



**Lancashire
Constabulary**
police and communities together

REPORT TO: Joint Management Board

DATE: 21st July 2016

**AGENDA ITEM: 4
SUBJECT: EARLY ACTION FUNDING AND PROGRESS
REPORT**

1. Summary

Over the last 18 months three Police Innovation Fund (PIF) bids have been submitted by Lancashire Constabulary and the Office of the Police and Crime Commissioner for the development and implementation of Early Action across Lancashire incorporating all Public Services as active partners. This report provides an update on the progress of the individual projects, the overall impact so far and future plans.

2. Decision Required

That the report is noted by the Committee.

3. Information

The first Police Innovation Fund (PIF) bid was submitted for the development and implementation of Early Action across Lancashire. On 25th March 2015 the Home Office approved the bid and awarded Lancashire PCC, Lancashire Constabulary and Lancashire Partners the sum of £4.3 million over two years to deliver early interventions to children, adults and families. The funding has meant that this work can now be accelerated considerably from 5-10 years down to just two years.

We submitted this bid as we realised that there was a need to intervene to prevent more serious problems by working individuals who are escalating towards a crisis because they are vulnerable through issues such as mental health, social isolation, substance misuse or deprivation. In addition that there was a need to work with those identified as engaging in high risk criminal activity, or are at risk of engaging in such activity. The aim is to successfully identify people across the whole of this spectrum and provide interventions and support aimed to divert people from crisis or criminal activity and enable them to thrive, to contribute more and cost less.

This bid also incorporated £900,000.00 of funding towards Blackburn with Darwen Council's Transformation Challenge Award Serious and Organised Crime bid, which

has seen the development of prevention hubs designed to prevent people escalating to serious crime.

The overall implementation has involved a collaboration of public services both statutory and non-statutory who collectively provide the most appropriate, quality support, at the earliest point possible in individuals' lives. Lancashire has already started to move towards greater inter-agency collaboration, but this funding has allowed the escalation beyond surface-level activity, towards a genuine shared methodology and approach to individuals across a broad range of services.

The partners involved are:

Lancashire Constabulary
The Police & Crime Commissioner
Blackburn Clinical Commissioning Group
Blackburn with Darwen Council
Lancashire County Council
Blackpool Council
Lancashire Women's Centre
North West Ambulance Service
Lancashire Fire and Rescue service.

Project Updates:-

Mental Health Responding Team (MHT)

The aim of the MHT in the context of the *Early Action* project is to ensure that people with mental health problems in Lancashire receive appropriate medical attention as quickly as possible. The existing literature has shown there is need for proactive rather than reactive measures in responding to mental health crisis and a recognition that improved inter-agency collaboration can contribute to better outcomes for the person requiring mental health support. The benefits of the initiative are:

- The person suffering from mental health problems obtains a quicker and more effective service.
- It allows mental health nurses to conduct immediate mental health assessments at the scene, resulting in reduction of the need for police to use powers under section 136 Mental Health Act.
- It reduces the use of police stations as a 'place of safety' for those detained under section 136 Mental Health Act.
- It arranges appropriate medical attention on the street, whilst keeping people out of custody.
- It reduces the likelihood of service users being taken to hospital in a police vehicle.
- It streamlines multi-agency roles in supporting people with mental health issues.

Progress to date;

- 9 mental health nurses allocated throughout Lancashire – 3 based in Burnley Police Station covering East Division, 3 based in Chorley Police Station covering South Division and 3 based at Blackpool Divisional HQ covering West. There are

3 vacancies (one in each division) which are currently being filled using bank staff nurses.

- 4825 incidents responded to by the mental health triage teams between June 2015 and June 2016.
- Mental Health Nurse team manager now in post and will be based in Contact Management.
- Shift rotas changed to reflect need.
- Nurses currently being recruited for contact management.
- Steering group established which has representatives from: Lancashire Care Foundation Trust, North West Ambulance Service, Clinical Commissioning Group – Chorley and South Ribble, Police HQ and Divisions and OPCC.
- 2 week initial induction and training for all staff on the pilot.

Interim evaluation findings;

An interim evaluation took place in March 2016 to evaluate the implementation and the impact of the initiative and the funding provided.

