



## Resident Experience Board

16 October 2015

### Community Safety Partnerships in Surrey

**Purpose of the report:** The Police and Justice Act 2006 requires local authorities to undertake annual scrutiny of Community Safety Partnerships. Surrey County Council's Resident Experience Board can meet the requirements of the Act as it has the legal power to scrutinise and make reports or recommendations regarding the functioning of the responsible authorities that comprise a Community Safety Partnership.

This paper sets out the current responsibilities of the Community Safety Partnerships and the County Strategy Group (known as the Community Safety Board) and informs the Committee of current priorities and the activity that has taken place to address them during 2014/15.

#### Introduction

1. The Crime & Disorder Act 1998 required the formation of local district/borough based Community Safety Partnerships with a duty to formulate and implement joined up strategies to tackle crime and disorder in their local area.
2. Membership of a Community Safety Partnership comprises responsible authorities, as determined by Act and amended by the Policing and Crime Act 2009. In Surrey they typically include:
  - District and borough council (responsible authority)
  - Surrey County Council (responsible authority)
  - Surrey Police (responsible authority)
  - Surrey Fire & Rescue Service (responsible authority)
  - Surrey & Sussex Probation Service (responsible authority)
  - Clinical Commissioning Groups (responsible authority)
  - Other agencies and organisations determined locally, for example the local social housing provider
3. In two tier areas such a Surrey, there is a requirement for a county-level strategy group. In Surrey the multi agency Community Safety Board fulfils this duty. Community Safety Board membership is provided in **Annex 1**.
4. The Community Safety Board is chaired by the Police and Crime Commissioner for Surrey and includes a wide range of partners that oversee the development of strategies and plans that aim to increase the sense of safety of the people of

- Surrey. The Community Safety Board works collaboratively with other county boards to ensure effective strategic join up.
5. Much of 2014/15 was dominated by Surrey's Community Safety Partnerships, rising to the challenge of implementing new tools and powers introduced by the Anti Social Behaviour Crime and Policing Act 2014. This required all responsible authorities to ensure their practitioners had the requisite skills and knowledge required to make best use of the powers, set against a backdrop of continuing reductions in resource available for delivery of this agenda.
  6. The trend for increased responsibilities on Community Safety Partnerships continues, with an emphasis now on delivering impact on the Prevent (counter terrorism) and Child Sexual Exploitation agendas.
  7. This annual scrutiny of Community Safety Partnerships provides an opportunity for committee members to:
    - Comment on achievements in the last year
    - Discuss with witnesses the value of Community Safety Partnerships, and their role in maintaining low levels of crime in Surrey
    - Explore with witnesses their preparedness for new responsibilities under the Prevent and Child Sexual Exploitation agendas and in particular the challenge of managing and resourcing this new activity
    - Consider which issues covered in this report could benefit from further, more in-depth, scrutiny

## Local Delivery Structures

8. A diagram showing the Community Safety Partnership Delivery Structure is provided in **Annex 2**.
9. Each CSP has a Community Incident Action Group (CIAG)<sup>1</sup> and Joint Action Group (JAG)<sup>2</sup> to support the delivery of priorities set out in local partnership plans.
10. Although Community Incident Action Groups are well established, in recent years the landscape has changed significantly with the introduction of new legislation and the development of Surrey-wide partnerships and services dealing with our most challenging individuals, for example:
  - Adolescent Early Help Services
  - Multi-agency Risk Assessment Conference (Domestic Abuse)
  - Channel Panel (prevent - counter terrorism)
  - Family Support Programme
  - Multi Agency Safeguarding Hub (MASH)
  - MAECC (Missing and Exploited Children Conference)
11. Recognising this changing landscape, a multi agency review group is now looking at how effectively our Community Incident Action Groups are operating,

---

<sup>1</sup> CIAGs will discuss and agree action to reduce the negative impact that problem individuals and families have on the wider community through their anti social behaviour.

<sup>2</sup> JAGs address crime and disorder issues that have been identified through the analysis of intelligence and statistical information provided by partner agencies, often linked to specific locations.

with a view to developing new guidance, and seeking agreement on future ways of working. The review group will be asking:

- Are they fit for purpose?
- What's working well and not so well?
- How do we best respond to increasing demands with reducing resources?
- What opportunities are there for cross border working?
- What support do Community Incident Action Groups need to ensure their effective operation?
- Is multi agency crime and disorder information sharing working effectively?
- What is the role for Community Incident Action Groups in this new landscape?

