



**PARTNERSHIP  
INTELLIGENCE**

# **LANCASHIRE STRATEGIC ASSESSMENT**

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**2018 - 2021**

**October 2018**

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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 Lancashire<sup>1</sup>. 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 district profiles (14 in total, 1 per local authority), existing partnership intelligence assessments 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 district 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 commenced with a stakeholder conference (April 2018) and has been followed by 3 area<sup>2</sup> workshop consultations (May 2018), project steering group meetings and additional local authority (local CSP) consultation meetings. The assessment has also been through a critical review by its project steering group.

The Living in Lancashire questionnaire has been used to survey the residents of Lancashire as to their concerns regarding crime, ASB and community safety. This has been supported by research from PACT (Police and communities Together) panels.

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

<sup>2</sup> Police divisional areas (also known as BCU – Basic Command Unit)

This assessment is accompanied by 14 local SA district 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 2015 to March 2018, 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 fear of it.

- The top crime and anti-social behaviour categories impacting across the county are:
  - Violence against the person
  - Domestic abuse
  - Sexual offences incl child sexual exploitation
  - Burglary
  - Road safety
- Health issues are becoming more and more apparent as factors relating to community safety (crime and disorder) – this is supported by wider research.
- Vulnerability for different age groups is a theme throughout the assessment.
  - Young people – missing from home episodes, links to domestic abuse, sexual exploitation, anti-social behaviour, road safety, mental health and links to serious organised crime (county lines).
  - Elderly – increase in missing from homes, victim of fraud and cyber-crime, road safety, mental health and fire safety within the home.
  - Partners at the stakeholder events held across the county were concerned at the lack of services/diversionary activities for young people. Behaviours of young people was seen as an issue, both school and ASB related – and the need to educate young people at primary level around healthy relationships and life skills, appropriate to their age.

Mental health services for both young and adult age groups were highlighted as an issue – and it was often felt that the response was too late and only dealt with at crisis point, although this was sometimes due to denial of the issue by the individual concerned.

*A recommendation from the workshops was to invite and involve the Education Department into partnership meetings/environment.*

- There is the opportunity to support the above issues by developing and understanding knowledge of the Place Based Integrated Hubs (Early Action) and what services are available. Each team is tailored to meet the need of the area, and its purpose is to provide a multi-agency intervention at the earliest opportunity, delivering sustained solutions to individual and family problems which will ultimately build social resilience and thriving communities. This provides a platform for the community safety partnerships across the county to have involvement at an early stage within the process, rather than at crisis point.
- The issues across the county and dwindling resources also highlight the need to include asset-based community development (ABCD). This focusses on using existing knowledge, skills and strengths within the community, and empowers them by encouraging them to utilise what they already possess, rather than seek assistance from outside of their community. This offers the opportunity for non-commissioned services to deal with lower level issues within the community. This is seen as a positive way of engaging the local community and compliments the priority set out by the Police and Crime Commissioner of 'developing safe and confident communities'.

## **RECOMMENDATIONS**

1. The Strategic Assessment enables future work streams to be identified. It is evident that there needs to be further work undertaken to better understand issues around the below, with governance provided by the Public Service Board:
  - a. Domestic Abuse
  - b. Child Abuse/Exploitation
  - c. Modern Day Slavery
  - d. Victim Engagement
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 District 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) risk assessment process has been used to rank the various threats and issues identified by Lancashire Constabulary. The risk matrix then considers the mitigation of the organisational position through scoring its capacity and capability. The scoring of the matrix was completed in consultation with identified operational SMEs (subject matter experts) and key practitioners. This process has drawn out thematic issues that are known (table 1) and a separate list of those that are unknown / unable to score, due to a lack of subject knowledge, lack of data or intelligence and a requirement for partnership support/evidence (table 2). Child abuse and human trafficking are in both tables as it is not clear at this stage if there is suitable strategic understanding of the threat from either to Lancashire.

