ribble Valley residents increased by 10%.

Between December 2009 and November 2010 there were 5628 ambulance call outs for violence related injuries. This was a reduction of 20% on the previous twelve months.

### Scale relative to other areas

When violent crime occurs in Lancashire, it is seemingly more injurious than when it occurs in other authorities. Lancashire is by far the worst of its most similar group for serious violent crime. Serious wounding is the component which pushes Lancashire to the top. However, this is due, in part, to variations in recording practices between forces rather than real differences.

Lancashire is mid-table, just above the most similar group average for assault with less serious injury. It is ranked 2<sup>nd</sup> worst for assault against the person with injury.



<sup>5</sup> Safer Lancashire (<http://www.saferlancashire.co.uk/2011/crime/index.asp>)

## Of Community Concern?

Serious violent crimes, such as homicides, attract media attention due to their severity and therefore, despite being very small numbers, each crime has a disproportionately high community impact. Less serious violent crime is not as visible to the general public, occurring as it does in concentrated areas or within the home.

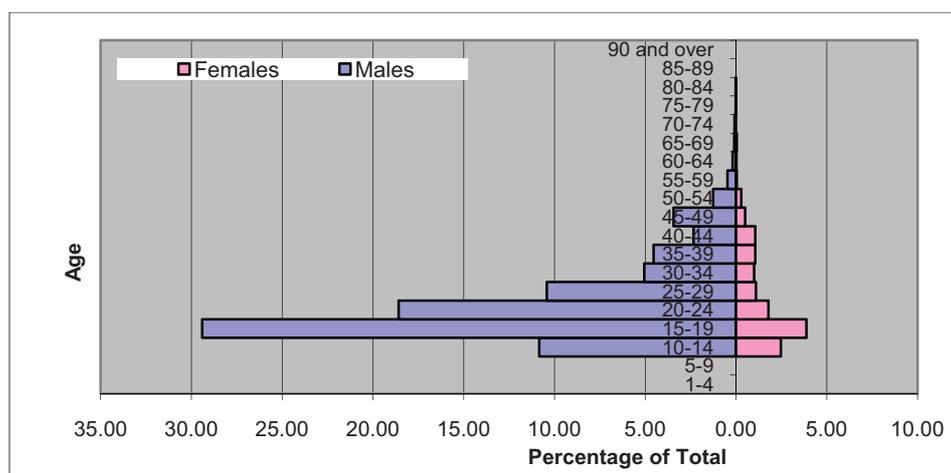
## Level of Harm

Although serious violent crimes are rare, the impact on the victim is significant. Serious violent crime is linked to organised crime groups nationally, particularly the supply and use of firearms<sup>6</sup>, though firearms usage in Lancashire is considerably lower than in other parts of the UK. Serious violent crime is also linked to gang culture, domestic abuse and alcohol related violence.

## Further Analysis

All violent crime occurs mainly on the weekends and in the late evenings. Young males aged 15 to 24 are the predominant offender group. The proportion of young women involved in violent crime has remained stable over the last few years.

Chart 2 - Profile of Offenders of Violent Crime in Lancashire



Source: MADE/Lancashire Constabulary

In 2009 the highest proportions of emergency department assault attendances by Lancashire residents were for persons aged 25-59 years (47%) and for all age groups the majority of assault attendances were male (73%). Blackpool residents made the most attendances to Emergency Departments for an assault (19%), followed by residents of Preston (14%), and Blackburn with Darwen (13%). The highest number of ambulance call outs was in Blackpool (21%).

<sup>6</sup> Serious and Organised Crime Agency ([www.soca.gov.uk](http://www.soca.gov.uk))

Most emergency department assault attendances by Lancashire residents occurred in a public place (35%) or the home (13%), however this figure changes for residents of Preston (public place 67%; home 17%). Of all ambulance assault call outs, 6% were for stabbing or gunshot incidents.<sup>7</sup>

## Alcohol Abuse/Alcohol Related Violence

### Issue

Alcohol abuse and in particular alcohol related violence has been high all partners' agendas for a number of years. It is a cross-cutting issue which impacts on domestic abuse, serious sexual offences, criminal damage and anti-social behaviour.

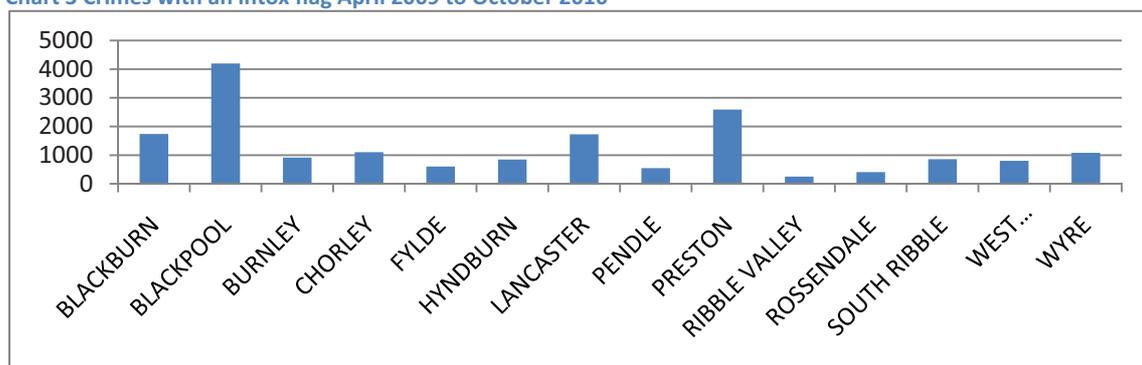
### Partnership Concern?

Lancashire County Council have made a commitment to help adults who are misusing alcohol to make positive life choices and to safeguard children in homes where alcohol abuse impacts on the care they received. From the health perspective, the JSNA priority one is liver disease. Alcohol abuse and alcohol related violence has been identified as a top 5 priority or cross-cutting issue by all 14 CSPs.

### Geographic Extent

Preston and Blackpool are the two areas with the most major issues, followed by Lancaster and Blackburn. These areas are typified with a vibrant night-time economy. Blackpool has high visitor numbers, 14.5m visits pa<sup>8</sup>, Preston is a major transport hub with 3.7m entries and exits in 2008/9.<sup>9</sup> Preston and Lancaster also have large student populations, though these do not seem to be a high offending group. 8% of detected alcohol-related violent crime in Preston and Lancaster was committed by students, compared with 6% in the county as a whole in 2009/10. 50% of detected alcohol-related violent crime was committed by unemployed people in Lancashire, highlighting the link with deprivation. 3% of offenders were still at school.

Chart 3 Crimes with an intoxic flag April 2009 to October 2010



Source: MADE/Lancashire Constabulary

<sup>7</sup> Trauma, Intelligence and Injury Group - [www.tiig.info](http://www.tiig.info)

<sup>8</sup> [www.visitblackpool.com/site/marketing-blackpool/home](http://www.visitblackpool.com/site/marketing-blackpool/home)

<sup>9</sup> Office of Rail Regulation - [www.rail-reg.gov.uk](http://www.rail-reg.gov.uk)

Alcohol related crime is very concentrated, with 21% of all such crimes taking place in just five wards.

<i>District</i>	<i>Ward</i>	<i>No of crimes with intox flag</i>	<i>%</i>	<i>cum %</i>	<i>No of Licensed Premises</i>
Preston	Town Centre	368	6.3	6.3	145
Blackpool	Claremont	258	4.4	10.8	215
Blackpool	Talbot	255	4.4	15.2	433
Blackpool	Bloomfield	238	4.1	19.3	431
Burnley	Daneshouse With Stoneyholme	115	2.0	21.3	86

Source: MADE/Lancashire Constabulary

Preston has the highest levels of alcohol related hospital admissions in Lancashire.

### **Scale relative to other areas**

According to the British Crime Survey 2009/10, 21% of respondents thought that drunken and rowdy behaviour was a problem in Lancashire. This is lower than the North West average of 23% and the England & Wales average of 24%.

The General Lifestyle Survey 2008 found that average weekly consumption for males in the North West was 17.3 units and for women was 10.1 units. This is above the England and Wales average of 16.6 and 10.1 respectively.<sup>10</sup>

There are no alcohol related indicators on Iquanta.

### **Direction of travel**

The number of crimes and the number of alcohol related hospital admissions have risen.

The number of crimes with an alcohol marker has been increasing over the last 2½ years.

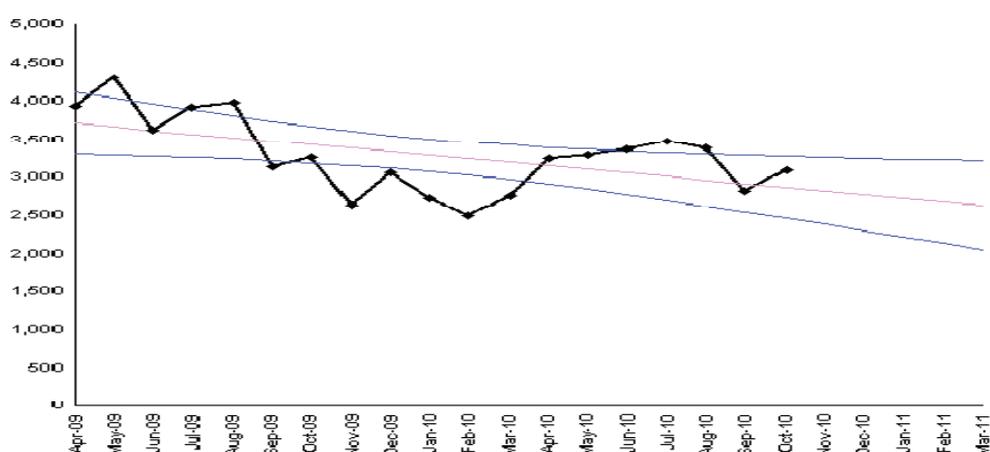
<i>Time period</i>	<i>Number with an alcohol marker</i>	<i>Percentage of all crimes</i>
April 2008 to March 2009	7788	6.6%
April 2009 to March 2010	11012	10.3%
April 2010 to October 2010	6915	10.9%

Source: MADE/Lancashire Constabulary

In contrast, incidents with an alcohol qualifier have been reducing. There is some anecdotal evidence that this might be a recording issue.

<sup>10</sup> Office of National Statistics ([http://www.statistics.gov.uk/downloads/theme\\_compendia/GLF08/GLFSmoking&DrinkingAmongAdults2008.pdf](http://www.statistics.gov.uk/downloads/theme_compendia/GLF08/GLFSmoking&DrinkingAmongAdults2008.pdf))

Chart 4 Calls to the police which have been given an alcohol qualifier



Source: MADE/Lancashire Constabulary

6% of primary fires (284) were given a drink/drug qualifier by the fire service.

Alcohol related hospital admissions are still increasing across most of the county. In the Lancashire County Council area they have risen by 3%, Blackburn 9% but Blackpool have reduced by 1% in 2009/10 when compared with the same period in 2008/9.<sup>11</sup>

The number of licensed premises in Lancashire is also increasing which has implications because there is a link between alcohol outlet density and alcohol related violence.

<i>Snapshot date</i>	<i>Number of active licenses</i>
June 2010	6694
December 2009	6573
March 2009	6369
May 2008	6176

Source: MADE/Lancashire Constabulary

There were 8 complaints to trading standards in the Lancashire County Council area in 2008/9 and 11 complaints in the 2009/10 period about underage alcohol sales. Blackburn BC had 26 complaints in 2009/10.

### Level of Harm

According to the 2009/10 British Crime Survey, victims believed the offender(s) to be under the influence of alcohol in 50% of all violent incidents. Alcohol also increases the likelihood of becoming a victim of crime. The survey found that the risk of being a victim increases significantly if the respondent visits a bar or nightclub once a week or more. Evidence suggests that victims of domestic abuse will drink alcohol both before and after an attack as a form of mental and physical pain relief.

<sup>11</sup> North West Public Health Observatory ([www.nwph.net](http://www.nwph.net))

Liver disease was ranked as the number one and mental health issues as number two health inequality in Lancashire in the JSNA. Chronic liver disease, including cirrhosis, is often related to alcohol and for some categories is completely attributable to alcohol. Mental health issues are also linked to alcohol abuse (and drug abuse).

### Of Community Concern?

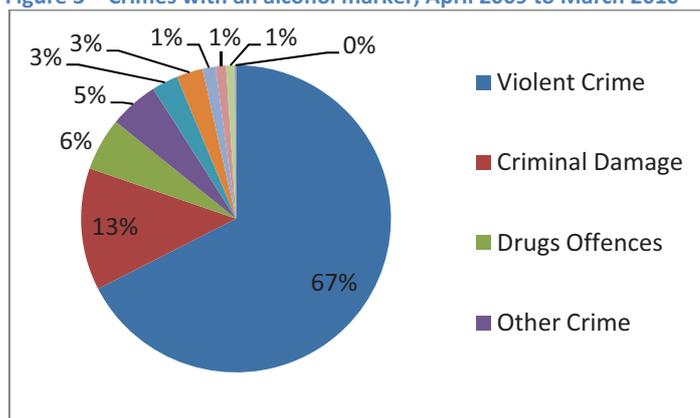
In the British Crime Survey 2009/10 53% of respondents thought that alcohol was one of the major causes of crime.

Lancashire County Councils Living in Lancashire panel were asked in June 2010 what the main problems in their local area are. 38% perceived that young people drinking on the street was an issue. 14% thought that the threat of violence or harassment was a major problem in their local area.<sup>12</sup>

### Further Analysis

Violent crime is the predominant crime type, with 95% of this being violence against the person; the other 5% being robbery and sexual offences. 13% is criminal damage.

Figure 3 – Crimes with an alcohol marker, April 2009 to March 2010



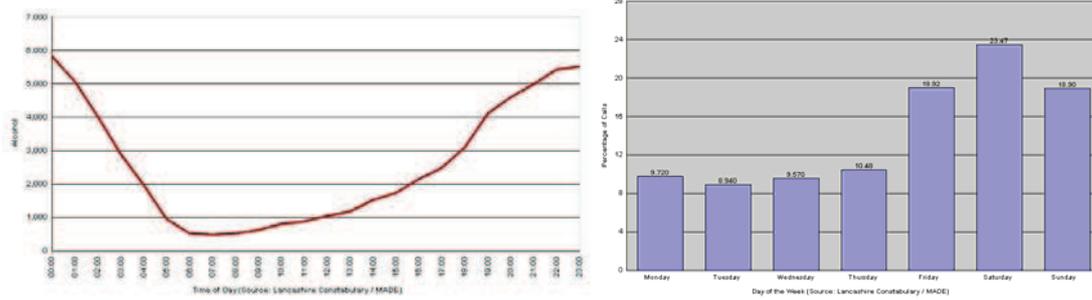
Source: MADE/Lancashire Constabulary

12% of domestic abuse incidents (5178) had an alcohol qualifier. This is likely to be an under-recording as evidence from elsewhere in the country suggests that alcohol has a much wider role in domestic abuse. Both with the perpetrator having had a drink or the victim drinking after the violence has occurred.

Alcohol related crime occurs predominantly between 8pm and midnight Friday to Sunday, however, in central parts of Preston and Blackpool this window widens into the small hours of the morning in line with bar and night club opening hours.

<sup>12</sup> Living in Lancashire (<http://www.lancashire.gov.uk/corporate/lil>)

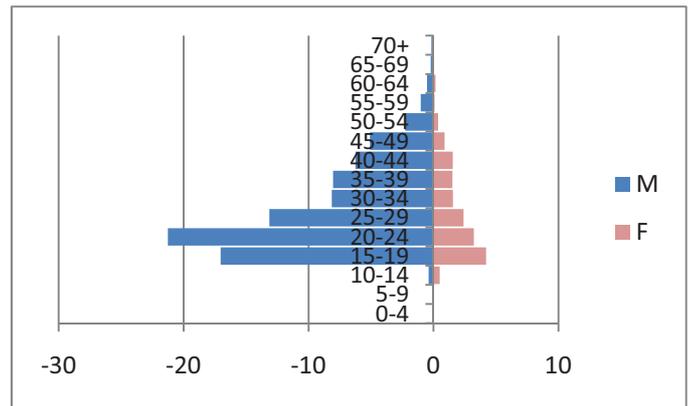
**Chart 5 Incidents with an alcohol qualifier April 09 to October 10**



An analysis of offenders shows that the 15-29 age group is the largest and that males predominate.

96% of offenders are white and 2% Asian. (92% of Lancashire's population are white and 6% Asian).

A needs analysis by Lancashire Probation Trust between September 2009 and October 2010 shows that 58% of offenders have an alcohol problem which could lead to them reoffending.



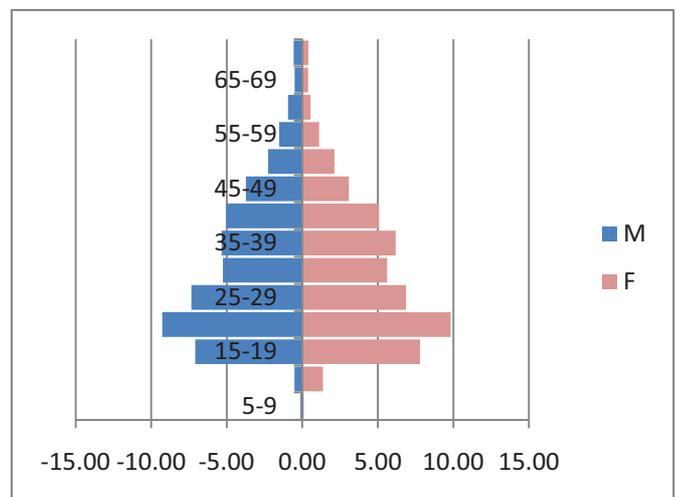
**Chart 6 Age & Gender Profile of Offenders where crime has an intox flag 2009/10**

A fundamental trend from draught to packaged beer sales passed a major milestone in 2008, when packaged sales overtook traditional draught beer sales volumes for the first time. The trend reflects the long-term growth in supermarket and off-trade sales.<sup>13</sup> It is expected that these changes in drinking habits will be reflected in hidden harm associated with the misuse of alcohol in the home environment. The proposed introduction of minimum pricing of alcohol is unlikely to make much of a difference because the threshold has been set below the level that will have an impact; though pricing is a significant factor in the purchasing decisions of under-age drinkers and binge drinkers.

The victims profile is much closer to that of the general population, with victims split 50:50 between males and females. Young people aged 15-29 are more likely to be a victim of a crime where alcohol is involved than older people but the skew is not as great as that seen with perpetrators.

**Chart 7 Age and Gender profile of victims of a crime with an alcohol qualifier**

Source: MADE/Lancashire Constabulary



<sup>13</sup> British Beer and Pub Association (<http://www.beerandpub.com>)

## Domestic Abuse

### Issue

There were 27,535 calls to the police about domestic abuse between April 2009 and March 2010 and a further 13,371 in the first half of 2010. This equates to 19 incidents per thousand population each year.

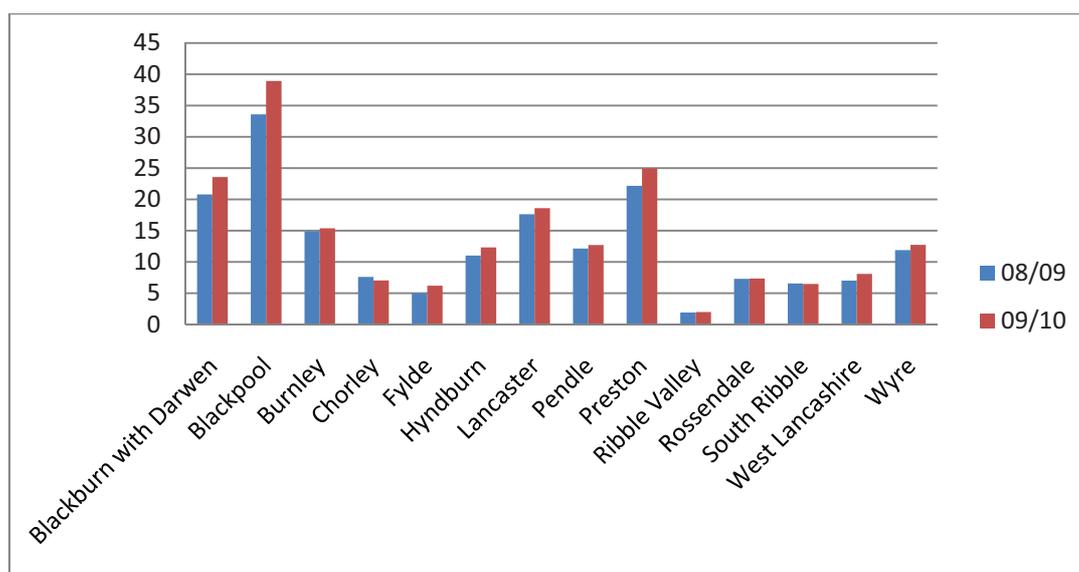
### Partnership concern?

