

**-HAMPSHIRE COUNTY COUNCIL****Decision Report**

<b>Decision Maker:</b>	Executive Member for Policy and Resources
<b>Date:</b>	9 June 2011
<b>Title:</b>	Hampshire Community Safety Agreement funding support
<b>Reference:</b>	2947
<b>Report From:</b>	Chief Executive

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## **1. Executive Summary**

- 1.1. The purpose of this paper is to consider the County Council's financial support for the Hampshire Community Safety agreement based on the Home Office Community Safety Fund.

## **2. Contextual information**

- 2.1. The County Council has in recent years received a grant from the Home Office to support the activity of local partners in meeting agreed community safety priorities. The priorities are agreed at the local level through district and borough community safety partnerships (CSPs) and at the county level through the Hampshire County Strategy Group for Crime and Disorder (CSG).
- 2.2. The statutory role of the CSG is to bring together partners, including all the district partnerships, to agree where activity can best be co-ordinated across the county. The outcome is expressed in the Hampshire Community Safety Agreement which sets out the common priorities and main delivery mechanisms. The Hampshire Community Safety Agreement has been reviewed for 2011-13 and was agreed by the Hampshire County Strategy Group for Crime and Disorder in March 2011.
- 2.3. The Home Office funding to address community safety priorities through partnership commissioned activity, has been subject to successive cuts over previous years. The Community Safety Fund allocation for 2011-12 and indicative allocation for 2012-13 represent significant further reductions.
- 2.4. The Government is due to publish its revised Crime Strategy in 2011 but a number of themes have emerged in draft legislation and consultations. Specifically, the Police Reform and Social Responsibility Bill proposals include the introduction of a Police and Crime Commissioner (PCC) in

Hampshire who will play a leading role in promoting community safety from 2012-13 working with community safety and criminal justice partners.

- 2.5. There are other significant proposed changes to the way some services relevant to community safety outcomes are commissioned and delivered, notably in the field of health and public health and the formation of the new Public Health England. Locally, for example, drug and alcohol treatment services have been drawn together into a new integrated framework. This will closely support community safety and criminal justice services such as Integrated Offender Management (IOM), to combat the harm caused by substance misuse and support recovery and reintegration. This will require further work with partners, especially within the voluntary and community sector.

### **3. Hampshire Community Safety Agreement**

- 3.1. This revised Agreement focuses on what the partners agree are the most critical activities in the face of severe financial constraints. The principles for future collaboration are:
- Back office efficiencies will help protect resources for the front line
  - Focus on those people who cause most harm, those who are most vulnerable and those places where most problems arise
  - An increased focus on early intervention approaches to address long term outcomes and costs to the public sector
  - Support communities and the voluntary sector to play a strong role.
- 3.2 The strategic assessments undertaken across Hampshire highlight that, in very broad terms, the main and common community safety problems which require agencies to work together are:
- Anti-social behaviour
  - Domestic abuse
  - Public disorder and violence associated with the night-time economy and alcohol
  - Acquisitive crime
  - Criminal damage.
- 3.3 The key drivers for these problems relate to:
- Personal, family, social and environmental risk factors for criminogenic behaviour, linked to risk factors for wider social exclusion, often determined at a young age
  - Misuse of alcohol, the night-time economy environment and alcohol-related violence
  - Substance misuse and the impact of the need to finance addictive use
  - Opportunity and vulnerability.

3.4 The Community Safety agreement contains four objectives:

**3.4.1 Objective 1: Address those who cause most harm to communities**

It is estimated nationally that approximately 10% of the active offender population account for half of all crime and that a very small proportion of offenders (0.5%) are responsible for one in ten offences. Some of the most prolific crimes relate to domestic abuse. An Integrated Offender Management (IOM) model has been developed in Hampshire which provides a co-ordinated set of interventions for a targeted cohort of offenders. The IOM model brings together Probation, Police, Prison and specialist providers of intensive case management of those offenders who cause the most harm or have a high risk of re-offending. This includes prolific offenders; those with multiple arrests in police custody; short term custody prison releases, those not complying with community orders and certain offenders with drug or alcohol problems. This is in addition to the statutory provision by the Probation Service for those sentenced to more than 12 months. Close working arrangements are being developed between IOM and a range of other safeguarding procedures. Moving forward, it is also important to develop further integration between IOM and reparation to victims.

