



Meeting: **Leicester, Leicestershire and Rutland Police and Crime Panel**

Date/Time: **Thursday, 20 February 2020 at 2.00 pm**

Location: **Sparkenhoe Committee Room, County Hall, Glenfield**

Contact: **Euan Walters (Tel: 0116 3052583)**

Email: **euan.walters@leics.gov.uk**

Membership

Cllr. Joe Orson (Chairman)

Cllr. Hemant Rae Bhatia	Cllr. Les Phillimore
Mr Keith Culverwell	Cllr. Sharmen Rahmen
Ms Mehrunnisa Lalani	Cllr. Michael Rickman
Cllr. Kevin Loydall	Cllr. Manjit Kaur Saini
Cllr. Michael Mullaney	Cllr. Deborah Taylor
Mr. I. D. Ould OBE CC	Cllr. Alan Walters
Cllr. Elaine Pantling	Cllr. Andrew Woodman

**Please note: this meeting will be filmed for live or subsequent broadcast via the Council's web site at www.leicestershire.gov.uk
– Notices will be on display at the meeting explaining the arrangements.**

AGENDA

<u>Item</u>	<u>Report by</u>
1. Minutes of the meeting held on 5 February 2020.	(Pages 3 - 8)
2. Public Question Time.	
3. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.	
4. Declarations of interest in respect of items on the agenda.	



5. Force Performance Report - Quarter 3. (Pages 9 - 32)
6. HMICFRS Thematic Inspection - 'Both Sides of the Coin'. (Pages 33 - 74)
7. PCC Funding Initiatives. (Pages 75 - 96)
8. Deputy PCC Update.
9. Date of next meeting.

The next meeting of the Panel is scheduled to take place on 26 March 2020 at 2:00pm at City Hall, Leicester.

10. Any other items which the Chairman has decided to take as urgent.

Minutes of a meeting of the Leicester, Leicestershire and Rutland Police and Crime Panel held at County Hall, Glenfield on Wednesday, 5 February 2020.

PRESENT

Cllr. Joe Orson (in the Chair)

Cllr. Hemant Rae Bhatia
Cllr. Kevin Loydall
Cllr. Jonathan Morgan
Cllr. Michael Mullaney
Mr. I. D. Ould OBE CC
Cllr. Elaine Pantling

Cllr. Les Phillimore
Cllr. Sharmen Rahmen
Cllr. Michael Rickman
Cllr. Manjit Kaur Saini
Cllr. Alan Walters
Cllr. Andrew Woodman

Apologies

Mr Keith Culverwell and Ms Mehrunnisa Lalani

In attendance

Lord Willy Bach – Police and Crime Commissioner
Kirk Master – Deputy Police and Crime Commissioner
Paul Hindson, Chief Executive, Office of the Police and Crime Commissioner
Paul Dawkins, Chief Finance Officer, Office of the Police and Crime Commissioner
Chief Constable Simon Cole, Leicestershire Police

40. Minutes of the previous meeting.

The minutes of the meeting held on held on 4 November 2019 were taken as read, confirmed and signed.

41. Public Question Time.

There were no questions submitted.

42. Urgent items.

There were no urgent items for consideration.

43. Declarations of interest.

The Chairman invited members who wished to do so to declare any interest in respect of items on the agenda for the meeting.

No declarations were made.

44. Proposed Precept 2020-21 and Medium Term Financial Plan.

The Police and Crime Panel considered a report of the Police and Crime Commissioner (PCC) concerning the Proposed Precept for 2020/21 and the Medium Term Financial Plan (MTFP). A copy of the report, marked 'Agenda Item 5', is filed with these minutes.

Arising from discussions the following points were noted:

- (i) When the Home Office announced that for 2020-21 Police and Crime Commissioners could increase the precept on a Band D property by up to £10.00 without triggering a referendum, they expected that most Police and Crime Commissioners would raise the Precept to the maximum level. The referendum limit for future years was uncertain and expected to be lower therefore the PCC was of the view that it was best to take the opportunity to raise the precept by the maximum now in case the referendum limit was lower in future.
- (ii) As details of the funding settlement had only been provided for one year the Medium Term Financial Plan was built around a number of prudent modelling assumptions. The approach taken was a cautious one.
- (iii) As a result of the 2020-21 precept increase 100 additional officers could be recruited, and as part of the Government's 20,000 officer uplift programme 89 additional officers were expected to be delivered for Leicestershire Police. Members were therefore keen to emphasise to the public that the greater number of officers would be coming from local funds rather than central government. The 100 officers plus the additional 89 were all expected to be in place by March 2021.
- (iv) In response to a question regarding how Leicestershire Police compared to other forces in relation to the core funding and precept funding split it was explained that this information was not currently available however a national survey was being undertaken and the results would be forwarded to the Police and Crime Panel when available. It was known that some forces received a far greater proportion of their funding from Council Tax because in their force area more properties were in a higher council tax band.
- (v) The new policing model proposed for Leicestershire Police was intended to give more localism, and response teams previously located on the edges of the City would now be based places like in Melton, Harborough and Loughborough in more numbers. Currently the split of officers between Leicester City and the County was approximately half and half. When making decisions on where to base officers the severity of crimes and incidents was taken into account.
- (vi) All the informal consultations with the public indicated a public preference for an increased police presence in local areas and on the streets. The formal consultation on the precept proposals conducted by the OPCC also indicated support for the increases. The main benefits the public would notice as a result of these 2020-21 financial proposals were that the response capacity of the Force would increase, investigations would be more local and more effective, and there would be more PCSOs on the streets. Were the Precept to be raised by less than £10 per annum for a Band D property then less police officers and PCSOs could be recruited.
- (vii) In response to a question about whether information on the geographic location and age breakdown of respondents to the precept survey was available it was explained that although this information was collected as part of the survey they were not mandatory questions in the survey so not everybody answered those questions and consequently a full data set was not available.
- (viii) The Medium Term Financial Plan also took into account the number of police officers that were expected to retire or leave the force over the period of the Plan

and 42% of police officers were expected to retire by 2023 which was a real challenge. It was known that due to the way pensions and tax were structured there was no financial incentive for some officers to remain in the Force for as long as they could even though they might not wish to give up employment. Work was being undertaken nationally to try and solve this problem.

- (ix) In response to concerns that given the numbers of retirees and new recruits a large proportion of police officers in Leicestershire Police would be inexperienced, reassurance was given that new officers would be placed in teams alongside more experienced colleagues rather than being based alone in isolated places. Leicestershire Police were ensuring that there were enough tutors available to train the new recruits though this could be a challenge as the tutors were required to have operational experience.
- (x) In compiling the budget consideration had been given to the requirements regarding paying the minimum and living wages however all employees at Leicestershire Police received a salary greater than the minimum and living wages so no adjustments were required to be made.
- (xi) The government had advised Police Forces to reduce their reserves and Leicestershire Police had done this where appropriate. It was intended to use £9.6 million of reserves in years 2 and 3 of the Medium Term Financial Plan.
- (xii) The approach of Leicestershire Police to Treasury Management was to ensure the amount invested was not at risk and beyond that to maximise returns on the investment. It was aimed to strike the appropriate balance between risk and reward and mitigate any risks.
- (xiii) Members, the PCC and Chief Constable all shared concerns that the transition to the Emergency Services Network had been delayed until 2021-22.
- (xiv) The activities the Office of the Police and Crime Commissioner were involved in had increased for example in relation to the Violence Reduction Unit and complaints. Nevertheless, the PCC always tried to ensure that the costs of his office were minimal and in this budget 98% of the funding received by the Police and Crime Commissioner would be allocated to Leicestershire Police compared to 96% in the budget for 2017/18 when the Police and Crime Plan was prepared.

It was moved by the Chairman and seconded by Cllr. Phillimore that:-

- (a) The information presented in the report be noted, including:
 - the total 2020-21 net budget requirement of £199.863m;
 - a council tax (precept) requirement for 2020-21 of £76.829m.
- (b) The proposal to increase the 2020-21 Precept by £10.00 per annum (4.48%) for police purposes to £233.2302 for a Band D property be supported.
- (c) the future risks, challenges, uncertainties and opportunities included in the precept proposal, together with the financial and operational considerations identified be noted.

- (d) the Home Office grant allocations notified through the final settlement and the Band D council tax base and surplus received from the collecting authorities be noted.
- (e) the current Medium Term Financial Plan (MTFP) contained in Appendix 1 be noted.

The motion was carried unanimously.

45. OPCC Performance Report.

The Police and Crime Panel considered a report of the Police and Crime Commissioner which provided an update on the performance of the Office of the Police and Crime Commissioner for Quarter 2 2019/20 (1 July 2019 to 30 September 2019). A copy of the report, marked 'Agenda Item 6', is filed with these minutes.

RESOLVED:

That the contents of the report be noted.

46. Annual Report on Complaints against the Police and Crime Commissioner.

The Police and Crime Panel considered a report of the Director of Law and Governance – Leicestershire County Council which provided an update on complaints relating to the Police and Crime Commissioner over the previous 12 months. A copy of the report, marked 'Agenda Item 7', is filed with these minutes.

RESOLVED:

That the contents of the report be noted.

47. National Association of Police, Fire and Crime Panels.

The Police and Crime Panel considered a report of the Secretariat which provided an update on the National Association of Police, Fire and Crime Panels in order to enable the Panel to make a decision on whether to join. A copy of the report, marked 'Agenda Item 8', is filed with these minutes.

Arising from discussions the following points were noted:

- (i) The main purpose of the National Association of Police, Fire and Crime Panels was to provide a collective voice for Police and Crime Panels particularly in relation to providing feedback to government on issues relevant to Panels.
- (ii) The Local Government Association would still provide advice and guidance to Panels whether or not they were members of the National Association of Police, Fire and Crime Panels.
- (iii) Members stated that having considered the report they could not see that there would be a value in becoming a member of the National Association.

RESOLVED:

That the Leicester, Leicestershire and Rutland Police and Crime Panel declines to become a member of the National Association of Police, Fire and Crime Panels at the current time, but the issue of membership be reviewed in 12 months' time.

48. Date of next meeting.

RESOLVED:

It was noted that the next meeting of the Panel would be held on 20 February 2020 at 2:00pm.

10.00 am - 12.20 pm
05 February 2020

CHAIRMAN

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POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE

POLICE AND CRIME PANEL

Report of	POLICE AND CRIME COMMISSIONER
Subject	QUARTER 3 FORCE PERFORMANCE REPORT 1ST OCTOBER 2019 – 31ST DECEMBER 2019
Date	THURSDAY 20 FEBRUARY 2020 – 2:00 p.m.
Author	ELIZABETH STARR, PERFORMANCE MANAGER, OFFICE OF POLICE AND CRIME COMMISSIONER

Purpose of Report

1. To provide the Police and Crime Panel members with an update of the performance of Leicestershire Police for the period 1 October 2019 to 31 December 2019.

Recommendation

2. The Panel is recommended to discuss and note;
 - a. the methodology and structure of the new performance report;
 - b. the recommendations for further analysis based on exceptions and;
 - c. note the contents of the report

Background

3. The report is a work in progress and will be developed further by the Performance Manager within the OPCC, in consultation with Leicestershire Police. Comments and feedback from the panel would be welcomed to aid the future development and format of the report.
4. The structure and design of the report is constantly evolving and it is expected that this will continue to develop with implementation of the new Force performance framework. Including development of presentation style with use of Power BI software.
5. The measures of performance in this report should be considered in the context of the significant changes to the policing landscape over the last five years.

Highlights

6. The performance measures reported in the full report in **Annex A** are analysed based on Statistical Process Control chart principals. The SPC charts displayed show the mean value for the period displayed (November 16 – December 19) and also the upper and lower control limits, shown on the charts as grey lines. The control are calculated as +3 and -3 standard deviations, approximately 99.7% of the data should lie between these ranges.
7. The month on month variation between points can be classified as common cause variation, this is when the results are stable and vary within a range that is accepted.

8. Special cause variation is due to irregular or unnatural causes that normally can be identified through further analysis. Special cause variation is where the points breach the control limits, examples of special cause variation could be the 2018 Football World Cup or targeted police operations such as Op Lionheart.
9. A series of indicators have been applied to the measures reported to support interpretation and indicate exceptions to be analysed further. These have been set out below:
 - a. Single point exceptions (special cause variation), depicted by a red/green colour circle. This indicates that the measure has breached the upper/lower control limit for a single period. A significant operation (i.e Op Lionheart) would affect the chart in this way, for example. Further analysis to understand the cause of this is appropriate in this situation.
 - b. Stable, depicted by an amber circle. This indicates that the measure is stable between the 3 standard deviation control limits and around the mean.
 - c. Stable above/below the mean (step shift), depicted by an amber up/down arrow. This suggests that there has been an uplift/lower period of reporting, but in general recording remains stable. The impact of a change in recording practices would affect the chart in this way, for example. In such circumstances it would be appropriate to reset the control limits when the reason for the uplift/lower levels are understood.
 - d. Significant increasing/decreasing trend (out of control), depicted by a red/green up or down arrow. This suggests there has been a prolonged period of significantly higher report and this needs to be investigated. The month on month recorded values will generally be larger than the last. Further analysis is recommended to understand the drivers of the increase. A trend such as this was witness during the launch of online crime reporting.
10. The measures showing exception for further analysis will be included in the highlight section of this report to be discussed further at the meeting.
11. The quarterly comparisons will still be reported on in the report to supplement the longer term trend analysis as set out above.

Quarter 3 Performance

12. On review of the Quarter 3 performance report it highlighted one area where exceptional performance was identified which is outlined below. Further analysis has been requested and will be provided to the panel within the Quarter 4 performance report.
 - a. The statistical process chart for Violence with Injury shown in measure 3.3, indicates that the most recent data point has breached the three standard deviation control limit. The past three points have also been increasing month on month suggesting this may be the start of a prolonged increasing trend. Further analysis needs to be undertaken to understand the reasons for this.
 - b. The Violence with Injury category includes offence types such as Attempt Murder, Assault with Intent to cause serious harm, Endangering life and Assault with Injury for example.
 - c. The Violence without Injury crime category is recording a decrease over the same quarterly periods. Analysis will be completed to understand if the increase is genuine or if this is a result of improved crime recording.

- d. Further analysis will also include the proportion of violence offences that are alcohol or domestic related and also a geographical breakdown.

Implications

Financial: None.

Legal: None.

Equality Impact Assessment: None.

Risks and Impact: None.

Link to Police and Crime Plan: Holding Leicestershire Police to account.

Person to Contact

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**POLICE & CRIME
COMMISSIONER
for Leicestershire**

Prevention | Partnership | Protection

PERFORMANCE REPORT

Q3 2019/20

Leicestershire Police Performance Report

1. Calls

KPI		Performance	Commentary
1.1	Number of 999 Calls	<p>The chart displays the monthly volume of 999 calls over a 48-month period. The mean value is 12,280. The upper control limit is 15,930 and the lower control limit is 8,629. A red box indicates a +5% quarterly comparison.</p>	<p>The statistical process control chart indicates that the number of 999 calls is stable within the upper and lower control limits. There has been a series of points (10 months data) where the volume of 999 calls has been above the mean value, this suggests some prolonged bias exists and for better statistical monitoring it is recommended that the control limits are reset.</p> <p>A seasonal trend clearly exists in the chart, however for the past financial year this appears to be at a higher level.</p> <p>The quarterly comparison to the previous year suggests a +4.9% increase, which supports the above theory. The reduction typically seen over the winter months is more stable in the most recent quarter.</p>




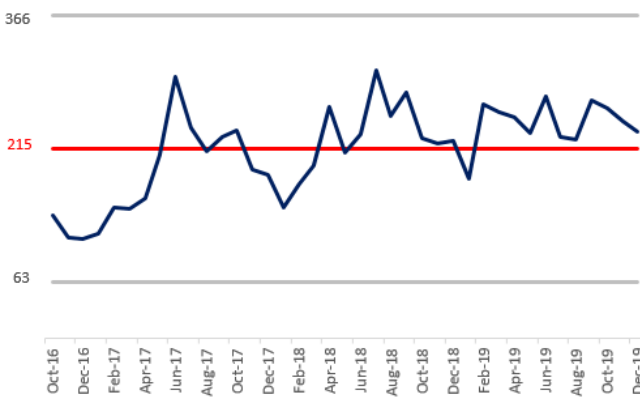





1.2	999 Calls answered within 10 seconds		<p>At the end of quarter 3, 97.8% of all 999 calls were answered within 10 seconds.</p> <p>Performance has improved throughout the quarter due to the introduction of a new software that enables call handlers to more easily switch between 999 and 101 calls. This has improved the performance for both 999 and 101 calls. This can be seen on the chart.</p>
1.3	999 Abandonment Rate		<p>The abandonment rate at the end of quarter three was 0.1%. The largest abandonment recorded over the second quarter was 0.2% in October 2019.</p> <p>The average time to answer a 999 call for quarter two was 1.6 seconds, which has reduced significantly from quarter two performance (3.6 seconds).</p>
1.4	Number of 101 Calls	<div style="display: flex; flex-direction: column; align-items: center; margin-top: 10px;"> <div style="background-color: #ffc107; padding: 5px; border-radius: 5px; text-align: center;">↓</div> <div style="background-color: #6c757d; padding: 2px 5px; font-size: 8px; margin: 2px;">3.5 year SPC trend</div> <div style="border: 2px solid #28a745; border-radius: 15px; padding: 10px; text-align: center; margin: 10px 0;">-11%</div> <div style="background-color: #6c757d; padding: 2px 5px; font-size: 8px; margin: 2px;">Qtrly comparison</div> </div>	<p>The statistical process control chart indicates that the number of 101 calls is stable within the upper and lower control limits. There has been a series of points (16 months data) where the volume of 101 calls has been below the mean value, this suggests some prolonged bias exists. This suggests that there has been a large, prolonged shift from the average, for better statistical monitoring it is recommended that the control limits are reset.</p> <p>The quarterly comparison to the previous year suggests a -10.8% decrease, which supports the above theory.</p>