This has been raised by all 14 of the CSPs as a top 5 priority. It is a priority for the police, county council (Safeguarding adults and children) and improving mental health and wellbeing is JSNA priority 2.

### Geographic extent

Domestic abuse is highest in Blackpool and Preston. Blackburn and Lancaster also have above average volumes. These are the areas which experience above average violence in the county.

Chart 8 Calls to the police about domestic abuse, rate per thousand pop



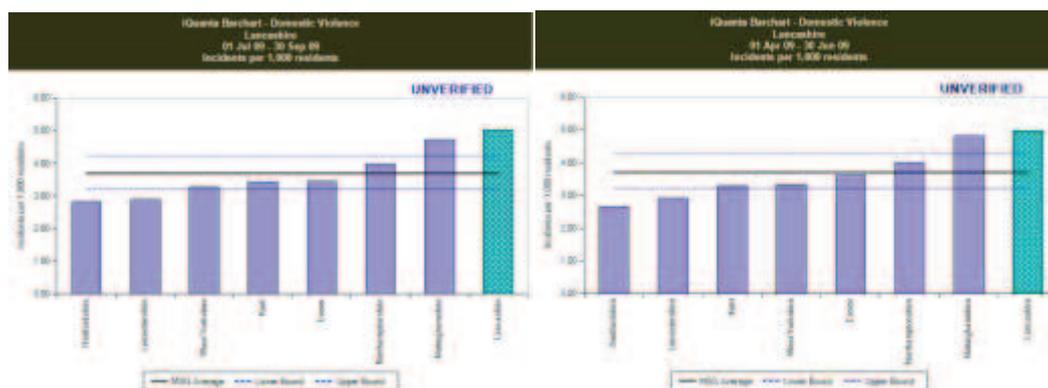
Domestic abuse is geographically concentrated. 25% of calls were from just 20 wards in the county between April 2009 and March 2010. Many of these wards are characterised by social deprivation and high levels of alcohol abuse.

<i>District</i>	<i>Ward</i>	<i>Domestic Abuse Calls</i>	<i>% of all calls</i>	<i>cum %</i>
Blackpool	Bloomfield	608	2.3	2.3
Blackpool	Claremont	559	2.1	4.4
Blackpool	Talbot	450	1.7	6.2
Blackpool	Brunswick	441	1.7	7.8
Blackburn	Shadsworth with Whitebirk	374	1.4	9.3
Preston	Ribbleton	362	1.4	10.6
Preston	St Matthew's	359	1.4	12.0
Blackpool	Park	317	1.2	13.2
Blackpool	Waterloo	317	1.2	14.4
Lancaster	Poulton	305	1.2	15.6
Wyre	Pharos	292	1.1	16.7
Blackpool	Victoria	285	1.1	17.8
Lancaster	Westgate	263	1.0	18.8
Preston	Town Centre	262	1.0	19.8
Blackpool	Clifton	260	1.0	20.8
Blackpool	Hawes Side	259	1.0	21.7
Blackburn	Sudell	258	1.0	22.7
Wyre	Rossall	245	0.9	23.7
Blackburn	Higher Croft	245	0.9	24.6
Lancaster	Skerton East	241	0.9	25.5

Source: MADE/Lancashire Constabulary

### Scale Relative to other areas

Lancashire is above average, compared to its most similar family group.

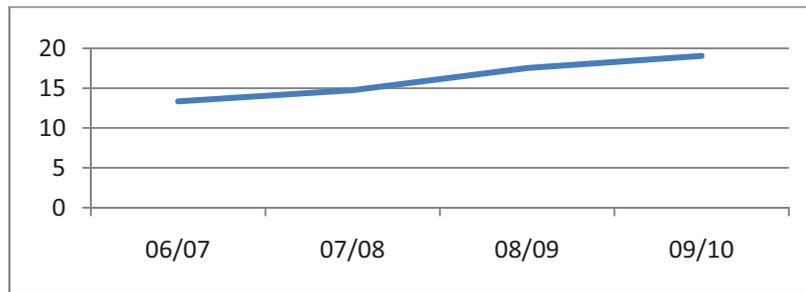


Source: Iquanta

### Direction of travel

The total number of calls about domestic abuse has increased by 9% between 08/09 and 09/10. This trend has been sustained for the last 4 years.

Chart 9 Rate per thousand pop calls to the police about domestic abuse



Source: MADE/Lancashire Constabulary

This is in contrast to police crime figures which show that violence against the person has decreased by 4% over the same period. All agencies working with domestic violence have actively tried to improve confidence in reporting domestic abuse, which might partially explain the increase against the trend. The specific domestic violence work that is involved in the Multi Agency Risk Assessment Conference (MARAC) and Specialist Domestic Violence Court (SDVC) processes has also contributed to a victim's belief and confidence in the system.

Calls to domestic abuse helplines in the county have increased from 13,380 in 2008 to, 15,210 between April 09 and March 10. Referrals have stayed the same, around 4,000 annually.

### Level of harm

29% of domestic abuse incidents in 2009/10 were classified as a crime. 71% were assaults and 11% criminal damage. Domestic assaults make up 20% of all violence against the person. 372 cases warranted a multi-agency risk assessment conference, 115 of which were repeat cases. There were 11 domestic homicides between April 2009 and December 2010.

In 22% (no=1528) of attendances by females at emergency departments for assault between January 2007 and December 2009 the assault took place at home. The same figure for males was 9% (no=1728), giving a combined percentage of 13%. This percentage of assaults at home is repeated in the first quarter of 2010, when 14% of assaults occurred at home (no=272). Preston and Blackpool residents had more attendances at AED for an assault at home than residents of other areas in the county.<sup>14</sup>

Victims are predominantly female, and one third of domestic abuse begins or gets worse in pregnancy. Children are also victims of abusive relationships and many suffer considerable harm. Domestic abuse is present in two thirds of cases of child deaths and serious injury, according to the Lancashire Safeguarding Children Board Serious Case Reviews.

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<sup>14</sup> [www.tiig.info](http://www.tiig.info)

Domestic abuse directly impacts upon the physical health and mental wellbeing of the adults and children it affects. It causes a lot of stress which is linked to an above average absence from work, depression, coronary heart disease and can lead to a repetition of abusive behaviour in subsequent relationships.

### Community concern

It is a very difficult issue to raise in surveys with the public, but when community groups are spoken to it is found to be a big problem. The Government's consultation on Violence Against Women and Girls in 2009 generated thousands of responses. Domestic abuse questions are not put into general surveys and publicly domestic abuse is still tolerated and there can be a reluctance to acknowledge it.<sup>15</sup>

### Other

Offenders are predominantly male. No specific analysis is available for their age or ethnic profile.

A mosaic profile of calls about domestic abuse shows residents on social housing estates are more than five times as likely as the average to experience or perpetrate domestic abuse in Lancashire.

<i>Mosaic Public Sector Types</i>	<i>Index</i>	<i>% of Lancs HH</i>
Tenants in social housing flats on estates at risk of serious social problems	519	0.21
Families with varied structures living on low rise social housing estates	507	0.42
Transient singles, poorly supported by family and neighbours	379	1.40
Vulnerable young parents needing substantial state support	274	2.96
Childless tenants in social housing flats with modest social needs	244	1.89
Childless, low income tenants in high rise flats	227	0.17
Low income families occupying poor quality older terraces	221	5.73

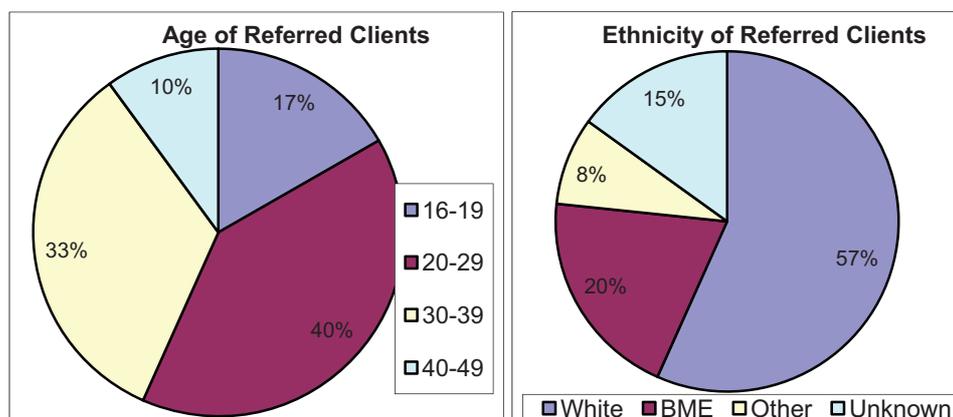
The socio-economic concentration is high with 62% of incidents occurring in mosaic groups which comprise only 29% of households.

The 2009/10 British Crime Survey self-completion module on violent and non-violent abuse carried out by a partner or family member shows that 7% of women were victims of domestic abuse in the past year compared with 4% of men. There was no statistically significant change in either the proportion of men or the proportion of women experiencing domestic abuse between the 2008/09 and 2009/10 BCS. According to the BCS, 73% of domestic abuse victims are female and 27% male. Twenty-nine per cent of women and 16 per cent of men had experienced any domestic abuse (any emotional, financial or physical abuse, sexual assault or stalking by a partner or family member) since they were 16.

A snapshot survey is undertaken by the women's refuges in Lancashire every six months. The snapshot survey for April 2010 surveyed 60 victims. 17% of clients were

<sup>15</sup> Preston CSP SA

aged between 16 and 19, 40% of clients were aged between 20 and 29, and 33% between 30 and 39.



Source: MADE/Domestic abuse refugees

An above average (for the county) number of clients were from ethnic communities.

53% of those the refuge could not accommodate were due to lack of capacity. A further 13% were not accommodated due to drink or drugs problems.

There are peaks around Christmas and New Year each year and an analysis of the world cup period in June/July 2010 showed that there were peaks on the days that England played and also after the final game, with a marked peak when England went out of the tournament.<sup>16</sup>

The current economic climate may increase the level of harm. Domestic abuse crimes may rise as a result of financial hardship, with more people losing their jobs and homes, leading to increased violence in homes, use of alcohol etc. The economic climate may also make victims less likely to leave violent partners, due to finances.

12% of domestic abuse incidents (5178) had an alcohol qualifier. This is likely to be an under-recording as evidence from elsewhere in the country<sup>17</sup> suggests that alcohol has a much wider role in domestic abuse, both with the perpetrator having had a drink or the victim drinking after the violence has occurred. The current economic climate means that more people are likely to drink at home where alcohol is cheaper and the police or members of the public are unable to intervene at an early stage of an argument.

<sup>16</sup> 2010 world cup analysis, MADE

<sup>17</sup> Alcohol concern, grasping the nettle fact sheet

## Serious sexual offences

### Issue

The number of serious sexual offences associated with domestic abuse is significant. The 2009/10 British Crime Survey shows that more than half serious sexual assaults (54%) are committed by a partner or ex-partner. Only 11% of those who had been victims of serious sexual assault in the last year had reported the abuse to the police. 36% of victims of serious sexual assault thought the offender had been drinking and 25% said that they had been drinking alcohol before they had been attacked.<sup>18</sup>

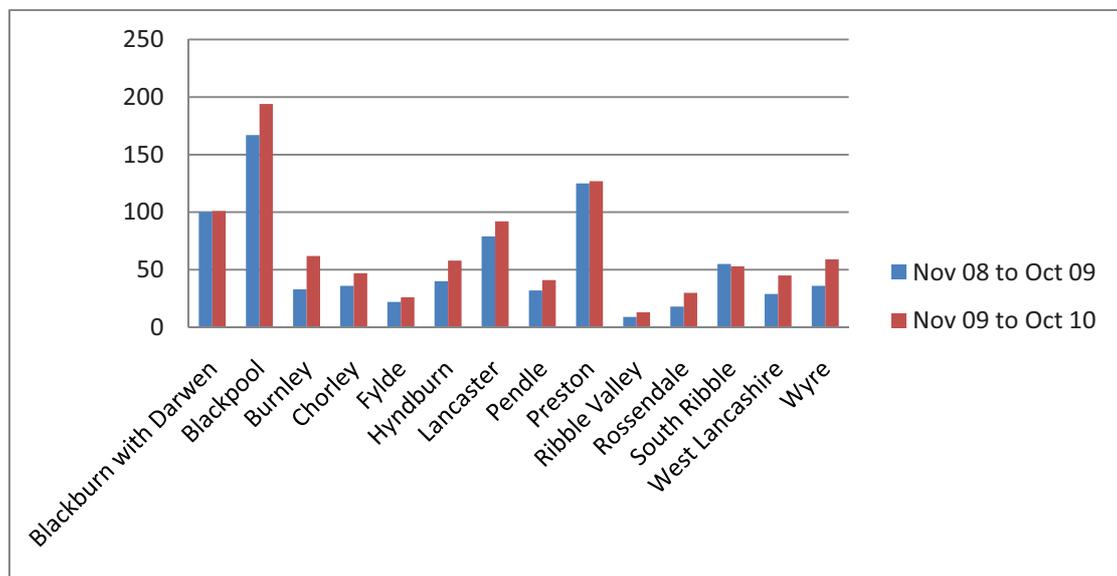
### Partnership concern?

This was raised by two CSPs, Lancaster who ranked it 4<sup>th</sup> and Preston who mentioned it, alongside domestic abuse. It is an integral element of the Violence Against Women and Girls strategy and a priority for the police, health and the county council, alongside domestic abuse.

### Geographic extent

The geographic variation across the county mirrors that for domestic abuse, with Blackpool and Preston having the highest numbers, followed by Blackburn and Lancaster.

Chart 10 Number of serious sexual offences

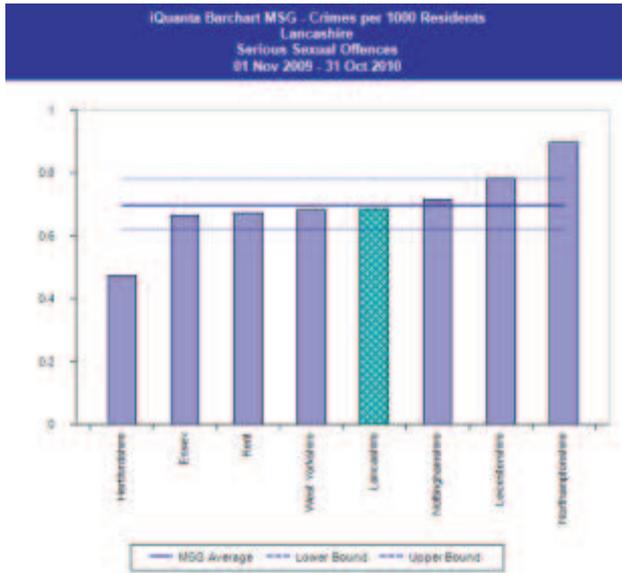


Source: MADE

### Scale Relative to other areas

Lancashire is average compared to its most similar families for serious sexual offences.

<sup>18</sup> RDS - <http://rds.homeoffice.gov.uk/rds/pdfs11/hosb0111.pdf>

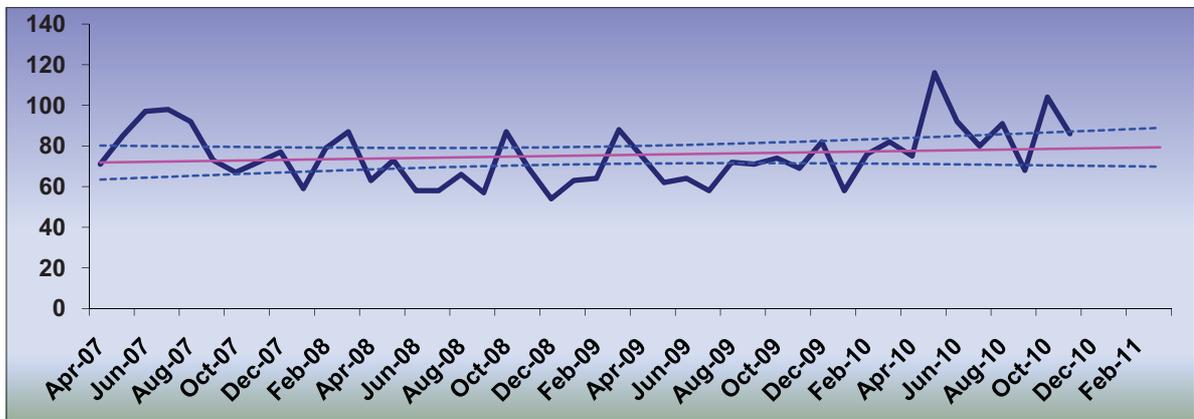


Source: Iquanta

### Direction of travel

The direction of travel is upwards. There was a 24% (no=196) rise between December 2009 and November 2010 compared with the previous 12 months. The police have worked with Lancashire residents to increase the confidence to report these types of offences, as there is known under-reporting of this issue.

Chart 11 Serious Sexual Offences



Source: Lancashire Constabulary

### Other

According to the British Crime Survey, for women, the risk of intimate violence was higher for younger age groups. Women aged between 16 and 19 were at the highest risk of sexual assault (7.9%), while women aged between 16 and 19 or between 20 and 24 were at the highest risk of stalking (8.5% and 7.5% respectively) and any domestic abuse (12.7% and 11.1% respectively).

## Child Sexual Exploitation

### Issue

Child Sexual Exploitation is a largely hidden behaviour, with cases only coming to light when serious harm has been done.

### Partnership concern?

This has been highlighted as a priority in Preston, Burnley, Pendle and Rossendale. The police and county council (safeguarding children) have also identified this as a priority issue.

### Geographic extent

Child sexual exploitation exists throughout the county but there is a strong relationship with deprivation, particularly in the deprived areas of Blackpool, Preston, Burnley and Blackburn.

### Direction of travel

There has been an increase in numbers reported to the police over the last 12 months. The number of victims is expected to increase as awareness of cases increases through proactive work.

### Level of harm

The pain of children's experiences can show itself in self-destructive behaviour such as self-mutilation, overdosing, eating disorders and crime. Children who run away from home are especially vulnerable to child sexual exploitation.

### Other

The average age range at which children are most vulnerable to sexual exploitation is 13 to 15.

While National research<sup>19</sup> shows that young people who are resident within the care system are more at risk of becoming involved in Child Sexual Exploitation, in Lancashire only 10% of victims were identified as within this group. The suggestion is that more Lancashire cases will be identified from this group.

80% of cases in Lancashire were considered 'medium risk'. This is an indication that victims are being identified by services, and interventions taking place, when the victims are already entrenched in exploitative relationships.

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<sup>19</sup> Ibid

## Road Safety

### Issue

The number of people injured in RTCs (Road Traffic Collisions) in Lancashire has been decreasing year on year, mirroring the regional and national trend. However, the rate per 1000 population for Lancashire is still above both the North West and England rates.

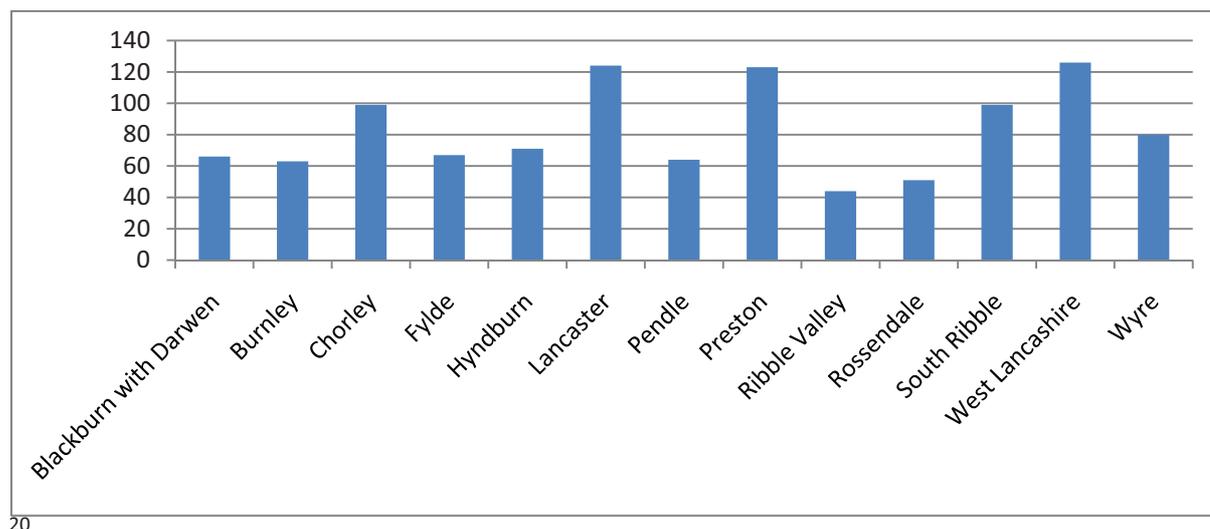
### Partnership concern?

