

<b>STRONG AND SUPPORTIVE COMMUNITIES SCRUTINY COMMITTEE</b>	<b>Agenda Item No. 6</b>
<b>18 November 2014</b>	<b>Public Report</b>

## **Report of the Head of Community and Safety Services**

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### **SAFER PETERBOROUGH PARTNERSHIP PRIORITY 1 – ADDRESSING CRIME BY TACKLING OFFENDING AND PRIORITY 3 – BUILDING STRONGER AND SAFER COMMUNITIES**

#### **1. PURPOSE**

- 1.1 The purpose of this report is to provide members of the Strong and Supportive Communities Scrutiny Committee with an overview of performance and activity by the Safer Peterborough Partnership (SPP) and its constituent responsible and cooperating authorities in relation to Priority 1 and 3 of the 2014-17 Safer Peterborough Partnership Plan – Addressing Crime by Tackling Offending and Building Stronger and Safer Communities respectively.
- 1.2 Priority 2 - Tackling ASB and Road Safety was presented in September as a result of the particular interest shown by committee members at the July committee meeting.

#### **2. RECOMMENDATIONS**

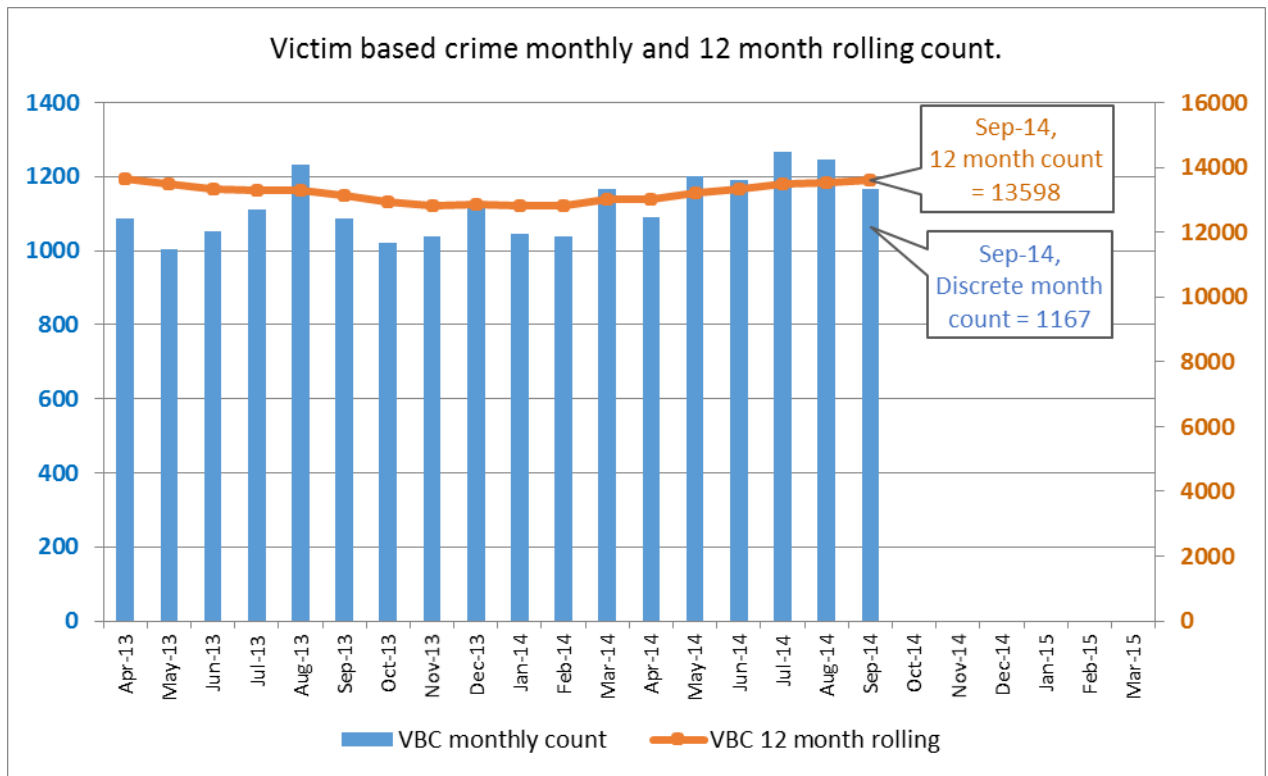
- 2.1 That the committee note the content of this report.
- 2.2 That the committee, acting in its capacity as the statutory crime and disorder committee as set out under section 19 of the Police and Justice Act 2006 and as detailed in part 3, section 4.2 of the Council Constitution, apply appropriate scrutiny to the content of the report.

#### **3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY**

- 2.3 The Sustainable Community Strategy sets out the direction for the overall strategic direction of Peterborough. The Safer Peterborough Partnership Plan sets out how the Community Safety Partnership will contribute to the overall vision of the Sustainable Community Strategy and specifically how it can contribute to the outcome of “making Peterborough more cohesive and safer” so that people of all ages and abilities can live, work and play in a prosperous and successful Peterborough without undue crime or fear of crime.