1.5	101 Calls answered within 30 seconds		<p>At the end of quarter three, 76.1% of all 101 calls were answered within 30 seconds. This represents a significant improvement in performance when compared to the proportions earlier in the year.</p>
1.6	101 Abandonment Rate		<p>The abandonment rate at the end of quarter three was 7.0%. The largest abandonment recorded over the second quarter was 13.5% in October 2019. The abandonment rate has significantly reduced throughout the quarter due to the introduction of a new system enabling call handlers to easily switch between 999 and 101 calls.</p> <p>The average time to answer a 101 call for quarter three was 58 seconds.</p>
1.7	Number online crime reports	<div style="display: flex; align-items: center; margin-top: 10px;"> <div style="background-color: #f1c40f; padding: 10px; margin-right: 10px; text-align: center;"> ↑ </div> <div style="background-color: #95a5a6; padding: 5px; font-size: 0.8em; border: 1px solid #34495e; color: white;">3.5 year SPC trend</div> </div> <div style="border: 2px solid #27ae60; border-radius: 15px; padding: 10px; margin: 10px 0; text-align: center; color: white; font-weight: bold; font-size: 1.2em;">+25%</div> <div style="background-color: #95a5a6; padding: 5px; font-size: 0.8em; border: 1px solid #34495e; color: white;">Qtrly comparison</div>	<p>The statistical process chart for the number of online crime reports is stable within the control limits. There was a sustained increasing trend for the period Mar 18 – June 2019 however this has now started to fall and return to around the mean values.</p>

Leicestershire Police Performance Report

2. Incidents

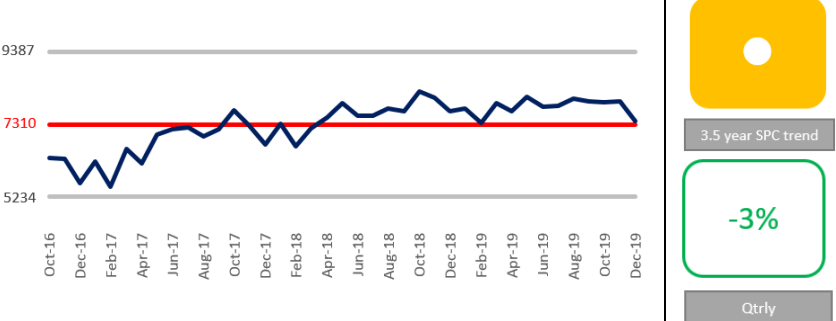

KPI	Performance	Commentary
2.1 Total number of Incidents	<p>The chart displays the total number of incidents recorded monthly from October 2016 to December 2019. The y-axis represents the number of incidents, ranging from 16,154 to 24,488. A red horizontal line indicates the 3.5-year Statistical Process Control (SPC) trend at 20,321 incidents. The data shows a seasonal pattern with peaks in summer months and troughs in winter months. A yellow square icon with a white dot is present. A green box shows a -1% change, and a grey box below it says 'Qtrly'.</p>	<p>The statistical process control chart indicates that the number of incidents recorded is extremely stable within the upper and lower control limits.</p> <p>There does appear to be a seasonal pattern with a peak in summer months to the number of incidents recorded, however the monthly variation seen in the most recent year is much smaller.</p> <p>The quarterly comparison represents a small reduction in incidents and supports the theory above.</p>

2.2	Response Time by grade	 <p style="text-align: center;">Grade 1</p>	 <p>3.5 year SPC trend</p>  <p>Qtrly</p>	<p>The statistical process control chart for Grade 1 response time indicates that the average time to respond to a grade 1 incident is extremely stable around the mean value of 24 minutes.</p> <p>The chart indicates a period considered 'out of control' throughout July and August 2018 where the average response time was 48 and 44 minutes respectively. These months represent special cause variation that indicate further analysis is required to understand the reasons behind the spike.</p>
		 <p style="text-align: center;">Grade 2</p>	 <p>3.5 year SPC trend</p>  <p>Qtrly</p>	<p>The statistical process control chart for Grade 2 response time indicates that the average time to respond to a grade 2 incident is stable at a level slightly above the mean.</p> <p>The chart suggests more monthly variation when compared to the response times for Grade 1 incidents. The chart does also display a slight seasonal pattern with an increase in average response times over the summer months, this correlates with the seasonal trend in the number of incidents recorded. However as the monthly variation in the number of incidents is reducing, this can explain the less obvious seasonal trend in the most recent financial year and also the increase reported in the quarterly comparison.</p>
2.3	Number of ASB Incidents		 <p>3.5 year SPC trend</p>  <p>Qtrly</p>	<p>The statistical process control chart for the number of ASB Incidents indicates that whilst the number recorded on a monthly basis is stable between the control limits, there also exists a shift from the mean.</p> <p>A seasonal trend clearly exists in the chart, however for the past financial year this appears to be at a lower level. This is supported by the reduction reported in the quarterly comparison.</p>

2.4	Number of Missing Person Incidents		<p>3.5 year SPC trend</p> <div style="border: 2px solid red; border-radius: 15px; padding: 5px; display: inline-block;">+5%</div> <p>Otrly</p>	<p>The statistical process control chart for missing person incidents is stable around the mean and within the control limits. There has been a significant decrease in the last month of the period.</p>
2.5	Number Domestic Incidents		<p>3.5 year SPC trend</p> <div style="border: 2px solid green; border-radius: 15px; padding: 5px; display: inline-block;">-17%</div> <p>Otrly</p>	<p>The statistical process control chart for the number of Domestic incidents indicates that whilst the number recorded on a monthly basis is stable between the control limits, there also exists a shift from the mean.</p> <p>There has been a series of points (15 months data) where the volume of domestic incidents has been below the mean value, this suggests some prolonged bias exists and for closer statistical monitoring of this trend it is recommended that the control limits are reset.</p>

Leicestershire Police Performance Report

3. Crime

KPI		Performance	Commentary
3.1	All Crime	 <p>The chart displays the volume of recorded crime over time. The mean value is 7310. The upper control limit is 9387 and the lower control limit is 5234. A 3.5-year statistical process control (SPC) trend is shown. The current quarter shows a -3% change from the previous quarter.</p>	<p>The statistical process control chart indicates that the total volume of recorded crime is extremely stable within the upper and lower control limits around the mean.</p> <p>There has been a relatively slight shift from the mean since April 2018, suggesting the control limits could be reset for the two distinct periods on the chart.</p>
3.2	Homicides	 <p>Q3 2019/20 +1</p>	<p>In quarter three 2019/20 there was 3 homicides, this is an increase of 1 when compared to the same period of the previous year. This brings the total recorded in this financial year to 7 which is an increase of 1 compared to the same period (Apr- Dec) of the previous year.</p>

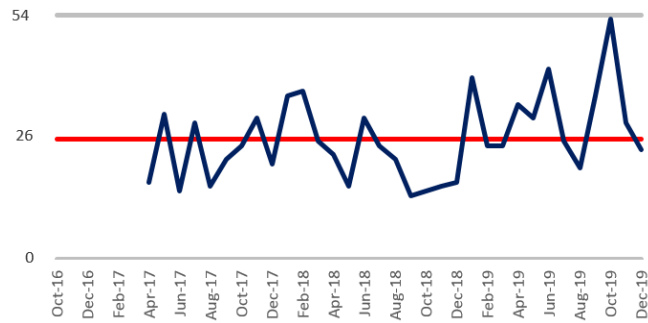
3.3	Violence with Injury offences		<p>3.5 year SPC trend</p> <div style="border: 2px solid red; border-radius: 15px; padding: 5px; display: inline-block;">+45%</div> <p>Qtrly</p>	<p>The statistical process control chart indicates that the number of violence with injury offences recorded has breached the 3 standard deviation control limit. This represents a special cause variation and suggests that there is external factors driving this variation.</p> <p>The past three points have been significantly higher than previous points in the chart suggesting there may be a prolonged increase. Further analysis is required to understand the reason for this increase.</p> <p>This increase is also apparent in the quarterly comparison which is significantly higher than the previous year.</p>
3.4	Violence without Injury offences		<p>3.5 year SPC trend</p> <div style="border: 2px solid green; border-radius: 15px; padding: 5px; display: inline-block;">-2%</div> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of violence without injury offences recorded is stable within the upper and lower control limits.</p> <p>There has been a number of points (since April 2018) where the volume of recorded violence without injury offences has been above the mean value, this suggests some prolonged bias exists and could indicate that the control limits could be reset for the two distinct periods on the chart. This can in part be explained by a rise in stalking and harassment offences which make up just over a third of the category.</p>
3.4.1	Stalking and Harassment Offences		<p>3.5 year SPC trend</p> <div style="border: 2px solid red; border-radius: 15px; padding: 5px; display: inline-block;">+9%</div> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of stalking and harassment offences recorded is stable within the upper and lower control limits.</p> <p>There has been a series of points (since April 2018) where the volume of stalking and harassment offences has been above the mean value, this suggests some prolonged bias exists and for better statistical monitoring it is recommended that the control limits are reset. However this can be explained by the change in</p>

				recording practices.
3.5	Knife offences		<p>3.5 year SPC trend</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of knife offences recorded is extremely stable around the mean and within the upper and lower control limits.</p> <p>The most recent two months have seen the number of offences recorded dip below the mean for the period, this is represented by the significant reduction in the quarterly comparison.</p>
3.6	Rape Offences		<p>3.5 year SPC trend</p> <p>Qtrly</p>	<p>Although some monthly variation can be identified the volume of rape offences is within the control limits and has returned to around the mean volume in most recent months.</p> <p>There is significantly less month on month variation witness in the previous financial year, this can in part explain the slight percentage increase in the quarterly comparison.</p>
3.6.1	Historical Rape offences		<p>3.5 year SPC trend</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of historical rape offences (365 days between start date and recorded date) recorded is stable within the upper and lower control limits.</p> <p>It can be seen on the chart that this measure experiences large fluctuations in recorded offences, particularly in the last financial year. This may explain the larger month on month variation in the overall number of rape offences recorded as the historical rape offences account for between 20-30% of this category.</p>

3.7	Hate Offences		<p>3.5 year SPC trend</p> <p>+26%</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of hate offences recorded is stable within the upper and lower control limits.</p> <p>The first two financial years in the chart suggest a seasonal pattern with hate offences peaking in the summer months. The most recent financial year has seen a much more sporadic pattern to the number of offences. The monthly variation, particularly throughout the last 5 months has been significant.</p> <p>Due to the seasonal pattern previously exhibited the quarterly comparison indicates a significant increase, this seasonal trend however has not been exhibited in the most recent financial year.</p>
3.8	Burglary Offences		<p>3.5 year SPC trend</p> <p>-21%</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of residential burglary offences recorded is stable within the upper and lower control limits.</p> <p>There has been a series of points (since April 2019) where the volume of residential burglary offences has been below the mean value, this suggests some prolonged bias exists and for better statistical monitoring it is recommended that the control limits are reset.</p> <p>This is supported by the significant decrease in the quarterly comparison.</p>

3.9	Drug Offences		<p>3.5 year SPC trend</p> <p>+50%</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of residential drugs offences recorded is stable within the upper and lower control limits.</p> <p>There has been a period of 5 months where there has been a continual increase in the volume of drugs increase has increased monthly. This suggests an increasing trend is forming. Due to drug offences being largely self-generated and there also being a similar increase in stop and searches this will not be investigated further, however if this trend increases into quarter 4 further analysis will be completed.</p> <p>The chart shows a single point exception which breaches the 3 standard deviation control limit in May 2019, this can be attributed to the proactive activity undertaken throughout Op Lionheart.</p>
3.10	Domestic Abuse Crimes		<p>3.5 year SPC trend</p> <p>-17%</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of domestic abuse crimes recorded is stable within the upper and lower control limits and around the mean value.</p> <p>The quarterly comparison represents a significant decrease however values recorded throughout quarter three are still within normal variation.</p>

3.11 CSE Offences



3.5 year SPC trend

+123%

Qtrly

The statistical process control chart indicates that the volume of child sexual exploitation offences recorded is stable within the upper and lower control limits, despite exhibiting large variation throughout the period.

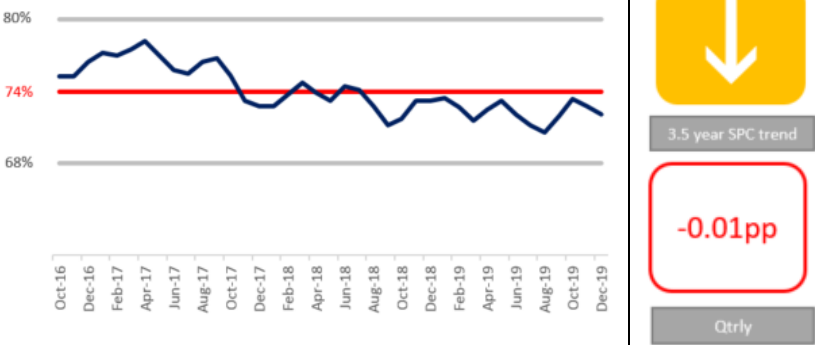
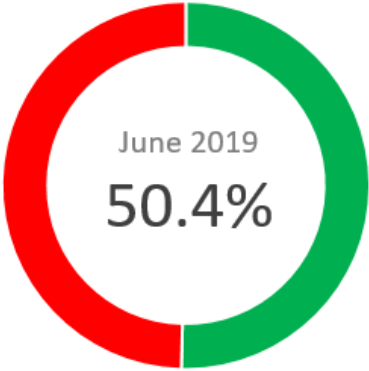
There is a single point exception in October 2019 where the monthly number of recorded offences is only one less than the 3 standard deviation control limit. It is recommended that this is investigated further.

Leicestershire Police Performance Report

4. Outcomes

KPI	Performance	Commentary
<p>4.1</p> <p>Volume of positive outcomes</p>	<p>3.5 year SPC trend</p> <p>+7%</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the volume of positive outcomes recorded is stable within the upper and lower control limits.</p> <p>There is a single point exception breaching the 3 standard deviation control limits in May 2019, this could be attributed to the Op Lionheart activity.</p>
<p>4.2</p> <p>Outcomes 16: Victim declines support</p>	<p>3.5 year SPC trend</p> <p>+1%</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that the number of outcomes where the victim has declined support is stable within the upper and lower control limits.</p> <p>There has been a series of points (13 months data) where the volume of these outcomes has been above the mean value, this suggests some prolonged bias exists and for better statistical monitoring it is recommended that the control limits are reset.</p> <p>This is also supported by the slight increase in the quarterly comparison.</p>

4.3	Victim Satisfaction		<p>3.5 year SPC trend</p> <p>+0.02pp</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that victim satisfaction is stable within the upper and lower control limits.</p> <p>The satisfaction rate had dipped at the beginning of 2018, however has been increasing steadily since October 2018.</p>
4.4	ASB Satisfaction		<p>3.5 year SPC trend</p> <p>=</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that ASB satisfaction is stable within the upper and lower control limits.</p> <p>There has been a period of 3 months where the ASB victim satisfaction has increased month on month. This increasing trend will continue to be monitored.</p>
4.5	Hate Crime Satisfaction		<p>3.5 year SPC trend</p> <p>-0.04pp</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that Hate crime satisfaction is stable within the upper and lower control limits and around the mean value.</p>

4.6	Violent Crime Satisfaction		<p>The statistical process control chart indicates that Violent crime satisfaction is stable within the upper and lower control limits.</p> <p>There has been a series of points (17 months data) where the violent crime satisfaction has been below the mean value, this suggests some prolonged bias exists and for better statistical monitoring it is recommended that the control limits are reset.</p>
4.7	CSEW: Police doing good or excellent job		<p>The CSEW data is updated every quarter, the values are based on 12 month rolling figures. Approximately 700 persons are surveyed in a rolling year. Data is not available at any lower levels so further analysis is not possible.</p> <p>The latest data for the end of the rolling year to June 2019, 50.4% of people believed that Leicestershire Police do a good or excellent job. This is a decrease of 1.4 percentage points when compared to the previous period of March 19 (51.8%) and a decrease of 9.7 percentage points when compared with the figure at June 2018.</p> <p>Not Updated from last month.</p>

Leicestershire Police Performance Report

5. Prevention

KPI	Performance		Commentary
5.1 Number Stop and Searches		<p>3.5 year SPC trend</p> <p>+33%</p> <p>Qtrly</p>	<p>The statistical process control chart indicates that although the number of stop searches is within the upper and lower control limits the most recent months have seen significant increases and are close to breaching the control limits.</p> <p>There has been a series of points (16 months data) where the volume of stop searches has been above the mean value, this suggests some prolonged bias exists and for better statistical monitoring it is recommended that the control limits are reset.</p>
5.2 Stop and Search Arrests		<p>3.5 year SPC trend</p> <p>+12%</p> <p>Qtrly</p>	<p>In line with the volume of stop and searches the volume of arrests there has been a step change since September 2018. This indicates that the volume of positive outcomes achieved has stayed proportionate to the volume of searches completed.</p>
5.3 Stop and Search Positive Outcomes		<p>3.5 year SPC trend</p>	

				
5.4	Deaths on Roads		 	<p>The statistical process chart for the fatal casualties on Leicestershire's road remains sporadic but within the control limits.</p> <p>The quarterly comparison represents a significant reduction when compared to the same quarter of the previous year.</p>
5.5	Fatal4 offences		 	<p>The statistical process chart for the Fatal4 offences recorded on Leicestershire's road remains sporadic but within the control limits.</p> <p>The number of offences recorded varies month on month due to the number of sites deployed to.</p> <p>The number of offences recorded in the most recent quarter is a significant increase on the number recorded in the same quarter of the previous year.</p>
5.6	DVPO			<p>The number of domestic violence prevention orders remains within the control limits, the monthly variation of violence prevention orders varies significantly.</p>

			<div data-bbox="1115 137 1279 268" style="border: 2px solid red; border-radius: 10px; padding: 5px; text-align: center;">+8%</div> <div data-bbox="1120 284 1283 323" style="background-color: #cccccc; padding: 2px; text-align: center;">Qtrly</div>	
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POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE POLICE & CRIME PANEL

Report of	POLICE & CRIME COMMISSIONER
Subject	HMICFRS THEMATIC INSPECTION – ‘BOTH SIDES OF THE COIN’
Date	THURSDAY 20 FEBRUARY 2020 – 2:00 p.m.
Author	ANGELA PERRY and SUPERINTENDENT SHANE O’NEILL

Purpose of the Report

1. The purpose of this report is to inform the Panel of the HMICFRS Thematic Inspection entitled ‘Both sides of the Coin’ which assesses police forces’ ability to identify, respond to and disrupt county lines related criminality and abuse.

