



Suffolk Police and Crime Commissioner

Making Suffolk a safer place to live, work, travel and invest

ORIGINATOR: LIZ HOLLINGWORTH

DECISION NO: 48-2015

REASON FOR SUBMISSION: FOR DECISION

SUBMITTED TO: POLICE AND CRIME COMMISSIONER

SUBJECT: AWARD OF CRIME AND DISORDER REDUCTION GRANT - IPSWICH TAXI MARSHALS

SUMMARY:

1. The Police and Crime Commissioner can commission services that:
 - a) secure, or contribute to securing, crime and disorder reduction in Suffolk;
 - b) are intended to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour.This is in accordance with the provisions in the Anti-Social Behaviour, Crime and Policing Act 2014. In applying this provision, the PCC will ensure that the services commissioned are also consistent with the Suffolk Police and Crime Plan 2013 – 2017.
2. Following discussions between the OPCC and organisations supporting the Taxi Marshals scheme in Ipswich this report seeks approval to award a Crime and Disorder Reduction Grant to Ipswich Central for the amount of £5,000 for the period 1 November 2015 to 31 October 2016.
3. The funding will enable crime and disorder reduction activity focussing on: preventing the damaging effects of drugs and alcohol on lives, crime levels and the night-time economy; creating a safer environment for road users; supporting effective crime prevention activity; reducing Anti-Social Behaviour (ASB) and engaging with businesses to impact on business crime.
4. The original application is included alongside this decision paper.

RECOMMENDATION:

1. That the PCC approves a grant of £5,000 for the period 1 November 2015 to 31 October 2016 to Ipswich Central for delivery of Taxi Marshals.

APPROVAL BY: PCC

The recommendation set out is agreed.

Signature

Tina Parnmore

Date *9th November 2015.*

DETAIL OF THE SUBMISSION

1. INTRODUCTION

- 1.1 The Police and Crime Commissioner can commission services that:
- a) secure, or contribute to securing, crime and disorder reduction in Suffolk;
 - b) are intended to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour.
- This is in accordance with the provisions in the Anti-Social Behaviour, Crime and Policing Act 2014. In applying this provision, the PCC will ensure that the services commissioned are also consistent with the Suffolk Police and Crime Plan 2013 – 2017.
- 1.2 This report seeks approval to award a Crime and Disorder Reduction Grant of £5,000 to Ipswich Central to contribute to delivering the Taxi Marshal service in Ipswich for the period 1 November 2015 to 31 October 2016. This decision paper should be read alongside the original application (Appendix A).

2. POLICE AND CRIME PLAN OBJECTIVES

- 1.1 Following the issue of the Police and Crime Plan 2013-2017 work has been undertaken to develop a delivery plan to ensure that the Police and Crime Objectives and the Plan's principal themes will be achieved.
- 1.2 The themes within the Police and Crime Plan that Taxi Marshals aims to address are: preventing the damaging effects of drugs and alcohol on lives, crime levels and the night-time economy; creating a safer environment for road users; supporting effective crime prevention activity; reducing Anti-Social Behaviour (ASB) and engaging with businesses to impact on business crime.

3. TAXI MARSHALS

- 3.1 Taxi Marshals have been working in night time economy (NTE) in Ipswich since 2010, initially to prevent low level public disorder and ASB generated in taxi ranks.
- 3.2 The service has previously been funded by Ipswich Central, which is the Business Improvement District (BID) company for Ipswich, Ipswich Borough Council and the Suffolk Police and Crime Commissioner. Suffolk Constabulary Operational Partnership Team (OPT) have expressed their support for the Taxi Marshals scheme.
- 3.3 The scheme operates from Dogs Head Street Taxi Rank in Ipswich every Friday and Saturday, providing two marshals between 11.30pm and 4.30am. Taxi Marshals are Security Industry Authority (SIA) accredited individuals, supplied through a third party company (Titans Security Ltd). They are deployed to prevent bullying, queue jumping and anti-social behaviour whilst people are waiting in the taxi rank. They also intervene to support vulnerable people who may be susceptible to sexual assault or violence and help prevent pedestrians/traffic incidents.
- 3.4 Through this activity Taxi Marshals will contribute to an overall reduction in demand and contribute to the following Police and Crime Plan objectives:
- Prevent the damaging effects of drugs and alcohol on lives, crime levels and the night-time economy;
 - Create a safer environment for road users;
 - Support effective community safety or crime prevention activity;
 - Reduce Anti-Social Behaviour (ASB);
 - Engage with businesses to impact on business crime.