Table 1: Identified known threats

Rank	Thematic: known threats
1	Terrorism
2	Violence: domestic assault
3	Hate
4	KSI collisions
5	Child abuse
6	Domestic abuse
7	Human trafficking
8	Rape
9	Cross border: county lines
10	CSE

Table 2: Identified unknown threats/gaps

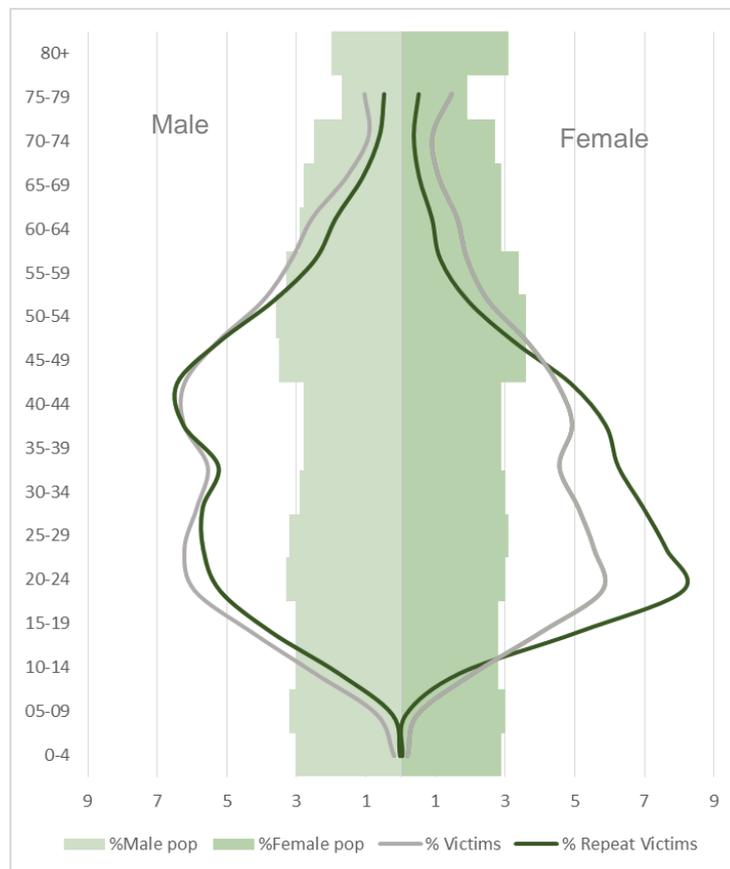
Rank	Thematic: significant gaps
1	Counterfeit goods
2	Fraud
3	Cyber-crime: dependent
4	Child abuse
5	Human trafficking

## VULNERABILITY/VICTIMS

- **Domestic Abuse (DA)** is an issue for all districts of Lancashire. Domestic abuse crimes have shown significant increases, especially assaults. However, serious assaults remain static over the last 3 year period. The number of MARAC cases discussed, repeat cases and number of children in household have increased over the same period – this can have long term effects on the child as they reach adulthood.
- **Repeat Victimization** has been recorded at 21% (but could still be as high as 40%). A concern is that the volume of repeat victims is on the increase. Repeat victims are more likely to be re-victimised within 3 months of their previous victimisation. Therefore, crime prevention and victim support are recognised as being essential in reducing the future risk and safeguarding victims and vulnerable people.
  - Alcohol and domestic abuse are key drivers in relation to repeat victimisation. Alcohol was a factor in at least 15% of cases and domestic abuse was cited as a factor in at least 18% of cases.
  - In relation to those who were revictimised the most, mental health and vulnerability were significant factors. This supports previous research around traits of those individuals victimised.

- Males were more likely to be a repeat victim of acts endangering life, theft, robbery and public order offences. Females are more prone to becoming a repeat victim of violence against the person, harassment and sexual offences.
- The highest number of repeat victimisation occurred in the most deprived wards in the county.
- There were 3,820 repeat victims of crime who had also been an offender during the five year time period considered (2012-2017). These were predominantly violent crimes committed by males between the ages of 16 and 24 years.

**Figure 1: Percentage population of Lancashire by gender overlaid with the percentage victim and repeat victim population in Lancashire – 2012-2017.**



In 2017, the new service provider, Victim Support, commenced delivery of revised service specification for Lancashire victim services. The service includes specialist support for victims of domestic abuse, sexual abuse, hate crime and children & young people. Victims, especially vulnerable victims are rarely the victim of just a single crime type. An integrated approach offers the best opportunity to meet the victims’ needs without them having to go through their experience to multiple different providers.