Recommendations

2. The Panel are recommended to discuss the contents of the report.

Background

3. The Government’s Serious Violence Strategy (2018) identified strong links between increases in violence and the exploitation of children and vulnerable adults by criminal drug dealers operating county lines. The inspection concentrated on the police but also included the National Crime Agency.
4. Inspectors from HMICFRS analysed documents and data provided by police forces, the national county lines co-ordination centre, the National Crime Agency and the Home Office. They also visited and interviewed staff at the co-ordination centre, three police-led multi-agency regional organised crime units and ten police forces. Leicestershire Police was not visited as part of this inspection.
5. Of the ten recommendations contained within the report four were directed at the Home Office, two to the College of Policing, two to the National Crime Agency, one for the Department of Education and one for the National County Lines Co-ordination Centre.
6. Leicestershire Police are not mentioned within the inspection report.

Force Position

7. Leicestershire Police recognises County Lines as a form of Serious Organised Crime which is a strategic priority area. The exploitation of vulnerable people, child or adult, alongside the use of weapons and drugs supply makes it a theme that impacts across multiple areas of the force such as investigations, safeguarding, neighbourhoods and intelligence.
8. The PCC holds the force to account for the matters relating to County Lines through the Strategic Assurance Board, attendance at Force Performance Meetings and by being briefed on specific operational matters.
9. The PCC recognises that County Lines, like other forms of Serious Organised Crime, requires a whole system approach across partnerships to effectively protect those at risk, relentlessly pursue those responsible and identify signs of its presence within communities to build resilience against it.
10. The PCC achieves this approach through the Strategic Partnership Board and its associated subgroups such as Vulnerability Executive Board, Strategic Offender Management MAPPA Board and Prevention Board. These focus on different aspects such as Child Criminal Exploitation, Drugs Intervention and high risk locations and individuals.
11. The outcomes of some of the activity can be seen through the partnership campaign #knowthesigns which seeks public support in reporting County Lines and Modern Slavery launched in 2019.
12. The force has developed its response to County Lines over a number of years as it was recognised as early as a growing threat area for Leicestershire Police and was one of the areas of focus for the Serious Harm Reduction Unit.
13. The national assessment details some key areas of development linked to the report are set out in the following three areas;
 - Police Intelligence, Prioritisation and Response
 - Joint Working with other public services
 - Powers and Legislation

Police Intelligence, Prioritisation and Response

14. Leicestershire Police are fully compliant with the national reporting requirements for County Lines and have engaged directly and visited the National County Lines Coordination Centre to ensure there is a clear line of communication and knowledge sharing.
15. The consistent identification of county lines entering and leaving Leicestershire are managed alongside the Organised Crime processes to ensure the same level of scrutiny and resources are available to tackle the threats and ensure vulnerability identification is made in every case.
16. Leicestershire Police supports and engages with the National weeks of intensification which has included dedicating significant operational resources in understanding the true level of threat and harm from county lines. An example that the PCC was briefed on was Operation Lionheart in April 2019 which was a large scale policing operation by the force targeting this area of criminality using local and regional assets.

This resulted in:

- 107 persons convicted
- 168 years from all sentencing
- Weapons and a firearm recovered
- 145 Search Warrants completed
- 47 Safeguarding referrals
- 10 Modern Slavery Referrals

17. The force is continuing to work with local authorities, safeguarding partners and substance misuse partners in maximising the outcome of the operation and ensuring the learning is applied to recognise the signs of County Lines as early as possible to allow for intervention.

Joint Working with other public services

18. The identification and recognition of the early signs of exploitation across Leicester, Leicestershire and Rutland can be seen through the clear increase in safeguarding referrals that identify Child Criminal Exploitation linked to county lines and organised crime.
19. This is evidenced by the increasing number of joint agency strategy meetings for these young people. This is a significant step change and marks excellent progress across joint activity in this area.
20. The PCC has also funded a Strategic Lead for Child Criminal Exploitation to work across all partners to design operational responses and co-ordination of delivery of this and awareness across the whole force area.
21. This is being further developed by the Vulnerabilities Executive Board to ensure consistent recognition across agencies and design effective interventions. The progress of this partnership board updates the SPB as already outlined.
22. The force and partners, have recognised the threats to children not attending school so targeted activity has taken place at Pupil Referral Units and the wider education system through packages delivered raising awareness of County Lines to pupils and staff alike lead by the Serious Harm Reduction Unit.

Powers and Legislation

23. Leicestershire Police are actively seeking the use of Modern Slavery legislation in tackling all forms of Child Criminal Exploitation including County Lines. Awareness of its application and the defences available have been rigorously reviewed with learning from our operational experiences with enforcement.
24. The force is also increasing its investigative capacity in the area of exploitation and bring the teams together with the Modern Slavery and Child Sexual Exploitation team to ensure all expertise is one location and sharing expertise across each type.
25. The force has successfully managed a number of modern slavery defences presented as part of the investigations allowing the correct people to be safeguarded and those responsible prosecuted.

Implications

Financial: None

Legal: None

Equality – Impact Assessment: None

Risk and Impact: None

Link to Police and Crime Plan: Drug offending is included in the Police and Crime Plan

List of Appendices

Appendix 1 – HMICFRS Inspection report – ‘Both sides of the Coin’.

Background Papers

Appendix 1 – HMICFRS Inspection report – ‘Both sides of the Coin’.

Persons to Contact

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Both sides of the coin

The police and National Crime Agency's response to vulnerable people in 'county lines' drug offending

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Foreword

Where there is demand for illegal drugs, criminals will find ways to satisfy it.

Rather than take risks themselves, they callously exploit children and vulnerable adults, getting them to travel across police force and regional borders to distribute drugs and collect the proceeds.

Contact between dealer and user relies heavily on mobile phones. Dealers often use a dedicated phone number publicised to users.

This is 'county lines' offending. It presents major problems for the police. Criminals often use violence to enforce debts and protect territory.

It causes significant harm to local communities, including knife crime. And there are clear links between county lines and other crimes, including modern slavery and human trafficking.

Understandably, police forces are under pressure to prioritise activity to tackle crimes in their own area, rather than those happening many miles away. So, the criminals controlling the lines are unlikely to be caught by local enforcement action: they simply aren't there to be caught.

To tackle county lines effectively, each police force must work well across force borders. Policing must work, with the National Crime Agency, as a single system – locally, regionally and nationally – to both understand and respond to the threat. The police also need to work together with other agencies to safeguard vulnerable people, to increase awareness within partner organisations, and to help build resilient communities. Police leaders need to ensure that their staff make good use of the legislative tools available to disrupt and deter this criminality, and to protect people vulnerable to exploitation.

When doing all this, the police must strike a careful balance between safeguarding victims, disrupting criminal operations and prosecuting offenders. This is about recognising that the children and vulnerable adults involved in county lines offending can be victims as well as offenders.

If the police see both sides of the coin, they will reduce both the county lines networks' ability to exploit vulnerable people and the harm those criminals cause.

Summary

Serious violence and drug abuse are major problems in England and Wales.

In its *Serious Violence Strategy*, published in April 2018, the Government identified strong links between increases in violence and the exploitation of children and vulnerable adults by criminal drug dealers operating ‘county lines’.

The strategy included a commitment that Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services would carry out an inspection.

Policing county lines drug offending involves three main components as follows:

- The 43 territorial police forces in England and Wales. Each is responsible for policing a **local** area (usually a county, several counties or a metropolitan area).
- A network of police-led **regional** organised crime units. These provide specialist policing capabilities to help the forces in their region tackle organised crime.
- The National Crime Agency. This operates on a **national** (and international) basis, providing further specialist capabilities to support regional organised crime units and individual forces. Also, the National Crime Agency hosts the national county lines co-ordination centre (also referred to in this report as ‘the centre’), which it operates jointly with the police.

For this inspection, we analysed documents and data. We visited the national county lines co-ordination centre, three regional organised crime units and ten police forces. We visited British Transport Police (which polices the rail network across Great Britain) because rail travel is a common feature of county lines offending. We interviewed relevant staff in each location. We also consulted representatives from other bodies.

Police intelligence, prioritisation and response

The intelligence picture is improving

Through forces’ and the National Crime Agency’s efforts to support the national county lines co-ordination centre, the national intelligence picture of county lines offending has been made much clearer. Most forces have significantly improved their understanding of the scale of offending in their area.

Current analysis suggests that there are more than 2,000 individual ‘deal line’ numbers (mobile phone numbers circulated to users to purchase controlled drugs) in the UK, linked to approximately 1,000 county lines. London, Birmingham and Liverpool are the main exporting areas.

But there are shortcomings in the intelligence processes. Forces don't understand enough about county lines criminality to tackle it as effectively as possible. Some of the guidance on how to submit intelligence needs revising.

Forces inconsistently identify vulnerable people

The way forces identify how some people involved in county lines are vulnerable to exploitation is improving, but inconsistent.

Forces don't prioritise attention on county lines

We also found that, compared with other serious offences, forces don't tend to prioritise attention on county lines. In fact, most regional drug investigations aren't into county lines.

We concluded that the regional tasking and co-ordination arrangements (through which the regional organised crime units' priorities are set and resources allocated) aren't always effective.

We believe there is a case for more active regional co-ordination of the police response, involving the recently established team of regional co-ordinators.

Intensification weeks are worthwhile

Since October 2018, a series of 'intensification weeks' has been held. During these weeks, co-ordinated law enforcement action is taken by police forces against county lines offenders. These are worthwhile events but should be more focused on those controlling multiple lines.

Forces could work together more efficiently

We have reported before on the need for a single law enforcement system. In this inspection, we concluded that police forces are working together, but could do so more efficiently.

In policing, the challenges of responding to county lines offending are symptoms of a bigger problem created by the 43-force structure in England and Wales. This structure acts as a barrier to personnel being deployed efficiently, co-ordinating efforts, or to forces sharing intelligence over police borders.

The National Crime Agency already has legal powers to direct policing activity. It is making good use of them for county lines purposes. However, the national tasking arrangements (through which the National Crime Agency exercises those powers) are not sufficiently well developed to enable an efficient, effective single law enforcement system. A more coherent and integrated system of national tasking is required.

Joint working with other public services

Joint working is effective but doesn't always happen

We found widespread recognition of the value of joint working. When done well, joint working involves the police and others recognising the risks and early warning signs of exploitation. They then work together to put in place measures to safeguard vulnerable people.

But they don't always work like this – and demand for services is often greater than supply.

Funding for, and availability of, support services varies hugely from area to area. Also, there are often problems when forces arrest vulnerable people outside their local area.

Children can be at risk both in and out of school

We heard how children excluded from school face heightened risk of exploitation, and how those at school can be at risk too. There were similar concerns about children who go missing from home, albeit with some good examples of joint working to minimise the risks.

Support drops when people reach 18

When vulnerable people reach 18, support available to them drops. Interviewees described a “cliff edge” that is leading to a “lost generation”.

Joint working is improving in some areas

In some ways, joint work to protect vulnerable people involved in county lines is improving. We found examples of the police working well with rail and road transport bodies, landlords and accommodation providers. But there is room for improvement.

Information needs to be shared

Barriers to sharing information undermine effective partnership working. For example, local authorities don't always tell the police when they move ‘at risk’ children into their areas. They could arrange better safeguarding if they did. Many reports recommend sharing information more effectively. These often follow deaths, serious injuries or public service failings. The many barriers to the lawful exchange of information for law enforcement purposes need to be addressed.

Different definitions cause problems

Another problem is the lack of a statutory definition of child criminal exploitation. This can lead to public services making different decisions about the levels of risk surrounding an exploited child, or how much support the child needs.

Powers and legislation

Police need to use powers well

The police have a wide range of legal powers to tackle drug dealing and other crime. They need to use them well. We were asked to explore two areas: use of drug dealing telecommunications restriction orders and modern slavery legislation against county lines networks.

Police aren't using telecommunications restriction orders

Drug dealing telecommunications restriction orders were introduced to help prevent mobile phones and numbers being used for drug dealing. We found little support for their use, principally because drug dealers obtain replacement phones and numbers quickly and anonymously. Interviewees often suggested that people should have to register personal details when buying a mobile phone or replacement SIM card. The present arrangements that enable criminality by allowing the anonymous acquisition of phones and numbers, should be re-examined. In the interim, the National Crime Agency's proposal for a dedicated team to co-ordinate the use of drug dealing telecommunications restriction orders should be implemented.

Modern slavery offences are effective

Forces should pursue modern slavery offences whenever possible in county lines cases, because they better reflect how vulnerable people are being exploited. We found examples of successful prosecutions of county lines leaders for these offences.

A statutory defence may increase the risk of exploitation

There is a statutory defence for victims of slavery and exploitation who commit offences on behalf of their abusers, such as county lines drug dealing. But there are signs that this defence may increase the risk of exploitation: some offenders coach their recruits to say they have been trafficked if they are arrested. Also, police and prosecutors reported practical difficulties disproving the defence, even when it is false.

Police can use bail conditions well

We found evidence of good practice in relation to another police power: bail conditions. By making effective use of their powers to impose bail conditions on vulnerable suspects when released from police custody, some forces were safeguarding people vulnerable to exploitation by criminals.

Recommendations

1. By 30 June 2020, the head of the national county lines co-ordination centre should issue revised guidance to forces on how to complete the county lines intelligence collection matrix.
2. By 31 December 2020, the College of Policing, in consultation with the relevant National Police Chiefs' Council leads, should develop and publish its evidence-based guidelines addressing risk assessments for vulnerable people. The College should also work with the relevant leads to develop an implementation plan so that risk assessment practice is improved across all forces.
3. By 31 December 2020, the Director General of the National Crime Agency, in consultation with the relevant National Police Chiefs' Council leads, should develop a more coherent and integrated system of national tasking. This new system should secure improvements in governance, accountability and performance management.
4. By 31 December 2020, the Home Office should carry out a review of the quality and extent of information sharing by public bodies for law enforcement purposes. The review should clarify the legal position and identify opportunities to address the cultural, systemic, procedural, operational and technological barriers that interfere with the efficient, effective exchange of information for law enforcement purposes.
5. By 31 December 2020, the Home Office, in consultation with other relevant government departments, should secure that the definition of child criminal exploitation in the Serious Violence Strategy (or an amended version of the definition) is placed on a statutory footing.
6. By 30 June 2020, the College of Policing should amend the "release from custody" subsection of the authorised professional practice on detention and custody to include consideration of the risks of exploitation faced by vulnerable detainees after their release from custody.
7. By 31 December 2020, the Department for Education should establish formal arrangements for relevant police forces to be notified when local authorities move children at high risk of criminal exploitation from area to area.
8. By 30 June 2020, the Director General of the National Crime Agency should create a dedicated, central team to co-ordinate the use of drug dealing telecommunications restriction orders.
9. By 31 December 2020, the Home Office should commission a review of the criminal abuse of mobile telecommunications services. The review should explore whether the regulatory environment within which the mobile telecommunications industry operates (particularly in relation to anonymous access to devices and services) is in need of strengthening in order to reduce the criminal abuse of mobile telecommunications services.
10. By 31 December 2020, the Home Office should commission a detailed review of cases involving the defence under section 45(1) of the Modern Slavery Act 2015. The review should establish whether there is sufficient justification to amend the law.

1. About the inspection

Background

The Government's *Serious Violence Strategy* (2018) identified strong links between increases in violence and the exploitation of children and vulnerable adults by criminal drug dealers operating county lines.

It defines county lines as:

“... a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas [within the UK], using dedicated mobile phone lines or other form of ‘deal line’. They are likely to exploit children and vulnerable adults to move [and store] the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons.”

Generally, “importing areas” are smaller towns, villages and rural areas. They are often supplied with drugs from larger towns and cities – the “exporting areas”.

Our terms of reference

The *Serious Violence Strategy* included a commitment that Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services would carry out a thematic inspection of police forces' ability to identify, respond to and disrupt county lines-related criminality and abuse.

The scope of this inspection

The police and National Crime Agency use many tactics to find unlawful drugs and bring to justice those who import, distribute and consume them.

We were asked to concentrate on how the police and National Crime Agency identify and treat children and other vulnerable people involved in county lines offending. Because of this, we did not inspect all aspects of the police and National Crime Agency's efforts to tackle unlawful drug supply.

