



Central
Bedfordshire
Together

Community Safety Partnership Plan 2015 - 2016

***“Working together to make Central
Bedfordshire a safer place to live”***

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Glossary of Terms

Acronym	
ACPO	Association of Chief Police Officers
ASB	Anti-Social Behaviour
ASBRAC	Anti-Social Behaviour Risk Assessment Conference
BME	Black and Minority Ethnic
CBC	Central Bedfordshire Council
CIO	Charitable Incorporated Organisation
CRC	Community Rehabilitation Company
CSE	Child Sexual Exploitation
CSEW	Crime Survey of England & Wales
CSP	Community Safety Partnership
DTC	Dunstable Town Council
EIA	Equality Impact Assessment
ERCTIU	Eastern Region Counter Terrorism Intelligence Unit
IOM	Integrated Offender Management
JSNA	Joint Strategic Needs Assessment
MARAC	Multi-Agency Risk Assessment Conference
OCG	Organised Crime Group
OCSE	Online Child Sexual Exploitation
NHW	Neighbourhood Watch
PCC	Police and Crime Commissioner
SAC	Serious Acquisitive Crime
SARAC	Sexual Assault Risk Assessment Conference

Introduction

Partnership Plan

Each Community Safety Partnership (CSP) across the country is required to produce a Partnership Plan. This plan builds on the Partnership Strategic Assessment¹, which sets out the analysis of crime and disorder in the area and identifies the priorities which the CSP will focus its efforts into addressing.

This plan covers the period April 2015 – March 2016 and sets out the expectations of Central Bedfordshire CSP, what it will deliver over the next 12 months, how performance will be measured and how we will communicate and consult with local people.

The Partnership Plan is reviewed annually as priorities do not always remain relevant over long periods of time. The plan aligns to other local and countywide plans from individual and collective agencies (*see page 28 for further detail*).

Why do we need a Partnership Plan?

The Partnership Strategic Assessment helps partners to understand the community safety problems and assists in setting priorities for the CSP. The Partnership Plan helps develop and plan our activities and projects to meet community needs. It provides value for money, and as each assessment is reviewed provides a clear understanding of future issues and priorities. It is about providing an 'intelligence led' approach to community safety, ensuring that we get the right resources in the right place at the right time to sustain reductions in crime and disorder.

Links to the Police and Crime Plan

Olly Martins, Bedfordshire's Police and Crime Commissioner (PCC), published the first Police and Crime Plan in early 2013, and an updated version will be published by Summer 2015. The plan sets out and updates the police and crime priorities for 2013- 2017 which are based on the issues and concerns of members of the community across Bedfordshire. The plan has two core strands:

- **Confident Communities** - Forging closer links between the police and the communities they serve, and working together with partners to provide quality services and develop confident communities who trust and value these services.
- **Preventing Crime** - Tackling the underlying causes of crime to break the cycle of reoffending, and putting the public at the heart of police activity to reduce the number of victims and improve the level of victim satisfaction.

The PCC and the CSP have due regard for each others' plans and priorities, and work together to mitigate risks to our communities and achieve tangible outcomes towards our priorities.

¹ A Partnership Strategic Intelligence Assessment is an annual statutory requirement for every CSP. Using partnership data, information and intelligence, risks and vulnerabilities are highlighted, priority areas are identified and recommendations are made. These priorities identify what the CSP should collectively work towards over the following 12 months.

Community Safety – our vision and aims

Community Safety Vision

“Working together to make Central Bedfordshire a safer place to live”

Community safety is an area of concern for all communities. It is consistently a high public priority, and one that can affect the quality of life for individuals and entire communities.

Partnership approaches to tackling crime and disorder are largely built on the principle that no single agency can deal with, or be responsible for dealing with, complex community safety and crime problems.

There are a range of ways of describing what constitutes a partnership approach; however it can be described in simple terms as a co-operative relationship between organisations² to achieve a common goal.