- **Child sexual exploitation** referrals have reduced in the last 2 years. There have been a number of partnership activities undertaken across the county to increase awareness, work with victims and to educate a better understanding of the issues relating to CSE. As highlighted above within the MORILE assessment, CSE/child abuse is a key threat, and remains an area of business where there are knowledge gaps. Continued partnership working is required to obtain a better understanding.
- **Hate crime** reporting has increased in recent years. There has been a lot of partnership work undertaken to encourage victims to come forward and report such crimes, as these people are often seen as some of the most vulnerable within society, and they have had little or no support with these issues. Hate crime is a 'perception' based crime and it must be seen as a priority to support the victims in these cases. Research with Leeds University has identified pockets of hate incidents and potential community tensions by use of social media. Results from the research using crime data show that 10% of the victims are school pupils or university students, with offenders and victims living in different neighbourhoods and the majority of hate incidents occurring in town centres where the populations meet.
- **Modern Day Slavery (MDS)** – there have been an increasing number of reports since the beginning of 2018. The east of the county has had the highest number of reports, but it is likely that the numbers correlate to the resources aligned to each area at this moment in time. Increased awareness and education around this area of crime are also likely to have had a direct impact, with increased reporting from partner agencies also noted during the last 12 months.
  - Referrals into the National Referral Mechanism (NRM) predominantly relate to criminal exploitation of Vietnamese males discovered in cannabis farm settings. These have been evidenced across the County and links established between offences suggesting that a much larger network and organised group are responsible with crossovers into neighbouring force areas. Labour exploitation of British, Vietnamese and Romanian nationals is also evidenced relating to various scenarios ranging from nail bars to agricultural businesses.
  - Recent analysis of the typologies of modern slavery highlight that whilst some areas of modern slavery are routinely recognised, reported and understood in Lancashire i.e. sexual exploitation of adult females, criminal exploitation in relation to labour in illegal activities (cannabis farms), other areas are potentially overlooked and opportunities missed i.e. criminal exploitation for acquisitive crime and forced begging, domestic servitude involving partners and extended family, and criminal exploitation for gang related criminality (county lines). Action Plans to address these gaps are being formulated and will be shared across the Genga platform when complete.
- **Missing From Home (MFH)** reports have increased in recent years. 70% of MFH relates to persons under 18 years of age. 4% relate to those 65 years and over. As Lancashire has an aging population, and with the links to mental health (dementia) deterioration, it is anticipated that elderly MFH's are likely to increase in the coming years. Of note, is that the peak locations of where people frequently go missing from are predominantly children's care homes.

**JUSTICE/REOFFENDING**

- The **reoffending** rate remains around 30%. This is not expected to change in the near future.

Partnership intelligence research, supported by UCLan, has shown that robbery and theft offences, as a first time offence, is a predictor of chronic reoffending. Key findings were also found that indicated key characteristics within the 3 main chronicity groupings of reoffending

- Minor & major offenders were younger (10-17yrs, 18-24yrs)
- Chronic offenders were older (25-31yrs, 32-40yrs), and theft was registered as a first offence
- Increase odds of robbery appearing as chronicity of reoffending increases.

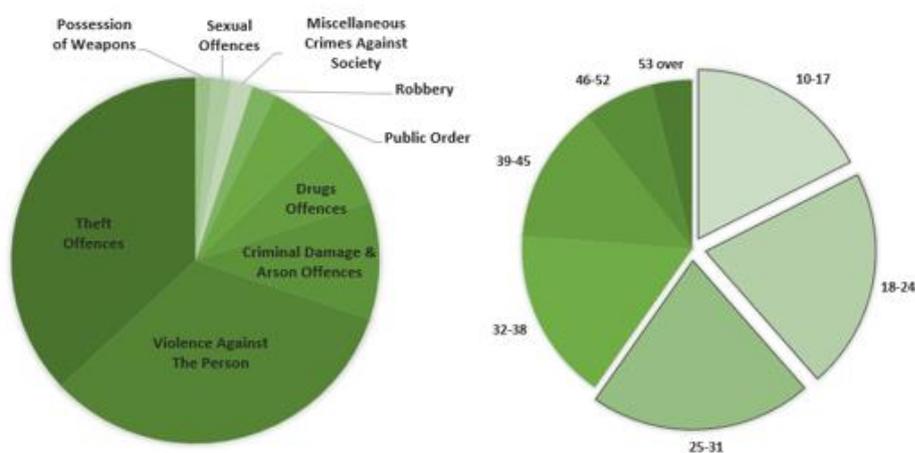
Young white males are more likely to reoffend, with offences that lead to potential financial gain (robbery and theft), strongest in predicting future reoffending. Those who committed a robbery were twice as likely to reoffend within 12 months as those who had not. Offenders who committed drug offences were less likely to reoffend in the near future – potentially due to being on remand for such offences.