- Qualitative analysis on the implementation found that respondents thought that felt the two organisations worked very well together. However they highlighted concerns regarding the inadequate level of places of safety (PoS) for service users under the age of 16.
- By analysing the number of MHT incidents between 16/06/2015 and 29/02/2016 (258 days) it was discovered this related on average to 12.67 mental health related incidents per day, involving some level of MHT interaction. This included an average of 3.79 face to face incidents across Lancashire a day.
- Data identified 113 avoided S.136's which identified the below efficiency savings to February 2016:

	Police		NWAS	A&E (NHS)	Total Efficiency Savings
	£	Hours	£	£	£
Avoided S.136	32,431	1,204	14,718	7,254	54,403
Efficiencies S.136	4,779	121			4,779
Total	37,210	1325	14,718	7,254	59,182

Top risks are;

- Failure to recruit staff.
- Retention of Nurses.
- Data accuracy.
- Impact of initiative on the service user.
- Number of available beds.

Next steps

- Recruitment of 3 nurses with contact management and 3 nurses to back fill in divisions. The recruitment process will be running in August 2016.
- A review of the service and recommendations on sustainability of some of whole of the service is currently being compiled.

Avert – Women’s diversion project

During November 2013 the Avert pilot project was established to act as an early intervention tool, working to divert low level and persistent female offenders from the CJS at the first point of contact or earlier. It offered a holistic package of support implemented through Lancashire Women’s Centres (LWC) to help with the complex issues that can lead to (re)offending.

In year one the OPCC were successful in securing funding of £ 185,684 for the implementation of the AVERT Initiative in Lancashire. In year 2 further funding of £187,143.00 is available, the next funding request is due in October 2016 covering the period April to September – during this assessment we will be reviewing the projects outputs and outcomes which will assist with the project sustainability planning.

The specific objectives of the Avert pilot scheme are to:

- Divert women away from the CJS at first point of contact or where appropriate to do so.
- Reduce the risk of reoffending.
- Address vulnerabilities by tackling the underlying causes of offending behaviour.
- Help women avert crisis in their lives and support and empower them to be able to manage their own risk of reoffending.
- Provide a different route into support services for women who otherwise would not have accessed support.

Progress to date:

- Over 870 referrals to date, Over 50% are voluntary referrals.
- Project has been rolled out throughout Lancashire in June 2015 providing gender focused intervention.
- AVERT has been incorporated into the new custody ICT solution as an option for a conditional caution option.
- The number of appointments has been increased to 4 from 3. Now the offer incorporates and assessment interview and then 3 compulsory appointments.
- Penalty Notice Disposal (Education) (PNDE) offer available from February 2015.
- Vetting level changed to assist in the recruitment of mentors and volunteers for the Lancashire women’s centre.

Interim evaluation findings;

An interim evaluation took place in March 2016 to evaluate the implementation and the impact of the initiative and the funding provided.

- Qualitative feedback from service providers was very positive.
 - Felt supported and equipped in their task, particularly felt from the Police.
 - Commitment and enthusiasm of the practitioners to improve the lives of the service users, was evident.
- 70% of conditional cautions comply, attending all appointments, against 8% of voluntary referrals.
- Females who complied had a lower reoffending rate that those that did not and also lower than national levels of 19.4%.
- For those that did reoffend, Compliance with the AVERT programme also affected the length of time before the subsequent crime was committed. Those that complied waited longer than those that did not comply.

Top risks are;

- Original Early Action Police Innovation Funding finishing in March 2017

Next steps

- Realising and planning for sustainability post the ending of finance in March 2017.

Vulnerable Caller project

In April 2015 the vulnerable caller initiative was established. By identifying the top residential callers (999 and 101) the police are able to identify vulnerability at the earliest opportunity to prevent further crisis rather than responding to it.

As part of the bid, in year one the OPCC were successful in securing funding of £ 232,726 for the implementation of the Vulnerable Callers Initiative in Lancashire for Year 1. In year 2 further funding of £126,805.00 is in the forecast, the next funding request is due in October 2016 covering the period April to September – during this assessment we will be reviewing the projects outputs and outcomes which will assist with the project sustainability planning.

The specific objectives of the pilot scheme are to:

- Reduce vulnerability which will reduce future demand on services.
- Identify root causes of behaviour rather than respond to the symptoms.
- Increase resilience.

Progress to date;

- 1160 potential vulnerable callers have been identified to the Early Action Teams to date.
- Vulnerable caller teams have been recruited to take on complex cases.

