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Title of meeting: Health and Wellbeing Board

Subject: Community Safety Plan 2020-2022 - Progress report

**Date of meeting:** 22<sup>nd</sup> June 2022

Report by: Lisa Wills, Strategy & Partnership Manager

Wards affected: FOR INFORMATION

#### 1. Requested by

This report has been requested by Supt. Clare Jenkins and David Williams. The Cabinet member for Community Safety has also requested a progress report to the Council's Cabinet.

#### 2. Purpose

To update members on the progress towards addressing the priorities in the Community Safety Plan 2020-22 and to recommend the priorities are rolled forward to 2023.

#### 3. Background

The current community safety plan supports the City Vision 2040 and aims to make sure all our residents, communities feel safe, feel like they belong, and can thrive. The plan also supports the 'Positive Relationships' priority in the Health and Wellbeing Strategy 2022-30.

#### 4. Progress to date

Since the plan was developed, a number of actions have been taken forward, a summary of which are set out below:

Priority A: Tackling violent crime; continuing to focus on domestic abuse, knife enabled violence and sexual violence.

4.1 The updated Domestic Abuse Strategy was approved by the Health and Wellbeing Board on 9<sup>th</sup> February. The most recent performance data available is from Q1 and Q2 2021/22; the delivery plan was reviewed in June. The next meeting is July 12<sup>th</sup>. Key work streams and most recent RAG ratings<sup>1</sup>:

<sup>&</sup>lt;sup>1</sup> The commentary for each area is taken from the most recent DA Monitoring Framework report - Q1 & Q2 2021.



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- ➤ Promote healthy relationships (7 actions) overall AMBER. Work continues to improve measures for GP and practice nurse appointments where domestic abuse is discussed. There was a substantial increase in unique views to the DVA pages on the SPP website that demonstrates the continuing success of the 'Is This Love Campaign' in raising awareness. However, the 'Right to Ask' requests were similar to the previous year. There were fewer Early Help Assessments where domestic abuse was identified.
- Improve identification and assessment (6 actions) overall AMBER. There has been an increase in identified DVA in Solent Adult Mental Health service users and in Adult Social Care cases where a Section 42 is triggered, which could indicate more clients experiencing domestic abuse or increased awareness in these services. More Single Assessments (SAFs) were completed but a higher proportion of them did not flag domestic abuse as being involved. The proportion of referrals from health providers remains substantially lower than during the period when the IRIS training was running in 2015/16.
- Challenge and support those who use abusive or unhealthy behaviours (4 actions) overall RED. The current data continues to highlight that very few people who use abusive or unhealthy behaviours are accessing and/or completing interventions. Service capacity is an on-gong issue.
- ➤ Hold to account those who use coercive control and violence (6 actions) overall AMBER. Data monitoring shows that while DVA incidents, crimes and repeat perpetrators continue to increase, the number of arrests and charges have dropped considerably, although the number of cases heard at court has started to increase in the past few months. Recent discussions with police colleagues have moved some actions to green status.
- Improve performance monitoring, quality assurance and workforce development (6 actions) overall AMBER. Data shows that where services users are accessing and engaging with medium, high risk and Refuge support, these services are helping most clients to reduce their risk.
- Provide Safe Accommodation NO RAG RATING YET. The new statutory duty to provide support for those in safe accommodation is now in force. Funding has been provided to support this additional work by the Department for Levelling Up, Communities and Housing. The new domestic abuse analyst, Sayma Begum, is working alongside Sam Graves to maximise the benefits of this new post.
- 4.2 Serious violence duty: No date has been set for the implementation of the new 'Serious Violence Duty' (contained in the Police, Crime, Sentencing and Courts Bill) that requires local community safety partners to address serious violence in their area. In many ways the new duty replicates the existing duties of community safety partnerships and will not come



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into force until 2022/23. This is something we do anyway in Portsmouth so there will be a minimal impact and sufficient capacity to deliver.