Community Safety Aims

Community safety aims to reduce crime, disorder, anti-social behaviour (ASB) and other behaviour affecting the local environment, as well as reducing the misuse of drugs, alcohol and other substances, reducing the fear of crime and increasing public confidence in our service.

In 2014 Central Bedfordshire CSP identified the opportunity for the three CSPs of Bedfordshire to work strategically on common issues and themes, such as ASB, hate crime, reoffending, abuse and substance misuse. Discussions will be held between the CSPs in regards to future joint working on projects where practicable and for the benefit of our communities.

Hidden Harms

This year the CSP has agreed an approach to look at priorities on the ‘hidden harms’ that affect our residents and our communities.

The term “hidden harm” describes the experiences of people affected by substance misuse, abuse, modern day slavery, hate crime and some instances of ASB. People will often suffer in silence; their circumstances are often not known to services. They often do not know where to turn for help and the impact of their experience can have a deep and long-lasting impact on their lives. These impacts can include physical harm, impaired patterns of parental care, higher risk of emotional and physical neglect or abuse, poverty and material deprivation, inappropriate substitute caring roles, and exposure to drug and alcohol using culture.

² Partners in the CSP are: Bedfordshire Fire & Rescue Service, Bedfordshire Clinical Commissioning Group, Bedfordshire Police, BeNCH, National Probation Service, Bedfordshire Public Health, Central Bedfordshire Council, Domestic & Sexual Abuse Partnership, Housing Providers, Local Criminal Justice Board, Voluntary & Community Sector, Bedfordshire Youth Offending Service

The CSP is committed to supporting not only an increase in understanding and awareness of the hidden harms our communities face, but encouraging those who are suffering to have the confidence to come forward and seek help from the Partnership and our services.

The CSP has built up a strong support function towards crime reduction, and offers crime prevention and reassurance in the community via awareness raising events, surveys, email alerts, magazine articles and attending vulnerable locations with partners. This will continue during 2015 – 2016.

The CSP will continue to monitor burglary offences and offending series at the monthly CSP Tasking meeting. Community Safety Officers are also standing members of Bedfordshire Police's fortnightly Force Intelligence Meeting where crime series are discussed and actions agreed.

Current risks within Central Bedfordshire do not come from traditional crimes, but from hidden harms as described above. By working together we will ensure a better support structure and positive environment is in place for our communities

Performance 2014 – 2015

The table below shows the volume of crimes by type within Central Bedfordshire for October 2013 – September 2014 and the same time period in 2012 – 2013:

Crime Type	Oct 12 – Sep 13	Oct 13 – Sep 14	Change
All crime	11901	12139	Up 238 (2%)
Serious Acquisitive Crime (SAC) ³	2792	2919	Up 127 (4.5%)
Domestic Burglary	948	1001	Up 53 (5.6%)
Robbery	128	127	Down 1 (0.8%)
Theft from a vehicle	1458	1424	Down 34 (2.3%)
Theft of a vehicle	258	367	Up 109 (42%)
Violence against the person	1700	2436	Up 736 (43%)
Most Serious Violence ⁴	35	42	Up 7 (20%)
Sexual Offences	70	164	Up 94 (134%)
Domestic Violence Incidents	1834	1869	Up 35 (1.9%)
Domestic Violence Crimes	850	1041	Up 191 (22%)
Criminal Damage	1957	1906	Down 51 (2.6%)

- All crime has increased by 2%
- SAC offences have increased 4.5%.
- Domestic burglary has increased by 5.6%.
- Theft of a vehicle had increased by 42%.

³ Serious Acquisitive Crime (SAC) consists of domestic burglary, robbery, theft from a vehicle and theft from a vehicle.

⁴ Most Serious Violence (MSV) consists of murder, attempted murder, manslaughter, causing death by dangerous driving, wounding with intent to cause GBH, attempt to choke in order to commit indictable offence, impeding the saving of life from shipwreck, causing danger to road users, possession of firearm with intent to injure, use of a firearm to resist arrest, wound or inflict GBH with or without weapon and causing death by aggravated vehicle taking.

