



<b>REPORT TO:</b>	<b>STRATEGIC SCRUTINY MEETING</b>
<b>DATE:</b>	<b>23 June 2021</b>
<b>TITLE:</b>	<b>COVID-19 Demand and Response update</b>

## 1: Response and Policing Style

- 1.1 A comprehensive presentation was delivered to Strategic Scrutiny on 19<sup>th</sup> November 2020 and a further review of the effect of the pandemic on ASB and crime demand was provided in March 2021. This report therefore aims to describe the impact and response to the latest lockdown period (6<sup>th</sup> January – 7<sup>th</sup> March).
- 1.2 The Constabulary has been monitoring its policing style in response to the pandemic since the implementation of government measures in March 2020. Throughout this time, NPCC (National Police Chief Council) guidelines have followed the 4 Es approach, asking that police Engage, Explain and Encourage the public to adhere to the guidance and/or rules, using Enforcement as only a last resort.
- 1.3 ACRO Criminal Records Office is a police unit working for safer communities, hosted by Hampshire Constabulary. Since the early phases of the pandemic, the unit has administered FPNs (Fixed Penalty Notices) and processed payments on behalf of all forces in England and Wales. ACRO has also therefore provided the most accurate picture of FPN data nationally, publishing an update every two weeks detailing the number of notices issued and the proportion which have been paid or remain outstanding.
- 1.4 The NPCC have provided a regular narrative around the ACRO figures and reported that nationally there was an increase in enforcement during the latest lockdown (from January 2021), with clear reductions in the number of FPNs issued from March onwards, once restrictions began to ease. This is reflected in Lancashire's data.
- 1.5 Below are the Fixed Penalty Notice figures for Lancashire from 23/03/2020 to 01/06/2021. From the breakdown, it is clear that the very high volume of early FPNs issued under Regulation 1 (up to 3<sup>rd</sup> July 2021) had a low payment rate of 38% compared to national levels which were reported to be around 50%. Lancashire does not traditionally have high rates of payment for fines such as Penalty Notices of Disorder (PNDs), and FPNs were issued in high numbers compared to other forces during this early period. Public non-compliance with restrictions, high levels of public reporting and high infection rates (particularly in East Lancashire and Preston) were factors in this, as was the early provision of technology allowing officers to issue FPNs remotely via their mobile devices. This has been described previously to strategic scrutiny. Analysis has also identified that the majority of FPNs issued in Lancashire were to groups, either for gatherings which breached regulations or for travelling in groups from different households. The former was particularly evident within White communities and the latter was more common within Black, Asian, and minority ethnic (BAME) communities.
- 1.6 Payment rates increased significantly for subsequent changes in regulations. The 60+ percentages are considered healthy levels. The exceptions to this are those regs marked “\*” above, which have been in place for longer periods and this impacts on the payment rate overall. They have also been issued in generally lower numbers.

Regulation	No Issued	No within 28 days	Payment period passed	No Paid	Payment Rate	Force to consider Prosecution
No 1 (27 Mar up to 3 Jul)	788	0	788	297	38%	Completed via SJP
No 2 (4 Jul-13 Oct)	14	0	14	10	71%	Completed via SJP
Local Lockdown	53	0	53	36	68%	Completed via SJP
Local Alerts (14 Oct-4 Nov)	101	0	101	67	66%	Completed via SJP
No 4 (5 Nov-1 Dec)	339	0	339	205	60%	Completed via SJP
All Tiers (2 Dec > 28 Mar)	3,050	49	3,001	1,663	55%	Being prepared for SJP
Steps (29 Mar – current)	128	62	66	61	92%	
*Gathering >30 (£10k)	11	0	11	0	0%	NG Trials pending
*Int Travel	55	4	51	27	53%	Being prepared for SJP
*Face Coverings	73	1	72	33	46%	Being prepared for SJP
*Business Regs	28	0	21	7	33%	Being prepared for SJP
<b>Total</b>	<b>4,640</b>	<b>116</b>	<b>4,517</b>	<b>2406</b>	<b>53%</b>	

1.7 The All Tier FPNs have increased in volume again and non-payment of this category may be linked to public opinions around whether they should continue to comply with restrictions. All non-payments/disputes are considered for prosecution. The Constabulary's Criminal Justice team quality assure each case to ensure that the required evidence is provided and then seek to prosecute at Court via Single Justice Procedure. Some really positive outcomes have been achieved with high fines issued at Court so it should be emphasised that these offenders end up being fined a great deal more if they do not take the opportunity to pay the initial FPN value.

1.8 In total, the Constabulary has so far received 1554 unpaid/disputed tickets of all fine amounts returned to force by ACRO for consideration of prosecution.