Peak age groups for male reoffenders were 18-31 years, whilst for females it was 32 years+. Over half of all reoffenders who had committed a theft as their most recent offence were aged 32 years+.

18-31 years was the peak age group for violence offences, with 37% of all reoffenders being involved in a domestic abuse offence within the last 12 months. Younger people (10-24 years) were more likely to increase the severity (harm) of offending.

**Figure 2: Latest offence distribution of reoffenders**

**Age distribution of reoffenders**



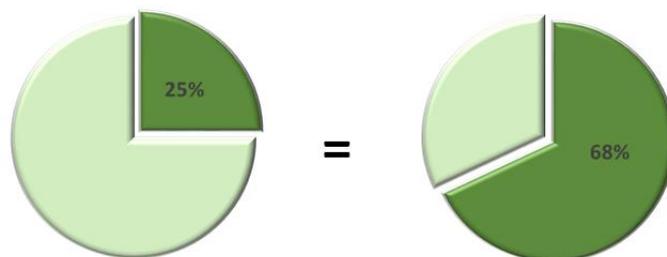
Welfare reform – since the introduction of Universal Credit, nationally there has been an increase of charity-run foodbanks which offer not only food, but housing advice, job finding clubs, budgeting sessions and more, as the voluntary sector is stepping up where the welfare state has stopped. A number of media articles have been written stating how the individuals do not have enough money to survive and are pushed into destitution, crime and ill health. It has been said that those in need are committing crimes such as drug dealing and shoplifting to survive. It has also been noted, that due to the payments being made on a monthly basis, individuals are being taken advantage of, as they are seen to be ‘cash rich’ for a short time. Further work needs to be undertaken locally to assess the impact of the reform across Lancashire and the effects on crime, offending and wellbeing.

## PUBLIC SAFETY

- **Crime** has been increasing in recent years, with a 30% increase from 2015/16 to 2017/18. The peak crime categories include assault with injury, assault without injury, criminal damage, other theft and shoplifting. These categories account for over half of all volume of crime. When looking at crime in a different perspective – harm – and using the ONS Crime Severity Tool<sup>3</sup>, these volume crimes account for 20% of harm across the county.

Using the ONS Crime Severity Tool to look at the most harmful crime categories, gives a different picture to that mentioned above. The most harmful crime types include residential and commercial burglary, assaults, wounding, rape, robbery and sexual activity involving a child. These crimes account **for 25% of the volume, but 68% of harm**. Investigations into the most harmful crimes are also the most resource intensive, not just for the police, but for partners as well.

**Figure 3: % of crime count and its proportion of harm**



There has been a slight increase in all burglary across Lancashire, but with the definition of burglary dwelling being amended from April 2017 to residential burglary, it is difficult to say whether there have been actual increases in burglary to domestic properties. The Optimal Forager approach to domestic burglary targeting has been used in Lancashire since 2014 and is based on research by the Jill Dando Institute into ‘Near Repeat Victimisation’. Forager is very much a partnership response and process where tasking and resourcing can be shared across agencies.

<sup>3</sup> ONS Crime Severity Tool – weighting based on sentencing data. October 2017.

Implementation failure can hinder its impact, therefore it is essential for partners to engage fully to ensure success as a variety of tactics can be applied including community engagement and crime prevention.

