

Decision Maker: PUBLIC PROTECTION AND ENFORCEMENT POLICY
DEVELOPMENT & SCRUTINY COMMITTEE

Date: Tuesday 3 July 2018

Decision Type: Non-Urgent Non-Executive Key

Title: MOPAC UPDATE

Contact Officer: Rob Vale, Trading Standards Manager
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Chief Officer: Nigel Davies, Executive Director of Environment & Community Services

Ward: (All Wards);

1. Reason for report

This report follows the previous MOPAC update to this committee in January 2018, which identified progress of the projects funded by the London Crime Prevention Fund and the impact of the reduction in that fund over the final three years of the four year agreement. Members of this Committee asked that a further report was prepared which would set out the impact on the reduced funds on the services delivered.

2. **RECOMMENDATION(S)**

2.1 The committee are asked to note and comment on the report.

2.2 To note that a report will be brought back to the December committee, with confirmation of the funding awarded for 2019/20 and 2020/21, along with options to deal with any funding deficits.

Impact on Vulnerable Adults and Children

1. Summary of Impact: All of the projects referred to in this report impact on vulnerable adults and children.
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Corporate Policy

1. Policy Status: Existing Policy:
 2. BBB Priority: Children and Young People Safe Bromley Supporting Independence Vibrant, Thriving Town Centres Healthy Bromley :
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Financial

1. Cost of proposal: Not Applicable:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: Community Safety; Education, Care and Health Services
 4. Total current budget for this head: £308,430
 5. Source of funding: 2018/19 funding allocation from the London Crime Prevention Fund from MOPAC
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Personnel

1. Number of staff (current and additional): 1.16 fte plus staff covering the out of hours noise service, 132 hours per week
 2. If from existing staff resources, number of staff hours: NA
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Legal

1. Legal Requirement: Statutory Requirement Non-Statutory - Government Guidance: Further Details
 2. Call-in: Applicable Not Applicable: Further Details
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Procurement

1. Summary of Procurement Implications: N/A
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): The project areas target specific community groups as detailed in the grant agreements. The wider community will benefit from the project outcomes. Full details of the project were provided to this committee on 29th June 2017. The out of hours noise service covers 310,000 residents in Bromley.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

BACKGROUND

- 3.1 The Mayor's Office for Policing and Crime (MOPAC) was created in 2012 and gave the Mayor a broad mandate to verse and shape London's criminal justice landscape. MOPAC has overarching responsibilities for crime reduction, which includes powers to commission services and assign budgets.
- 3.2 The London Crime Prevention Fund (LCPF) was created to be distributed across London local authorities to deliver community safety and crime reduction initiatives.
- 3.3 The first tranche of funding was received in 2012/2013 and was for a four year period. Bromley received a total of £1.481m for the four years, from 2012/13 to 2016/17. It was paid quarterly in arrears, subject to updates on each of the initiatives funded by the grant. The initiatives were agreed by MOPAC in advance of the grant agreement being approved, and Appendix 1 sets out each of the work areas and the funding allocated to each.
- 3.4 A set of performance indicators were identified for each project, which were reported against quarterly and via an annual return.

NEW FUNDING ALLOCATION DECISION 2017

- 3.5 MOPAC continued to sustain the current LCPF for a further four years (2017 to 2021), but used a new formula for the allocation of grants. 30% was top sliced for co-commissioned projects, which resulted in a reduction of funding for the London Borough of Bromley. This would not affect the Year 1 allocation which would remain the same as the previous annual figure. The co-commissioning fund represented an opportunity for some of the reductions to be mitigated through joint commissioning between boroughs, but in reality this was not the case.
- 3.6 The grant agreement was a two plus two year allocation, with the amount allocated in year 1 and year 2 proportioned at the discretion of the local authority. The allocation for Bromley was £643,430 in total.
- 3.7 Bromley took the decision to apportion the grant across the two years as set out in Table 1 below:

Table 1

MOPAC approved Projects	2017/18	2018/19	Total
	£	£	£
Violence Against Women and Girls (VAWG)	199,000	194,230	393,230
Wider Criminal Justice System (IOM)	7,000	7,000	14,000
Children and Young People (Mentoring)	58,000	40,600	98,600
Neighbourhood Policing (ASB & Noise)	71,000	66,600	137,600
Total	335,000	308,430	643,430

- 3.8 In Years 3 and 4, 70% of the LCPF budget will be apportioned to boroughs in accordance with a revised calculation of the borough funding formula. The formula will be reviewed during 2018/19 but it is expected, although not guaranteed, that funding for each of Years 3 and 4 will be £241,699, a total of £483,398. The reduction in funding of £160'032 for the two years represents a drop of 25%.