#### **4. Priority 1 - Addressing Crime by Tackling Offending**

- 4.1 When talking about crime in this context we are referring to “victim based crime” i.e. someone is directly affected rather than a crime against the state. Therefore we are not referring to, for example, possession of an offensive weapon but rather dwelling burglaries, robbery, hate crime and so on.
- 4.2 Historically recorded victim based crime has been declining in line with what has been seen nationally. However, just recently there has been an upward trend as can be seen in the chart below.



- 4.3 The chart shows that Victim Based Crime recorded a total count of 1167 in September 2014. Whilst this monthly count is the lowest so far in this financial year, the 12 month rolling figure totals 13,598 – the highest seen since April 2013.
- 4.4 An explanation for this rise is due to a cultural change within the Constabulary. Earlier this year the Home Office produced a document entitled "Caught Red Handed" which cast doubt over whether crime figures published by Police Forces was truly accurate (see hyper link below for full details<sup>1</sup>). Whilst Cambridgeshire Constabulary had already started to move away from a crime figure driven organisation to one of focusing on protecting the most vulnerable and doing the right thing, a change of staff culture was still needed. It is this change that has resulted in this increase of crime recording. This increase is a trend that is being seen nationally as other Constabularies adopt the same ideology. It is also anticipated that this crime rise trend will continue further as there are no indications that we have reached a natural plateau yet.
- 4.5 A simple explanation example: late on a Friday night an officer comes across two drunk males who seem agitated with each other. One has blood coming from his nose. Both males refuse to give the officer their personal details, there are no independent witnesses, no CCTV and when challenged the male with the injury states that he fell over. Previously the officer would have taken the pragmatic decision of sending them off in separate directions and no paperwork would have been raised. However now the National Crime Recording Standards will be adhered to and a crime will be raised.
- 4.6 Therefore, the Committee can be reassured that the streets of Peterborough are as safe now as they were before this change - it is just that more is being recorded now than there was before. However there is a concern that as these inflated figures are exposed to the public (with the associated media coverage) then the fear of crime will increase. It will be for the partnership to manage this perception through explanation and reassurance.

<sup>1</sup> <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmpublic/760/760.pdf>

This will be achieved using a variety of mechanisms, most notably a comprehensive partnership-wide communication plan which will ensure appropriate messages reach the right people in the right way. Many council officers are also working with individuals, families and communities as part of their core role and they too will be given the information they need to share facts and key messages that provide reassurance. Finally, we are supporting a wide range of community capacity building initiatives (e.g. Police Cadets and volunteering programmes) and these provide significant resource on which to build a communications plan.

4.7 The SPP recognises that when a person commits a crime it is usually due to a combination of different factors going wrong in their life including:

- Homelessness – compounded if they've just been released from prison
- Addiction issues (gambling, alcohol, narcotics, crime)
- Financial (lack of benefits and employment)
- Boredom
- Peer pressure
- Recklessness/ impulsiveness

4.8 By taking a multi-agency partnership approach, we are able to have a greater impact on that person and their likelihood to reoffend. In addition, by focusing on the small minority of highly prolific offenders who cause a disproportionate amount of crime in their communities we have a more efficient system. We achieve this through:

#### 4.8.1 Integrated Offender Management Activity

Integrated Offender Management (IOM) identifies those offenders who have been assessed as being the highest risk of committing Serious Acquisitive Crime (SAC) offences and working with them with partners to address the causes of their offending to either reduce the rates of their offending or reduce the seriousness of their offending.

In Peterborough there are a number of Partner agencies involved in the scheme including the Council, Police, Aspire Drug Intervention Service, Probation, BeNCH Community Rehabilitation Company, the One Service, Peterborough Prison, and Job Centre Plus.

The current IOM cohort shows that there are a total of 74 individuals on the IOM scheme in Peterborough. This remains the same number as the start of the financial year, however, in that time there have been 21 removals from the scheme and 21 added to the scheme. The predominant reason for removal from the scheme was because offending had reduced below the threshold, with 6 individuals moving out of the area.

Each offender will have a nominated offender manager who is identified at the point of adoption. That manager will work with the offender supported by the other agencies to help reduce reoffending or seriousness of reoffending. Should the offender resist rehabilitation the partnership works together to bring the offender to justice or return them to prison as soon as is possible. However, even when in prison the offender remains on the scheme. Focus is then on resettlement for people leaving prison as reoffending is significantly greater in these circumstances. Better access to education, training and employment and much more robust and earlier planning for release, reduces reoffending.

One of the tools available to the Police is GPS tagging. This is a device leased by the Police which can be fitted to an offender with their consent. The device can be tracked 24hrs a day, 7 days a week. Data from the device can be used as evidence should it be required. The devices have been in use now for almost two years and have produced remarkable savings to the public purse in addition to a reduction in crime offences and victims of crime.

Work is ongoing to ascertain if the successes of IOM in terms of SAC offending can be replicated in other areas of crime, however it is a complicated issue that will take careful consideration and resourcing.

#### 4.8.2 Youth Offending Service Activity

The Youth Offending Service (YOS) is a statutory service whose primary aim is to prevent offending and reoffending in young people. The service is required to work with representatives from a variety of agencies including the police, the National Probation Service, the health service, children's social care and education.

