

East Riding Community Safety Partnership

Strategic Plan: 2017-2021¹

(v4.1 FINAL after CSP amendments)

¹ This plan will be annually reviewed and updated if appropriate.

Foreword to Crime Plan – Councilor Shaun Horton, Cabinet Member and Portfolio Holder for Community Involvement and Council Corporate Services

On behalf of East Riding Community Safety Partnership, I am delighted to introduce the crime and disorder plan in our area for 2017-2020. This is based upon many sources of information, including Police, Fire and Rescue, Probation and other agency data. Crucially, we have also undertaken a wide ranging public survey of our residents and how they view the crime and community safety issues in their local area.

This year, we are heartened to be working more closely with some of our major funders, including the Police and Crime Commissioner, in developing plans which allow us to focus more clearly on *outcomes* rather than *outputs* or simply measuring how ‘busy’ we all are. What matters to the people who live in our towns and villages is how safe they *are* and how safe they *feel*. Therefore, this is the overall outcome to which we will be working alongside the aligned outcomes of colleagues in Humberside Police (Police & Crime Plan) and East Riding of Yorkshire Council (Community Plan 2016-2020). Everything we do leads into this overall aim and outcome. At the same time as aligning our plan with partner organisations and government objectives, we feel it is crucially important to reflect the distinctiveness of the East Riding of Yorkshire in our thoughts. The strength of our Neighbourhood Watch and Farmwatch networks is testament both to the rich civic pride that exists in many parts of the area and also to the generally-felt feeling that East Riding is a safe place in which to live.

A Note on Rurality

The East Riding of Yorkshire is distinctively rural but with several major urban areas and conurbations. The East Riding’s Rural Partnership published a strategy a little while ago and it is worth reproducing a key passage from that document here:

“The National Rural Crime Network Survey, True Cost of Crime in Rural Areas (2015), which involved over 17,000 people, sought to provide a body of information to improve national awareness of crime in rural areas. The survey Found that the cost of crime to rural communities was £800 million – equivalent to £200 for every household in the countryside.”

With this in mind it is essential that interventions developed by and with local partnerships are properly “rural proofed” in other words, they need to be fit for purpose for distinctively rural communities.

Outcome Based Accountability

The Outcomes Framework is underpinned by Outcomes Based Accountability methodology (OBA) developed by Mark Friedman, an American public policy maker. OBA is a disciplined way of thinking and taking action, and asks “is anybody better off” as a result.

The Community Safety Partnership will adopt and embed OBA methodology over the next three years of this Partnership Plan to reduce crime and improve community safety, and develop indicators and performance measures that contribute towards achieving the outcome that all people in East Yorkshire “feel safe and are safe”.

Understanding the basics of Outcomes Based Accountability

OBA starts with focusing on the desired end result and then working backwards step by step to understand what is required to achieve the end result or outcome.

When developing local activity the Community Safety Partnership will adopt and consider the key principals of OBA as follows:

- Outcomes - The conditions of well-being we want for our children, families and wider communities as a whole.
- Indicators - How we measure these conditions.
- Baselines - What the measures show about where we've been and where we are headed.
- "Turning the Curve" - What success looks like if we do better than the baseline.
- Performance Measures - How we know if programmes and activities are working by asking three simple questions: 'How much did we do?', 'How well did we do it?', 'Is anyone better off?'

Office of the Police and Crime Commissioner (OPCC)

What is the role of the Police and Crime Commissioner?

Amongst other things, the Police and Crime Commissioner (PCC):

- Links the police and communities
- Is elected by the public to make the police answerable to the communities they serve
- Sets the strategy for policing and community safety
- Takes account of national **policing** priorities
- Hires the Chief Constable and holds him/her accountable for the performance of the Force
- **(Crucially for the CSP)** Works in partnership with other community safety organisations and partnerships and;
- Commissions a range of services to deliver the Police and Crime Plan.

The PCC currently has three key aims:

- 1) To deliver increasingly self-sustaining and safe communities in the Humber area.
- 2) To build public confidence in the agencies involved in creating safer communities.
- 3) To provide services to victims and the most vulnerable that meets their needs.

The CSP will take account of all the aims above in prioritising its objectives for the next planning cycle as it is important that there is a clear link between the complementary aims of all the partnerships and organisations which have a role in delivering improved community safety outcomes for the East Riding of Yorkshire.