We included the National Crime Agency in this inspection because it plays an important role, working with police forces to tackle county lines offending. The National Crime Agency and the National Police Chiefs' Council have established the national county lines co-ordination centre.¹

¹ The co-ordination centre's establishment was a feature of the action plan that forms part of the *Serious Violence Strategy*.

Methodology

We analysed documents and data that police forces, the national county lines co-ordination centre, the National Crime Agency and the Home Office provided to us. We visited and interviewed staff at the co-ordination centre, three police-led multi-agency [regional organised crime units](#) and ten police forces.

We also consulted representatives from bodies that work with the police to tackle county lines offending, such as local authorities. You can find a detailed description of the methodology in Annex A.

2. Police intelligence, prioritisation and response

What we inspected

For the police to deal effectively with county lines drug offending, they need high-quality intelligence.

We examined how police forces share intelligence to answer questions such as:

- Who are the suspected offenders?
- Where do they get the drugs from?
- Where and to whom do they sell them?
- How do they sell them?
- How do they exploit vulnerable people?

We explored the role of the national county lines co-ordination centre and the effectiveness of its intelligence collection process.

We were looking for evidence that the police and National Crime Agency are collecting and analysing intelligence in an effective, systematic way. In particular, we explored the systems they use to assess the vulnerability of people involved in county lines offending, including the use of 'vulnerability assessment trackers' (see page 14).

Like all public services, the police have limited resources to meet the demands made of them. They must prioritise accordingly, sometimes making difficult decisions about where and when to allocate resources to tackle crime. So, we explored how county lines networks are prioritised for law enforcement action, compared with other forms of serious and organised crime. We were looking for evidence that the most problematic networks were being prioritised effectively. We assessed police intelligence on their activities, how much harm they caused and the police's other priorities.

This wasn't an inspection into the full range of police and National Crime Agency activities against drug dealing. Many of those activities are routine and happen throughout the year.

Since October 2018, there has been a series of intensification weeks, during which co-ordinated law enforcement action is taken against county lines offenders. We assessed the purpose and impact of these weeks.

Leadership

The Government's [Serious and Organised Crime Strategy](#) (2018) provided a framework for tackling organised crime, using four themes: "Pursue, Prepare, Protect and Prevent", also known as 'the 4Ps'. The police and National Crime Agency often use this framework to tackle county lines offending.

Leadership for tackling county lines offending is provided by the National Crime Agency Director of Investigations and the National Police Chiefs' Council lead for tackling gangs and knife crime.

The National Crime Agency has the statutory responsibility to lead the overall law enforcement response to serious and organised crime, as part of a 'whole-system' approach involving other parts of government.

The national county lines co-ordination centre is up and running

The national county lines co-ordination centre was launched in September 2018. It is staffed with approximately 40 personnel from police forces, regional organised crime units and the National Crime Agency. We were informed that approximately 75 percent of the co-ordination centre's personnel come from the police.

The co-ordination centre carries out a range of valuable functions, including:

- visiting police forces to offer a range of assessments and support in relation to all aspects of county lines, including working with partner organisations;
- providing a bespoke interactive training package on county lines, used by police and partner organisations; and
- encouraging closer working between the police and other public services.

A large part of the centre's role is to collect, analyse and disseminate intelligence.

We found that the co-ordination centre performs a useful role in helping to identify people who come to notice in more than one police force. This is particularly important when multiple police forces take action (sometimes involving covert policing) against the same suspects. In law enforcement, the process of identifying these cases so that law enforcement can be co-ordinated is called 'deconfliction'.

County lines intelligence collection matrix

Monthly, all UK police forces are expected to compile a spreadsheet called the 'county lines intelligence collection matrix' (also referred to in this report as 'the matrix'). This contains information on county lines-related drug dealing in their force area.

Police send their spreadsheets to the relevant regional organised crime unit, where analysts check accuracy and add extra information, drawing on intelligence sources. Staff then combine them to create a set of regional spreadsheets, which they send to the national county lines co-ordination centre. The centre collates the regional spreadsheets and does further valuable research, again drawing on other sources of intelligence.

This is a laborious, but necessary, manual process. Partly, this is because the police don't have a sufficiently integrated and automated system for managing intelligence on cross-border criminal activities. We have commented extensively on this before.² We consider it a serious weakness in the police service.

The scale of county lines offending

We found that, with the help of the matrix, forces' understanding of the scale of county lines offending and the identities of those involved has improved. The [national county lines co-ordination centre's latest analysis](#) suggests that there are more than 2,000 individual deal line numbers in the UK, linked to approximately 1,000 'branded' county lines. The analysis suggests that London, Birmingham and Liverpool are the main exporting areas, with other county lines originating from a further 23 forces.

Before the co-ordination centre became operational, the National Crime Agency's analysis (which relied on less detailed information from forces) suggested significantly fewer county lines.³

Force concerns about the matrix's value

The matrix has helped improve the police's understanding of county lines offending. However, our inspection revealed that some forces had concerns about the value of the matrix. They:

- told us that, with their limited analytical capacity, they were reluctant to prioritise submissions to the matrix; some interviewees described analytical capacity in their forces as "scarce";
- considered their local response to county lines offending to be effective already, so they saw extra analysis or intelligence from regional organised crime units and the national county lines co-ordination centre as unnecessary; and
- argued that the co-ordination centre didn't provide any information they weren't already aware of.

These concerns may have made some forces slow to fully commit to completing the county lines intelligence collection matrix. Although the matrix process was introduced in April 2018, it wasn't running smoothly until November 2018.

In our view, the value of the co-ordination centre's analysis is limited, not just by the general state of police computer technology but also by the range and quality of the information supplied through the matrix. In this respect, we found another problem, discussed below.

² See, for example, our comments on the need for reform of national, regional and local arrangements in: [State of Policing: The Annual Assessment of Policing in England and Wales 2018](#), Her Majesty's Chief Inspector of Constabulary, 2019, page 38.

³ In 2017, the National Crime Agency's conservative estimate was that there were at least 720 county lines in England and Wales. See: [County Lines Violence Exploitation & Drug Supply 2017 National Briefing Report](#), National Crime Agency, 2017, page 9, paragraph 3.4.

Police inconsistently understand and apply existing guidance for submitting intelligence through the matrix

We found that, when deciding what to include in their submission, forces had different interpretations of the National Crime Agency's guidance. This led to differences from force to force over:

- whether to report all suspected drug dealing or just that which the force suspected to be county lines-related and involving exploitation;
- whether to include in their submission only those county lines that the force was actively investigating (usually involving covert policing tactics), or to include other county lines that it was passively collecting intelligence about from time to time;⁴ and
- the weight of intelligence needed before reporting suspicions of a county line.

We asked to see the guidance given to forces by the co-ordination centre. In most respects, we found it clear and detailed, but it didn't deal adequately with the points above. We concluded that the guidance needs to be revised.

Recommendation

By 30 June 2020, the head of the national county lines co-ordination centre should issue revised guidance to forces on how to complete the county lines intelligence collection matrix.

The existing methodology doesn't identify the most serious offenders

Individuals are listed by the number of times they come to police attention. Those supplying drugs direct to end users are more likely to come to police attention than those who set up a county line and manage the supply chain.

So, based on this, 'street-level' dealers are likely to be prioritised above the 'controlling minds' – some of whom organise multiple county lines.

The matrix may help police forces identify street-level dealers against whom they can prioritise straightforward safeguarding and enforcement action – so scoring 'quick wins'. But action at this level doesn't achieve long-term disruptions and may create further exploitation. People controlling the lines can often simply replace those arrested with other vulnerable people.

The fact that the matrix doesn't allow police to easily identify criminals who control multiple county lines limits their response. The police and National Crime Agency's ability to get 'upstream' (catching the criminals who control county lines networks) is crucial to tackling county lines offending. Targeting these criminals will reduce exploitation and violence.

⁴ In this context, active investigation means the deployment of personnel and/or other resources against a county line. Usually, this is after the county line has been selected as a priority for investigation through the force's tasking and co-ordination process.

The planned transfer to the police national database is a welcome step

We were encouraged to learn that police are making arrangements to transfer information from the county lines intelligence collection matrix to the police national database during 2020.

This database is designed to contain a substantial amount of criminal intelligence from police forces around the UK, which forces can then search. We have reported on problems with this database before.⁵ However, the transfer should give the matrix stronger foundations⁶ and make it easier for forces to access, analyse and act on the information it holds.

The police national database can automate some of the time-consuming functions associated with criminal intelligence analysis. This should improve how efficiently forces and the National Crime Agency can identify criminals controlling multiple county lines.

National data exploitation capability: a longer-term development

There is a more promising development on the horizon too. [With additional funding, the National Crime Agency is investing in a new 'national data exploitation capability'](#). Its intention is to transform the way UK law enforcement bodies use data for criminal intelligence purposes. When the new capability is operational, there is likely to be significant value in connecting the county lines intelligence collection to it. This should enable more sophisticated ways of identifying the most serious offenders, and the individuals and communities most at risk.

For now, some forces should make better use of intelligence reports and act on recommendations

The national county lines co-ordination centre produces intelligence reports for forces, based on the matrix. These reports provide valuable intelligence about how county lines operate across force and regional areas.

The reports include recommendations. But we found forces weren't always making good use of this intelligence or acting on the recommendations.

Identifying vulnerability and protecting vulnerable people

Protecting vulnerable people should be a top priority for all forces. People may be vulnerable because of their age, disability, because they have been subjected to repeated offences, or are at high risk of abuse, including exploitation by county lines offenders.

⁵ In 2017, we reported that several police forces did not routinely supply the police national database with all the intelligence that the system is designed to handle. In 2019, this was still the case. It reduces the database's value as an investigative tool, particularly in instances where suspects come to police attention in more than one force area. See: [State of Policing: The Annual Assessment of Policing in England and Wales 2016](#), Her Majesty's Chief Inspector of Constabulary, 2017, page 32.

⁶ We were also concerned about the matrix's stability and capacity, and how data quality could be assured.

Failing to protect vulnerable people is likely to expose those with the most needs to the greatest risk of harm. It can also quickly undermine a force's reputation and dent the public's confidence in its ability to provide its services fairly and professionally.

[We have reported before that forces are generally getting better at identifying vulnerability.](#) In this inspection, the ten forces we visited all recognised that, when they encounter people they suspect of county lines offending, they need to identify each person's vulnerability and consequent risk of exploitation. This is so they can take any necessary safeguarding action. But forces do this in slightly different ways. Among the ten forces that we visited, five were using some form of vulnerability assessment tracker, with a further four forces developing one.

Vulnerability assessment trackers

Vulnerability assessment trackers give forces a way to calculate people's level of vulnerability to help inform the enforcement response. Those we examined contained different levels of detailed information on each person. This included their links to criminal investigations and other relevant information. Forces recorded this information on a spreadsheet and weighted it in different ways to calculate a risk score for each person.

Forces didn't use a single, consistent vulnerability assessment tracker. Most were derived from one of two spreadsheets first produced by the Metropolitan Police Service and Hampshire Police. These two forces deserve credit for their work.

Generally, we were pleased to see forces using these processes and taking subsequent action to reduce the risks. British Transport Police's commitment to assessing the vulnerability of railway users stood out – with a dedicated team of analysts and an associated case-tracking system.

There is a risk of creating a county lines organisational silo

Some of the trackers we were shown were called "county lines vulnerability trackers". Many interviewees were clear that, while it was important to identify vulnerabilities, it should be done as part of a wider process without creating a silo (an isolated process).

We agree. In our view, it would be better to track all the various ways in which people can be vulnerable in a comprehensive process rather than considering county lines vulnerability separately. This is because people can be vulnerable in many ways simultaneously (for example, a child in care may also have mental health problems) and can face many forms of exploitation and abuse – physical, emotional, financial or sexual.

The police have established ways to assess the risk of harm, such as multi-agency safeguarding hubs ([MASHs](#)) and associated risk assessment conferences. There is a danger of duplicating these arrangements when forces create vulnerability identification and risk assessment processes exclusively for county lines. This concern was shared by the practitioners we interviewed.

We support using vulnerability assessment trackers, but not just for county lines. We concluded that more comprehensive, evidence-based guidance is needed, in the interests of:

- securing a more consistent approach to identifying vulnerability and assessing risks whatever they look like; and
- ensuring that relevant data can be more readily and efficiently shared between the police and other public services.

Recommendation

By 31 December 2020, the College of Policing, in consultation with the relevant National Police Chiefs' Council leads, should develop and publish its evidence-based guidelines addressing risk assessments for vulnerable people. The College should also work with the relevant leads to develop an implementation plan so that risk assessment practice is improved across all forces.

The prioritisation process for serious and organised crime investigations

Against other forms of serious offending, county lines networks tend not to be prioritised for police attention

The police and National Crime Agency use a system called 'organised crime group mapping'. This helps identify organised crime groups, assess the seriousness of their criminality and decide which to prioritise for investigation.

For prioritisation purposes, each group is given a score and categorised. These categories reflect the range and severity of crime a group is involved in, together with their capability and sophistication.

This mapping system determines much of the work of the National Crime Agency, regional organised crime units and individual forces' serious organised crime teams. (Generally, larger police forces maintain such teams.)

We found that forces don't always map county lines drugs networks. In some instances, forces use a separate risk assessment process called 'management of risk in law enforcement' ([MoRiLE](#)) when deciding how to respond to county lines and other forms of offending.

Also, in comparison with groups carrying out other types of organised crime, county lines drugs networks tend to attract lower scores if they are mapped.

There are several reasons for this:

- Organised crime groups upstream of the county lines networks tend to handle greater quantities of drugs, so will usually attract a higher score.
- Because of their wider impact on criminality, groups trafficking firearms will tend to attract a higher score.

- Groups carrying out offences such as organised child sexual abuse (which can harm children's wellbeing for life) and commercial robbery (where victims often face extreme violence and trauma) tend to attract higher scores.

In our view, these reasons are compelling. Because county lines drugs networks tend to get relatively low scores (if they are mapped at all) police and National Crime Agency resources are likely to be deployed elsewhere. Given the scale of organised crime affecting the UK, this is understandable.⁷

However, the mapping process does not include an assessment of the extent to which criminals exploit vulnerable people. Because of this, and its cross-border nature, county lines offending creates a difficult balancing act for chief constables when prioritising serious and organised crime. Organised crime group mapping would be more helpful if it included a thorough assessment of how far organised crime groups exploit vulnerable people.

Cross-border crime requires a cross-border response

Across England and Wales (except London), [regional organised crime units provide a range of specialist policing capabilities](#) at a regional level. This helps forces tackle serious and organised crime effectively.

These capabilities include undercover policing, specialist surveillance and intelligence units for handling sensitive and covertly obtained intelligence.

Regional organised crime units investigate and disrupt organised crime groups operating across police force borders. They are also an important link between police forces and the National Crime Agency.

Many of these units' activities are not carried out in public. They conduct sensitive and sometimes covert operations. Yet their work plays a vital part in protecting the public from serious and organised crime.

Most regional investigations are not into county lines

We described earlier how police use organised crime group mapping to prioritise investigations. In each region, the constituent forces jointly operate a tasking and co-ordination process, through which the regional organised crime units' priorities are set and the units' performance is monitored.

The process usually involves a quarterly meeting of nominated chief officers and other personnel from each force. At the meeting, they review an intelligence assessment, decide on priorities and allocate resources.

While some of the regional organised crime units we visited were supporting individual police forces' county lines investigations, none led any such investigations. Often, any

⁷ At the end of June 2018, there were 4,452 mapped organised crime groups in the UK. See: [National Strategic Assessment of Serious and Organised Crime 2019](#), National Crime Agency, page 9.

drug-related covert investigations they were allocated targeted drug suppliers upstream of county lines networks.⁸

In one region, all the forces had nominated county lines drug supply as either their highest or second highest priority for regional support. But that didn't result in the regional organised crime unit leading any investigations into a county line.

We concluded that the regional tasking and co-ordination arrangements in that region weren't working effectively.

There is a case for co-ordinated regional activity targeted at county lines

In another region, we were told of a successful investigation into an upstream supplier. The unit targeted his operation by concentrating on his county lines supply chains. The unit's success highlights the impact regional-level operations can have on county lines.

We think there is scope for forces, working with their regional organised crime units, to use this approach more widely, particularly in regions where intelligence suggests that:

- a group is operating multiple county lines; or
- a county line begins and ends there.

Encouragingly, there is already a team of co-ordinators in place that could enable this approach.

Regional county lines co-ordinators

Each regional organised crime unit has appointed a county lines co-ordinator to manage county lines-related police activity across the constituent forces.⁹ These roles were created when the national county lines co-ordination centre was set up. Some of the regional co-ordinators we interviewed reported being unclear about what was expected of them, and having had little training.

We found this was improving. The national county lines co-ordination centre has provided continuing professional development events. Staff there also hold weekly conference calls with the regional co-ordinators to identify and exchange good practice and to organise activity.

Intensification weeks

These are worthwhile events, but should be more focused

Through its team of regional co-ordinators, the national county lines co-ordination centre manages law enforcement activity during dedicated weeks of action against county lines.

⁸ We were informed that, after our fieldwork ended, a small number of regional organised crime units began leading county lines investigations.

⁹ In London, there is no regional organised crime unit. However, the Metropolitan Police Service has appointed a regional county lines co-ordinator to work with the National Crime Agency and other police forces in London.

These weeks are designed to disrupt county lines networks and increase public awareness (including how to recognise exploitation). The intention is to hold four each year.¹⁰

We examined updates produced by the national county lines co-ordination centre following intensification weeks. These included the number of arrests, drug and weapon seizures, people safeguarded and the resources deployed.

