

CRIME AND DISORDER COMMITTEE

DATE	28 th October 2021
RESPONSIBLE OFFICER	Chief Superintendent Darren Wildbore
SUBJECT	Community Safety Partnership update
STATUS	Open
FORWARD PLAN REF NO.	N/A

CONTRIBUTION TO OUR AIMS

The matters for consideration within this report contribute to the strategic priorities of the council to promote a stronger economy and stronger communities. As a statutory partner of the Community Safety Partnership (CSP), the council undertakes activity to tackle crime and disorder and improve community safety which supports the North East Lincolnshire Outcomes Framework, namely that people in North East Lincolnshire:

- Enjoy good health & wellbeing
- Benefit from a strong local economy
- Live in a safe environment, can have their say about things that are important to them and participate fully in their communities
- Benefit from a green economy and high-quality environment

EXECUTIVE SUMMARY

This report provides an overview of findings of the CSP's Joint Strategic Intelligence Assessment (JSIA), including performance data and emerging threats. It sets out the CSP's areas of priority for the coming three years and their pertinence to the Police and Crime Commissioner's Police and Crime Plan. It also gives an update on the incoming statutory requirement for CSPs to work together to reduce serious violence.

RECOMMENDATIONS

Crime and Disorder Committee members are asked to note the report and make any recommendations or observations for the Community Safety Partnership's consideration.

REASONS FOR DECISION

The JSIA is written and endorsed by the Community Safety Partnership. It shows emerging trends and patterns in crime and disorder and future threats and opportunities. The JSIA is part of the evidence base which supports the community safety partners to plan and target their work.

1. BACKGROUND AND ISSUES

1.1 *Community Safety Partnerships*

1.2 The Crime and Disorder Act 1998 places a statutory responsibility on local authorities to consider crime and disorder in all of their working practices. In addition, the act places a requirement for all responsible authorities to come together as a Community Safety Partnership (CSP) to undertake crime analysis and create strategies and practical interventions to reduce crime and disorder in their local area.

1.3 The responsible authorities are:

- Humberside Police
- North East Lincolnshire Council
- Humberside Fire and Rescue Service
- Clinical Commissioning Group (NHS) and Public Health
- The Probation Service

1.4 Other key partners:

- The Office of the Police and Crime Commissioner
- Voluntary Action North East Lincolnshire
- Voluntary Sector Support
- NAVIGO
- Victim Support

1.5 OVERVIEW OF PROGRESS IN 2020/21

1.6 *Impact of Covid-19*

1.7 Data shows a decrease of 13.9% in overall crime in 2020/21 compared to 2019/20, from 20,370 to 17,524 offences. Covid-19 has had a clear impact on the numbers of offences committed.

1.8 Significant benefits were gained from the decrease in overall crime as Humberside Police was able to make more resources available to Operation Galaxy – a proactive task force targeting the criminals causing the most harm to our communities. An intensified period of targeted action led to 1,172 arrests and 537 warrants executed for offences relating to drugs, robbery, burglary, sexual offences, and theft (force-wide) and £9,715,195 worth of drugs seized (street value).

1.9 As eased lockdown restrictions continue, overall crime figures are expected to rise again in line with previous trends. As we enter the recovery phase of the pandemic we will focus our resources into protecting our communities from the most serious and prevalent crime, and support our most vulnerable communities.

