

CRIME AND DISORDER COMMITTEE

DATE	20/10/2022
REPORT OF	Chief Superintendent Matt Peach
SUBJECT	Community Safety Partnership update
STATUS	Open

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:

- Reach their full potential through skills and learning;
- Benefit from a green economy and a high-quality environment;
- Enjoy good health and 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

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.

MATTERS FOR CONSIDERATION

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

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

- Integrated Care Board (formerly CCG) 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
- Northern Lincolnshire and Goole NHS Trust

1.5 **JOINT STRATEGIC INTELLIGENCE ASSESSMENT (JSIA) 2022**

1.6 ***Background***

1.7 Statutory instruments place a responsibility on the CSP to carry out an intelligence audit and to consult with the public on crime and disorder. The JSIA sets out emerging trends and patterns in crime and disorder, and identifies future threats and opportunities. The JSIA is part of the evidence base which supports the community safety partners to plan and target their work.

1.8 ***Consultation***

1.9 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 supplemented by Humberside Police's *Humber Talking* exercise, the *Adolescent Lifestyle Survey*, the *Annual Youth Consultation: Your Voice Your Vote*, and the *Neighbourhood Watch Survey*.

1.10 Thirty-four percent of 520 respondents (177 respondents) had experienced crime or anti-social behaviour in the previous year, a slight increase on last year but remaining below pre-covid responses. This reflects actual crime statistics which show an overall decrease in crime in 2021/22. The type of crime experienced remained similar to last year's survey with anti-social behaviour far exceeding other crime types, experienced by 42% of respondents.

1.11 When asked about community safety issues within their neighbourhood 65% of respondents replied that drug-related crime is the biggest problem, followed by 57% citing anti-social behaviour and 59% burglary.

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

- Anti-social behaviour (19%)
- Drug related crime (15%)
- Burglary (10%)

1.13 ***Key data findings***

1.14 Due to the Covid 19 pandemic skewing crime figures in 2020/21 this year's JSIA compares 2021/22 data with 2019/20 to give a more accurate picture. Overall reported crime fell by 9.9%, and good reductions occurred in vehicle offences (-41%), burglary (-37%), robbery (-28%) and theft (-26%). Smaller reductions occurred in youth ASB (-12%) and violent crime without injury (-11%).

1.15 However, increases were seen in the following areas:

- Stalking and harassment (26%);
- Drug-related offences (9%);
- Sexual offences (9%);
- Public order offences (4%);
- Miscellaneous crimes against society (4%); and
- Violence against the person (3%)

1.16 Anti-social behaviour

1.17 ASB incidents (all ages) decreased from 3,070 in 2019/20 to 2,770 in 2021/22, a decrease of 10%. The wards experiencing the greatest amount of ASB in 2021/22 were East Marsh at 15% and West Marsh (which includes top town) at 13%. Traditionally West Marsh has seen slightly higher levels of ASB than East Marsh. With the end of covid restrictions in February 2022 we may see a reversal between these wards in 2022/23.

1.18 Public fear, alarm or distress

1.19 Public fear, alarm or distress increased by 10% from 1,691 in 2019/20 to 1,862 in 2021/22. This is defined as threatening, abusive and insulting words, behaviour or visible representations, and forms of disorderly behaviour. In addition, racially or religiously aggravated public fear increased from 89 reports in 2019/20 to 124 in 2021/22.

1.20 The JSIA recommends that the ASB Team continues to monitor public fear, alarm or distress, including racially or religiously aggravated public fear as an area of focus.

1.21 Youth anti-social behaviour

1.22 Youth ASB as a proportion of total ASB, had a small rise from 40% in 2019/2020 to 44% in 2021/2022. Youths on nuisance motorbikes were the top type of ASB respondents to the JSIA survey experienced at 79%. Youth ASB peaked in October 2021, attributable to the return of Halloween and bonfire night. Humberside Fire and Rescue Service ('HFRS') also reported deliberate and primary fires at their highest during this period, rising by 96% (+27) from 28 calls in October 2020 to 55 calls in October 2021.