- 4.4 Knife enabled violence: the proportion of knife crime victims under 25 has been reducing since 2018/189 and has fallen from 44% in 2019/20 to 36% in 2020/21². The Community Safety Survey (see Appendix A) found a slight increase in concern about knife crime but the proportion those who had witnessed, or experienced knife crime remained stable. (See also Priority C below for the work of the Violence Reduction Unit.)
- 4.5 Sexual violence: in addition to the continued commissioning (jointly with the OPCC) of Yellow Door, to provide increased capacity in the ISAV service (Independent Sexual Violence Advocates) in Portsmouth, the St Giles Trust have been commissioned to raise awareness of risk of gang violence in schools (targeted years 6 & 7).

Schools and colleges have also received seminars on their new responsibility to have policies in place to reduce the risks of sexual harassment and violence between children and HIPS are reviewing the response to young people at risk of exploitation across the partnership.

Additional resource was secured to bid for and deliver against the Home Office Safer Streets Funding programme (via the OPCC). There have been four funding rounds, mostly targeted at the safety of women at night and in the community.<sup>3</sup> Caroline Hopper from PCC's Regeneration team led this work and with colleagues from the Isle of Wight, has secured just under £1m in the past 12 months. Strong collaboration across council departments and partner agencies has characterised this work, delivering a combination of situational crime reduction measures, training, artwork, and infrastructure projects. See Appendix D

**5. Domestic Homicide Reviews (DHRs):** Sadly, there are two on-going DHRs; The first is complete and we expect a response from the Home Office in July before it is published. The offender was convicted and sentenced to life in prison, (to serve a minimum of 23 years) in March 2021. The second is still in train. A formal 'reflective' session with staff involved is being held on 30<sup>th</sup> June and the first draft report is due once this is complete. The offender was convicted and sentenced to 6.5 years in July 2021. The implementation of recommendations will be monitored by the Domestic Abuse Strategy Group and included in the revised strategy.

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<sup>&</sup>lt;sup>2</sup> Serious Violence Problem Profile Refresh Dec 2021

<sup>&</sup>lt;sup>3</sup> Women are more likely to be the victims of sexual violence than men, Strategic Assessment 20/21, p. 69



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6. Priority B: Tackling drug-related harm, with a focus on increasing access to treatment and closer working across physical and mental healthcare

- 6.1 The substance misuse treatment and support service was retendered last year and is delivered by the Society of St James (with Inclusion NHS as a subcontractor). See Appendix B for details.
- 6.2 Public Health development work has focused on bids and processes to increase funding and treatment. The core funding for the services comes from the Public Health Grant (£2.6m approx.) and Adult Social Care (£330k). During 2021/22 Portsmouth has also benefited from two additional funding grants, the Rough Sleeping Drug & Alcohol Treatment grant (approx. £680k) and the Universal Grant (£397k).
- 6.3 These grants have increased provision for rough sleepers and those at risk of rough sleeping and those involved in the criminal justice system. There is now a dedicated rough sleeper team and an enhanced dedicated criminal justice team. Funding has provided increased treatment capacity and is funding increased use of residential rehabilitation. A new substance misuse strategy group has been established. Service user and stakeholder events are planned in the coming months. A new strategy will then be developed.
- 6.4 In the light of the findings from Dame Carole Black's review of the sector, the Government has recently confirmed increased funding for drug treatment services for the next three years. The main aim of this additional funding is to increase treatment capacity by 20% (currently around 1000 people in treatment at any one time in Portsmouth) and provide a treatment place to every offender with an addiction. The government has provided a range of areas we should seek to invest in, including professionally qualified Doctors, nurses, social workers and psychologists etc.

## 6.5 During 2021/22<sup>4</sup>:

- ➤ There was a 9.12% (n.121) increase in the number of adults accessing substance misuse treatment, from 1327 to 1448 during the 12-month period. The greatest increase was amongst alcohol clients which increased from 309 to 384 (24.27%), but there were also increases amongst opiate and non-opiate drug users.
- ➤ We fully implemented our rough sleeping drug and alcohol team, providing targeted access to treatment for rough sleepers and those at risk of rough sleeping. The team are currently supporting 101 people.
- We expanded our criminal justice team, working with drug and alcohol using offenders, from 3 to 8 staff. We re-introduced arrest referral, with daily visits to the police custody

<sup>&</sup>lt;sup>4</sup> Summary provided by Alan Knobel, Public Health Development Manager



(Please note that "Information Only" reports do not require Integrated Impact Assessments, Legal or Finance Comments as no decision is being taken) centre to pro-actively engage with offenders. Enhanced work with Probation, the courts and Prison Service is underway.