1.10 *Update on core funded projects*

- 1.11 The CSP has a statutory responsibility to deliver the aims of the CSP Partnership Plan within North East Lincolnshire. In order to support this, there is funding available to the CSP from the Office of the Police and Crime Commissioner (OPCC) to enable the commissioning of services and develop projects to meet the needs of the population. In 2020/21 funding was allocated to staffing costs, young people and high-risk domestic abuse.
- 1.12 ***Outcomes by theme***
- 1.13 *Young people: Youth Offending Service and Street Based Team*
- 1.14 The Youth Offending Service is a modern-day partnership as defined in the Crime and Disorder Act 1998 and, as such, is supported by identified statutory partners, including the Police and the OPCC. The funding received from the CSP contributes to the staffing element of this service.
- 1.15 The main function in the Youth Offending Service (YOS) is the work completed with young people aged 10 – 17 who have received a formal court order. This is risk assessed and a plan developed to reduce their offending behaviour and to reduce the likelihood of further re-offending. All interventions, actions and detail are recorded on a youth justice database. This was audited by YOS team managers under the five National Standards and a report sent to the Youth Justice Board (YJB) in April 2020. The audit was given an indicative grading of outstanding.
- 1.16 The Street Based Team is responsible for the development and delivery of targeted youth work across the borough, plus also developing a multi-agency model of service delivery. This includes wider partnership working with Humberside Police, other NELC departments and voluntary sector organisations providing activities for young people.
- 1.17 During the height of the Covid-19 pandemic, the team was deployed daily undertaking afternoon and evening patrols. The team worked with health and safety to develop functional risk assessments, protocols and safe systems of work to ensure that they were out and about supporting vulnerable young people. The aim was to work with our close colleagues in the police under the '4 E's' model with the focus being on engage, encourage and explain, and enforcement as a last resort. They engaged with young people suspected of breaching regulations to ascertain any difficulties they may be experiencing within their families or personal circumstances and offer support where appropriate.
- 1.18 *High-risk Domestic Abuse services*
- 1.19 CSP funding for high-risk domestic abuse services covers the salary of an Independent Domestic Violence Advocate (IDVA) in North East Lincolnshire, and the Multi Agency Risk Assessment Conference (MARAC) Coordinator, both employed by the Blue Door.
- 1.20 The IDVA provides frontline support to victims of domestic abuse, offering timely safety and risk management focussed support to equip victims with tools

and strategies to keep themselves and their children safe. IDVAs act as advocates for victims and work to reduce repeat victimisation whilst acting on the victim's wishes and ensuring their voice is heard throughout multi-agency and criminal justice system intervention.

- 1.21 The MARAC Coordinator provides the administration and coordination of multi-agency case files for high-risk victims of domestic abuse. The MARAC Coordinator is the central point of contact for agencies involved in the MARAC process, and maintains administration of the MODUS system to record information in one central database.
- 1.22 In 2020/21 there were a total of 769 referrals to MARAC, the Multi-agency Risk Assessment Conference for high-risk victims of domestic abuse – an increase from 2019/2020 when 548 cases were heard. Due to the escalated risks to victims during the Covid lockdowns, MARAC was heard fortnightly or weekly rather than monthly to ensure all high risk cases were able to be heard. Rather than the normal 13 MARACs per year, 2020/21 saw 38 being held. Repeat victimisation rate was 49%
- 1.23 Although the CSP funds one IDVA, there were two in post in 2020/21 and the data cannot be separated out. However, in 2020/21 there were a total of 502 cases open to the IDVA service, including 329 new cases – a 53% increase in the number of cases being opened compared to 2019/20. Each IDVA worked with an average of 49 open cases at any one time, and there was a total of 3,876 contacts made with clients, including calls, texts, emails and letters. Working practices are client-centred, risk-led, empowering, expert, and trauma-informed.
- 1.24 ***Crime Reduction Fund***
- 1.25 The Crime Reduction Fund (CRF) is a grant scheme which invites applications from voluntary, community and not for profit organisations in North East Lincolnshire that can clearly demonstrate how their project contributes to the delivery of the Police and Crime Plan and the North East Lincolnshire Community Safety Partnership Plan. Applicants may apply for up to £10,000 to deliver a project of up one year in length.
- 1.26 In 2020/21 a total of £84,685.46 was available for allocation to applications. Forty-one applications were received and processed; of which 13 were supported (31%) and awarded an average of £5,810 per project.
- 1.27 Due to the ongoing Covid-19 crisis new 2020/21 projects, plus any outstanding 2019/20 funded projects were offered the opportunity to defer the start of their project or extend their delivery timescales. All projects continue to be monitored to ensure they are given the best opportunities to succeed.
- 1.28 Projects funded in 2020/21:

- **CPO Media** – to work with young people from the most deprived wards of North East Lincolnshire who are at risk not only of abuse and neglect, but also of being drawn into crime and violence.
- **Enough is Enough** – offering boxing and DJ / recording to address anti-social behaviour committed by young people.
- **Fusion Health and Wellbeing** – delivering youth inclusion work in the community to identified vulnerable and at risk young people.
- **Capacity Buildings Ltd** – providing direct support to older people in Cleethorpes to help them avoid becoming a victim of crime and to increase feelings of safety in their neighbourhood.
- **Emerge Hub CIC** – supporting sex-workers to access to off-street emergency accommodation and maintain more stable longer-term housing tenancies.
- **Creative Start Arts in Health CIC** – promoting recovery from addiction structured recovery coaching training and workshops.
- **Park Ward Together** – operating a central engagement base to hold meetings and deliver a wide range of activities.
- **CTFC 2017 Ltd** – providing targeted workshops, football coaching and mentoring, with an aim of contributing to a reduction in youth violence and creating safer, stronger and more inclusive communities.
- **Welholme Works** – expanding their school holiday activities programme to encourage youths to channel energy positively.
- **Capacity Buildings Ltd** – to produce a Stay Safe Post Lockdown guide and audio book in an expanded geographical area.
- **East Marsh Involve** – making residents aware of the current community-based crime in alleys and parks, and to share residents’ ideas to find positive solutions to design out crime in their community.
- **Climb4 Limited** - to deliver specialised intervention, early intervention and peer mentoring for students and parents.

1.29 Year-end project reports have not yet been received for projects funded in 2020/21 but there is a rolling programme of review of completed projects. While project managers are always encouraged to look for lessons to be learnt on how the projects could be improved in the future, the funding invested continues to achieve significant outcomes.

1.30 **JOINT STRATEGIC INTELLIGENCE ASSESSMENT (JSIA) 2021**

1.31 **Background**

1.32 Statutory instruments determine that the CSP has a responsibility to carry out an intelligence audit on crime and disorder issues and to consult with the public to determine the priorities of the Partnership. This exercise has just been completed to create the JSIA 1st April 2020 to 31st March 2021.

1.33 **Consultation**

1.34 The CSP has a statutory duty to consult on the levels and patterns of crime, disorder and substance misuse in the area, and the matters which the persons living and working in the area consider the responsible authorities should prioritise. This year’s JSIA survey was incorporated into the Council’s *Our Place*

Our Future consultation and was supplemented by Humberside Police's *Humber Talking* exercise.

1.35 Thirty-one percent of 535 respondents (166 respondents) had experienced crime or anti-social behaviour in the previous year, a year on year decrease each time the question was asked. This reflects actual crime statistics which show an overall decrease in crime in 2020/21. The type of crime experienced remained similar to the Spring 2020 survey with anti-social behaviour far exceeding other crime types, experienced by 46% of respondents.

1.36 When asked about community safety issues within their neighbourhood 61% of respondents replied that drug-related crime is the biggest problem, followed by 59% citing shop theft and 56% anti-social behaviour.

1.37 When asked what the CSP should prioritise, the top responses were:

- Anti-social behaviour (19%)
- Drug related crime (15%)
- Burglary (12%)

1.38 **Key data findings**

1.39 Overall crime has decreased year on year, with a reduction of 14% from 2019/20 to 2020/21 (2,846 offences). This has undoubtedly been influenced by the Covid-19 restrictions and, mapped against national restrictions, a clear correlation with crime peaks and troughs is visible.

1.40 Significant reductions were experienced in vehicle offences (-50%), robbery (-40%), burglary and theft (both -39%) across the year, attributable to the instruction to stay at home, and to continue to work from home where possible. Between 2019/20 and 2020/21 fourteen performance measures show a positive direction of travel.

1.41 However, rises did occur in three areas:

- ASB incidents – adults and young people
- Drug-related offences
- Domestic abuse crimes (plus number of repeat cases heard at MARAC)

1.42 ASB incidents (all ages) increased from 3,070 in 2019/20 to 3,388 in 2020/21, an increase of 10.3%. However, looking across a longer term this is lower than the 2018/19 result of 3,486 incidents. In 2020/21 this included 77 Covid-19 related cases referred to the ASB Team which all led to some form of intervention, usually warning letters.

1.43 The wards experiencing the greatest amount of ASB in 2020/21 were East Marsh at 16.4% and West Marsh at 11.7%. This is a reversal from 2019/20 which saw the highest level of ASB occurring in West Marsh, and is likely due to the closure of Freshney Place, market, licenced premises and offices during the periods of lockdown.