- 3.5 An evaluation of Taxi Marshals by Suffolk Constabulary summarised the impact of Taxi Marshals on crime and ASB in the night time economy of Ipswich during 2013/14. The evaluation found that:
- Between 16th November 2013 and 26th April 2014, Taxi Marshals were on duty on 51 nights and, over a total of 255 hours, 27,647 people were recorded as using the rank. This equates to an average of 542 people for each deployment or 108 people per hour.
 - Data from incident logs indicates that Taxi Marshals are managing and assisting the dispersal of significant numbers of people, lessening the demand on the Police and other agencies.
 - Within areas covered by the marshals, there has been an overall reduction in crime and ASB level between 2011/12 and 2013/14. Violence with injury offences have particularly reduced in the night time economy. The direct impact of Taxi Marshals on this trend is difficult to assess but it can be said that Taxi Marshals have been deployed during a consistent downward trend in recorded crime.
 - Benefits in addition to the reduction in crime and ASB include: increasing the feeling of safety amongst single female passengers; health and safety of pedestrians; creating a safe environment for visitors and NTE providers; and supporting the police as witnesses to incidents.

3.6 Monitoring during 2014/15 (1 October and 31 August) showed that Taxi Marshals were deployed on 96 nights and over 84,500 were recorded as using the rank. The average number of people using the rank has increased from 542 in 2013/14 to 880 during 2015.

3.7 Monitoring (Appendix B) provides examples of the interventions made by Taxi Marshals to prevent escalation of crime or disorder and where vulnerable people and victims have been assisted. Feedback from partners such as the local taxi association, police officers and Town Pastors continues to be positive and indicates an invaluable contribution to supporting the police in keeping the NTE safe.

4. **OUTPUTS AND OUTCOMES**

4.1 This grant award is made on the basis of financial and activity data being made available to the PCC. The data should show the extent of Taxi Marshal activities including:

- Number of times taxi marshals are deployed in the year;
- Number of people recorded as using the rank;
- Record of incidents dealt with and outcomes.

4.2 An analysis of the contribution to reduction in crime and ASB should be provided. Data and qualitative feedback should indicate the contribution of the scheme to:

- Dispersal of the public from the town centre quicker and more effectively at closing time;
- Reducing the rate of violent crimes;
- Reducing the demand on emergency services;
- Increased feelings of safety for users of the NTE;
- Improving the safety of lone females;
- An increase in the number of hackney carriages likely to be working;
- An enhanced security presence;
- Reduction in the number of illegal taxi vehicles.

4.3 Given this is the third consecutive grant award to the Taxi Marshals scheme, the PCC will consider sustainability of the service before any future funding is awarded.

5. MISCELLANEOUS CONDITIONS OF AWARD

- 5.1 Full 'Conditions of Award' including conditions relating to transfer of funds, monitoring, and publicity and marketing are specified separately but include the following:
- 5.2 This award is a one-off award and outputs/outcomes should be delivered in the period 1 November 2015 to 31 October 2016.
- 5.3 Payment of the award does not confer any ongoing obligation on the PCC to make payments towards the Taxi Marshal scheme beyond 31 October 2016.
- 5.4 This award may not be used for any activities other than those set out within this decision paper or as approved in writing by the PCC.
- 5.5 This award is made on the condition that if the Taxi Marshal service ceases to function or the grant is not used for the purposes set out within this decision paper the funding must be repaid to the PCC.
- 5.6 Ipswich Central must be able to demonstrate that the grant is being managed in an efficient and effective manner, and that they are actively seeking to minimise bureaucracy and streamline processes in order to deliver the best possible outcomes.
- 5.7 Payment will be made within 21 working days of the receipt of a payment request.
- 5.8 Ipswich Central will provide an end of year financial monitoring report on the grant and outcomes and a representative of the scheme may be required to attend a meeting of the PCC's Accountability and Performance Panel to account for the performance against the grant.
- 5.9 Ipswich Central must notify the PCC as soon as reasonably practicable if an underspend is forecast and any underspend must be returned to the PCC.
- 5.10 By accepting the award from the PCC, Ipswich Central makes a commitment to acknowledge the PCC's support publicly and must acknowledge their funding from the PCC in all their promotional work. Any recipients of funding must display the PCC's logo in all publicity for the life of the initiative. Logo artwork can be provided upon request. Any exceptions must be agreed with the PCC.
- 5.11 Ipswich Central shall ensure that third party recipients have adequate insurance coverage (including but not limited to public liability insurance) in place, appropriate processes for staff direction, and shall provide evidence of such to the PCC on request.
- 5.12 The PCC accepts no liability to Ipswich Central or any third party recipients for any costs, claims, damage or losses, however they are incurred, except for to the extent that they arise from personal injury or death which is caused by the PCC's negligence.