- ➤ Drug related deaths had been falling in Portsmouth before 2021/22, however during the year there was a likely increase in deaths (numbers to be confirmed by the coroner's office at a later date), this is partly explained by a number of deaths suspected to be linked to a batch of contaminated heroin which impacted the city during August 2021.
- Work to improve provision for people with co-occurring mental health and substance misuse conditions is progressing at an Integrated Care System level (linked also to the Changing Futures project)
- 7. Priority C: Early identification of and interventions with children and young people at risk of exploitation or abuse, of misusing substances and of offending.
- 7.1 Work on early intervention with children and young people is business as usual for Portsmouth Children's Services. This includes the work of the Violence Reduction Unit funded by the Home Office/OPCC to reduce serious violence, strategically aligned with work on Early Help, troubled families, school inclusion, reducing youth crime and the Safeguarding Partnerships work on criminal exploitation.
- 7.2 The approach to the VRU work in Portsmouth to date has been characterised by two principles:
  - a) To embed the work on violence reduction within existing partnerships and strategies rather than create a competing structure without the same deep foundations. A local VRU co-ordinator supported by the Assistant Director for the council and CCG has 'held the ring' on the Violence Reduction Response Strategy, attending all the relevant Boards that have a role to play in the reduction of violence
  - b) Prioritising the front-line wherever possible in grant spend to make a difference to children's lives.
- 7.3 The Youth Offending Team (YOT) monitors the number of first-time entrants (FTEs) into the criminal justice system, reoffending rates and custody numbers. The Youth Justice Plan sets out actions to reduce this number. YOT staff work closely with the Early Help and Prevention team and with the Police Community Support Officer (now embedded in the Early Help service) who also helps family support workers to identify risks of offending or ASB. The YOT was inspected earlier this year and the outcome is expected shortly.
- 7.4 The Serious Violence Problem Profile referred to at 4.4, provides information on the changing scale of the issue in the city, headline findings included:



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- At national level there has been a decrease in victims of violent crime as well as a decrease in hospital admissions for assaults with a sharp object
- > Serious violence in Portsmouth is reducing this has been driven by a reduction in the crime category of most serious violence
- There has been an increase in domestic abuse incidents reported to the police however the proportion of arrests leading to a charge has reduced substantially
- Queen Alexandra hospital has recorded decreases in drug and alcohol related Emergency Department and ambulance attendances - this is very likely to be due to covid restrictions and is anticipated to return to previous levels post pandemic
- > Rates of Looked After Children and Children in Need have decreased
- Portsmouth has recorded a 13.8% decrease in the number of young people at risk of CSE and an increase in those at risk of CCE - resulting in in an over 4.5% increase in those at risk of exploitation generally
- 7.5 These figures demonstrate the continued positive impact of our mainstreaming approach and Portsmouth is therefore in a strong position to continue to deliver against the OPCC/Home Office requirements.
- 7.6 Portsmouth funding has been provisionally agreed for 2022/23 £169,497, pending a successful application from the OPCC to the Home Office. Once funding is confirmed by the Home Office, the OPCC are proposing to move away from the current 'hub and spoke' model and centralise the core functions, whilst maintaining links with each local authority.

#### 8. Priorities for the coming year

- 8.1 The Covid 19 pandemic has had a significant impact on levels of crime increasing opportunities for online crime but reducing levels of domestic burglaries for example. Despite this, violence especially most serious violence has remained relatively stable over the past two years, and known risk factors including, domestic violence and abuse, poor mental health and substance misuse, that often result in young people and adults becoming involved in crime and anti-social behaviour, are also likely to have increased.
- 8.2 The community safety Strategic Assessment (SA) for 2020/21 approved by the H&WBB in November last year, incorporates a summary of the Serious Violence Problem Profile and detailed analysis of the needs of those using safe accommodation<sup>5</sup>. The SA reviews the priorities of the current plan and assessed that the key priorities remain the same, with minor adjustments suggested to reflect the refreshed context.
- 8.3 In addition to the three priorities above, the SA identified the need to improve accessibility and capacity of mental health provision for children, young people and adults and increase awareness of cyber related harm. Actions underway to address these issues include:

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<sup>&</sup>lt;sup>5</sup> New statutory requirement Domestic Abuse Act 2021



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- a) Work to deliver the Social Emotional and Mental Health Strategy (SMEH) 0-25 yrs 2020-23 overseen by the SMEH Board reporting to the Health and Wellbeing Board. The vison includes:
  - establishing a clearly understood needs-led model of support for children and young people with Social Emotional Mental Health difficulties, which will provide access to the right help at the right time through all stages of their emotional and mental health development.
  - Ensuring that children and young people have access to a range of early help in supporting their emotional wellbeing and mental health needs which will prevent difficulties escalating and requiring specialist mental health services.
- b) This is a national issue exacerbated by the Covid 19 pandemic. The Online Safety Bill is currently making its way through the parliamentary system. Further research into cybercrime with University of Portsmouth. Survey to understand more about resident's experience and response to cybercrime to shape appropriate local response. We will also update the Safer Portsmouth website with information about how to protect yourself from being scammed and what to do if your online security is compromised.
- 8.4 In the light of these findings, and the need to understand what the "new normal" is for Portsmouth, the existing priorities in the Community Safety Plan will be rolled forward to 2023. The existing Community Safety Plan is attached as Appendix C for information.
- 8.5 In addition, the SPP Plan 2020-22 explained how the mainstreaming of services has resulted in the development of a range of planning documents that address the three key priorities. Some are in the process of being revised, others are monitored and reported on regularly and are due for refreshing in 2023. All these plans are overseen by existing multiagency governance arrangements.
  - ➤ Youth Justice Plan -2021-23 in the process of being refreshed
  - Portsmouth Safeguarding Children Plan 2020-23
  - Social Emotional and Mental Health Strategy 2220-23
  - > Adults Safeguarding Adult Board Strategic Plan 2022-23
  - VRU response strategy pending review by OPCC
  - Domestic Abuse Strategy 2022-23 (supported by local police DA improvement plan and aligned with the Hampshire Constabulary Domestic Abuse Strategy) - reported to the DA Strategy Group
  - Mental Health Transformation Programme No Wrong Door Hampshire and IOW response to national NHS funded programme.<sup>6</sup>
  - New Drugs Strategy and spending plans in development

The community safety plan will therefore be refreshed in line with other key strategies and plans in the city in 2023.

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<sup>&</sup>lt;sup>6</sup> https://www.england.nhs.uk/mental-health/adults/cmhs/



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### 9. Changes and developments to the community safety landscape

- 9.1 It is five years since community safety services were embedded across all council services effectively 'mainstreaming' the strategic response to community safety in line with Section 17 of the Crime and Disorder Act 1998 (as amended):
- ➤ The Public Health Intelligence team are now responsible for producing the community safety strategic assessment and monitoring the research and analysis programme that supports the plan. Embedding this work within a dedicated team of analysts means that more and better data is easily available from across the organisation.
- Public Health also commission and monitor drug and alcohol treatment services and in December 2021, the government published 'From Harm to Hope', a 10-year strategy the cut crime and save lives, and the Public Health Development lead will be drafting a new local strategy.
- ➤ Children's Services lead on early intervention and prevention, youth justice, domestic abuse and the Violence Reduction Unit, pulling these services together in one of the largest mainstream services firmly embeds the approach and helps to sustain funding.
- ➤ The operational partnership response to crime and anti-social behaviour is co-ordinated and monitored by the monthly, multi-agency Tasking and Planning meetings, whilst the Housing, Neighbourhoods and Building Services lead the current operational response to ASB<sup>7</sup> (Community Wardens, CCTV, traveller incursions etc).
- 9.2 Whilst these arrangements reduce duplication and are arguably more efficient in some ways, there are risks around communication between services and officers. This has been mitigated by the emergence of the virtual workplace and other technological advances and most importantly, by continuing to build and maintain positive relationships within all partner organisations.
- 9.3 Hampshire's Police and Crime Commissioner's published plan 'More Police, Safer Streets' focuses largely on improving the quality and quantity of policing in the county. There are some crossovers with local priorities such as reducing youth offending and anti-social behaviour. A national review of the role and responsibilities of the Police and Crime Commissioner has recommended a robust review of community safety partnerships. This may have an impact on the partnership arrangements in the city, removing a level of autonomy for the community safety partnership.