- 1.44 Drug-related offences rose by 19.3% in 2020/2021. Of 352 offences, 77.2% related to possession of drugs, predominantly in the East and West Marsh wards, and 22.7% to trafficking of drugs. Cannabis was the most frequently produced and possessed drug, with possession of cannabis accounting for 54% of all possession offences recorded. This may have been influenced by a recent increase in the availability of cannabis edibles for purchase via social media.
- 1.45 The number of people receiving drug and alcohol treatment has remained stable over the last three years with 1,319 accessing treatment in 2018/19, a slight dip to 1,200 in 2019/20 and 1,378 in 2020/21 reflecting natural variation in demand. Given the pandemic's serious disruption to operational delivery of commissioned substance and alcohol treatment services (Grimsby Practices in Partnership "GPiP" and We are with you "WAWY"), the number of service users supported in 2020/21 reflects robust contingency planning and adaptability.
- 1.46 Domestic abuse incidents and crimes rose slightly from 3,360 in 2019/20 to 3,410 in 2020/21 (an increase of 1.48%) but have remained relatively stable across the previous three years. However it is acknowledged that the circumstances of the lockdown restrictions are likely to have prevented or deterred some victims from disclosing incidents and from accessing support.
- 1.47 In 2020/21 there were a total of 769 referrals to MARAC, the Multi-agency Risk Assessment Conference for high-risk victims of domestic abuse. This was an increase from 2019/2020 when 548 cases were heard. Whilst domestic abuse has only increased slightly, the number of cases heard at MARAC has increased by 40% suggesting that there are more victims deemed to be high risk. Lockdown conditions have reduced victims' opportunity to self-disclose or come to the attention of services until the risk has escalated.
- 1.48 Violence with injury has remained similar to last year with 1,967 incidents of recorded in 2020/21 compared with 1,977 in 2019/20 (-0.5%). There were 2,506 incidents of violence without injury in 2020/21 compared with 2,531 in 2019/20. Incidents of violence remained attributable in the main to domestic abuse and the social economy.
- 1.49 High risk adult offenders are managed through Multi-Agency Public Protection Arrangements (MAPPA) who share information across agencies and develop robust plans to manage risks. Since April 2020 there have been no reconvictions amongst high and very high-risk MAPPA offenders managed by Level 2 and 3 panels within the North East Lincolnshire area.
- 1.50 In 2018-2019 the cohort of young offenders managed via the Youth Offending Service were categorised as significant offenders and reoffenders. All the young people were known to statutory Youth Offending Service (YOS), the vast majority were entrenched in county lines, and those involved with child criminal exploitation received support through the GRAFT project. A number of these offenders are now adults serving lengthy sentences. The current cohort shows a much smaller number of young people suspected of committing crime. They are mostly known to YOS and out of court disposal but are low-level offenders.

- 1.51 There were 147 sexual offences in a public place in North East Lincolnshire between 2016 and 2020. Victims of sexual offences in public are overwhelmingly female, accounting for 86% of the total. Where gender is recorded only 11 suspects (of a total of 170) were female. 93% were male.
- 1.52 The number of Organised Crime Groups (OCGs) identified as active in North East Lincolnshire rose in the last two years rose from five in 2018/19 to eight in both 2019/20 and 2020/21. Since March 2021 three OCGs have been archived due to disruption activity, and a further group is due to be archived following successful sentencing and imprisonment. Locally active OCGs are predominantly linked to drug supply, residential burglary and rogue trading.
- 1.53 The last three years have recorded very low numbers of child criminal exploitation. This is partly due to police systems nationwide flagging individuals on their records who are at risk of being exploited. Forces are thus able to identify vulnerable individuals in their area and ensure that when they are stopped by officers a more diligent interaction takes place with safeguarding at the fore. Early intervention continues to play a part in keeping numbers low, with work completed by the local authority Pupil Referral Unit (“PRU”) and non-mainstream schooling when a child has been excluded, being pivotal in identifying those at risk of CCE.
- 1.54 From January to December 2020 there were 74 intelligence submissions and 37 investigations in relation to modern slavery with the majority (27 reports) for criminal exploitation. 35 referrals were submitted into the National Referral Mechanism process (16 Juvenile & 19 adult) with the main 2 categories being criminal exploitation and forced labour. Operation Wilberforce, a regional task force to tackle modern slavery and human trafficking was established in April 2020. Significant progress has been made during the first year, providing rehabilitation and support to 120 victims across Humberside.
- 1.55 Numbers of active neighbourhood watch groups declined dramatically due to the age profile of those managing the groups. Traditionally they have been operated by older people who are gradually no longer able to continue the role and are not replaced. The impact of the global pandemic meant that fewer residents engaged due to self-isolating. New approaches to wider “neighbourhood networking” (including neighbourhood watch) are being actively explored, which allow residents to take a more flexible approach to their involvement in community safety; whilst strengthening connections with neighbourhood policing teams, the *My Community Alert* system, and other resident-led initiatives.
- 1.56 From April 2020 to March 2021, there were 320 recorded incidents of Hate Crime across North East Lincolnshire. The greatest number of offences were racially motivated (69%/221 incidents), followed by sexual orientation (15%/47 incidents). It appears that numbers of hate crimes are now returning to levels seen prior to the pandemic.
- 1.57 In 2020/2021 the two wards with the highest overall crime continued to be East Marsh at 18.7% (3293 incidents) and West Marsh at 14.2% (2498 incidents).

