

CABINET

Community Safety Priorities

22nd January 2012

Report of Head of Environmental Services / Head of Community Engagement

PURPOSE OF REPORT

This report requests specific decisions related to the funding by Lancaster City Council of domestic abuse services in the district – in particular, the use of £50,000 Performance Reward Grant allocated in principle to address this issue. It also provides more general information on other aspects of community safety.

Key Decision	<input type="checkbox"/>	Non-Key Decision	<input type="checkbox"/>	Officer Referral	<input checked="" type="checkbox"/>
Date Included in Forthcoming Key Decision Notice	21.12.12 (Submitted as Joint Commissioning for Domestic Abuse Services in Lancashire)				
This report is public					

RECOMMENDATIONS OF HEAD OF ENVIRONMENTAL SERVICES/ HEAD OF COMMUNITY ENGAGEMENT

With regard to Domestic Abuse Services it is recommended that:

- (1) Cabinet agrees in principle the request from Lancashire County Council that Lancaster City Council contributes £12,000 a year for three years towards the commissioning of mainstream domestic abuse services (Appendix A)
- (2) £36,000 of previously allocated Performance Reward Grant (PRG) is used to meet the expectations in (1) above, and that the remaining £14,000 is allocated to maintaining the Domestic Abuse Outreach Service in the district 2013/14
- (3) £17,526 of unused funding earmarked for mainstream domestic abuse services during 2012/13 is returned to balances

With regard to Police Community Support Officers it is noted that:

- (4) The current position with regard to the City Council's part funding of nine additional PCSOs in the District for 2012/13 is that a growth bid will be required. Cabinet are requested to identify their position

With regard to CCTV it is recommended that:

- (5) That in view of the Council's budgetary provision and the contractual position of the Council's CCTV operation a review of CCTV is undertaken with recommendations to be brought forward to Cabinet in the 2013/14 financial year.

With regard to Lancaster City Council's other contributions to the Lancaster District CSP:

- (6) That Cabinet consider whether any contribution should be made in 2013/14 to contribute to the support of a range of other CSP activities.

Introduction

1.1 Clean, Green and Safe Places is a priority in Lancaster City Council's corporate plan. In addition the Council has some statutory responsibilities with regard to community safety.

1.2 Within the context of this and the budget setting exercise this report will provide Cabinet with a number of options in relation to-

- Domestic Abuse Services
- Police Community Support Officers (PCSOs)
- CCTV
- Other Community Safety activities

2.0 Domestic Abuse Services

2.1 The Government definition of domestic violence and abuse is due to be updated from March 2013, to:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass but is not limited to the following types of abuse: psychological, physical, sexual, financial, and/or emotional.”

2.2 The Lancaster & District Strategic Assessment, produced by Lancaster District Community Safety Partnership (LDCSP), highlights domestic abuse as one of its top five community safety priorities. Domestic abuse is worsening across the district with Lancashire Constabulary reporting an increase in domestic related crimes and referrals to Lancaster District Women's Aid (LDWA). Over the last 18 months there has been one domestic related murder within the district. Around 75% of victims of domestic abuse are female.

2.3 The Probation Trust also reports Lancaster District as being substantially worse than other areas, based on offender need.

2.4 At the time of writing, the recently elected Police and Crime Commissioner has yet to develop Lancashire's Police and Crime Plan; however the Commissioner has pledged to prioritise the issue of domestic violence and child sexual exploitation. Once set, Lancaster City Council has a legal obligation to work with regard to these priorities in all action taken to address the issue.