6. SERVICE AND FINANCIAL IMPLICATIONS

- 6.1 Monitoring and evaluation provides evidence there are service and financial benefits in terms of reduced costs and resource implications on the Constabulary, and other emergency services as a direct result of the work of Taxi Marshals in preventing public disorder and providing welfare support to vulnerable people.

- 6.2 This request for funding of £5,000 from the PCC for Taxi Marshalls in 2014/15 will add to the same funding commitments from Ipswich Central and Ipswich Borough Council. Ipswich Central has agreed to hold the funds and manage invoicing.
- 6.3 Funding will support two Taxi Marshals at Dogs Head Street Taxi Rank in Ipswich between 11.30pm and 4.30am, every Friday and Saturday night and for extra nights linked to bank holidays.
- 6.4 Several companies will be invited to submit their costings to provide this service. Evidence of spend (payment to the successful service provider) will be made available together with outcomes as part of the monitoring process.
- 6.5 Potential risks will be mitigated through Taxi Marshals being Security Industry Authority (SIA) accredited. Marshals will be provided with a 'Town Link' radio providing direct access with police and Town Pastors should they require support.

7. RISKS:

- 7.1 There are no major implications or risks associated with this decision paper. An assessment of risk in delivery of the service has been undertaken. This assessment has considered the value of the grant sought, the duration of delivery and the history of delivery and ability to deliver. The monitoring arrangements outlined in the conditions of award reflect the fact that the Taxi Marshal service has been successfully delivered in 2013/14 and 2014/15 and complied with monitoring requirements. Should there be any risk to the service being delivered, Ipswich Central are required to notify the PCC.

8. RECOMMENDATIONS


- 8.1 It is recommended that the PCC approves a grant of £5,000 for the period 1 November 2015 to 31 October 2016 to Ipswich Central for delivery of Taxi Marshals.

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	Yes
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	N/A
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
Have all relevant ethical factors been taken into consideration in developing this submission?	Yes

APPROVAL TO SUBMIT TO THE DECISION-MAKER

Chief Executive

I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the (add decision-maker's title e.g. the PCC).

Signature:  Date 6/11/15

TAXI MARSHAL PROVISION IPSWICH 2015/16

APPLICATION FOR CRIME AND DISORDER REDUCTION GRANT

1. Taxi Marshals

This application for funding is to continue to provide two taxi marshals every Friday and Saturday between 11:30pm and 4:30am at the Dogs Head Street taxi Rank in Ipswich. The taxi marshal scheme will run for a year, starting on the lapse of last year's funds on the 30th October 2015 or sooner.

The aim of the scheme is to work within the Night Time Economy (NTE) to assist with:

- Dispersal of the public from the town centre quicker and more effectively at closing time
- Reducing the rate of violent crimes
- Reducing the demand on emergency services
- Increased feelings of safety for users of the NTE
- Improving the safety of lone females
- An increase in the number of hackney carriages likely to be working
- An enhanced security presence
- Reduction in the number of illegal taxi vehicles

Funding was received last year for the provision which expires middle of October 2015. The 2014-15 funding was provided by three donations of £5,000 from the Ipswich Central (a town centre business improvement company), Ipswich Borough Council (IBC) and the Suffolk Police and Crime Commissioner (PCC).

This request for funding of £5,250 from the PCC for Taxi Marshalls in 2015/16 is to add to the commitments already promised by Ipswich Central and IBC, who have committed the money subject to the third contribution being awarded. Like last year Ipswich Central has agreed to hold the funds and manage the invoicing.

The current company providing this provision charges £125 per night and the £15,750 total contribution will provide the funds to continue the provision for another year and also pay for extra nights linked to bank holidays and special busy days like Christmas Eve and New Year's Eve.

Several companies will be invited to submit their costings to provide this service. This will ensure that there can be no integrity issues with the awarding of the work.