### **Review of the East Surrey Community Safety Partnership**

12. The East Community Safety Partnership is a merger of Reigate & Banstead, Tandridge and Mole Valley, coming together to provide enhanced strategic leadership to reduce crime and disorder, increased efficiencies through a reduction in meetings for County-wide partners, and reduced bureaucracy through a single Community Safety Delivery Plan for shared issues.
13. Having been established for 12 months, a recent review indicated that members were on the whole positive about the benefits of the merged Community Safety Partnership, particularly in terms of closer collaboration, information sharing, funding opportunities and saving officer time.
14. It was acknowledged that it is still in its infancy and that some improvements could be made, mainly around administrative processes, and ensuring key strategic updates and emerging issues are included in agenda planning.
15. A further, more in-depth review will be undertaken in 12 months time.

### **Joint Enforcement Teams Pilot – One Year On**

16. In 2013 the Police and Crime Commissioner for Surrey proposed the establishment of Joint Enforcement Teams to take a zero tolerance approach to address low level crime, anti social behaviour, on street parking management and environmental crime.
17. Two pilots (in Reigate and Banstead and Spelthorne) agreed by the Community Safety Board, sought to test the vision of the PCC that in Surrey an integrated model could be adopted where co-located council officers and police officers deal quickly with problems and improve the public's sense of safety by making the most of all the legal powers available to them. By collaborating, people causing persistent nuisance and concern to residents can be dealt with robustly.
18. In June 2015 the JET Governance Board commissioned a one year review of the project. The aim was to understand what had gone well and what lessons had been learnt from the pilots. A summary of this review is provided in **Annex 3**.

## The Surrey Picture

19. The key countywide priorities for Surrey, identified through the Surrey Single Strategic Assessment, and overseen by the Community Safety Board include:
- Anti Social Behaviour
  - Domestic Abuse
  - Drugs and Alcohol
  - Mental Health

### Performance

20. Overall crime levels have increased slightly on the same period last year. This is due to increases in reported levels of violent crime and sexual assaults; which in part continues to represent increased confidence in reporting sensitive matters to Surrey Police, for example domestic abuse. It is also worth noting that there have been changes to the way certain incidents are categorised, which will impact on performance figures. There has however, been a notable reduction in the level of serious acquisitive crime and a reduction in the level of domestic burglary has been sustained. A summary of Surrey Police performance is provided in **Annex 4**.
21. Supplementary to the above, **Annex 5** provides performance comparisons for district and borough Community Safety Partnership areas against priority crime types per 1,000 households for the 12 months 1 July 2014 – 30 June 2015.
22. The table below shows a selection of local liveability factors from the Surrey Residents Survey that are most closely associated with anti social behaviour and the percentage of residents surveyed who reported they were a very or fairly big problem in their neighbourhood. Each year, 6,600 people are interviewed for this survey, 600 from each of the eleven districts and boroughs.