The breakdown for all FPNs is:

- 137 rescinded following review;
- 974 pending file prep/statements from Officers In Charge (OICs);
- 29 proceed decisions being progressed to court;
- 181 pending at court;
- 179 dealt with at court;
- 49 not proceeded due to other outcome e.g. duplicate;
- 5 out of time for prosecution (6-month statutory time limit exceeded).

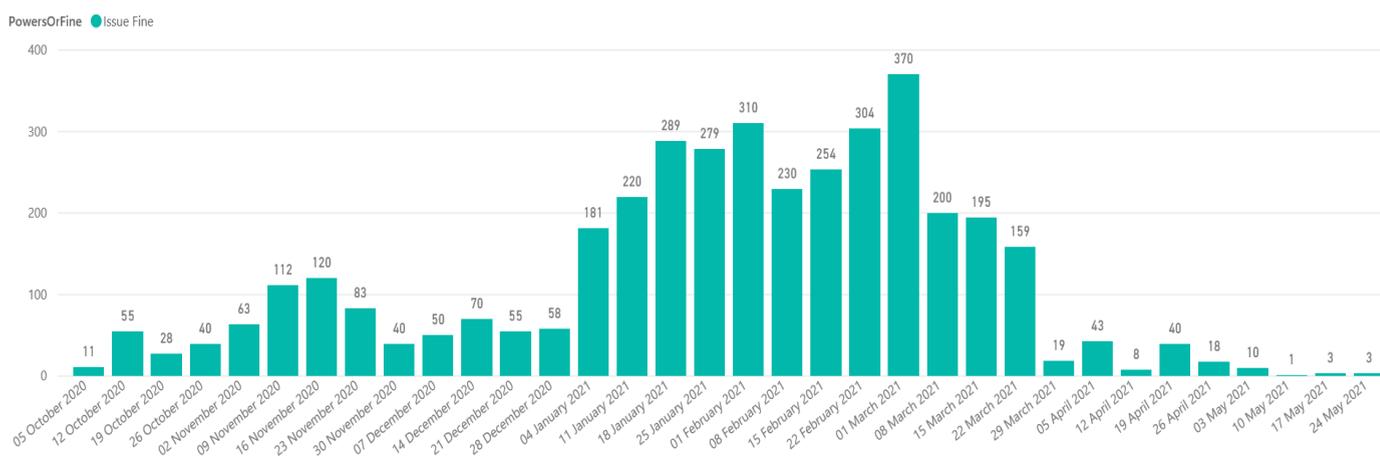
19. As can be seen below, the long-term trend for FPNs issued, shows that the peaks during the latest

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national lockdown have reduced very quickly (as have the volumes of COVID-related incidents) since restrictions started to lift. Numbers issued have been in single figures since the last weeks of May 2021. Further, 96% of all Covid-19-related incidents were reported by the public either online (56%) or via the Force Control Room (40%). Only 3% were generated by officers and less than 1% were reported by partners, other forces or at enquiry counters.

20. The Constabulary has consistently deployed to 45-50% of all COVID-related incidents and implemented COVID response cars in each BCU, in line with the enforcement plan and supported by government funding. These were resources dedicated to providing a rapid response to the most serious reported breaches. Since the first lockdown (23/03/2020 – 31/05/2021), the Constabulary has recorded just over 27,000 COVID-related incidents and deployed to almost 12,200. With multiple tickets issues per incident at gatherings (which accounted for at least 45% of FPNs issued overall), it is clear that a large proportion of incidents were resolved without enforcement action being required and in line with the 4 Es approach (4,640 tickets issued to date).

### FPNs issued 05/10/20 – 31/05/21



### COVID-19-related Incidents 05/10/20-31/05/21



## 2: Latest lockdown overview

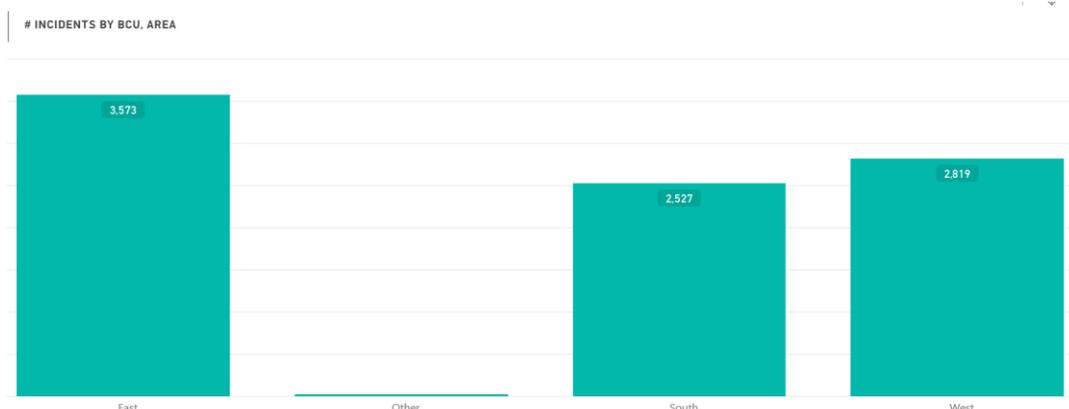
- 2.1 As would be expected, the main reasons for issuing FPNs during the latest lockdown were gatherings (indoors- 48% and outside 7%) and being outside of home without reasonable excuse – 38%. These are the most obvious breaches for the public to notice and report and all other regulations accounted for 3% or less of FPNs issued.