1.23 Drug-related offences

1.24 Drug-related offences rose by 9% from 327 incidents in 2019/20 to 358 in 2021/22 as a continued demonstration of the proactive approach taken by Humberside

Police as part of enforcement action and wider Operation Galaxy. Of these 358 offences, 87% related to possession of drugs, predominantly in the East and West Marsh wards, and 13% to trafficking of drugs. Possession of drugs increased from 236 in 2019/20 to 312 in 2021/22 with 40% relating to the possession of cannabis. However, trafficking of drugs decreased dramatically with 91 incidents in 2019/20 to 46 in 2021/22.

1.25 The number of people receiving drug and alcohol treatment has increased over the last three years with 1,460 in treatment in 2021/22, compared with 1,332 in 2020/21 and 1,200 in 2019/20. This data shows that although the pandemic had significant effect to the way services were provided (e.g. a move, where appropriate and clinically safe, to more online interventions), nevertheless all the commissioned services not only managed to maintain provision for those already engaged with the services but were accessible enough to provide support for the increase in numbers of individuals who needed help.

1.26 Domestic abuse

1.27 Domestic abuse incidents and crimes rose slightly from 3,360 in 2019/20 to 3,410 in 2020/21 and 3,440 in 2021/22 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. Domestic abuse incidents are down 5% from 5,327 in 2019/20 to 5,056 in 2021/22.

1.28 In 2021/22 there were a total of 803 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 47% suggesting that there are more victims deemed to be high risk. It is likely therefore that lockdown conditions reduced victims' opportunity to self-disclose or come to the attention of services until the risk had escalated.

1.29 Violent crime

1.30 Violence with injury had a small fall of 5% from 2,268 in 2019/2020 to 2,163 in 2021/2022. There were 2,689 incidents of violence without injury in 2021/22 compared with 2,876 in 2019/20, representing a decrease of 7%. Incidents of violence remained attributable in the main to domestic abuse and the social economy.

1.31 Serious violence is now monitored through the new Reducing Serious Violence Task Group, introduced to deliver against the duties contained within the Police, Crime, Courts and Sentencing Act 2022.

1.32 Offending and reoffending

1.33 During the last year the delivery of Probation services has seen the most significant change since the Transforming Rehabilitation reforms were implemented in 2014. In June 2021, the unification of Probation services was

achieved by bringing together all Community Rehabilitation Companies and the National Probation Service into a single organisation, the Probation Service, in order to position the agency effectively for the future. This has been critical to deliver probation reform through a comprehensive and ambitious Target Operating Model which will improve the services delivered to people on probation, victims and the communities we serve.

- 1.34 In Humberside since June 2021, we have continued to be organised into two Probation Delivery Units (PDUs); Hull and East Riding, and North and North East Lincolnshire. Both PDUs are responsible for the delivery of sentence management for people on Probation and for our services to court. In doing so we are part of the Probation Service – Yorkshire and the Humber Region and work closely with our colleagues to deliver interventions and commissioned services across both Humberside PDUs.
- 1.35 In implementing the reforms to the probation system, it has been necessary during 2021/22 to ensure that service delivery and the adaptations to processes and practice have been stabilised. Additionally, the impact of the Covid pandemic has presented a number of challenges to this whilst also providing opportunities for the Probation Service to work differently and innovatively to ensure a continued focus on public protection, the rehabilitation agenda and to support victims through MAPPA and the Victim Contact Scheme.
- 1.36 This focus has and continues to be central to probation practice and will continue to implement probation reform to an end state which realises a strengthened Probation Service. Through Probation Service Unification and the pandemic, our work to ensure the highest levels of public protection has been achieved because of strongly embedded partnership approaches with all responsible and duty to cooperate agencies.
- 1.37 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. In 2020/21 there were no reconvictions amongst high and very high-risk MAPPA offenders managed by Level 3 panels, and six reconvictions of Level 2 offenders. As yet there is no data available for 2021/22.
- 1.38 First time youth entrants into the criminal justice system have reached an all-time low with a 12-month rolling figure being 20 between October 2020 and September 2021. This is well below the family average and the Yorkshire region and is in line with our Humber colleagues.
- 1.39 There have been three young people taken into custody in this same rolling 12-month period, and the binary re-offending rate has fallen from 60% (cohort size 20) in October 2020 to 40% (cohort size 15) in September 2021. Those under 18 suspected of committing a crime remains 11% lower from 1,660 in 2019/20 to 1,472 in 2021/22.
- 1.40 Organised crime
- 1.41 The number of Organised Crime Groups (OCGs) identified as active in North East Lincolnshire has been maintained at eight since 2019/20 and into 2021/22.