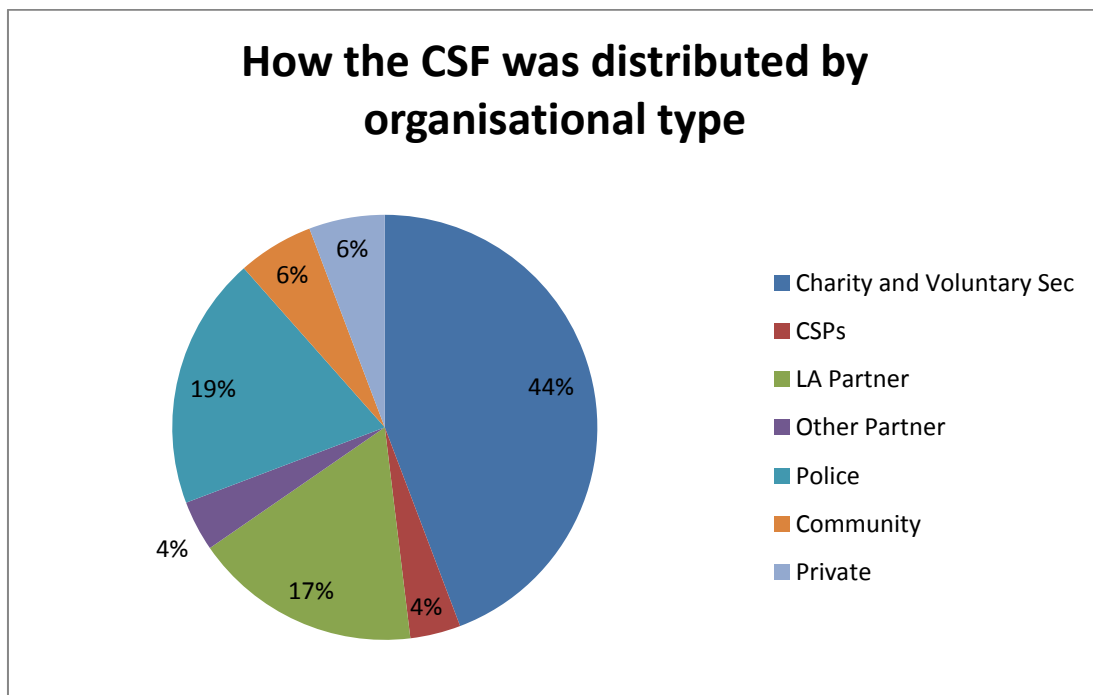
Issue (perception of)	% Very or fairly big problem		% change
	2013/14	2014/15	
Anti social or inconsiderate parking	33.8	34.6	0.8
Drunk or rowdy behaviour in public places in neighbourhood	8.4	7.9	-0.5
Graffiti and litter lying around in neighbourhood	18.6	18.4	-0.2
Parents not taking responsibility for the behaviour of their children in neighbourhood	16.9	14.7	-2.2
People cycling/skateboarding on pavements in neighbourhood	12.1	13.1	1
People not treating other people with respect and dignity	9.4	8.9	-0.5
Problem or noisy neighbours in neighbourhood	7.4	6.3	-1.1
Speeding motorists and anti-social driving in neighbourhood	39.3	38.6	-0.7

Teenagers hanging around on the streets in neighbourhood	16	12.9	-3.1
--	----	------	------

23. Surrey continues to be one for the safest place to live in England and Wales, achieving the 3rd lowest rate of recorded crime and anti social behaviour out of 43 police force areas (based on crimes per 1000 population during the 12 months to December 2014).

### Community Safety Fund

24. The Community Safety Fund is awarded to the Police and Crime Commissioner by the Home Office. From April 2014 the Community Safety Fund was incorporated permanently into the main police grant. In doing so, Police and Crime Commissioners had greater control over how they use their resources to fund policing and community safety projects.
25. In Surrey, the Police and Crime Commissioner decided to create a local fund to ensure he could continue to support community safety projects. The fund for 2014/15 totalled £623,370. Of that fund, £100,000 was allocated to the pooled budget held by Surrey County Council’s Community Safety Team, for domestic abuse outreach services. The Community Safety Fund is open, but not limited to, bids from Community Safety Partnerships. Any organisation, statutory or voluntary, can submit bids to this fund.
26. Over the course of the financial year 2014/15 the PCC approved 52 applications and the total funding allocated was £470,445.10. In addition £51,966 was awarded to Reigate & Banstead and Spelthorne Borough Councils for delivery of the Joint Enforcement Team pilots. This funding was used to provide vehicles, uniforms, training and body worn cameras.



27. In 2015/16 the Police and Crime Commissioner has maintain the Community Safety Fund and allocated £690,920.

## Countywide Priorities

### Anti Social Behaviour

28. Surrey County Council's Community Safety Team, continues to work closely with Surrey Police as part of the Multi Agency Anti Social Behaviour Strategy Group, to give strategic direction, guidance and advice to Community Safety Partnerships in response to the Anti Social Behaviour Crime and Policing Act 2014.