Improving road safety is a priority for all 14 community safety partnerships. Burnley, Pendle and Ribble Valley all put this at the top of their priorities and Lancaster put it at number 2. Chorley, South Ribble and West Lancashire have categorised it as an emerging threat. The police, fire and rescue service and Lancashire County Council have also identified this as a priority. Road safety is a key area under JSNA Priority 10, Accidents and JSNA Priority 9, Child Health and Wellbeing.

### Geographic extent

West Lancashire, Lancaster and Preston had the highest number of KSIs in 2009/10. Ellel ward in Lancaster had the most KSIs and the most motorbike accidents.

Chart 12 Total Fatal or Serious Casualties 2009/10



<sup>20</sup>

Source: MADE

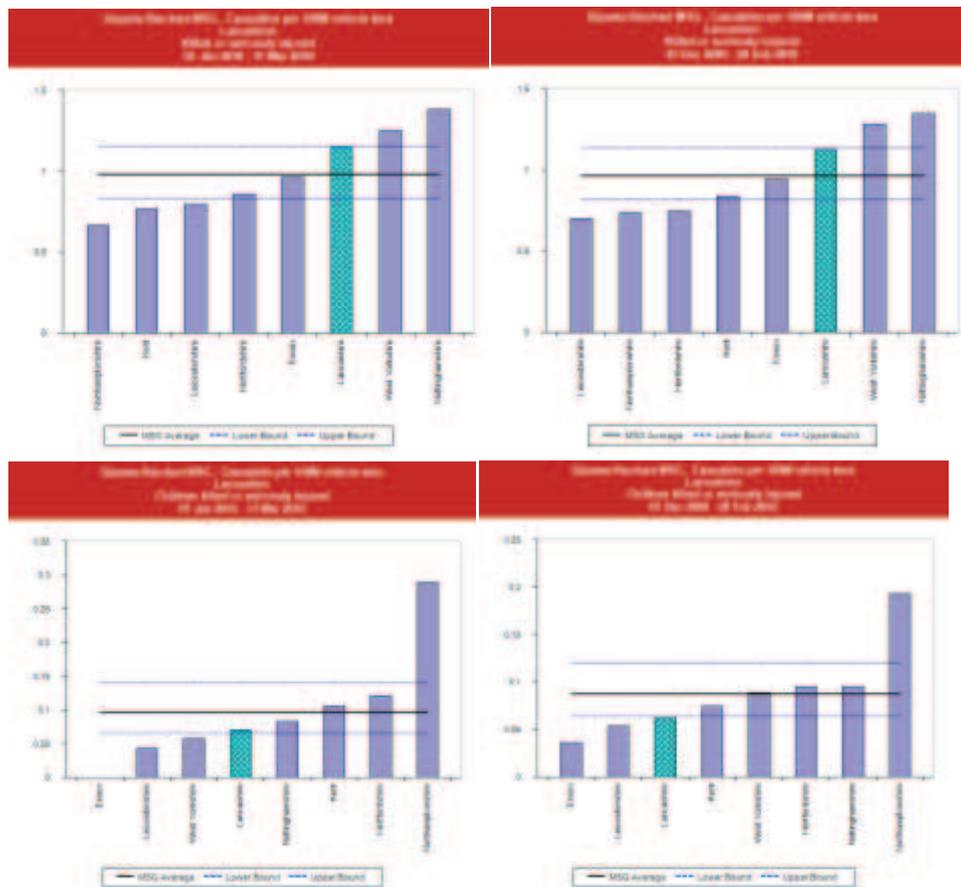
Blackburn had the most accidents on 2-wheeled powered vehicles (number =75), followed by Lancaster (33).

<sup>20</sup> Data unavailable for Blackpool

## Scale Relative to other areas

Lancashire is above the average for its most similar family group for all killed or seriously injured according to Iqanta, the Home Office comparison tool.

Lancashire as a whole is below average for child casualties but Preston has the highest rate in the country.



Source: Iqanta

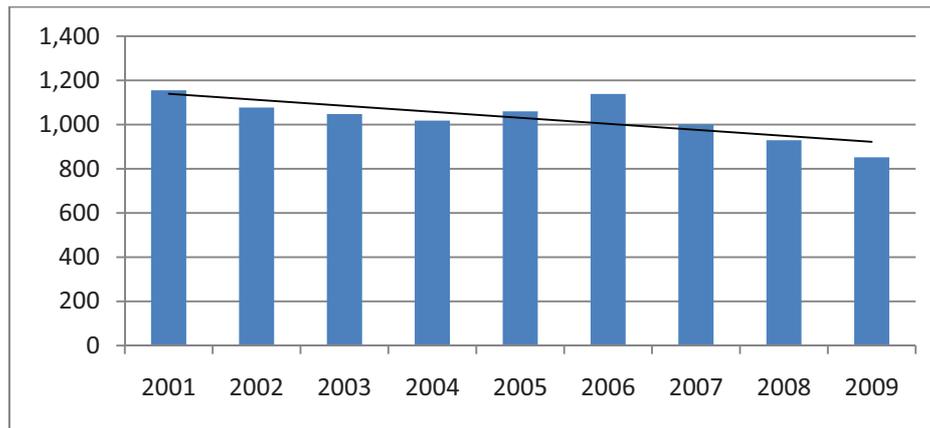
A north west public health observatory report also places Lancashire as significantly worse than the rest of the north west for Road Traffic deaths and injuries, both adult and child.<sup>21</sup>

## Direction of travel

The number of people killed or seriously injured on Lancashire's roads has reduced from 929 in 2008/9 to 852 in 2009/10.

<sup>21</sup> NWPHO - [http://www.nwpho.org.uk/rctcs\\_nw/reports/RoadtrafficcollisionsandcasualtiesintheNW.pdf](http://www.nwpho.org.uk/rctcs_nw/reports/RoadtrafficcollisionsandcasualtiesintheNW.pdf)

Chart 13 Numbers killed or seriously injured over time



Source: MADE

There were 2% less accidents reported to the police and 19% fewer casualties in this period.

Between December 2009 and November 2010 there were 3586 ambulance call outs due to RTCs. This was a rise of 7% on the previous twelve months. Preston and Blackburn had the largest numbers in their boundaries.

There was a 2% decrease over three years in attendance at emergency departments for RTCs.<sup>22</sup>

The fire service attended 658 RTC incidents between April 2009 and March 2010, 572 required interventions, the rest were on standby or to help clear up.

### Level of harm

RTCs resulted in Lancashire residents making 12,241 attendances at Lancashire emergency departments in 2009/10.

The JSNA Health Inequalities report says that accidents are one of the top ten causes of reduced life expectancy of both sexes in Lancashire according to the healthy inequalities intervention tool from the North West Public Health Observatory. For road traffic collisions, the most vulnerable age group are young adults.

### Community concern

Lancashire Opinions on Policing (LOOP) Survey, 2, found that dangerous/inconsiderate driving/speeding cars was one of the top three things that made people feel unsafe.

The Living in Lancashire panel was asked in June 2010 what the main problems in their local area are. 45% felt that speeding cars or motorbikes was their main problem.

<sup>22</sup> [www.tiig.info](http://www.tiig.info) – Lancashire RTC report

## Other

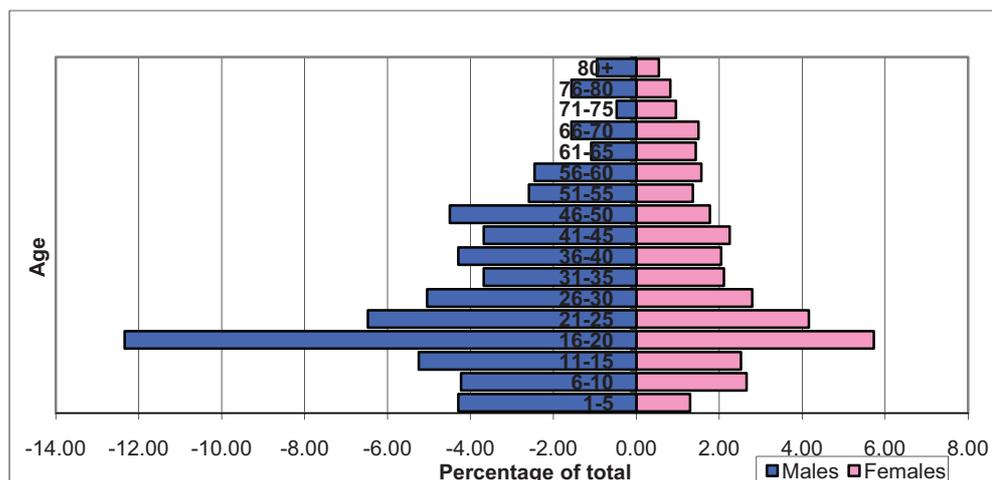
In the majority of RTCs the casualty sustains a minor injury (86%), the remaining 14% sustained serious or fatal injuries. Of the 14% that are killed or seriously injured, the majority are drivers or passengers of cars (45%), followed by pedestrians (22%) closely followed by motorcyclists (19%).

Fridays experience the greatest proportion of collisions. However, the most fatalities occur on Saturdays (21%) and Sundays (17%).

There are marked differences in the times of day that different age groups will travel. The overall number of incidents involving 18 to 25's is greater, but it can also be seen that collisions involving 18 to 25 year olds occur throughout the day, whereas incidents involving over 60 year olds fall dramatically after 5pm and continue to drop through the evening. Collisions involving 18 to 25 year olds drop less dramatically and continue to occur through the night until 3am after which the numbers fall.

There are no obviously monthly or seasonal trends that can be identified from the data however studies have shown that the majority of road accidents nationally (70% and 85%) take place in fine weather, possibly due to higher number of vehicles on the road as more people decide to travel, while accident numbers are often lower in extreme weather (such as snow and ice) because drivers take more care on the roads or cancel trips altogether. The most common adverse weather condition recorded during accidents is rain.<sup>1(p.14)</sup>

Chart 14 Ambulance call outs due to Road Traffic Collision, April 2010 to November 2010



Source: MADE/North West Ambulance Service

The graph above shows that almost 20% of all RTCs in Lancashire involved a 16-20 year old.

Over four-fifths of all child casualties in the North West occur on roads that have a speed limit of 30 mph. A modelling exercise indicates that 140 killed or seriously injured child casualties could have been prevented each year between 2004 and

2008 if 20 mph traffic speed zones had been introduced in residential areas (other than main roads) across the North West.<sup>23</sup>

## Anti Social Behaviour

### Issue

Between 1 April 2009 and 31 March 2010 Lancashire Constabulary received 140,956 complaints about anti-social behaviour (97.1 per thousand residents). A further 49,469 complaints were made to other organisations (local authorities, transport links, registered social landlords and British Transport Police).<sup>24</sup> Anti-social behaviour is visible to a broad spectrum of the populace and is therefore high profile. It is often a precursor to more serious behaviour such as criminal damage. The category of anti-social behaviour is very broad and masks a range of activity, some of which is relatively minor and more about tolerance levels of a community and some which is much more serious, particularly where specific families or individuals are being targeted.

### Partnership concern?

Anti-social behaviour was scored by all 14 community safety partnerships. Wyre named it as their number one issue. Blackburn, Chorley, Lancaster, Ribble Valley, South Ribble and West Lancashire all thought it was their second highest priority area. ASB is of concern to the fire service because people who behave anti-socially may also set deliberate fires. Lancashire County Council have made a commitment to improve public reassurance to narrow the gap between perceived and actual levels of crime, including a focus on tackling criminal damage and anti-social behaviour.

All partners have signed up to the ASB pledge and ASB issues are a key element of neighbourhood policing. The health and wellbeing JSNA identified ASB as an issue within priority four, Quality of Life.

### Geographic extent

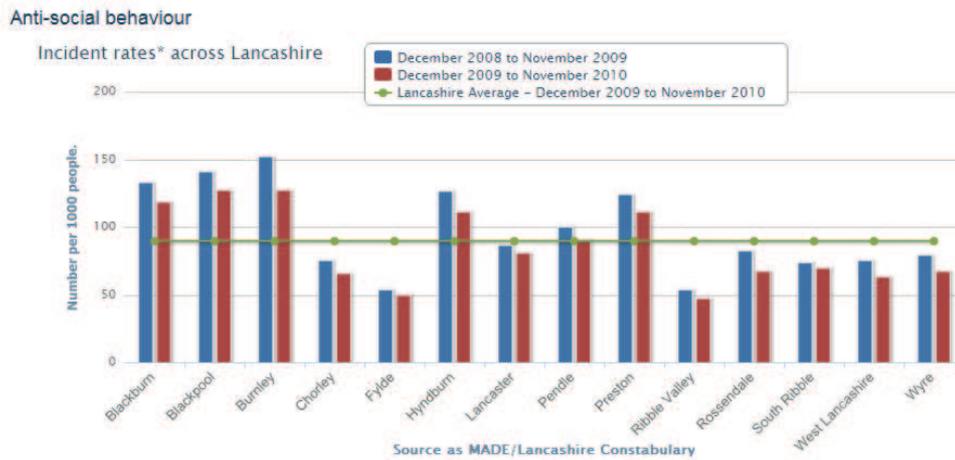
Complaints and perception about anti-social behaviour are highest in the urban areas of Blackburn, Blackpool, Preston, Burnley and Lancaster and lowest in Ribble Valley and Fylde. However, the perception that anti-social behaviour is fairly or very high is greater in the eastern part of the county (Burnley, Pendle and Rossendale) than complaints would indicate.

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<sup>23</sup> NWPFO RTC Report, 01/11, [http://www.nwpho.org.uk/rtcs\\_nw/reports/RoadtrafficcollisionsandcasualtiesintheNW.pdf](http://www.nwpho.org.uk/rtcs_nw/reports/RoadtrafficcollisionsandcasualtiesintheNW.pdf)

<sup>24</sup> Please note, some complaints are made to more than one organisation, so the two numbers cannot be added together, to get an overall figure.

Chart 15 Anti-social behaviour by CSP



Anti-social behaviour is much more prevalent in areas of high social deprivation than in other areas. The most deprived 20% of the county has more than six times the rate of complaints about anti-social behaviour than the least deprived 20% of the county.

Deprivation quintile	Rate per thousand population, April 2009 to March 2010
Most deprived - 1	186
2	95
3	71
4	44
Least deprived - 5	30

Source: Lancashire Constabulary/MADE/Index of Deprivation 2007

This is also borne out by perceptions of anti-social behaviour as measured by the Place Survey 2008.

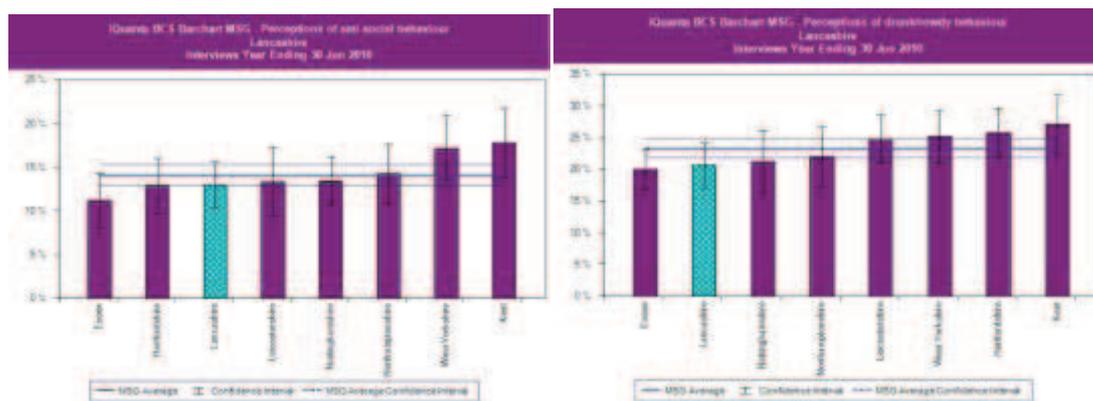
25% of all ASB calls in April 2009 to March 2010 came from 22 wards. 3 wards accounted for 6% of all calls alone.

<i>District</i>	<i>Ward Name</i>	<i>ASB</i>	<i>% of all</i>	<i>cum %</i>
Preston	Town Centre	2995	2.1	2.1
Blackpool	Talbot	2779	2.0	4.1
Blackpool	Claremont	2548	1.8	5.9
Blackpool	Bloomfield	2345	1.7	7.6
Burnley	Daneshouse With Stoneyholme	1900	1.4	8.9
Blackburn	Wensley Fold	1668	1.2	10.1
Blackburn	Shear Brow	1601	1.1	11.3
Blackburn	Shadsworth With Whitebirk	1536	1.1	12.3
Blackburn	Sudell	1421	1.0	13.4
Hyndburn	Barnfield	1409	1.0	14.4
Preston	Ribbleton	1393	1.0	15.3
Blackpool	Brunswick	1389	1.0	16.3
Lancaster	Duke's	1347	1.0	17.3
Blackburn	Mill Hill	1297	0.9	18.2
Lancaster	Poulton	1275	0.9	19.1
Preston	St Matthew's	1268	0.9	20.0
Burnley	Trinity	1210	0.9	20.9
Burnley	Bank Hall	1161	0.8	21.7
Wyre	Pharos	1137	0.8	22.5
Blackpool	Park	1124	0.8	23.3
Lancaster	Bulk	1090	0.8	24.1
Blackburn	Queen's Park	1074	0.8	24.9

Source: MADE/Lancashire Constabulary

### Scale Relative to other areas

Lancashire has less anti-social behaviour than the England and Wales average. Perceptions of anti-social behaviour and, in particular, drunk and rowdy behaviour, are below the most similar family group.

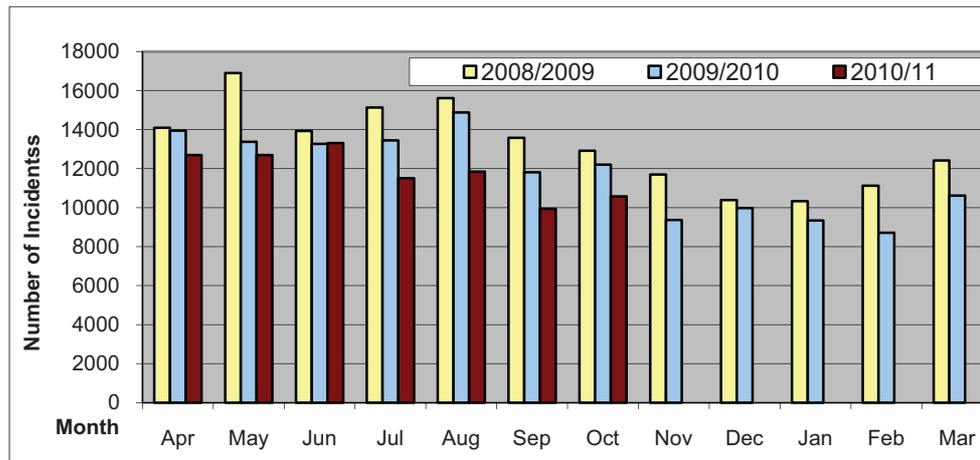


Source: Iqanta

### Direction of travel

Both complaints about and perception of anti-social behaviour have reduced, in Lancashire in the last 4 years, complaints by 27%.

Chart 16 ASB by month



Source: MADE/Lancashire Constabulary

### Level of harm

Whilst anti-social behaviour does not usually involve any physical or huge financial harm, it is a signal crime, contributing disproportionately to people's fear of crime. ASB is often the visible symptom of deep-rooted problems covering a range of issues that cause distress to people in the community, from vandalism to noisy neighbours, to littering. What at first appears to be low-level ASB can in fact potentially lead to incidents of violence. ASB would appear to be one of the highest priorities for the community who express their concerns in surveys and particularly at police PACT meetings. The main concerns are usually around youths on streets causing a 'nuisance', environmental issues such as litter/rubbish, and neighbour disputes. Respondents felt that the lack of things for young people to do would lead them into committing ASB and crime.<sup>25</sup>

### Community concern

Lancashire Opinions on Policing (LOOP) Survey 2 found that the main reasons for feeling unsafe in specific areas of the neighbourhood were common across many areas and generally relate to groups of young people or undesirable people (often perceived to be under the influence of alcohol or drugs) being present and poorly maintained areas which signal the likelihood of a threat (e.g. signs of neglect including vandalism, graffiti, poor lighting, boarded up houses etc.).