However in addition there are a range of other agencies linked to the delivery of services, including DDS (drugs / alcohol service for young people), Froglife (reparation provider) and Better Together (volunteer recruitment service). Funding for the service is drawn from a variety of sources including the statutory partners, the Council, Police and Crime Commissioner and the Youth Justice Board.

Peterborough YOS is acknowledged as a high performing service. This was evident in the comments received in our Full Joint Inspection in February this year. The Chief Inspector of Probation said:

*'Children and young people and parents/carers consistently complimented the work of the YOS. This level of affirmation reflected the high regard with which the service was held. Staff were actively and creatively working with children and young people to bring about lasting change in particular to reduce reoffending. We found evidence of good multi-agency working to protect the public and interventions were generally delivered well. We found considerable effort being invested in early prevention work both in the YOS and undertaken jointly with other agencies.'*

*'We were pleased to find that Peterborough YOS had continued to improve its overall performance since our previous inspection in 2012. Staff were committed to providing the best service and we saw evidence of the recommendations made in 2012 being implemented.'*

In addition the service is monitored against three key performance indicators: the number of first time entrants into the criminal justice system; the rate of re-offending; and the use of custody. The service is performing well in all three areas, outperforming both the national and statistical neighbour averages in both recidivism and first time entrant figures and outperforming the statistical neighbour average in respect of custody.

The service's achievement was recently recognised by the council with the service receiving the Team of the Year Award, something which all of the staff are immensely proud of.

The service continues to develop its work in response to the changing needs of the local population and changes to the emphasis in the youth justice field. For example given the disproportionality in the YOS caseload of young people from new accession countries measures are being taken to reduce the offending level of young people from these vulnerable groups. This includes commissioning the Better Together volunteer service to recruit volunteer mentors from Eastern European communities to improve the support to young people and to understand better the drivers which are behind their behaviour.

The service also seeks to reduce the impact on young people when moving into adult services by maintaining continuity of service by working very closely with both the National Probation Service and the Community Rehabilitation Company. Additionally, the Head of the Youth Offending Service is also now responsible for the Council's role within the Integrated Offender Management service leading to a seamless transition between support for youth and adult offenders as well as achieving economies of scale.

Both of these developments are designed to reduce the risk of re-offending by young people.

We are also committed to developing Restorative Justice to improve the outcomes for victims. In order to expand the current service we intend to recruit, train and support a number of volunteers who will deliver such services as direct mediation, shuttle mediation and letters of apology. This work is directly funded by a grant from the Police and Crime Commissioner.

Overall the Youth Offending Service remains a high performing service and is making a significant contribution to increasing public safety in the city.

#### 4.8.3 Domestic Violence

The SPP is focusing activities on initiatives that will increase the reporting of domestic abuse whilst reducing the number of repeat victims. For Q2 (July, August, September 2014) there was a total of 452 referrals for Domestic Abuse services, an increase from 408 in Q1. Domestic Abuse services are delivered through the new Specialist Abuse Services Peterborough (SASP) contract; this is a newly commissioned service and as such we are unable to report on repeat victim figures at present (although data is being collected).

We intend to build on these figures by having a Domestic Abuse communication campaign with the objectives of raising awareness of the issue and promoting the services available in the city.

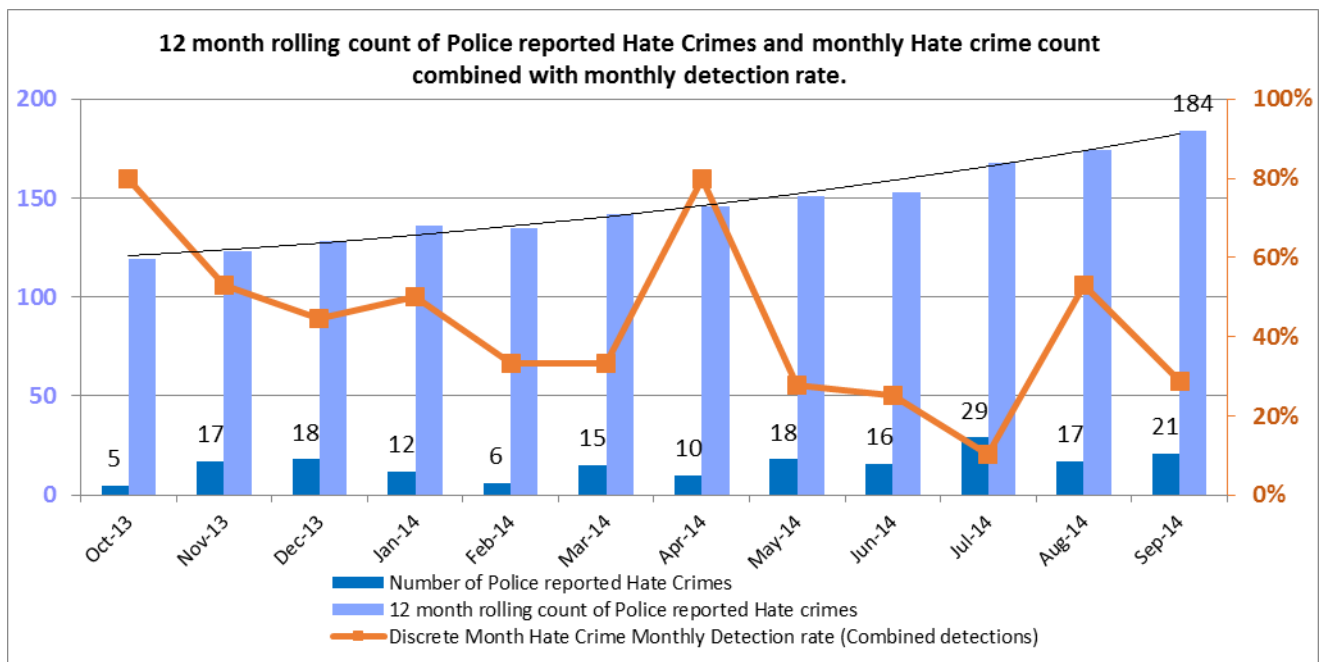
Two distinct phases have been identified as follows:

- Phase-1: Physical and sexual abuse with a focus on alcohol and drugs.  
Initially the campaign will target
  - female and male victims (18+) (specifically women from BME backgrounds, couples in heterosexual and same-sex relationships)
  - emotional and financial abuse with a focus on pressures including unemployment, debt, long-term illness and the effect domestic abuse in the home can have on children
  - from mid-November through to early January the campaign will target male and female victims (18+) in family settings, and child witnesses (11 to 18)
- Phase 2: Physiological and emotional abuse with focus on attitudes and behaviours e.g. jealousy, manipulation, mistrust, sexism.
  - from mid-February to mid-March the campaign will target young people (16 to 24) that are victims and witnesses

#### 4.8.4 Hate Crime

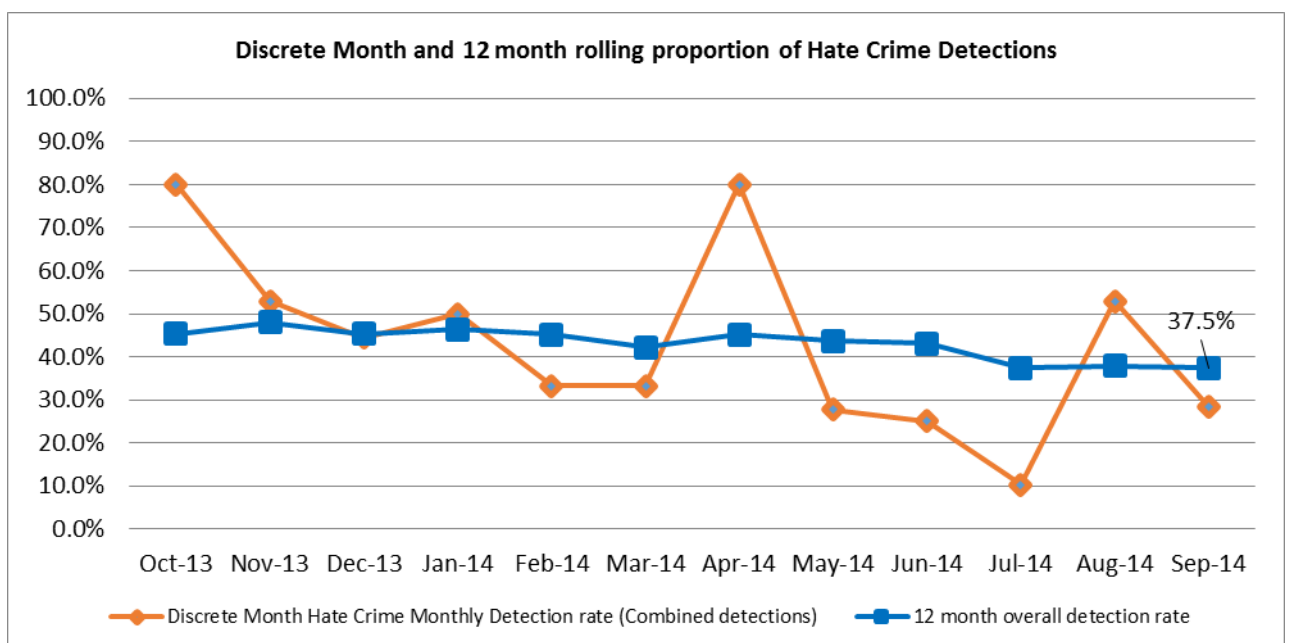
The SPP recognises the need to focus on crimes that have a massive impact on the victim. For this reason focus is on increasing the number of hate incidents reported to third parties, to increase the number of reported hate crimes to the police, and increase the proportion of police investigations resulting in detection.

The chart below shows the progression of Police reported Hate Crimes over the last 12 months. There were 21 offences in September, which is significantly higher than the previous 12 month average of 15.3. Discrete month detection rates are represented by the orange line. In September, of the 21 Hate Crimes six (28.6%) were detected. In terms of comparison to the baseline, the 12 month rolling count up to September is 184 which demonstrates an increase of 29.6%. This is the highest 12 month count seen and demonstrates a continued increase in reports of Hate Crime.



