

OVERVIEW & SCRUTINY BOARD



Report subject	BCP Community Safety Partnership
Meeting date	November 15, 2021
Status	Public Report
Executive summary	<p>This paper sets out the development and operational progress of the BCP Community Safety Partnership (CSP). It provides the Board members with an update on the activities of the CSP since the start of the year and planned activities over the remaining months of 2021/2022.</p> <p>The report highlights the recent review process undertaken by the partnership and the new structure adopted to deliver a multi-agency and collaborative approach to strategic and operational coordination of reducing crime, anti-social behaviour, domestic and sexual abuse/violence, substance misuse and reoffending in BCP.</p> <p>The Local Government Act 2000 includes crime and disorder scrutiny as one of the functions the council must ensure its scrutiny arrangements cover. Sections 19 and 20 of the Crime and Disorder Act 1998 and related regulations require the Council to have a committee with the functions of reviewing and scrutinising decisions and actions in respect of the discharge of crime and disorder functions by “responsible authorities”.</p> <p>The specifics of the duty are set out in the Police and Justice Act 2006, which also allows members to refer any “local crime and disorder matter” raised with them by anyone living or working in their area, to the crime and disorder committee. The Board designated as the Crime and Disorder Scrutiny Committee (Overview & Scrutiny Board) must meet at least once every 12-month period to conduct the functions.</p> <p>Guidance issued concerning how this role should be conducted include that:</p> <ul style="list-style-type: none">• the role should be one of a critical friend, providing constructive challenge at a strategic level.• the focus should be on the entire partnership and if issues arise that relate specifically to a particular partner agency, it may be more appropriate to refer such issues to the governing bodies of that organisation.• the scrutiny of partners should be “in so far as their activities relate to the partnership itself.”

	<ul style="list-style-type: none"> the list of issues to be scrutinised should be agreed in consultation with relevant partners.
Recommendations	<p>It is RECOMMENDED that:</p> <ul style="list-style-type: none"> i) the Board note the progress of the Community Safety Partnership since the review and subsequent changes at the start of the fiscal year, including changes to chairing, membership and structure. ii) the Board note the Partnership's priorities, based on recommendations from the last community safety strategic analysis, and the Partnership's plans for developing a Crime and Disorder Reduction Strategy for BCP.
Reason for recommendations	So that Board members are aware of progress in the development of the Community Safety Partnership, its achievements and activities, and the process for producing the statutory partnership plan.
Portfolio Holder(s):	Cllr Bobbie Dove – Cabinet Member for Community Safety and Regulatory Services
Corporate Director	Kate Ryan, Chief Operating Officer
Report Authors	Kelly Ansell - Director of Communities Mark Callaghan – Police Chief Superintendent and CSP Chair
Wards	Council-wide
Classification	For update and information

Background

1. In March 2021, the Community Safety Partnership (CSP) held an extraordinary meeting to examine and review its existing structure and processes. This was in recognition that the Partnership had only recently been established (18 months old at the time), and that partners had all been working in the context of COVID-19, which had impacted all agencies. Partners also recognised that concerted and active effort was required to bring the Partnership up to the level envisaged at the start, but which had been hampered by the pandemic.
2. The review resulted in the development of a new structure for the CSP, which now includes an Executive Board, and a number of strategic and tactical groups that are closer aligned to the priorities of the partnership and the challenges faced by partner agencies. A new Constitution has been agreed, and revised Vision and Mission statements developed. The new Constitution and structure are appended to this report.