The Living in Lancashire panel was asked in June 2010 what the main problems in their local area are. The most commonly perceived problem in local areas is groups of young people hanging around (54%); a further 6% felt that deliberate fires being lit was a main problem.

A further survey in November 2010 asked about perceptions of anti-social behaviour in their local area.

<sup>25</sup> Burnley SA

<i>Thinking about the local area, how much do you think the following are a problem?</i>	<i>% who thought it a big or very big problem</i>
Rubbish or litter lying around	34
People being drunk or rowdy in public places	24
People using or dealing drugs	25
Vandalism, graffiti or other deliberate damage	23
Noisy neighbours or loud parties	14

Source: Living in Lancashire, November 2010, All respondents (unweighted 1935, weighted 1393)

The biggest perceived problem is rubbish or litter lying around (34% think it is a very or fairly big problem). BME respondents are more likely to think that all of these issues are a problem in their local area, echoing similar results from the Place Survey. BME respondents are more likely to live in deprived areas which have higher levels of anti-social behaviour than other parts of the county.

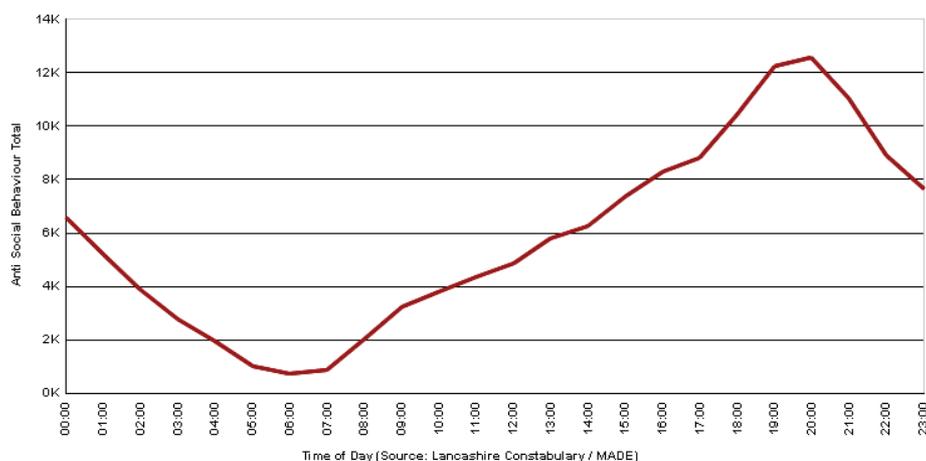
Responses have not changed significantly since the Place Survey 2008 suggesting that, while anti-social behaviour is not felt to have increased, any initiatives to try and reduce anti-social behaviour does not appear to be changing respondents' perceptions.

### Other

The main aspect of anti-social behaviour that people complain about is rowdy and inconsiderate behaviour. 59% of complaints to Lancashire Constabulary between April 2009 and March 2010 were about rowdy or inconsiderate behaviour. The next largest category was complaints about neighbours (9%) and then vehicle nuisance (7%). 42% of calls to other organisations were about environmental damage or littering, 18% about rowdy or inconsiderate behaviour, 14% about animal related problems and 10% about noise related issues.

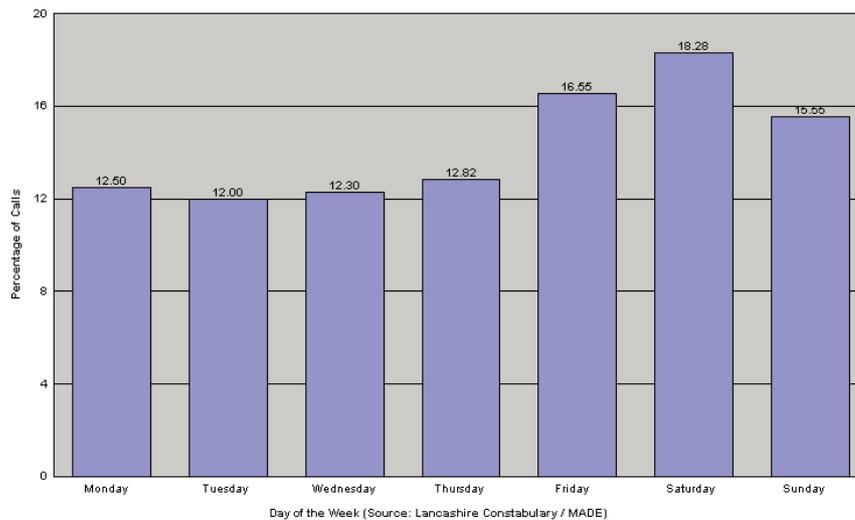
The peak period for anti-social behaviour incidents is between 4pm and 11pm, peaking around 8pm.

**Chart 17 Complaints about anti-social behaviour by time of day (April 2009 to March 2010)**



50% of all incidents occur on a weekend (Friday to Sunday), with nearly 1/5<sup>th</sup> of all complaints being made on a Saturday.

Chart 18 Complaints about anti-social behaviour by day of the week. (April 2009 to March 2010)



There are marked seasonal trends in anti-social behaviour, with relatively high levels found in between April and August and lows in December and January. This is probably linked to weather, as people are more likely to stay indoors during poor weather.

## Acquisitive crime

### Issue

There is no evidence so far that serious or less acquisitive crime has increased due to the economic downturn and rise in unemployment. Some local areas have seen a small rise, but the county as a whole has seen a reduction. However, serious acquisitive crimes, such as vehicle crime and burglary, are visible and have an impact on public fear of crime and confidence. 46% of all crime is acquisitive crime, 13% serious acquisitive crime.

### Partnership concern?

This issue has been raised by all 14 areas. Blackpool, Burnley, Lancaster, Ribble Valley, Rossendale and Wyre have made this a top 5 priority due to the volume of crimes and impact they have on the community.

Armed robbery is a crime type used by organised crime groups from nearby metropolitan areas, such as Manchester and therefore features in the police strategic assessment as a potential cross-border threat.

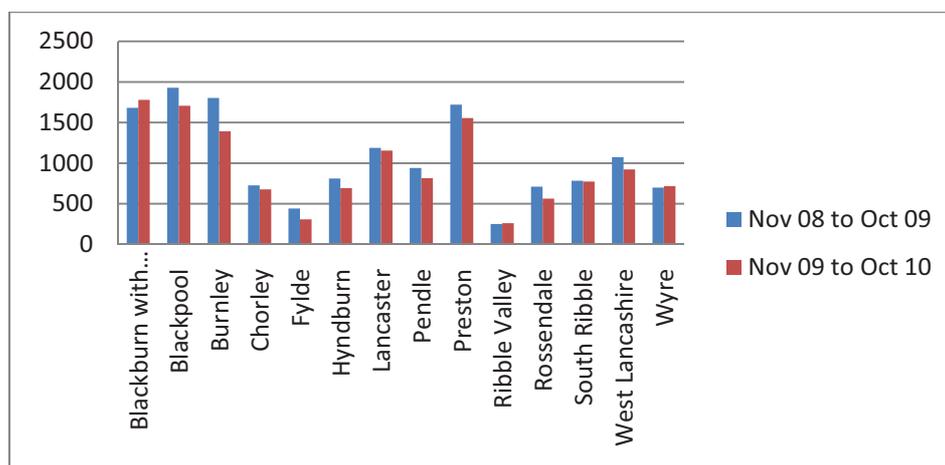
Partnership referrals to the Prolific and Priority Offender scheme are largely based on offenders of acquisitive crime. Trading Standards are involved through doorstep crime and health, because of the long-term effect of this type of crime on the health of victims, particularly elderly victims.

Acquisitive crime is known to fund substance misuse and therefore reducing the opportunities may have an impact on substance misuse services.

### Geographic extent

Blackpool, Blackburn, Burnley and Preston have higher levels of acquisitive crime than the more rural parts of the county.

Chart 19 Serious acquisitive crime by CSP



Source: Lancashire Constabulary/MADE

Serious acquisitive crime is more widespread than other crime types, with all areas of the county affected. However there are some concentrations. 14 wards in the county accounted for 15% of serious acquisitive crime April 2009 to March 2010.

Talbot, Trinity, Claremont and Town Centre had 5% of the total in this period.

	<i>District</i>	<i>Ward Name</i>	<i>SAC</i>	<i>Perc</i>	<i>Cum Perc</i>
1	Blackpool	Talbot	189	1.4	1.4
2	Burnley	Trinity	185	1.3	2.7
3	Preston	Town Centre	180	1.3	4.0
4	Blackpool	Claremont	172	1.2	5.3
5	Blackburn	Mill Hill	165	1.2	6.5
6	Preston	Ribbleton	157	1.1	7.6
7	Blackpool	Bloomfield	153	1.1	8.7
8	Burnley	Bank Hall	148	1.1	9.8
9	Burnley	Rosegrove With Lowerhouse	133	1.0	10.7
10	Burnley	Rosehill With Burnley Wood	132	1.0	11.7
11	Burnley	Queensgate	128	0.9	12.6
12	Blackburn	Ewood	127	0.9	13.6
13	Preston	St Matthew's	123	0.9	14.4
14	Blackburn	Queen's Park	121	0.9	15.3

Source: MADE/Lancashire Constabulary

Chart 20 Burglary by CSP

Burglary

Crime rates\* across Lancashire

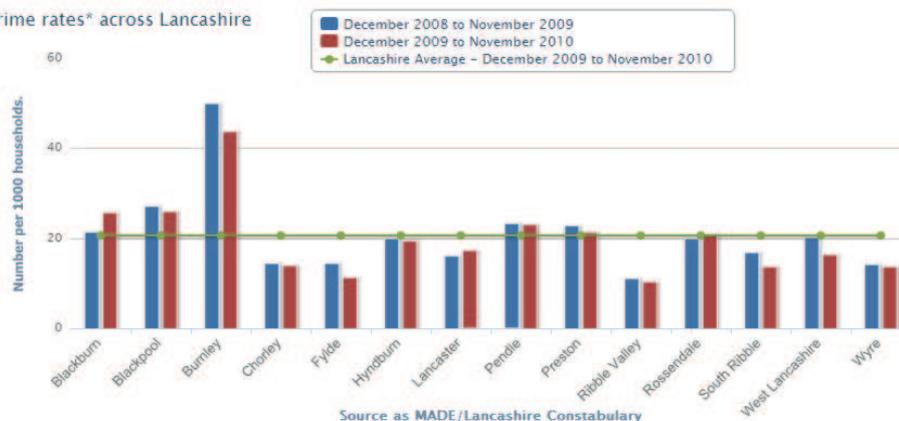
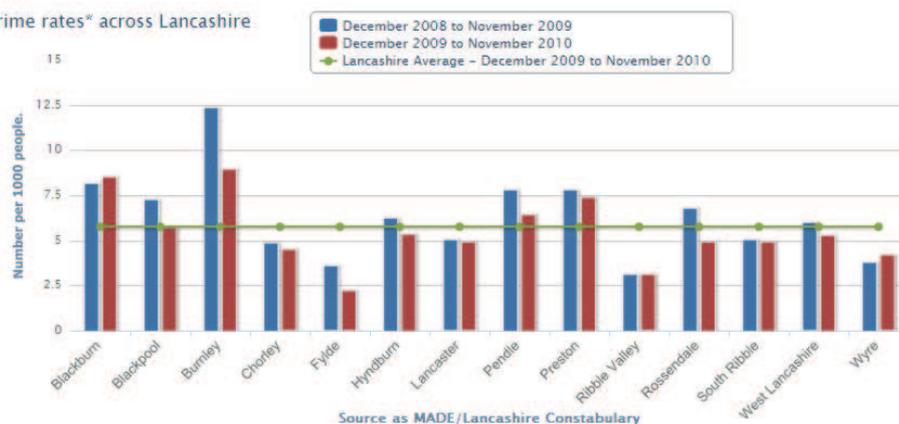


Chart 21 Vehicle crime by CSP

Vehicle

Crime rates\* across Lancashire

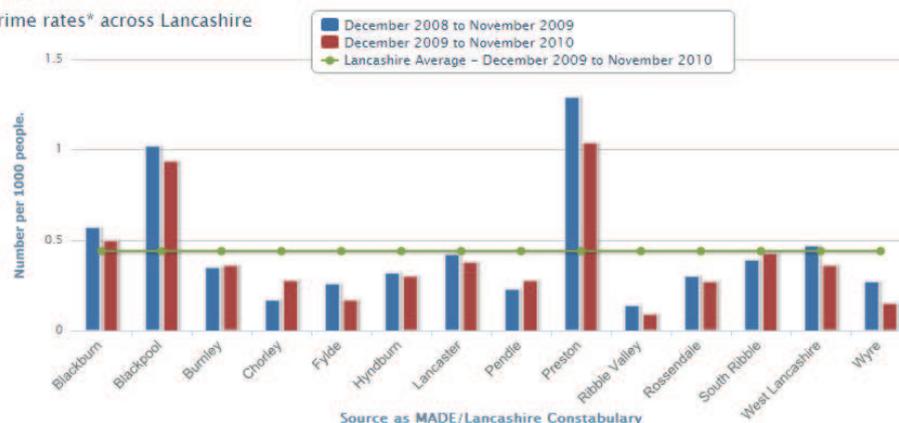


Burnley has the highest rates of both burglary and vehicle crime. Preston has the highest rates of Robbery, followed by Blackpool. Both areas have busy shopping centres which attract visitors from outside the immediate locale.

Chart 22 Robbery by CSP

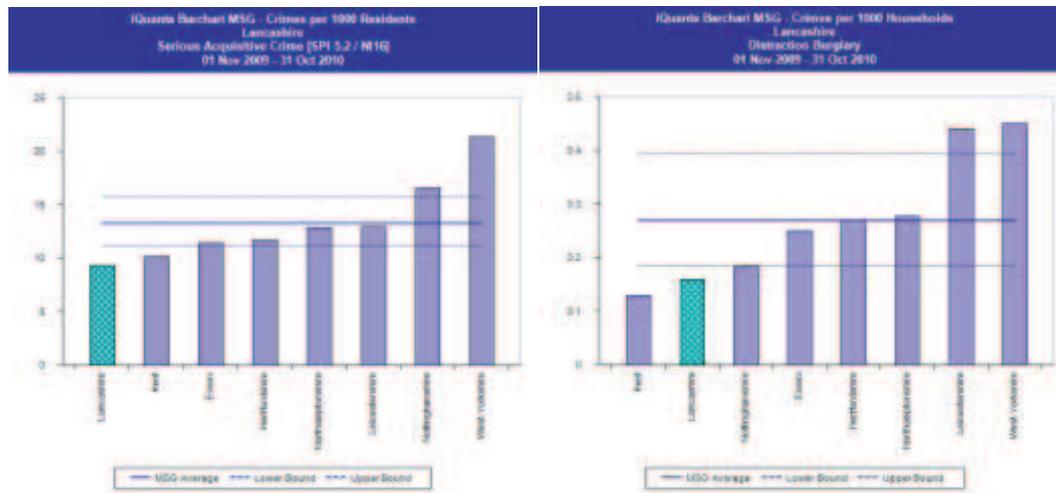
Robbery

Crime rates\* across Lancashire



## Scale Relative to other areas

Lancashire is ranked the best in its most similar family group for serious acquisitive crime and second best for distraction burglary.



Source: Iqanta

## Direction of travel

All serious acquisitive crime is reducing in Lancashire, although some of the less serious crime types, such as theft of pedal cycles and theft in a dwelling have seen an increase in this period.

<b>Serious acquisitive crimes</b>	<i>Dec 10 to Nov 09</i>	<i>Dec 08 to Nov 09</i>	<i>Num Dif</i>	<i>% Dif</i>
All Vehicle Crime	8362	9426	-1064	-11%
<i>Vehicle Taking</i>	2140	2633	-493	-19%
<i>Theft from a Vehicle</i>	6222	6793	-571	-8%
Burglary Dwelling	4422	4865	-443	-9%
Burglary Other	7705	7793	-88	-1%
All Robbery	676	745	-69	-9%
Robbery (Business)	86	107	-21	-20%
Robbery (Personal)	590	638	-48	-8%
<b>Other acquisitive crime</b>				
Shoplifting	8271	8650	-379	-4%
Theft in a Dwelling	2257	2107	150	7%
Theft from the Person	1026	1154	-128	-11%
Theft of Pedal Cycles	2741	2470	271	11%
Other Classified Thefts & Handling	1073	1077	-4	0%
Other Stealings	11232	10597	635	6%
Vehicle Interference	1259	1426	-167	-12%

Source: Lancashire Constabulary

### Level of harm

Serious acquisitive crime affects all sectors and backgrounds of the local community. It is unbiased about victim and its harm is measured mostly in financial and emotional costs. Once it affects an area it very quickly raises the fear of all crime within that local community. It has been shown to directly impact on public confidence.

Car key burglaries have continued to be seen in Rossendale and Ribble Valley areas where high value vehicles have been stolen by criminals travelling from the Manchester area. Cross-border crime is also an issue in West Lancashire where criminals travel from the Merseyside and Manchester areas to target more affluent households in the borough. Serious acquisitive crime causes harm through the cost of dealing with it through police, courts, and prison or probation management.

### Community concern

The perception of residents that crime is increasing negatively affects public confidence in the Criminal Justice Services.

The Living in Lancashire panel was asked in June 2010 what the main problems in their local area are. 24% perceived that domestic burglary was the main problem and 24% that theft of or from a vehicle was a main problem. 5% stated robbery on the street was a main problem and 9% theft from shops.

## **Other**

There is little day of the week variation, although more acquisitive crime will be reported on a Monday because householders might have been away over the weekend when the crime occurred. The peak time is between midnight and 3am, with a smaller peak between 12noon and 2pm.

The demographic profile of detected offenders of domestic burglary and vehicle crime in Lancashire highlights that it is predominantly young males who commit this kind of offence. 52% of offenders were male, aged between 15-24 years. The ethnicity profile of offenders matches that of the general population.

Victims of domestic burglary follow the general population demographics.

## **Illicit Drugs Misuse**

### **Issue**

About a third of the population admit to taking drugs at some stage in their lives, and about a quarter of young adults say they have used drugs in the last year, but few people go on to develop serious problems. In fact, fewer than 2% of the population used opiates (heroin) or crack in the past year. Most will use a handful of times and stop when they realise where it is heading, before they become addicted. It is estimated that there were approximately 10,000 problem drug (opiate and/or crack cocaine) users aged between 15-64 in Lancashire in 2008/9. This figure is slightly higher than that estimated in 2006/7.<sup>26</sup> There were 5,118 drugs offences in Lancashire in 2010, up by 3% on 2009. Many people who are dependent on illicit drugs also misuse alcohol.

### **Partnership concern?**

Substance misuse was considered a strategic priority by 10 of the CSPs with 8 putting it in their top 5 issues. The police, health and wellbeing (JSNA Priority two, Mental Health & Wellbeing) and Lancashire County Council all have drugs misuse as an issue within their strategies.

### **Geographic extent**

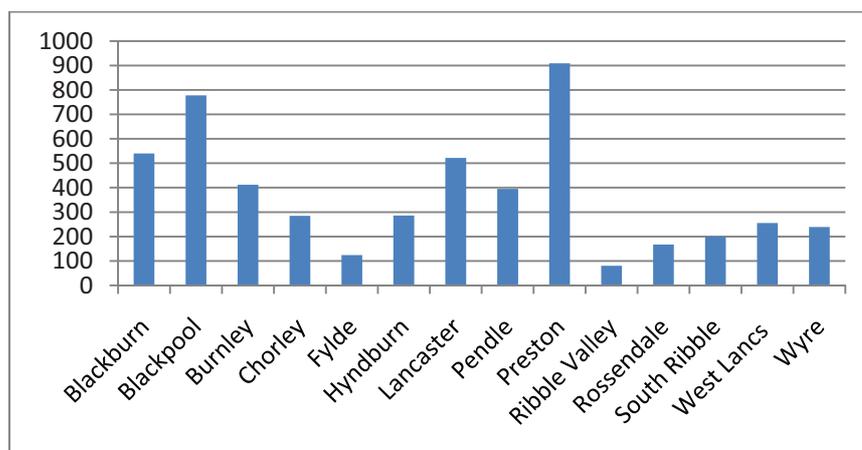
Detection of drugs offences is more influenced by police activity than other crime types. Often drugs offences will come to light when offenders are arrested for other crimes. Also drugs warrant deployments and specific drug related police activity is often targeted at the more deprived, higher crime areas and may skew the figures. This means that the analysis of geographic extent using police data alone might not give the true picture of the problem across the county. Unfortunately there are no other, more reliable sources available at the moment.