3.9 Table 2 below sets out the latest provisional funding for the existing projects from MOPAC: -

Table 2

MOPAC Approved Projects	2019/20	2020/21	Total
	£	£	£
Violence Against Women and Girls (VAWG)	142,499	142,499	284,998
Wider Criminal Justice System (IOM)	7,000	7,000	14,000
Children and Young People (Mentoring)	40,600	40,600	81,200
Neighbourhood Policing (ASB & Noise)	51,600	51,600	103,200
Provisional funding from MOPAC	241,699	241,699	483,398

IMPACT OF FUNDING REDUCTIONS ON SERVICES

3.10 VAWG services were commissioned and approved by the Executive on 14th September 2016, to deliver an IDSVA service, Community Domestic Abuse Projects and a Perpetrator Program. These services are delivered through a single contract of two years (2017/18 to 2018/19), with an option to extend for one more year (2019/20). The current annual contract value is £179k.

3.11 Year one (2017/18) and Year two (2018/19) costs associated to the contract have been met through the MOPAC grant.

3.11 Year three (2019/20) optional extension, the local authority could extend the contract for a third year (£179k), however based on the current funding expectations the total annual funding now available for the VAWG services for 2019/20 has reduced to a total £142.5k. Contract negotiations will be undertaken with the provider to address this shortfall.

WIDER CRIMINAL JUSTICE SYSTEM

3.12 The funding allocated to this project is £7k per year, allowing for a small resource to be injected into the Integrated Offender Management (IOM) for the Borough. This funding pays one fifth of a post which seeks to provide administrative support to the IOM strategic board and ensure partners with responsibilities to support offenders are delivering their commitments within Bromley. Due to staffing difficulties in other agencies this post has been chairing the IOM panel until such time a senior Probation post is filled.

CHILDREN & YOUNG PEOPLE (MENTORING)

3.13 The Bromley Mentoring Initiative (BMI) holds national “Approved Provider” status and ensures a centralised, co-ordinated approach to mentoring ensuring that legal, health & safety, safeguarding and operational aspects follow standard procedures and are managed effectively. BMI has been delivering the programme for several years, successfully achieving all performance indicators. It represents best value as (a) mentoring time has a demonstrable impact on the future behaviour of mentees and (b) it is delivered by volunteers. Mentoring provides support that enables young people to play an appropriate role in society and helps to prepare them for a better future. Specific benefits include:

- raised self-esteem and confidence,
- increased motivation,
- educational, career advice and guidance,
- improved communication and interpersonal skills and self-development.

- 3.14 The current costs of the scheme for 2018/19 are £57,241 with the predicted income from MOPAC of £40,600 and additional guaranteed funding of £10,750 leaving a shortfall for 2018/19 of £5,891. BMI are currently pursuing previously guaranteed match funding income from LBB Leaving Care team of £5k for the year and aim to make up the additional small amount from other Education Business Partnership budget surpluses. The fact that Officers have no firm indication of funding for 2019/20 and beyond impacts on forward planning for staff and resources to deliver the service.
- 3.15 BMI have secured additional revenue for this (2018/19) financial year from £10K to provide Mentors for young people through the Bromley Youth Employment Scheme and also a small sum of £750 from joining the Jack Petchey Award Scheme. Although this is positive and will support the budget for 2018/19 – it is not sustainable as the YES scheme only has funding for this financial year currently. Officers will continue to seek additional funding and also potentially offer the peer mentor training for young people as a sold service to local schools. Consideration will be given to making a small charge for referrals to the service as a way to address the shortfall, however, this needs to be balanced against the resource that would be required to manage this. With a team of only two part time employees (FTE 1.25) any additional work will impact on the availability to deliver the core service. Options will be considered by the Mentoring Steering Group at their next meetings on 19th June and October 2018. There is no doubt the service provides excellent value for money by facilitating a programme of volunteer mentors whose equivalent financial cost if they were paid staff would be in excess of £25k to LBB.
- 3.16 The BMI has seen a huge rise in the number of referrals up to 70 since January 2018. The increase has mainly been from departments within LBB Children’s Social Care. It also currently has the largest ever number of volunteer Mentors (103) with 96 matched and supporting vulnerable young people in the Borough.