- Decreases were seen in both robbery offences which decreased by 0.8% and theft from a motor vehicle offences which decreased by 2.3%.
- Violence against the person offences have increased by 43%. Further research and analysis into this issue has found that the increase was linked to changes in working practices and recording standards within the police and not an increase of violence towards members of the community.
- Sexual offences have increased by 134%. The reporting of historical cases has significantly increased following a number of high profile cases in the media.

There has also been an investigation into historical sexual offences at a location within Central Bedfordshire which has led to a high number of victims coming forward. These historical increases have led to the significant rise in this crime type.

The CSP has worked hard to understand the increases in these violent and abusive crimes. We have promoted our support services and advocate services to victims, together with referring high risk victims to our risk assessment conference meetings to ensure care and support is put in place.

- Domestic violence incidents and crimes have both seen increases. This increase is partly due to the change in the definition of domestic violence to include victims aged between 16-17 years and also due to an increase and improvement in recording standards following a recent HMIC inspection at Bedfordshire Police.

Nationally, people's contact and engagement with the police and their views of how local authorities are dealing with crime and ASB is measured through the Crime Survey of England & Wales (CSEW), which is published annually. For the crime types and population it covers, the CSEW has shown that crime in England and Wales has fallen considerably since 1995. Despite this however, the CSEW has consistently shown that overall public perception is that crime is increasing.

At a local level, Central Bedfordshire Council's (CBC) Tracker Survey⁵ takes place bi-annually. The results from September 2014 showed that levels of crime and ASB were seen as one of the top priorities. Other findings were:

- 76% feel safe when outside in their local area after dark (2% more than during the last survey)
- 98% feel safe when outside in their local area during the day (3% more than during the last survey)
- 69% feel that in their local area people from different ethnic backgrounds get on well (slightly less than during the last survey)
- 49% agree that CBC are making the local area safer

⁵ CBC Tracker Survey – 500 residents, telephone based survey

You Said, We Did

Over the past year residents, stakeholders and partners have fed back their comments, problems and/or issues to us. We have worked hard to resolve and support a better outcome for our communities. A few of these issues and outcomes are highlighted below:

"I'm fed up with kids jumping across the roof and onto piles of rubbish"

We cleared all rubbish from the garage block & spoke to young people about their behaviour which has stopped this ASB.

"I would like to feel safer in my home"

We arranged a visit from the Bobby Man who provided advice & fitted security improvements to the house.

"I've not been able to sleep properly for months; the boy racers are so noisy"

Over several months we stop checked nuisance vehicles, we seized a car, we issued penalty tickets & we put down road humps. The nuisance has now stopped and residents are able to enjoy where they live.

"What is a hate crime? I don't understand"

We worked with over 40 adults with a mental health illness and spoke to them about hate crime and how victims can be supported to get the help they need.

"I need help to increase volunteers or the group will fold"

We worked to offer communication & marketing material & identified local contacts that could raise awareness. New recruits have now started & the group is working together to support the local community.

Achievements against our priorities in 2014 – 2015

Priority One	Objectives
Reducing the number of victims of Anti-Social Behaviour (ASB) and supporting those who are most vulnerable	<p>Communication campaigns prior to seasonal trends, offering ASB prevention advise</p> <p>A Task & Finish group will be established to ensure we work within new ASB legislation</p> <p>We will produce an action plan to support high risk locations suffering with nuisance motorcycles</p>

What has happened in 2014 – 2015?

- During 2014 there have been several campaigns to support the reduction of ASB during peak times, such as school holidays, Halloween and Bonfire Night.
- The Anti-Social Behaviour, Crime and Policing Act 2014 received Royal Assent in March 2014. Parts 1 - 6 relate to new ASB powers; Part 7 strengthened powers to tackle dangerous dogs; Part 8 provided penalties for firearms offences; Part 9 made forced marriage a criminal offence; Part 10 concerned miscellaneous policing issues; Part 11 amended extradition powers; and Part 12 related to criminal justice and court reform.

