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Lancashire Strategic Assessment 2022-2025

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AIM

The strategic assessment (SA) is a statutory requirement for community safety partnerships as outlined in the Crime and Disorder Act 1998. The aim of this SA is to provide an account of long-term issues and threats from crime and anti-social behaviour (ASB) across Lancashire¹. This SA is produced on a 3-year cycle, which increases capacity to develop partnership intelligence assessments on significant threats, issues and gaps in knowledge. These assessments provide extensive research and understanding of strategic issues.

PURPOSE

The purpose of this SA is to highlight significant crime and ASB threats and issues that impact on community safety. It is the key evidence base that supports the community safety agreement, local partnership plans, the policing and crime plan and the Constabulary control strategy. Research, study and analysis draw out key conclusions to aid strategic decision-making in developing control measures to reduce the threat and harm from crime and ASB.

This assessment is a concise account of key strategic issues impacting across the county. For a more in-depth understanding of localised issues, this assessment should be read alongside the strategic assessment local profiles (14 in total, 1 for each of the 12 district authorities plus 1 each for the two unitary authorities), existing partnership intelligence assessments and strategies, and the serious and organised crime local profile. The serious and organised crime local profile provides detail on organised crime groups and gangs and the impact of their activity within the local communities. The local profile is based on Home Office guidance for police and community safety partners.

This assessment does not provide an exhaustive account of all threats and issues: The Counter Terrorist Unit (at Lancashire Constabulary) produce a separate assessment that details the threats and issues from terrorism and extremist activity.

It is not the purpose of this assessment to provide a commentary on performance or management information.

METHOD

This assessment (along with 14 SA local profiles) is the result of 6 months research, analysis, engagement and consultation with key stakeholders, community safety partner agencies and all 14 local authorities. The process included 3 area² workshop consultations (June 2021) attended by councillors, partners and service providers. The Lancashire Talking community survey tool has been used to gather the concerns of the residents of Lancashire regarding crime, ASB and community safety. The Trading Standards Young Persons Survey 2020 has also provided an insight into young persons behaviours, thoughts and perceptions around alcohol and knives.

¹ Lancashire in this document refers to pan-Lancashire, which includes all 14 local authority areas.

² Police divisional areas (also known as BCU – Basic Command Unit)

This assessment is accompanied by 14 local SA profiles that detail significant issues in each area of the county. Existing partnership intelligence assessments, and local analytical profiles have been used to provide supporting evidence, additional research and analysis. These are listed in the bibliography.

The date parameters for trend analysis are April 2018 to March 2021, unless otherwise stated.

EXECUTIVE SUMMARY

This assessment highlights some of the key issues and risks across Lancashire which affect the local communities. They require multi-agency engagement to improve safeguarding, reduce vulnerability, reduce crime and anti-social behaviour, and improve the well-being of our residents.

- The key risks and threats impacting across the county include:
 - Domestic abuse
 - Violence
 - Exploitation – criminal and sexual
 - Serious Organised Crime
 - Road safety

- Health and well-being issues have become more and more apparent as factors relating to community safety (crime and disorder) – this is supported by wider research. Therefore, a public health approach and partnership working is necessary to tackle the symptom's linked to crime and disorder. The 'causes of the causes' can be placed under a number of headings with many factors to be considered. These include:
 - Alcohol and drug use
 - Child poverty and unemployment
 - Education, employment and training
 - Parenting, families and communities

- The impact of the Covid-19 pandemic throughout 2020/21 cannot be underestimated, especially when looking at the behaviours of people within the communities. There have been many of the residents and local communities that have 'pulled together', whilst a minority have failed to adhere to national guidance and local measures put in place for their own safety. Recorded crime reduced throughout 2020/21, whilst the overall number of reported incidents to services remained similar to previous years. Further research will be undertaken to assess the impact throughout Lancashire.

- Victims, vulnerability and safeguarding are a theme throughout the assessment. The below provides a brief summary.
 - Research from Project Empra provided insight into opportunities which are evident in terms of child sexual exploitation and child criminal exploitation.

- When dealing with missing from home investigations, emphasis to be on the importance of professional curiosity and adopt an investigative mindset.
 - By moving the child to another care setting, it was providing a basis to increase the social network of the child, hence expanding the victim network, and this in turn gave the perpetrators wider opportunities to exploit them.
 - Child criminal exploitation in the form of drug networks were found hand in hand with scenarios of child sexual exploitation.
 - Exploitation awareness training has been provided for business owners and employees aiming to raise awareness of the signs of child exploitation, generate intelligence and act as a warning to those who may choose to ignore signs and continue to facilitate child exploitation during their daily business.
- Domestic abuse can be described as a pattern of abusive behaviours by one or both partners in an intimate relationship. It is increasingly identified as a public health problem, as it can lead to an increased risk of poor health, depressive symptoms, alcohol and drug use and development of chronic disease as well as injury.
 - Exposure to adverse childhood experiences (ACEs) such as domestic abuse and childhood abuse has profound effects on childhood development. Those exposed to domestic abuse are more likely to suffer from mental health problems, have less success at school and experience domestic abuse later in life.
 - Operation Encompass is a national initiative with the aim of helping to protect children who experience domestic abuse by sharing information with the education institute the following day. This was launched across Lancashire in 2019 and now covers all vulnerable person's notifications, not just domestic abuse. This initiative currently covers the education age range from reception to college.
 - The Domestic Abuse Act 2021 has created a statutory definition of domestic abuse. The Act also places a duty on local authorities to provide accommodation-based support to victims of domestic abuse and their children in refuges and other safe accommodation.
 - Hate crimes do not just affect the individual victim, but also their communities who share the targeted characteristic.
 - The majority of reported hate crimes are racially motivated, but an increase has been noted in the reporting of sexual orientation and transgender motivated hate crimes recently.
 - Guides have been developed to encourage businesses and employees to become more hate crime aware – raising awareness, challenging perceptions and improving understanding of hate incidents and crimes.