- Vulnerable caller team leader recruited.
- Vehicles purchased for the early Action teams.
- Additional Members for early Action teams to deal with early Action and vulnerable callers.
- Introduction of wellbeing questionnaire to measure impact on the service user.
- Interviews being conducted with vulnerable callers to gain more in depth knowledge on intervention and impact.
- Knowledge hub group being established to increase communication and sharing of best practice between Lancashire Early Action Teams.
- Vulnerability risk factors being recorded.

Interim evaluation findings;

An interim evaluation took place in March 2016 to evaluate the implementation and the impact of the initiative and the funding provided.

- Qualitative feedback from service providers established;
 - Partnership working had improved over time
 - multiagency teams as “brilliant” and the foundation of partnership working
- Blackpool was found to be the peak location for vulnerable callers in Lancashire.
- Mental Health and alcohol misuse were established to be the main vulnerability risk factors identified (40.1% and 27.1% respectively).
- Early Action teams are or have been worked with over 300 families/individuals to date.
- Calls to 999 and 101, 3 months prior compared to 3 months post intervention, showed a reduction of 51.5% (1815 calls) from the vulnerable callers with the lead professional being a member of the Early Action Team.
- 3 months prior compared to 3 months post intervention, showed a reduction of 38.4% (109) from the vulnerable callers with the lead professional being a member of the Early Action Team.

Top risks are;

- Funding finishing in March 2017, sustainability of vulnerable caller teams/cases.
- Police staff movement.
- Effective impact assessments being completed by Early Action Teams.
- Consent forms completion.

Next steps

- Communication strategy.
- Examples of best practice.
- Increasing profile of commissioned services to assist early action teams.
- Scoping a Cross collaborative analytical product across public services.
- Sustainability plan in progress.

Partnership Commissioning Review

As part of the original Early Action Police Innovation bid a commissioning review team was formed with the intention of reviewing commissioning arrangements across public services.

Aim of the project is to:

- Establish a Lancashire wide picture of commissioning across all partners identifying gaps in service, duplication and inequity.
- Produce a product for the 9 Placed Based Chief Inspectors that allows them to:
 - Understand the **need** in their area.
 - Have an awareness of strategic **plans**.
 - Have an awareness of **activity** on the ground (commissioned services).
 - **Review** activity to ensure it is effective and well-co-ordinated.

Progress to date:

- Met with key stakeholders from public services and the voluntary sector regarding their core offer and services.
- Identified gaps in service from speaking to front-line staff and raised these with senior officers
- Identifying duplication and inequity in service provision.
- Ensure interconnectedness to other programmes
- Identifying best practice

Next steps:

- Develop a commissioned services database.
- Meet partners from the public and Voluntary Community and Faith Sector to gather information about commissioned services. Undertake a mapping exercise identifying gaps in service, duplication and inequity of commissioned services.
- Produce an individual briefing document for the 9 Place Based Chief Inspectors.
- Establish a mechanism for Early Action Teams to raise gaps in service to commissioners and strategic Boards.
- Provide the 9 Place Based Chief Inspectors with a streamlined and better connected directory of services which lists available support.

This review team will cease at the end of the funding period as the review and actions will be complete.

Organised Crime Prevention and Intervention Project

In July 2015 the Organised Crime Prevention and Intervention was established.

The lead authority for this project is Blackburn with Darwen Council and they monitor the original Early Action Police Innovation and Transformation Change Award funding of the project.

Background

There has been an increase in those engaging in high risk criminal activity, organised crime groups (OCG) and gangs operating in parts of Lancashire. Research has identified 203 OCG groups that are, or have the potential to engage in, criminal activity. 49 of these groups are more organised and already best described as 'gangs'.

Their activities include drug trafficking, extortion, exploitation and serious violent offences. The groups currently have 1183 members with a further 843 young persons on the fringes of those groups. We know that prevention and early intervention is a more effective and less costly means of achieving better outcomes, which will ultimately mean that we will need to respond less in the future.

The specific objectives:

Prevent:-

- Vulnerability- whether caused by, deprivation, mental health, substance misuse, lack of education or physical health issues.
- Individuals from engaging with gangs and intervening at the earliest opportunity for those at the initial stages of engagement.

Pursue:-

- To enhance our ability to pursue those causing or likely to cause serious harm
- Opportunities to upscale innovation and best practice across Lancashire

Protect:-

- Those who are vulnerable by providing timely and effective interventions and support.
- To protect those affected and those fearful of the consequences of leaving organised crime groups.

Prepare:-

- Create a cultural shift of personal responsibility and problem solving, to cultivate and mobilise volunteers: supporting and enabling the vulnerable in communities.
- To prepare communities at risk and to help them to be part of the solution.