About the Partnership

The East Riding Community Safety Partnership (CSP) is a multi-agency strategic group set up following the Crime and Disorder Act 1998. The CSP is also the delivery group responsible for partnership work in relation to the East Riding Community Plan priority 'East Riding Residents Feel Safe', with the priorities within Community Plan, the Police and Crime Plan, and this Community Safety Plan aligned. The partnership approach is built on the premise that no single agency can deal with, or be responsible for dealing with, complex community safety issues and that these issues can be addressed more effectively and efficiently through working in partnership. It does this by overseeing the following:

- Partnership Outcomes
- Leadership and Partnership Working
- Performance Management & Monitoring (through indicators, measures and "proxy" measures which give us a good idea if something is working)
- Resource Management & Value for Money
- Community Engagement

Representation on the CSP is through attendance by senior officer / person within that organisation with the authority to make strategic decisions on behalf of their agency/organisation.

Partners bring different skills and responsibilities to the CSP. Some agencies are responsible for crime prevention while others are responsible for intervention or enforcement. Some have a responsibility to support the victim and others have a responsibility to work with the perpetrator. Ultimately the CSP has a duty to make East Riding of Yorkshire a safer place for everyone. This is the outcome that we are working towards and forms the basis of our accountability to the public.

Governance

The Crime and Disorder Act 1998 requires 'responsible authorities' i.e. Local Authority, Police, Police Authority, Health, Fire Service to co-operate and collaborate in order to:

- prepare a strategic assessment at least once a year.
- prepare and implement a rolling partnership plan, that will be updated each year.
- engage with communities.

Together with other partner agencies, the 'responsible authorities' form a "Community Safety Partnership" (CSP).

The Partnership works together to reduce the incidence of crime and disorder, tackle the underlying causes and achieve a permanent improvement to the quality of life in our local community.

The constitution can be viewed below:

<http://www2.eastriding.gov.uk/council/working-with-our-partners/community-safety/>

Baselines

The JSIA revealed the following “headlines” from the JSIA *measurement period* of September 16 to October 17

Overall Crime

	2015/16	2016/17	% change
All offences	13,628	16,007	17.5%
Burglary	2,042	2,181	6.8%
Criminal damage	2,255	2,500	10.9%
Drug offences	314	217	-30.9%
Shop theft	1,125	1,257	11.7%
Sexual offences	451	535	18.6%
TFMV	595	680	14.3%
TOMV	213	258	21.1%
Thefts excluding vehicle and shop theft	2,361	2,449	3.7%
Violence against the person	3,723	5,188	39.3%
ASB	3,601	4,181	16.1%

The data reveal that the previous year has been a very challenging one. In these main categories, only drug offences have dropped markedly, and the biggest changes have been in the collective ‘umbrella’ of **serious acquisitive crime** (burglary and other forms of obtaining property dishonestly) and in **violent crime**, which is the main driver within the technical Home Office category of **violence against the person**.

As the main outcome for the partnership must be to make people *be safer* and *feel safer*, it is manifestly sensible, therefore, to continue our focus on reducing and tackling violence (especially those crimes and incidents associated with Domestic abuse, coupled with impactful forms of acquisitive crime: eg burglary, which is extremely upsetting for victims. JSIA also identified bigger rises in violence with injury and violence without injury, rising 23% and 50% respectively.

Narrative behind our baselines

East Riding of Yorkshire's recorded crime volumes have increased between 2016 and 2017 (October to September). It is important to preface any commentary on the 'baseline' information with the observation that recorded crime is necessarily a reflection of a) the public's willingness to report and reflect crime and disorder to the police service and b) a reflection of some changing practices in Home Office counting rules² which have necessitated the inclusion of certain data that was not counted in previous years. However, it should be also be emphasised that there *are* some significant challenges facing partners in our area, particularly in terms of violent crime, cyber-related crime and a very important subset of violent crime, ie, domestic abuse related offences. The overall, long-term trend is a positive one as any study of recorded crime since the Home Office first launched national 'comparator' datasets will show – focus on these Home Office recording categories started in 2003-4 and was revamped with fresh counting rules in 2015. These tweaks and changes make meaningful comparisons difficult, but it *is* still possible and desirable to regularly hold partners to account through the 'delivery plan' system cited in this plan: activities specified in these plans are sensible practical measures which when delivered properly help to improve performance and deliver the outcomes we want. Despite changes made by governments of all hues, it is still also desirable to focus on indicators which support measurement of partnership activity and finally, our survey activity asks people for their views on priorities, local area problems and the extent to which they feel 'safe'.