Current funding arrangements for Domestic Abuse Services

- 2.5 Historically across Lancashire funding for some of the services that support the victims of domestic abuse hasn't been part of the mainstream budgets of public sector agencies. Instead funding has been found each year from a variety of available budgets and partnership grants.
- 2.6 In 2011/12 Lancaster City Council contributed £20,000 towards the Independent Domestic Violence Advocate (IDVA) service. This service provides intensive support to victims of high level domestic violence; from safety planning to guidance through the Criminal Justice system, the IDVA service supports the victim and their family with regard to safety planning and living free from violence.
- 2.7 The former Lancaster District Local Strategic Partnership (LDLSP) and Lancaster City Council have also funded the District's Domestic Abuse Outreach Service. At a cost of £13,000 per annum, this service directly compliments the IDVA provision by supporting those at low to medium risk of domestic abuse, reducing the risk of escalation to violence which would require resources from many agencies as well as intensive support through the IDVA service.
- 2.8 Lancaster City Council has also contributed £25,000 through the Take Pride Community fund towards the development of the Lancaster District Women's Refuge. The refuge will provide emergency accommodation for up to six families in the District at any one time, and will open by April 2013. In addition, the council currently allocates £15,000 per year from the homeless prevention grant towards the sanctuary scheme which provides enhanced security measures to enable victims to remain in their property.
- 2.9 In 2012/13 an attempt was made by the Safer Lancashire Board to agree mainstream funding for the IDVA service from all the responsible community safety authorities, including the city council. Once again £20,000 was allocated for the service during the budget process. However, ultimately the city council was asked to contribute only £2,474 to the IDVA service for 2012/13, leaving a surplus for 2012/13 of £17,526.

New Proposals for Commissioning Domestic Abuse Services

- 2.10 Following further discussion and agreement by partners at a countywide level, arrangements are being put in place to mainstream funding to commission domestic abuse services for the next three years, 2013/14 to 2016/17. In particular this would provide a basic level of IDVA service provision across the whole of Lancashire. Calculations of need within each district have been used to determine what contribution each agency should make; from 2013 onwards the city council has been asked to contribute £12,000 per annum. This request has been formally made by Lancashire County Council (Appendix A - letter) and supported by the Lancashire Chief Executives Group (Appendix B – report)
- 2.11 All other Responsible Authorities under the Crime & Disorder Act 1998 are aware of their apportioned contribution and are making arrangements within their own management structures to ensure a consistent core IDVA service across the County. For comparison a proposed yearly contribution by the Lancashire Constabulary is £49,195 and Lancashire NHS is £17,180. Collectively all of the district councils in Lancashire are being asked to contribute a total of £341,278 (Appendix A).

Former Performance Reward Grant

- 2.12 The former LDLSP previously approved the allocation of £70,000 of Performance Reward Grant (PRG) funding for domestic abuse: £50,000 revenue for the extension of the IDVA service in the district and £20,000 capital to support the development of the Refuge. This decision was ratified in principle by Cabinet on the 26th July 2011 (Minute 26 refers).
- 2.13 Subsequently the LDLSP discovered that funding for the refuge would require far more capital funding than the nominal £20,000 allocated, and so this proposal was withdrawn and focus put onto the £50,000 revenue. There was a further delay to commissioning any service due to the earmarking of the funding as potential match for a large bid to the European DAPHNE Fund earlier in the year – this bid was ultimately unsuccessful and so the funds are now free for allocation.
- 2.14 It is proposed that £36,000 of this revenue funding is allocated to cover the request for Lancaster City Council to contribute to the proposed countywide domestic abuse services noted in 2.10 above. This will ensure the Authority meets its statutory requirement under Section 17 of the Crime & Disorder Act and statutory responsibility for reducing-reoffending introduced through the enactment of the Police & Crime Act 2009.
- 2.15 It is proposed that the remaining £14,000 be used to continue the Domestic Abuse Outreach Service currently funded by LDCSP using Police Authority Second Homes Funding. This service is offered to those experiencing/recovering from domestic abuse and provides support to those not deemed high risk and therefore not able to access the IDVA service.
- 2.16 The Outreach Service directly compliments the work of the IDVA in that it provides specialist support to enable victims to achieve or maintain safety and to establish themselves within the community and progress towards access to services available to them to meet their needs around domestic abuse and the more holistic needs of their families.
- 2.17 Early intervention can lead to victims achieving safety much earlier and the prevention of escalation of abuse in terms of severity and frequency. This can have a huge impact on the number of incidents of abuse a victim experiences and which in an estimated 90% of cases children witness directly or indirectly.
- 2.18 Funding for this service is due to cease in March 2013 and it is anticipated that there will be an increase in the number of low to medium victims presenting at higher risk level, placing additional demand on the basic IDVA service. The request from Lancashire County Council notes that this kind of early intervention will eventually form part of the mainstream provision. However, initially the countywide provision will be focused on high risk cases. By funding the outreach service in Lancaster District for another year this gap will be covered.
- 2.19 Both the IDVA service and Outreach provision will be managed, supervised and supported by the Lancaster District Women's Aid who provide the current weekday IDVA service. LDWA have recently merged with Blackpool Advocacy in order to develop a financially sustainable organisation that can provide a more effective and efficient IDVA service within Lancaster District.