Summary: Number of Matches – Status at 13/6/2018		
Referrer	Number of Matches	(% of total referrals received)
Children Social Care including: <ul style="list-style-type: none"> • 16+ Leaving Care • Bromley Children Project • Children Looked After • CAF Team • Bromley Youth Support Programme • Youth Offending Service • Bromley YES Project 	39	41%
Bromley Schools/Colleges (Primary and Secondary)	55	57%
Children Adolescent Mental Health Services	2	2%
Total	96	

- 3.17 In terms of targets and outcomes, more mentoring relationships are being delivered than were required as outcomes for the MOPAC funding. There is an option to reduce the number of relationships and mentors/mentees supported, however the service attempts to offer a mentor

to all referrals received. Priority is given to those requested from CSC to support vulnerable young people and BMI would not want to start rejecting referrals.

- 3.18 The success of the contribution made to vulnerable residents of Bromley through the Mentoring has been recognised with all the current volunteer mentors being shortlisted for an Award at Bromley Stars event in June 2018.
- 3.19 The BMI evaluate our mentoring relationships annually to ensure they work and for ongoing quality assurance. The following results were reported during last financial year.
- 89% of Mentees who required an improvement in their attitude, cognition or motivation reported an improvement in these areas, including improved confidence and self-esteem
 - 92% of mentees reported better relationships with family and the community.
 - 78% of mentees reported an improvement in their progression for pathways including education and employment depending on age.
 - 89% of mentees reported an improvement in health outcomes, including their anxiety levels.

NEIGHBOURHOOD POLICING & NOISE

- 3.20 Anti-social behaviour has an impact on communities as a whole as it can often lead to the degradation and neglect of areas. The standard of living in an area is negatively affected which destroys the spirit and pride of communities and makes people feel neglected and powerless. The likelihood of more anti-social behaviour increases and an environment is created where more serious crime can take hold.
- 3.21 Envirocrime and antisocial behaviour is a priority for the Safer Bromley Partnership for 2016-2019. Previously, MOPAC funding enabled Operation Crystal to be delivered which successfully enhanced the street environment of various areas within the borough. Over four years, problems within these areas have dramatically reduced and this is widely recognised by the community. Now other areas within the borough have greater needs that require addressing. Various partners are committed to this project, working together to improve areas, reduce crime and enhance community cohesion. Localities will be selected depending on their needs; a variety of options can be deployed on a community impact day.
- 3.22 The plan has been widened from its original concept to include action around moped crime. Work focussing on Modern Day Slavery looking at Nail Bars, Car washes and the sex trade has begun to take place during these Impact Days. Currently plans are underway to tackle suspected Modern Day Slavery at four premises. In addition LBB are working with Police to introduce a youth Diversion scheme, tackling the root causes of ASB in targeted locations.
- 3.23 The impact of noise pollution on health and well-being is widely documented, often exacerbated as more people live in cramped spaces. Noisy neighbours are often the cause of complaint, but other noise issues raised include construction noise, commercial noise, burglar and car alarms and barking dogs. Psychological stress and increased stress levels can result from being woken or disturbed, and there is increasing evidence that noise has a negative effect on childhood development. The literature also reports exposure to noise can lead to an increased risk of Myocardial Infarction.
- 3.24 Local authorities have a statutory duty under the Environmental Protection Act 1990 (sec 79-80) to monitor potential nuisance and to investigate complaints of nuisance made by residents. They also have a duty to act to stop or prevent the nuisance if they deem it to be a statutory nuisance. Noise remains systemic to many ASB issues, with the Out of Hours Noise Service

providing continuity outside the normal working day. Nearly five hundred calls were made to the service, and these resulted in Officer visits and formal/informal action taken as appropriate. The service continues to provide rapid resolution to numerous noise issues which are reported out of hours which would otherwise remain unresolved should the service be withdrawn. A 10% reduction in the need to serve formal notices over the previous year provides one tangible measure of the success of the service.