Initial observations show that of the 21 Hate Crimes, 17 were race related, and of these 8 were classified as Racially or Religiously aggravated Public Fear, Alarm or Distress, with 5 related to Violence. September's Hate Crimes were spread across a total of 11 of Peterborough's wards with Central and East wards being the most prolific with four each.

Over the most recent 12 months, the average detection rate has been 37.5%. The baseline for this indicator is set at the 12 month rate up to the end of March 2014, therefore there is an effective reduction of 11.3% (4.8 percent points). This has largely been affected by the increase in Hate crimes in July coupled with a relatively low rate of detections.



Work has been completed to raise awareness of hate crime within the voluntary sector, including with DIAL and MIND. With further training, this should support an increase in the reporting of disability and mental health related hate crimes and has been targeted initially following the guidance for third party reporting schemes. This work will be supported in Peterborough through the work of the partnership and funding will be sought from the SPP budget to promote 'True Vision' – an independent online reporting tool – as a method of reporting.

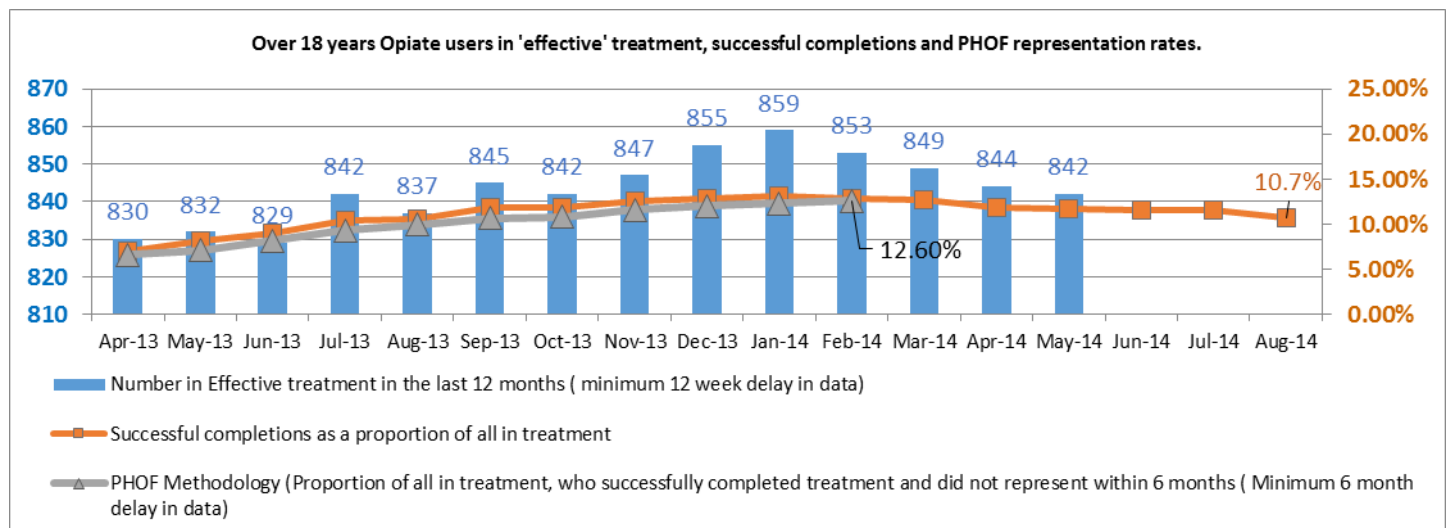
The police–led Victim’s Hub went live in October 2014 which provides an opportunity to deliver against some of the key outcomes for this strand i.e. how best can we link up the police and victim’s hub with the voluntary sector to deliver holistic support to victims of hate crime, increase the number of perpetrators of hate crime engaged in reparation type activities and increase confidence in the baseline levels of hate crime.

#### 4.8.5 Substance Misuse

The SPP recognises that those offenders who are in a chaotic addiction lifestyle are likely to have a disproportionate effect on the community. Therefore its work is concentrated on:

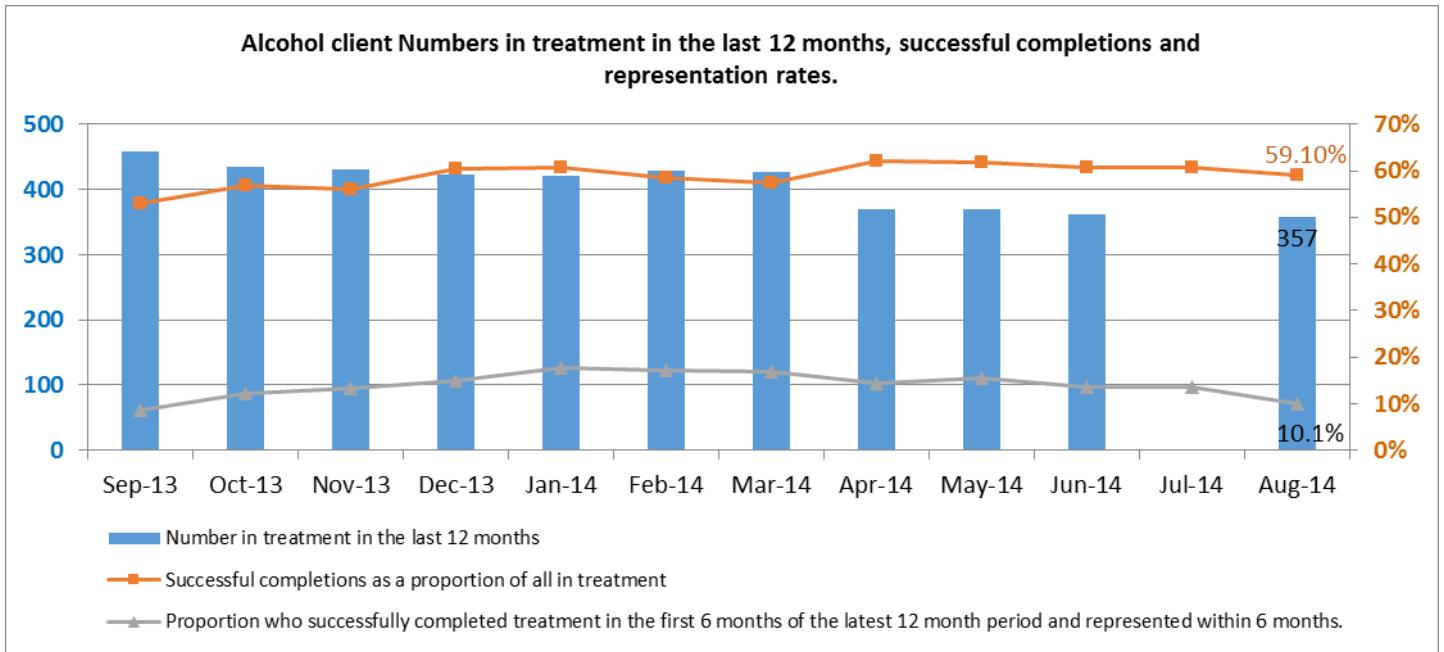
- Reduction in substance misuse
- Reduction in the number of people who enter treatment for second or subsequent times
- Reduction in hospital admissions related to substance misuse
- Reduction in numbers of domestic abuse incidents involving substances misusers once they are receiving intervention
- Reduction in numbers of people who abstain from one substance but move to another.

The below diagram shows 18+ year old opiate clients engaged in drug services across Peterborough. Effective treatment is defined as a client who has been in treatment for a minimum of 12 weeks, hence why data is only available up to the end of May for this current reporting period.



Successful completions as a proportion of all in treatment remains stable, though is showing a slight reduction (ORANGE) and is currently at 10.7%, as does numbers in ‘effective’ treatment (BLUE) which is the total number over the most recent 12 month period (842).

The following chart shows those clients engaged in **Alcohol** services across Peterborough.



Numbers in treatment have continually reduced over the last 12 months with a high of 539 over the 12 month period up to April 2013 to 357 in August 2014, a reduction of nearly 34%. This is largely due to lower numbers of New Treatment Presentations from March through to August, with August itself seeing only 13 new treatment Journeys, compared to an average of 26. As of August 2014 there was a count of 150 Clients in treatment – the lowest recorded discrete month count. Work is underway to determine why this is the case.

Successful completions have maintained a rate of between 53% to 60% throughout the year, with August data, which is the latest available, showing 59.1% of all in treatment successfully completed. However, representation rates have increased over the last few months, with a slight reduction observed in August, currently 10.1% of all clients who successfully completed treatment in the last 12 months represented within 6 months.

In response to the target to increase alcohol referrals from the criminal justice system, all Cambridgeshire custody staff have had refresher training on Identification and Brief Advice (IBA) during the months of July/August 2014. 42 individuals have been referred from custody to DrinkSense.

Sensible Drinking has been one of the components of Peterborough City Council’s public health “5 for Life” campaign over the summer, with “top tips” advertised through a range of media. As with the campaign run in pharmacies in February, this campaign aims to support the positive relationship people can enjoy with alcohol.

The partnership continues to have weeks of action (last being week commencing 15<sup>th</sup> September) which sees joint work with various agencies. In addition DrinkSense undertakes outreach work with street drinkers in known “hot-spots” as well with young people in specific hostels, and delivering a bespoke “Is it worth it?” campaign in secondary schools.