1.58 **CSP PARTNERSHIP PLAN AND PRIORITIES FOR 2021-24**

1.59 ***Community Safety Partnership priorities***

1.60 Following the refresh of the JSIA a revised Partnership Plan for 2021-2024 is in development, drawing on the emerging threats identified to establish two key outcomes and eight outputs:

- People are kept safe from crime and disorder through:
 - Dedicated domestic abuse provision with adequately resourced support for victims and their families
 - Dedicated multi-agency approach to reducing anti-social behaviour and protecting repeat victims
 - Fewer incidents of serious acquisitive crime
 - An enhanced criminal justice prevention model to ensure offenders and reoffenders are identified early and supported
 - Dedicated multi-agency approach to reducing serious violence
- Vulnerable communities are protected and supported through:
 - Dedicated multi-agency approach to contextual safeguarding
 - Effective treatment is provided to those with substance and alcohol dependency
 - Dedicated multi-agency approach to neighbourhood networking

1.61 ***Delivery mechanisms and governance***

1.62 The CSP Board is responsible for agreeing the priorities of the partnership, and for delivery against those priorities to improve community safety across North East Lincolnshire. A full delivery plan is being developed in tandem with the partnership plan.

1.63 The CSP's delivery structure includes a number of operational delivery ("task") groups. The task groups utilise data and intelligence from available crime audits, needs assessments and other data sources to inform strategic tactical and operational activity, initiatives and interventions. This enables a dynamic response to changing priorities and emerging community safety issues.

1.64 Following the adoption of the Partnership Plan a review of the structure of the task groups will be undertaken to ensure the efficient address of identified priorities and threats. The CSP task groups, work programme, and funding allocations will be aligned to the Plan.

1.65 The Community Safety Partnership is also connected to the wider strategic boards across North East Lincolnshire to ensure that cross cutting themes can be considered more strategically. The main boards include The Place Board, The Safeguarding Children Partnership, The Youth Partnership Board (focusing on youth crime) and the Safeguarding Adults Board.

1.66 Within North East Lincolnshire Council, the Communities Scrutiny Panel's work programme has a very clear focus around crime and disorder, and community safety. Council representatives on the CSP Board provide thematic reports on request, and wider partners regularly attend the panel to provide updates. Both the Portfolio Holder for Safer and Stronger Communities, and the Communities Scrutiny Panel Chair are members of the CSP Board.

1.67 **POLICE AND CRIME PLAN**

1.68 Although not a statutory member of the CSP, the Police and Crime Commissioner (PCC) has a duty under the Police Reform and Social Responsibility Act 2011 to work with CSPs. PCCs have no powers to manage or direct CSPs, but the PCC and CSP are under a reciprocal duty to have regard to each other's priorities.

1.69 Following the election of the new Police and Crime Commissioner in May 2021, the new Police and Crime Plan was released in October 2021.

