



## **STRATEGIC SCRUTINY MEETING**

**TUESDAY, 26 FEBRUARY 2016 AT 3.00PM IN THE  
CONNOLLY ROOM, POLICE HEADQUARTERS, HUTTON**

### **NOTE**

#### **PRESENT**

Clive Grunshaw - Police and Crime Commissioner  
Steve Finnigan - Chief Constable, Lancashire Constabulary

#### **IN ATTENDANCE**

Detective Superintendent Sue Clarke, Lancashire Constabulary  
Ian Dickinson - Standards and Governance Officer, Office of Police and Crime Commissioner  
Robert Ruston, Victims, Commissioning & Partnerships Manager, Office of Police and Crime Commissioner

#### **APOLOGIES**

Angela Harrison, Director, Office of Police and Crime Commissioner

### **1. Protecting Vulnerable People**

The Commissioner opened the session and outlined the elements of the priority, explaining how the priority is evidenced and how the Police and Crime Panel hold him to account in relation to this priority.

The Chief Constable then progressed through the nine scrutiny questions posed prior to the meeting and discussed further issues the Commissioner wished to explore.

#### **1. Please can the Chief Constable advise on the steps taken or planned by Constabulary to address how it is recording on crime systems, data pertaining to the vulnerable victims?**

*Although there is currently no generic vulnerability marker on crimes we do have the facility to place vulnerable markers on webstorm logs . We also have the PVP system*

*which is used to good effect. In addition Crime 2 allows us to flag specific crimes (DA, CSE etc.) A request for change has gone in to ICT to incorporate the new vulnerability definition which the Constabulary is going to adopt. This will allow for easier tracking of crimes relating to vulnerable victims.*

*Definition: 'Vulnerability applies to the following categories of victim or witness: young (under 18); elderly; disabled; suffer from mental health issues; have learning difficulties; have another form of vulnerability (e.g. in fear of intimidation); or a mix of these. This also applies to victims of serious crimes, domestic violence, hate crime, persistently targeted victims, intimidated victims, victims of sexual offences and trafficking offences, and to close relatives of bereaved victims.*

*Please also include victims who are considered to be at risk as a result of this crime e.g. financial loss.'*

*In the HMIC report published on 18<sup>th</sup> February favourable comment was made about our current ability to identify repeat and vulnerable victims. The future plans through amendments to Sleuth and Connect will only reinforce this position.*

**2. Please advise on the current training regime for officers who deal with vulnerable victims.**

*Vulnerability is covered on all relevant courses IPLDP, ICIDP, IMSC. Along with the standard College of Policing courses, the Constabulary supplements training staff with further generic safeguarding courses. In addition we have trained all of CCA's/PEA's/DRU in CSE, DA, human trafficking. We run numerous CPD events throughout the year on DA, HBV/FGM, rape, CSE, Vulnerable Adults. We have close links with victims groups who assist us with training and consider this a key ingredient to winning hearts and minds of front line staff.*

*From April 2016 we start to roll out a risk training package to all front line officers; this has been written in house. Thereafter, we have agreed a programmed of PPU modules which will be delivered on a rolling programme and refreshed every 3 years. These will cover regional and national best practice as well as learning from a more local context and perspective.*

**3. In the report, partnership arrangements about MASH are raised. It mentions backlogs of referrals and systems/bureaucracy issues. Please advise what steps have been taken to address the issues at Blackpool and what is the current referrals backlog/picture pan Lancashire**

*Since the HMIC visit processes have been overhauled including changes to the working hours and rotas of staff. This along with changes to CSC processes has positively impacted on the queue. The back log is now a manageable 200 police referrals on average per day. (At its height the queue was 1000+.) All the highs are dealt with immediately and there is a robust system in place to Q/A any outstanding referrals to ensure accurate risk grading.*

**4. A national Code of Practice for victims of crime has been produced and Constabulary are one agency who have a contribution to make to that**

**Code. Please can you advise the Commissioner of the Constabulary's progress in this regard and especially in relation to the provision of enhanced services for vulnerable victims?**

*The Code of Practice for Victims and Witnesses is an EU directive. Lancashire Police were already working to this directive, but it was revised in November 2015. The revisions added the requirement that all victims of crime need brief details in writing of the offence that has been reported. As previously mentioned there is a request for change lodged with IT to incorporate the new vulnerability definition. The vulnerability marker will prompt the OIC to consider and record victim vulnerabilities within CRIME2 and as a result improve referrals to Victim Support. From this, any requirement for enhanced services through the CJ system will be submitted to CPS. Further work on this area will be covered in the Constabulary Vulnerability Plan.*