- Future activity will include increasing awareness in reporting and dealing with online hate crime by working closely with educational institutions.
- There will be increased activity on social media platforms to ensure all communities are reached. This includes working with communities and groups that are historically more at risk of hate crime to ensure they are aware of reporting methods and support networks.
- Violence Reduction Network (VRN) – the National Serious Violence Strategy places an emphasis on partnership working across a number of sectors including law enforcement, education, health, social services, housing, youth services and victim services. Focus is drawn to the role of the communities in prevention of violent crime and their involvement in supporting those at risk to engage in positive activities. Headlines from a recent assessment show that:
 - Serious violence is prevalent across all districts.
 - Knife crimes account for less than 1% of all serious violence across Lancashire.
 - Victims of gun crime, violence with injury and aggravated burglary are most commonly aged between 25-31 years old.
 - Victims of homicide are most commonly aged between 46-52 years old.
 - Victims of rape and domestic abuse are most commonly aged between 18-24 and 25-31 years old, and white females.
 - The most common group of offenders of knife crime and rape are aged 18-24 years old.
 - Offenders of violence resulting in injury, domestic abuse, aggravated burglary and gun crime are most commonly aged 25-31 years old, and white males.
 - From a survey undertaken in 2019, 44% of young people were worried about knives, with only 2% disclosing having carried a knife.
- Serious Organised Crime takes many forms and includes drug trafficking, human trafficking, fraud and financial crime, counterfeiting, organised acquisitive crime, cybercrime and exploitation. There are a number of organised crime groups (OCG's) operating within Lancashire, with further groups living outside the county, but having an impact within.
 - Majority of known OCG's typically involved in drug related activity and associated violence and exploitation.
 - Modern day slavery, trafficking and exploitation (criminal and sexual) is evident within communities.
 - Operation Genga (partnership approach) is committed to ensuring safeguarding and protection across individuals and communities.

- The public, businesses and communities must work cohesively to help prevent themselves from being targeted by criminals and to support those who are.
- Road safety is seen by many residents as a key issue within their local communities, particularly collisions, parking and speeding. The road network carries a significant risk of road traffic collisions as well as offering criminals the means to offend.
 - Disproportionately affected groups at risk of collisions include cyclists, motorcyclists and young road users (17-24 years of age).
 - Almost one-fifth of all killed or seriously injured casualties are aged between 17 and 24 years.
 - Lancashire Road Safety Partnership will be focussing on the top priorities for the county in terms of road safety. These will include geographical locations, road user groups and causation factors.

RECOMMENDATIONS

1. The Strategic Assessment enables future work streams to be identified. It is evident that continued work and research is required to better understand issues and how they affect the people and communities of Lancashire. Governance will be provided by the Lancashire Community Safety Partnership Board (LCSPB). Further work in the themes listed below, and others, will assess the impact on the communities across the county:
 - Domestic Abuse
 - Exploitation (criminal/sexual)
 - Vulnerability and safeguarding
 - Cyber crime
2. Community Safety Agreement – key themes within the assessment to feature within the CSA, which include vulnerability, victims, justice, public safety and serious organised crime.
3. The Strategic Assessment and Local Profiles are to be used as evidence to support commissioning and targeting of issues across the county. They are to support the local delivery of the partnership plan, and the setting of the priorities for the next three years.

RISK/THREATS

The MORILE (Management of Risk in Law Enforcement) assessment tool has been used to rank various threats and issues identified by Lancashire Constabulary. There has been a review of a number of documents which have identified priorities/issues which impact upon Lancashire. These documents include

- Serious Organised Crime National Strategic Assessment
- Lancashire Partnerships Strategic Assessment 2018
- Lancashire Police and Crime Plan 2016-21
- Lancashire Force Management Statement 2020
- Serious Violence in Lancashire (Strategic Needs Assessment) 2021

The risk matrix considers the mitigation of the organisational position through scoring its capacity and capability.

Table 1: Identified threats

Rank	Crime/Issue	Organisational Risk Indicator
1	Gun & Knife Crime	3
2	Domestic Abuse	3
3	Violence Linked to Drug Supply	3
4	County Lines	3
5	Modern Day Slavery/Trafficking	2
6	Child Criminal Exploitation	3
7	Anti-Social Behaviour	2
8	Road Safety	3
9	Cyber Crime	3
10	Fraud	3
11	Child Sexual Exploitation	3
12	Homicide	2
13	Robbery & Burglary	1

The 'organisational risk indicator' is a numerical indicator from 1 through 5. It describes how effectively the organisation is currently positioned to effectively tackle the threat. The higher the ORI the less effectively the risk is being mitigated or managed – therefore a score of 5 is a higher risk than 1. The effectiveness to achieve results against the threats/issues is not the sole responsibility of one organisation across Lancashire, and continued partnership working is necessary to make Lancashire a safer place for its communities.

VULNERABILITY/VICTIMS

DOMESTIC ABUSE

Domestic abuse is an issue for all districts of Lancashire. It accounts for approximately 14% of all crime, however, this could be an underestimation.

Domestic abuse can be largely hidden but is a significant concern and an increasing problem for health and social care services. Domestic abuse includes a wide range of harm including physical, sexual, emotional and financial abuse.

Exposure to adverse childhood experiences (ACEs), such as domestic abuse and childhood abuse has profound effects on childhood development. Childhood exposure to intimate partner violence can result in physical and mental difficulties that continue through a person's lifetime. Domestic abuse has a long-term impact on children. Growing up in an environment with domestic abuse can affect a child's development and wellbeing, with the effects lasting into adulthood. Those exposed to domestic abuse are more likely to suffer from mental health problems, have less success at school and experience domestic abuse later in life.

Operation Encompass is a national initiative with the aim of helping to protect children who experience domestic abuse, through better communication between the police and schools. Operation Encompass was launched across Lancashire in 2019 and is an initiative which allows the Police to share information in respect of a child with whom they have had contact with a school's trained 'Key Adult' prior to the start of the next school day. This was initially in respect of domestic abuse incidents but now covers all vulnerable person notifications. This enables appropriate support to be given to the child, dependent upon their needs and wishes. Over 700 schools signed up to Operation Encompass. The initial roll out was confined to children in Years R to 11, however this has now been expanded to include college age students to the scheme, while work has started to plan how early years providers could also be included.

Domestic abuse and mistreatment tend to co-occur with other risk factors such as substance abuse and mental illness occurring between family members, adding to their vulnerability (Herrenkohl, Sousa Tajima et al., 2008). Children living in deprivation are at particularly high risk of abuse and neglect although neither form of mistreatment occurs in exclusively poor families (Fortson et al., 2016).

Adolescent to parent violence is extremely gendered, a study found that of offences reported to the Metropolitan police, 87% of the offenders were male and 77% of the victims were female. Boys are more likely to be reported for violence against their parents, and mothers are more likely to report violence than fathers. Studies also suggest, child to parent violence is more common in families of white ethnicity, than other ethnic groups.