17% of all drugs offences took place in Preston and 15% in Blackpool.

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<sup>26</sup> NTA - [http://www.nta.nhs.uk/uploads/nw\[1\].pdf](http://www.nta.nhs.uk/uploads/nw[1].pdf)

Chart 23 - Number of Drug Offences April 2009 to March 2010



Source: MADE/Lancashire Constabulary

The concentration is also seen at ward level. Just 8 wards account for 20% of all drugs offences. These are predominantly city centre areas with high visitor numbers which offer more opportunities for drugs supply or areas with high deprivation where there are greater concentrations of drug users.

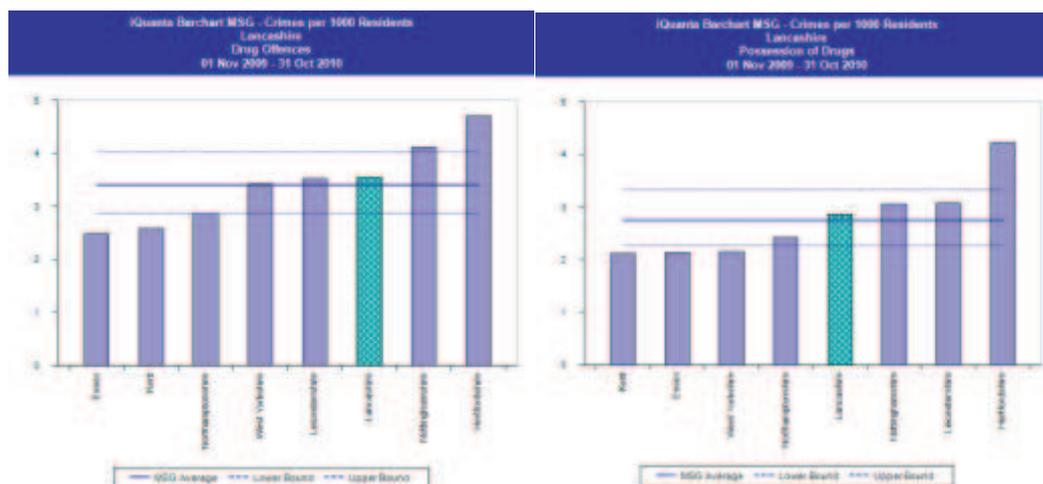
<i>CSP</i>	<i>Ward</i>	<i>All Drug Offences</i>	<i>Share</i>	<i>Cum</i>
Preston	Town Centre	198	4%	4%
Blackpool	Talbot	180	3%	7%
Burnley	Daneshouse With	147	3%	10%
	Stoneyholme			
Blackpool	Claremont	111	2%	12%
Lancaster	Poulton	104	2%	14%
Preston	St Matthew's	93	2%	16%
Burnley	Trinity	88	2%	18%
Blackpool	Bloomfield	86	2%	20%

Source: MADE/Lancashire Constabulary

Numbers in treatment have remained similar across Central Lancashire (Chorley, Preston, South Ribble and West Lancashire) but have increased in North Lancashire (Lancaster and Morecambe, Fylde and Wyre) this is due to the re-commissioning of drug and alcohol services into the new substance misuse partnership J2R.

### Scale Relative to other areas

Lancashire is average for its most similar family group for all drug offences and for possession of drugs.



Source: Iquanta

### Direction of travel

All drugs offences have increased by 6.7% Dec 09 to Nov 10 when compared with the same period previously.

	<i>Dec 09 to Nov 10</i>	<i>Dec 08 to Nov 09</i>	<i>Num Diff</i>	<i>% Diff</i>
All Drugs Offences	5217	4889	328	6.71%
Drugs (Trafficking)	1043	918	125	13.62%
Drugs (Possession)	4152	3943	209	5.30%
Drugs (Other Offences)	22	28	-6	-21.43%

Source: Lancashire Constabulary/MADE

Drugs possession accounts for 80% of all drugs offences; drugs trafficking accounts for the other 20%.

Recent data from Lancashire’s substance misuse services show that the number of young people presenting to services with Mephedrone has increased over the last year. Mephedrone is a stimulant drug belonging to a family of drugs chemically similar to amphetamine. Services have reported an increase in “legal highs” as their main and secondary drug of choice.

4176 seizures of controlled drugs were made in Lancashire in 2008-9, up by 9% on the previous year.<sup>27</sup> 22% were class A drugs, mainly cocaine and heroin and 75% were class B drugs, mainly cannabis.

### Level of harm

Drugs supply and distribution is one of the main crimes associated with organised crime groups.

Substance misuse is common amongst groups of vulnerable young people. These groups include:

<sup>27</sup> Rds.homeoffice.gov.uk/rds/pdfs10/hos1710.pdf

- Looked after Young People
- Young offenders
- Young people who are not in mainstream education
- Young people who are truanting
- Children of substance-misusing parents
- Young homeless
- Young people who are sexually exploited

The close correlation between substance misuse and unplanned teenage pregnancy has been highlighted in many studies as risk taking behaviour in that one may easily lead to experimentation in the other. Use of substances may lead young people to intimate sexual contacts, having unprotected sex, have sex with someone they do not know or become victim of a sexual act.<sup>28</sup>

Substance misuse is particularly prevalent amongst young people entering the criminal justice system.

Not just the users themselves, but the family of substance misusers are also affected. 49% of clients in treatment in North Lancashire have children, up from 29% last year. Across Lancashire 12 area 29% of the in-treatment population have children.

### **Community concern**

The Living in Lancashire panel was asked in June 2010 what the main problems in their local area are. 34% perceived that using or dealing drugs was an issue in their area.

### **Other**

Cannabis is the most popular drug among occasional or casual users. Heroin remains the most prevalent drug of choice for those presenting to services across Lancashire with 77% of all clients in treatment stating it as the main drug of choice.

The majority of people in treatment (27%) are aged 35-39 years similar to last year. Those aged between 30-39 years represent 49% of the in treatment population

93% of the in-treatment population stated their ethnicity as White British, similar to last year.

Male clients make up the majority of those in treatment representing 68% of that population. This is similar to last year.

The numbers of people stating that they have an urgent housing need is up compared to the previous reported period with 8% of clients having this need.

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<sup>28</sup> Independence Advisory Group on Sexual Health and HIV, 2007

## Fire Safety

### Issue

15 people were killed and 157 injured in primary fires in Lancashire between April 2009 and September 2010. Deliberate secondary fires have been included under anti-social behaviour.

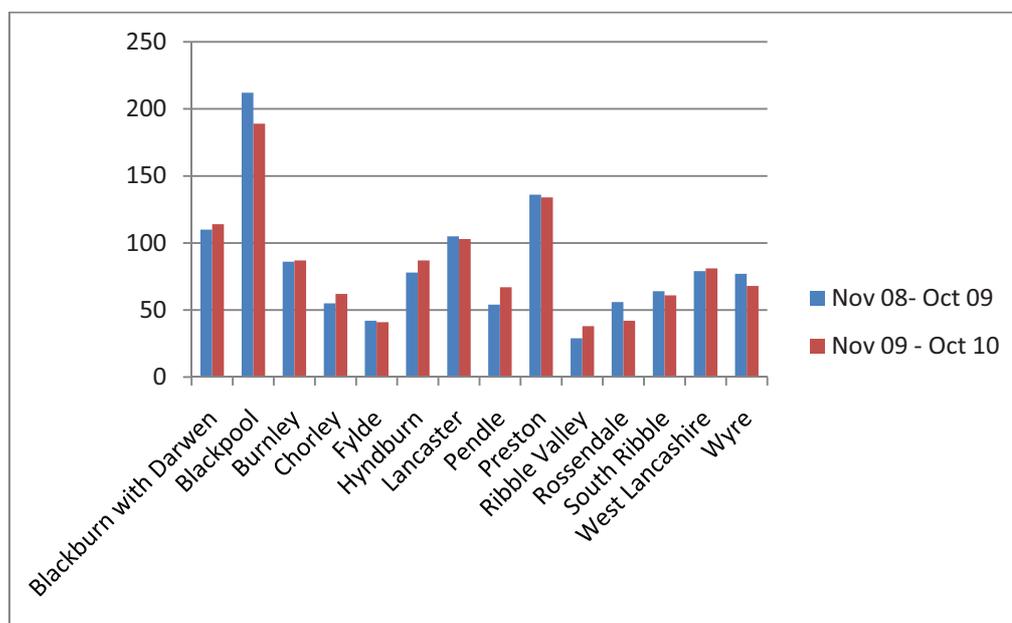
### Partnership concern?

Reducing deaths and injuries in primary fires is the number one priority for Lancashire Fire and Rescue Service. Primary fires were included in 9 CSP strategic assessments but were not put in the top 5 priorities by any. Health inequalities, JSNA Priority 10, Accidents.

### Geographic extent

Blackpool and Preston recorded the greatest numbers of primary fires.

Chart 24 - Primary Fires



Source: MADE/LFRS

They also have the greatest numbers of accidental dwelling fires.

### Scale Relative to other areas

Lancashire is ranked 6th best of all the non-metropolitan counties for reductions in primary fires since 2005/06 and has reduced its casualties by -7% in 2009/10 on the previous year.<sup>29</sup>

<sup>29</sup> DCLG <http://www.communities.gov.uk/publications/corporate/statistics/monitorq1q420091>

## **Direction of travel**

All primary fires reduced by 11% in Lancashire November 2009 to October 2010, when compared with the previous period. Accidental dwelling fires fell by 3% in the same period. Deaths and injuries fell considerably in this period.

## **Level of harm**

Fires cause damage to property and to people's lives.

## **Other**

56% of all accidental dwelling fires in Lancashire are as a result of a cooking related fire. Those who are most at risk of having this type of fire are single males 25-49 and older people +65.

Whilst fire deaths and fire-related injuries have reduced, those which still occur remain crystallised around several distinct groups within Lancashire, for example vulnerable older people. Whilst this remains a priority to the fire service it is one which we recognise we cannot deliver in isolation and advocate a multi-disciplinary partnership-led approach to the proactive sharing of information in respect of those individuals or service users who are most vulnerable.

## **Reoffending**

### **Issue**

The rate of reoffending is a cross cutting issue which affects many of the other sections, particularly serious acquisitive crime and violent crime. Reducing reoffending affects all aspects of crime reduction, and if we can successfully divert young people from entering the justice system we can reduce the long term cost to the public of dealing with offenders. Working to ensure that people released from prison are monitored and supported to reduce the risk of reoffending by lapsing back into old habits plays its part too. Through the existing frameworks in Lancashire, including MAPPA, Revolution and Prolific and other Priority Offender (PPO), we can ensure that individuals are targeted as necessary to both dissuade further criminal activity and enforce against those who do continue to break the law.

In the last 18 months, less than 1% of offenders have been responsible for 1 in 10 detected crimes in Lancashire. These are mainly acquisitive and alcohol-related violent crimes.

Reduced victimisation of vulnerable groups and reduction of offending in specific high crime areas will impact on creating safer communities and reducing the fear of crime. Although there has been a fall in crime against households and individuals, the costs of crime to society remain high (estimated at £36.2 billion in 2003). The majority of these costs are borne by victims.<sup>30</sup>

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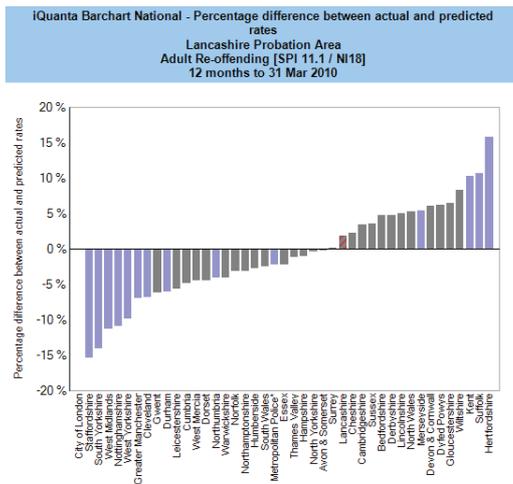
<sup>30</sup> 'Green Paper Evidence Report - Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders' MOJ

## Partnership concern?

Lancashire Probation Trust, Lancashire County Council (Youth Offending), Blackburn with Darwen BC, Blackpool BC and three other community safety partnerships (Hyndburn, Preston and Ribble Valley) who gave this issue an average rank of 9. Reoffending impacts on many health inequalities, JSNA Priority one, Liver Disease; two, Mental Health and Wellbeing and nine, Child Health and Wellbeing.

## Scale Relative to other areas

According to Iqanta, the Home Office reporting tool, adult reoffending rates in Lancashire are just slightly above their most similar family group.



## Direction of travel

All areas, apart from West Lancashire are showing good reductions in repeat offending by prolific and priority offenders.

Figure 4 Safer Lancashire Board Performance Report September 2010, Prolific and Priority Offenders

	Name	Indicator ▲
●	Fylde	-82
●	Ribble Va...	-75
●	South Ri...	-68
●	Preston	-61
●	Burnley	-57
●	Pendle	-50
●	Blackpool	-44
●	Lancaster	-43
●	Blackburn	-39
●	Rosendale	-33
●	Wyre	-20
●	Chorley	-20
●	Hyndburn	-6
●	West Lan...	29

Source: Lancashire Probation Trust

Many prisoners are sentenced to short periods in custody which provides little time to address rehabilitation. Many return to a life of crime on release, with the most recent figures showing that nearly 50% of offenders released from prison reoffend within a year. Overall, one in five offenders spend some time in custody the year after they were released from prison or started a community sentence. Almost three quarters of those who were released from custody or began a community order in the first quarter of 2000 were reconvicted of another offence within nine years.

<sup>31</sup>

The National Audit Office has estimated that the social and economic costs of reoffending by those released from short sentences alone are between £7–10 billion a year.

## Level of harm

A relatively small number of highly prolific offenders are responsible for a disproportionate amount of crime. Recent evidence suggests that nationally there is a group of around 16,000 active offenders at any one time, who each have over 75 previous convictions. On average they have been to prison 14 times, usually for less than 12 months, with nine community sentences and 10 fines. These offenders cause immense damage to the community.<sup>32</sup>

<sup>31</sup> 'Breaking the Cycle Effective Punishment, Rehabilitation and Sentencing of Offenders', Ministry of justice

<sup>32</sup> 'Breaking the Cycle Effective Punishment, Rehabilitation and Sentencing of Offenders', Ministry of justice

Offenders who repeatedly offend are a threat to society and need to be closely managed in order to keep crime rates low. It is important to ensure that arrangements get the balance right between the need to protect the public and the importance of enabling those who do not pose a significant risk of harm to move into legitimate, productive activities. Assessments should ensure that the interventions identified, such as family contact or employment in the community, are appropriate and will not increase the risk of harm.

Ensuring that interventions are established to break the destructive cycle of crime are important, as are methods of ensuring offenders make amends to victims and communities for the harm they have caused, including schemes such as Community Payback.

### **Other**

Recent analysis suggests that community sentences are more effective at reducing reoffending than short prison sentences, and cautions are slightly more effective than fines.

Proven reoffending by those offenders commencing probation supervision (both community orders and suspended sentence orders) in 2007 was seven percentage points lower than for those who had served short-term custodial sentences (under 12 months) after controlling for differences between offenders.

The majority of offenders have a wide range of social problems which are often associated with high reoffending rates. Offenders have a variety of social problems such as a lack of or low qualifications, lack of employment, accommodation needs, and drugs and/or alcohol misuse. These factors are also associated with higher rates of reoffending on release from prison. These problems need to be taken into account and tackled when developing and delivering strategies for reducing reoffending.

A recent study of prisoners also found that:

- 37% of prisoners have stated that they will need help finding a place to live when they are released from prison;
- 12% said they had a mental illness or depression as a long-standing illness, while 20% reported needing help with an emotional or mental health problem;
- 24% said they had been taken into care as a child;
- almost half (47%) said they had no qualifications; and
- 13% said that they have never had a paid job.<sup>33</sup>

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<sup>33</sup> 'Compendium of reoffending statistics and analysis', November 2010, Ministry of Justice

An offender needs analysis by Lancashire Probation Trust for the period April 2009 to September 2010 shows that 58% of offenders have an alcohol problem and 37% a drugs misuse problem. 26% have accommodation needs and 24% employment and training needs.

<i>CSP</i>	<i>Accomm</i>	<i>Employment &amp; Training</i>	<i>Finance</i>	<i>Health</i>	<i>Relation</i>	<i>Drug</i>	<i>Alcohol</i>	<i>Attitude, thinking &amp; behaviour</i>
Blackburn	29%	22%	41%	37%	52%	36%	54%	98%
Blackpool	30%	24%	39%	44%	51%	39%	59%	91%
Burnley	29%	24%	44%	33%	54%	45%	54%	90%
Chorley	27%	23%	38%	31%	49%	36%	62%	97%
Fylde	24%	25%	39%	47%	51%	22%	64%	86%
Hyndburn	25%	14%	29%	41%	51%	34%	58%	93%
Lancaster	26%	34%	43%	48%	57%	36%	63%	95%
Pendle	24%	28%	33%	32%	45%	39%	52%	91%
Preston	26%	31%	44%	38%	48%	43%	55%	95%
Ribble Valley	21%	23%	30%	23%	39%	25%	77%	98%
Rossendale	26%	18%	33%	34%	51%	32%	65%	88%
South Ribble	23%	20%	27%	37%	47%	33%	69%	89%
West Lancashire	20%	16%	31%	36%	51%	28%	57%	92%
Wyre	21%	22%	34%	39%	42%	32%	57%	86%
Grand Total	26%	24%	38%	39%	50%	37%	58%	93%

Source: Lancashire Probation Trust

## **Criminal Damage (including arson and deliberate fires)**

### **Issue**

Criminal damage is reducing in Lancashire and is around average compared to other areas.

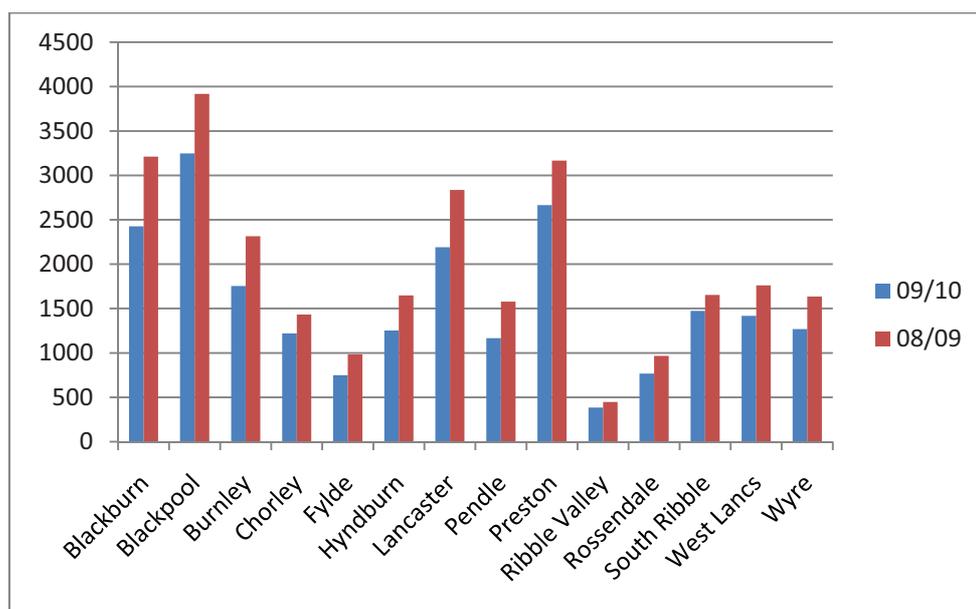
### **Partnership concern?**

Criminal damage is a priority for 11 districts. Hyndburn, Lancaster, Ribble Valley and Wyre have put criminal damage as a top 5 priority. Preventing deliberate fires is an aim for the fire service.

### **Geographic extent**

Blackpool has the highest level of criminal damage in the county, followed by Preston, Blackburn and Lancaster.

Chart 25 - Criminal Damage



Source: MADE/Lancashire Constabulary

Although criminal damage is fairly widespread throughout the county, there are some wards which show a much higher concentration of this crime. Talbot and Bloomfield wards in Blackpool and Town Centre ward in Preston (city centre) accounted for 5% of all criminal damage crimes.