- 3.25 The grant allocation for Neighbourhood Policing (ASB & Noise) from 1st April 2019 is £51.6k, a £22k reduction on the previous year's budget of £73.6k. This 30% reduction will have a significant impact, as the out of hours noise service has a projected annual cost from 1st April 2018 of £29k; the actual full year costs of the ASB Co-ordinator post is £50k, giving a total of £79k for both services. As such the reduction in grant leaves a shortfall of £27.4k which will impact on the work done by the ASB team.
- 3.26 Whilst the LCPF grant will fund a post of 3 days a week and give scope to continue to deliver on the MOPAC outcomes and the Community Impact Days, the grant would not afford the opportunity to deliver to the wider ASB remit, including supporting the head of service on Prevent or other Strategic matters, all of which are essential and which the post holder currently delivers to. For example, the post holder has supervisory role around the day to day running of the ASB team and there are further responsibilities around a LBB led multi agency ASB problem solving panel. The post holder also manages an ASB case workload and these other work areas combine with the intelligence gathering and operational direction of the community Impact Days.
- 3.27 The Community Safety team at present consists of a Community Safety Coordinator (currently on maternity leave), a Community Safety officer (currently 3 days a week), the ASB Coordinator (grant funded) and an ASB case worker. The team also absorbed additional responsibilities under the Counter Terrorism & Security Act 2015.

CO-COMMISSIONING FUND

- 3.28 30% or £10.9m of the LCPF budget for 2019/20 and 2020/21 has been top sliced to resource a Co-Commissioning Fund. The framework for the use of the co-commissioning fund was developed in consultation with London Councils, boroughs and wider partners under the leadership of the London Crime Reduction Board.
- 3.29 Four proposals are to be funded including the Out There Response and Rescue, a project to deliver a pan-London initiative to improve the identification and response to the exploitation of young people by organised criminals. The project is led by the London Boroughs of Brent and Lewisham and will be delivered across the 32 boroughs.

LCPF FUTURE FUNDING

- 3.30 MOPAC will be reviewing the scoring indicators upon which the substantive LCPF allocation for the second two years is based. MOPAC have indicated that the revised allocation formula may result in Bromley receiving an extra 0.6% of funding over the two year period, £356k or £153k per annum.
- 3.31 Final allocations for 2019/20 to 2020/21 are unlikely to be agreed until September and this may impact on boroughs that need to negotiate contract extensions or initiate re-procurement. This means if the local authority has to retender a service due to existing funding reductions, this would need to be started now, and at present we do not have a confirmed LCPF allocation, nor do we know what any co-commissioning opportunities might look like which could help address funding gaps.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 The Bromley Mentoring Initiative targets young people most at risk of developing criminal and anti-social behaviours; the full range of activities within the VAWG programme impact directly on victims of domestic abuse and the children in those families who may be at risk from the perpetrator; Community Impact Days aim to reduce the fear of crime and reduce anti-social behaviour in areas where vulnerable adults and children are at most risk; the noise service seeks to respond to complaints of noise in the community which can impact the health and well-being of all residents.

5. POLICY IMPLICATIONS

5.1 The project outcomes contribute to the Building a Better Bromley priorities, the Safer Bromley Partnership and the LBB Violence Against Women and Girls Strategy.

