

Council

31 January 2013

Agenda Item 82

Brighton & Hove City Council

Subject:	Community Safety, Crime Reduction and Drugs Strategy 2011-2014		
Date of Meeting:	31 January 2013 24 January 2013 – Policy & Resources Committee		
Report of:	Tom Scanlon: Director of Public Health		
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Ward(s) affected:	All		

FOR GENERAL RELEASE.**1. SUMMARY AND POLICY CONTEXT:**

- 1.1 This report introduces the Community Safety, Crime Reduction and Drugs Strategy for the period 2011 to 2014 (appended). The Strategy is a statutory and city wide plan and sets out the priorities and work programme for delivery by the Community Safety Partnership. The priorities and performance against indicators are reflected within the Corporate Plan for the city.
- 1.2 Following completion of annual strategic assessments of crime and disorder and consultation with local communities and communities of interest, the Strategy is refreshed each year, also taking account of the priorities within the Local Policing Plan, relevant Public Health developments and other relevant developments and plans. The Strategy appended to this report is in its second year of delivery.
- 1.3 An annual strategic assessment of crime and disorder, the views of residents in the city and the priorities, outcomes and detailed work plans within the Strategy will be important to the work of the Police and Crime Commissioner (PCC) and to that of the Police and Crime Panel. Briefings were provided for PCC candidates to summarise Brighton & Hove's key community safety issues. Further partnership working with the elected Commissioner aims to build shared priorities that will also be set out within the Commissioners Police and Crime Plan (expected publication January 2013).

2. RECOMMENDATIONS:

- 2.1 That the Policy & Resources Committee note and recommend Full Council to approve the crime reduction and safety priorities included within the updated Community Safety, Crime Reduction and Drugs Strategy 2011 – 2014.
- 2.2 That the Policy & Resources Committee note the summary of some of the new work included within the Strategy together with action being taken to improve value for money.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

3.1 The Safe in the City Partnership approved the Community Safety, Crime Reduction and Drugs Strategy 2011 to 2014 at its meeting on 27th March 2012. The overall aims of the Strategy are to:

- Reduce crime and anti-social behaviour;
- Improve feelings of safety and meet the needs of victims of crime;
- Tackle underlying causes of offending such as drugs and alcohol;
- Take early action to prevent and 'design out' crime and;
- Reduce re-offending and achieve visible justice, including restorative justice and community payback.

3.2 The Strategy sets out how these aims are to be achieved, starting with an analysis of demographic and crime and incident information, the links with other city wide plans and an assessment of the capacity of the Community Safety Partnership to meet Home Office standards and hallmarks.

3.3 There are ten priority crime and safety areas in the Strategy, each with clear outcomes, action plans and performance indicators. The (summarised) priority crime and safety areas are:

1. That neighbourhoods are more crime resistant, communities are stronger and people feel safer (physical environment, infrastructure and quality of life);
2. That individuals are supported to lead drug free lives and harm to families and communities associated with the misuse of drugs is minimised;
3. That the health and social damage caused by alcohol use and alcohol related crime and disorder is reduced;
4. That the harm caused to individuals and communities who suffer from anti-social behaviour and hate crimes motivated by prejudice is reduced;
5. That longer term resilience to extremism by individuals and within communities is built and sustained;
6. That the safety of older people is increased and their fear of crime reduced;
7. That reoffending by those at high risk of repeat and prolific offending as well as those who are in prison for less than 12 months is reduced through partnership working and joint commissioning;
8. That young people are better protected from risks which can lead to them becoming victims and offenders (risks school exclusions, teenage pregnancy, substance misuse). That additional measures are taken with troubled families to significantly improve their life chances;
9. That domestic violence is prevented and reduced, and perpetrators are brought to justice and enabled to change their behaviours;
10. That rape, serious and other sexual offences and sexual exploitation are prevented or reduced, and successful prosecutions increased.