With an estimated growth of 8% in dwellings across the county, this creates growth in the local communities and further opportunity for offenders to commit crime, which impacts on the demands of the partners. Residential burglary is currently the top harm category (ONS) in Lancashire. Community resilience is essential in developing long-term strategies to tackle localised harm, especially with diminishing resources. This is difficult to develop and requires collaboration and leadership from local partnerships with responsible authorities, supporting agencies and the 3<sup>rd</sup> sector. Research demonstrates the benefits of working directly in local community and the appropriate targeting of hot spots through a number of ways.

**Fraud and cyber-crime** – Online and postal scams have been identified as targeting vulnerable people. **Trading Standards** have identified that online fraudsters are directly targeting vulnerable adults (1/3 of those targeted already known to social care as vulnerable). Therefore, there is a growing requirement to work in collaboration to reduce impact and prevention from such crime.

**Violence against the person** accounts for one-third of all reported crime. Non-injury violence – including non-injury assaults, harassment, malicious communication and stalking are showing the largest increases. The number of public order offences has also seen a large increase during the last few years. Over one-third (35%) of assaults are alcohol related.

- **Anti-Social Behaviour (ASB)** continues to be an issue across Lancashire – this includes noise nuisance, neighbour disputes, repeat incidents and youth related nuisance. Numerically, the number of reported ASB incidents has been reducing, with some of the incidents previously recorded as ASB now being reported as a public order crime. Research into ASBRAC has shown links with a person's health as a contributory/determining factor
  - Mental health is a determining factor or as a result of ASB in at least 43% of cases.
  - One-third of cases involved drugs/alcohol or both.
  - There was a strong correlation between cases involving mental health and noise.
- **Fire Safety** – Lancashire Fire and Rescue Service have highlighted issues around elderly and vulnerable residents within their strategy – particularly those living alone. There are 13.2% of households with an adult living alone aged 65 or over, and whilst living alone may not necessarily affect an individual's fire risk; 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 to make them considered to be at higher risk from death or injury caused by fire. At present, those living alone over pensionable age fall in the highest category for accidental dwelling fires.

Deliberate fire settings have reduced over the last 10 years and whilst education is important, it is not the only tool that LFRS use. By working in close partnership with the Police, the Local Authorities and many other key partners the Service has in place an abundance of deliberate fire reduction activities. These range from the Arson Threat Home Fire Safety Check (ATHFSC) which is a specialist service in place for individuals at high risk of an arson attack, to meetings such as the Service Intelligence and Analysis Group (SIAG) where incident related intelligence is shared and analysed to influence and inform future risk reduction work.

## **ENGAGE THE PUBLIC**

The Living in Lancashire survey involved sending out 2,916 questionnaires to residents across Lancashire. There was a 68% (1,991) response rate with all community safety, crime and policing questions answered by respondents. Analysis of the results found the following highlights:

85% of respondents felt safe in their local area – with the age group of 60 yrs+ feeling most safe (88%).

A lack of police presence (14%) was the most significant reason why respondents felt unsafe in their local area.

More than three-quarters of respondents felt that issues with violence, sexual exploitation and organised crime were *not a big problem*.

38% of respondents felt that burglary, with half of respondents aged 25-44 years, was a *problem*.

53% felt drug dealing was a *problem* in their area, with respondents aged 25-59 years having most concern.

Dangerous driving was seen as a *big problem* for 49% of respondents (increase from previous survey).

Less than half of respondents felt that the police and other local public services are dealing with crime and ASB successfully – this has been reducing in recent surveys.

Cleanliness of the streets (34%) and access to green areas (12%) were issues that had increased in dissatisfaction in local communities.

## **SERIOUS ORGANISED CRIME**

The most direct harm to local communities is through the distribution and supply of a variety of drugs. The harmful effect from drug use is seen in the user's health, and also within the chaotic lifestyle they adopt – impacting on the community and partner resources.

The Trafficking of Class A Drugs is significant problem which impacts on local communities and families. Drug dependency drives the crime cycle and Organised Crime Group's (OCG's) exploit young and vulnerable persons and enforce debts and territory through the use of violence enabled by weapons and firearms.