The updates showed extensive police activity during these weeks, with some good results. For example, during one intensification week (13–20 May 2019), there were 586 arrests, £300,000 seized and 46 weapons recovered.

We concluded that these set piece events are worthwhile. However, based on feedback from interviewees, we believe there is scope for them to become more focused and sophisticated by:

- putting more emphasis on the most problematic county lines; and
- concentrating law enforcement activity in the force areas where those lines are most active.

A few interviewees suggested that intensification weeks may encourage forces to delay enforcement action until that week, so they could boost the reported results. It is important that, as an intensification week approaches, forces should not delay or restrict activity against county lines offenders, particularly when vulnerable people are involved.

A single law enforcement system

Police forces are working together but a single law enforcement system is needed

Forces covering areas where groups export drugs tend to be the bigger, metropolitan ones. These forces face challenges of their own but are usually better equipped to deal with county lines networks.

For example, bigger forces usually have greater access to specialist equipment and covert policing capabilities. For effective action against drug dealers, these methods are often needed – and often for extended periods.

But the impact of county lines offending is mainly felt in the importing areas. This includes crime to fund drug addiction, and antisocial behaviour, placing greater demands on health and social services. There is little incentive for forces policing exporting areas to prioritise their resources to tackle it.

However, we were pleased to find examples of bigger forces supporting smaller ones. In one example, a metropolitan force deployed officers to work in a neighbouring force area. While this type of co-operation is welcome, it often relies on goodwill. Even in this example, officers from the metropolitan force were expected to prioritise offences in their home force area over those in the neighbouring area.

¹⁰ The first intensification week was in October 2018. Subsequent intensification weeks were in January 2019, May 2019 and – after our inspection ended – October 2019.

Many forces with exporting areas could do more to support those with importing areas. While we don't expect it to become routine for bigger forces to deploy staff and resources to smaller forces, there are other options.

Where the controlling minds of a county lines network operate, people are vulnerable to exploitation. Forces with exporting areas should do more to uncover and tackle the latent demand (for example, human trafficking) linked with this exploitation, thereby better protecting victims and making it harder for county lines criminals to operate. This approach would benefit both exporting and importing forces by disrupting the flow of people and drugs.

County lines challenges are symptoms of a bigger problem

The challenges faced by police forces when they try to work together on county lines are symptoms of a bigger problem. This is the 43-force structure of policing in England and Wales, and whether it is fit for purpose in the 21st century. We and others have commented on this before.¹¹

In our view, the police service needs to function, with the National Crime Agency, as a single law enforcement system. Throughout this inspection, we found good examples of police forces working together, often through regional organised crime units. But those examples did not represent a sufficiently connected and consistent system. Much of what we found was, in effect, a 'workaround'. And matters such as long-term, sustainable funding for police forces, regional organised crime units and, in some respects, the National Crime Agency (for example, funding for the national county lines co-ordination centre) remain unresolved.¹²

Within the present structure's limits, policing county lines can still be more efficient and effective. The police and National Crime Agency's understanding of the problem continues to grow. So, it is foreseeable that the national county lines co-ordination centre will become increasingly well-placed to direct law enforcement activity against the most problematic county lines networks. This may sometimes mean 'tasking', not asking, forces to allocate resources against particular groups.

Improving the national tasking arrangements

The National Crime Agency already has legal powers to direct policing activity. It is making good use of them for county lines purposes. In October 2018, the Director General required forces to take law enforcement action against 21 county lines networks. This resulted in significant arrests and contributed to improvements in the completion of the county lines intelligence collection matrix. Consequently, it improved the police and National Crime Agency's understanding of the threat.

However, the national tasking arrangements (through which the National Crime Agency exercises its legal powers) are not sufficiently well developed to enable an

¹¹ See, for example: [State of Policing: The Annual Assessment of Policing in England and Wales 2018](#), Her Majesty's Chief Inspector of Constabulary, 2019, page 38.

¹² We have previously commented on weaknesses in funding arrangements. See: [State of Policing: The Annual Assessment of Policing in England and Wales 2018](#), Her Majesty's Chief Inspector of Constabulary, 2019, pages 25 and 26. See also: [Regional Organised Crime Units: A review of capability and effectiveness](#), HMIC, 2015, page 25 and recommendation 7.

efficient, effective single law enforcement system. In [our previous inspection of these arrangements](#), we found various weaknesses. These are being addressed, but more needs to be done.

If the police and National Crime Agency are to operate a single law enforcement system with the requisite levels of efficiency and effectiveness, a more coherent and integrated system of national tasking is required. Such a system would need to include certain characteristics, as follows:

- An element of control over the funding to tackle serious and organised crime.
- A more flexible, responsive tasking process, designed to improve levels of inter-agency co-ordination.
- A more robust governance and accountability mechanism, particularly concerning the resourcing of regional organised crime units, their prioritisation and the deployment of their assets.
- A stronger emphasis on performance management, designed to maximise the impact of law enforcement activity.
- The specification and use of jointly agreed outcome measures, designed to enable and support these characteristics.

Recommendation

By 31 December 2020, the Director General of the National Crime Agency, in consultation with the relevant National Police Chiefs' Council leads, should develop a more coherent and integrated system of national tasking. This new system should secure improvements in governance, accountability and performance management.

After our inspection ended, the Government announced a comprehensive [review of the police and National Crime Agency's approach to tackling serious and organised crime](#).¹³ This review and our inspection findings should inform the development of a revised national approach to tasking and co-ordinating the law enforcement system.

¹³ The review, led by former Deputy Commissioner of the Metropolitan Police, Sir Craig Mackey QPM, will consider the powers, capabilities, governance and funding required to tackle today's threats across law enforcement and the justice system in England and Wales – including the National Crime Agency, local police forces and regional organised crime units.

3. Joint working with other public services

What we inspected

It is essential that police work well with other professionals to protect and support vulnerable people. We inspect the police but not the other agencies with which they work.¹⁴ So, for this part of the inspection, we asked police officers for their views on the contribution of other agencies in tackling county lines cases. We also sought the views of other interested parties.

We were looking for evidence of professionals in all agencies working together to identify and respond quickly to signs of county lines offending and exploitation. They need to provide relevant services and support where and when appropriate.

There also needs to be a joint effort to raise awareness with children, parents and the wider community, encouraging them to recognise and report signs of exploitation.

Professionals from other agencies often have contact with county lines victims before the police become involved. They need to ask the right questions to recognise the signs of exploitation. Systems for collating and sharing intelligence and information between the police and other agencies are crucial to preventing exploitation efficiently and effectively.

Joint work to protect those vulnerable to county lines exploitation is improving

We found good examples of police and other agencies working together to protect those vulnerable to county lines exploitation.

One police force had expanded the scope of its multi-agency safeguarding and risk assessment arrangements. With partner organisations, it often used these for domestic abuse and child sexual exploitation cases, and expanded them to include vulnerable children and adults associated with county lines offending. The adults were often drug addicts or sex workers whose homes the county lines network took control of for drug dealing, against the occupants' will. This is known as '[cuckooing](#)'. There is scope for other forces to adopt a similar co-ordinated approach.

There were good examples of joint work with local authorities. In at least one force area, local authority tenants dealing drugs from their homes received a notice from their landlord warning them that this would not be tolerated. This is called a 'notice of

¹⁴ Police forces work closely with a wide range of public services – for example, local authorities; social care providers; probation and community rehabilitation services; youth offending teams; healthcare providers; education; housing; and transport providers.

proceedings for possession'. These notices are issued under section 8 of the Housing Act 1988. The police and local authority sought to differentiate between tenants who were 'cuckooed' and those who were willingly complicit.

Some tenants put these notices in their windows as a sign that the police were aware of the criminal activity and had the property under surveillance. This may have deterred further exploitation.

In another force area, following a series of police raids on flats used for drug dealing, the local authority cleaned them up and converted one into a drop-in centre for vulnerable people.

Set against these and other good examples, we also found many problems. These included barriers to sharing information and involving other agencies when and where they were needed.

Problems with joint working

Barriers to information sharing undermine effective partnership working

Interviewees reported major barriers to police and other agencies exchanging information efficiently and effectively. These included:

- legal requirements to keep personal data secure, and the ways in which different bodies (and sometimes people) may interpret those requirements;¹⁵
- disconnected and often incompatible computer systems;
- insufficient digital storage space;
- difficulties in enabling secure access to information systems and premises; and
- a frequent requirement for interactions with multiple bodies (particularly in instances where police forces and other agencies don't cover the same area).

Many previous reports have recommended sharing information more effectively. These often follow deaths, serious injuries or public service failings.

Our findings in this inspection should serve as a further warning that the police and other agencies still don't exchange information as well as they should. The many barriers to the exchange of information for law enforcement purposes need to be addressed.

¹⁵ The principal requirements interviewees cited were those in the Data Protection Act 2018, which gives effect to the European Union General Data Protection Regulation 2016/679 ("the GDPR"). In this inspection, the National Crime Agency reported having to draft and obtain signatures to a memorandum of understanding with each police force before it could disseminate intelligence to them in compliance with the GDPR. Legal advice we obtained on the subject was not definitive.

Recommendation

By 31 December 2020, the Home Office should carry out a review of the quality and extent of information sharing by public bodies for law enforcement purposes. The review should clarify the legal position and identify opportunities to address the cultural, systemic, procedural, operational and technological barriers that interfere with the efficient, effective exchange of information for law enforcement purposes.

Difficulties frequently arise when vulnerable people are arrested away from their home area

We found that police officers are often the first professionals to identify that a vulnerable person is a victim of county lines offending. This usually happens when police arrest children moving drugs or money, or when they find drug dealers occupying vulnerable adults' homes to store or deal drugs.

Forces can experience problems when vulnerable people are arrested away from their home area, which often happens. The police force covering the area where the offence happens will generally be responsible for the investigation, no matter where the offender lives. But other public services generally work differently. For them, the responsible organisation is usually the one covering the area where the offender lives.

This means that, when they are released from police custody, children and other vulnerable people often don't have ready access to the support services they may need. We heard evidence of:

- children being put on trains for long and unsupervised journeys home after their release;
- officers handing children over to colleagues from another force at county borders;
- emergency duty teams¹⁶ from different counties disagreeing about who has responsibility for safeguarding vulnerable people after their release; and
- serious delays (of several weeks) in processing information passed from one public service to another.

In London, the Mayor's Office for Policing and Crime has allocated £3m this year to recover and support 'looked after' children¹⁷ who are arrested in other areas.

In particular, British Transport Police found this service valuable when dealing with vulnerable children from London whom they found on the rail network in other parts of Great Britain. But, understandably, this valuable service only applies to children who live in London, not those from elsewhere who are arrested in London.

¹⁶ Emergency duty teams are teams of social workers that provide emergency and/or out-of-hours services, usually to vulnerable adults and children. Many local authorities provide such teams.

¹⁷ 'Looked after' children are children in the care of a local authority. They usually live in children's homes, or with foster parents or other family members.

Other bodies have also commented on the problems inherent in county or borough-based child protection arrangements and how they are not fit to tackle cross-border concerns such as county lines.¹⁸

The lack of a statutory definition of child criminal exploitation is problematic

We believe that the lack of a single, commonly applied definition of child criminal exploitation is part of the problem. There is a useful definition in the *Serious Violence Strategy*, but it is not a statutory definition.¹⁹

This means that the police and other public services can make different decisions about the levels of risk surrounding an exploited child, or the amount of support they need. This often leaves one body more committed than another to working with the child. A recent [report by The Children's Society](#) also raised this problem. It needs to be rectified.

Recommendation

By 31 December 2020, the Home Office, in consultation with other relevant government departments, should secure that the definition of child criminal exploitation in the *Serious Violence Strategy* (or an amended version of the definition) is placed on a statutory footing.

Being arrested can make exploited people more vulnerable

Interviewees reported how, in some circumstances, exploited people can be even more vulnerable after police intervention. For example, if the police seized drugs or cash, vulnerable people may find themselves in 'debt bondage'²⁰ after being released from custody. This is likely to lead them into further offending or expose them to the risk of violent retribution.

Every time police release a detainee, custody officers are expected to carry out a pre-release risk assessment. [There is guidance, called 'authorised professional practice', on how to carry out assessments.](#)

We found that, although the guidance included references to detainees' welfare, these references were brief and mainly covered the risk of suicide after release. There was no mention of other risks faced by exploited county lines offenders after their release. In our view, the authorised professional practice should be amended.

¹⁸ See, for example: [An inspection of youth offending services in Barking and Dagenham](#), Her Majesty's Inspectorate of Probation, 2018, page 19.

¹⁹ "Child Criminal Exploitation occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child or young person under the age of 18 into any criminal activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial or other advantage of the perpetrator or facilitator and/or (c) through violence or the threat of violence. The victim may have been criminally exploited even if the activity appears consensual. Child Criminal Exploitation does not always involve physical contact; it can also occur through the use of technology." [Serious Violence Strategy](#), HM Government, 2018.

²⁰ Drug traffickers will often expect to be reimbursed by the individual from whom the drugs or cash were seized.

Recommendation

By 30 June 2020, the College of Policing should amend the “release from custody” subsection of the authorised professional practice on detention and custody to include consideration of the risks of exploitation faced by vulnerable detainees after their release from custody.

Demand for services often outstrips supply

It was apparent that, when provision was available, demand quickly outstripped supply. For example, interviewees reported a lack of 24/7 multi-agency support, a lack of healthcare provision, and a lack of beds in secure accommodation. These were all seen as significant problems.

One organisation’s lack of resources can have a negative effect on the demand other organisations face. For example, gaps in youth services provision can mean that young people are not diverted away from crime. They can go on to offend, creating demand for the police and the criminal justice system. In one force area, the police and crime commissioner had diverted funds from policing to pay for youth workers.

Some interviewees highlighted the problems created by short-term public funding arrangements. These can reduce the stability, longevity and development of the services the funding is meant for. This is a recurring theme in our inspections, and [it is not just a problem for the police](#).

Vulnerable adults receive less support than vulnerable children

Access to support services reduces dramatically after the age of 18. As a result, exploited vulnerable adults receive less support. This was described to us as a “cliff edge” leading to a “lost generation”. It is particularly worrying that this description includes people discharged from prison with little or no support.²¹

The availability of services after arrest and after release

We were pleased to see vulnerability being increasingly considered when children are arrested for supplying drugs. Forces have varying approaches to children and other vulnerable adults in police custody.

We established that, for exploited children arrested for drug dealing, there was every possibility a healthcare professional would assess them while in custody. But, if their circumstances were so harmful that they needed to be taken into the care of the local authority on release, interviewees were far less confident that adequate services would be available.

²¹ HMICFRS and Her Majesty’s Chief Inspector of Probation have both commented on the lack of effective support to reduce reoffending. In 2018/19, 80 percent of community rehabilitation companies were rated ‘inadequate’. See: [Report of the Chief Inspector of Probation](#), Her Majesty’s Chief Inspector of Probation, 2019, page 4.

Interviewees often mentioned problems with the resilience of out-of-hours services and availability of accommodation, particularly secure accommodation (which can be used as an alternative to custody).

Children excluded from school are at heightened risk; better recognition and safeguarding action are needed

Every child can be vulnerable to criminal exploitation. But interviewees reported a strong link between school exclusion and becoming a target for county lines criminals.

When exclusion was a response to a criminal matter (such as carrying weapons or possessing controlled drugs) police were usually informed. However, we heard of cases involving children excluded for non-criminal matters, where the police were not informed.²² Some of those children went on to become involved in county lines. In these cases, the exclusions (and other events such as adverse childhood experiences) had not been recognised as warning signs of a greater potential for exploitation. This deprived police and other professionals the opportunity to work with these children, to help them recognise they were being exploited, understand the consequences and divert them from criminality.

Children at school can be at risk too

Conversely, schools are sometimes used as places to recruit children and young people into county lines networks. In one case, a child who wasn't previously of concern to the police set up a county lines operation and encouraged other children at his school to join him.

Missing children need strong partnership-based safeguarding

We have highlighted risks children face while in education or when excluded. In a similar way, children who go missing from home are especially vulnerable to exploitation.

Even when children are found and returned home, they can remain vulnerable if their return isn't well-managed. Charities are often well-placed to build trust and uncover information that can be used to help make a child safe and remove them from harm.

We found a good example of this. One of the forces we visited was collaborating with social services and Barnardo's to support and divert children who are missing from home or victims of sexual exploitation. The team was widening its scope to include county lines and other exploitation cases.

However, we are concerned about how processes, ownership, completion and outcomes that follow 'return home' interviews vary across the country.

²² Some of these cases involved children being excluded more than once, and often the exclusions were for significant periods. [School exclusions](#) can be permanent – that is, expulsions, or for fixed periods based on the seriousness of the child's misbehaviour. One interviewee suggested that multiple exclusions of more than about three days each were warning signs.

We found that, when missing children are recovered in their own county, they are usually interviewed by a police officer (or a third party). These interviews can reveal important information, on which the police need to act. We found that interviews were less likely to take place if missing children were found in other counties.

Local authorities don't always tell the police when they move 'high-risk' children into their areas

We were concerned to hear examples of children at high risk of criminal exploitation being moved, often at short notice, into children's homes or foster care in another police area. Relevant local bodies, including the police, are not always told in advance (if at all) by the local authority responsible for the child's care.²³

Interviewees said there should be formal arrangements to inform them of these movements in advance. This would enable them to work more effectively with the homes, and other local services, to put better safeguarding arrangements in place from the child's arrival. We agree.

Recommendation

By 31 December 2020, the Department for Education should establish formal arrangements for relevant police forces to be notified when local authorities move children at high risk of criminal exploitation from area to area.