- 2.2 During the latest lockdown period, the largest proportion of incidents was reported in East BCU, followed by West, then South. The same pattern followed in terms of the number of FPNs issued –

(see charts below).

2.3 Since 4<sup>th</sup> January 2021 (to end of May 2021), there have been 14,096 Covid-19-related incidents, 80% of which were categorised as anti-social behaviour (ASB). Of all ASB in that period, 30% was flagged as COVID-related and of incident demand overall, 6% was deemed to be COVID-related.

**COVID-19 related incidents by BCU (04/01/21 – 07/03/21)**



**Location of incidents where FPNs were issued (BCU; 04/01/21-07/03/21)**



2.4 In total, 2460 FPNs were issued across 1068 incidents. At some large gatherings, multiple FPNs were issued to all found in attendance, the greatest number being 37 at one incident, a party in a four-storey warehouse in Lancaster.

**Incidents where multiple tickets were issued (04/01/21-07/03/21).**

Number of incidents	Number of tickets issued
3	25+
10	10-15
85	5-9
466	2-4
504	1

### 3. Demographics

3.1 Using officer-defined (visual) ethnicity during the period, from 4<sup>th</sup> January -31<sup>st</sup> May 2021, the demographics of FPN recipients break down as follows:

- 75% were issued to White individuals – 66% at last previous update.
- Of the BAME FPNs (25% of overall volume; down from 28%), 88% were issued to Asian individuals.
- The greatest number (483) and proportion (38% of all tickets in the BCU) of BAME FPNs were issued in East BCU (West 7% BAME, South 20%).
- Of the BAME recipients in East, 96% were Asian.
- 54% of BAME individuals issued a ticket were aged 24 or younger. The greatest volume of FPNs were issued to those aged 20-24 (983; 31%). With 65% issued to those aged 29 or under. In terms of gender, 68.5% were issued to Males.

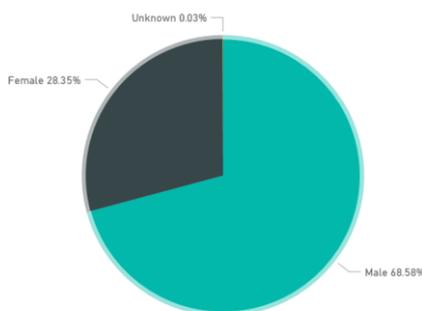
3.2 In line with analysis of earlier lockdowns, there was a stark difference in the reasons for issuing FPNs to White and BAME individuals. Just over 62% of tickets issued to White individuals (as identified by officers) related to gatherings, whereas only 39% of BAME tickets fell into these categories. Similarly, only 32% of FPNs issued to White individuals were for being outside of their home address without reasonable excuse, whilst this accounted for over half (52%) of tickets issued to BAME individuals. Detailed review of logs revealed that in most cases, BAME individuals had been stopped in groups within cars, often initially due to their driving behaviour drawing attention or reports from the public of small car “meets” in local areas.

3.3 Data was provided to the Constabulary’s COVID Gold command on a weekly basis, which facilitated an ongoing review of policing style and monitoring of any disparity as well as the reasons behind it. This has also been presented and reviewed at each Joint Audit and Ethics Committee and was previously described at strategic scrutiny in November 2020. A random sample of FPNs have also been subject to scrutiny at 3 Panels and all have been deemed to have been issued appropriately by the multi-agency panel. The next Panel is due to be held on 28 July 2021.

#### Ethnicity of FPN recipients

Visual Ethnicity	Number	%
White N/European	2301	73.5
Asian	640	20
Black	69	2.5
Unknown	63	2
White S/European	48	1.5
Chinese/Japanese/South-East Asian	12	0.4
Arab/North-African	3	0.1

#### Gender of FPN recipients



#### Age group of FPN recipients

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