Domestic abuse can be described as a pattern of abusive behaviours by one or both partners in an intimate relationship. This could be marriage, dating, family and cohabitation. Domestic abuse is increasingly identified as a public health problem, as it can lead to an increased risk of poor health, depressive symptoms, substance misuse and development of chronic disease as well as injury. Other conditions known to predispose individuals to domestic abuse are alcoholism, depression, physical disability, previous abuse, childhood abuse and external stressors such as poverty and loss of employment. If these factors are known to make victims vulnerable to domestic abuse, they should be the focus of service provision in the future.

Partnership intelligence research across Lancashire undertaken in 2019/20 supported the issues around alcohol and deprivation. Alcohol was noted as being a key driver in relation to domestic abuse, with at least a quarter of all offences being alcohol related. This varied across the county with Blackpool having the largest proportion, and Pendle having the lowest. Also, it was noted that the highest number of domestic abuse offences occur in the wards with the highest levels of deprivation.

Other points to note from the research was that domestic abuse victims are not just females, with almost a quarter of reported victims being male. Males victims tended to be older than females. Also, there is a higher rate of males accessing domestic abuse support in Lancashire than the national average.

Recent legislation in the form of the Domestic Abuse Act 2021 creates a statutory definition of domestic abuse, emphasising that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive and economic abuse. The Act also extends the controlling or coercive behaviour offence to cover post separation abuse and extends the offence of disclosing private sexual photographs and films with intent to cause distress (known as 'revenge porn' offence) to cover threats to disclose such material. The Act places a duty on local authorities to provide accommodation-based support to victims of domestic abuse and their children in refuges and other safe accommodation. The aim of the Bill is to help transform the response to domestic abuse, helping to prevent offending, protect victims and ensure they have the support they need.

CHILD EXPLOITATION

Child Sexual Exploitation (CSE) was first identified as a threat in Lancashire in 2004 and it has remained a threat since. The aim of Project Empra (2019) was initially to consider all current live operations and investigations being undertaken across Lancashire Constabulary involving CSE and assess if crossovers or links exist and establish if common elements across victim, perpetrator and location are evident. It has provided further insight into organisational issues and opportunities which are evident in terms of both child sexual exploitation and child criminal exploitation.

It was highlighted that during the investigation of a missing vulnerable child the focus was typically upon locating and returning that child. Where that child had been, how they had arrived there and with whom they had spent time were areas rarely progressed. The perception that the child was the problem, particularly when repeat missing episodes were recorded, was not uncommon. Since the initial Project Empra findings were published training has since been developed and delivered to front line staff emphasising the importance of professional curiosity and the need to adopt an investigative mindset. Missing from home investigations were dealt with in isolation, and the missed opportunities to identify offenders and the push and pull factors which influence behaviour. The focus tended to be one of "safeguarding" through various means such as returning the child home, placing them in care or moving them to an alternate care provision.

Several of the case studies highlighted associations and corresponding missing episodes of children in care settings which transcended several BCU areas. Research suggested that their association was probably borne out of a common location at a point in time, that location potentially being the care setting they were placed in where friendships were founded, wider social networks formed and accessed, although not necessarily captured within police systems. It is highly likely that moving these vulnerable children across multiple settings is

contributing to the expansion of victim networks – thus creating a network of vulnerable children and therefore the wider opportunities for perpetrators to exploit them. Therefore, minimising the number of times that children are moved between care settings and the distances between those moves will act to limit the social network that is built between the vulnerable children and therefore the network which is available to the perpetrator.

The research showed that more extensive networks (cross divisional/force boundaries) were evident between the victims rather than the perpetrators, particularly if the child was in a looked after setting, their associations typically borne out of social connections as they moved between care locations. Child criminal exploitation in the form of drug networks were found hand in hand with scenarios of child sexual exploitation. Focusing on the safeguarding of an exploited child in isolation may ultimately offer immediate albeit limited impact but understanding the wider network; the push and pull factors that influence their lives, explores a more holistic approach and an opportunity to fully explore contextual safeguarding at a neighbourhood level.

A communications data aggregation exercise highlighted numerous businesses that operate as part of the night time economy who may be instrumental in the exploitation of children or conversely can be used to protect them. This relatively simple exercise flagged up a number of business areas supporting existing community intelligence and was shared at partnership level via Genga. Genga co-ordinators utilised the findings to inform targeted exploitation awareness training for business owners and employees aiming to raise awareness of the signs of child exploitation, generate intelligence and act as a warning to those who may choose to ignore the signs and continue to facilitate child exploitation during their daily business.

The aggregation and analysis of data, particularly across the digital arena, offers potential to highlight previously unknown associations across our victim / perpetrator networks. These common connections offer the opportunity for further intelligence development and investigation and can help to inform our neighbourhood tasking, our targeted operational focus, as well as our partnership work and response.

The Project Empira Action Plan has been developed and has a number of actions categorised into themes which require a partnership approach and response which aims to safeguard those at risk:

- Early Intervention and Prevention
- Protecting, Supporting, Safeguarding and Managing Risk
- Diversionary Activity
- Information, Intelligence, Data Collection and Management of Information
- Effective Investigation and Outcomes

The Children's Safeguarding Assurance Partnership (CSAP) Contextual Safeguarding Strategy 2021-24 states that it aims to work together to support children and young adults who require a contextual safeguarding response, to reduce harm, increase safety and improve wellbeing and outcomes. Through partnership working and a relationship-based, trauma-informed, child and young adult-focussed approach, it aims to ensure that children and young adults are safeguarded from exploitation, modern day slavery and going missing. This includes looked after children placed in our area by other Local Authorities in view of their additional vulnerabilities, and to support the effective delivery of these strategic objectives by ensuring effective multi-agency data gathering, intelligence sharing and profiling.

Traditional approaches to protecting children from harm have focussed on the risk of violence and abuse from inside the home, usually from a parent/ carer, or other trusted adult, and do

not always address the time that children spend outside the home and the influence of peers on young people's development and safety, whereby the applied contextual safeguarding definition is 'an approach to understanding and responding to children and young people's experiences of significant harm beyond their families'.