3. The CSP recently held its second meeting since the review, and the priorities and delivery plan are highlighted further in this report.
4. Board members will be aware that CSP's are statutory partnerships that comprise local authorities, the police, fire and rescue authorities, probation, and health. They have a reciprocal duty to cooperate with the Office of the Police and Crime Commissioner, with responsibilities set out in legislation, to develop strategies and plans to reduce crime, anti-social behaviour, substance misuse, and reoffending as required by Sections 5 and 6 of the Crime and Disorder Act 1998 (as amended).¹
5. Specifically, the current statutory obligations of CSP's may be summarised as follows:
 - a. To establish a strategic group to direct the CSP's work
 - b. To set up protocols and systems for sharing information
 - c. To identify priorities via an annual strategic assessment
 - d. To engage and consult the community about community safety priorities
 - e. To produce (annually) a Partnership Plan and monitor progress against it
 - f. To develop strategies to reduce re-offending and substance misuse
 - g. To commission Domestic Homicide Reviews
6. The CSP also has oversight of the work to prevent people from being drawn into terrorism, although the statutory Prevent Duty is on individual organisations rather than the CSP.
7. Under forthcoming legislation in the form of Police, Crime, Sentencing and Courts (PCSC) Act 2021, CSPs will be required to formulate and implement a strategy to prevent and reduce serious violence. A Serious Violence Duty will also be placed on local authorities, the police, fire and rescue authorities, specified criminal justice agencies and health authorities, requiring them to work together to formulate evidence-based analysis of serious violence in their local area.

The journey so far

8. Below is a list of some of the key achievements of BCP CSP since its inception:
 - i. Agile Covid Response:
The BCP CSP has adapted and flexed to meet varied demands throughout an unprecedented period since the onset of the COVID-19 pandemic. The CSP Executive Board met frequently and oversaw the implementation of community safety COVID response plans, some of which are detailed below. These response plans remained live documents to deal with changing and challenging demands.
 - ii. Domestic Abuse COVID-19 Response Plan:
A dedicated response plan, implemented in 2020, included a dedicated domestic abuse helpline; increase in outreach support; pan-Dorset Communications campaign; dedicated drop in's (COVID secure); virtual pattern changing courses; roll out of a new Multi-Agency Risk Assessment Conference (MARAC) actions

¹ <https://www.legislation.gov.uk/ukpga/1998/37/section/5> and <https://www.legislation.gov.uk/ukpga/1998/37/section/6>

management system; and continuation of the Up2U Healthy Relationships programme.

iii. Domestic Abuse Strategy development:

In April 2021, the BCP Domestic Abuse Strategy was formally signed off by the BCP CSP and BCP Council. The strategy's vision is that no resident living within or visiting Bournemouth, Christchurch and Poole should live in fear of, or experience domestic abuse. The strategy has a comprehensive delivery plan, which is overseen by the Domestic Abuse Strategic Group.

iv. Focus on Operational and Tactical Community Safety Responses:

There has been a commitment to a dedicated multi-agency ASB response to tackling neighbourhood concerns. This includes the expansion of the CSAS scheme; dedicated Scan, Analysis, Response, and Assessment (SARA) planning groups across priority localities; as part of the COVID-19 response, the CSP held weekly Partnership Coordinating Group meetings to ensure robust action was taken in a timely manner. Although these groups are now held monthly as we emerge from the grips of the pandemic, their purpose of multi-agency coordination continue, ensuring a collaborative response to community safety concerns in key locations.

v. Anti-Slavery Partnership:

The pan-Dorset Anti-Slavery Partnership has developed a dedicated strategy and delivery plan. Outcomes achieved so far include a pan-Dorset communications plan; bespoke training for frontline practitioners; information sharing protocol; development of an intelligence product; and task and finish group working with the hospitality industry.

vi. Child Exploitation Call to Action:

In response to multi-agency concerns that there is active organised child exploitation in the BCP area, a gold and silver group structure was established to provide overview and direction in our understanding and response to identified organised child abuse. The work focussed on identified cases rather than on wider multi-agency response to Child Exploitation. However, the learning was used to support the CSP review of the strategic, tactical, and operational multi-agency plans. The work will now soon transition into the CSP's Vulnerable Adult and Child Exploitation Strategic Group.

vii. Statutory Responsibilities Met:

A draft Strategic Assessment is currently being developed in conjunction with partner agencies and utilising a range of both qualitative and quantitative data sources. The assessment for 2021/22 will this year bring into focus operational issues and contextual information to create a more holistic understanding of the issues to address across BCP.

viii. Strategic priorities and delivery in a partnership context:

Once complete the Strategic Assessment will support the identified CSP strategic groups in developing their thematic multi-agency delivery plans as well reviewing achievements, outcomes, and performance.