4. SOME NEW COMMUNITY SAFETY WORK DESCRIBED WITHIN THE STRATEGY

- 4.1 The formation of a community safety Delivery Team, operational from April this year, is a significant development of the well established integrated working of the Partnership Community Safety Team. Neighbourhood Policing Teams are now integrated with the Anti-social Behaviour and Hate Crime casework Team, the Physical Environment and Communities Against Drugs Casework Teams. These teams will be co-located with the Stronger Families Stronger Communities Team. Accountability for the Delivery Team is to the Safe In The City Partnership Board. The management structure for community safety services, currently arranged across the Police, Public Health and Public Protection is currently under review.
- 4.2 There is now improved information sharing and the development of a community intelligence model. This enables analysis of police recorded crime data alongside information from the wider partnership and neighbourhood sources and is already leading to improved co-ordination of enforcement responses, in turn building sustainable resilience of communities to reduce further crime.
- 4.3. The Strategy is based upon a new analysis of current crime and disorder and partnership data. Evidence from the last analysis showed successful work with prolific offenders and operations to disrupt drugs markets. Hence this Strategy for 2011 – 2014 did not identify a new, separate priority for acquisitive crime. On the other hand, the analysis in respect of the safety of older people together with the findings of a scrutiny review, demonstrated a need to include a new priority to reduce fear of crime amongst older people.
- 4.4. Strategy lead officers refreshed their action plans also taking into account national and local evidence of effective service models. The information below sets out some of the initiatives and ways of working which are included for the first time within the appended Strategy.

Physical Environment, Infrastructure and Quality of Life

- New approaches to communicate and consult with local people; social media, website developments which are more focused on residents' needs and increasing support to Local Action Teams in order that they can more effectively drive forward local priorities;
- Increased use of community payback to an estimated value equivalent to income of £100,000 p.a. which would otherwise not be achieved
- Innovative initiatives include Soundscape which aims to decrease the effect of unwanted noise in the city.

Anti-Social Behaviour and Hate Crime including protecting those with disabilities

- Launch of the new Casework Team Duty line enables direct reporting of hate incidents on 292735 or communitysafety.casework@brighton-hove.gov.uk . Staffed daily and arrangements for out of hours. New 'Service Offer' communicated with Racial Harassment, LGBT Forums, Local Action Teams and others. Increased reporting is resulting
- Piloting of the use of the Community Trigger to hold public services to account on unresolved community safety issues.
- Development of a good practice model which assesses the vulnerability of individuals and communities and co-ordinates actions of all agencies to reduce risks, linking closely with safeguarding procedures, new IT systems and training;

- Sustained focus on increasing hate incident and crime reporting rates, including development of reporting centres, introduction of victim and witness service standards and training programme for professionals across the city;
- Expansion of hate crime service to include those who are targeted because of their disability and closer working with safeguarding services.

Children's and Young People's services

- Responding to government's 'troubled families' agenda through integrating the Family Intervention Project into a new Stronger Families, Stronger Communities Team which will reduce the risks for 657 identified families as measured against nationally specified criteria;
- Reviewing youth offending and youth crime prevention services and re-commissioning youth services according to its findings.

Alcohol

- Structuring of work to tackle alcohol misuse following the Alcohol Needs Assessment to be based on 4 domain groups (i) a cultural shift/prevention of alcohol misuse; (ii) reduction in alcohol consumption/availability (especially for young people); (iii) managing the night time economy; and (iv) identifying and treating people with alcohol problems;
- Public Health strategic leadership of commissioning programme within a joint commissioning approach and a principal of maximising the effectiveness of interventions.

Drugs

- Wholesale implementation of a Recovery Model of Treatment services across treatment services;
- Renewed focus on the 18-25 year group with improved integration of services to better manage transition;
- An Independent Drugs Commission building on the Intelligent Commissioning Pilot to explore where further action might reduce drug-related deaths, and which will report in March 2013;
- Lead authority for a European-funded Communities and Families Tackling Addiction Work Programme.