Therefore, this plan will draw out these challenges and set out some of the ways in which services, projects and partnerships will seek to 'turn the curve' downwards in response to rises in recorded crime. This, coupled with specific efforts in Bridlington South, will form a strong, co-ordinated focus on specific problems facing our residents and victims of crime across the area for the following years.

As well as specific actions which are captured in this plan, there will also be ongoing 'delivery plans' which will be monitored by way of a 'scorecard' by the partnership. The CSP will also have the ability to fund small-medium sized projects which must also address the aims and objectives of the police and crime plan of the OPCC, as well as the CSP's community safety strategy. The partnership will ensure that progress is monitored in an active way, both from the point of view of evaluation of successful outcomes – do our projects produce tangible, positive effects for East Riding communities and do they also align properly with our strategic objectives?

Drug Misuse and offending

A significant amount of acquisitive crime is drug related. The reduction in drugs offences could be read as an indicator of enforcement activity. Public Health colleagues estimate that there are about 100 heroin users in the East Riding, for example, of whom about half are in treatment. The criminal justice team, which provides drug treatment as part of court orders and offenders on release – assesses that this group are people at risk of committing a lot of offences. The evidence says getting effective drug and alcohol treatment to this group is a highly cost effective way of reducing re-offending and cuts the number of prison sentences. In terms of reducing re-offending there is lots of activity. All the evidence says that an increasing proportion of crime is committed by a relatively small group of persistent re-offenders and engagement with this group is very important. IOM is a very good mechanism but more offenders will need to be engaged to build on this effective approach.

² January 2015

Focus on strategic priority – Violent Crime including Domestic Abuse

Violent crime remains a cause for concern, and the partnership will continue to focus on this throughout the period of this strategy. It is heartening to see that victims are more willing to report domestic abuse incidents and high risk domestic abuse incidents are all dealt with by a multi-agency panel known as the MARAC (Multi Agency Risk Assessment Conference). Recorded violence offences have increased during the reporting period to 5188, but these numbers do include harassment offences. There has been a 23% increase in *Violence with Injury* offences in the 2016/17 JSIA period (2,191) compared to 2015/16 (1,782). In 2014/15 there were 1,547 offences. Bridlington South, Minster and Woodmansey and Goole South saw the largest increases. Our current projections also indicate that at the present time, high risk domestic abuse cases may rise beyond 400 cases for the year. In one way, this is a positive result as studies have shown that many victims of domestic abuse show a marked reluctance to report their predicament for a variety of (what seem like compelling) reasons.

Proposed activity for next year:

- Partners with responsibility for nighttime economy will continue efforts to prevent and reduce violent crime associated with public places and alcohol
- Various training initiatives to identify risk in domestic abuse will be expanded to cover more professionals
- Violence without injury was the biggest % rise and some analysis on this will be undertaken
- Long term prevention in schools to deter violent crime within relationships will continue and will be promoted (including 'Escape the Trap and Operation Encompass')

*For more detail see delivery plan for violent crime & DA (Max Hough & ***)*

Outcome indicators

MARAC repeat victimisation
"Violence Against the Person" data

Proxy indicator(s)

ASB incident data
East Riding Crime survey data

Focus on Strategic Priority – Anti Social Behaviour (ASB)

ASB incidents increased by 16.1% over the reporting period in the JSIA to a total of 4,181. However, some of the targeted work that has been undertaken in the reporting period has shown a good deal of promise, for example the work done with a cohort of young people at risk of offending in the Goole area received a specific set of interventions from a range of partners. ASB reporting dropped for comparable reporting periods from the previous year and a “social return investment” showed a saving of £4.88 for every £1 spent.

However, there is still too much ASB in the area and we will continue to focus as a partnership in driving it down, and at the same time encouraging communities to have the confidence to report and tackle ASB in appropriate ways, where we can.

Proposed activity for next year:

- Arson and fire setting programmes will continue to be run in the area by Humberside Fire and Rescue Service
- Supporting Families & the Anti Social Behaviour team together with youth and Family support will continue to focus efforts on those individuals and families who have the most difficulty with these issues and will continue efforts to ‘turn around’ families.
- The Partnership’s “Fairway Process” will continue to use a graded approach to deal with perpetrators of ASB right up to the granting of Criminal Behaviour Orders.
- We will continue to keep the victim at the centre of our efforts to tackle ASB.
- Environmental ASB and Crime will continue to have specific geographical interventions.