#### Community Protection Notices

29. Of particular note during 2014/15 was the agreement of a single Surrey framework for the use of Community Protection Notices to support Community Safety Partnerships in the implementation of this new power and ensure a consistent approach across the County.
30. Community Protection Notices are a flexible tool that will allow officers from local authorities, the police and housing providers to deal with anti social behaviour complaints that often fall outside of the usual statutory thresholds, such as Statutory Noise Nuisance, but where the behaviour is still having a detrimental effect on the quality of life of those in the locality; is persistent or continuing nature; and unreasonable.
31. Surrey County Council's Community Safety Team have secured funding from the Office of the Police and Crime Commissioner to provide quality multi agency training over two days in November 2015 to 60 officers from across Surrey that will have been delegated authority to issue Community Protection Notices. Attendees will be expected to take a positive, proactive approach to the use of Community Protection Notices.
32. The Surrey Anti Social Behaviour Strategy Group intends to monitor the use of Community Protection Notices and the positive outcomes achieved for Surrey residents and report back to the Community Safety Board on the extent and success of their use.

#### The Community Trigger

33. Following the agreement of the Surrey Community Trigger Framework last year, all Community Safety Partnerships have now made the application process available to residents via district and borough council websites.
34. The Community Trigger is intended to empower communities and protect victims of anti social behaviour by giving them the right to demand action be taken, starting with a review of their anti social behaviour case. As with any new legislation, implementation can present difficulties, particularly in the case of the Community Trigger which is, essentially, inviting victims to highlight deficiencies in the response they have received so far. Add to this that a Community Trigger will almost certainly require the lead officer to question the performance of

colleagues both internally and in partner agencies, this creates a significant challenge for all involved.

35. To date, only Guildford Community Safety Partnership has received any Community Trigger submissions. The Community Safety Board does not consider this evidence of a particularly high prevalence of anti social behaviour in Guildford, but that Guildford Community Safety Partnership recognise the importance of this tool in tackling the most persistent anti social behaviour problems and are actively encouraging its use.
36. Further information about the tools and powers available to tackle anti social behaviour is now available at: [www.surreycommunitysafety.org.uk](http://www.surreycommunitysafety.org.uk)

## **Domestic Abuse**

37. Surrey Police recorded 13,931 incidents of domestic abuse in 2013/14. This comes at an average of 38 every day, an increase of 11.6% compared to 2012/13 (figures from the Office for National Statistics).
38. Domestic Abuse is a key theme for the Community Safety Board with work to tackle domestic abuse and its impacts driven by the Domestic Abuse Strategy. This strategy has an annual work plan that co-ordinates actions and activity to create and improve services for those affected by domestic abuse.
39. In 2014/15 the work plan consisted of the following actions and activities:
  - Development of a Domestic Abuse Check list for Children Services
  - Targeted service for children and young people affected by Domestic Abuse
  - Creation of a Healthy Relationship package in Surrey Schools
  - Adult and Family Education Programmes
  - Early Identification of Domestic Abuse in Health settings – IRIS Project<sup>3</sup> in GP Surgeries
  - Contributing to the development of a Multi Agency Safeguarding Hub (MASH)
  - Implementation of Domestic Violence Protection Orders and Notices
  - Research into Perpetrator Programmes and the management of perpetrators
  - Analysis of a whole systems approach to identifying and responding to Domestic Abuse
  - Domestic Abuse Communications and Awareness Work
40. All work areas have see significant progress and have resulted in new services now in place; new tools and powers being utilised to good effect by Surrey Police; publicity and communications work increasing the confidence of victims to report incidents of Domestic Abuse; and research and policy work that has given clarity and direction to possible new developments.

---

<sup>3</sup> IRIS is general practice based and flags up increased risk of domestic abuse based on a person's attendance at the surgery and aims to improve the number of GP referrals to relevant support services. It allows effective intervention to take place at an earlier stage therefore reducing the risk and harm to victims.

41. This work was taken forward by staff from Surrey County Council, Surrey Police, District and Borough Councils, Health, and Voluntary Sector colleagues. Work on domestic abuse involves people from a wide range of organisations and significant co-ordination which has been provided by Surrey County Council's Community Safety Team.
42. The work streams outlined above are predominantly new work and it is important to note the vital ongoing work delivered by voluntary organisations providing services to victims and survivors of domestic abuse through outreach and refuge provision. These services are supported by funding from the County Council, Surrey Police, the Office of the Police & Crime Commissioner, and the district and borough councils.
43. As well as its co-ordination role the Community Safety Team has liaised and maintained links with a range of strategic boards to inform and update them on the progress of the work plan including, amongst others:
  - Children & Young People Partnership Board
  - Surrey Safeguarding Children Board
  - Surrey Safeguarding Adults Board
  - Health & Wellbeing Board
44. The main focus of domestic abuse development work in 2015/16 is research and development of a potential perpetrators programme, a review and refresh of multi agency training and re-commissioning of outreach services.