The 4p's approach has been adopted with the strategic objectives being:

- Prevent – to prevent children and young adults experiencing exploitation, modern day slavery and going missing; and to ensure children and young adults, and their families and their communities are supported to build resilience against exploitation.
- Pursue – to successfully prosecute those who perpetrate or facilitate the exploitation of children and young adults. Robust offender management post-conviction and/or effective intervention strategies reduce the risk presented by identified abusers.
- Protect – to provide appropriate support, protection, intervention, information and services to children, parents, carers, friends and communities via a multi-agency whole family approach.
- Prepare – divert, disrupt and actively pursue those intent on exploiting children and adults. Those who seek to exploit children and vulnerable adults are identified, disrupted and convicted.

HATE CRIME

Lancashire Constabulary and partners are committed to keeping people safe and feeling safe. In order to achieve this, it is imperative that we remain focused on the reporting and detection of Hate Crime. In Lancashire, the majority of hate crimes are racially motivated, but we are seeing an increase in sexual orientation and transgender motivated hate crimes recently. This increase in transgender-related hate crime is potentially linked to the increasing number of gender-critical views infiltrating the media. Hate Crimes do not just affect the individual victim, but also their communities who share the targeted protected characteristic, and so it is vital that we deal with these reports robustly, but with sensitivity.

The Constabulary is the main driving force behind the Pan-Lancashire Strategic Hate Crime Strategy and Delivery Plan, and is chair of its governance body, the Strategic Hate Crime and Cohesion Group (SHCCG). This represents a joint approach by all of the local authorities to tackle Hate Crime.

Based on the evidence obtained from four years of qualitative Hate Crime victim data in Lancashire, we have progressed our approach to building partnerships and networks through the SHCCG. Four key areas in focus are:

- Preventing hate crime by addressing the beliefs and attitudes that can lead to it.
- Responding to hate crime in our communities with the aim of reducing the number of hate crimes and incidents. We will focus on settings that have been identified as high-risk environments for hate crime, including public transport and the night-time economy.
- Increasing the reporting of hate crime. We will continue to work to make it easier for victims and witnesses to report incidents of hate crime including working with the public to understand barriers to reporting and increasing capacity and use of third-party reporting centres. To ensure victims are instilled with confidence that their complaints

will be taken seriously we will publicise successes by demonstrating positive outcomes.

- Improving support for the victims of hate crime. Research has shown that hate crimes cause victims' greater distress than similar crimes without the same motivation. We will work to ensure victims get timely and effective support both at the time of reporting their crime and through the criminal justice system supported by the Lancashire Victims Service, commissioned via the Office of the Police and Crime Commissioner.

In partnership with Lancashire and South Cumbria NHS Foundation Trust (LSCFT) a strategy and delivery plan has been developed to increase awareness and recording of Hate Crime against staff across the trust. There has also been a project which included working with all further and higher education providers across Lancashire, resulting in all appropriate staff attending Hate Crime awareness training and over 30,000 students being shown a specifically developed Hate Crime video.

Guides to encourage businesses and employees to become more hate crime aware were launched in 2020. Two digital guides were developed: one for employers and one for employees, with the aim of raising awareness, challenging perceptions and improving understanding of hate incidents and crimes. The employer-focused guide helps businesses become more hate aware by giving hints and tips on how they can improve their response to hate incidents or crimes within the workplace to ensure that everyone is treated with dignity and respect. The effects of hate incidents and hate crime on staff can also have a significant impact, especially in the workplace, where victims may not have the opportunity to avoid the perpetrator. The employee guide is designed to help workers find out more about hate incidents and crimes in the workplace, where to report and where they can go for help and support.

A recent consultation with local authority partners identified key themes in the following areas which will form a template for future activity:

- Increase awareness in reporting and dealing with online hate crime by working closely with educational institutions to encourage awareness of this key area.
- Increase activity on social media platforms to ensure that we are reaching all our communities. This includes working with communities and groups that are historically more at risk of hate crime to ensure they are aware of reporting methods and support networks.

JUSTICE/REOFFENDING

Proven reoffending rates across Lancashire, produced by the Ministry of Justice, have fluctuated for the last 4 years between 27% and 30%, which is a notable reduction from 10 years ago when they stood at 35-36%.

The characteristics of the reoffenders continue to be similar over time, and to those highlighted in local research undertaken in 2017:

- 85% of reoffenders are male, with 15% being female.
- Almost half of all reoffenders are aged between 25 and 40 years old.
- Half of all female reoffenders were aged 32 years+.
- Less than 10% of reoffenders are youths.
- 10% of reoffenders are Asian/BME – this is consistent with census data for the county.
- Peak crime types committed have been theft from shop, assault with injury and assault without injury.
- As a proportion, females (20%) commit more theft from shop offences than males (10%).
- Reoffenders commit 36% violence against the person offences, and 25% acquisitive crime offences.

Table 2: Proportion of all reoffenders per age group.

Age Group	Proportion of Reoffenders
10-17	8.5%
18-24	18.7%
25-31	22.4%
32-40	26.2%
41+	24.2%

Table 3: Proportion of crime types committed by reoffenders

Offence Group Type	Total
Arson & Criminal Damage	9.8%
Burglary	6.1%
Drug Offences	9.3%
Miscellaneous Crimes Against Society	3.9%
Possession of Weapons	3.6%
Public Order Offences	9.8%
Robbery	1.2%
Sexual Offences	2.6%
Theft	14.5%
Vehicle Offences	3.5%
Violence Against the Person	35.8%

The Strategic reoffending Board sits on a quarterly basis and its membership consists of statutory and voluntary partners. The strategic priorities will be delivered through the local boards (East, North, South, West and Female) to ensure locally based services work in an integrated way to deliver shared objectives. The strategic priorities are:

- Key and Priority Offenders – Integrated Offender Management
- Accommodation
- Female Offenders
- Health
- Lifestyle

Key and Priority Offenders – Integrated Offender Management (IOM)

‘Provide clear referral pathways and an effective partnership approach to deal with individuals who cause the most harm to the community.’

Cohort numbers have generally been low, but with partners increased involvement, momentum has been gained and there has been improvement. The new IOM refresh strategy has contributed to this and the working relationships between partners involved is good. In the East of the county the cohort numbers are now in excess of 30 and these are based on the new cohort requirements of FIXED, FLEX and FREE and the move back towards 'neighbourhood offenders'. The other areas across the county will follow this process to provide a consistent approach across Lancashire. A governance group has been introduced and is attended by mainly statutory partners. Also, a Task and Finish group is ensuring that we are adopting the new IOM national operational guidance. This is being progressed on a North West footprint.