9. At the CSP review meeting in March, the CSP elected to revert to a cycle of quarterly meetings for its Executive Board, bi-monthly for the strategic groups and monthly/6-weekly for tactical or delivery groups. To achieve concentrated focus of

specific issues, such as community engagement, Task and Finish groups are being established, as necessary.

10. *Appendix A* lists some of the CSP's activities, performance, and achievements.

Review and outcomes leading into new structure

11. The CSP review process in March considered the various challenges the UK and BCP faced, including the impacts of the pandemic, public demands on partner agencies, the economic climate and the cumulative impact on crime, safety, and the fear of crime. The process also acknowledged the new strengths developed in collaborative working, brought about by COVID-19, which unlocked new strengths and assets and enabled new ways of working together.
12. The process explored the Partnership's governance and reporting arrangements, forward planning, and risk assessment. The requirements to improve information-sharing and bolster analytical capacity were identified as key to the CSP's ability to determine priorities, develop strategies, and monitor performance and achievements.
13. CSP members completed a self-assessment, commenting on aspects such as focus and impact, review, reflection and refinement, performance monitoring, community engagement, and diversity. Partners challenged themselves to consider the things the Partnership did well, the things it did less well and the areas for improvement.
14. The review resulted in revised vision and mission statements, a new Constitution, an enhanced structure, and ongoing commitment to consensus working.
15. The new Vision of the CSP is to make Bournemouth, Christchurch, and Poole a safer and healthier place where communities and businesses thrive and where residents and visitors feel safe and welcomed.
16. The agreed mission is to provide clear strategic vision and leadership in improving safety in the conurbation for residents, businesses, and visitors. The CSP will work to address crime and anti-social behaviour, using data, insight, and a combination of communication, engagement, prevention, early intervention, and enforcement, and will work closely with the community to provide support to victims, especially those who are vulnerable.
17. The CSP has also agreed on its brand identity, which will help to establish a distinct visual identity for the partnership and be complementary to the branding of constituent agencies. A clear identity should also bring visibility to the work and effectiveness of the partnership, signalling the benefits of collaborative working for the benefit of residents and wider communities.
18. A new Constitution has been agreed by partners, which sets out the membership, roles and responsibilities, governance and accountability structure, and decision-making process. As well as an Executive Board to provide oversight and governance and to agree Partnership priorities, a number of new strategic and tactical groups have also been developed in line with the current priorities.
19. There are strategic groups covering domestic abuse, violence reduction, exploitation of vulnerable adults and children, and substance misuse. A separate strategic group works under a 'safer-communities' umbrella, covering more generic