- 5. HMIC inspected Constabulary in 2014 and recommendations made are being addressed. However, the recent report suggests 'the force should set out clear timescales to finalise these improvements and make sure they become part of routine practice. Please advise of current position.**

*See supplementary report on HMIC recommendations attached*

- 6. Finally, on this report, the HMIC indicated Constabulary still had work to do to ensure frontline officers understood the full range of safeguarding roles for DA victims, as well as understanding more about controlling and coercive behaviour in the context of DA. Please advise what Constabulary are doing/plan to do to address these issues.**

*HMIC have observed that in the main our staff recognise vulnerability and are committed to protecting victims. (Effectiveness Assessment Feb 18<sup>th</sup> 2016.) As previously referred to in question 2, the training regime covers all the aspects of vulnerability and the plans outlined will improve the current training offered to our staff. In relation to coercive control training, the Constabulary received the CoP training package for this on December 18<sup>th</sup>. This contained 23 different training tools which would take a 3 hour input to deliver in full. The legislation went live on December 29<sup>th</sup>. Clearly this did not give us adequate time to train our whole work force in this important addition to DA legislation. A newsletter went out to all staff covering the necessary information. This was additionally promoted by PPU DI's in their local area. There is also an 8 minute video from CoP on Video box on Sherlock which officers are accessing. Learning and development staff are now utilising the CoP package in their standard training courses. Further issues have arisen in that the offence of Coercive Control is not on Pipeline which then prevents the read across to C3PO. Officers cannot therefore book offenders in for this new offence or charge them with it. This has been raised with DCC Rolfe the NPCC lead for DA. We are working through a local solution and the legislation is starting to be used. On a broader note the front line staff are utilising DVPN's to good effect across the county 87 were issued last year with 86 being authorised by the court and translated in to full orders. In terms of Clare's Law (DVDS) with a total number of 490 applications last year this is a growth area. Attendance at these disclosures by an*

*IDVA would need to be covered by any future commissioning arrangements. Currently often Constabulary staff are attending victim's houses and disclosing this information alone which is not ideal. (CASE STUDY AVAILABLE IF REQUIRED.)*

**7. The Rotherham Inquiry into child sexual exploitation forced many organisations across the UK to look closely at their relationships and partnerships with other agencies. In the context of Lancashire, what has Lancashire Constabulary done to review the effectiveness of its current partnerships/relationships?**

*Lancashire is starting from a position of strength in this area. Since 2008 we have had dedicated CSE multi-agency teams with strong partnership buy in and an impressive number of agencies represented on the team; currently, these include social workers, 3<sup>rd</sup> sector workers, dedicated nurses, parent support workers.*

*Rotherham and the recommendations made were a part of the pan Lancashire strategic CSE meeting agenda immediately following their publication. The pan Lancashire strategy and action plan, along with internal Constabulary policy were all scrutinised by the Constabulary to ensure they reflected the need and focus for a true multi agency approach. Already having multi agency CSE teams meant we were in a far better place to deal with CSE with our partners than most other forces and areas and many recommendations were current practice already.*

*The inquiry did focus other agencies into action and ensured the prioritisation of CSE. The CSE diagnostic undertaken by the LSCB and the partnership intelligence assessment from the community safety partnership were both completed in record time with the support of all agencies. The requirements for further resources to adequately resource areas of the county previously less targeted was embraced by partners and saw the creation of satellite teams in both Skelmersdale and Lancaster .*

*MASE (Multi Agency Sexual Exploitation) meetings were formalised to ensure they contained the relevant agencies and were adequately minuted and evidenced. The Constabulary communications plan was refreshed and is in the process of being evolved into a multi agency plan to ensure consistency of message. All partners assisted in training and preparation for CSE awareness week. At strategic level effectiveness of teams is reported within the annual report both internally and in all three LSCB's. DS and DI meetings are held regularly to capture and issues that are prevalent and these are fed back immediately to partners via HQ PPU.*

*Measuring outcomes for CSE victims has recently been the focus of a task and finish group and the dataset agreed has been handed to the LSCB for approval last week. The installation of a CSE coordinator within LSCB's (recently been appointed) will be a huge bonus in cementing effective partnership work.*