Accommodation

‘Identify suitable accommodation and ongoing support for individuals prior to leaving custody’

All the local areas have a lead and these fit into the pan Lancashire housing group. There have been a number of successful funding bids to enable improvement in accommodating offenders. A recent bid for funding under Changing Lives was successful and a significant sum of £6.4 million was awarded for use across Lancashire. It is estimated that this will help thousands of people across Lancashire and some of this will be used to support reducing reoffending.

Female Offenders

‘Provide an integrated and bespoke service to women to reduce vulnerability and offending’

The Female Justice Board has attendance from voluntary and statutory partners which service all areas across Lancashire. Programmes are supported by the Violence Reduction Network and Lancashire Women.

Health

‘Take a holistic approach to the mental, physical and emotional wellbeing of individuals’

Lifestyle

‘Assist individual to access improved employment opportunities and build strong and supportive relationships’

Improvements are required in the health and lifestyle priorities. It is acknowledged that there have been difficulties in identifying key and significant people into health provision and particularly mental health, and progress needs to be made. Partners from health are being

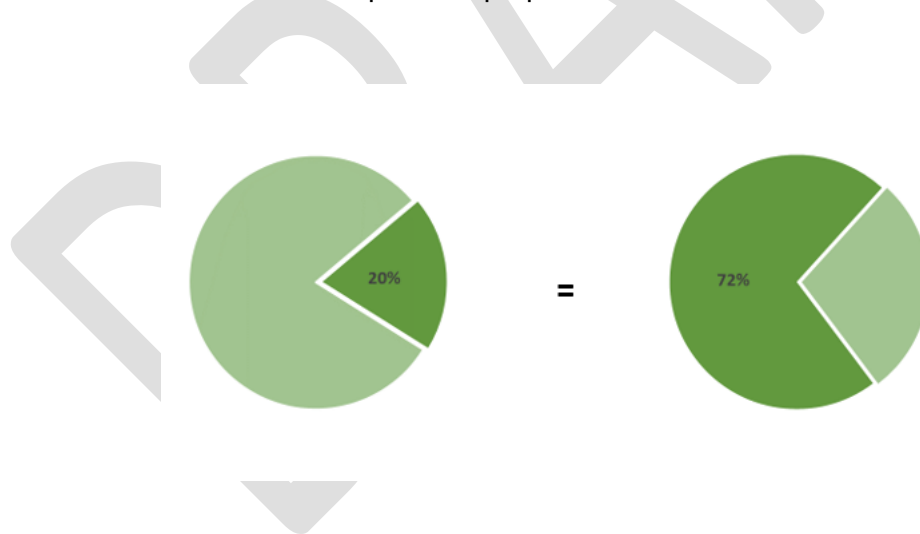
encouraged to attend the board meetings and become involved in the process, with considerable impetus from the independent chair.

PUBLIC SAFETY

The volume of crime across Lancashire has reduced in the last two years compared to 2018/19. The most recent year has clearly been impacted by the pandemic, and as life slowly returns to pre-pandemic normality, it remains to be seen what the impact will be on crime recording. The peak crime categories include assault with injury, assault without injury, criminal damage, malicious communication, other theft and shoplifting – these are similar to those reported in the previous assessment of 2018. Malicious communication offences include the use of technological equipment (mobile phones) and the use of social media platforms. The peak crime categories mentioned equate to 56% of all crimes recorded across Lancashire, but if we look at harm using the Office for National Statistics (ONS) Crime Severity Tool³, these volume crimes account for less than 20% of harm across the county.

When looking at the most harmful crime categories – residential burglary, assault with injury/wounding, robbery, rape, sexual activity with a child and trafficking drugs – these equate to 20% of the volume but 72% of the harm. Victims of these offences are often the most vulnerable within society and are highlighted within other sections of this assessment – notably vulnerability, serious organised crime and violence.

Figure 1: % of crime count compared to proportion of harm



Residential burglary – the impact of the pandemic has seen the levels of burglary reduce across the county during 2020/21. Lockdown measures meant people were at home more than previously, providing guardianship for their property, thus negating the opportunities for offenders to commit crime. Successful bids from the Home Office Safer Streets Funding have been achieved and provide opportunities to target harden and design and deliver crime prevention measures to local communities across Lancashire.

Well-designed communities and homes play a vital role in building safe communities. Everything from street layout, levels of lighting, and the position of shrubs and trees can affect the levels of crime in an area. The Police have developed the Secured by Design Principles,

³ ONS Crime Severity – provides a weighting (score) per crime type based upon sentencing data.

which outline ways of building, or improving existing, homes with security in mind. These principles should be incorporated wherever possible to improve community safety and help prevent crime.

Rape/sexual offences, like all crime, has seen a reduction in reported incidents during 2020/21. Due to the less extensive night-time economy, there was (and still is) less opportunity for potential offenders to target victims while isolated and/or under the influence of alcohol or substances or for drink spiking to occur. However, lockdown restrictions have also increased opportunities for domestic and familial offences. As domestic rape offences are most common, even if other rape categories decrease, an overall increase could be expected in the coming year. It was noted pre-pandemic that the number/proportion of 'historic' offences being reported had reduced across the county.

Anti-Social Behaviour – Recorded levels of ASB reduced between 2018/19 and 19/20 compared to previous years. Factors around this included the good work being undertaken by the partners in respect of ASB around the county. Targeting of nuisance hotspots, issues and people along with the use of ASB legislation, tools and powers, including Community Protection Notices/Warnings (CPN/CPW) and Public Space Protection Orders (PSPO) played a key role. Added to this and that in 2018, previously recorded ASB incidents where there had been excessive nuisance behaviour were now recorded as a public order offence, the volume of reports showed a 29% reduction.

During the 2020/21 period, there was a significant increase on the previous years reported ASB incidents. A number of those reports related to breaches and complaints against others regarding the pandemic lockdown measures. As we move out of these measures, it remains to be seen as to whether the levels of reported ASB incidents returns to those seen in the previous two years.

Initiatives to reduce ASB, particularly youth related, have included local targeting of moto nuisance issues and the introduction of Community Alcohol Partnerships (CAP) within some areas of Lancashire. Community Alcohol Partnerships (CAP) are part of a UK wide initiative set up to tackle underage drinking and reduce risk and vulnerability for young people in communities. Lancashire Community Alcohol Partnerships develop localised action plans, which in general cover the following areas;

- Tackling alcohol/substance related anti-social behaviour, vulnerability and risk-taking behaviour under 18's.
- Prevent young people becoming involved in violent crime.
- Ensuring compliance with Check 25, enhancing a responsible retail ethos within the specified geographical area.
- Reduce the proxy sale of alcohol to under 18s.
- Enhance alcohol awareness for young people and adults, including parents.
- Enhance diversionary activities for young people.