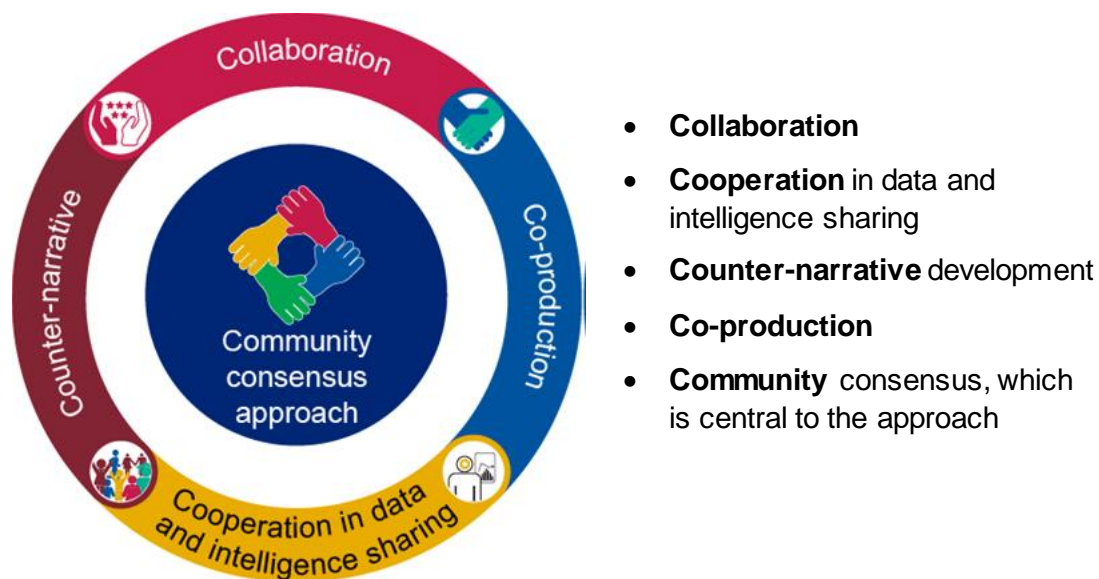
community-impact issues such as anti-social behaviour, cybercrime, fraud, hate crime, road and fire safety, and community engagement.

20. The CSP now has a clear responsibility and accountability structure, with the tactical groups being accountable to the strategic groups, which are in turn accountable to the Executive Board. Performance reports, both at programme and intervention levels, are built into the accountability structure to ensure senior leaders across partnership agencies have appropriate oversight of performance. Senior leaders also have command over resources in their services and can influence how their policies and services flex to meet needs identified through the multi-agency process.
21. All groups, including the Executive Board, have updated terms of reference and, in the case of the strategic groups, have already held two meetings. The groups are still in their early, formative stages and are yet to develop strategies or delivery plans for their areas of responsibility (except for the Domestic Abuse Strategic Group).

Priorities and delivery plans

22. The 2020/21 Strategic Assessment of crime and disorder identified the following issues for priority focus of BCP CSP:
 - a. Domestic Abuse
 - b. Sexual Violence
 - c. Public Place and Alcohol-Related Violence
 - d. Threats to Children and Young Adults (Knife crime, County Lines, sexual exploitation)
 - e. Anti-Social Behaviour
23. The strategic and tactical groups now in place have the responsibility to develop strategies to address the above priorities. On some issues, such as domestic abuse and child exploitation, multi-agency arrangements were already in place and work well underway to respond. The Domestic Abuse Strategic group had been in operation for some time and had developed a strategy and delivery plan.
24. Key areas of work in the domestic abuse delivery plan include the following:
 - a. Recommissioning of accommodation and support services for victims of domestic abuse, including a review of accommodation options for perpetrators
 - b. Workforce development and enhanced training offer for frontline staff, including routine enquiries about perpetrators now embedded in the training
 - c. Greater service-user involvement in designing services and reviewing pathways
 - d. A better focus on perpetrators, including a range of programmes for those that accept the need to change behaviour
 - e. A quality assurance action plan is in place to improve the performance of the multi-agency process for high-risk domestic abuse victims
 - f. A successful bid, securing £100,000 to further sustain the Up2You provision and embed a "Family Practice" model across the Council.

25. Going forward, the CSP will be further developing its work to tackle wider elements of violence against women and girls (VAWG), including devastating and complex crimes such as female homicide, rape, sexual abuse, female genital mutilation, and coercive and controlling behaviour. To address some of the drivers to these crimes, the work must also address issues such as misogyny, indecent exposure, stalking, and harassment. This will include more work in our schools and universities, and though additional community dialogue, about how women and girls are perceived and treated across their whole life journey.
26. The CSP will work to embed the Public Health Approach across all its work. This approach is rooted in good multiagency working and close working with communities, focuses on prevention, and is informed by the systematic use of evidence. The approach will be underpinned by what is commonly referred to as the 5Cs approach, as illustrated below:



27. As mentioned in paragraph 8 above, multi-agency work on child exploitation was already in place, including a “Gold and Silver” command structure to set policy and strategy, including securing resources necessary for investigating incidents of child exploitation. As the work of the revised ‘Vulnerable Adult and Child Exploitation Strategic Group’ is further developed, the group will embed the effective practice of the command structure, ensuring effective information sharing and coordination in response to child exploitation. A delivery plan has already been developed to respond to child exploitation.
28. Some of the achievements include:
- a. A reinvigoration of the monthly child exploitation tactical group to target all forms of exploitation, using the Victim/Location/Perpetrator approach
 - b. Initiated briefings to a range of partners and share intelligence requirements in respect of exploitation

- c. Sexual Offences and Modern Slavery Orders – An MOU between Dorset Police and BCP Council has been completed which includes guidance from the national exploitation tool kit and locally produced templates for anonymised submission of evidence in support of orders. Inputs have been provided to a range of teams and anecdotally it appears that the use of orders particularly pre conviction as part of a safety plan is increasing.
 - d. Reachable moments – An MOU between Dorset Police and the CST has been implemented and the aspiration is to have a 7 day a week response available between 8 am and 10pm for those young people in custody who are vulnerable to exploitation. This is a significant piece of work, and the next step is to consider the opportunities within the health environment.
 - e. Initiated work with local colleges and universities to understand the scale of potential safeguarding concerns regarding the use of unofficial and unregulated taxis who use social media platforms, and plan to produce a communications package to inform individuals of the risks.
29. This Board meeting falls mid-way in the development of the new strategic assessment that will inform 2021/2022 priorities. Based on the analysis to date, it is likely that the existing priorities will remain, although a deeper exploration of violence has already identified certain trends that will require additional responses. The trends include sexual violence on the beach and in public spaces, and assaults on Paramedics, Police, and NHS staff. It is possible that other public sector staff are facing similar levels of hostility and violence, but more work is required to improve reporting and recording to establish this.
30. In any case, and with the information already available to the CSP, the Violence Reduction Strategic Group is starting to develop a Violence Reduction Strategy and have identified five strategic aims. These are formulated around the following points:
- a. Building a robust evidence base to facilitate a data-driven approach
 - b. Preventing violence before it occurs by taking a trauma-informed approach
 - c. Involving communities and voluntary organisations through place-based and strength-based approaches
 - d. Use targeted interventions, based on clear safeguarding case management
 - e. Multi-agency intensive intervention and enforcement, carefully coordinated
31. The Safer Communities Strategic Group has a sub-group focussing on anti-social behaviour, and this group is developing an Anti-Social Behaviour Strategy for the CSP. The strategic aims are to address personal, nuisance and environmental ASB that cause greatest risk, threat and harm and is affecting communities' quality of life. The objectives have been formulated around the following four points:
- a. Prevention and Early Intervention
 - b. Support to victims
 - c. Community Engagement
 - d. Enforcement to reduce ASB Incidents

32. Communication is a cross-cutting theme across all the CSP strategic groups and relate both to communication between partners and to communication with communities. The CSP is developing a dedicated website and will make information available to the community, using this and other means, about measures they may take to keep themselves safe, as well as about the work of the CSP and how priorities may be influenced by resident-input.
33. The Partnership is focussed on working with the voluntary and community sectors in all its work, ensuring they are consulted on strategic intentions and can inform them before they are adopted. In line with the council's place-based and strength-based approaches, the CSP is committed to focussing on offences that matter to residents, in the areas where crime is having the greatest impact and building on resources within communities to make them more resilient.