There is an enduring and growing threat from the increasing number of OCGs coming from Greater Manchester and Merseyside. Threats from violence and the targeting of vulnerable people in relation to 'cuckooing'<sup>4</sup> has been evident in the county. Therefore, partners need to work together (GENGA<sup>5</sup>) to improve community resilience and community response to tackle issues. It is also apparent that the county lines model<sup>6</sup> for drug dealing is evident in Lancashire. This is increasing the county's exposure to a growing number of OCGs.

The total number of OCG's in Lancashire has risen. The majority of the groups fall within tier 4 for monitoring with approximately 30% of active OCG's being tackled at tiers 1-3 (1: live operation, 2: disruption, 3: development). The main crime type remains drug activity which is coupled with violent criminal activity. This is a reflection of the county lines approach mentioned above.

Issues around the exploitation of vulnerable people have become a more prominent issue across Lancashire. A number of operations have evidenced the sexual exploitation of women (notably Romanian females) and labour exploitation of people (e.g. in car washes and nail bars). The majority of human trafficking referrals are in relation to sexual exploitation.

There has been a rise in the number of modern day slavery / human trafficking OCG's over the last 12 months as this remains a National high priority and multi-agency working is crucial to develop this area further within Lancashire. There is a rising concern around commissioned services and support for identified victims of human trafficking and modern slavery. There have been identified issues where victims have fallen out of protective services and become re-trafficked. This requires a partnership response and solution to ensure that victims can be housed and safeguarded.

SOC disruption is difficult to measure and challenging to fully understand what successful disruption looks like. There is a growing emphasis on working in partnership (GENGA) to tackle the harm in local communities from SOC. Therefore, there is a need to improve collaborations and working at a local Community Safety Partnership level. It is recognised that more work can be done to engage with local community assets to improve local resilience.

Community Safety partners in Blackpool have successfully used a range of tools and powers to tackle and mitigate the risk factors around premises and individuals linked to child sexual

<sup>4</sup> Cuckooing is the term associated to drug dealers using the home addresses of drug users and vulnerable individuals as a base to deal drugs from. Coercive tactics and violence have been used by OCGs.

<sup>5</sup> GENGA – multi agency partnership approach to tackle SOC.

<sup>6</sup> A single telephone number for ordering drugs, operated from outside the area, with children/vulnerable people used to deliver the drugs.

exploitation (CSE). Intelligence sharing between partners through the local SOC board identified the emergence of problem hotspots. Provisions under the Anti-Social Behaviour, Crime & Policing Act 2014 issued a range of Community Protection Warnings, Notices and Civil Injunctions by community officers and partners and ensured locations and people were targeted. This model should be considered in other areas of the county.

## **ROAD SAFETY**

The numbers of road users killed and seriously injured continues to fall across Lancashire, despite the backdrop of increases in vehicle miles travelled. Collisions of all severity of injury are also reducing as a rate of 'casualties per million miles travelled'. Despite this progress the residents of Lancashire continue to consider road safety and especially excessive speed a priority (Living in Lancashire Survey).

Child Pedestrians remain a key priority for many districts, especially in and around areas of terraced housing and general high density populations. In these areas it is common for children to enter roads from between parked vehicles and street furniture, becoming casualties of road traffic collisions and despite low speed limits in force.

Young riders of motorcycles are also an issue in bespoke geographies of the county where inadequate clothing contributes greatly to disproportionately serious injuries as a result of poor impact protection. The expense and aesthetics of adequate motorcycling clothing and gear is a common factor in young riders being ill-prepared for a collision, regardless of how minor.

Despite the county-wide initiative to promote 'Green and Healthy Travel' in order to improve health and wellbeing, increases in pedal cyclist casualties have not been realised. Initiatives such as 'Cycle Safe Pass Scheme' are being developed and rolled out across the county in order to maintain relatively low numbers of cyclist casualties as cycling becomes ever more popular for both leisure riders and commuters.

The Lancashire Road Safety Partnership has launched a series of workshops intended to engage older road users. This concerted effort is to tackle the identified issues of increase in older road user casualties, predicted to become of greater importance over the next 10-15 years.

Early indications and evaluations are highlighting that average speed cameras are having a positive impact on the eight routes now live. Reductions in collisions and the associated casualties are accompanied in reductions in vehicle emissions and rolling vehicle noise.

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