### **Substance Misuse**

45. The Substance Misuse Partnership has the primary role with regard to Drug and Alcohol issues, with Surrey County Council taking the lead on the development of the Substance Misuse Strategy (2014-17) on drugs and alcohol.
46. Key areas of work for the Substance Misuse Partnership include:
  - Development of the Public Health Agreement for Alcohol Identification and Brief Advice in Primary Care
  - Dry January 2015 campaign which saw an increase in take up of 1,089 individual signups (280%) on Dry January 2014
  - Contract award and mobilisation of the Integrated Offender Intervention Service and the commissioning and procurement for the Treatment System, Building Recovery in communities.
47. The Community Safety Board provides accountability and scrutiny for the work of the Surrey Substance Misuse Coordination Group. It owns the Surrey Substance Misuse and Alcohol Strategies and oversees the delivery of the work programme of the Coordination Group.
48. The Community Safety Board also provides the strategic link between the Substance Misuse Partnership and the local Community Safety Partnerships, who often see, and have to deal with the consequences of, chaotic alcohol and drug use through referrals to their local Community Incident Action Group, Joint Action Group and Multi Agency Risk Assessment Conference meetings.



## New Psychoactive Substances (Legal Highs)

49. An issue of increasing concern is the prevalence of New Psychoactive Substances. Work relating to prevention, education and treatment is being led by Public Health Surrey, alongside enforcement action taken by Trading Standards, working closely with Surrey Police.
50. The Psychoactive Substances Bill is currently progressing through parliament and proposes to make it an offence to produce, supply, offer to supply, possess with intent to supply, import or export psychoactive substances; that is, any substance intended for human consumption that is capable of producing a psychoactive effect. The maximum sentence will be 7 years' imprisonment.
51. Trading Standards have expressed a willingness to lead on local authority enforcement, or to adopt a co-ordinating role for all local authority enforcement action in Surrey, following consultation with partners.
52. The Community Safety Board will be monitoring the Bill's progress through parliament and supporting a joined up approach to its implementation.

## **Mental Health**

53. Mental Health is a priority for the Health and Wellbeing Board however there are significant links between the Mental Health and the Community Safety/Criminal Justice agendas. The Community Safety Board are supporting the delivery of better outcomes for those individuals with mental health issues that find themselves coming to the attention of the police and other Community Safety partner agencies.
54. The commitment from partners to work together more effectively has led to significant progress against the Effective Crisis Care priority, including:
  - The number of people held in police custody, rather than a health based place of safety, down from 19% in 2013-14 to 5% in 2014-15 (Individuals being removed to a place of safety under section 136 of the Mental Health Act).
  - Launch of Safe Haven 'Crisis Cafe', an out of hours drop in for people who think they are experiencing a mental health crisis. The first has been set up in Aldershot, but they will be rolled out across Surrey with plans for six cafes. The Safe Haven is thought to have resulted in a 33% additional reduction in admissions to mental health inpatient beds for the Farnham and north-east Hants Clinical Commissioning Group.
  - Health professionals working with the Surrey Police Contact Centre to provide a triage service for calls related to mental health and signposting to the most appropriate help and support.

## **New Responsibilities on Surrey CSPs**

### **Prevent**

55. The Counter Terrorism and Security Act 2015 was given Royal Assent on 12 February 2015. The Prevent Strategy in Surrey is currently delivered through a Prevent Partnership Group previously co-ordinated by Surrey Police. However, the Act makes it clear that local authorities have the duty to lead on delivery of this group and to monitor the impact of Prevent work.
56. Surrey County Council has therefore been identified as the lead agency in the delivery of the Prevent Partnership Group, with the support of Surrey Police.
57. To achieve effective compliance with the duty, Surrey County Council must demonstrate evidence of productive co-operation, and co-ordination through existing multi-agency forums, including Community Safety Partnerships.
58. The Act also states that each local authority must ensure that a panel of professionals is in place with the function of assessing the extent to which identified individuals are vulnerable to being drawn into terrorism, known as Channel Panels. Currently, Channel Panels are held as part of the district and borough Community Incident Action Group meetings, however under the Act, they no longer provide the appropriate process to manage Channel cases and a specific Channel Panel process chaired by Surrey County Council is being established.