There are benefits from joint working with transport bodies and accommodation providers

People involved in county lines criminality, particularly children, often use the rail network to travel between exporting and importing areas. We learned that British Transport Police provides valuable training for railway staff on how to identify and deal with vulnerable people. County lines is a feature of the training.

The force has also placed posters at railway stations to raise public awareness and [it works closely with a charity called 'Railway Children'](#) to reduce the risk of child exploitation.

County lines networks also use roads to transport drugs. One of the regional organised crime units we visited described basic steps it had taken to disrupt this. These included:

- working with a county council taxi licensing department for action against complicit taxi companies and drivers;
- visiting airport car hire companies from which county lines offenders were hiring cars to transport drugs; and
- using automatic number plate recognition technology to track suspicious vehicles' movements.

²³ Statutory guidance already exists whereby, in certain cases, the 'exporting' local authority has a duty to notify the receiving authority of a child coming into their care. But it doesn't apply to all cases.

Two of the forces we visited had briefed staff at hotels on how to detect the signs of exploitation, and a third was planning to do so. One force had created a priority list of hotels to work with, based on police intelligence.

Forces reported that awareness-raising sessions of this kind could bring good results. In one example, following their work with hotel staff, a young girl being exploited in a hotel was recovered and taken to safety.

Communicating with the public

There is no doubt that county lines offending (and activity to tackle it) creates media interest. Some forces reported that media coverage of intensification weeks often leads to more intelligence reports from the public. Some have used national communications material produced by other organisations, such as British Transport Police and the [National Society for the Prevention of Cruelty to Children](#), to raise awareness.

4. Powers and legislation

What we inspected

The police have a wide range of legal powers to tackle drug dealing and other crime. Generally, these include powers of entry, stop and search, seizure and collection of evidence, and arrest.

Also, when police release people from custody on bail, either to a court or while further investigations are carried out, they can sometimes place conditions on them such as curfews. In some cases, the police can apply to courts for orders placing certain restrictions on people.

It was not within the scope of this inspection to explore how the police use all their powers (and [we have reported on some of them elsewhere](#)). But we were asked to explore two areas: the use of drug dealing telecommunications restriction orders, and modern slavery legislation against county lines networks. We looked at how well the police used these legal provisions.

Drug dealing telecommunications restriction orders

Since December 2017, police superintendents have had the option to apply to the civil court for drug dealing telecommunications restriction orders. When the court is satisfied that a mobile phone or number has been used, or is likely to be used, for drug dealing, it can grant the application and issue the order.²⁴

The effect of these orders is to compel service providers to deny mobile phone services to drug dealers, but only in relation to specified phones or numbers.

There is little support for their use

We found limited use of, or support for, these orders. We were unable to establish the exact number of orders the National Crime Agency and police forces had applied for, or the number of successful applications. Based on the responses we received, we believe the former to be fewer than 50, as at 1 September 2019.

²⁴ The Drug Dealing Telecommunications Restriction Orders Regulations 2017, SI 1240, made under section 80A of the Serious Crime Act 2015 (inserted by section 107 of the Digital Economy Act 2017). Applications may be made by the Director General or Deputy Director General of the National Crime Agency, or by a police officer of the rank of superintendent or above.

Interviewees with relevant experience of applying for them described the application process as difficult and time-consuming, with only six courts approved to grant orders.

Interviewees told us that county lines organisers are likely to keep lists of their customers' contact details so they can simply transfer them to a replacement phone. It is easy for anyone (including drug dealers) to anonymously get a replacement mobile phone and number through 'pay as you go' services. So, drug dealing telecommunication restriction orders can only disrupt their activities for a short time.

We were told of one example where a county lines network received and shared a new number within an hour of the service provider acting on the order. Also, we were reminded that drug dealers are increasingly likely to use social media for communicating with customers, with some platforms being heavily encrypted. This further decreases the value of these orders.

Some interviewees suggested that the only way to make drug dealing telecommunication restriction orders worthwhile would be to:

- obtain orders quickly;
- co-ordinate simultaneous activity against multiple phone numbers; and
- identify and deal promptly with replacement numbers as they emerge.

We found little evidence that this was happening in any of the forces or regional organised crime units we visited. This is another symptom of the lack of a single law enforcement system. In its absence, the National Crime Agency suggested creating a dedicated team to co-ordinate the use of drug dealing telecommunications restriction orders. We think there may be merit in this, potentially expanding the role of the national county lines co-ordination centre and using the network of regional co-ordinators.

Recommendation

By 30 June 2020, the Director General of the National Crime Agency should create a dedicated, central team to co-ordinate the use of drug dealing telecommunications restriction orders.

Denial of anonymity: making restriction orders more effective

Interviewees often suggested that people should have to register personal details when buying a mobile phone or replacement SIM card. Criminal use of unregistered mobile devices is a serious problem for all law enforcement bodies and, by extension, society. In many criminal investigations, not just those into county lines, the police and other law enforcement agencies must put considerable time and effort into attribution – establishing who owns and uses mobile phones.

Because of the need to safeguard against abuse of the financial services industry, those seeking to open a bank account must present official documents to prove their identity first. This safeguard makes it harder for criminals to launder money or commit fraud.

In respect of access to mobile communications devices and services, there is no such safeguard. The present arrangements that enable criminality by allowing the anonymous acquisition of phones and numbers, should be re-examined.

Recommendation

By 31 December 2020, the Home Office should commission a review of the criminal abuse of mobile telecommunications services. The review should explore whether the regulatory environment within which the mobile telecommunications industry operates (particularly in relation to anonymous access to devices and services) is in need of strengthening in order to reduce the criminal abuse of mobile telecommunications services.

There is inconsistent use of other forms of court orders to prevent or restrict county lines

As well as drug dealing telecommunications restriction orders, there are other court orders and notices that can be used to protect vulnerable people or disrupt county lines operations. These include gang injunctions, community protection notices and serious crime prevention orders. We found that some forces (and other law enforcement agencies) made innovative use of them, but many didn't. One force said it didn't use serious crime prevention orders at all. Another said it had little success in getting the orders when it applied for them. The force made ten applications for serious crime prevention orders – only one was successful.

Generally, we found that the level of knowledge regarding the use of such orders was too low. Given the seriousness of offending by many county lines offenders, this is unsatisfactory.

Police are using modern slavery legislation effectively

The Modern Slavery Act 2015 created several new offences, such as holding a person in slavery or trafficking for the purposes of exploitation. Prosecution for modern slavery offences (as an alternative, or in addition, to drug trafficking offences) can be effective against county lines offenders. Interviewees reported examples of criminals controlling county lines operations being convicted of modern slavery offences as well as drug supply offences.

The legislation can make the exploitation of vulnerable people less attractive to criminals

We believe that modern slavery offences should be pursued whenever possible in county lines cases. Some perpetrators may be deterred by the stigma that can come with a modern slavery conviction, particularly involving children.

Also, in some cases, police can impose other forms of restrictive court order, which may disrupt offenders' activities. These orders are made under section 14 of the Modern Slavery Act 2015.

For example, we learned of a case where, in addition to custodial sentences, the defendants received 15-year slavery and trafficking prevention orders. This case involved the conviction of three adult males for using boys and girls as young as 14 to smuggle drugs from London to Portsmouth. The orders preclude them from owning more than one mobile phone or computer, or driving a car containing a young person under 18 who is not a family member.

The section 45 defence may perversely increase exploitation

Section 45(1) of the Modern Slavery Act 2015 provides a statutory defence for victims of slavery and exploitation who commit offences on behalf of their abusers.

If a defendant wants to use the defence, they must give evidence that they were coerced into offending. When used appropriately, this defence can protect vulnerable people exploited by county lines criminals from being convicted.

But, perversely, we found signs that the availability of this statutory defence may increase the risk of exploitation. We were told by a survivor of county lines exploitation that some offenders coach their recruits (vulnerable or otherwise) to say they have been trafficked if they are arrested. For some vulnerable people, this may give them a false sense of security. Most of the forces we visited said that use of the section 45 defence is increasing.

The Crown Prosecution Service was unable to provide information on how widespread the use of this defence is becoming.

There are practical difficulties in disproving the defence, even when it is falsely raised

Some drug dealing cases are discontinued or downgraded after the defence is raised. We heard strong views from police investigators and Crown Prosecution Service lawyers. They felt that, once the defence had been raised, it was often very difficult to disprove, even when they believed there was evidence of the suspect's willing involvement in the drug dealing.²⁵

The section 45 defence and the national referral mechanism

One senior interviewee suggested that these difficulties were compounded when the suspect is referred to the [national referral mechanism](#) (a government-provided support service for victims of human trafficking and modern slavery).

²⁵ The Court of Appeal recently considered this situation in two unrelated cases, *R v Kreka* and *R v Grega* [2018] EWCA Crim 667. Both cases involved the use of the section 45 defence. The court recognised a 'golden thread' of English criminal law: the prosecution must establish guilt beyond a reasonable doubt. Therefore, it is for a defendant to raise evidence and for the prosecution to disprove it to the criminal standard.

Between January 2017 and December 2018, there was an increase in the referral of county lines suspects.²⁶ In genuine cases of exploitation, this is encouraging. After referral, the national referral mechanism follows a sequential, two-stage decision-making process:

- A “competent authority” (the National Crime Agency or the Home Office) decides whether there are reasonable grounds to believe that the person is a victim of modern slavery (the “reasonable grounds” decision). At this point, some cases will go no further; others will proceed to the next stage.
- In cases where the competent authority has made a positive reasonable grounds decision, there will be an investigation. This leads to a further decision. The competent authority decides whether, on the balance of probabilities, the person is a victim of modern slavery (the “conclusive grounds” decision).

In some cases, a defendant to a drug trafficking charge can produce evidence to show that the competent authority initially thought them to be a victim (i.e. at the reasonable grounds decision). Even if that decision is later overturned (i.e. at the conclusive grounds decision), the prosecution will be very unlikely to succeed because the burden of proof for the drug-related criminal charge is “beyond a reasonable doubt”.

It was beyond the scope of our inspection to establish how many times charges had been refused or cases subsequently discontinued or dismissed, or to evaluate the quality of the police investigations and their evidence in each case. However, the strength and consistency of views we heard during interviews suggest that the section 45(1) defence may be too open to abuse. We think this matter deserves closer attention.

Recommendation

By 31 December 2020, the Home Office should commission a detailed review of cases involving the defence under section 45(1) of the Modern Slavery Act 2015. The review should establish whether there is sufficient justification to amend the law.

Bail conditions can safeguard vulnerable people

While they are in police custody, children and vulnerable adults cannot be exploited by county lines offenders. But they can when they are released.

In most instances where the police don’t have enough evidence to charge a detainee within 24 hours of their arrest, but the investigation is not finished, the detainee will be released from police custody.

²⁶ Referrals for “minor exploitation categories” increased by 48 percent between 2017 and 2018 (2,118 in 2017; 3,137 in 2018). This was mainly because of an increase in the number of county lines-related referrals. See: [National Referral Mechanism Statistics – End of Year Summary 2018](#), National Crime Agency, 2019, page 1.

They are usually released ‘under investigation’ or on police bail. During police bail, the police can attach ‘pre-charge’ bail conditions to the release. If the police charge a detainee and release them on bail to a court, they can often attach ‘post-charge’ bail conditions.

Six of the forces we visited reported using these conditions to reduce the risk of criminal exploitation faced by people they released. They imposed conditions such as curfews and regular ‘signing on’ at police stations. This helped them monitor people’s apparent vulnerability and alerted them promptly if someone went missing from home.

However, drug supply investigations often don’t result in enough evidence to charge within 28 days (the initial maximum period for pre-charge bail). This is because of the time it usually takes to have seized drugs forensically analysed and for communications data²⁷ to be obtained and analysed. Pre-charge bail can be extended beyond 28 days, but only with special permission: for up to three months by a superintendent and beyond that by a magistrate.²⁸

When pre-charge bail ends, the individual often reverts to being released under investigation. The bail conditions no longer apply, and any protective effect is lost.

In lengthy investigations where particularly vulnerable people may benefit from the protective effect of bail conditions, we encourage forces to make continued use of such conditions rather than simply releasing people under investigation.

²⁷ ‘Communications data’ is data about mobile phone use – for example, the devices used, the numbers to which calls are made and those from which they are received, and the dates, times and durations of such calls. Police forces make extensive use of their powers to obtain this data in the course of many criminal investigations.

²⁸ After our inspection ended, the Home Office [announced a separate review of pre-charge bail legislation](#). Also, we intend to carry out a separate inspection.

Annex A – Methodology

Data and document review

Before starting fieldwork for this inspection, we used several sources of information to help shape our approach and provide context. These included:

- force data returns and document reviews;
- the Home Office annual data requirement;
- force management statements;
- findings from the serious and organised crime insight completed by all forces; and
- fieldwork findings from tranches one and two Integrated PEEL Assessment inspections.

Fieldwork

Our fieldwork visits took place between March and June 2019. They involved interviews, 'reality testing' in relevant departments and with partnership agencies, and document reviews. We were not inspecting partner organisations such as other criminal justice agencies or community groups, but their role is important so we included them in our fieldwork visits.

Organisations and other interested parties we visited are shown below. Representatives from some non-police bodies were included as part of forum discussion groups in each force area as follows:

- Ten police forces.
- The national county lines co-ordination centre.
- Other parts of the National Crime Agency.
- Three regional organised crime units.
- The College of Policing – county lines lead.
- The Crown Prosecution Service – county lines lead.
- The Police National Database manager.

POLICE & CRIME COMMISSIONER FOR LEICESTERSHIRE

POLICE AND CRIME PANEL

Report of	OFFICE OF THE POLICE AND CRIME COMMISSIONER
Subject	FUNDED INITIATIVES AND HOW IMPACT IS MEASURED
Date	THURSDAY 20 FEBRUARY 2020 – 2:00 p.m.
Authors	SIMON DOWN – HEAD OF STRATEGY AND COMMISSIONING

Purpose

1. The purpose of this report is to update the Panel on initiatives currently funded by the PCC towards the delivery of his Police and Crime Plan and how the impact of these initiatives is measured.

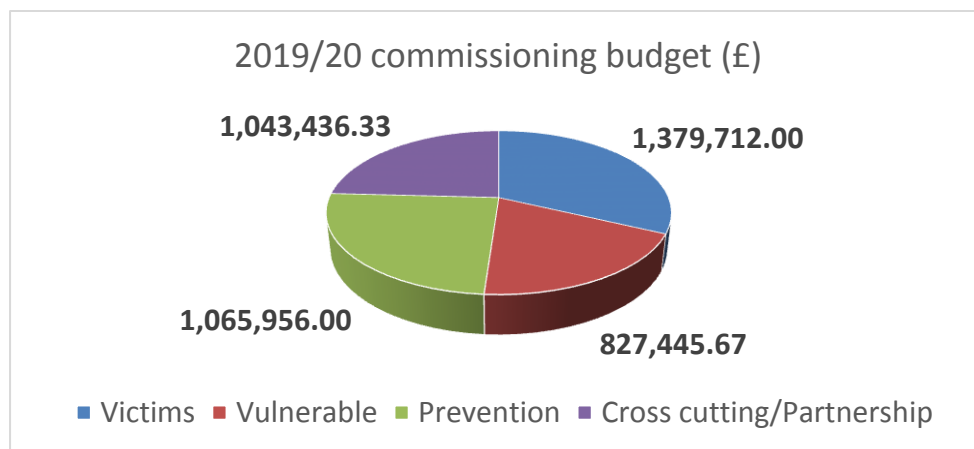
Recommendation

2. The Panel is asked to note the contents of this report.

Background

3. The 2019/20 Commissioning budget is £4,316,550 and is spent against a wide variety of initiatives towards the delivery of the Police and Crime Plan. Figure 1 below shows the split of spend between victims, vulnerability, prevention and cross cutting issues.

Figure 1.



4. Appendix A sets out against the above 4 areas how the funding is split across various initiatives. Appendix A includes the £250,000 for the PCC's Prevention Fund which is a small grants fund. Appendix B shows the grants that have so far been awarded this year. The PCC has, in response to local needs, and the number of high quality bids received committed grant funding over and above the original budget which has been funded from earmarked reserves for commissioning.
5. In addition to the ongoing commissioning budget the PCC has made use this year of non-recurring grants from the Home Office in respect to the Violence Against Women and Girls (VAWG) Transformation Fund (£332,376), the Early Intervention Youth Fund (£347,272) and the Violence Reduction Unit (Network) funding (£880,000) though of course the latter of these is anticipated to have longer term funding. These are all subject to separate arrangements in line with grant conditions.
6. The Violence Reduction Network (VRN) is currently working with Leicester University to develop an Evaluation Framework by the end of March which can then be applied to their principal provision. A more detailed report on the VRN will be provided to the panel in the summer.

Current impact measurement

7. Impact measurement is undertaken on a per contract basis as part of the contract management process. Each contract will have a variety of input, output and outcome measurements to enable us to assess impact. The measures applied to the larger contracts are identified below.
8. Much of our funding is spent in conjunction with our statutory partners and so impact measurement is often agreed across a number of commissioners, including the OPCC.
9. The impact we seek to achieve/measure is largely driven by the Police and Crime Plan but wider drivers exist, particularly the Victim's Grant from the MoJ which requires us to measure the following outcome for victim's services: "Better able to recover and cope with aspects of everyday life".
10. At the outset of each contract we consider the level of spend and undertake a quality assurance assessment so as to set the frequency of performance monitoring reports and agree wider contract management processes (such as monthly meetings for our highest value contract). Each contract then provides regular performance returns and is contract managed to ensure that performance is maximised.
11. It would not be feasible to outline within a report such as this the impact of each individual contract but we are of course able to give a summary of the impact that some of our largest contracts have had and we have also attached in appendix C some case studies from some of our wider services.