6. FINANCIAL IMPLICATIONS

6.1 Bromley has received a provisional allocation of MOPAC funding totalling £483.4k for 2019/20 and 2020/21.

6.2 The table below sets out the grant funding and how it is distributed across the projects, over the four year period:

Project	2017/18 £'000	2018/19 £'000	2019/20* £'000	2020/21* £'000	Total £'000
Education, Care & Health Department					
1. Violence against women and girls (VAWG)					
Independent domestic & sexual violence	120.0	120.0	95.5	95.5	431.0
Community domestic abuse	29.0	29.0	23.1	23.1	104.2
Domestic violence perpetrator programme	30.0	30.0	23.9	23.9	107.8
VAWG strategic partnership manager	20.0	15.2	0.0	0.0	35.2
	199.0	194.2	142.5	142.5	678.2
3. Children & younger people (Mentoring)	58.0	40.6	40.6	40.6	179.8
Total for Education, Care & Health Dept	257.0	234.8	183.1	183.1	858.0
Environment & Community Services Department					
2. Wider criminal justice system (IOM)	7.0	7.0	7.0	7.0	28.0
3. Neighbourhood policing (ASN & Noise)	71.0	66.6	51.6	51.6	240.8
Total for Environment & Community Services Dept	78.0	73.6	58.6	58.6	268.8
Total	335.0	308.4	241.7	241.7	1,126.8

* Provisional allocation for VAWG for 19/20 & 20/21 has been pro-ratad across the 3 projects.

6.3 It should be noted that MOPAC have indicated that as a result of the funding formula review, Bromley may be allocated an additional 0.6% or £355.8k for the remaining two years, although the final allocation will not be confirmed until September 2018.

6.4 It should be noted that a future report will be brought back to Members in December with confirmation of the final agreed allocation for the remaining two years and options for addressing any shortfall of funding.

7. PERSONNEL IMPLICATIONS

- 7.1 The ASB coordinator post is dependent on continued funding. The reduction in Year 2 impacting on this post was bridged with the re-alignment of the total budget for neighbourhood policing (ASB & Noise). However, from 1st April 2019 there will be insufficient funds to deliver both the out of hours noise service and the ASB Coordinator post. Should this post become at risk to redundancy a full consultation in line with the Councils Managing Change procedures will be undertaken with employees affected and staff representatives.
- 7.2 The VAWG Manager post is currently funded through the grant agreement (£19,230) and from core budget within Adult Care & Health. If full funding is not identified from the LBB budget this post will be at risk of redundancy.
- 7.3 The Bromley Mentoring Initiative has two part time members of staff (FTE 1.25) and both posts are dependent on continued funding from MOPAC to sustain the service. Should these posts become at risk to redundancy a full consultation in line with the Councils Managing Change procedures will be undertaken with employees affected and staff representatives. Loss of funding and staffing would result in closure of the project.

8. LEGAL IMPLICATIONS

- 8.1 There is a statutory requirement under the Environmental Protection Act 1990 to investigate noise complaints.
- 8.2 Domestic Abuse sits within an increasingly growing body of legislation, policy and guidance that is applicable to victims, perpetrators and children, including the Crime & Disorder Act 1998 which places a duty on local authorities and the police to work together with other agencies to tackle crime at a local level through the provision of a Community Safety Strategy

Non-Applicable Sections:	Procurement
Background Documents: (Access via Contact Officer)	[Title of document and date]

MOPAC Funding for 2012/2013 to 2016/2017

Initiative	Brief details of project	Allocated Funding (£)
Domestic Abuse & VAWG Strategy Co-ordinator	A post to lead and facilitate the proactive borough-wide partnership response to domestic abuse and violence against women and girls.	176,982
Domestic Abuse Advocacy Projects	Funding of two Independent Domestic Abuse Advocates.	388,645
Community Domestic Abuse Projects	One Stop Shop, a multi-agency drop in advice service; Community Support Groups; Keys to freedom; Perpetrator Programme.	239,478
Total for VAWG		805,105
Safer Bromley Van	Funded for Bromley's portion of a shared service with Lewisham to provide home security to victims of crime and vulnerable residents	109,976
Community Safety Mentoring Programme	Funding to extend the existing mentoring programme delivered by the Bromley Mentoring Initiative.	228,110
Bromley's Anti-Social Behaviour Targeted Initiatives	Funding split across two strands, to cover salary and associated costs for a LBB ASB officer to co-ordinate operation Crystal; and fund a targeted "out of hours" noise service.	338,233
TOTAL FOUR YEAR FUNDING (12/13 TO 16/17)		1,481,424