Domestic Violence

- The Intelligent Commissioning pilot and a national accredited framework are the basis of a new comprehensive commissioning plan with target outcomes within the areas of prevention, early intervention and provision of services;
- National accreditation of services provide by Independent third sector provider (RISE);
- Increased investment and new initiatives:
 - Fortnightly (multi-agency risk assessment conferences) MARACs to reduce and prevent high risk of homicide cases through police led, co-ordination of multi-agency interventions;
 - Increased capacity of helpline, outreach and Independent Domestic Violence Advisors;
 - Whole Schools prevention programmes in schools;
 - Improved responses within the Gypsy and Traveller communities;
 - 16 days of events, which will lead to 'White Ribbon' city status.
- Integrated strategic and operational responses to domestic violence to better deal with sexual violence, trafficking, honour-based crimes, female genital mutilation (FGM) and stalking, co-ordinated within a Violence Against Women and Girls Strategy for the city.

Rape, serious sexual offences and sexual

- Sussex-wide Rape and Serious Sexual Offences Steering Group leading partnership actions to streamline criminal justice processes and increased the rate of successful prosecutions;
- Sussex-wide joint commissioning of forensic and clinical services within a

violence Sexual Assault Referral Centre and provision of Independent Sexual Violence Advisors and Counselling Services;

- A university students prevention campaign to reduce risk factors and increase confidence to report;
- Targeted work to reduce risks for those around those working in the sex industry;
- Supported by the Community Safety Partnership, a WISE project to identify and respond to the sexual exploitation of young people (13-25 years) and integrated within safeguarding procedures.

Reducing Reoffending

- The successful model of working with Priority and Prolific Offenders to be extended to broader range of offenders including those serving less than 12 months in custody;
- Integrated Offender Management programmes overseen by Brighton & Hove and Sussex-wide Boards with increased joint commissioning;
- New 'mental health court pilot' which meets needs and diverts offenders from the criminal justice system;
- Probation services participating in the Stronger Communities; Stronger Families programme, providing a robust approach for dealing with offending behaviour;
- Integrated Offender Management for women offenders through the Inspire Project, delivered by the Women's Centre, RISE, Threshold, Oasis and Survivors Network in partnership with Probation and community safety.

Older People

- A new priority crime and safety area, delivering recommendations arising from a Scrutiny process and working with the Older People's Council. Actions include improved information on community safety, access to services and working towards support networks and social structures that aim to decrease the sense of isolation in older people and improve perceptions of safety.

4.5. Work has already begun on a further refresh of the Strategy, in preparation for future years. Important developments such as those arising from the findings of the Independent Drugs Commission which will report in March 2013 will inform the future direction and delivery plans of the publication of the next Strategy.

4.6. The aim of the Commission was to take a fresh look at the city's response to the problems associated with drug markets and drug use, and to suggest ways in which the local agencies could be more successful in reducing the drug related problems that mattered to the citizens of Brighton and Hove. Membership of the Commission includes national experts, representatives of our local universities and students, the co-ordinator of the local drug users' group, a parent of a drug user and others. Officers, from Brighton and Hove City Council (including the Community Safety Team and Public Health) and Sussex Police, have acted as advisors to the Commission.

4.7. The four key challenges selected to be addressed are:

- Are the current strategies to prevent drug related deaths sufficient to achieve a significant reduction in the coming years?
- Are the policing, prosecution and sentencing strategies currently pursued, effective in reducing drug related harm?