#### Criminal Damage April 2009 to March 2010

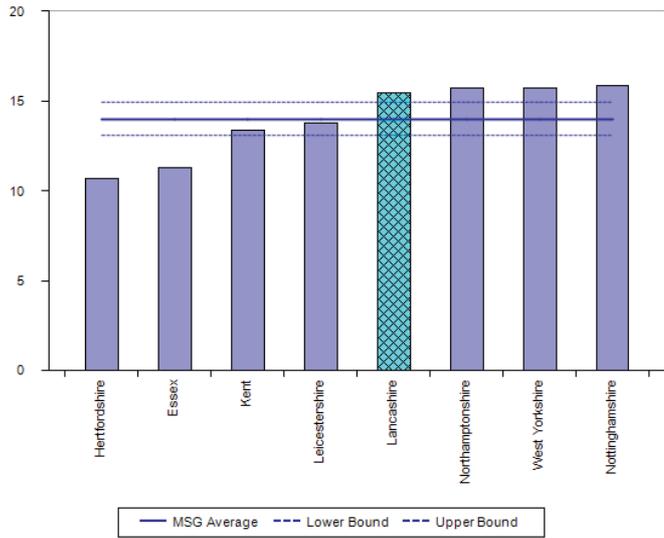
CSP	Ward	Number	Perc.	Cum Perc.
Blackpool	Talbot	450	1.8	1.8
Preston	Town Centre	436	1.8	3.6
Blackpool	Bloomfield	412	1.7	5.2
Blackburn with Darwen	Shadsworth With Whitebirk	378	1.5	6.7
Blackpool	Claremont	333	1.3	8.1
Preston	Ribbleton	306	1.2	9.3
Lancaster	Skerton West	298	1.2	10.5

Source: MADE/Lancashire Constabulary

#### Scale Relative to other areas

Lancashire has been the 4th worst in its most similar family group for All Criminal Damage over the last 12 months, just above the group average.

**iQuanta Barchart MSG - Crimes per 1000 Residents**  
**Lancashire**  
**Criminal Damage (inc 59)**  
**01 Nov 2009 - 31 Oct 2010**

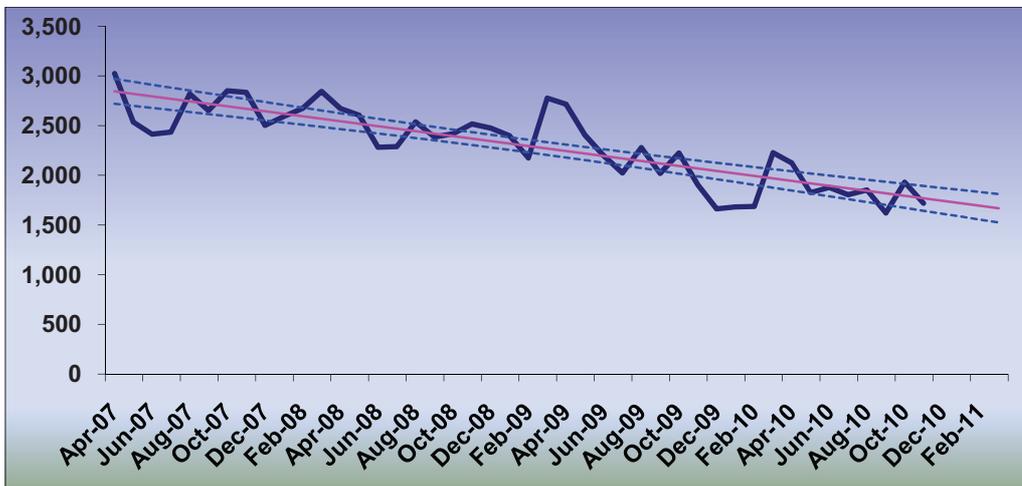


Source: Iquanta

**Direction of travel**

All criminal damage has fallen by 21% December 2009 to November 2010, when compared with the previous 12 months. This downward trend has been seen since 2007.

Chart 26 Criminal Damage April 2007 to November 2010



Source: Lancashire Constabulary

The fire service attended 4260 deliberate secondary fires November 2009 to October 2010, down by 9% on the previous period.

**Community concern**

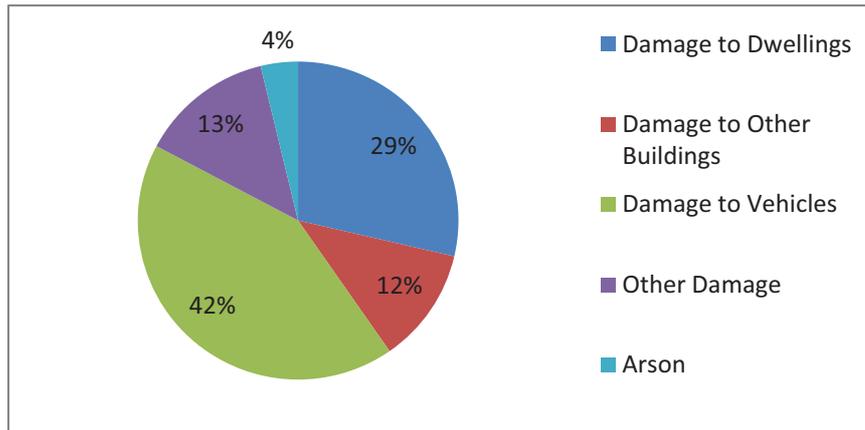
Criminal damage is a signal crime in that it has an impact on community confidence greater than the value of the damage. As a volume crime, criminal damage affects all areas across the County, and impacts upon the quality of life within each.

The Living in Lancashire panel were asked in June 2010 what the main problems in their local area are. 43% felt that damage to property or vandalism was the main problem.

### Other

There is a strong relationship between anti-social behaviour and criminal damage. Damage to vehicles is the main type of criminal damage, followed by damage to dwellings.

Chart 27 Criminal Damage types

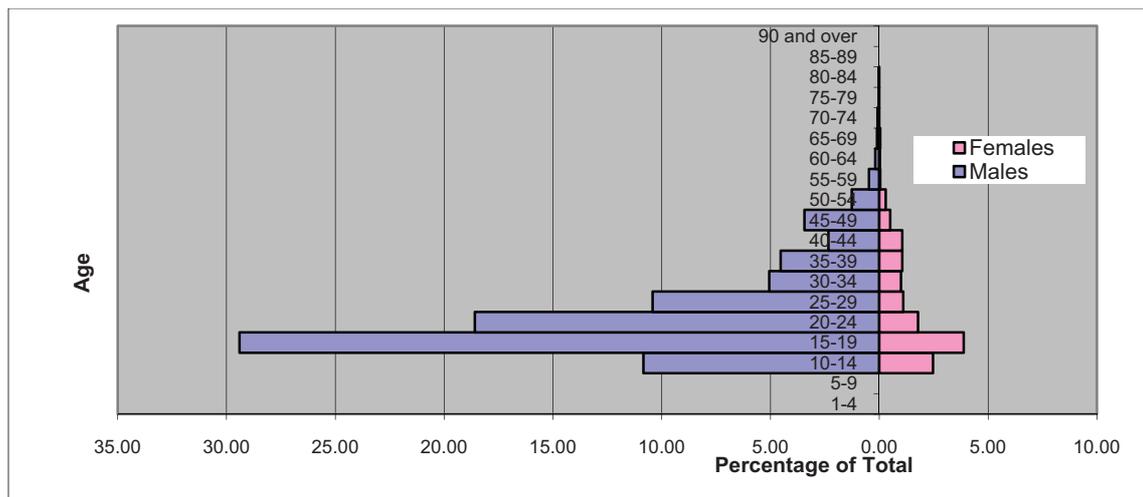


Source: MADE/Lancashire Constabulary

### Offenders

Offenders have a very young, male profile. 47% of offenders are males aged 15 to 24. The ethnic profile is similar to the county profile.

Chart 28 Age and Gender profile of offenders of Criminal Damage



Source: MADE/Lancashire Constabulary

## Public Transport

### Issue

Crime and disorder problems on public transport are a serious concern for transport providers, the police, community safety partnerships, service users and the community. A public transport system where people can travel easier and safer is a key corporate priority for Lancashire County Council and in Lancashire there is in excess of 62 million bus passenger journeys made each year. There were nearly 15 million entries and exits at railway stations in Lancashire, particularly in Preston which acts as a major rail hub for the region.

### Partnership concern?

British Transport Police, Bus operators, Lancashire County Council. This issue was not raised by any CSPs specifically.

### Geographic extent

Incidents on the rail system are recorded by British Transport Police. Their recording practices mean that incidents which take place on route are linked to the nearest station. 36% of all rail incidents have been coded to Preston station, reflecting the passenger numbers that travel through it. 12% of all incidents were coded to Blackpool station. Preston also had the most incidents on buses, followed by Ribble Valley.

### Direction of travel

Crime and incidents on the railway system in Lancashire has reduced by 18%, September 09 to August 10, compared to the previous 12 months.

Safer Travel Unit statistics show that there was a reduction of 15% April 2009 to March 2010, when compared with the previous period. Incidents on school buses fell by 5%. Incidents on public buses fell by 28%. However, there has been an increase in the 2<sup>nd</sup> quarter of 2010 (July to September 2010) on public buses.

### Level of harm

Crime and anti-social behaviour on public transport discourages people from using it and contributes to increased road usage. The cost to bus operators due to crime was nearly £89,000 in 2009/10.

### Community concern

A Department for Transport survey found that 11.5% more journeys would be made on public transport if passengers felt they were more secure. This would equate to 7.13 million additional bus journeys and 1.5million more railway station entry and exits in Lancashire each year.

### Other

Offenders on the railways are predominantly young males.

More detailed statistics on incidents on buses available from Safer Travel unit.

## Hate Crime

### Issue

92% of Lancashire's residents class themselves as white ethnic; the most significant minority ethnic group are those from an Asian heritage, 6%. Cohesion issues can occur where communities with strong and differing identities are neighbours. The county has seen demonstrations from radical groups such as the English Defence league in recent months which are targeting such communities.

Blackpool has a significant Lesbian, Gay, Bisexual and Transgender community.

### Partnership concern?

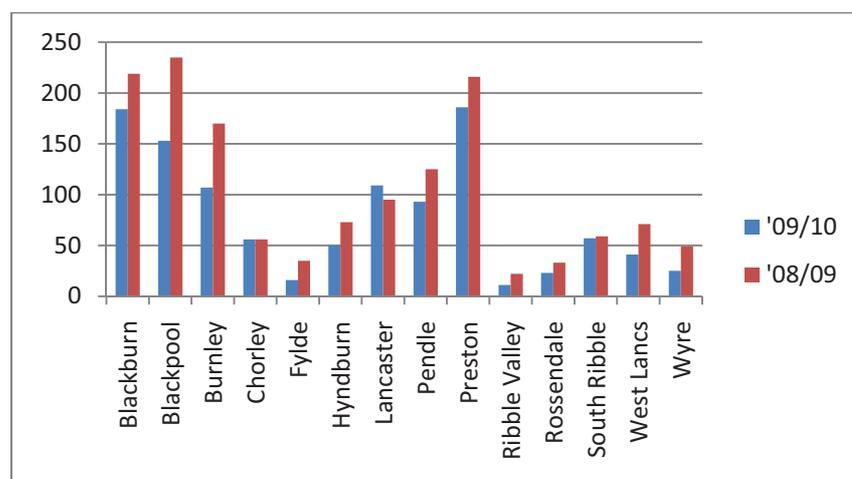
This has been raised by the police and Lancashire County Council. This issue was raised by 12 out of the 14 CSPs, with an average rank of 9<sup>th</sup> most important problem in the locality. Lancaster had the highest ranking at number 5. Lancashire County Council has made a commitment to strengthen cohesion in our communities by promoting activities that bring people from different backgrounds together.

### Geographic extent

Pakistani people make up the majority of the concentration in Pendle, Hyndburn and Burnley whereas Indian people are in the majority in the BME population in Preston, Indian and Pakistani people make up an almost equal proportion of the group in Blackburn.<sup>34</sup> Blackpool has a thriving Lesbian, Gay, Bisexual and Transgender community.

Hate related problems are concentrated in the few key areas. Preston had the highest number of hate related crimes, followed by Blackburn and Blackpool.

Chart 29 Hate related crimes December to November

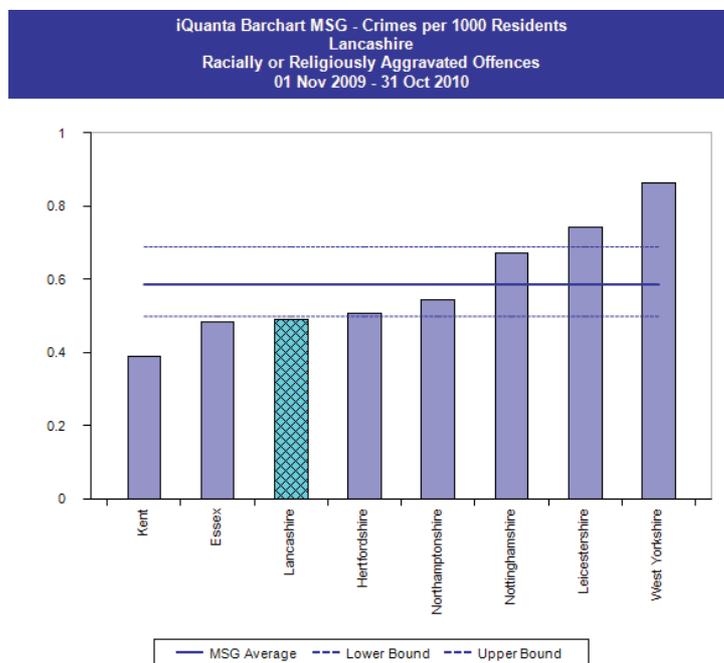


Source: MADE Diversity report

<sup>34</sup> [www.lancashire.gov.uk/profile/monitors/popethnic.asp](http://www.lancashire.gov.uk/profile/monitors/popethnic.asp)

## Scale Relative to other areas

Lancashire is below its most similar family average for racially or religiously aggravated offences.



Source: Iquanta

## Direction of travel

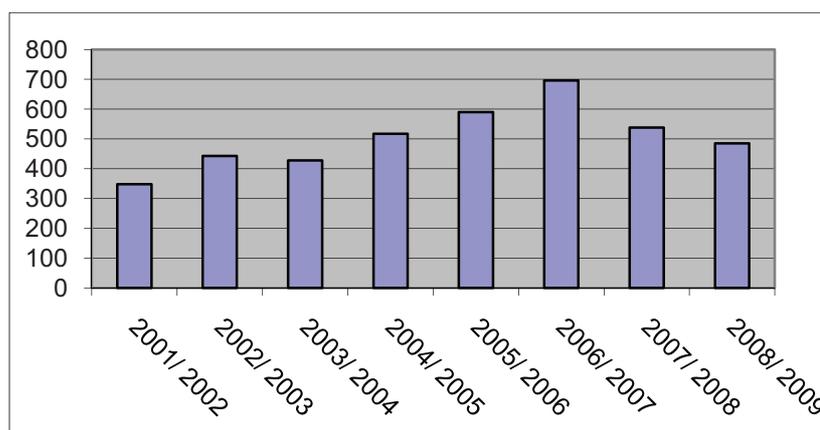
Reporting of hate crime is still low in Lancashire, as in other parts of the UK. In particular, Crown Prosecution Service research shows that the reporting of disability hate crime is very low.<sup>35</sup>

Hate crime has reduced by 24% Dec 09 to Nov 10 when compared with the previous twelve months. Racial violence has reduced from 763 to 636 crimes in that period. Hate related incidents have reduced commensurately in the same period.

Hate related incidents have also reduced in Lancashire's schools from a peak in 2006/7.

<sup>35</sup> Hate crime action plan, <http://www.homeoffice.gov.uk/documents/hate-crime-action-plan/index.html>

Chart 30 Number of Racial Incidents reported in Lancashire County Council run Schools



Source: MADE

### Level of harm

The impact of failure would be great and could lead to large scale unrest in some parts of the county. Blackburn report that it has the potential to 'split' the population due to the different ethnic and cultural backgrounds.

### Community concern

Place Survey 2008, about a-quarter of respondents expressing an opinion answer that people from different backgrounds do not get along in their local area (26%). This is the same for people from both white and minority ethnic backgrounds.

The Living in Lancashire panel was asked in June 2010 what the main problems in their local area are. 6% of respondents perceived that hate crimes or harassment were a major problem.

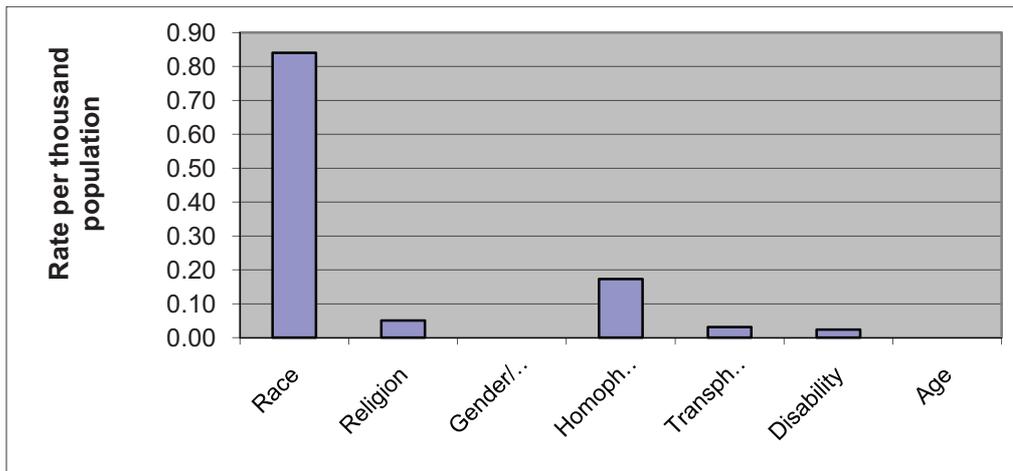
### Other

The vulnerable localities index has been calculated for Lancashire. There are just 49 lower level super output areas which have an index value of 200 or more, making them twice as vulnerable to cohesion problems than the average for the county. These are concentrated in the main urban areas of Preston, Blackpool, Blackburn, Burnley, Lancaster and Pendle.<sup>36</sup>

Racially motivated crime is more prevalent than other types of hate crime in Lancashire, followed by homophobic crime.

<sup>36</sup> [www.lancashire.gov.uk/profile/monitors/vli.asp](http://www.lancashire.gov.uk/profile/monitors/vli.asp)

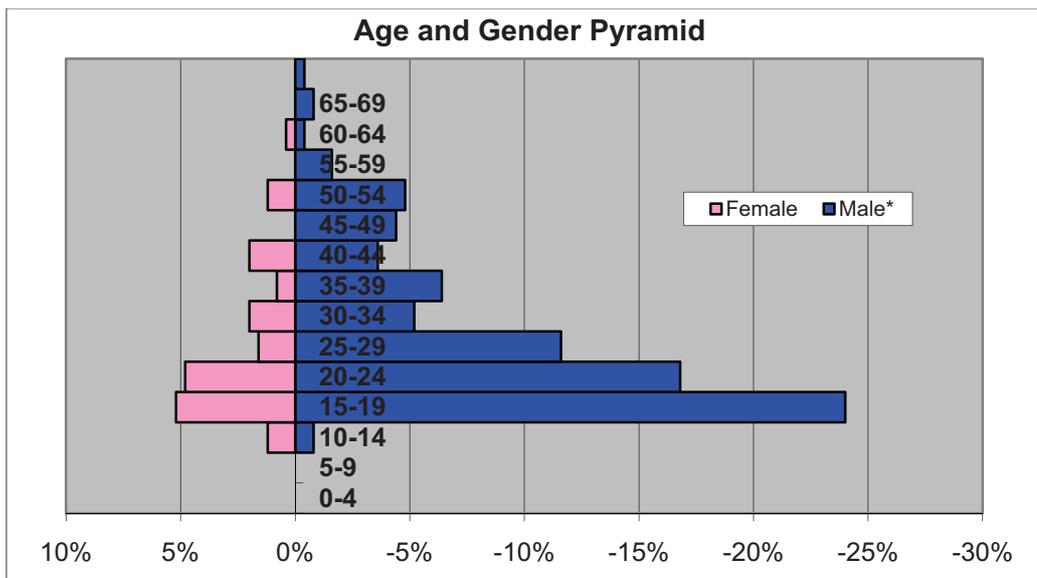
Chart 31 Breakdown of Hate Related Incidents in Lancashire , Nov-08 - Oct-09



Source: MADE Diversity Report

Offenders are in line with the general population in terms of ethnicity. They are predominantly young males.

Chart 32 Offenders of Racially or religiously



Source: MADE Diversity profile

Victim support report that 56% of victims in 2009/10 were female . 44% of victims were Asian heritage and 20% white. Further analysis of hate crime is contained in the police hate crime scoping report.