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<sup>&</sup>lt;sup>7</sup> The current ASB Unit is undergoing a systems intervention

<sup>&</sup>lt;sup>8</sup> <a href="https://www.gov.uk/government/publications/part-2-of-the-police-and-crime-commissioner-review/review-into-the-role-of-police-and-crime-commissioners-letter-from-kit-malthouse-mp-to-pccs-accessible">https://www.gov.uk/government/publications/part-2-of-the-police-and-crime-commissioner-review/review-into-the-role-of-police-and-crime-commissioners-letter-from-kit-malthouse-mp-to-pccs-accessible</a>



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9.4 The Ministry of Justice ended the 'Payment by Results' contracts with private providers and reunited what were known as the Community Rehabilitation Companies with the National Probation Service; now referred to simply as the Probation Service. Relationships with partner organisations have been rekindled and work is underway to link prison leavers with local businesses via Shaping Portsmouth. This development has been welcomed by probation professionals and their partners and should result in improved outcomes for those leaving prison or on probation.

#### 10. Research and analysis programme

10.1 Items on the Research & Analysis programme 2021/22 delivered this year include:

- Community Safety Strategic Assessment including serious violence problem profile and needs assessment for those living in safe accommodation. Presented and approved at the Health and Wellbeing Board in November 2021.
- the Community Safety Survey 2022 field work began in February 2022 interviewers are recruited from University of Portsmouth and trained. 1200 face to face surveys completed and analysed by the Community Safety Analyst. A summary of findings is attached as Appendix A, but overall, the findings from the survey indicate a relatively stable picture that supports the decision to roll forward current priorities. Full report available on request)
- a problem profile on modern slavery in Portsmouth this has been started using police recorded incidents and intelligence - the profile will be developed using data and intelligence from partner agencies and will drive enforcement activity in 2022/23,
- ➤ comprehensive 20-page monitoring framework for domestic abuse this framework was developed with the Domestic Abuse Practitioners' Forum and involves gathering a wide range of data that measures demand, calls for service, and approx. 20 measures identified in the domestic abuse strategy.



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10.2 Items planned for 2022/23 include:

- Consultation (including knife crime) with young people, led by the Youth, Play and Community Service, and supported by Public Health Intelligence.
- > Explore tracking perpetrators of DA who have received an intervention
- > Further research on cyber crime

The full Research and Analysis programme is available on request.

Signed	by Supt	Clare J	enkins	

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location		



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## Appendix A - The Community Safety Survey 2022 - headline findings (extract from Sam Graves' report below)

While police recorded crime has been increasing over the last decade, the survey carried out in February 2022 has found that the overall level of crime has remained broadly stable since 2014. This indicates that the increase in police recorded crime is likely to be driven by other factors. This is consistent with findings from the Crime Survey for England and Wales, which has cited improvements to recording processes and practices, inclusion of new offences, variations in police activity, more victims reporting crime and genuine increases in some types of crime as the drivers for the increase seen in that dataset.<sup>9</sup>

The survey findings support the theory that there has been displacement from some times of crime taking place in public areas to online crimes as a result of increased used of online platforms for working, socialising and shopping. This survey found that only one of ten participants who received an unsolicited obscene picture reported this and only one participant reported online crime directly to Action Fraud. This has highlighted there may still be a big gap in official figures for online crime.

This is consistent with the recent Ofsted rapid review which highlighted that online sexual harassment and abuse were widespread. The survey was conducted face-to-face in public areas and disclosures of this type of offence were not expected, so these reports could be the tip of an iceberg. It is therefore recommended that a short focused online survey is conducted to explore this further.

The proportion of participants thinking that knife crime is a problem in Portsmouth has increased slightly, but people's views were largely based on what they had heard or read in the media or from friends/family rather than experience. The proportion of participants who had witnessed or experienced knife crime remained stable.

