

SAFER PLYMOUTH

Draft Commissioning Plan – February 2018



The purpose of this report is to provide guidance and recommendations for the continued commissioning of services to meet the priorities of Safer Plymouth.

1. Background

1.1 Community Safety Partnerships (CSPs) were set up under Sections 5-7 of the Crime & Disorder Act 1998. They take a multi-agency approach to work together to:

- protect their local communities from crime;
- help people feel safer;
- work out how to deal with local issues like anti-social behaviour, drug and/or alcohol dependency and reoffending;
- annually assess local crime priorities and consult partners and the local community about how to deal with them.

2. Context

2.1 Safer Plymouth is the Community Safety Partnership for Plymouth. It sets the strategic direction for partnership work between agencies in Plymouth. Following recommendations made to Safer Plymouth in September 2016, the Boards Governance structure now aligns with to the Health and Wellbeing Board. It will also strengthen our response to the 7 priority areas of the Devon Sustainability and Transformation Programme.

2.2 Integrated commissioning receives funding from the Police and Crime Commissioner which is channeled through the Western Planning and Delivery Unit (Plymouth City Council and NEW Devon CCG integrated commissioning team) as a grant for spending on local crime prevention and reduction initiatives. For 2018-19 Plymouth has been awarded a total of £400,568. This is a standstill position on this year's award. Commissioning decisions will be informed and influenced by the strategic leadership of Safer Plymouth.

2.3 The totality of resource supporting community safety is wide reaching and this paper provides a brief overview of this system whilst focusing on the priorities of the CSP and the commissioning activity against the Police and Crime Commissioner grant.

2.4 Alongside funding for CSPs, the Office for the Police and Crime Commissioner supports a number of activities and services across Devon, Cornwall and the Isles of Scilly which can be found within [Draft OPCC Commissioning Intentions Plan 2018 - 2020](#)

2.5 A number of additional funding streams are available, including but not limited to, The Tampon Tax (awaiting regional bid outcome), the Big Lottery (Victim Support secured funding), Home Office CSE fund and potential for deployment of other system resources.

3. Plymouth Strategic Crime Assessment

3.1 Overall recorded crime in Plymouth increased by 23% or 4,250 crimes in the 12 month period to November 2017 compared with the same period the previous year. This is similar to trends across Devon and Cornwall and other police forces nationally. Although improvements in crime recording are a key factor, largely driven by recommendations from the national 2016 crime data integrity inspection.

3.2 Despite the rise in crime, Plymouth has a comparatively low crime rate for a city of its type and is placed third in its most similar family group of partnerships (where first is lowest). Rising crime rates in the city are generally following national trends

3.3 Sexual offences and violence with injury provide the only exceptions, where rates of reported offences are escalating more quickly than the trends for the most similar family group (particularly for sexual offences) and the city's crime rates are significantly higher than the family average

3.4 Alcohol-related crime has been fairly static over the last 12 months, despite the adverse trends in violence against the person. This triangulates with a small reduction in Night Time Economy violence over the same time period. Alcohol has a significant impact on the health of the city's population, and rates of alcohol-related hospital admissions are significantly higher than the national average. The rising trend has stabilised in recent years, however, whereas for England it has continued to increase

3.5 The volume of anti-social behaviour incidents reported remained relatively static overall. Reported incidents were up for street drinking with rowdy/nuisance behaviour and begging/vagrancy although it should be noted that these types of behaviour make up only 10% and 2% respectively of all reported incidents

4. Safer Plymouth priorities

4.1 The identification of Safer Plymouth priorities have been drawn from the findings of annual Crime Strategic Assessment, the Organised Crime Local Profiles and the Police and Crime Commissioner's Police and Crime Plan.

4.2 There is commonality between the proposed priorities of Safer Plymouth and the strategic direction of the Police and Crime plan and the Commissioners 5 priorities, namely a focus on preventing and deterring crime, protecting people at risk of abuse and those who are vulnerable and supporting victims and witnesses and helping them to get justice.

4.3 This year Safer Cornwall has supported us to deliver our annual strategic crime assessment in line with the peninsula approach to using the Management of Risk in Law Enforcement (MoRiLE). It is a nationally accredited tool to assess threat, risk and harm. The initial findings were taken to a workshop of key stakeholders to ratify scores and triangulate with confidence and organisational, and city, position scores.

It identifies the following headline priorities:

- Domestic Abuse and Sexual Violence
- Child Sexual Abuse and Exploitation
- Alcohol harm
- Prevent and Hate Crime
- Drug related harm
- Modern Slavery
- Responding to Anti-Social Behaviour

NB. It should be noted that Road Traffic Collisions was identified and in consultation with theme leads and local intelligence the Board will not be taking this forward this year as a priority.