Options and Options Analysis (including risk assessment)

	Advantages	Disadvantages	Risks
<p>Option 1 Do nothing</p>	<p>Money can be used to fund other projects</p>	<p>Lack of provision in the District to support victims and those at risk of domestic violence / abuse</p>	<p>Increased 'hidden' domestic violence</p> <p>Additional costs to services within the District</p>
<p>Option 2 Agree basic level domestic violence service: £12,000 per annum for three years</p>	<p>Victims of high level domestic violence and their families supported from report of incident through to potential prosecution.</p> <p>Victims feel safer and place lesser demands on other public services</p>	<p>Basic provision does not meet the need of the District</p> <p>Increased IDVA work may raise number of referrals which the service may not be able to manage</p>	<p>High number of referrals, IDVA service not able to meet demand</p>
<p>Option 3 Agree the recommendations as proposed: use of full £50,000 of PRG</p>	<p>Basic IDVA service provision for three years supporting victims of high level Domestic Abuse.</p> <p>Continuation of current Domestic Abuse Outreach provision.</p> <p>Complimenting the IDVA service, the outreach provision will continue to support low to medium risk victims and prevent escalation of abuse.</p>	<p>Still doesn't meet the needs of the District, but will ensure continuation of current provision and development of a sustainable support system for victims at risk of, or experiencing domestic violence and/or abuse.</p>	

Officer Preferred Option (and comments)

- 2.20 The preferred option is **Option 3**. The basic Domestic Abuse contribution of £12,000 for three years will ensure victims - and their families - of high level domestic violence are supported and enabled to make safer and better life choices. The outreach support will complement this service by supporting those at low to medium risk services preventing escalation of violence and increased demand on services.

3.0 Police Community Support Officers

- 3.1 For 2011/12 the City Council have contributed approx £99,000 to the funding of nine additional PCSOs in this District. Besides their core work these PCSOs also deliver a range of tasks agreed with the Council.
- 3.2 There is much evidence to demonstrate that besides their obvious contribution to community safety PCSOs also contribute to maintenance of the public realm.
- 3.3 Prior to the election of the Police and Crime Commissioner two thirds of funding of each PCSO was provided by the Home Office. Early indications are that the PCC will from 2013/14 continue to fund some of the cost of PCSOs. This has, however, yet to be confirmed.
- 3.4 At this stage it is unclear how many PCSOs will continue to be funded by the Police and other partners.
- 3.5 Currently no budgetary provision has been made for the City Council to fund PCSOs in 2013/14.
- 3.6 Cabinet are asked to confirm their position on the funding of PCSOs from April 2013.

4.0 CCTV

- 4.1 The Council currently funds a CCTV system; it is estimated that for 2013/14 this system will cost £188,000 of revenue funding to operate.
- 4.2 As part of the 2012/13 budget the hours during which actual operatives watch the CCTV footage were reduced to generate savings.
- 4.3 Other options including ceasing provision of the CCTV system were also considered.
- 4.4 In view of the Council's budget position going forward and the current contractual position with respect to the different elements of CCTV provision 2013/14 will provide an opportunity to once again review the Council's provision of CCTV.
- 3.7 Cabinet's views on whether they would wish to review the future provision of CCTV are requested.