Fire Safety – Lancashire Fire and Rescue Service highlight a number of targeted groups through the use of the MOSIAC socio-demographic profiling tool. They also state within the latest assessment of risk document of 2021-22 the concerns in relation to a growing aging population across the county. The growing number of people aged over 65 and above presents significant challenges not only for LFRS, but also for partners as demand increases

for services. To address this LFRS works collaboratively with partners to identify and support the most vulnerable individuals within our communities.

Living alone may not necessarily affect an individual's fire risk; however, living alone combined with specific demographic characteristics can do so. Age, mental health, physical wellbeing and living environments can all play a part in contributing to an individual's circumstances for them to be considered at a higher risk of death or injury caused by fire.

When overlaying accidental dwelling fire data with MOSAIC data, two groups in particular stand out as cause for concern of being at risk. They are the type known as 'renting rooms' – and are typically aged 26 to 35 living in rented accommodation, with no children and on low discretionary income. The second type are 'flatlet seniors' – retired singles aged 66 and above, often have low income and live in council or housing association properties.

Reducing fire safety vulnerability is a key driver for and following the events of Grenfell Tower in 2017 Lancashire Fire and Rescue have worked with partners through the building risk review to address fire safety matters in high rise residential buildings along with broadening the local actions to include other buildings with the aim of providing greater public safety and early business support.

Trading Standards play a key role within the partnership environment, to assist in the prevention of crime and also the apprehension of criminals. The work undertaken not only aims at reducing the fear of the public but to improve behaviours and well-being. Targeted test purchasing for underage sales of alcohol, tobacco, e-cigs and knives are all aimed at improving the lifestyle and behaviour of young people. Delivery of talks to promote doorstep crime and scam awareness to vulnerable community groups, who are often repeat victims, are provided across the county – the most vulnerable, generally the aging population, are often the target for such occurrences.

A key element of the work undertaken by Trading Standards is to raise awareness, educate and inform the public of the threats they face. Recently this has included targeting of doorstep crime, scams – telephone, post, online, sales of unsafe products, and linking in with educational institutions to provide contractual and tenants fees advice, as there has been an increasing number of enquiries in relation to letting agent legislation and non-return of deposits.

As mentioned later in this assessment organised crime groups target a number of different commodities – for example people, alcohol, drugs, illicit tobacco and counterfeit goods. With the legislative powers at its disposal, Trading Standards is a key partner in the disruption and dismantling of organised crime groups, both through its preventative and enforcement elements.

VIOLENCE/VIOLENCE REDUCTION NETWORK

In April 2018, the UK Government produced a Serious Violence Strategy to address increases in serious violence since late 2014, especially those which involve knives and firearms. The Government's strategy is framed around four key themes:

- Tackling county lines and misuse of drugs
- Early intervention and prevention
- Supporting communities and partnerships

- Effective law enforcement and criminal justice response

The National Serious Violence Strategy places emphasis on partnership working across a number of sectors including but not limited to law enforcement, education, health, social services, housing, youth services and victim services. Focus is drawn to the role of communities in prevention of violent crime and their involvement in supporting those at risk to engage in positive activities.

There is no official definition of “serious violence”. The Home Office Serious Violence Strategy acknowledges that serious violence extends to a wide variety of forms. The scope of the Government’s strategy is particularly concerned with:

‘specific types of crime such as homicide, knife crime, and gun crime and areas of criminality where serious violence or its threat are inherent, such as in gangs and county lines drug dealing. It also includes emerging crime threats faced in some areas of the country such as the use of corrosive substances as weapons’

At the inaugural meeting of the Lancashire Violence Reduction Unit leadership board back in 2019, data was presented to contextualise the local picture and the definition of Lancashire Serious Violence was agreed to contain the following crime types and descriptors:

- Homicide
- Knife crime
- Gun crime
- Assault resulting in injury
- Rape
- Robbery
- Aggravated burglary
- Domestic abuse and violence
- Child exploitation (sexual and criminal)

The preventable nature of violence naturally lends itself to a public health approach. Violence reflects many of the other common facets of important public health issues. There are wide inequalities in the prevalence of violence, with the greatest impacts being felt by the most deprived communities. There is also a cyclic nature of violence. For example, there is sound understanding that exposure to violence in childhood (amongst other adverse childhood experiences), increases the likelihood of an individual becoming involved in violence later in life. There are also masses of routine data sources from across a range of partners, which support the implementation of life-course prevention strategies from those at a universal through to a targeted level.

Through a public health approach and highlighting the causes of the causes, it becomes apparent that partnership working is necessary to impact upon serious violence and all violent crime. The causes of the causes can be placed under a number of headings with many factors to be considered

- Alcohol and drug use
- Child poverty and unemployment
- Education, employment and training
- Parenting, families and communities

Within each of these are a number of factors which include health, mental health, hospital admissions for substance misuse, alcohol specific conditions, child development, school

attendance, levels of children in low income families, deprivation, and adult unemployment amongst others.

The headlines within the Serious Violence in Lancashire Joint Strategic Needs Assessment 2021 were:

- Homicides are showing an increasing trend.
- Knife crime features less commonly in homicides in Lancashire, with a significantly higher prevalence of 'punching to body or head'.
- Knife crimes account for less than 1% of all serious violence across Lancashire.
- The Crime Harm Index indicates that gun crime in Lancashire has a higher level of relative harm caused than knife crime.
- Serious violence is prevalent across all districts of Lancashire. Areas with highest levels of serious violence relative to population are Blackpool, Burnley, Preston and Blackburn with Darwen.
- Victims of gun crime, violence with injury and aggravated burglary are most commonly aged 25-31 years old.
- Rape victims in Lancashire are most commonly aged 18-24 years old and white female.
- Domestic abuse victims in Lancashire are most commonly 25-31-year-old white females.
- Victims of homicide in Lancashire are most commonly aged 46-52 years old.
- Offenders of violence resulting in injury, domestic abuse, aggravated burglary and gun crime in Lancashire are most commonly aged 25-31 years old and white males.
- The most common group of offenders of knife crime and rape in Lancashire are aged 18-24 years old.