Progress to date;

Prevent:-

- Commissioned bespoke interventions with individuals, families and groups (vulnerability to pathways)
- Referral and review process for commissioned services to monitor individual progress (consistency/ learning)
- Blackpool – Families in Need Service
- Age range of 10-57 years
- Only 3 individuals were not accepted (safeguarding concerns)
- Groups were difficult to both fill and manage (association concerns)
- Geography

Protect:-

- Vulnerable individuals/ groups/ communities
- Identification of gaps and opportunities to work with those vulnerable to becoming victims and/or perpetrators.
 - Young women commissioned work.
 - Missing from Homes (MFH) potential work.
 - Building on Serious and Organised Crime (SOC) Profiles (patterns and movement of “vulnerability”).
- Victim v Perpetrator – Blurred lines (vulnerabilities & safeguarding) identification.

Pursue:-

- 3 x Basic Command Unit virtual Genga enforcement hubs under PURSUE.
- Maximise multi-agency effort to reduce risk from organised crime.

- Secure platform to work together (PAM).
- Improved knowledge of support- powers toolkit.
- Referrals into Genga made by partners governed by risk and threat, assessed via the coordinators in each BCU. An intelligence product will then be built upon.
- Information shared and enforcement coordinated through PAM.

Prepare:-

- Understanding the landscape.
- SOC Profiles – One side of the story?
- Limited resource in context of wider PIF volunteer work.
- Building understanding in neighbourhoods – Resource.
- Lack of knowledge/ understanding.

CCTV:-

- Blackpool Hub – Development work completed. Strong partnership operating within the control room (Council, BID, volunteers).
- Blackburn Hub
 - Blackburn, Burnley, Pendle, Hyndburn, Preston
 - Capital work on-going, due for completion September 2016
 - Blackburn with Darwen leads authority, Districts buying services from BwD (SLA).
- Procurement.
- Specialist technical knowledge.
- Existing use by / engagement from key agencies?

Evaluation;

A detailed monitoring and evaluation process was put in to place for the majority of work commissioned under the Prevent and Protect strands of the Project. Relatively simple in nature, this is based on the Prevent Guide to Individuals at Risk of Being Draw into Serious and Organised Crime (2015) which highlights a number of risk factors. Our monitoring identifies and tracks progress against these factors – later in the Project we hope the Analyst will be able to “dip-sample” closed cases to determine longer term impact.

Top risks are;

- CCTV Hub in Blackburn (large capital project, so risks around budget, timescale – also the number of partners involved has a risk until everyone’s formally signed on the dotted line).
- Commissioned work, managing contracts closely and carefully.
- Stability of team (short term nature of work/ likelihood of staff moving on is high) and impact on work should a key member move on.
- Sustainability of key work beyond 2017.

Next steps

- New commissions – higher quality information & learning.
- Marketing “Liberate” messages with partners and communities.
- CSE week.
- Understanding intelligence.
- Action plans created to assist delivery.
- Develop Lancashire OC Partnership – Consortium.
- Clear roles and responsibilities within SOC.
- Maximise capability of CCTV (links with SOC Partnership).

- Link to PIF Volunteer Hub work.
- Crime stoppers campaign.
- Evaluation & Academic work – Evaluating impact of SOC Partnership.
- Links across the 4 P's.

2016-2017 Bids

At the end of year one all of the money granted to the project was spent as intended and as the first projects progressed through 2015 the scoping for an integrated ICT system took place and a potential system identified, therefore a second Police Innovation Fund bid was submitted and was successful for the year 2016-17. This was for a total of £536, 000 for two separate projects which form part of the overall approach to the development of Early Action in Lancashire. The first project is the development of an ICT solution to enable information sharing between partners to better manage cases of children, families and individuals. The second project is the development of a multi-agency Community Volunteer Hub to better manage volunteer activity across partner agencies in Lancashire. This Hub will utilise the new volunteer workforce to assist in the management of Early Action cases where families and individuals can be stepped down and be managed by volunteers in a more resilient community.

ICT Integrated system

To allow us to work in a truly integrated way with our partners a share case management system is vital. The money granted has allowed us to scope a system that will allow maximum integration, this is Liquid Logic which is already well established in Lancashire County Council areas and also in part of Blackburn with Darwen service areas.