*For more detail see delivery plan for violent crime (**insert delivery plan owner)*

Outcome indicators

ASB incident data

ASB Fairway activity and outcome (ABC) data

ABC compliance data

Proxy indicator(s)

East Riding Crime survey data

Focus on Strategic Priority – Fielding resources in a ‘place-based’ approach (“Geographical Profiling”)

The work that has been undertaken in the Bridlington South Project is a good example of looking at an area targeted approach, based upon the risks presented within an area as a whole, or the risk of crime and disorder to individuals and their families based on their circumstances; or indeed the circumstances of a situation. This approach helps the Partnership in an area such as East Riding, where we find that there is a massive diversity of profiles, from the rurality of the West of the area out towards Pocklington, to the urban diversity that we find in Goole, which carries its own set of crime and disorder risks.

Using a place-based approach gives us the flexibility to tackle a range of issues *without* presenting the risk that too much attention or resource is “soaked up” by an area with very acute or long-standing problems. Humberside Police, Humberside Fire and Rescue and East Riding of Yorkshire Council are making use of computer-based profiling, coupled with a range of other practical interventions that are meaningful for residents and professionals. It is sensible that we formalise this promising joint work within our strategic planning. There is a strong body of evidence that taking a focused, geographic approach to crime problems can increase the effectiveness of [community safety] and policing.³

Example of Place-Based Approach: Bridlington South

Proposed activity for next year:

- The JSIA included a breakdown of crime figures on a ward-by-ward basis. The highest number of crimes took place in Bridlington South, although not necessarily by people living in the ward.
- Bridlington South is within the 10% most deprived areas in the country. An effective, targeted, place-based approach in this area will have a significant impact. The Police and Crime Commissioner has already introduced an early intervention team with the following outcomes, indicators and measures, to which partners can work towards. Similar structures will be consulted on when delivery plans are drafted for all the other strategic priority areas.

*For more detail see delivery plan for this place-based project...(**insert delivery plan owner)*

Outcomes

People feel safe and are safe
 Futures are improved
 Good health and emotional well-being is improved

Indicators & Proxy indicators of success

School attendance data
 School exclusion and suspension data
 DA victims have confidence to report and are supported (Qualitative information available)
 Attendance at “freedom programme” from Bridlington South residents
 Number of interventions delivered in local primary /secondary schools in relation to ASB/DA/ supporting families
 Bridlington South survey data
 Qualitative feedback from Freedom Programme attendees
 Children taken off “plan”

Measures, proxy and outputs

Reduction in repeat DA incidents
 Analysis of reason for vulnerability through call analysis (call data)

Reduction in first time entrants to Criminal Justice system
 Reduction of % total number of those young people NEET (not in education, employment/training)

Increase use of restorative Practice Interventions
 Staff with greater awareness of 13 strands of vulnerability (training data and evals)

³ National Research council on Police Policy and e (2004) cited in “The Efficiency of Place-Based Working”

Focus on Strategic Priority – Offending and re-offending

The JSIA process reveals each year that, of the total offences committed in the area, a high proportion is committed by a small number of offenders, often within a fairly limited geographical area. *All* offenders released from custody now receive a period of supervision, monitoring and support to take them away from re-offending.

Where persistent offending occurs individuals will be assessed for adoption onto the Integrated Offender Management (IOM) programme. IOM brings a cross agency response to the crime and reoffending threats faced by local communities by managing the most problematic offenders identified jointly by partner agencies working together. IOM helps to improve the quality of life in communities by reducing the negative impact of crime and reoffending and reducing the number who become victims. It provides areas with the opportunity to target those offenders of most concern in a more structured and co-ordinated way.

Proposed activity for next year:

- We will continue to monitor prolific offenders under the Integrated Offender Management Scheme with support in delivery from our local partners
- We will develop and strengthen locality working within specific wards which have high priority (see Bridlington South, for example)
- We will continue to support and strengthen Community Payback which has delivered thousands of hours of voluntary work for local residents and helps to improve cohesion and confidence.