Victim First

12. Victim First is our largest contract (in terms of our financial contribution) and is solely funded by the PCC through the recurring Victims Grant from the Ministry of Justice.

13. The service is provided by Catch 22 and provides support to victims' of crime and high level anti-social behaviours. The service supports victims and witnesses across a wide range of issues and measures service user needs at the start and end of the support journey. Between October 2018 and September 2019, for those that had the relevant need at the start of their support, by the time they ceased receiving support from Victim First:
- 68% had no personal safety needs
 - 66% had no mental or physical health need
 - 77% had no shelter or accommodation needs
 - 43% had no drug, alcohol or other harmful behaviour need
 - 63% had no family relationship needs
 - 21% had no education and employment needs
 - 45% had no finance or benefit needs
 - 51% had no outlook, attitude or belief needs
 - 59% had no social interaction needs

Substance Misuse Treatment Service

14. The Substance Misuse Treatment service is provided by Turning Point across Leicester and Leicestershire (with similar but separate provision in Rutland). The annual contract value is in excess of £8m so our contribution is relatively modest.
15. The service supports those with a substance misuse to ultimately stop using such substances and to move on positively with their lives.
16. One of the key measures used to assess the effectiveness or impact of such services is the percentage of successful completions which is measured as the number of people successfully exiting treatment in a rolling year vs the number of people in treatment within that rolling year. Across LLR up until end of August 2019 this was 21% which is in line with the national average.
17. The CQC inspected the service in November 2018 and awarded the service a rating of outstanding and noted that "Between July 2017 and June 2018, 935 clients successfully complete treatment. This placed the services performance above average for comparator local authorities in all substance categories, and in the upper quartile of comparator authorities in city opiate users and county alcohol users."

Sexual Violence and Domestic Abuse Helpline and Information service

18. This service is delivered by the United Against Violence and Abuse (UAVA) consortium which consists of Womens Aid Leicester Ltd (WALL) Living Without Abuse (LWA) and FreeVA and is delivered across LLR.
19. The service is jointly funded by Leicester City Council, Leicestershire County Council, Rutland County Council and the PCC.
20. Year to date figures for 2019/20 show the following outcomes have been achieved:
- 79% of all service users feel safer
 - 82% of those service users who had suffered domestic abuse saw a reduction in domestic violence perpetrated against them

- 100% of those receiving therapeutic support had reduced psychological distress
- 75% of all service users had improved health and wellbeing

Integrated Offender Management

21. Integrated Offender Management (IOM) is collaborative working between police, national probation, the regional Community Rehabilitation Company (CRC) and substance misuse workers to better manage prolific offenders. The key measure for this area of work is the reduction in offending behavior for the cohort being worked with. This is done through comparing the rate of offending in the 6 months prior to their engagement with IOM to their rate of offending in their first 6 months of engagement with IOM. They have shown an average reduction in offending of 43% (rolling year data at September 2019).

Prevention Fund

22. The PCC's Prevention Fund is a small grants scheme which allows community based organisations to access either up to £10,000 or £25,000 per annum for up to 2 years so as to deliver a project which supports something within the Police and Crime Plan. As each project can be very different from the next there is no standard approach to monitoring impact, rather each project must set out within their application how they will report against their progress and must provide 6 monthly reports in line with this.
23. Taken collectively, these reports demonstrate a growth in community leadership, a significant expansion of the availability of youth provision and an enhancement of support given to victims and other vulnerable people across LLR.

Developments around impact measurements

24. We are always seeking to improve our processes to capture and demonstrate the impact that our investments have. To this end we will be:
- Introducing new Community Safety Partnership (CSP) monitoring requirements which have been developed with CSPs so as to enable improved reporting across CSPs (see appendix D)
 - Have shared outcome measures across the new sexual violence and domestic abuse services from April 2021
 - Developing improved reporting methodologies and capabilities across contracts/initiatives so as to better capture outcomes and impact

Implications

Financial: None.

Legal: None.

Equality Impact Assessment: None.

Risks and Impact: None identified.

Link to Police and Crime Plan: Victims, Vulnerability and Prevention

List of Appendices

Appendix A – Detailed Commissioning Budget

Appendix B – Awarded Grants

Appendix C – Case studies

Appendix D – New CSP reporting template

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Appendix A - Commissioning budget 2018-2021 with revised committed figures for 2019-20 and revised indicative figures for 2020-21

Service Name	Current delivery organisation	Provision	How service is Commissioned?	2018/19 budget (£)	2019/20 budget (£)	2020/21 budget (£)	Geographical reach
VICTIMS							
Victim First	Catch 22	Generic victim support service inclusive of Restorative Justice	Procured – sole funded	573,925	543,752	558,322	LLR
Target Hardening	24-7 Locks	Property target hardening - referrals via UAVA or Victim First	Procured – sole funded	87,500	90,000	90,000	LLR
CHISVA	FreeVA	Support/Advocacy for child victims of sexual violence	Procured – sole funded	50,000	50,000	50,000	LLR
Mental health in Victim First	Leicestershire Partnership NHS Trust	Specialist mental health support and signposting within Victim First	Procured – sole funded	22,000	22,500	23,000	LLR
Sexual and domestic Violence information and support service	United Against Violence and Abuse (UAVA)	Sexual and domestic violence Victim support	Procured – Jointly funded (with upper tier councils)	396,002	396,002	396,002	LLR
Domestic Violence 360 support	Living Without Abuse	Proactive engagement of repeat domestic violence victims	Procured – sole funded	189,552	189,552	189,552	LLR
Adults Sexual Abuse Referral Centre (SARC)	Leicestershire Police	Forensic examination and emotional/practical support/advocacy	Procured – Jointly funded (with NHS England)	67,906	67,906	67,906	LLR
Paediatric SARC	Nottingham University Hospital Trust	Forensic examination and emotional/practical support/advocacy	Procured – Jointly funded (with NHS England and East Mid's		20,000	20,000	East Midlands

Service Name	Current delivery organisation	Provision	How service is Commissioned?	2018/19 budget (£)	2019/20 budget (£)	2020/21 budget (£)	Geographical reach
			PCCs)				
Victims Subtotal				1,386,885	1,379,712	1,394,782	
VULNERABLE							
Specialist Substance Misuse service City	Turning Point	Substance misuse support	Procured – Jointly funded (with the City council and NHS England)	335,568	335,568	335,568	City
Specialist Substance Misuse service County	Turning Point	Substance misuse support	Procured – Jointly funded (with the County council)	111,856	111,856	111,856	County
Sub-misuse add on for Rutland	Rutland County Council	Substance misuse support	Grant funding	1,485	1,485	1,485	Rutland
Substance misuse out of court disposal mandated sessions	Turning Point	Behaviour change sessions	Procured – sole funded	8,307	8,307	8,307	LLR
Anchor Centre/Recovery hub	Inclusion Healthcare	Wet centre and recovery hub for street drinkers	Procured – Jointly funded (with the City council)	34,000	34,000	34,000	Leicester City
Adults Safeguarding Boards	Leicester City Council/ Leicestershire County Council	Contribution to statutory function	Statutory Contribution	81,103	179,289	179,289	LLR
Children’s Safeguarding Boards	Leicester City Council/ Leicestershire County Council	Contribution to statutory function	Statutory Contribution	97,412			

Service Name	Current delivery organisation	Provision	How service is Commissioned?	2018/19 budget (£)	2019/20 budget (£)	2020/21 budget (£)	Geographical reach
Missing co-ordinator	Leicester County Council	Co-ordination of support for children who go missing	Grant Funding	48,200	48,200	48,200	LLR
Proactive Vulnerability Management Engagement (PAVE) team – Mental health nurses	Leicestershire Partnership Trust	Mental Health nurse provision within a multi-disciplinary team seeking to reduce responsive demand on provision	Procured – sole funded		75,824	0	LLR
Suicide bereavement service	To be selected via competitive tender	Support for those bereaved by suicide	Procured – Jointly funded (with the City and County councils)		22,917	25,000	LLR
Modern slavery helpline	Unseen	Helpline to both receive tip offs of modern slavery and to support victims	Grant funding		10,000	10,000	Nationwide
Vulnerable subtotal				717,931	827,446	753,705	
PREVENTION							
Integrated Offender Management (IOM)	Various	Partnership approach to managing prolific offenders	Grant Funding	342,092	342,092	342,092	LLR
Youth Offending Service (YOS) contribution – Leicester City	Leicester City Council	Contribution to YOS costs	Grant Funding	84,446	84,446	84,446	Leicester City
Youth Offending Service contribution - Leicestershire and Rutland	Leicestershire County Council	Contribution to YOS costs	Grant Funding	77,934	77,934	77,934	Leicestershire County and Rutland (not city)
Youth Prevention and Diversion	Districts, Boroughs and Leicester City councils	Positive engagement and diversion for at risk (deter young offenders) or First Time Entrants to YOS	Grant Funding	139,675	139,675	139,675	LLR

Service Name	Current delivery organisation	Provision	How service is Commissioned?	2018/19 budget (£)	2019/20 budget (£)	2020/21 budget (£)	Geographical reach
Think Family	Leicester City Council	Contribution to Troubled Families programme	Grant Funding	114,750	114,750	114,750	Leicester City
Supporting Leicestershire Families	Leicestershire County Council	Contribution to Troubled Families programme	Grant Funding	101,250	101,250	101,250	Leicestershire County
Changing Lives Rutland	Rutland County Council (via Rutland's Register)	Contribution to Troubled Families programme	Grant Funding	9,000	9,000	9,000	Rutland
Working In Rehabilitation and Employment (WIRE)	Leicestershire Cares	Empowering ex-offenders to access employment	Grant Funding	30,000	0	0	LLR
Conditional Cautioning And Relationship Abuse (C₂ARA)	The Hampton Trust	Out of court disposal sessions for perpetrators of domestic violence	Procured – sole funded	19,800	13,200	13,200	LLR
New Dawn New Day	New Dawn New Day	Out of court disposal sessions for female offenders	Procured – sole funded	32,050	32,050	32,050	LLR
Crime stoppers National Hub	Crime stoppers National Hub	Contribution to their core service	Grant Funded	28,023	28,023	28,023	Nationwide
Domestic Homicide Reviews	Leicester City Council	Facilitating statutory reviews into domestic homicides	Statutory Contribution	16,000	16,000	16,000	Leicester City
Domestic Homicide Reviews	Leicestershire County Council	Facilitating statutory reviews into domestic homicides	Statutory Contribution	16,000	16,000	16,000	Leicestershire County and Rutland (not city)
Local Resilience Forum	Leicestershire County Council	Contribution to statutory function	Statutory Contribution	6,536	6,536	6,536	LLR
Kicks	Leicester City Football Club Community Trust	Positive engagement and diversionary activity with young people	Grant Funded	10,000	10,000	10,000	Leicester and Leicestershire

Service Name	Current delivery organisation	Provision	How service is Commissioned?	2018/19 budget (£)	2019/20 budget (£)	2020/21 budget (£)	Geographical reach
Warning Zone	Warning Zone	Preventative messages in line with the Police and Crime Plan	Grant Funded	50,000	50,000	50,000	LLR
Achieve and Mosaic programmes	Princes Trust	Support for young people within a school setting who require additional input to achieve their objectives	Grand Funded		25,000	0	Leicester and Leicestershire
Prevent	To be confirmed	Provision to continue local work in relation to preventing extremism	To be confirmed		0	30,000	LLR
Prevention Sub-total				1,077,556	1,065,956	1,070,956	
CROSS CUTTING							
Partnership Locality Fund	Districts, Boroughs, Rutland and City councils	Activity related to Community Safety Partnership plans	Grant Funded	500,000	500,000	500,000	LLR
The PCC's Prevention Fund (PCC Grants)	Various	Small grants for proposals meeting part of the Police and Crime Plan	Grant Funded	250,000	250,000	200,000	LLR
Emergent issues/ideas/PCC grants top up/contingency	Various	Contingency	Not Applicable	135,908	108,298	192,469	LLR
YAP/Youth Commission budget line	PCC's office	Facilitating young people influencing police and reducing reoffending provision	Procured – sole funded	12,000	10,000	10,000	LLR
Child Criminal Exploitation (CCE) Strategic Manager	Leicestershire Police	Over-seeing the development of a partnership approach to tackling CCE	Grant Funded		74,193	74,193	LLR

Service Name	Current delivery organisation	Provision	How service is Commissioned?	2018/19 budget (£)	2019/20 budget (£)	2020/21 budget (£)	Geographical reach
Child Sexual Exploitation (CSE) Nurses	Leicestershire Partnership Trust	Nurses within a multi-disciplinary team within the CSE hub	Procured – Sole funded		64,945	64,945	LLR
CSE Analyst	Leicestershire Police	Analyst support to enhance the work within the CSE hub	Grant Funded		36,000	36,000	LLR
SPDF - Child Sexual Exploitation (CSE), Braunstone Blues, Pro-Active Vulnerability Engagement (PAVE) team, Prevent and Night Time Economy	Various	Various	Grant Funded	203,125	0	0	LLR
Cross cutting sub-total				1,101,033	1,043,436	1,077,607	
Grand Total				4,283,405	4,316,550	4,297,050	

Appendix B – Grant awards 2019/20

<u>Organisation</u>	<u>Project</u>	<u>Description</u>	<u>Geographical Area</u>
Funded before April 1st 2019 with 2 year contract – PCC’s Prevention Fund			
HCYC	Chill Out Project	The funding will be used to expand the current youth clubs and mobile (short term) outreach intervention sessions within specific locations within Harborough District.	Harborough
Above and Beyond	Lift Off	Lift Off aims to target vulnerable young people who are disengaged from education and whom have a negative impact on their communities. It will provide a young person with guidance, support and educational guidance on a one to one basis.	Leicestershire
Adullam Homes	Enough! Addressing recovery from abuse to change young lives.	The Project will provide 7.25 hours per week of specialist support delivered at Bethany Court through a Family Intervention Worker and an Operational Development Worker to identify and support victims of domestic abuse.	Leicester, Blaby, Charnwood, Harborough, Hinckley and Bosworth, Melton, North West Leicestershire, Oadby and Wigston.
Leicestershire Cares	WIRE Project	The project will support ex-offenders across LLR to find work by mobilising the support of the business community across LLR to provide mentored work placements for unemployed ex-offenders across a wide range of industries.	Leicester, Leicestershire and Rutland
St Matthews Big Local	Positive Activities	Funding to enable St Matthews residents (10-14 year olds) to receive coached provision whilst they access the multi-use games area.	St Matthews
The Braunstone Foundation	Braunstone Grove	The project will aim to engage with at least 250 hard to reach young people aged from 8-19 from Braunstone through physical activity, with 2400 repeat attendances.	Leicester City and Braunstone.
Funded Since April 1st 2019			
Knife Crime initiatives			
Go-Getta CIC	Words Over Weapons (WOW)	WOW will work with secondary schools, alternative education provisions, colleges and young people services to deliver interactive assemblies and workshops	Primary focus: Targetted 'hotspots' in Leicester & Leicestershire (Loughborough, City Centre and parts of West Leicester) Secondary focus: Across all of Leicester, Leicestershire and Rutland
The Cooke E-Learning Foundation (trading as	Street Mediators - Beaumont Leys, New	Funding will be used to provide Street Mediators who will be visible and present at the locations and times that young	Beaumont Leys, New Parks & Thurnby Lodge

E2)	Parks & Thurnby Lodge	<p>people congregate.</p> <p>The Street Mediators team have four objectives:</p> <ol style="list-style-type: none"> 1. To direct and refer young people away from the streets towards positive activities 2. To discuss, engage and challenge young people's attitudes towards carrying a knife 3. To make safeguarding referrals as well as communicate any criminal intelligence to the police 4. To provide reassurance for residents and young people affected by knife crime 	
DNLRC	Senior Attendance Centre	DNLRC will use the funding to incorporate Street Doctors into their sessions at The Senior Attendance Centre	Leicester and Leicestershire
Leicester Riders Foundation	CABNAB – Carry A Basketball Not a Blade	Carry a basketball not a blade, features a mix of basketball sessions and educational workshops alongside on going mentoring and support	Beaumont Leys & Keyham Lane
Soft Touch Arts	Soft Touch Arts	The project will be delivered in New College, Babington College and Beaumont Leys School. Students will be invited to take part in developing peer educational drama and an interactive workshop	New Parks and Beaumont Leys
Leicester Community Services CIC	LOVE4LIFE	The project aims to tackle knife crime and educate young people about crime prevention through sports, education and peer mentoring.	Highfields and Spinney Hill Area of Leicester as they are regarded as hotspots
The Melton Learning Hub	The Venue-Engage	<p>The project will focus on two distinct areas of preventative knife crime work ;</p> <p>Open sessions at The Venue, where the project will offer fun based educational sessions</p> <p>Targeted sessions aimed at those young people most at risk</p>	Melton Mowbray/South Charnwood/Rutland
Somali Development Services	Be Free from Knife - Let's Chat'	Be Free from Knife - Let's Chat' is a new initiative aimed at reducing knife crimes within the Somali youth community. The project includes funding a youth worker to visit local schools, training volunteers and knife crime awareness activities.	Leicester
Trans4m Leicester CIC	Trans4m Tools Down	The purpose of Trans4m Tools Down project is to raise awareness of the negative effects of carrying and using knives with the aim that young people will be able to make informed decisions. The project is a 6 week programme which will be delivered to students at Trans4m Training	Leicester and Leicestershire