In 2019, Lancashire Constabulary commissioned Planning Express to undertake insight work to understand local perceptions of violence and knife crime in order to inform communications and marketing approaches. Although there was a relatively small sample size, some of the pertinent findings from the survey work include:

- 44% of young people surveyed described a lack of after school activities for young people.
- The main concern of young people surveyed within their community is drug use (48%) and exposure to drugs (42%).
- Whilst 44% of young people surveyed were worried about knives, only 2% of young people disclosed having carried a knife.
- 38% of young people surveyed in Lancashire do not feel safe out at night.
- When asked about solutions to knife crime in Lancashire, young people that were surveyed expressed solutions that they can influence and described solutions which lie within communities and not enforcement.
- When asked about solutions to knife crime in Lancashire, adults that were surveyed expressed solutions outside of their community and responsibility with a greater focus on enforcement and harsher sentencing.

ENGAGEMENT/CONSULTATION

Public feedback has been obtained via the 'In the Know' community messaging system. 'In the Know' is supported by Lancashire Constabulary, Lancashire Fire and Rescue Service and Lancashire County Council. The Office of the Police and Crime Commissioner and Action Fraud also send alerts.

Lancashire Talking is an add-on community survey tool. It is used for residents to identify their top 5 community issues, so that Neighbourhood Policing Teams and partners can prioritise problem solving and targeted activity in their neighbourhood on the issues that matter most to their community. Teams then use ITK to provide updates to their community and this can be done by issue raised, or by locality (ward, district, BCU).

It can be considered a modern day digital version of the traditional PACT approach to identifying community concerns, but is more effective as it involves thousands of residents in setting priorities and can provide residents with instant updates about the issues raised.

With over 80,000 residents signed up and over 40,000 completed surveys, the survey tool is proving an excellent method of obtaining public concerns.

The key community issues identified across the county are:

- Anti-Social Behaviour (noise nuisance, neighbours etc)
- Road safety (speeding, nuisance motorbikes, highways obstructions, drink driving)
- Drug dealing and drug taking
- House burglary
- Criminal damage (including graffiti and arson)
- Alcohol
- Fraud (including bogus callers, courier fraud and cyber-crime)
- Violent crime (including knife crime)

Consultation has also been undertaken with partners across the county. Three area workshops took place, with questions being asked of the partners as to what the threats/keys issues were across the county. The responses are reflective of issues highlighted by the public and within this assessment:

- Anti-Social Behaviour
- Serious Organised Crime (drugs, county lines, cuckooing)
- Health issues (impact on people's lives and wellbeing caused by others actions and behaviours, mental health)
- The need for a trauma informed approach
- Vulnerability (exploitation of both young persons and adults)
- Lack of youth provision
- Cyber-crime (on-line abuse)

TRADING STANDARDS YOUNG PERSONS SURVEY 2020

The survey titled 'Attitudes and Behaviour towards Alcohol, smoking and Knives' was undertaken from November 2019 to February 2020. The target age group was 14-17 year olds. Findings in relation to the questions around alcohol include:

- Increase in those that drink alcohol.
- Consume less units per week than previous survey data.
- More young people are drinking under the supervision of parents.
- Source the alcohol from family members.
- Slight reduction in those claiming to purchase alcohol themselves.
- Fall in percentage of those asked for identification across Lancashire 12 area, but an increase within Blackburn with Darwen authority area.
- Young people have become more sensible to drinking over time – lower percentages are drinking due to peer pressure or just to get drunk.
- There are differences in behaviour by gender with females appearing to be slightly more reckless, but also worried about being left on their own or their drink getting spiked.

Findings in relation to the questions asked regarding knives include:

- 1 in 10 claims to have witnessed a knife related incident.
- 3% of those surveyed have purchased a knife.
- One-third believe there to be an issue with knife crime where they live – females in particular are more concerned.

SERIOUS ORGANISED CRIME

Serious and organised crime poses a risk to our national security costing the UK more than £37 billion a year and presents a very real threat and austere concern across our communities of Lancashire. Organised crime takes many forms and includes drug trafficking, human trafficking, illegal immigration, fraud and financial crime, counterfeiting and illegal supply, organised acquisitive crime, cybercrime and exploitation.

We currently have a number of identified active organised crime groups operating within Lancashire, with further organised crime groups living outside our county but still having an impact within the force area. Our borders with the metropolitan forces of Greater Manchester and Merseyside mean that we suffer from the crimes of travelling criminals particularly those of an organised nature.

A greater understanding of the threat from SOC, the mapping of new and emerging threats and our approach to monitor and review disrupted OCG's within the appropriate tiered response means our OCG numbers are amongst the highest regionally.

All three BCU areas across Lancashire have recorded varying increases in their numbers of OCG's over the last 3-year period. The majority of newly mapped OCG's across the County over this period are typically involved in drug related activity with associated violence and criminal exploitation. West BCU (Blackpool, Lancaster and Morecambe) has notably been

targeted by out of force OCGs (county lines) seeking to establish themselves within the drug market, whilst East BCU (Blackburn with Darwen and Burnley) has recorded the most number of OCG's involved in modern day slavery. South BCU remains consistent in numbers whilst experiencing an increase in associated violence both within and from rival OCG's.

The nature and scale of organised crime has changed considerably over the last few years with a heavy focus on people as the commodity. Criminality such as modern-day slavery, trafficking and exploitation (sexual and criminal) is now evident within our communities. The threat from serious organised crime is often hidden and/or unreported. The most direct harm continues to be through the distribution and supply of controlled drugs, the adverse impact of drugs and vulnerabilities associated with this crime remains one of the most significant threats within Lancashire. The secondary impact from drug dealing is the associated violence and threats, including the use of weapons and firearms by OCG's to enforce territories and establish new drugs markets. The continued emergence and more sophisticated model of 'County Lines' is a strategic threat with the exportation of criminal gangs from other Force areas infiltrating Lancashire's towns and cities whilst exploiting children and vulnerable adults. County lines within Lancashire has seen a recent increase in serious violence and murder and is seen as a factor in increasing levels of violence, thus having a major impact on communities.