4.4 Safer Plymouth have responsibility to take a lead role in ensuring as a city we better understand issues raised by Organised Crime Local Profiles and these inform emerging areas or issues as a priority such as:

- Cyber Crime including Fraud

4.5 Other areas also require a watching brief:

- Transforming Rehabilitation agenda and the future of Probation and CRCs
- Impact of Plymouth pilot for mental health community orders
- Emerging national legislation in particular the Domestic Abuse Bill
- New developments and arrangements for the deferred charges scheme to be extended to domestic abuse and offer of a perpetrator programme
- Project Genesis and the future models of neighbourhood policing

5. Current landscape/context

Safer Plymouth board is supported by theme leads who operate and chair sub groups around their designated theme based on the priorities selected from the strategic crime assessment. The Sub groups contain specialists from a range of agencies across the City

5.1 Domestic Abuse and Sexual Violence

- The level of rape reporting is rising and domestic abuse is becoming increasingly more high risk and the safeguarding more demanding. The services currently provided are managing to meet the demand.
- Current provision includes:
 - PDAS contract in place until Dec 2018 (with a further 1 year option to extend) with Sanctuary Housing
 - The SARC including ISVA provision currently First Light
 - Counselling services at SARC with First Light. Reprourement will be required for 1st October 2018
 - Integrated sexual health provision
 - Perpetrator – workforce development (with Ahimsa)
- An action plan is in place and being delivered by Plymouth Domestic Abuse and Sexual Violence Partnership. It identifies the need for health relationship work with young people and this was commissioned in 2017.
- A mapping exercise is currently underway to help provide further context of the range of third sector organisations working within the domestic abuse system.

5.2 Child Sexual Abuse (CSA) and Child Sexual Exploitation (CSE)

- The National CSE Action Plan outlines the expectation that all local authorities will assess the local prevalence of this abuse and develop appropriate responses where risks are identified. It acknowledges Local Safeguarding Children Boards as being central to achieving these aims.
- Across the peninsula and within Plymouth approx. 3 per 1,000 children and young people reported sexual offences against them last year.
- In Plymouth in 2014/15 there were approximately 42 rape offences and 142 other sexual offences recorded with a victim aged under 18 years of age.
- Analysis of 2014/15 crimes shows that across the peninsula 13 to 15 year olds may be at the highest risk of child sexual abuse and exploitation with 39% of victims in this age group. 33% of victims fall into the 6 to 12 year old category.
- Plymouth City Councils Children Social Care department identify and assess those young people reported missing that are potentially at risk of CSE. In the first 6 months of 2016/17, 40 children and young people have been identified as being at risk of CSE/involved in CSE.
- The MASCE (Missing and Child Sexual Exploitation Group – sub group of the Plymouth Safeguarding Children’s Board) have an action plan and priorities (being reviewed for 17/18) and have identified the need for earlier intervention and awareness work with children and young people in relation to CSE. To this end, a Healthy Relationships programme was commissioned in 2017 with NSPCC and Barnardo’s.
- Local provision and support for CSE, sexual abuse and violence is funded through voluntary and grant income. The main providers of this support are:
 - Barnardo’s - BASE
 - NSPCC
 - Twelves Company
- Together for Childhood is a 10 year place based project being led by NSPCC and Plymouth City Council to prevent CSA and CSE. It launched in the city in January 2018.
- On 22 February 2018, the National Working Group announced new CSE Commissioning Guidance. The guidance presents a united voice from children’s charities on recommendations for the commissioning of specialist statutory and voluntary sector CSE services, promoting responsible commissioning which is child and family-centred. It recommends that voluntary sector specialist services should be commissioned as part of local multiagency responses to CSE, and that services should be co-designed with voluntary sector agencies, children who have suffered sexual exploitation and their parents/families.
- The Home Office has launched a £13 million fund to help foster relationships between frontline professionals and young people at risk of sexual exploitation and a local bid is being considered.

5.3 Alcohol-related Harm

- This year's strategic crime assessment has observed a number of issues that reflects the pressures seen across the health and social care system. Specifically, on complex needs and alcohol related admissions.
- There are complex interactions with community safety and alcohol and substance misuse. Whilst there is limited detail about the impact and scale of the issue, Plymouth City Councils Complex Needs analysis begins to shed light on the multiple needs many individuals have that access our services. We estimate a key cohort of approx. 8,270 individuals accessing multiple services and or have multiple needs including being known to the criminal justice system.
- We have an excellent response to our Evening and Night Time Economy including Street Safe, Best Bar None, Ask Angela, Street Pastors, Taxi Wardens.