*For further information, see delivery plan (**insert delivery plan owner)*

Outcome indicators

Humberside police – average offences charged IOM – specific
Cost of offending from IOM cohort of offenders

Proxy indicator(s)

Probation reporting through CRC and NPS data

. Focus on Strategic Priority – Serious Acquisitive Crime (SAC)

This outcome measure is a little different in that it is a collection of several offences, all of which can impact communities and individuals. For a sustained period, Burglary and Vehicle related crime were on a continuous downward trajectory but this trend was halted last year, in most areas, nationally, regionally (for example, West Yorkshire's burglary totals increased by 10.7% in 2015-16) and locally. The reasons for this are complex and are being explored at a national level at the time of writing, but for now, it is apparent that partnerships need to refocus prevention and reduction efforts to take account of the challenges in these crime types. Serious Acquisitive Crime (SAC) is domestic burglary, theft of a motor vehicle, theft from a motor vehicle and robbery.

The partnership is focused on lots of reduction work ranging from dealing with environmental factors that assist in generating or enabling crime, to supporting the most vulnerable victims and designing out crime before infrastructure is built.

Proposed activity for next year:

- Emerging patterns, series and hotspot locations are identified based on up-to-date information and responsibilities allocated to partner and police resources where appropriate, to ensure that offences are deterred and investigations are progressed in connection with everyday community safety activity.
- Integrated offender management teams will continue to apply interventions to offenders and promote rehabilitation and reduce rehabilitation.
- The partnership will explore and implement appropriate methods of communication using customer insight principles to deliver crime prevention messages to local communities in the **best, most cost effective way**
- We will refine and further develop our joint approach to *situational crime prevention*, *enforcement* processes, and *intervene* early, when this is appropriate to target those at significant risk, for example through parenting supporting or the Youth Offending Service.

*(further detail can be found in the Delivery Plan: **insert delivery plan owner)*

Outcome indicators

Burglary (dwelling) figures

Burglary (non-dwelling) figures

Car crime data compared with previous comparator and Most Similar Family Group

Robbery figures (NB these figures are *very* small compared to the totality of crime reporting – small changes result in big % rises/falls)

Proxy indicator(s)

Crime Survey data

British Crime Survey Victimization analysis

Segmentation analysis for production of relevant and appropriate interventions eg leaflets, NHW groups, Newsletters, email newsgroups, social media etc

Focus on strategic priority – Communication and Engagement

Gaining an insight into people's behaviours and perceptions can help to identify why they may resist messages and engagement that, in the long term will benefit them and wider society. Insight and engagement can be used to target messages using geo-demographic characteristics and if appropriate "channels"⁴ are adopted, this can also save money.

⁴ "Channels" refers to the *way* in which we try and communicate, whether through, radio, TV, newspapers social media etc.

Circumstances and the experience that the partnership has gained over the last few years tell us that it is sensible and probably essential and fundamental that organisations and partnerships should co-ordinate and manage our communication and engagement effectively.

The Police and Crime Plan published by the Humberside Police and Crime Commissioner refers extensively to public confidence and ‘self-sustaining’ communities. It follows that confident and self-sustaining communities are largely likely to *be* and more likely to *feel* safe in their towns, villages and hamlets. This principle is similar to a sense of civic pride, and is a powerful force in helping people to feel good about the services that we provide as a partnership and also a force that propels a sense of social responsibility, through say, Neighbourhood Watch formation.

When Crime Prevention and Reduction messages are targeted appropriately, the evidence suggests that confident communities exert better social control and challenge unacceptable behaviour more readily. We will use the information that we have available about the ‘best’ way to target communities of geography, interest or culture, for example, and engagement with people or groups will always have a purpose, the central one being to further our overall aim of helping residents of East Riding of Yorkshire to *be* safe and *feel* safe.

We are also keen to increase awareness and *understanding* of community safety. Involvement of community members in encouraging individuals to get involved in community safety in whatever way they can, whether that is responding to newsletters, ‘target hardening’ their properties or simply responding to a survey, can help to increase confidence and sustainability within communities.

Proposed activity for next year:

- We will implement customer insight and engagement principles within appropriate areas of partnership business
- We will refine and develop existing joint working on communicating about crime
- We will help to review current plans of partners in terms of engagement to identify opportunities for more efficient ‘messaging’ or communication through analysis
- We will make sure that planned projects or activity are complementary and deliver appropriate interventions for that area.
- This will also assist with partnership compliance with Section 17 of the Crime and Disorder Act which requires councils to take crime and disorder into account when taking decisions about services in the local area

(further detail can be found in the Delivery Plan – Max Hough/ Deborah Fagan)