5.0 Other aspects of Community Safety

- 5.1 The total 2012/13 income for the LDCSP was £79,100; of this Lancaster City Council contributed £13,100. This income has been used to support a number of projects within the District that address the issues identified in the Strategic Assessment:
 - £13,000 to run the Domestic Abuse Outreach Service
 - £9,000 to run the Lancaster District Women's Centre
 - £3,000 to support the Lancaster Passport to Safer Cycling project
 - £13,000 towards Sports & Arts Diversionary Activities for Young People
 - £3,000 to run Lancaster Weekend Waste Management project
 - £10,000 to deliver an Alcohol Education Project
 - £9,200 to support the Hate Crime Officer post

- 5.2 In addition the LDCSP contributes approximately £6,000 per year toward the delivery cost of the Arrest Referral Scheme (Tower Project). Lancashire Drug and Alcohol Action Team (LDAAT) is the lead commissioning body for Drug Intervention Project (DIP) Lancashire; in North Lancashire the contract for delivery is held by Addaction.
- 5.3 Lancaster City Council also contributes towards the cost of the Multi Agency Database Exchange (MADE). The MADE project collects and processes data on behalf of all the agencies responsible for working towards a safer Lancashire. The team publish community safety profiles of wards and other small areas. This intelligence informs the commissioning of community safety services, the evaluation of initiatives, monitoring of progress and service planning.
- 5.4 There is currently a balance of £5,956 remaining within the LDCSP budget; Partners have agreed to transfer this into 2013/14 budget as it is anticipated income received next financial year will be much reduced.

6.0 Conclusion

- 6.1 The report sets out specific information for Cabinet to consider with regard to Domestic Abuse provision and also provides general information on other aspects of community safety that Cabinet should consider.

RELATIONSHIP TO POLICY FRAMEWORK

Clean, Green and Safe Places is a priority in the Council's corporate plan. In addition the City Council has statutory responsibilities with regard to community safety.

The activities detailed in this report support the priorities of the Lancaster District Strategic Assessment.

CONCLUSION OF IMPACT ASSESSMENT

(including Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing)

The domestic abuse services proposed will have a positive impact on community safety and the human rights of the victims of domestic abuse. It is not anticipated there would be any adverse impacts in other areas.

LEGAL IMPLICATIONS

Legal Services have been consulted and have no further comments

FINANCIAL IMPLICATIONS FINANCIAL IMPLICATIONS

Details of the financial implications are set out within the body of this report. The latest draft revenue budgetary provision for direct costs associated with community safety, as reported to Cabinet today, can be summarised as follows :-

	2013/14 Estimate £K	2014/15 Projected £K	2015/16 Projected £K
CCTV (excluding recharges etc)	168	171	175
Contribution to LDCSP	23	17	14

TOTAL

188

188

189

With regard to the allocation of the Performance Reward Grant (which is a non-ringfenced grant), it is now requested that the £50K is used to provide a £12K annual financial contribution to a Joint Commissioning Fund for Domestic Abuse, for a period of three years commencing 1st April 2013. It is also requested that the remaining £14K is allocated to maintaining the Domestic Abuse Outreach service in the district within 2013/14. Should Members choose to approve this recommendation then the budget will be updated accordingly as part of the current budget process.

The revised budget for 2012/13 includes an amount of £20K towards the Independent Domestic Violence Advocate (IDVA) service. As detailed in the report, there is a likely surplus of £17.5K which can be returned to general fund balances as part of the current budget process.

There is a current year (2012/13) contribution of £99k to fund nine additional PCSOs in the district. There is no budgetary provision for future years and Members are asked to confirm their position with regard to this matter.

The above table sets out the council's contribution to CCTV in the District however it is proposed that an operational review of CCTV is to take place in 2013/14. any recommendations arising from that review will be subject to a further report to Cabinet.

Again, the above table sets out the budgeted council's contribution to the LDCSP. The projections for 2013/14 and 2014/15 include provision to support the Hate Crime Officer post based at Wyre B.C. (£6K and £3k respectively). The allocation of the remaining budget is yet to be determined by the LDCSP.

OTHER RESOURCE IMPLICATIONS

Human Resources:

NA

Information Services:

NA

Property:

NA

Open Spaces:

NA

SECTION 151 OFFICER'S COMMENTS

Cabinet is advised to consider the proposals in context of affordable priorities and the Council's financial prospects - in particular the need to make major budget savings in future years.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no further comments.

BACKGROUND PAPERS

none

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