*The regional TITAN CSE coordinators created in 2015 have conducted force reviews and are currently creating various training sessions for forces including best practice which will be used to enhance the partnership work in teams.*

*Further agency relationships have also been cemented following the excellent relationships the DSs have built with the Children's Partnership Boards. The CPB's*

*all have their own area action plans which underpin the work being done at a strategic level. Through this plan, LFRS, BTP, licensing, taxi licensing, environmental health and BME groups have all received training and are all party to the CSE action plan now. Their effectiveness will be reviewed by the CPBs who will provide evidence to the Pan-Lancashire CSE action plan.*

- 8. The Constabulary have recently had a successful prosecution concerning 3 men who brought 2 Romanian teenagers to Preston with the promise of working in a hotel. Instead, they were forced into prostitution. The men were convicted of trafficking offences, rape and managing a brothel. What lessons can be learned from cases of this nature and how are agencies collaborating across Lancashire to tackle this emerging issue?**

*Main points of learning were:*

*The initial approach to victims is crucial to get right. Often in these cases there is an 'alpha' female who translates on behalf of the younger females in the house. This prevents disclosures being made as this female controls the others.*

*Adequately resourcing these investigations is a challenge. Separate officers required for each victim requiring interview to prevent contamination of evidence. The suspect interviews and number of interpreters required is also a drain on resources.*

*Places of safety to house victims are limited. In this case the girls were initially taken to the police station which should NOT be repeated. Through the National Referral Mechanism the victims were later housed by 3<sup>rd</sup> sector agency. This proved extremely positive.*

*Separate victim liaison role to be identified (i.e. not interviewing officers or OIC. IAG member also utilised as victim liaison- this worked well, as did utilising the same interpreter throughout.*

*As a result of this job and several others investment from OPCC in to 12 month pilot for Sgt to run trafficking team from East Lancs with force wide coverage .Further investment in a member of staff in to FID to enhance intelligence picture .*

*Early indications are that a much clearer picture of trafficking across Lancashire is emerging as a result of this work. The above learning is reflected in the force trafficking action plan and an MOU is being devised.*

- 9. The MARAC model of intervention which combines risk assessment and a multi-agency approach to high risk victims of domestic abuse and has been established as current good practice. What is the current workload across Lancashire and to what extent are Constabulary involved in these matters?**

*The Constabulary takes the lead role in these multi agency conferences, providing the coordination, administration and chairing the meetings. We also chair the*

*thriving MARAC Steering group and drive a lot of the activity which constantly looks to improve practice.*

*Our MARAC's are well established and we have robust systems for reviewing the numbers of cases coming to the meetings. The MASH DS along with IDVA review those cases unsuitable or those where all safeguarding has already been put in place. This system allows the more complex cases to be heard and given the adequate amount of agency time. This has resulted in a decrease in the workload of some meetings. Based on current performance the overall increase of Lancashire MARAC's is projected to be 6% at the end of this year.*

*However, that said there are still high numbers of cases which require MARAC .Preston, Blackpool and Pendle regularly have 30 plus cases which are heard in one day. Pendle had 3 MARAC meetings of 30+cases in one month recently to manage the demand. Nationally, however, the increase in meetings is running at 70%.*

*A sustainable solution for the future of MARAC will come in part from the risk training being planned for officers so that they truly understand risk and grade incidents at the right level. MASH phase 2 should be able to perform some of the functions of MARAC particularly once shared IT systems are agreed.*

*The commissioning for the continuation of MARAC for the next 12 months has just been agreed. This is a risk area if partners renege on the agreement to joint fund the meetings. The position of the local authority is by no means certain at this time. This is the focus of the MARAC Steering group to focus on finding a sustainable solution.*

*In September 2013, HMIC was commissioned by the Home Secretary to inspect the police response to domestic violence and abuse. As a result of this inspection HMIC has developed recommendations which are designed to tackle any risks identified in the service to victims of domestic abuse. These force-specific recommendations should be considered in conjunction with recommendations to all forces set out in HMIC's national report on domestic abuse.*

*The constabulary should:*

**1. Review the quality of assurance by frontline supervisors with an emphasis on checking the quality of the assessment rather than the completion of the risk assessment form.**