1.70 The plan has three key aims:

- Engaged, Resilient and Inclusive Communities – the aim is to provide pathways for everyone to contribute to the safety of our communities
- Safer Communities – the aim is to focus activities on interventions that significantly impact on local crime levels
- Effective Organisations – the aim is to make the system work better for local communities

1.71 The Community Safety Partnership will continue to work with the Office of the Police & Crime Commissioner to support the delivery of the three aims and ensure that the Community Safety Partnership Plan supports and compliments the Commissioners Police & Crime Plan.

1.72 **FOCUS ON SERIOUS VIOLENCE**

1.73 Following public consultation in July 2019 the Government announced its intention to bring forward legislation placing a new serious violence duty on specified public bodies. This duty will ensure relevant services work together to share data and knowledge to enable them to target their interventions to prevent serious violence altogether. This duty is set out in Chapter 1 Part 2 of the Police, Crime, Sentencing and Courts Bill.

1.74 The duty does not require the creation of new multi-agency structures and, as such, the Government also announced that it would amend the Crime and Disorder Act 1998 to ensure that serious violence is an explicit priority for Community Safety Partnerships by making sure they have a strategy in place to tackle violent crime.

- 1.75 Serious violence can encompass a wide range of activity including violence against property and threats of violence. Home Office guidance, however, allows a localised approach to determining what constitutes serious violence, taking factors into account such as the impact on the victim and community, and the prevalence of violence in the area.
- 1.76 In North East Lincolnshire it is appropriate to focus our efforts on violence in a public place, involving the use of a weapon, and which is not related to domestic abuse or organised crime groups which already have well-managed and established processes. Strong connections will be forged with these processes to ensure a coordinated approach is taken and to prevent duplication or contradiction of operations. Supplementary work relevant to related or precursor crimes may be developed where appropriate.
- 1.77 An initial scoping exercise identified that offences involving a weapon are typically committed by under-25 year old males who are known to the Police for drug, or violence offences, or have associations with persons with these markers. There are small demographic areas of offending – East Marsh, West Marsh, Park, South and Sidney Sussex wards. Twenty-two percent of offenders of knife crimes in North East Lincolnshire go on to commit further weapon related offences.
- 1.78 In order to discharge its duties under the new legislation, the CSP has recently established a multi-agency task group, following an introductory workshop held in July 2021. The group will develop terms of reference, a local problem profile, a violence reduction strategy and an action plan to reduce incidents of serious violence and support victims. There will be ongoing engagement with voluntary and community sectors, young people, and local businesses.
- 1.79 The local strategy will apply to the geographical area of North East Lincolnshire. However it is acknowledged that criminal activity is not confined to local authority boundaries, and action will be taken across regional and national areas as necessary.

2. RISKS AND OPPORTUNITIES

Following a desktop risk and opportunities assessment exercise using the Risk and Opportunities Framework, the risk rating around crime increasing which could see a decline in community safety is rated as 'C'. This is based on a medium likelihood score of 3 multiplied by a major impact score of 9 (potential for sustained national / international story). Controls and governance are in place both via the council and other members organisations, but also through the Community Safety Partnership as a whole.

3. OTHER OPTIONS CONSIDERED

Not applicable as the Crime and Disorder Committee members is asked to note the report only.

4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS

Crime and community safety concerns feature regularly across both local traditional media and wider social media platforms. This increases the potential for negative reputational implications for the council and wider community safety partnership. A communications plan is in place which regularly releases information in a proactive manner to reassure and increase community confidence.

5. FINANCIAL CONSIDERATIONS

There are no financial considerations linked to this report.

6. CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS

In the opinion of the author, this report does not contain recommended changes to policy or resources which affect climate change or the environment.

7. CONSULTATION WITH SCRUTINY

All elected members were invited to take part in the Joint Strategic Intelligence Assessment consultation exercise, which was conducted as part of the “Our Place Our Future” survey in November 2020.

8. MONITORING COMMENTS

In the opinion of the author, this report does not contain recommended changes to policy or resources (people, finance or physical assets). As a result no monitoring comments have been sought from the Council's Monitoring Officer (Assistant Director, Law), Section 151 Officer (Director of Finance) or Human Resources Group Manager.

9. WARD IMPLICATIONS

Affects all wards.

10. BACKGROUND PAPERS

None.

11. CONTACT OFFICER(S)

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