- Are we doing enough to protect young people and to enable them to make informed decisions around drug use and involvement in drug markets?
 - To what extent does the treatment system meet the treatment and recovery needs of the citizens of Brighton & Hove?
- 4.8. For each challenge, a day has been allocated to hear local evidence and perspectives, and to discuss possible ways forward. There will be an overall acknowledgement in the final report, of the very effective multi-agency action taken in recent years, which has been accompanied by a significant reduction of drug related deaths in the city (a reduction from 50 in 2009 to 29 in 2011). There is also an acknowledgement of the effectiveness of police led and partnership action (Operation Reduction) to disrupt drugs supply to the city and of the importance of sustaining that operation.
- 4.9. However, for each of the challenge areas there are a number of recommendations, 22 in total. The majority of those seek systems changes within statutory services. Examples are recommendations to extend existing intelligence sharing systems to include new 'legal highs' thus reducing risks to young people, introduce more protective factors for young people to divert them from drug use, more detailed guidance for G.P. practices on the risks associated with the use of alcohol, benzodiazepines and opiates in combination, greater clarity about services for those with dual diagnosis of both mental health and substance misuse and proposed review of the effectiveness of current criminal justice diversion schemes. A consultation process will take place for some recommendations where appropriate and a final meeting of the Independent Commission will take place on March to receive the outcomes of that consultation and finalise the report for publication.

5. COMMUNITY SAFETY BUDGET AND SAVINGS FOR 2013-2014

- 5.1 The Council's base budget for community safety services in 2012/13 is £2,353,000 of which £221,000 is carry forward. Home Office, ring fenced funding for the Drugs Intervention Programme is included within this allocation (£271,000)
- 5.2 The community safety budget is allocated to the Partnerships crime reduction priorities that are within the three year Strategy. The biggest allocation (£476,880) is to domestic violence services which includes funding for the MARAC coordinator (police employee) as well as commissioned and nationally accredited RISE helpline and outreach services and Independent Domestic Violence Advisors who work with high risk cases within the criminal justice system.
- 5.3 Contributions are also made to initiatives which are led by the police, children's services and other partners. For example, a £126,000 allocation is made to Operation Reduction and its supporting outreach services (successfully disrupts drug markets in the city). The total cost of the operations is significantly higher and met from the Recovered Assets programme and police resources. Allocations are also made to the Youth Offending Service (a focus on deterring repeat offenders) and to the RUOK service (a dedicated alcohol worker).

- 5.4 Allocations are also made to meet the salary and service costs of front line community safety services including to the antisocial behaviour and hate crime team (£501,000). Besides funding the appointed ASB Co-ordinator for the city and a team of 7 caseworkers, the allocation is also for a dedicated police sergeant post, the time of a solicitor who also provides corporate legal services and street outreach workers who deal with street drinking and begging.
- 5.5 The forecast reported within the Targeted Budget Management Report at TBM7 was £185,000. Urgent action is being taken to reduce that overspend including managed vacancy savings within community safety services. While continuing that management action could achieve close to a balanced budget at the end of the financial year, a new pressure of a £50k contribution to meet the costs of dilapidations has arisen as the community safety team and new Stronger Families Stronger Communities Team vacate a privately leased building and relocate to a council owned building as reflected in the forecast.
- 5.6 The indicative budget for community safety for 2013/14 is £2,163,000 subject to agreement within the budget process. This budget will be adjusted by the transfer to the Police and Crime Commissioner of some of the Drugs Intervention Programme money and some or all, of the Safer & Stronger Communities grant. While we could anticipate a reduction in the available budget of up to £400,000, discussions with the Office of the Police and Crime Commissioner are very likely to conclude with confirmation that existing budget commitments of community safety partnerships will be rolled over at least into 2013/14.
- 5.7 We will be taking every opportunity to work with the Office of the PCC, the Commissioner and East and West Sussex to align strategic approaches and crime reduction and funding priorities wherever possible.

6. VALUE FOR MONEY and COST EFFECTIVENESS

- 6.1 An appendix sets out some information about indicative unit cost savings for priority crime areas. There are clearly gaps in that information, largely reliant on Home Office unit costs where those are available together with some information from the Intelligent Commissioning pilots (drug-related deaths, alcohol-related harm and domestic violence). There is a particular difficulty in developing cost benefit analysis work for community safety initiatives as much of the work is dependent on integrated working with statutory and third sector organisations and partnership responses. However, the Safe In The City Partnership Board, are to consider initiating a Value for Money exercise at its forthcoming meeting.