Aims

- Develop an IT solution to manage cases referred into Integrated Panels or Early Action Teams across Lancashire.
- Aim to ensure the system integrates with existing systems used by Public Sector and Partner agencies.
- Ensure any system is compliant with the Management of Police Information (MoPI) and security arrangements necessary for a police IT system.
- Ensure the sharing of any information is governed by appropriate Information Sharing Protocols.
- The ability to provide management information.
- The IT system must enable the management of information between agencies to empower frontline staff to take an Early Action approach in managing vulnerability through targeted interventions.
- Any IT system must be cost effective and be configurable with existing and future Lancashire Constabulary IT systems.

Progress to date:

- Scoping of potential systems complete.
- Paper submitted to Chief Officer Group for confirmation of decision.

- Negotiations with British Telecom Lancashire Services commenced.

Next steps:

- Establish implementation team.
- Detailed testing by lead professional staff.
- Links into Lancashire L- Pres information sharing group.

Lancashire Volunteer Partnership project

The vision for the Lancashire Integrated Public Service Volunteer Hub is that by May 2018 Lancashire Public Services will have an efficient, effective and high quality Public Service Volunteer offer that matches resource with need, supports vulnerable people to get the help they need to become stronger and more resilient whilst reducing the demand on statutory services.

Aims:

- Rationalise multi-agency processes to create one single gateway / point of entry into public service volunteering Pan-Lancashire.
- Create a single business support function that delivers consistency and efficiencies.
- Integrate a single ICT system that facilitates the matching of public service volunteers to need.
- Increase the capacity of public service volunteers to meet increasing need through additionally and widening the volunteer skill base to better deliver against need.
- Offer a service that is universal and prioritises those in most need regardless of age or other characteristics.
- Broaden the diversity of volunteers so that they better reflect local communities in which they are deployed.
- Inform and guide the commissioning of the voluntary sector by identifying gaps in service provision.
- Increase confidence and public value by demonstrating how public services can work together to deliver relevant, effective and integrated services.

Benefits to be derived from these would be;

- Cashable savings by adopting a more efficient business support function (target 30% saving in business support costs by May 2018).
- Efficiency savings in reduced statutory intervention (target £421.2k per year achieved by each of the additional volunteers saving one hour of lead professional time each week).
- Increased capacity to reduce vulnerability and demand on statutory services (Additional 300 Community Support Volunteers by May 2018).
- More sustainable model for future service delivery with implementation costs repaid as early as yr.3 after implementation.
- Implementation of good practice for the benefit of all Lancashire public services.
- County resource available for civil contingencies and major emergencies.

In March 2016 the OPCC were successful in securing over £700k to help fund the development of this Programme from the Police Innovation Fund and on the 1st June 2016 a formal Programme Plan was approved by the Early Action Oversight Board.

Progress to date;

- Full time Programme Manager now in place.
- Programme Plan has been formally approved by the multi-agency Programme Board.
- Programme support including media and marketing, legal and HR now in place.
- Existing staff consultation has begun.
- Pilots in three areas and a central service function are now underway.
- Development officers and other Programme staff are in the process of being recruited.
- Programme is on track according to the tranche plan and Gantt chart.

Risks:

- Unable to recruit sufficient volunteers due to a change in attitude to volunteering.
- Some public services not contributing resources due to severe financial constraints.
- Police innovation fund withdraw future funding.

Next steps:

- Key messages delivered to internal stakeholders and elected representatives.
- Process development and new referral pathways informed by pilot areas.
- Recommendations in relation to future structure and operating policy.

4. Implications

None to report

5. Links to Police & Crime Plan

The development of Early Action supports the PCC's Police & Crime Plan and is most strongly seen in the following areas: -

- Protecting Vulnerable People – by identifying vulnerability earlier, having a workforce dedicated to problem solving to reduce escalation to crisis, in building stronger, more resilient communities and having the key enablers in place to do this, this approach works to protect the most vulnerable in our communities.
- Partnership Working – this whole approach engages partners at both statutory and non-statutory level to deliver an approach and ethos of Early Action where prevention of a problem is better than reacting to a crisis. Key stakeholders form an integral part of this work as we move towards an integrated workforce working to the same aims and outcomes.
- Tackling Crime and Re-offending – taking a holistic approach to families and individuals, recognising those who offend have specific needs which can be met through partnership working has a strong impact on reducing re-offending. Taking an Early Action approach to resolving the root causes of problems will lead to a reduction in crime because individuals will be better placed to manage their lives supported by agencies and communities.