**3.4.2 Objective 2: Support those who are most vulnerable**

According to the 2010 British Crime Survey (BCS), 73 offences have been recorded per 1,000 Hampshire residents over the previous year, compared to 77 nationally. Those who often suffer the highest volume of crime and some of the most serious violent crimes are victims of domestic abuse. Other results from the BCS nationally show:

- 28% of 16-59 year olds have experienced domestic (partner or family) violence since the age of 16
- Partner (non-sexual) abuse was the most common type of intimate abuse experienced since the age of 16
- In 74% of domestic violence cases in the last year, the victim of partner abuse told someone what happened, but only 13% reported the abuse to the police
- 29% of victims thought domestic violence is 'just something that happens', and not necessarily a crime
- 43% of murders in Hampshire in 2009/10 were domestic-related.

The Police and Victim Support provide standard services for victims of crime. There are also a range of crime prevention activities provided by the wider voluntary sector linked to wider well-being issues. Given the financial outlook, all partners need to consider how they can support and empower communities to develop resilience, vigilance and mutual support for neighbours in line with the 'Big Society.' Locally partners are working to co-ordinated responses to vulnerable and repeat victims of anti-social behaviour.

The multi-agency risk assessment conference arrangements (MARAC) for high-risk domestic abuse cases has been firmly established and is under further independent review sponsored by the Home Office. A basic level of domestic abuse accommodation and outreach services across the county is

commissioned from the voluntary and community sector through the Supporting People partnership programme, supplemented by local and voluntary provision. The Crime and Disorder Group has agreed to the development of a basic Independent Domestic Violence Advisor (IDVA) service to cover the county. This has attracted additional external funding from the Home Office. The Partnership also supports the ADAPT perpetrator programme which is being developed both in the community and within HM Prison, Winchester. The IOM service will also identify and case manage some domestic abuse offenders, with an additional focus around alcohol-related violence.

### **3.4.3 Objective 3: Target locations where most crime and anti-social behaviour is committed**

Antisocial behaviour is consistently highlighted as a significant problem in every local Community Safety Partnership (CSP) assessment and community consultation exercise. In Hampshire, Violence Against the Person still account for the highest number of offences of all violent crime categories. The most common victim/offender relationship within alcohol related violence is between strangers. This is most prevalent in areas and time spans linked to alcohol and the night-time economy. The Police Reform and Social Responsibility Bill includes provision to overhaul the Licensing Act to give more powers to local government and the police to tackle any premises that are causing problems, doubling the maximum fine for persistent underage sales and permitting local authorities to charge more for late-night licenses to contribute towards the cost of policing the late-night economy.

Local problems of anti-social behaviour and violence associated with alcohol and the night time economy represent some of the main areas of activity for neighbourhood policing and local CSPs. All areas across Hampshire have shown reductions in anti-social behaviour indicating that local responses have worked and should be maintained. Community Safety partnerships have developed local processes for problem solving, tasking and co-ordinating activity between partners including linking into other services such as licensing, environmental services and family and children's social workers, CCTV, the extended policing family, test purchasing and youth services. There are also many examples of effective activity delivered by the voluntary and community sector (eg Street Pastor Schemes), some of which are commissioned or supported locally by CSPs. It is recognised that local CSPs have an important continued role in local problem solving and co-ordinating local responses, including local commissioning of activity.

### **3.4.4 Objective 4. Longer term preventative approaches**

Social exclusion and poor outcomes, often determined at a young age, are critical risk factors for offending. The cost of addressing these factors increases as behaviours become more entrenched. Studies have shown that families with complex problems can often result in significant costs to public services over a prolonged period. Early intervention and prevention can

deliver better outcomes and are more cost-effective than responding to incidents as they happen.

There is currently a very complex landscape of services and interventions which address criminogenic or anti-social symptoms either specifically or incidentally. Much of this activity is co-ordinated through partnership arrangements. The voluntary and community sector plays a hugely important role, whether independently or in the delivery of commissioned services. Funding for wider preventative work is subject to very significant cuts which will require transformation in working arrangements, a real focus on the critical activities and further consideration of how prevention can save long term costs to the public purse. The success of the Youth Inclusion and Support programmes, led by the Wessex Youth Offending Team alongside local partners remains a priority for the partnership as do some of the Family Intervention Programmes which have been piloted over the past couple of years. The CSG proposes that there should be continued financial support for these schemes and that there should be closer integration between these and with other interventions which target individuals and their families.

#### **3.4.5 Objective 5. Effective information management**

The County Council has led a partnership project to develop an information management suite to support community safety objectives. SafetyNet and Command Central provide effective operational and management information tools. CrimeReports will replace CADDIE as a significantly enhanced and interactive public facing crime and disorder information tool. This is in the final stages of testing and has been recognised by the Home Office as a vanguard in the development of publicly available crime and disorder information and in line with the 'Big Society' objectives. The partners are also reviewing current analytical business requirements and models of delivery to achieve greater efficiency.