*This relates to DASH risk assessment. The more recent vulnerability inspection reported a favourable improvement on this. The Constabulary is involved in the College of Policing DASH review which is ongoing. In addition, we aim to produce a Vulnerability supervision checklist which will ensure audits on the quality of risk assessments continue to be completed. Risk training across the Constabulary to be rolled out April 2016 will also ensure accuracy of assessments.*

**2. Review the training currently provided to all staff to ensure they understand coercive control, stalking, harassment and so-called honour-based violence.**

*Training plan to incorporate all these elements has been devised .Roll out from April 2016.*

**3. Review the use of body cameras to capture and record evidence of domestic abuse incidents, and assist with victimless prosecutions.**

*Most recent Vulnerability Inspection reported improvement in this. CPS report increase in evidence led prosecutions as a result. The cameras are not personal issue but there has been a considerable increase in the numbers of devices available.*

**4. Review the number of IDVAs, particularly in areas where there are substantial volumes of high risk domestic abuse victims.**

*Lancashire has benefitted from a review in commissioning across county. The new arrangements allow flexibility of deploying IDVA resources in areas with increased demand.*

**5. Review the significant increase in the number of high risk cases going to the MARACs, to ensure that they can remain effective.**

*Full review of MARAC completed. Case numbers have reduced as a result although there are further plans with MASH phase 2 to incorporate changes to the process to ensure swifter response to victims.*

**6. Review the workload of the MARAC chair to provide resilience for the arduous nature of her role.**

*Further administrative support provided (financed by partners.) Deputy Chairs from other agencies also alleviate the workload. MARAC pre screening has reduced some of the numbers of cases being heard.*

**7. Conduct a Co-ordinated Action Against Domestic Abuse (CAADA) re-evaluation self-assessment process of the MARAC.**

*CAADA, the third sector organisation who lead on best practice in MARAC for the Home Office, now known as Safelives. Self-assessment completed for each of the Lancashire MARAC's. Recommendations from the assessments included greater consistency of attendance, timeliness of actions being completed, and reviewing referrals concerning harder to reach communities. All these actions are being worked on. It has been agreed that a self-assessment will be undertaken every two years.*

**8. Review the serial domestic abuse perpetrators (SDAPs) and evaluate the levels of risk the individuals pose, to assist in providing effective interventions.**

*This is still a work in progress. Whilst the Constabulary has a definition for serial perpetrators, there has been some confusion nationally about what definition forces should use. Clarity has been sought from the NPCC lead for DA. However since the inspection in 2014, Lancashire has benefitted from an increase in perpetrator programmes across the county. This has improved the choice of interventions that officers have at their disposal. There has been considerable development of Revolution (IOM) officers in terms of their knowledge of appropriate tactics to manage DA offenders. All Revolution teams utilise partners to assess the suitability of offenders to join the violent offender cohort.*

**9. Review repeat victims where there have been no further calls from them, to find out why no further calls have been made.**

*Local IDVA services have been consulted regarding this action and have expressed concern about the police re-contacting victims and potentially re-igniting a violent or abusive situation for a victim. However, through the victim's surveys that come on line in April we will have the mechanism to review the safety and satisfaction of repeat callers. This action will be transferred to the new Constabulary Vulnerability Plan under the activity under taken to ensure the voices of the victims are heard and feedback acted upon.*

In relation to the discussion the following issues were highlighted;

#### Training

The Commissioner explored the relationship with the Lancashire Fire and Rescue Service and the Lancashire Ambulance Service in relation to identifying vulnerability.

*In response, the Chief Constable informed the Police and Crime Commissioner that the fire service was already training and assisting with such duties; however, in some instances it was appropriate that the police should be the first respondent on the scene, in order to prevent the contamination of a potential crime scene for example. However, it was recognised that more could be done and that a memorandum of understanding would be created to facilitate an effective collaboration with the fire services on this issue, reminding however that high risk sensitive incidents should be attended by the police first.*

## **2. Stop and Search**

The Commissioner received a report on the progress and current position as against compliance with the Home Secretary's recommendations in 2014 and 2015 in respect of the Best Use of Stop and Search (BUSS). The report followed Her Majesty's Inspection of Constabulary (HMIC) publication of the Legitimacy Inspection report and the subsequent suspension of the Constabulary from the Best Use of Stop and Search (BUSS) Scheme, the Home Secretary's letter received on the 12<sup>th</sup> February 2016 and the Constabulary's and Commissioner's response.

The Commissioner noted the report.

**A Harrison**  
**Director**