7. COMMUNITY ENGAGEMENT AND CONSULTATION

- 7.1 The Community Safety Partnership supports a network of some thirty eight neighbourhood Local Action Teams and community led Forums, including the Racial Harassment Forum, the LGBT Community Safety Forum and the Domestic Violence Forum. These consultative Forums are also represented on

the Community Safety Forum (meets quarterly) which is chaired by the Lead Member for Community Safety. Elected Members from all parties, co-opted voluntary sector organisations, the LAT and Forum representatives and the public are therefore given many regular opportunities to come together and give feedback on their community safety concerns and the interventions that they Partnership delivers to deal with those concerns.

8.0 FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 8.1 The current year budget and forecast outturn is as detailed in section 5 above, with mitigating action being taken to reduce the overspend. The resources available to support the delivery of the strategy in 2013/14 will be agreed at Budget Council in February 2013 at which time information on grant streams should be known.
- 8.2 Intelligence is being gathered to evidence Value for Money within a number of workstreams as discussed in paragraph 6.1 above

Finance Officer Consulted: Name; Michelle Herrington: Date: 22nd November 2012

Legal Implications:

- 8.3 The Crime and Disorder Act 1998 required that local authorities have an equal duty with the police to reduce crime and disorder in their area and to set up partnership arrangements in order to do so. The publication and delivery of a three year Community Safety, Crime Reduction and Drugs Strategy and the arrangements described in this report comply with the range of required statutory duties.

Lawyer Consulted: Name: Simon Court Date: 22nd November 2012.

Equalities Implications:

- 8.4 Each priority crime area within the published Community Safety, Crime Reduction and Drugs Strategy 2011 – 2014 is evaluated for the impact for equalities and described throughout the Strategy. Overall, the objectives of the Strategy, to address the underlying causes of crime, to reduce crime and offending and to protecting the most vulnerable victims also benefit those most disadvantaged and excluded groups. Targeted work to protect women, older people, troubled families and the Black and minority and LGBT communities also aim to improve life chances and address inequalities.

Sustainability Implications:

- 8.5 Each priority crime area within the published Community Safety, Crime Reduction and Drugs Strategy 2011 – 2014 is evaluated for the impact for sustainability and those details are set out with the Strategy. The integrated

approach of the Delivery Unit specifically aims to achieve crime resistant communities which are able to sustain that approach.

Crime & Disorder Implications:

- 8.6 The purpose of this report is to advise of the actions being taken to comply with the statutory requirement to reduce crime and disorder and improve community safety.

Risk and Opportunity Management Implications:

- 8.7 The strategic assessments which provide the evidence for the selection of crime reduction and safety priorities analyse the risks to those who live and work in Brighton & Hove and the actions that the Community Safety Partnership can take to mitigate against those risk.

Public Health Implications:

- 8.8 The delivery of the crime reduction priorities, particularly those which aim to reduce the harm caused by substance misuse, violence and abuse, fear of crime and others significantly contribute to achieving the improved health and well being of those who live and work in the city.

Corporate / Citywide Implications:

- 8.8 Reducing crime and improving safety is a high priority for the City and the delivery of the actions set out in the appended Strategy significantly contribute to wider corporate priorities particularly those of health and wellbeing, equality and sustainability and an improved quality of life for those who live and work in the city.

9. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 9.1 The analysis of the strategic assessment of crime and disorder which is undertaken annually, considers the range of options which can be employed to reduce crime and improve safety. Decisions on the good practice models which are deployed and described within the appended Strategy are decisions which are made by the Community Safety Partnership.

10. REASONS FOR REPORT RECOMMENDATIONS

- 10.1 Approval required of the Community Safety, Crime Reduction and Drugs Strategy 2011 to 2014 and the financial management arrangements for its delivery.

SUPPORTING DOCUMENTATION

Appendices:

1. Partnership funded projects; impacts and cost benefits
2. Community Safety, Crime Reduction and Drugs Strategy 2011 – 2014

Documents in Members' Rooms

None:

Background Documents

1. Strategic Assessments of Crime and Disorder 2010/11 and 2011/12.