Operation Genga is Lancashire's partnership approach to tackling serious organised crime. Genga was launched in 2011 to compliment the Home Office pilot 'extending our reach'. Success in tackling the problem of serious and organised crime must be in collaboration with partners and not solely the responsibility of the police. Since its inception, Genga has grown in both strength and numbers and now with embedded co-ordinators across all the districts of Lancashire, this is a testament to the commitment and drive to tackle organised crime across all partner agencies. Genga co-ordinators have an important role to play in overseeing and co-ordinating activity through referrals aligned to the 4P Framework of the National Serious and Organised Strategy. The Genga team assist in managing the threat from organised crime from neighbourhood policing through to specialist departments using a variety of overt and covert tactics. It is recognised that in addition to targeting offending behaviour and disrupting organised crime, Genga is also committed to ensuring appropriate safeguarding and protection across individuals and communities. Alongside this, civil officers are aligned across the districts that use a collection of tools and enforcement powers from both police and partners to target the threat from organised crime.

Despite the challenges faced by the police and our partners, we are determined to work as a collective to make Lancashire a safer place to live, work and visit. Operation Genga will continue to learn how to optimise each agency and organisation's assets, ideas and powers. This will maximise our ability to disrupt and dismantle organised criminal networks to protect and safeguard the vulnerable who are affected by this activity.

The SOC Strategy 2021 states that it will target the highest harm networks and the most dangerous criminals who exploit vulnerable people. It will use all the available tools and powers state to deny them access to money, assets and infrastructure. Nevertheless, the government recognises that we will not achieve this through disruption alone. Everyone must work together - the public, businesses and communities must work cohesively to help stop themselves from being targeted by criminals and support those who are. We must also intervene early with those at risk of being drawn into criminality. The strength of our approach, through Operation Genga, will be adopting a shared vision and achieving buy-in from partners, charities, voluntary organisations and communities across the entire county of Lancashire.

ROAD SAFETY

A complex and extensive road network forms the skeleton of transport in Lancashire. Whilst this pivotal infrastructure of five thousand miles is a key enabler of business, education and leisure, it also carries significant risk of road traffic collisions as well as offering criminals the means to offend.

The requirement for new housing stock continues to drive new housing developments throughout Lancashire and also across the region tens of thousands of new homes have already been built and there are large developments at the planning stages. Out of town developments continue to be the favoured option for both home buyers and developers and this, in some cases, is stressing already insufficient road infrastructures. Decades of developments, sometimes on greenbelt land, have created the need for substantial infrastructure improvements, such as the M55 link road and new Singleton bypass. The wider landscape of road and transport networks are forever changing, and it is vital that the police and road safety partnerships adapt accordingly.

Such a diverse and extensive road network such as Lancashire's offers offenders opportunities to travel. It is a double edged sword that Lancashire can handle such large volumes of traffic over five billion vehicle miles per annum whilst identifying and targeting those who choose to use the road network as an enabler of criminal enterprise is a significant undertaking, very resource intensive and can carry substantial risk.

Whilst there are numerous predictions surrounding the long term effects of the Coronavirus pandemic on road traffic volumes and the habits of road users, it is expected that certainly in the short to medium term, the commuting habits of many thousands of Lancashire residents will remain changed from what they were prior to March 2020. A positive change in road usage following the outbreak of COVID 19 is the appetite for walking, running and cycling. Cycling continues to grow in popularity and the number of people, of all ages, who took up running as a form of exercise during the pandemic was significant. However, these greater concentrations of vulnerable road users bring an increased risk of collisions and casualties. Lancashire Police and partners must monitor and react to these dynamic changes as we enter a new era of road usage.

Almost four in every ten casualties of road traffic collisions in Lancashire are from three disproportionately affected groups. In Lancashire, Motorcyclists, Young Road Users (17-24 years of age) and Cyclists are disproportionality at risk of serious injury due to a road traffic collision when compared to other road users groups. When these three groups are 'weighted' to the 'vehicle miles' travelled, they are even more disproportionality at risk. This is reflected across both the north west region and Great Britain.

Motorcyclists have been a particularly vulnerable road user group for many years. Whilst casualty numbers have slowly and steadily reduced, motorcyclists continue to be heavily overrepresented in casualty statistics. There also continues to be skewed perceptions and tolerances of motorcyclist casualties by the public, despite many collisions being attributable to other road users.

Almost a fifth of all killed or seriously injured casualties in Lancashire are aged between 17 and 24. This stark statistic has concentrated minds and efforts for many years and Lancashire has made much progress in reducing casualty numbers. However, there is much work left to do if figures are to further improve and fewer young people are to become road traffic collision casualties.

The renaissance in leisure cycling over recent years and the desire for greener and healthier travel bring many positives, with benefits that include better physical and mental health whilst reducing noxious vehicle emissions. However, steady and continuous increases in the number of miles travelled by cyclists each year increases the risk of road traffic collisions. It is hypothesised that until there is better provision for cyclists, increases in collisions and casualties will continue. There also continues to be a 'battle for road space' with often little respect between cyclists and vehicle drivers. This cultural divide between road users must improve if the roads of Lancashire are to become a safer and more inclusive place to travel.

The use of the road network to commit crimes can be tracked back to the early days of highways. Traffic volumes, crime volumes, miles travelled, and harm caused to individuals have all increased over many decades and continue to rise. The complexities of crimes and investigations have also increased significantly.

Many of county's priorities – Modern Day Slavery, Human Trafficking and County Lines to name just three are all very much enabled by the road network. Many of our most vulnerable victims of organised crime come to harm because of offences made easier to commit by travelling by road. The requirement to 'police' our roads to reduce harm to the wider community is as great as ever and destined to become an even greater priority.

Working as a cooperative and sharing intelligence, information and data it is crucial that Lancashire and all of its neighbouring police forces, partners and key stakeholders work together to tackle the criminal use of the road network. A significant strategic risk is that information is not shared, leading to missed opportunities to prevent harm to individuals.

No one team can tackle the issues of road safety and effectively police our road network. Only teamwork and partnerships can do that. Road safety teams and partnerships have been subject to reductions in budgets and members since 2010. Every effort must be made by partners and key stakeholders to support all aspects of roads policing. Only a dedicated and holistic multi-agency approach can achieve reductions in harm on the road network of Lancashire and beyond the county boundary.

The Lancashire Road Safety Partnership website now contains mobile speed enforcement sites for each month. The partnership website is striving to become even more transparent about enforcement activity and the targeting of drivers who still fail to adhere to speed limits. Educational programmes have been delivered online throughout the pandemic with a greater than expected uptake.

For the next few years, the Lancashire Road Safety Partnership will be focusing on the top priorities for the county in terms of road safety. This list is in the initial stages of planning for responses and includes geographical locations, road user groups and causation factors. It is anticipated the response will include education, engagement, engineering, and enforcement if necessary.

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Local profile referencing to be added upon completion.