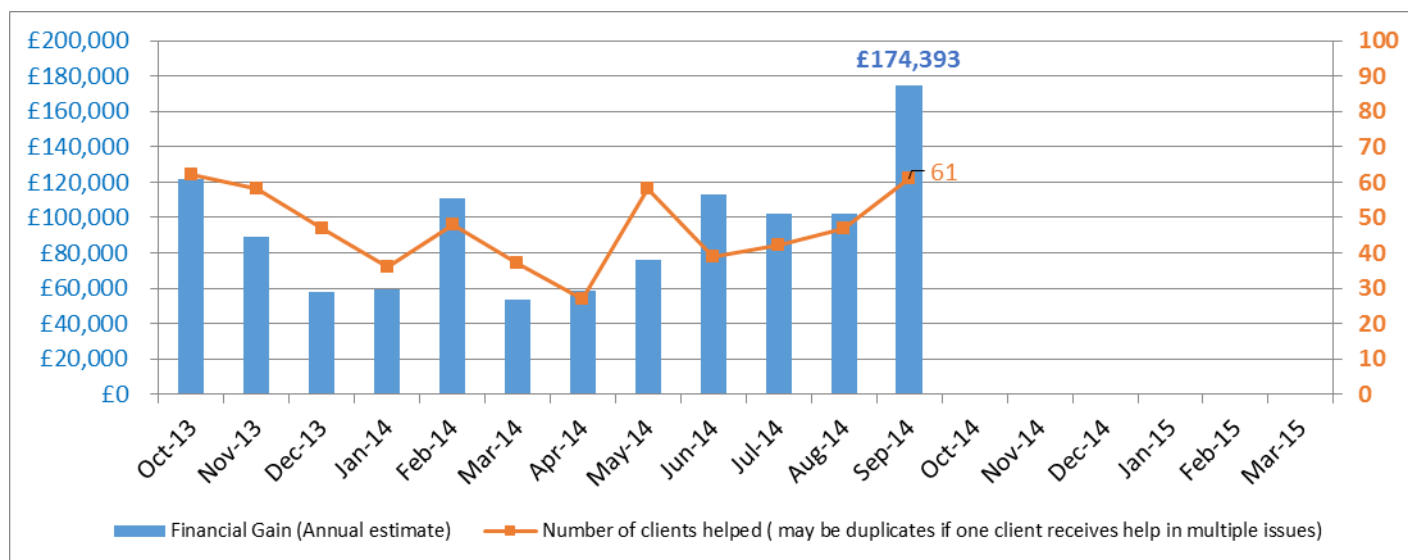
## 5. Priority 3 – Building Stronger and Safer Communities

5.1 The SPP believes that a strong and safe community is one where:

- People from different backgrounds get on well with each other – in the community, at work and at school
- Age, gender, race, religion or beliefs, disability, sexual orientation and cultural differences are respected and valued
- People are proud of their city and its surroundings, and can have a say in its future
- The contribution of young people to the life of Peterborough is recognised and facilitated
- Peterborough’s image to its own people and to the outside world is of a vibrant and cohesive community

5.2 To achieve these objectives we are working to ensure everybody that is able can play a full and active part in society. One way of achieving this is by ensuring there is an increase in the financial gain that individuals receive by enabling the full take up of their benefit entitlement through support from the Peterborough Community Assistance Scheme.

5.3 The following chart demonstrates the annual estimate of financial gain. It should be noted that this information is only provided by Citizens Advice Bureau (CAB) at present; in October, after a full 12 month period is available, data will also be included from additional partners including MIND and Age UK.



5.4 The Blue bars show the estimated financial gain, the orange line shows the number of clients helped. As there are multiple issues that a single client can be assisted with, it is likely that there are duplications, therefore this is not based on individual numbers. The range of issues in which clients have been assisted include Income Support, Pension Credit, Housing benefit, Child Benefit, Working and Child tax credits, JSA, Carers Allowance, ESA, Localised Social Welfare for Council Tax, Personal Independence Payments, welfare reform (Loss of Benefits) as well as other benefit related issues. The current monthly ‘average’ estimate for annual financial gain, to all clients, for all issues, equates to £90,738.

5.5 The SPP believes that strong family units are also needed within the community. The Connecting Families initiative has a target of turning around the lives of 450 families in the city by May 2015. This is subject to a separate presentation at the November Committee meeting.

5.6 It is further recognised that younger people in our communities need schemes that increase their activity and sense of belonging. This is achieved through the following.

### 5.6.1 National Citizen Service

This is a government funded flagship programme for 16 and 17 year olds in England. NCS brings together young people from different backgrounds and helps them develop greater confidence, self-awareness and responsibility. It encourages personal and social development by working on skills like leadership, teamwork and communication. This also raises awareness and appreciation of different ethnicities, backgrounds, abilities and cultures culminating in a more cohesive and understanding community.

It runs in the Spring, Summer and Autumn and is made up of 3 phases:

- Phase 1 – Activity/Outbound residential – this is 5 day residential (4 day residential in Spring and Autumn) at least an hour away from home, with fun, physical challenging activities focusing in developing team work, communication, problem solving and confidence. There are guided reflection sessions every evening to reflect on the day's learnings and events.
- Phase 2 – Skills building and Community awareness residential (5 days in Summer/3 days non-residential in Spring and Autumn) – This phase concentrates on personal development and community awareness. The young people have a chance to pick up a qualification like first aid or sports leader qualification. Various activities make exploring the community fun and interactive but also raise awareness of some of the challenges faced by the local community. The team decide what they would like to do as their Social Action Project.
- Phase 3 – Social Action Project – 30 hours spent planning and then a further 30 hours spent on delivering the Social Action Project (30 hours in total in Spring and Autumn). This is an opportunity for the team to give back to the local community.

Post programme – there is a graduate programme to continue involvement in the NCS as well as continued involvement in social action.