Locally active OCGs are predominantly linked to drug supply, residential burglary and rogue trading.

1.42 Child criminal exploitation

1.43 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. There is a robust response in place across the partnership offering a tertiary response to children whereby there are potential risks of CCE. Work takes place universally across various settings, including the community, through to targeted interventions from specialist teams.

1.44 Modern slavery

1.45 In 2021/22 there were 42 intelligence submissions in relation to modern slavery. Twenty-four referrals were submitted into the National Referral Mechanism process (14 Juvenile and 10 adult). Proactive investigations were conducted into cannabis cultivation at properties in Grimsby, domestic properties linked to possible sexual exploitation, and labour exploitation at car washes.

1.46 Neighbourhood networking

1.47 Numbers of active neighbourhood watch groups declined from 80 in 2019/20 to 50 in 2020/21 but have since increased to 67 in 2021/22. This increase has been due to proactive initiatives to help with the formation of new groups – some Neighbourhood Watch Groups, some Park Watch and some Allotment Watch groups. New approaches to wider “neighbourhood networking” are being developed, 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.

1.48 Violence against women and girls

1.49 In 2021 the Home Office published the Tackling Violence Against Women and Girls Strategy. The CSP has established a multi-agency task group to engage with local women and girls, engage with young men and women, address societal norms, and encourage bystander intervention.

1.50 As part of the national Home Office initiative *Street Safe* partners across the CSP have access to community feedback provided anonymously from the public as to places where they have felt or feel unsafe, whether it be because of environmental issues, e.g. street lighting, abandoned buildings or vandalism and/or because of someone’s behaviour, e.g. being followed or verbally abused.

1.51 Stalking and harassment

1.52 Stalking and harassment emerged as an area of note this year with an increase from 1,969 offences in 2019/20 to 2,482 offences in 2021/22. Where a victim's gender was identified 66% were female and 34% male.

1.53 The JSIA makes recommendation that the Violence Against Women and Girls task group adopts stalking and harassment as an additional area of focus, whilst at the same time being mindful of enhanced crime data integrity standards.

1.54 Burglary

1.55 Burglary decreased by 37% from 1,459 in 2019/20 to 913 in 2021/22, and robbery decreased by 28% from 187 in 2019/20 to 134 in 2020/21. Theft also decreased by 27% from 3,917 in 2019/20 to 2,872 in 2021/22. However, across 2021/22 theft is showing an upward trend, particularly the theft of pedal cycles.

1.56 The JSIA recommends that the Communications task group considers the inclusion of theft of a pedal cycle as an additional area of focus.

1.57 ***JSIA recommendations***

The JSIA makes seven recommendations which the CSP approved on 6th September 2022:

- That the Community Safety Partnership Board endorses the Joint Strategic Intelligence Assessment update report.
- That the Community Safety Partnership continues to address the priority areas set out in the Community Safety Partnership Plan 2022-25.
- That the Violence Against Women and Girls task group considers the inclusion of sexual offences and stalking and harassment as additional areas of focus.
- That the ASB team continues to monitor public fear, alarm or distress, including racially or religiously aggravated public fear as an area of focus.
- That the Communications group consider the inclusion of theft of pedal cycles as an additional area of focus.
- That the possession of drugs is tackled through the Ten-Year Drug Strategy work.
- The performance measures included in the delivery plan are reviewed by the Community Safety Partnership Board to ensure that they are comprehensive.