5.4 Hate Crime*

- A key theme of the Plymouth Plan is to ensure that 'Plymouth will be a welcoming city where people feel they belong'
- Over past few years the city has seen an increase in reported hate crime incidents, yet studies show that hate crime is under-reported. Hate Crime reporting remains a real issue across Plymouth. Research undertaken last year highlighted a reluctance for some people to report a hate crime as they either didn't feel confident that anything would happen as a result, or that the process was too official and bureaucratic
- The city has carried out focused work to increase the number and quality of third party reporting centres.
- In response, work is ongoing to develop a survey for Plymouth residents. The proposal is to survey a sample of the population in a consistent way at regular intervals in order to build a picture of residents' perceptions and feelings about their city, their community and their life. Specifically, the survey will collect baseline and benchmarking data and track progress and trends around specific outcome measures set out in the Plymouth Plan – including how people from different backgrounds. The survey is being jointly funded by the Police and Crime Commissioner and Plymouth City Council.
- Taken part in awareness raising campaigns and supported existing VCSE with small grants to promote community cohesion.

*to include in its broadest understanding to cover hate incidents and community cohesion

5.5 Prevent

- Since 2015, many organisations have a statutory duty to pay due regard to preventing people from being drawn into terrorism. Prevent aims to 'safeguard people and communities from the threat of terrorism' via the Channel process and local Prevent Partnership
- Plymouth has a strong Prevent partnership group which meets and oversees city action plan this includes hosting an annual conference, WRAP training, co-ordinating the channel process.

5.6 Modern slavery

- Whilst Modern Slavery is considered a 'hidden' crime, the Home Office estimate between 10,000 – 13,000 potential victims nationally.
- National Charity 'Unseen' holds the contract for a national advice and resource centre.
- In 2016 Plymouth formed a Modern Slavery profiling group to develop the local OCLP. This group has now expanded to a strategic partnership group which also supports the strong force-wide regional group.
- Plymouth City Council form part of a multi-agency response to an incident/operation as a statutory duty eg provision of emergency accommodation and support in immediate response and investigation. Duty to refer to Home Office and Salvation Army for ongoing support needs.
- Plymouth was part of the National Referral Mechanism pilot funded by the Home Office. This has been reviewed nationally and pathways remain unchanged.

5.7 County Lines

- The Institute of Community Safety (ICS) consultancy team carried out a locality review commissioned by the Home Office in Plymouth during the week commencing 13th February 2017 to gain an initial overview of activity in each area. The findings of these reviews are detailed in the Serious and Organised Crime Local Profile (OCLP) of County Lines (Dangerous Drug Networks) 2017
- Funding has been secured from the Home Office to support the delivery of the recommendations from the locality review, which includes supporting Plymouth's response to emerging crime and exploitation linked to County Lines by strengthening professionals' understanding and responsiveness, increasing awareness with the public and providing visibility of support services to victims.
- The violence, vulnerability and exploitation linked to County Lines crosses over with that of Safer Plymouth themes of Modern Slavery & Human Trafficking, Domestic Abuse & Sexual Violence and Child Sexual Exploitation. The delivery of the County Lines objectives will therefore be closely aligned with the objectives of the related themes.

5.8 Cyber Crime including fraud

- This area of crime is fast growing and challenging as it doesn't have distinct geography and can be used to enable crime (such as fraud) or digitally targeted (such as malware) and it's activity is particularly targeted at vulnerable people.
- Safer Plymouth has now established a sub group to review and address this issue. In its infancy, it is developing plans that will strengthen our current response: Trading standards are working closely with the Police and developing forward plans including but not limited to, scams awareness campaigns and participation in Operation Jasper.

5.9 Cross cutting issues and future alignment

- There are complex interactions with crime, community safety, and **mental health**. The NEW Devon Clinical Commissioning Group Mental Health Framework is currently being commissioned.
- Safer Plymouth members have also raised concerns about the scale and impact of social media and associated technology for a growing number of our citizens.

Safer Plymouth should consider how its priorities can help shape and align:

- Commissioning of support services for adults with complex needs
- NHSE review and recommissioning of SARCs and associated services: ISVA and counselling

6. Recommendations

Based on the evidence of need, priorities and discussions so far, the below table provides the development of potential commissioning opportunities for 2018/2019 for agreement by Safer Plymouth:

Theme/Priority	Area/Need	Recommendation	OPCC contribution	Total budget
Domestic Abuse and Sexual Violence	Ensure we support victims of Domestic Abuse with an integrated service containing the different elements necessary to provide an holistic response to the needs of victims and their families.	Continue to commission the Plymouth Domestic Abuse Service contract (to include the provision of MARAC co-ordinator)	£160,200	£553,602
Sexual Violence	Ensure that we support victims of sexual violence with access to therapeutic counselling services	Continue to commission a therapeutic counselling service for victim of sexual assault with the current contract in place until 30 th September 2018. Recommissioning, potentially across the county, to ensure a service is in place by 1 st October 2018 in line with the new SARC service.	£25,000	£75,000
Cross cutting – alcohol and substance misuse	Ensure access to an alcohol and substance misuse programme that will ensure those at risk of committing crime or being a victim of crime are supported with appropriate treatment.	Continue to commission a community drug and alcohol treatment programme	£98,500	£2m
Child Sexual Exploitation and Abuse and Domestic Abuse	Both CSE and PDAP groups have identified a need for earlier intervention and awareness work with children and young people in relation to CSE and Domestic Abuse via healthy relationships.	Continue to commission the Healthy Relationship work with schools that covers CSE, CSA and Domestic Abuse. Consider (longer term sustainability) and how this offer connects to and could strength the long term goals of Together for Childhood	£30,000	£30,000 (small grant opportunities, in kind support)
Alcohol Harms	Pressure on ED attendance (and) admissions, linked to alcohol related attendance	Support the Street Safe scheme funded via iBCF, to incorporate and strengthen via the ENTE sub group of Safer	£000	£15,000 secured from iBCF
Alcohol and substance misuse and county lines	Substance misuse strategy working group, vulnerable C&YP SOG, County Lines sub group and Safer Plymouth have identified a number of issues related to vulnerability and drug and alcohol consumption.	Explore opportunities to align these work streams to add value to a number of delivery groups and agendas.	Tbd	Tbd
All Safer Plymouth priorities	Ensure key themes are kept high profile with the public and professionals via campaigns and awareness raising events.	Continue to support Explore opportunities to commission a co-ordinated 12 month plan of this activity to include Hate Crime, Prevent, Modern Slavery, CSE, Cyber-crime, scams, county lines and alcohol.	£30,000	£50,000 (Home Office funding)
Anti-social Behaviour (ASB)	Anti-Social behaviour is low level in the city but when it does occur it is a blight on the victims life. Community Safety Partnerships have a statutory responsibility to address anti-social behaviour	Community Connections to hold a small budget that can respond to need against agreed outcomes Develop existing services so they are responsive to the needs of emerging ASB such as projects for targeted youth work.	£5,868	£5,868
Prevent and Hate Crime	Plymouth is proud to be a welcoming city and continues to monitor levels of community cohesion (and more specifically the Prevent agenda)	Develop packages of support to provide intervention options for schools and other settings. Need to explore evaluation for any follow up	£2,000	£2,000
All Safer Plymouth priorities	To ensure key analysis such as OCLPs is available for Safer Plymouth and its partners to assist with evidence based decision making, develop business plans and identify key activities. WFD	Support Safer Plymouth to develop a strong infrastructure and connect with the system to enable the delivery of the community safety outcomes within the Plymouth Plan. WFD	£30,000	£30,000

7. Risks

Areas that may pose a risk or initiatives that have previously been funded via these monies:

Theme	Initiative/concern	Budget	Recommendation
CSE	REACH team – social worker post	£30,000	<p>During 2017/18 funding for this post was established via core Plymouth City Council funding. Previous input from the local Police CSE lead suggested:</p> <p>This work has been mainstreamed and social workers continue to assess missing children for vulnerability of CSE. However, feedback suggests that we:</p> <ul style="list-style-type: none"> ▪ Maximise information sharing from Return Home interviews to improve the cities intelligence around CSE ▪ Support services to identify links between CSE, trafficking and modern slavery ▪ Explore opportunities to develop understanding of risks to children not in mainstream education ▪ Ensure our connectivity to the Peninsula CSE Steering Group
Modern Slavery	Increasing profile leading to increasing reports. There is a delay between the national commissioned accommodation service responses from point of initiating investigation. This may place pressure on already stretched emergency housing/homeless budget	Unknown Estimate?	<p>Do we consider how we embed a local pathway for accommodation into current commissioned services/complex needs for homeless?? Or is this existing practice?</p> <p>This area needs to be considered and reviewed.</p>
ASB/Emerging crime pot	Reduction in contribution	£10,000	<p>During 2017/2018 approx. £16,000 was allocated to ensure we were able to respond flexibly. Whilst a number of initiatives requested funding this did not enable us to effectively plan and monitor impact of our commissioning activity.</p> <p>The OPCC will be creating a small grants scheme for 2018/2019 and 2019/2020 with two rounds each year for funding bids. It is recommended that the partnership considers aligning reactive ASB requests to this scheme.</p> <p>Fire Service participatory small grants scheme e.g. Stonehouse</p>

8. Next Steps

8.1 Recommend that the Plymouth Integrated Commissioning Board approve the recommendations as laid out in sections 6 and 7.

8.2 Once approval has been gained, seek formal agreement from the Police and Crime Commissioner and Treasurer.

8.3 Initiate commissioning activity and wider stakeholder engagement

8.4 Provide further support to Safer Plymouth to deliver against the priorities identified within this document and the community safety outcomes within the Plymouth Plan.