Since being awarded a contract for delivery in Peterborough at the end of 2013, we have delivered programmes in Spring and Summer:

- 98 young people have taken part, after Autumn delivery this figure will hopefully be well over 150 young people
- This will equate to an investment of approximately £150,000 in the development of young people in building their softer skills and community awareness
- 12 looked after children have taken part so far, 9 NEET young people – 5 of which moved into education after taking part in NCS
- Over 4500 hours of social action planning and delivery (over 2250 hours of actual social action project delivery)
- Almost £1,500 raised for community causes (Peterborough Soup Kitchen and Barnack Youth Club)
- We have managed to maintain the programme as a cost neutral programme, so bringing added value into the city and its communities
- 100% positive feedback on the exit survey for being more likely to help out in the local community, feeling more positive towards people from different backgrounds, developed skills on NCS which will be useful in the future and would recommend NCS to another young person
- Partners involved in the programme included Public Health, Safer Schools and Police officers, Cross Keys Homes, Accent Nene, City College Peterborough, Additional Needs team, Youth Parliament and Peterborough Boxing Project.

We have had our contract renewed for Spring and Summer 2015, so we intend to build on relationships with schools and other partners to deliver a 30% increase on 2014 numbers. The NCS trust aim to have 1 million young people take part in the programme by 2020, which means a much bigger number will have to be delivered nationally and in turn locally. We intend to take this opportunity to make NCS available to all the eligible young people in Peterborough to develop them as well as enhance community links and cohesion.

### 5.6.2 Duke of Edinburgh Award Scheme

This is a scheme that gives young people the opportunity to do volunteer work in the community; physical activities in order to improve their health; activities to improve their skills and to gain an expedition experience in order to increase their confidence and self-worth. The importance of this is recognised by the partnership and therefore there is a co-ordinator who actively engages with the schools to encourage participation. In 2013 – 14 there were 802 participants and this year we have 927 youngsters involved.

### 5.6.3 Cambridgeshire Volunteer Police Cadets

This is a new initiative that will promote a practical understanding of policing among all young people and encourage the spirit of adventure and good citizenship through volunteering in the community. It will also provide opportunities for structured youth engagement and diversionary activities. Outcomes will include

- Providing opportunities for Cadets to partake in a wide range of activities that could enhance their life experiences and social skills
- Providing opportunities for social development that could prepare Cadets for higher education and /or employment
- Providing a structured training programme to enable Cadets to become valued members of their communities
- Providing inclusion and diversionary activities to help reduce the numbers of young people entering the Criminal Justice System and prevent re-offending
- Promoting crime prevention
- Providing a valuable resource that can help support policing and partnership initiatives at a local level and be visible within Cambridgeshire

The cadet unit will meet once a week for two hours to take part in a mix of structured learning and physical activities based on nationally approved training. In addition to the weekly meetings Cadets will be expected to complete 3 hours of volunteering each month perhaps by supporting crime prevention initiatives or attending community events. Each unit will be supported by a team of volunteer leaders who will be responsible for the cadet group and their weekly activities.

### 5.6.4 Activity in Schools

The SPP believes that by having a strong youth sector within the community that feels that it has a voice creates a strong community. Forums are being established within secondary educational facilities across the city. They aim to provide students with an opportunity to raise any concerns on local policing and crime issues.

Forums have been or are in the process of being established in the following schools:

- Ken Stimpson Community School
- Thomas Deacon Academy
- City of Peterborough Academy
- Jack Hunt School
- Arthur Mellows Village College
- Stanground Academy
- The Peterborough School
- The Voyager Academy

Links have also made with University Centre Peterborough with an aim to establish a regular forum with students of the University and Regional College.

A course of six sessions which encourages students to have their say on policing and crime are also being delivered throughout the year to y7, y10 and y11 students at Ken Stimpson Community School. Topics discussed include how to have their say on policing and crime in the city, their priorities, reporting crime and anti-social behaviour, hate crime and relationships with the police. Peterborough Rape Crisis are also delivering a session to determine young people's understanding and perspectives of sexual violence.

- 5.7 The Partnership has created a Tension Monitoring Group (TMG) whose purpose is to identify any concerns relating to local community tensions within the city.

The main functions of the group are:

- To share and collate details of incidents and concerns likely to impact upon community tensions as well as details of public order incidents which also may impact on community cohesion
- To consider future events which have the potential to raise tensions, including planned local demonstrations by extremist groups, cultural events or sporting fixtures or national and international events
- To identify the overall levels of tensions and likelihood of disturbance occurring
- To agree priorities and actions to address tensions
- To monitor trends over time

The information shared relates to three classifications...."experience" (how communities are feeling), "evidenced" (an event that has occurred) and "potential" (something which may happen).

The group has moved focus in the last 6 months from being focused on how International and National issues affect communities to focusing on local issues and tensions within communities. We still look at how the wider issues may have an effect, but our main focus now is local first.

The SPP continues to encourage and support a large number of local events promoting peace in relation to international events. All these events have been held without any incident. The overall community cohesion situation in the city remains good with no negative impact on ethnic minority communities.

## **6. IMPLICATIONS**

Not applicable

## **7. CONSULTATION**

Not applicable

## **8. EXPECTED OUTCOMES**

That the committee accept the recommendations as detailed in section 2 of this report.

## **9. NEXT STEPS**

That any comment or further recommendation of the committee is duly noted and recorded.

## **10. BACKGROUND DOCUMENTS**

None

## **11. APPENDICES**

None