### **Child Sexual Exploitation**

59. Following investigations into Child Sexual Exploitation in Rotherham Metropolitan Borough Council, the Government invited Louise Casey to lead an investigation. The resulting report particularly highlighted the role of community safety in tackling Child Sexual Exploitation.
60. Surrey Safeguarding Children Board rightly have the lead role with regard to Child Sexual Exploitation, alongside Surrey County Council's Children, Schools & Families directorate; however, the Community Safety Board will support this agenda by ensuring that Community Safety Partnerships are engaged and actively seeking opportunities to impact on this issue.
61. The Community Safety Board have strongly recommended that district and borough councils, in light of the findings of the Casey Report, consider reviewing the licensing, regulatory and enforcement powers available to them to disrupt perpetrators, for example, taxi licensing, businesses of concern, known hot spot areas, and their role in safeguarding the public realm.
62. There is a growing body of research into CSE but much of this research does not give a clear picture of the extent of CSE in the UK. What is clear is that CSE poses a very real threat to some young people on a daily basis and the public expectation is that all relevant agencies give it their up most attention. With this in mind the Surrey Safeguarding Children Board Child Sexual Exploitation

Strategy and work plan is a multi-agency strategy that reflects the joint responsibility of partner agencies to address this issue.

### **Community Safety Partnership Activity on County-wide Priorities**

63. For the purpose of this report district and borough CSPs were asked to provide examples of action taken locally that impact on the key county-wide priorities. A summary of responses is provided in **Annex 6**. This annex does not represent all local activity, just those key activities that Community Safety Partnerships consider to have made the most impact on county-wide priorities.

### **Conclusions:**

64. This report is produced to brief members on the background and scope of the work of the Community Safety Board and local district/borough Community Safety Partnerships. The two tier arrangements in Surrey provide an excellent opportunity to identify common themes and work collaboratively across district/borough borders where appropriate, whilst maintaining the ability of district/borough based Community Safety Partnerships to develop bespoke responses to address the needs of their local communities.
65. Despite continuing reductions in public funding and staff available to deliver and support community safety partnership work, Surrey continues to benefit from low levels of crime and increasingly effective partnership working has played a key role in this achievement.
66. The Community Safety Board continues to achieve improvements in county wide strategic join-up and service delivery on cross cutting issues, particularly Domestic Abuse, Mental Health and Anti Social Behaviour and the developing work steams around Prevent (counter terrorism) and Child Sexual Exploitation. This is despite the fact that no statutory authority exists that allows the county Community Safety Board to hold local Community Safety Partnerships to account.
67. Work delivered by the Community Safety Board and local Community Safety Partnerships contributes significantly to improvements in resident experience and the achievement of the goal in Surrey County Council's Corporate Strategy to "Work with partners to tackle issues that make residents less safe".

### **Recommendations:**

68. Members are asked to:
- a) Comment on achievement highlighted in the report, particularly against a setting of continuing reductions in resources available to undertake community safety partnership work
  - b) Discuss with witnesses the value of community safety partnerships, and their role in maintaining low levels of crime in Surrey
  - c) Explore with witnesses their preparedness for the new responsibilities under the Prevent and Child Sexual Exploitation agendas and in particular the challenge of managing and resourcing this new activity
  - d) Consider which issues covered in this report could benefit from further, more in-depth, scrutiny.

**Report contact:** Louise Gibbins, Community Safety Officer

**Contact details:** Tel: 0208 541 7359 Email: [louise.gibbins@surreycc.gov.uk](mailto:louise.gibbins@surreycc.gov.uk)

**Annexes:**

1. Community Safety Board Membership
2. Diagram of Community Safety Partnership Delivery Structure
3. One year review of Joint Enforcement Teams Pilot
4. Summary of Surrey Police Performance
5. Community Safety Partnership Comparisons Against Priority Crime Types
6. Local Community Safety Partnership Activity on Countywide Priorities