## Violent Extremism

This has been raised by the police and 3 of the community safety partnerships, Blackpool who ranked it 18<sup>th</sup>, Burnley who ranked it 7<sup>th</sup> and Rossendale who also ranked it 7<sup>th</sup>.

International extremism is focused in very small areas within the Eastern and Pennine areas of the county and is predominantly Islamic extremism.

Domestic extremism centres is mainly extreme right wing and is focused on football violence and hate related violence and disorder. The English Defence League has held some rallies in the county in 2010.

## Review of Safer Lancashire Board Activity 2010-2011

The role of the Safer Lancashire Board is to support the coordination and commissioning of activity across partnership boundaries. The main activity for 2010/11 is outlined below.

### **Communication and Reassurance**

Lancashire residents told us, through the Living in Lancashire panel, that they wanted us to tell them what we are doing to tackle crime and anti-social behaviour in their area.

Safer Lancashire carried out a six week confidence campaign throughout the summer to increase the levels of confidence in communities by delivering local information at a local level, together with installing an interactive information kiosk in Preston and re-designing the Safer Lancashire website.

The confidence campaign promoted key messages about anti-social behaviour, criminal justice, vulnerable people, quality of life issues, access and availability to neighbourhood policing teams, and road safety, all through the delivery of neighbourhood newsletters to areas of low confidence, local radio adverts, the use of an AdVan which toured the county and our love my Lancashire facebook page.

The interactive information kiosk allows users to access a wide range of information about keeping safe and lets users speak directly to the police if they need any assistance.

The new Safer Lancashire website now allows users to:

- Access information about how we are tackling anti-social behaviour, domestic violence, drug and alcohol misuse and road safety in Lancashire.
- View crime and anti-social behaviour levels in your area and the compare your area with other areas in Lancashire.
- Users can read our crime prevention advice, information about how we are supporting victims, witnesses, young people and families, together with how we are tackling re-offending in Lancashire.
- Residents can find out how they can play their part by getting involved in their local criminal justice system and can tell us how we can improve our website and provide them with more of the information they want through the new online enquiry form.

## **Crime Prevention**

The Living in Lancashire panel told us that residents in East Lancashire are more likely to say that burglary is a problem than those from the west of the county. Safer Lancashire has identified vulnerable properties in Burnley, Lancaster, West Lancashire and Wyre, conducted crime prevention assessments at each property and provided home security kits i.e. door and window locks where required.

## **Protecting our roads**

Lancashire Constabulary identified gaps in automatic number plate recognition provision at key points in the county. Improving the automatic number plate recognition infrastructure will protect people who live and work in or travel through Lancashire from those who use our roads to commit serious and organised crime, engage in terrorist activity and jeopardise the safety of others.

## **Supporting victims of domestic abuse**

The board has secured the provision of independent domestic abuse advocates (IDVA) until the end of March 2011. Additional funding for one year was secured from the Home Office to extend IDVA provision even further where service levels were not adequate to demand.

## **Reducing re-offending**

The board has commissioned the development of an integrated offender management partner database designed to highlight reoffending need and track offender progress.

The board has support the HMP Preston short sentence prisoner pilot which aims to address the needs of those offenders that receive short sentences through a mentoring process.

## **Contact Details**

This report has been written by Melanie Greenslade, on behalf of the Safer Lancashire Board. Any queries about the content of this report should be sent to Melanie Greenslade.

Corporate Research & Intelligence, Policy Unit, Lancashire County Council, PO Box 78, County Hall, Preston, PR1 8XJ

01772 532864

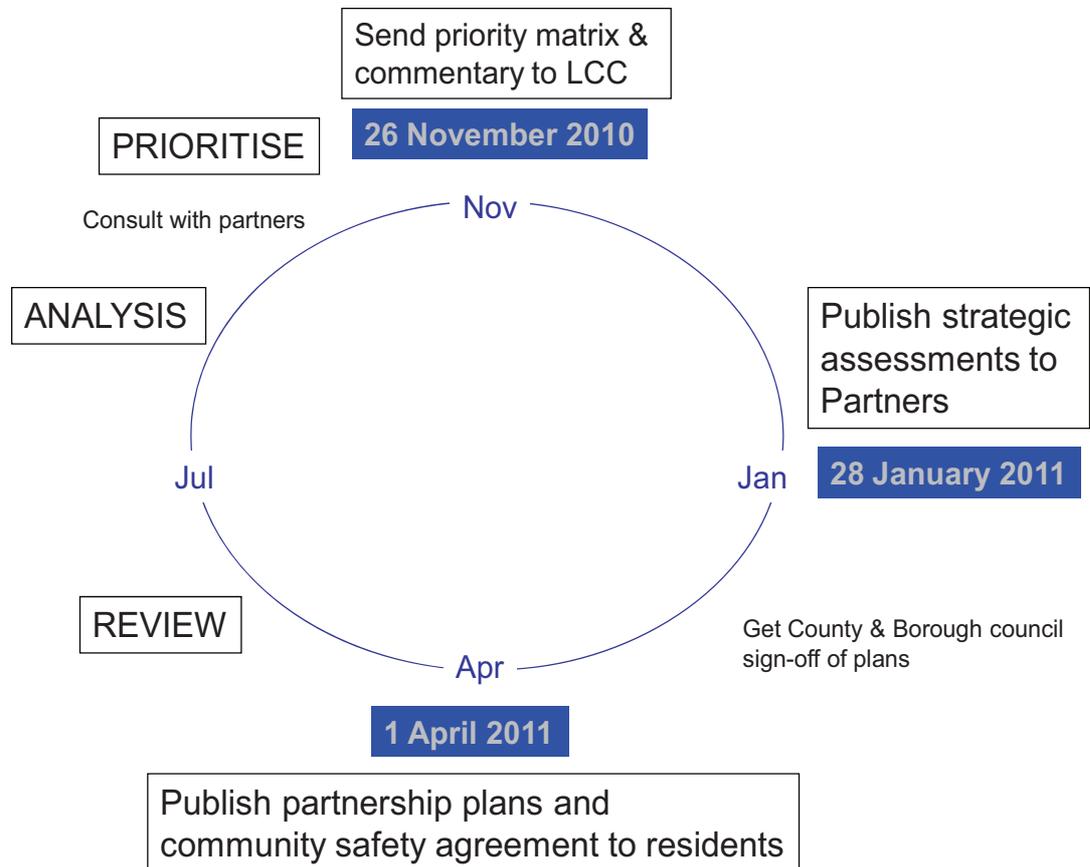
melanie.greenslade@lancashire.gov.uk



## Appendix 1 – The Planning Cycle

The Strategic Assessments are undertaken on an annual planning cycle. See diagram below:

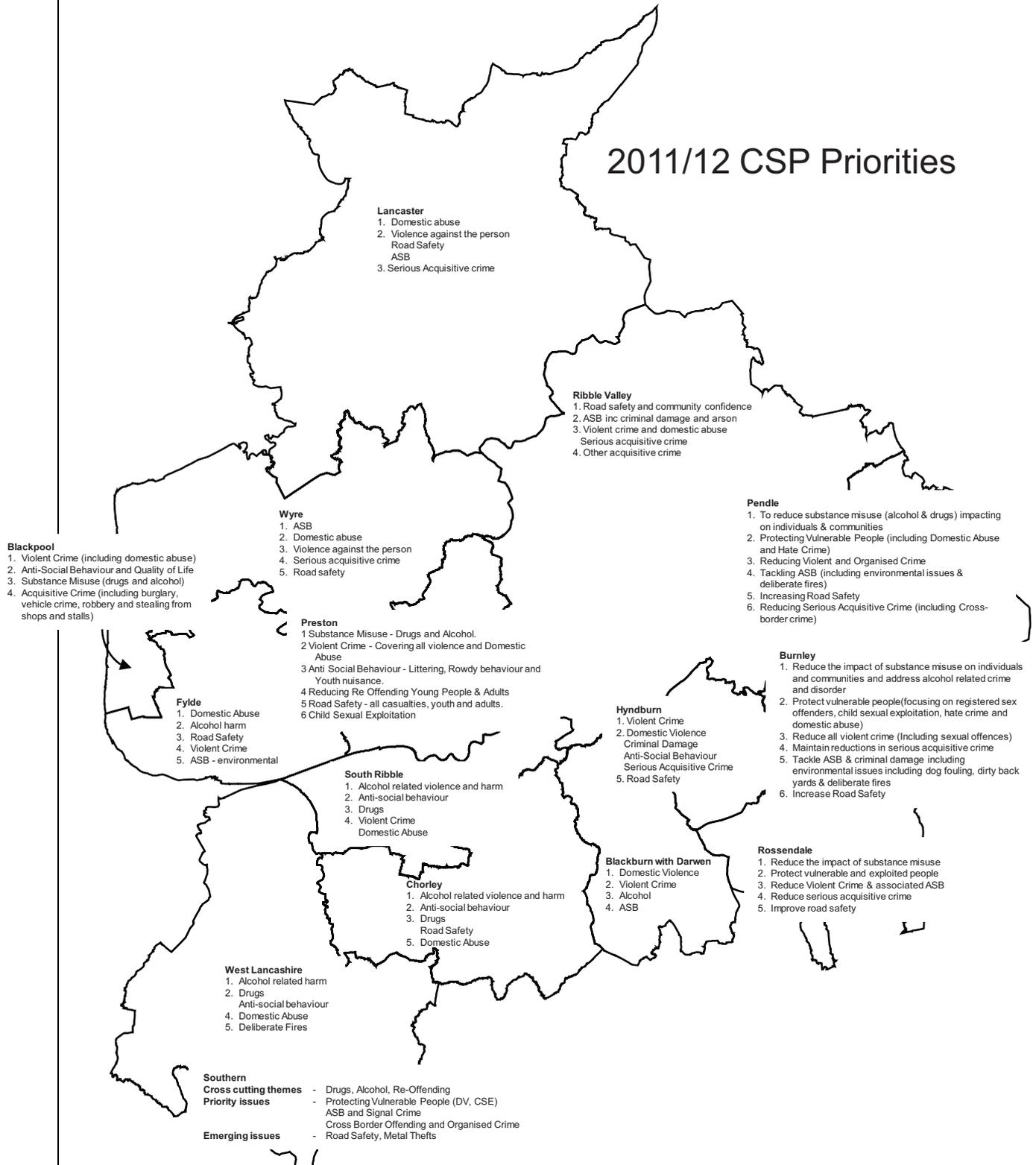
### Planning cycle for strategic assessment & partnership plans



Appendix 2 – Combined Districts Priority Matrix

Priority	Blackburn with Darwen	Blackpool	Burnley	Chorley	Fylde	Hyndburn	Lancaster	Pendle	Preston	Ribble Valley	Rossendale	South Ribble	West Lancashire	Wyre	No of Districts Identified By	Total	Average	
Violent Crime	2	1	7	6	4	2	2	3	3	6	3	3	4	10	2	14	55	4
<i>Serious Violent Crime</i>									8	8						1	8	8
<i>Gun Crime and Knife Crime</i>		11							16							2	27	14
<i>Violence against the person</i>							2											
<i>Alcohol related violence</i>				1				1					1			4	4	1
<i>Serious &amp; organised crime (OCGs)</i>		14						7	16							3	37	12
<i>Domestic Abuse</i>	1	3	1	5	1	3	1	3	1	3	1	4	4	4	2	14	33	2
<i>Serious Sexual Offences</i>		7					4									2	11	6
<i>sex workers</i>			12						25							2	37	19
<i>Child Sexual Exploitation</i>			4					3	3	3	5					4	15	4
<i>Community Cohesion/Hate Crime</i>	5	7	7	9	9	9	5	9	16	7	7	8	13	7	12	102	9	
<i>Violent Extremism/ Prevent</i>		18							7						3	32	11	
<i>Criminal Damage inc. Arson</i>	8	11	10	6		3	4		16	2		6	8	4	11	78	7	
<i>Criminal Damage</i>																3	24	8
<i>Arson</i>		10					6		21			13	5		7	7	76	11
<i>Deliberate Secondary Fires</i>		10	10	14												9	101	11
<i>Primary Fires/ Deaths from Accidental Fires</i>	11		10	11	7		3	7	21			15	13	6	9	101	11	
<i>Vulnerable people/families</i>			4					3			5				3	12	4	
<i>Offending</i>	10					9			7	8					4	34	9	
<i>Police and Priority Offenders - Adult; Police and Convict Resettle and Rehabilitation</i>																		
<i>Police and Priority Offenders - Young People, Prevent and Deter</i>																2	13	7
<i>Acquisitive Crime</i>	8	14	5	13	7	8	3	8	24	4	4	12	4	4	14	126	9	
<i>Serious Acquisitive Crime</i>	8		5		7	8	3	8		3	3			3	9	48	5	
<i>Less Serious Acquisitive Crime</i>						7				5				5	3	17	6	
<i>Robbery</i>		14		11					21			13	16		5	75	15	
<i>Domestic Burglary</i>		11		10	10				28			10	6		5	65	13	
<i>Other Burglary</i>				14								10	12		3	36	12	
<i>Vehicle Crime</i>		18		14					23						2	41	21	
<i>Theft from</i>				14								9	10		3	33	11	
<i>Shoplifting</i>				17								17	13		3	47	16	
<i>Doorstep crime</i>		14		11								15	17		4	57	14	
<i>Cross-border issues</i>					10										1	10	10	
<i>Substance Misuse - Drugs</i>	6	3	1	2	9				8						1	8	8	
<i>Substance Misuse - Alcohol</i>	2	1	1	1	2	1		1	3	1	1	3	2	2	10	31	3	
<i>Tobacco smuggling</i>				9					1	5	1	1	1	1	12	18	2	
<i>Anti-Social Behaviour</i>	2	5	5	2	5	3	2	3	12	2	9	2	2	2	14	55	4	
<i>Anti-Social Behaviour - Young People</i>									13						1	73	13	
<i>ASB - Disorder</i>				5					11						2	16	8	
<i>Rough Sleepers</i>									25						1	25	25	
<i>Quality of Life/Environmental issues (Litter/Fly Tipping/Dog Fouling)</i>				8	5				11			10	9		5	43	9	
<i>Road Safety</i>	7	14	1	4	3	6	2	1	5	1	6	7	6	3	14	66	5	
<i>Public Confidence &amp; Satisfaction</i>		6	9												2	75	8	

## 2011/12 CSP Priorities



### Appendix 3 – Priority Scoring System

Each problem identified has been scored according the following criteria:

Category	Description	Scoring System
Geographic extent of the problem	Is this problem confined to one small area or is it widespread across the borough?	0 This is not a problem in our area
		1 The problem occurs in only one or two confined locations
		2 The problem occurs in less than half of the wards in the borough
		3 The problem is borough wide.
Scale relative to other areas	Compared to most similar families on Iquanta or other parts of Lancashire as reported on MADE or the tracker tool, is the problem worse, the same as or better than other areas?	0 This is better than MSF or other equivalent comparator
		1 This is the same as MSF or other equivalent comparator
		2 This is slightly worse than MSF or other equivalent comparator
		3 This is substantially worse than MSF or other equivalent comparator
Direction of Travel	Is the problem getting worse, getting better or staying the same?	0 Improving
		1 Staying the same
		2 Worsening slightly
		3 Worsening substantially
Level of Harm	Is this problem a signal crime? Is it a precursor to something more serious? Does it disproportionately affect one sector of society?	0 This is not a problem in our area
		1 There is some small evidence that this is the case in our area
		2 There is moderate evidence that this is the case in our area
		3 There is substantial evidence that this is the case in our area.
Threat level	What is the probability of this problem occurring?	0 There is little chance of the event/outcome predicted, probability ≤10%
		1 There is some chance of the event/outcome predicted, probability ≤50%
		2 There is a better than even chance of the event/outcome predicted, probability ≥51%
		3 There is an almost certain chance of the event/outcome predicted, probability ≥90%
Of Community	Does community consultation	0 This is not a problem in our area

Category	Description	Scoring System
Concern	indicate that this is a real concern?	<p>1 There is some small evidence that this is the case in our area</p> <p>2 There is moderate evidence that this is the case in our area</p> <p>3 There is substantial evidence that this is case in our area</p>
Local Strategies/Targets*	Is this included in a number of local partner strategies and plans? For example, community plans, LAA, police control strategy, IRMP, health plans	<p>0 It is not included in any local strategies or plans.</p> <p>1 One partner includes it in a local strategy</p> <p>2 Two partners include it their local strategies</p> <p>3 More than two partners include it in their local strategy or plans</p>
National Strategies/Targets*	Is this problem included in national strategies or plans? For example the Respect Agency or National Drugs Strategy.	<p>0 It is not included in any national strategies or plans.</p> <p>1 It is a small element of a national strategy</p> <p>2 It is a key or primary element of a national strategy</p> <p>3 It is covered in several national strategies.</p>
Other	Is there anything else important which should be scored, and if so, please ensure that all problems are scored against this to ensure consistency when scores are ranked. This should be suitably evidenced. Examples could be – cross-border issues, links with other cross-cutting issues	<p>0 This is not a problem in our area</p> <p>1 There is some small evidence that this is the case in our area</p> <p>2 There is moderate evidence that this is the case in our area</p> <p>3 There is substantial evidence that this is the case in our area.</p>

\*Many national and local targets were withdrawn during the analysis period.

## Appendix 4 – PESTELO

<p><b>Political</b></p> <ul style="list-style-type: none"> <li>• Introduction of Police &amp; Crime Panels</li> <li>• Police Commissioners</li> <li>• Big society – smaller Government</li> <li>• Introduction of National Crime Agency</li> <li>• Transparency – data release – it's the public's not our data (major agenda)</li> <li>• No government targets to be set</li> <li>• Reduction in frontline services i.e. PCSO's</li> <li>• Introduction of regional hubs in Lancashire</li> <li>• Possibility of a new conflict in the world which may increase violent extremism.</li> </ul>	<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>• All public sector organisations will be receiving substantial reductions in their budgets from central government.</li> <li>• In addition, income from business rates and council tax has fallen.</li> <li>• Council tax has been frozen.</li> <li>• Costs are rising due to inflation, interest rate changes and rising fuel costs.</li> <li>• Unemployment is rising.</li> </ul>
<p><b>Social</b></p> <ul style="list-style-type: none"> <li>• Greater community mobilisation</li> <li>• Introduction of Neighbourhood Justice Panels</li> <li>• Social discontent may lead to an increase in community tensions</li> <li>• Financial hardship will reduce people's freedom to move and may result in more homelessness.</li> <li>• Fear of crime is greatest amongst older people. As the number of older people in our population is increasing, this fear will also increase.</li> <li>• The proportion of residents from a black or minority ethnic background is increasing.</li> <li>• Migrant workers may return home if work opportunities become scarcer.</li> <li>• Gang activities will increase as a result of housing problems and unemployment.</li> <li>• There has been a shift in drinking patterns from pubs to in the home.</li> </ul>	<p><b>Technological</b></p> <ul style="list-style-type: none"> <li>• Automatic number plate recognition will make it easier to find criminals and reduce crime.</li> <li>• Smart Water (for marking property) may prevent theft and make it easier to return property to the owner.</li> <li>• CCTV (close circuit television) will improve safety and reduce fear of crime.</li> <li>• Community Safety community TV will improve communication about community safety issues to residents.</li> <li>• Bluetooth community safety announcements will improve communication between the police and the public.</li> <li>• Satellite navigation trackers will ensure that stolen cars can be traced more easily.</li> <li>• Shotspotter Gunshot Location System, being trialled in Birmingham, will make locating the source of gunshots easier and quicker.</li> <li>• CCTV/GATSO funding could be removed and/or reduced</li> <li>• Freedom Bill to introduce new CCTV regulations</li> </ul>
<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>• Improvements to building and environmental design will reduce the opportunity for crime.</li> <li>• Increased empty buildings due to recession.</li> <li>• Reduction in frontline services i.e. street cleansing</li> </ul>	<p><b>Legal (proposed legislation)</b></p> <ul style="list-style-type: none"> <li>• Gang injunctions, powers for Local Authorities &amp; police to stop gang-related behaviour</li> <li>• Revised ASB powers</li> <li>• Domestic Crime, Violence and Victims Bill</li> <li>• Health Bill</li> <li>• Police Reform and Social Responsibility Bill</li> <li>• Rehabilitation of Offenders Bill</li> <li>• Support &amp; Protection For Elderly People and Adults at Risk of Abuse Bill</li> <li>• Young Offenders (Parental Responsibility) Bill</li> <li>• Violence against women and girls strategy.</li> <li>• Localism Bill</li> <li>• Alcohol Pricing Legislation</li> <li>• Organised Crime Strategy</li> <li>• Revised PREVENT/CONTEST Strategy</li> </ul>
<p><b>Organisational (possible changes which could have an impact)</b></p> <ul style="list-style-type: none"> <li>• Introduction of Police Commissioners and removal of Police Authorities.</li> <li>• Public health move into county/unitary authorities and commissioning allocated to GPs consortia.</li> <li>• Changes in the way partners share information.</li> <li>• A change in the way we set targets towards localism.</li> </ul>	

### PESTELO Analysis of community safety in Lancashire



# Agenda Item 5

## Scrutiny Committee

Meeting to be held on 4 March 2011

Electoral Division affected: None
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## Task Group Update

(Appendix 'A' refers)

Contact for further information:

Claire Evans 07917 836 698, Office of the Chief Executive,

[claire.evans@lancashire.gov.uk](mailto:claire.evans@lancashire.gov.uk)

### Executive Summary

This report has two purposes:

1. To update members on progress with existing Task and Finish Groups and impact of completed Task Group reports
2. To allow the Committee to consider any new proposals for Task Groups

### Recommendation

That the Committee note the list of existing task groups and comment as appropriate.