Levels of ASB reported to this survey have been fairly stable overall since 2014, contrasting with the reducing trend seen in police recorded ASB. This supports the view that levels of ASB have not changed substantially, but that residents are less likely to report it to the police. Not tackling ASB could affect confidence in the police and agencies dealing with these issues as and could result in missed opportunities for early intervention.

Just over half of residents said there were parts of Portsmouth where they felt unsafe or avoided because they feared being a victim of crime. Somerstown and Buckland were the most mentioned areas and have been for the last twenty years. However, the City Centre/Commercial Road area has increasingly become an area where people feel unsafe, particularly at night. Reputation plays a big part in people's perception of these areas, but there are also concerns around groups or gangs, dodgy people, drug use and high crime rates.

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<sup>&</sup>lt;sup>9</sup> Crime in England and Wales - Office for National Statistics (ons.gov.uk)

<sup>&</sup>lt;sup>10</sup> https://www.gov.uk/government/publications/review-of-sexual-abuse-in-schools-and-colleges/review-of-sexual-abuse-in-schools-and-colleges



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Women were more likely to avoid areas or feel unsafe than men, although the areas where they said they felt unsafe are the same as the areas where men said they felt unsafe and for similar reasons. Overwhelmingly participants felt that a greater police presence in these areas would help them feel safer, but other solutions were mentioned, including better lighting and CCTV, also more provision/activities for young people, tacking drug misuse and providing education/awareness. It is recommended that the findings of this survey are used a base for any further, targeted work in the identified areas and for more positive communications to try and reduce the reputational issues.

## Appendix B - Drug and Alcohol Treatment Service - commissioned from Society of St James

The service will provide a range of interventions to support people with drug or alcohol issues, including:

- Harm reduction (e.g. needle exchange, provision of Naloxone the heroin antidote, overdose prevention training)
- Pharmacological interventions (e.g. prescribing of substitute medications such as methadone or buprenorphine)
- Psycho-social interventions (e.g. counselling, 1 to 1 support, group therapy)
- Access in inpatient detoxification and residential rehabilitation
- Specialist support for offenders in the criminal justice system
- Supported housing for people with drug and alcohol issues (approximately 50 bedspaces)
- Family support

New elements of service provision which will be provided in the contract include an increased focus on alcohol only provision, and some specialist/targeted provision:

- Women only provision
- 24/7 parent /carer support line
- Dedicated carers support worker and group
- Interactive website with online referral and increased online support
- Increased opening hours, including evenings and weekends
- Alcohol only support team
- Specialist veterans worker
- Commitment to participate in the Changing Futures project
- Provision of abstinent only housing

**Appendix C - Community Safety Plan for Portsmouth - available here:** 



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#### Appendix D - Safer Streets - detail

Safer Streets 2 - £407,000 - targeted situational crime prevention based on geographical distribution of acquisitive crime figures

Safer Streets 3 - £450,000 - targeted crime prevention to reduce violence against women and girls (VAWG) in public places, using crime data and Police Environmental Visual Audit.

- Mentors in Violence prevention pilot in schools and colleges (2 colleges, 3 schools in Portsmouth)
- Development of a network of safe spaces adjacent to public places (shopping areas, parks etc) where women and girls can receive a trauma informed response (10 venues in Portsmouth)
- Safe and strong artwork to be displayed around the city to raise the positive profile of women and girls as intrinsically valuable rather than objects to be desired (5 locations in Portsmouth)
- Situational measures in Cosham Underpass and Belmont Path (Elm Grove) that include lighting & CCTV.
- CCTV on IOW
- A local intelligence mapping service which will enable women to report concerns via text and then receive a follow up call from a local provider (city wide)

Safety of women at night (SWaN) Fund - £100,000k - the following projects will be delivered in partnership with OPCC and IOW Council:

- 'Community in Motion' active bystander training for staff and support services working in the Night-time Economy (NTE) (100 people trained)
- Safe Spaces network at Night, building upon the Safe Space work above focused on NTE (5 venues in Portsmouth)
- 'With You' project working directly with women in the sex industry (focusing on two clubs, 5 massage parlours in Portsmouth)
- ➤ 'Stay Safe' pilot, led by Shaping Portsmouth to trial use of cloud-based technology to support those working in the NTE to get home safely (200+ licences issued to staff in Portsmouth venues)