Community Safety Partnership Plan development

34. The Community Safety Plan is a statutory requirement for all local authority areas, and will enable the council to discharge its duty under Section 17 of the Crime and Disorder Act to:
- '... exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area'*
35. As mentioned earlier, the strategic assessment of crime, anti-social behaviour, substance misuse, and reoffending is currently underway. This detailed document uses a range of data from partner agencies, including police recorded crime, and provides a summary of local and national analysis and research that:
- a. Check the partnership's current priorities and identify any emerging issues
 - b. Provide a better understanding of local issues and community concerns, by triangulating key data sets
 - c. Provide knowledge of what is driving the problems to help identify appropriate responses
36. The format of the strategic assessment and plans is prescribed to an extent² and the priorities must be shared with the Police and Crime Commissioner, and each must take account of the other's priorities, although they may not be the same.
37. The priorities identified in the strategic assessment will directly be reflected in the statutory partnership plan for 2022-23. The plan will be approved by the Executive Board of the CSP by April 2022, following consultation with partners.
38. The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 sets out clear requirements for the annual partnership plan. Specifically, the plan should set out the following:
- a. a strategy for the reduction of crime and disorder and for combating substance misuse for the coming 3 years
 - b. the priorities identified in the strategic assessment prepared during this year
 - c. the steps the CSP considers necessary for the responsible authorities to take to implement the strategy and meet the priorities

² http://webarchive.nationalarchives.gov.uk/20080814090439/http://opsi.gov.uk/si/si2007/uksi_20071830_en_1

- d. how the CSP considers the responsible authorities should allocate and deploy their resources to implement the strategy and meet the priorities
 - e. the steps each responsible authority will take to measure its success in implementing the strategy and meeting the priorities
 - f. the steps the CSP proposes to take during the year to obtain the relevant views of those who live or work in the area, and the extent to which communities may assist the CSP in reducing crime and disorder.
39. Members will be consulted on the draft plan and may contribute their views through the community safety portfolio Member who represents the Council on the CSP's executive board and co-chairs the Board.
40. The CSP is also required to publish a summary of the partnership plan, regarding the need to bring it to the attention of as many separate groups or persons within the conurbation.

Summary of financial implications

41. The revised structure of the CSP requires additional coordination and information analysis to ensure that the Partnership is proactive, effective, and reflective. This presents additional financial demands on partners, who are now being encouraged to support joint funding towards specific areas of the Partnership's business, such as domestic homicide reviews and information governance.
42. When new community safety initiatives are being commissioned by any of the partners, efforts will be made to commission jointly to spread costs and increase operational coverage. This will take time to embed but the Partnership will encourage this way of working going forward.

Summary of legal implications

43. The Crime and Disorder Act 1998 (as amended) 2011, established partnerships between police, local authorities, fire and rescue authorities, probation, and health. The purpose of these partnerships is to ensure that all these agencies work together to tackle local crime and disorder. The 1998 Act placed a central duty on these 'responsible authorities' to produce audits of the area's local crime problems and implement strategies to tackle them.
44. Section 115 of the Crime and Disorder Act (1998) gave a power to any person or body to share information with partners for the purposes of reducing crime and disorder. This was strengthened by paragraph 5 of Schedule 9 to the Police and Justice Act that introduces a new section 17A of the 1998 Act which is a duty to share certain sets of depersonalised information.

Summary of human resources implications

45. The revised structure of the CSP requires additional coordination and administration. This is largely met by council and police staff. Measures are being pursued to involve staff from other partners, especially in providing data and analytical support.

Summary of sustainability impact

46. The Partnership is developing a strength-based approach which will include residents in developing local solutions to local problems. This, coupled with the

Public Health Approach, will improve sustainability through early intervention and building on the strengths in communities.

Summary of public health implications

47. Public health and wellbeing are important by-products of a safer community. The work of the Partnership is to improve public health and community wellbeing by preventing crime and disorder, effectively tackling them when they occur, improving safety in the community, and reducing victimisation.

Summary of equality implications

48. None

Summary of risk assessment

49. Data management resources pose the greatest risk to the effective functioning of the Partnership. However, measures are underway to strengthen this area.

Background papers

None

Appendices

- 1 BCP CSP Constitution
- 2 BCP CSP Structure Chart
- 3 CSP's Performance and achievements