### Background and Advice

In order to ensure that the Scrutiny Committee is kept informed of progress on Task Groups, this item will appear on each agenda.

For information, a list of existing Task Groups is attached as Appendix 'A' to this report. It is not intended that members feed back on all existing task groups, but members are invited to comment on any issues of particular significance.

All new requests for task groups will be considered under this item. As a standing item, this should ensure that there is always a timely response to requests without the need to resort to the Urgent Business Procedure.

### Consultations

N/A

### Implications:

This item has the following implications, as indicated:

## **Risk management**

There are no significant risk management implications.

**Financial, Legal, Equality and Diversity, Human Rights, Crime and Disorder, Personnel, Property Asset Management, Procurement, Traffic Management, CIA (policies and strategies only):**

N/A

## **Local Government (Access to Information) Act 1985 List of Background Papers**

Paper	Date	Contact/Directorate/Tel
-------	------	-------------------------

N/A

Reason for inclusion in Part II, if appropriate

N/A

## Overview and Scrutiny – Task and Finish Groups

March 2011

### Current

Committee/Task Group	Chair	Proposed Completion Date
<b>Scrutiny Committee</b>		
Member Development	CC John Shedwick	Standing Group
Cross Boundary Looked After Children – "Who Cares?"	Cllr Peter Steen	Summer 2011
<b>Health Scrutiny Committee</b>		
Steering Group	CC Maggie Skilling	Standing Group
<b>Education Scrutiny Committee</b>		

### Completed

Committee/Task Group	Completed	Next Steps
<b>Scrutiny Committee</b>		
Young People – Employment and Employability	July 2010	Exec response due Jan 2011 (Cab to discuss 4 Nov)
Museums	Sept 2010	Exec Response due Jan 2011 (interim) and April 2011 (full)
Rail Improvement Schemes	Feb 2011	Reconvene end of 2011 (as per committee resolution Feb 2011)
<b>Health Scrutiny Committee</b>		
Safeguarding Adults	May 2010	Final Exec response to be presented March 2011
<b>Education Scrutiny Committee</b>		



## Scrutiny Committee

Meeting to be held on 4 March 2011

Electoral Division affected: None
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## Recent and Forthcoming Decisions

(Appendix 'A' refers)

Contact for further information:

Claire Evans 07917 836 698 Office of the Chief Executive,

[claire.evans@lancashire.gov.uk](mailto:claire.evans@lancashire.gov.uk)

### Executive Summary

To advise the committee about recent and forthcoming decisions relevant to the work of the committee. Appendix 'A' includes recent decisions made by Cabinet or individual Cabinet Members.

Forthcoming decisions are included in the Forward Plan, which can be accessed here:

<http://council.lancashire.gov.uk/mgListPlans.aspx?RPId=244&RD=0>

### Recommendation

Members are asked to review the recent or forthcoming decisions and agree whether any should be the subject of further consideration by scrutiny.

## Background and Advice

It is considered useful for scrutiny to receive information about decisions in the Forward Plan and decisions recently made by the Cabinet and individual Cabinet Members in areas relevant to the remit of the committee, in order that this can inform possible future areas of work. Recent and forthcoming decisions are set out at Appendix 'A'.

The Forward Plan is published each month. It briefly describes matters likely to be subject to Key Decisions over the next four-month period. A Key Decision for this purpose is an Executive decision that:

- has significant effect on communities living or working in an area comprising two or more electoral divisions of the County Council without reference to a financial threshold.
- domestic decisions (affecting the internal workings of the Council) which have a financial impact on the Council of £1.2m or more.

The Forward Plan enables the public to see what Key Decisions are in the pipeline, who will be taking them and when, and what consultation will occur. It is easily accessible for councillors and the public on the County Council's website via the following link:

<http://council.lancashire.gov.uk/mgListPlans.aspx?RPId=244&RD=0>

This can also be found under "F" via the alphabetical search on the front page of the county council's website via the following link:

<http://www.lancashire.gov.uk>

The Forward Plan is presented to all scrutiny committees on each agenda. The onus is on individual Members to have a look at the Forward Plan and obtain further information from the officer(s) shown for any decisions which may be of interest to them. The Member may then raise for consideration by the Committee any relevant, proposed decision that he/she wishes the Committee to review.

### **Consultations**

N/A

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

There are no significant risk management or other implications

### **Local Government (Access to Information) Act 1985 List of Background Papers**

Paper	Date	Contact/Directorate/Tel
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N/A

Reason for inclusion in Part II, if appropriate

N/A

## Recent Decisions taken by Cabinet Member or Cabinet

Details of these decisions can be found here:

<http://council.lancashire.gov.uk/mgDelegatedDecisions.aspx?bcr=1>

Decisions				
Title	Date	Effective from	Call-Ins	
<a href="#">Lancashire Young People's Service Small Grants to Registered Voluntary Youth Groups and Project Grants to Young People <u>ref:394</u></a>	02/03/2011	06/03/2011	0	
<a href="#">Request for Mobile Remote Working <u>ref:392</u></a>	21/02/2011	25/02/2011	0	
<a href="#">Arts Allocations - Project Applications 2010/11 <u>ref:387</u></a>	24/02/2011	02/03/2011	0	
<a href="#">Champions - Approval of Expenditure <u>ref:378</u></a>	15/02/2011	19/02/2011	Call-in expired	
<a href="#">Altcar Station Bridge, Wood Lane, Great Altcar, West Lancashire Borough, Transfer of Bridge from BRB (Residuary) Ltd to Lancashire County Council <u>ref:379</u></a>	15/02/2011	19/02/2011	Call-in expired	
<a href="#">Amendment to Review of On-street Car parking fees and charges 2010/2011 in Lancaster <u>ref:377</u></a>	15/02/2011	19/02/2011	Call-in expired	
<a href="#">Growth Point Funding - A6 Congestion Reduction, Cottam Infrastructure and Whittingham Infrastructure, Preston <u>ref:376</u></a>	15/02/2011	19/02/2011	Call-in expired	
<a href="#">Lancashire Childcare Sufficiency Assessment and Sufficient Childcare Strategy and Action Plan <u>ref:328</u></a>	14/02/2011	18/02/2011	Call-in expired	
<a href="#">Approval of the Corporate Parenting Policy <u>ref:331</u></a>	14/02/2011	18/02/2011	Call-in expired	
<a href="#">Directorate Revenue Budgets 2011/12, 2012/13 and 2013/14: County Treasurer's Department, Office of the Chief Executive and Corporate Expenditure <u>ref:367</u></a>	08/02/2011	12/02/2011	Call-in expired	

Snapshot taken on 23 February 2011.

**Forward Plan of Key Decisions:**

Details of the Forward Plan can be found here:

<http://council.lancashire.gov.uk/mgListPlans.aspx?RPId=244&RD=0>

Plan items	
No.	Item
2.	<p><u><a href="#">Arrangements for Lancashire Concessionary Travel Scheme</a></u> <b>New!</b></p> <p>Decision maker: Cabinet Member for Highways and Transport Decision due: 1 Mar 2011 Lead officer: Andrew Varley</p>
3.	<p><u><a href="#">Potential changes to bus services in Lancashire</a></u></p> <p>Decision maker: Cabinet Member for Highways and Transport Decision due: 1 Mar 2011 Originally due: 4 Jan 2011 Lead officer: Tim Gornall</p>
4.	<p><u><a href="#">Standardisation of Volunteer Expenses for the Authority</a></u> <b>New!</b></p> <p>Decision maker: Leader of the County Council, Deputy Leader of the County Council Decision due: 1 Mar 2011 Lead officer: Julie Sumner</p>
5.	<p><u><a href="#">A and B Roads Speed Limit Review, A59 Golden Way, Penwortham and Guild Way, Preston</a></u></p> <p>Decision maker: Cabinet Member for Highways and Transport Decision due: 4 Mar 2011 Originally due: 7 Jan 2011 Lead officer: Peter Bell</p>
6.	<p><u><a href="#">Alleygate Gating Order Review 2010</a></u></p> <p>Decision maker: Cabinet Member for Highways and Transport Decision due: 4 Mar 2011 Originally due: 4 Feb 2011 Lead officer: Janet Wilson</p>
7.	<p><u><a href="#">Charging for Car Parking at Countryside Sites</a></u> <b>New!</b></p> <p>Decision maker: Cabinet Member for Highways and Transport Decision due: 4 Mar 2011 Lead officer: Nick Osborne</p>
8.	<p><u><a href="#">Collingwood Road / Tootel Street, Proposed Traffic Calming Measures and Zebra Crossing</a></u></p> <p>Decision maker: Cabinet Member for Highways and Transport Decision due: 4 Mar 2011 Originally due: 4 Feb 2011 Lead officer: Chris Nolan</p>
9.	<p><u><a href="#">Hatfield Avenue Bus Stops Fleetwood</a></u> <b>New!</b></p> <p>Decision maker: Cabinet Member for Highways and Transport Decision due: 4 Mar 2011</p>

- Lead officer: Tim Gornall
10. Proposed 40mph Speed Limit at A679 Blackburn Road, Knuzden, Hyndburn Borough and Blackburn with Darwen Borough  
Decision maker: Cabinet Member for Highways and Transport  
Decision due: 4 Mar 2011  
Originally due: 4 Feb 2011  
Lead officer: Matthew Hargreaves
  11. Proposed Cycle Tracks, Burnley Road, Padiham and Padiham Road, Burnley, Supplementary Report **New!**  
Decision maker: Cabinet Member for Highways and Transport  
Decision due: 4 Mar 2011  
Lead officer: David Davies
  12. Proposed Cycle Tracks, Nelson Way, Preston **New!**  
Decision maker: Cabinet Member for Highways and Transport  
Decision due: 4 Mar 2011  
Lead officer: David Davies
  13. Proposed Toucan Crossing and Cycle Tracks, London Road and Ashworth Grove, Preston **New!**  
Decision maker: Cabinet Member for Highways and Transport  
Decision due: 4 Mar 2011  
Lead officer: David Davies
  14. Proposed Weight Restriction, B6236, Haslingden Old Road, Rossendale **New!**  
Decision maker: Cabinet Member for Highways and Transport  
Decision due: 4 Mar 2011  
Lead officer: Daniel Herbert
  15. Public Transport Interchanges - Nelson and Chorley (approval of funding for improvement works)  
Decision maker: Cabinet Member for Highways and Transport  
Decision due: 4 Mar 2011  
Originally due: 7 Jan 2011  
Lead officer: Andy Whitlam
  16. Section 106 Agreement, Land adjacent to Whitbirk Roundabout **New!**  
Decision maker: Cabinet Member for Highways and Transport  
Decision due: 4 Mar 2011  
Lead officer: Andy Whitlam
  17. Proposed Prohibition of Waiting and Stopping on School Entrance Markings, Preston **New!**  
Decision maker: Executive Director for Environment  
Decision due: 7 Mar 2011  
Lead officer: Janet Lawson
  18. Policy for the use of County Council Premises by External Organisations. **New!**  
Decision maker: Leader of the County Council

- Decision due: 8 Mar 2011  
Lead officer: Martyn Ellis
19. Proposed 7.5 Tonne Weight Restriction Barnoldswick Road, Barrowford/Higherford, Standing Stone Lane, Foulridge, High Lane, Foulridge/Salterforth/Barnoldswick and Manchester Road, Barnoldswick, Pendle Borough **New!**  
Decision maker: Executive Director for Environment  
Decision due: 11 Mar 2011  
Lead officer: Simon Bucknell
22. Matching Needs and Services : A Thresholds Model for Children with Disabilities (CwD) **New!**  
Decision maker: Cabinet Member for Children and Schools  
Decision due: 22 Mar 2011  
Lead officer: Sally Riley
24. Proposal to Decommission the County Council's Direct Payments Payroll Support Block  
Decision maker: Cabinet Member for Children and Schools, Cabinet Member for Adult and Community Services  
Decision due: 23 Mar 2011  
Originally due: 23 Feb 2011  
Lead officer: Brian Monk
30. Fees and charges for Library Service  
Decision maker: Cabinet Member for Adult and Community Services  
Decision due: 23 Mar 2011  
Originally due: 23 Feb 2011  
Lead officer: Louisa Alston
32. Proposed 50mph speed limit, B5240 Hall Lane, Lathom and B5240 Plough Lane, Westhead, West Lancashire **New!**  
Decision maker: Executive Director for Environment  
Decision due: 8 Apr 2011  
Lead officer: David Davies

Snapshot taken on 23 February 2011.

# Agenda Item 7

## Scrutiny Committee

Meeting to be held on 4 March 2011

Electoral Division affected: None
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## Work Plan 2010/11

(Appendix 'A' refers)

Contact for further information:

Claire Evans 07917 836 698, Office of the Chief Executive,

claire.evans@lancashire.gov.uk

### Executive Summary

The plan at Appendix 'A' summarises the work to be undertaken by the Committee during 2010/11. The statement will be updated and presented to each meeting of the Committee for information.

### Recommendation

The Committee is asked to note the report.

### Background and Advice

A statement of the current status of work being undertaken by the Committee is presented to each meeting for information.

### Consultations

N/A

### Implications:

This item has the following implications, as indicated:

### Risk management

There are not significant risk management implications.

**Financial, Legal, Equality and Diversity, Human Rights, Crime and Disorder, Personnel, Property Asset Management, Procurement, Traffic Management, CIA (policies and strategies only):**

N/A

**Local Government (Access to Information) Act 1985**  
**List of Background Papers**

Paper	Date	Contact/Directorate/Tel
N/A	N/A	N/A
Reason for inclusion in Part II, if appropriate		
N/A		

## Scrutiny Committee Workplan 2010 / 2011

Date of Meeting	Agenda setting	Chair's Briefing	Topic	Witness	Purpose/Key issues
4 March	26 <sup>th</sup> Jan	2 <sup>nd</sup> Mar	<b>Crime and Disorder Scrutiny</b>		<b>NB There will be a pre-meeting for this session at 0900</b> Annual Scrutiny of Safer Lancashire Board: to include scrutiny challenge to evidence base for setting of priorities Focus on key challenges/issues: Domestic Violence/ Anti-Social behaviour
8 April			<b>Lancashire County Council's Cultural Offer</b>	Ian Watson Steve Lloyd Bruce Jackson	<ul style="list-style-type: none"> <li>• Culture Strategy: a scrutiny of the impact of the Strategy across all Directorates in delivering integrated cultural services (see earlier report (2009) to Communities Committee)</li> <li>• Extending Use and Access to Lancashire Museums: Formal Executive Response to Task Group Report (building on interim response delivered to SC on 21 January)</li> <li>• Re-structure of Cultural Services and business planning, including succession planning</li> <li>• Lancashire Records Office (Response from Cabinet Member to request from former-Communities Committee for a review of key challenges facing</li> </ul>

					this service (Steve Lloyd)
<b>13 May</b>			<b>Corporate Comms</b>	Tim Seamans	<ul style="list-style-type: none"> <li>• Role and performance</li> <li>• Budgets and staffing</li> <li>• Business planning</li> <li>• Expertise</li> <li>• Marketing of communications</li> <li>• One Council One Brand of service delivery in partnership</li> </ul>
<b>10 June</b>			<b>Economic Development</b>	Martin Kelly; Steve Dean; Michael Welsh	Committee to scrutinise progress in outcomes from the EDF and achievements from a reoriented LCDL in support of it (following 10 Dec 2010 meeting)
			<b>Flood Risk Management ?</b>	Rick Hayton/Bernard Kershaw	Awaiting enactment of legislation and guidance. Possible item for joint scrutiny with districts (Preston?) / unitaries. Env. Directorate to advise on dates

<b>8 July</b>			<b>Report of the Task Group: "Who Cares?" Cross Boundary Looked After Children</b>	Cllr Steen	
<b>9 Sept</b>			<b>CYP Early Intervention and Prevention</b>	Bob Stott	New Strategy implemented 2010 – performance and impact
<b>7 Oct</b>					
<b>11 Nov</b>					

9 Dec			<b>Youth Employment and Employability Strategy</b>	Martin Kelly	

**Possible future issues:**

<b>Item</b>	<b>Suggested Action</b>	<b>Notes</b>
20mph zones – Update on Cab member decision Feb 2010 when plans more developed / or implemented	Note for information	Short note, giving timings for various actions
After Care for children who have been looked after by the county council	<b>Interim Report</b> <b>Full Report</b>	Background: following item on 12 Nov 2010 6 mths after 12 Nov: To scrutinise the evidence base for and progress in the development of a county-wide strategy on After Care 12 mths after 12 Nov: to scrutinise the performance of a new county-wide strategy
Highways Agency	<b>Full Report</b>	To be decided, although background to this proposal

		is: <a href="http://www.bbc.co.uk/news/uk-england-lancashire-12463499">http://www.bbc.co.uk/news/uk-england-lancashire-12463499</a>
Supporting People Programme; Partnership working	Note for information	
VCFS – Voluntary, Community and Faith Sector	Note for information	Update on previous Communities report. Particular interest in formal commissioning arrangements & monitoring
Working with the Voluntary, Community and Faith Sector in Services for Young People		Discussion with Cabinet Member for Young People with chairs & deputies of Scrutiny
Positive Contribution (LAA Theme) – YOT, PE and Sport	Defer	Discussion with Cabinet Member for Young People with chairs & deputies of Scrutiny
Corporate Complaints Annual Report and Ombudsman Annual Report	<b>Letter to Committee members (done)</b>	Committee to follow up any issues raised by members
Positive Life Style Choices (include Lancashire Alcohol Network)	Note for Information	
Traffic Regulation Orders	<b>Report to Committee?</b>	Interest expressed by the Chair Issues around cost of introducing TROs and levels of enforcement. Lancs Constabulary as witness?
Economic Development Strategy Framework and LCDL	<b>Report to committee June/July</b>	Committee to scrutinise progress in outcomes from the EDF and achievements from a reoriented LCDL in support of it (following 10 Dec 2010 meeting)
Corporate Strategy 2010-13 <b>REFRESH</b>		Lynne Johnstone

### LINKS TO KEY DOCUMENTS/SITES

Lancashire County Council [Corporate Strategy](#)

Lancashire Partnership's Sustainable Community Strategy [Ambition Lancashire](#)

Local Area Agreement [LAA](#)

Lancashire Children's Trust [Childrens Trust](#)

Joint Lancashire Transport Plan 2011-2021 [JLTP](#) Final sign off by Cabinet due March 2011

Community Safety Agreement [CSA](#)

### **TOPICS ALREADY CONSIDERED**

**July 2010** – Impact Gvt Spending Reductions on Lancashire County Council

Youth Employment and Employability **TG report**

**Sept 2010** – Subsidised Bus Services and Concessionary Travel

Highways Winter Maintenance

**Oct 2010** – Impact of Gvt's £6.2bn Savings requirement on the county council

Private Children's Homes – task group established

Grit Bins

Lancashire Museums Service **TG report**

**Nov 2010** - After Care for children who have been looked after by the county council

Road Safety for Children and Young People **TG** – Executive Response

Highways Winter Maintenance Service **TG** – Executive Response and Draft Plan

**Dec 2010** – Role of LCC in local economic development: Economic Development Framework Strategy and LCDL

**Jan 2011** – Scrutiny of Budget Proposals 2011/12-2013/14

Street-lighting – role and performance of county council

**Feb 2011** – United Utilites – Roadworks and TMA; water management infrastructure;

Electricity North West - streetlighting

### **TASK GROUPS**

Road Safety for Children and Young People – Completed

Youth Employment and Employability – Completed (Executive Response delivered)

Extending Use and Access to the Lancashire Museums Service (interim Exec Response given)

Cross Boundary Looked After Children, "Who Cares?" – ongoing

Budget Scrutiny 2011- (completed)