All staff acting as Taxi Marshals will be Security Industry Authority (SIA) accredited, their training in conflict management and use of force will ensure intervention are appropriate and proportionate, they will also have a 'Town Link' radio providing direct access with police and Town Pastors should they require support.

2. Delivery of Police and Crime Plan Objectives

Preventing and reducing crime and anti-social behaviour and also caring for victims and vulnerable people are two of the key strategic policing crime objectives the Taxi Marshal scheme is aimed at.

Marshals achieve this by a robust no-nonsense presence and intervening early to prevent disputes escalating into violence with injury. They also support vulnerable people and prevent bullying and queue jumping, they confront ASB especially linked to urinating at the taxi rank. They also intervene to support vulnerable people who may be susceptible to sexual assault, especially lone or drunken females.

Evidence of this is set out in the evaluation report provided to the PCC.

Local taxi companies, as small business, are also supportive, reporting an improved confidence and feeling of safety.

Road safety is also an objective of the scheme, to reduce pedestrians and vehicles coming into contact with each other, especially when pedestrian judgement is impaired through alcohol.

3. Outcomes and outputs

The expected outcomes of the scheme are to support the trend of reducing crime and ASB in this area whilst supporting the taxi owners and companies and protecting vulnerable people.

From 1st October 2014 to 31st August the Taxi Marshals deployed on 96 nights and saw **84506** people through the taxi rank. Of these 84506 people they only dealt with 29 incidents of disorder, ASB, disagreement or disputes or vulnerable females that needed support. This is impressive considering the likely intoxicated condition of the majority of people using the rank. Greater testament to their ability was that there were less than 5 incidents that required the police to intervene, evidence that they are reducing the demand on emergency services. On two occasions the support from the Town Pastors was required to support vulnerable drunken females.

The average number of people using the rank per night has risen this year from 542 per night 2013/14 to 880 per night this year, again this is a positive reflection on how safe and useful the taxi rank has become.

Supporting comments

Steve Foster - IBC Taxi Enforcement Officer recognises how he has observed the marshals on numerous nights and states, *'there is no doubt that the Taxi Marshals increase public safety by reducing risk of public order offences'* He also explains that they maintain orderly queues, reduce conflict and prepare customers with the right size taxis.

John Hunt – secretary of the Ipswich Taxi Drivers Association states, *'It provides confidence in the Ipswich community late at night'*. He reports additional benefits that single females feel safe, there is less litter in the taxi rank, the provision of Eco friendly bags to put food in reduces conflict and the hours changing to a 4:30am finish has extended the benefits even further.

The renewed fund is anticipating deploying taxi marshals and similar busy nights and they will be recording their work and the incidents dealt with. This record will be used to measure and provide supporters of the scheme feedback and analysis of the outcomes of the scheme.

Ideally a way to mainstream the taxi marshal scheme funding to provide continuity would be the preferred long term aim.

4. Funding requested and breakdown of costs

The £5,250 funding from the PCC will be added with funds of same amount from IBC and Ipswich Central to make a total fund of £15,750.

This should provide funding for two marshals working every Friday and Saturday between 23:30hrs and 04:30hrs.

Any excess money (following the tender/quotes process) will be available to provide taxi marshal coverage on other busy nights like Christmas Eve and New Year's Eve. The company currently running Taxi Marshals charges £125 per night.

Contact Name

Inspector Ben Cook
Ipswich Operational Partnership Team

Ipswich Taxi Marshal Monitoring 1st October 2014 to 31st August 2015

Overview

Following several years of support from Ipswich Central, Ipswich Borough Council and the Police and Crime Commissioner, the taxi marshal scheme in Dogs Head Street Ipswich has provided a successful contributor to the safe night out of thousands of people in the Ipswich town centre.

The current round of funding of £15,000 was provided by three equal contributions of £5,000 by Ipswich Central, Ipswich Borough Council and the Police and Crime Commissioner. This funding has provided the Taxi Marshal Provision every Friday and Saturday at the Dogs Head Street Taxi rank initially between 11pm to 4am from 1st October 2014, and then on 12th December 2105 after responding to requests from the Hackney carriage drivers the times changed to 11:30pm to 04:30am.