1.58 **CSP PARTNERSHIP PLAN AND PRIORITIES FOR 2022-25**

1.59 ***Community Safety Partnership priorities***

1.60 The CSP has published its Partnership Plan for 2022-2025, drawing on the emerging threats identified to establish two outcomes to achieve our vision that 'all people in North East Lincolnshire feel safe and are safe':

- People are kept safe from crime and disorder, focusing on five outputs:
 - 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
 - Enhanced criminal justice prevention model to ensure people who commit crime and those who re-offend are supported to address harmful behaviours.
 - Dedicated multi-agency approach to reducing serious violence
 - Dedicated multi-agency approach to preventing violence against women and girls

- Vulnerable communities are protected and supported, focusing on five outputs:
 - Dedicated multi-agency approach to adolescent risk
 - Effective treatment is provided to those with substance and alcohol dependency
 - Dedicated multi-agency approach to neighbourhood networking
 - Dedicated multi-agency approach to preventing violent extremism
 - Dedicated multi-agency approach to tackling modern slavery

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 delivery plan is sets out qualitative and quantitative measures against each of our priority areas.

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 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 Safeguarding Children Partnership, The Youth Partnership Board (focusing on youth crime) and the Safeguarding Adults Board.

1.65 Within North East Lincolnshire Council, the Communities Scrutiny Panel's work programme has a 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.

1.66 **POLICE AND CRIME PLAN**

1.67 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.

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

1.69 The plan has three key aims:

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

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

1.71 **SUPPLEMENTARY INFORMATION**

1.72 This section addresses issues raised at the Communities Scrutiny Panel workshop.

1.73 ***Nuisance motorbikes***

1.74 Humberside Police continues to work with both the CSP, and community groups to tackle the antisocial and criminal use of motorbikes across our communities through 'Operation Yellowfin'.

1.75 Following a successful funding bid from community groups, an additional specialist off-road motorcycle has been purchased for use by Humberside Police, bringing the total up to four. Dedicated officers now have access to these vehicles, supporting them to better deter and tackle nuisance motorbike use and to hold those responsible to account. Riders will be fitted with radio and Bluetooth communications, and body-worn video capability to enable footage to be gathered of any incident they witness. In the past twelve months, more than 300 motorcycles and quad bikes have been seized across North and North East Lincolnshire.

1.76 The deployment of police dual purpose (off-road) motorcycles is one strand of a wider partnership and place-based approach to tackling the antisocial and criminal use of motorcycles across the North East Lincolnshire area – which is

led through both partnership area place tasking meetings and the police TTCG process. This topic will also feature at an interactive member workshop at the North East Lincolnshire 2022 ASB Summit, where longer lasting solutions will be considered.