		Centre.	
Youth Education Project (YEP) LTD	HEART not Knives	HEART not knives is an 18 week open access programme aimed at young people aged 14-19 years. The project offers young people the opportunity to engage in anti-knife crime diversionary activities.	Leicester City
PCC's Prevention Fund			
Smart Start	Creative Minds Midlands CIC	The project will teach life skills to young people through the medium of arts and crafts and will also provide mentoring, inclusion and support to young people taking part.	New Parks
Independent (3 rd party) Reporting Centre	The Race Equality Centre	The Independent Reporting Centre will offer an independent reporting service acting as a mediating body/conduit between the police and citizens with the aim of improving communication and public confidence.	Leicester and Leicestershire
Journey to work	Twenty Twenty	The project will work with unemployed young people in the New Parks area, offering them support and education enabling them to develop confidence, succeed in education and find sustainable employment	New Parks
New Parks Adventure Playground	New Parks Play Association	To purchase and install new play equipment within the Adventure Playground	New Parks and surrounding estates
Addiction outreach support worker	The Exaireo Trust	The project will part fund an Addiction outreach support worker who will provide relational support to people suffering from substance misuse including group and individual support.	Leicestershire, predominantly Loughborough
The Red Phone Box	Hermitage FM	The funding will be used to restore an old red telephone box which will then be placed on Memorial Square in Coalville. The telephone box will house a working telephone which will give free calls to agencies such as NWLDC, ChildLine, UAVA and the Samaritans	Coalville
Levelling the playing field	The Hero project CIC	Deliver and evaluate the effectiveness of sharing the THINK tools to community groups within People Zone areas.	People Zone Areas
Helping to rebuild lives	The Bridge Homelessness to Hope	The Bridge Homelessness to Hope support vulnerably housed and homeless people, the funding will be used to recruit 10 new volunteers and a new part time member of staff who will support the delivery of the service.	Leicester City
Y cafe	Heartland Youth for Christ	The Y café will provide an after school club for young people in Ibstock supported by three youth workers.	Ibstock, Ellistown and Heather
Art on the Park	On the Scene Events	The funding will be used to purchase art materials to be used during the Festival of Leisure Events, where art	West Leicester, South Wigston, Eyres Monsell, Spinney Hill and

		highlighting the impact of knife crime created by local artists and young people will be displayed.	Syston.
Quetzal	Supporting more Vulnerable Victims of Childhood Sexual Abuse	The Quetzal project aims to bring about lasting positive change in women survivors of childhood sexual abuse aged 16 and over This project aims to encourage more survivors to come forwards and get the help they need, by offering specialist crisis and long-term counselling in a safe and professional environment, managed by a local, women's led organisation and delivering to diverse communities in LLR.	Leicester, Leicestershire and Rutland
New Parks Club for Young People	New Parks Youth Club	The project will provide open access youth provision for the young people of New Parks and surrounding areas aged between 8-16 years The programmes of activities will be chosen by young people and act as a diversionary and positive alternative to anti-social behaviour. Sessions will also include how anti-social behaviour impacts on the community and promote community cohesion.	New Parks and surrounding areas
Loughborough Wellbeing Centre CIC Ltd	The 'Quiet Zone' Wellbeing Café Project	The Wellbeing Café Project is expanding to create a Wellbeing Hub in Loughborough Town Centre. The project that will support more adults with mental health issues and also provide a safe space for them	Charnwood
Falcon Support Services Ltd	Sex Workers Project	Falcon Support Services will provide a safe place for sex workers to access support, preventative and health services. This venue will allow provision of: Specialist support re: housing, substance misuse, offending behaviour, welfare/benefits advice/debts and referrals/signposting Specialist preventative health services Kitchen (hot food/drinks) Laundry facilities Access to clothes/toiletries/food donations	Loughborough
Coalville Education Partnerships	Handle your business	Coalville Education Partnerships will offer local young people access to high quality interventions during the evenings and weekends which will assist in reducing crime and ASB and involve various practical and skill based activities.	North West Leicestershire
Candy Arts CIC	Candy Arts Film and Community Development	The project will deliver a creative media project which will empower young people affected by knife crime, anti-social behaviour (ASB), drug abuse, child sexual exploitation (CSE),	Highfields, St Matthews and Abbey.

	Programme	other crime and/ or are at risk of radicalisation to tackle their issues.	
Workers Education Association	Starting Over	The project will work with 80 substance misusers and homeless people to develop coping and self-management skills via cultural and arts activities.	Leicester City
Chapman Street Gardening Association	Chapman Street Community Gardening	Funding is being used for the installation of the 'Bell Wheel', fencing and an information plaque and to pay for additional help with weeding the outdoor space which is managed by Chapman Street Residents Association.	Chapman Street Estate in Loughborough
The Recovery Consultancy Ltd t/a Dear Albert	Criminal Justice "Making a fresh start"	The project will expand the number of Fresh groups being delivered and provide intensive and through the gate support to inmates.	Leicester, Leicestershire and Rutland
Groups All Together	Bike Club	The aim of the project is to divert young people, identified by various agencies, school, public health, police and other voluntary organisations, who are on the cusp of gang crime. The project will provide a bike repair workshop and at the end of the project the young people will have reconditioned bike for their use.	South Wigston
Team Troupers Dance Academy CIC	Giving the Children of New Parks More Opportunities	Team Troupers Dance Academy CIC run a Dance Academy for local children, a community hub, Community Café, and community events from the centre. The funding will be used to expand the dance classes already being delivered, offering training opportunities for teachers, volunteers and students, four Dance workshops, an annual performance at a theatre – and new equipment / resources to enhance the classes and support .	Western Ward
LGBT Melton	Leicestershire Youth and Community Project	The funding will enable LGBT Melton to deliver 2 youth sessions a week, a weekly school/college support and an 18+ support drop in session.	Melton Mowbray, Leicester and Leicestershire.
African Network Leicester, Leicestershire and Rutland	Connecting Communities	The African Network LLR will utilise the funds to help to set up an office base from which to work. The overall aim of the project is to connect with all Africans and those of African heritage in LLR, to partner with local stakeholders and Police to prevent crimes and anti-social behaviours committed by and against Africans (and those of Africa heritage) as well as assist the police in their drive to recruit BAMEs into the police.	Leicester, Leicestershire and Rutland.

The Friends Hub	Box Out Crime	Boxing training and table tennis sessions. The boxing training will run on Mondays, Wednesdays and Saturdays, while table tennis will be on Tuesdays and Thursdays. The sessions would run from 7:30pm for 1.5 hours per session for a total of 35 weeks.	Highfields
New Parks Community Panel	Providing continued opportunities for New Parks.	To set up a food bank, work with outside agencies to identify victims of crime, the lonely and low income families. Trips will be organised for those individuals. Also training opportunities will be provided for volunteers.	Western Ward – New Parks, Braunstone Frith, Kirby Frith, Western Park.
The New Futures Project	Street Outreach	To provide an outreach service for sex workers in central Leicester resulting in less ASB, begging, drug use and crime.	Leicester City
Help the Homeless Leicester	HTH and Aftercare	Reduction in Crime within the homeless community. Better engagement within the community and a reduction in drug and alcohol and anti-social behaviours.	Leicester and Leicestershire
Eyres Monsell Club for Young People	Eyres Monsell Youth Centre	To provide positive activities for the young people in Eyres Monsell during the open access youth sessions, this acts as a diversion from ASB and in turn will make communities and neighborhoods safer, protect the vulnerable and prevent crime.	Eyres Monsell and the surrounding area.
Creative Futures Midlands C.I.C	Lookin' Up!	This will be an extension of the existing project 'Smart Start' and this funding will help to deliver 14 four hour sessions over 8 months. This will be run by lead practitioner Liam who will be supported by an assistant and 4 visiting experts. The project involves mentoring by those with shared experiences who have gone on to become successful entrepreneurs.	New Parks
Early Intervention Youth Fund			
Tall Ships Youth Trust	Sailing Beyond Expectations	To support 10 young people aged 12-25 who are either offending or at risk of offending. This will be through a four night sailing trip where the young people will have to work as a team in a unique/challenging situation.	Leicestershire
City of Leicester ABC	Champion Spirit	To deliver three extra boxing classes per week to young people. These sessions will focus on delivering the contender am-box programme pioneered by the Metropolitan Police in their battle to tackle gang and knife crime. There will also be a 1-2-1 element of coaching and advising/signposting attendees so they can receive help with any difficulties.	Leicester

Iconic Music, Drama and Dance Ltd (Social Enterprise)	Stop The Hurt - Turn the Spotlight on Knife Crime Project	Using the performing arts participants will develop valuable skills such as decision making, problem-solving and non-violence conflict resolution techniques. 20 NEET young people will be engaged with to turn the spotlight on knife crime and the devastating effect it has on victims, families, perpetrators and society.	Leicester
Leicester Sporting Futures	KB in the Community	The project will deliver and outreach, engagement and capacity-building programme to engage at least 10 local community groups/clubs. There will be a capacity/skills analysis of the organisation, its volunteers, staff and participants, and help the group develop a robust prevention approach to knife crime.	Leicester
Pedestrian	Positive Choices	Positive Choices has two key strands, prevention focussed intervention and future-focussed positive engagement and mentoring, delivered within intensive week-long programmes for young people currently involved in or at high risk of knife crime via Leicester City YOS.	City Wide, targeting Castle, Eyres Monsell, Saffron, Abbey, Spinney Hills, Freeman, New Parks, Western Park, Beaumont Leys Wards
Knighton Mead Primary Academy	Boxing to Break the Cycle	This project will provide a positive role model or mentor who will relate to our most at risk pupils and open their eyes to other possibilities of how they could live their lives and what their future could be. The school/coach will run one session a week, after school for an hour. An accredited, vetted coach would be used to deliver this session and a member of school staff would remain watching the session to ensure it is of the quality and is delivering the outcomes we wish for.	Knighton Mead pupils
Zinthyia Trust	Young People Employment and Skill Project	Participants on the programme will be enrolled on a 4 week work placement that will cut across various sectors such as catering and hospitality, retail and customer service, office administration, social media, community media reporting and community development to encourage and stimulate the experience and keep them engaged in the programme.	Leicester
The Baca Charity	Leaving Care Project	If the young people receive a positive decision on their leave to remain in the UK application, the next step is moving on from Baca. This step is challenging for the young people, both emotionally and practically. As part of this project Baca will create a new 'Leaving Care' support worker role who will become an advocate for the young person leaving care and	All the young people we work with live in Loughborough, having been placed by eight Local Authorities in the Midlands, including Leicestershire, Leicester City and Rutland Local Authorities.

		<p>will guide them on a 1:1 basis to help them navigate the benefits and social housing application process.</p> <p>Also Baca will be expanding the existing ‘Education Coordinator’ role by 10 hours per week, they will work 1:1 with young people to ensure they have opportunities to learn new skills through accessing work-experience, traineeships, apprenticeships, or even additional educational support at Baca.</p>	
Unit 66 and Youth Community Development	Box-Well for Health, Fitness and Well-Being (Knife, Gang, ASB, Drug Crime Reduction and Youth & Community Development)	<p>This project will deliver boxing, kickboxing and MMA sessions in a safe MMA and boxing gym environment in the Spinney Hills area of Leicester. Sessions will be delivered 4 times a week, with more sessions added if necessary.</p> <p>Sessions involve mentoring the participants in the development of their lives, focusing on particular personal, social and mental aspects.</p>	Leicester
Northfield and District Play Association	Playbarn Youth Project	<p>The aim of the project is to provide a safe and engaging environment off the streets where young people can come and enjoy themselves, with a main focus on; socialising, informal education, fun and engaging physical activities, life skills, inclusivity. There will be two youth sessions a week (Monday and Friday) with two youth workers and two volunteers.</p>	Northfields, Hamilton, Thurnby Lodge, Nether hall, Rushey Mead and Belgrave
Youth Educations Projects and Opal 22 Arts and Edutainment	HEART Not Knives - The Story of Shaka!	<p>This project will recreate the story of Shaka! Funding will go towards the production of an open air theatre show to tell the story inspired by Shaka Zulu, the illegitimate African Prince as his life has many parallels to modern day families living in the UK. This will act as a diversion for 10-15 at risk children who will work with experienced directors, script writers and set designers with each of these mentoring the young people throughout the project.</p>	Leicester

Appendix C – Case studies from wider initiatives

Case Study 1

The Annex (Loughborough based street sex workers project funded through the PCC's Prevention Fund) has been working with a well-known sex worker, prolific shop lifter and revolving door client that has been stuck in the cycle of going in and out of prison, rough sleeping, sex working and offending. She is a drug user spending £40-£100 a day on crack cocaine and heroin, is on a methadone script, misuses alcohol, is in poor physical health, has diagnosed mental health difficulties but no medication in place, previous domestic violence, children in someone else's care, poor self-care with regards to not eating, dirty clothes, not registered at a dentist or opticians and no benefits in place.

We initially found it challenging to engage her and spent a lot of time doing outreach, building relationships, taking her food. Following this we met her, and she attended the Annex, she received new clothes, contraception and a listening ear. We spoke to her about potentially moving into an all-female project which she loved the idea of and through this she is now claiming Universal Credit, is staying in most evenings, meaning she is reducing her sex working, taking her methadone, has reduced her drug use, has attended the GP and got prescribed medication for her mental health, has had an eye test at the opticians and is not currently wanted for any offences by the police.

Case study 2

Josie is a 15-year-old who has been made subject to her second Community Resolution in a year. She received her first Community Resolution 11 months ago for a common assault. At that point in time her school attendance was sporadic with 64% attendance and the Head of Student Support stating that her behaviour was of such concern that they were considering permanent exclusion. Josie's mum was finding it difficult in managing her behaviour at home and was concerned for Josie's peer associations and possible cannabis use.

The Prevention team (City YOS team funded by Early Intervention Youth Fund budget) visited Josie and her mum at home when she received her second Community Resolution from the police. Josie and her mum agreed to voluntary intervention to reduce the chance of further offending.

The prevention team has been working with Josie for 8 weeks, during which time they have met with Josie, her mum, step father and siblings. They have also met with key people at school and Josie's grandparents. Josie is engaging fully with the team and aspires to become a nurse in the future. Her current school attendance is 94% and mum reports a significant improvement in their relationship and behaviour at home. "I love it because I know it's making her think. It's a last resort and it's working" – Josie's Mum

Case study 3

Steve joined the Wire Project (funded by the EIYF budget) in September 2019. He had been out of work for over 12 months and was looking for permanent employment. Steve had an interest in Engineering, having studied this subject at university a number of years ago, however his lack of work experience was proving to be a barrier when it came to applying for jobs.

Steve participated in one of our Employability Workshops and was matched with one of our member businesses, Terex Corporation. Terex Corporation is a global manufacturer of lifting and material processing products. Terex were really impressed with Steve when they interviewed him for an unpaid work placement. His knowledge about Engineering shone through, and he was given the opportunity to work on site to gain valuable experience within the manufacturing department.

Steve completed his work placement in October 2019 and Terex provided Steve with a glowing reference which outlined his hard work, commitment and professionalism. He was given guidance on what next steps he could take in order to get into the Engineering industry, and Steve said that he had thoroughly enjoyed the placement and felt it did wonders for his confidence, as well as gaining valuable skills and experience that would help him in the future. Steve was the first Wire participant that Terex had taken on placement, so this was a huge success all round.

Following this, Steve moved onto a placement on a construction site with Barratt Homes, during which he again demonstrated his enthusiasm and commitment to work. This paid off when Steve successfully completed a work trial and interview with Leicester City Council and was offered a full-time position in their grounds maintenance team.

Case Study 4

Client M was referred to New Dawn New Day (funded by the main commissioning budget) as part of a police conditional caution issued for assault in February. She is a 41-year-old woman, who had lived with her long-term partner and 3 young children, she has no previous criminal history. During initial induction M was very emotional and described long term emotional abuse from partner who was currently not allowing M to return to the family home or see the children, leaving her homeless, extremely emotional as well as moneyless as M's partner was the only wage earner in the household.

Support and engagement

M was referred to our in-house benefits advisor to support her with identifying and applying for appropriate benefits.

M also agreed to a Hope Project referral – *The Hope project is also based within the New Dawn New Day building and is a consortium of organisations including: Womens aid, Panahghar, Turning Point and NDND.*

As a direct result of this referral this project M has received 1:1 Mental Health Support, a wraparound support worker who has managed to secure her a place in a women's refuge M has also accessed group programmes such as New Dawn New Days Trauma informed Emotional management programme.

Outcomes

M has identified that she has learnt a lot about herself from the Group programmes and 1:1 mental health support and has been able to put healthy coping strategies in place which has improved her mental health allowing her to make positive changes to move forward with her life. She also in contact with her children and has a regular arrangement for contact.

M is currently volunteering and training to prepare her for work, her over all wellbeing scores have improved and describes being in a 'good place' and excited about her future.

Appendix D - New CSP reporting template

Link to the Police and Crime plan	Key priorities	Action	Lead agency	Funding source	Time scale	Outcome
Police and crime plan objective (V)	Link to your priority/ies, objectives	How do you intend to deliver on the priority	Who is the lead agency/Officer?	Please specify source of Funding	What is the proposed timescale for delivering this priority?	What outcome/s are you expecting to achieve
Victim Services, Vulnerability Protection, Viable Partnerships, Visible Policing, Value for Money	Reduce harm to victims	Support to victims of Domestic abuse	X	OPCC- PLF	01.04.2019-31.03.2020	Victims will be safer

Performance measure	Result	RAG
How will you measure the performance of the outcome/s	What do you consider to be an acceptable result to demonstrate that the outcome has been achieved	>90%= green 70-90%= amber <70%= red
Victims will report that they feel safer	90% of victims state they feel safer following support	92% Self assessment