#### **4. Finance**

- 4.1. The Home Office has introduced the Community Safety Fund (CSF), which is a specific revenue grant. It replaces the previous Safe and Strong Communities Grant (SSCG) which included a revenue and capital element amounting to £1167,400 in 2010/11. The allocation of £1,034,957 for 2011-12 represents a comparative reduction of 31% and the indicative allocation of £523,587 for 2012-13 represents a comparative reduction of 66% (an average of 48% over the two years). The funding basis has changed with the new CSF including the Young Persons Substance Misuse Grant and the Drug and Alcohol Action Team Partnership Fund. It is proposed these be maintained and treated separately.
- 4.2 The Home Office has announced that the proposed Police and Crime Commissioner will, at the earliest opportunity, have responsibility for the new Community Safety Fund. It is therefore likely that the County Council will not be the direct recipient of any Community Safety Fund beyond 2012-13.

- 4.2. The CSG propose to spread this reducing grant more evenly over the two years by allocating £940,000 in 2011-12 and £618,544 in 2012-13.
- 4.3. The proposed allocations for 2011-12 and indicative allocation for the 2012-13 financial year to support the Hampshire Community Safety Agreement objectives under section 3 (above) is as follows:

	<b>2010-11 allocations</b>	<b>Proposed budget 2011-12</b>	<b>Indicative proposals 2012-13</b>
	<b>£</b>	<b>£</b>	<b>£</b>
<b>Proposed transitional CSF allocation over 2 years</b>		<b>940,000</b>	<b>618,544</b>
<b>Less Items previously in SSC now incorporated in the CSF</b>		<b>152,000</b>	<b>73,000</b>
Young Persons Substance misuse contract: Catch 22	117,000*	114,500	35,500
Drug and Alcohol Action Team Partnership Grant	95,200	37,500	37,500
<b>For allocation to support the Hampshire CSA</b>		<b>788,000</b>	<b>545,544</b>
Domestic Abuse IDVA contract and ADAPT Perpetrator scheme	218,000	218,000	150,000
Integrated Offender Management scheme	274,400	274,400	153,544
Youth Inclusion and Support and Family Intervention Projects	91,000	100,000	100,000
Information Management Suite	34,800	18,000	17,000
Local interventions to address Antisocial behaviour and night-time economy related violence and criminal damage	633,000	177,600	125,000

\* Home Office element

- 4.4 The allocations in support of the Community Safety Agreement represent a contribution towards the overall costs of activities which are met from a variety of sources including central government grants and other mainstream partner resources.
- 4.5 In relation to the local interventions to address anti-social behaviour and night-time economy related violence and criminal damage, it is proposed to distribute the £177,600 to local CSPs based on the funding distribution formula used in recent years. It was agreed that such allocations would be subject to the receipt by the County Council of satisfactory individual spending plans against which progress will be monitored by the County Strategy Group. The Executive Member for Communities and International Affairs is satisfied with the spending plans which have all been submitted.

## 5. Performance

- 5.1. The County Strategy Group is supported by a Core Group led by the Assistant Chief Constable (Territorial Operations). The Core Group will assess the activity undertaken and outcomes in relation to each element of this budget and report the CSG on a six-monthly basis.

**6. Recommendation**

- 6.1. To agree the allocation of the Community Safety Fund to support the Hampshire Community Safety Agreement as set out in section 4.3 of the report.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	yes
Corporate Improvement plan link number (if appropriate):	

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

Hampshire Community Safety Agreement

[http://www3.hants.gov.uk/community\\_safety\\_agreement\\_2011-13.pdf](http://www3.hants.gov.uk/community_safety_agreement_2011-13.pdf)

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

- 1.1. The main reductions in FY 2011-12 relate to funding for local Community Safety Partnerships. The County Council is working with partners to ensure that there is improved co-ordination, increased efficiency and thereby reduced overall impact of funding reductions on outcomes. It also expects that local partnerships will work to understand and address specific local equality impacts of specific local decisions and activity. For FY2012-13, the major reductions will relate to the main integrated Offender Management and Domestic Violence Independent Advice programmes. The partnership will be developing proposals for sustaining or amending provision and equality impacts will undertaken for each element.

### **2. Impact on Crime and Disorder:**

- 2.1. The report relates to a strategy and funding to identify and address crime and disorder priorities.

### **3. Climate Change:**

- a) How does what is being proposed impact on our carbon footprint / energy consumption?
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?