From previous analysis the following benefits were identified-

- Dispersal of the public from the town centre quicker and more effectively at closing time
- Reducing the rate of violent crimes
- Reducing the demand on emergency services
- Increased feelings of safety for users of the NTE
- Improving the safety of lone females
- An increase in the number of hackney carriages likely to be working
- An enhanced security presence
- Reduction in the number of illegal taxi vehicles

The original benefits identified are still the overall aim of the taxi marshal scheme and to a large degree continue to be the observable benefits.

Findings

It is very difficult to provide exact evaluation of the overall contribution the taxi marshal scheme has made to ASB and crime, but during the current financial period the taxi marshals were required to provide returns. Based on their returns I am able to highlight several finding.

From 1st October 2014 to 31st August the Taxi Marshals deployed on 96 nights and saw **84506** people through the taxi rank. Of these 84506 people they only dealt with 29 incidents of disorder, ASB, disagreement or disputes or vulnerable females that needed support. This is impressive considering the likely intoxicated condition of the majority of people using the

rank. Greater testament to their ability was that there were less than 5 incidents that required the police to intervene, evidence that they are reducing the demand on emergency services. On two occasions the support from the Town Pastors was required to support vulnerable drunken females.

Having reviewed night time economy crime over this reporting period I have not seen any crime other than a few drunk and disorderly crimes that can be attributed to the area of the taxi rank, there has not been any violent crime, again a positive benefit.

When looking at the likely intoxicated condition of many of the people who engaged with by the taxi marshals over this period I am confident that they played a significant role in keeping people safe and preventing low level anti-social behaviour escalating into violent or sexual offences. For example 17th July 2015, two aggressive female were separated and escorted away by the taxi marshals- an incident that could have easily degenerated into violence, similar on 26th June where two aggressive queue jumpers were made to respect other people waiting. 4th April 2015, a drunken female was assisted to get home using a cab, due to her state of drunkenness she was very vulnerable and unable to take care of herself.

Difficult to quantify but considering the taxi rank after midnight is in an isolated part of the Old Cattle Market bus station and that the majority of the 84506 people using the rank will be under the influence of alcohol the lack of crime is impressive.

It is clear from the returns that the Friday night has consistently less people using the taxi rank, indeed some night there is twice as many use the rank on the Saturday compared to the Friday, however this is not consistent and there does not appear to be any real factors to consider which can be used to predict when the rank will be busy.

On the nights that were expected to be busy connected to Christmas 2014 (Operation Facilitate and Disruption) the rank was considerably busier but again with virtually no crime. Operation Disruption led by the Special Constabulary over weekend Friday 12th and Saturday 13th December 2014 saw the Friday have 1176 people and the Saturday have 2113 people using the rank.

Operation Facilitate in December 2014 saw Friday 19th with 2113 people, Saturday 20th with 2642 people, Wednesday 24th (Xmas Eve) with 1234 people, Saturday 27th with 1142 people and New Years Eve with 2345 people.

During New year's Eve the taxi marshals worked until 5am to deal with the greater demand.

Support for the Taxi Marshals.

Patrol officers and supervisors regularly praise the work undertaken by the taxi marshals, especially as they appreciate the almost 'self-contained' way of working which allows the police officers to provide better roving patrols to concentrate on identifying and preventing vulnerable people coming to harm.

Ipswich Borough Council licencing department recognise the positive impact the taxi marshals have on supporting the night time economy and keeping people safe, this was recognised during the council's review of the Cumulative Impact Policy and was also recognised by the Purple Flag reaccreditation.

The Hackney carriage drivers themselves value the support of the taxi marshals, they feel safer and more inclined to use the Dogs Head Street taxi rank on Friday and Saturday nights where previously they tended to avoid this.

They also appreciated being responded to when on 12th December 2014 the finishing time of the taxi marshals went back to 04:30am, providing greater reassurance and greatly assisting with the safe dispersal from the town centre.

The Town pastors recognise the support the Taxi Marshals give to supporting vulnerable people and how reassured they are when they take a vulnerable person to the rank.

Conclusion

The Taxi Marshal provision provides a very cost effective service to assist large numbers of people to leave the Ipswich town centre safely. Over the last year they have dealt with over 84,500 people with virtually no consequential crime. Hackney Carriage companies are reassured and feel safer and as a consequence work from this rank which greatly assists the dispersal from the town centre. Demand in the area of the rank for the emergency services has greatly reduced and crime and ASB is almost non-existent.

Continuing to provide the taxi marshal service his highly recommended.

Ben Cook- Inspector Ipswich Operational Support Team. 7/9/15