- 1.77 Police and partners continue to build and develop relationships with the local biker community, businesses and residents to help provide support and solutions. They also appeal to local residents and businesses to report any issues to help target visible and plain clothes patrols.
- 1.78 **Youth ASB**
- 1.79 Public consultation continues to show that anti-social behaviour (ASB) is a significant concern for our communities. ASB covers a multitude of behaviours and there is no surprise that this is more prevalent in our more deprived areas. It is recognised that young people engaging in ASB often eventually progress to committing criminal offences without diversion or intervention. We are committed to reduce the number of young people entering the criminal justice system through long lasting behaviour change as part of our crime prevention strategy.
- 1.80 Our partnership ASB strategy puts the victim first to ensure we deliver sensitive and compassionate services. Close partnership working is at the forefront of this, and we continue to develop close working relationships with partners such as Police, Health, Mental Health Services, Education, Social Care, Family Hubs to deliver parenting courses, the GRAFT Team around youth exploitation, and safeguarding for both adults and young people.
- 1.81 During the last two years we have seen recorded ASB reduce by 18.2% which equates to 618 fewer victims. ASB committed by young people currently accounts for 44% of all recorded ASB. First time youth entrants into the criminal justice system have reached an all-time low in the last 12 months and are amongst the lowest in the country. We continue to look at innovative approaches to bring instances of ASB down, divert youths away from criminalisation and improve the quality of life for our communities.
- 1.82 A stepped approach is taken with both adults and young people and this ranges from simple warnings through to a series of more formal sanctions such as injunctions. The use of Community Protection Warnings and Community Protection Notices, against adults, this approach leads to a positive behaviour change in approximately 80% of cases without the need for a fine or prosecution. Where an Acceptable Behaviour Contract (ABC) is issued against a young person, the Police and Street Based Team engage with their family on a two-pronged approach to both encourage behaviour change and divert the young person into positive activities.
- 1.83 Two new posts have been created within the Young and Safe service area to enhance the youth related ASB offer. The first is the introduction of a Youth ASB coordinator to sit within the ASB team. This post will work directly with the new Violent Crime Prevention Officer to coordinate tactical responses to prevent serious youth violence on the streets of North East Lincolnshire. This will include the disruption of ASB, public disorder, and acts of violence in our parks and open

spaces. Knife crime will be addressed with a partnership approach focusing heavily on education, both in schools and informal settings, and linked to incidents and allegations of knife crime.

1.84 The second post is an ASB focused youth worker, working in collaboration with the above to develop and enhance the Acceptable Behaviour Contract process of early identification to minimise the risk of a child being involved in criminal behaviour. Aligned to the principles of the NEL youth justice model, this approach uses a non-punitive, child focused, whole family mantra.

1.85 Young people being involved in serious youth violence includes incidents of knife weapons use. This will be developed in our parks and open spaces, using the above detail, and will provide support to teams and pathways that aim to reduce county lines and young people being criminally exploited.

1.86 ***Community Payback Schemes***

1.87 Youth Offending services in North East Lincolnshire do not support the use of Community Payback Schemes. These schemes are predominantly led by adult services such as Probation. Youth Offending services utilise reparation schemes that are developed by the voice of the victim and aligned to the offences that have been committed. Our local Youth Justice team has officers responsible for developing internal reparation schemes and these have won national and regional awards on the effectiveness of the intervention and victim satisfaction. The Youth Justice Board, a department of the Ministry of Justice, fully supports the use of reparation within interventions delivered by Youth Offending teams.

1.88 ***Reporting to 101***

1.89 Humberside Police continue to deliver sustained performance in respect of 101 answer times with, on average*, a member of the public speaking to an Operator within 21 seconds. This is below the organisation's target of 30 seconds, and, as such, reflects the efficient service that the 101 number continues to provide for our local communities.

1.90 * Average call answer time is based on an assessment of monthly averages across the last twelve months.

1.91 ***ASB Summit***

1.92 An ASB Summit is being planned for 28th November 2022. All elected members will be invited, along with partnership staff and community representatives, to engage in problem solving activities.

1.93 The summit will seek to develop a shared understanding of the complex and underlying issues behind anti-social behaviour in North East Lincolnshire. It will create a common purpose to collaborate and develop community based sustainable solutions to entrenched problems. A number of recommendations will be identified and actioned.

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. 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.

4. FINANCIAL CONSIDERATIONS

There are no financial considerations linked to this report.

5. CHILDREN AND YOUNG PEOPLE IMPLICATIONS

In the opinion of the author, this report does not contain recommended changes to policy or resources which affect children and young people.

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. 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 (Chief Legal Officer), Section 151 Officer (Director of Finance) or Strategic Workforce Lead.

8. WARD IMPLICATIONS

Affects all wards.

9. BACKGROUND PAPERS

Community Safety Partnership Plan 2022-25
Community Safety Partnership Annual Report 2021-22

10. CONTACT OFFICER(S)

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