A countywide group has met to progress the changes which this new ASB legislation has brought to England and Wales.

This group of professionals has worked together to determine a procedure for the new ASB Case Review. Each local authority area of Bedfordshire and each CSP are represented within the group.

The group presented its recommendations ahead of the implementation date, which were approved and agreed.

A communication campaign will start shortly, which will raise awareness of the new powers and how the local community can be supported by them.

- The Anti-Social Behaviour Risk Assessment Conference (ASBRAC) has supported 12 high risk victims of ASB from 1st April 2014 – 30th September 2014.
- A Partnership Task and Finish group has been dealing with nuisance motorcycles across Central Bedfordshire. The group consisted of membership from the Police, Fire & Rescue service, Countryside Access, Community Safety, ASB Team and Housing.

Consultation has taken place with members of the Horse Riding Association and Sustainable Transport. A full report has been prepared and an executive summary and action plan will be presented to a Partnership Tasking meeting in October 2014.

- Two Operation Meteor operations have been run in 2014. These police operations are run to help reduce the nuisance created by individuals who do not ride their vehicle in accordance with the law. Numerous warning notices have

been issued, a quad bike has been seized, and cautions have been given to offenders.

- In 2014 residents around the Foster Avenue area of Dunstable were suffering with constant ASB from nuisance vehicles using the industrial estate as a car cruise venue.

The CSP team, police, highways and legal teams worked together over many months to implement traffic calming measures and conduct proactive police operations.

Over three months, drivers and passengers were spoken to and the impact of their behaviour highlighted to them.

The culmination of this partnership work has been the significant reduction of nuisance behaviour in the area and the reduction of complaints from residents, who are now able to enjoy the area where they live.

Priority Two	Objectives
Reduce the number of victims of domestic abuse and support those who are most vulnerable	<p>To undertake a communication and media campaign re: drinking and domestic abuse ahead of sporting events</p> <p>To map services in Downside and arrange promotion events for residents</p> <p>To assess and recommend next steps of a perpetrator programme in Central Bedfordshire</p>

What has happened in 2014 – 2015?

- A communication and media campaign was undertaken ahead of the football World Cup in June 2014. Posters were provided to licensed premises across Central Bedfordshire, together with advice and support messages via social media and email alerts, press released to all local media outlets.
- A new perpetrator programme was jointly commissioned in the summer 2014 by Central Bedfordshire Council and Luton Borough Council. A steering group has been established to oversee the pilot which has been successfully commissioned to Relate North Essex & East Herts. The programme is called The Bedfordshire Change Project.

A series of launch workshops have taken place for frontline professionals from Children's Services, housing, police, Children's Centres and other services. The workshops have provided an interactive outline of the programme which will be delivered along with training on how to broach conversations effectively to enable engagement onto the programme followed through with how to make appropriate referrals to the programme. Approximately 80 professionals have attended three workshops.

Referrals have been received for programme one and arrangements for a further two programmes will begin when programme one is operational.

- A new pilot counselling provision for children and young people 18 years and under who have suffered or witnessed domestic and/or sexual abuse was commissioned in the summer 2014. This pilot will run until March 2015 where it will be evaluated and recommended as to a future approach.
- In 2014 work started with those in the Gypsy and Traveller community to understand their experiences of domestic and sexual abuse and their support needs.

Consultation and engagement took place with a range of travellers within their local community, and with the professionals who support them.

Partners have recently met to look at the feedback from the surveys and what support can be put in place by way of an action plan. This work will continue to shape the service we provide over the coming months.

- "Our Place" is a Government funded scheme for which Dunstable Town Council (DTC) has received approx. £20,000 to work in the Downside area. DTC

carried out a number of resident surveys during its consultation period and following this it was decided that the main focus of the “Our Place” scheme would be financial hardship/unemployment.

The scheme is at the very early stages with the creation of a monthly steering group to oversee what work and interventions should be put in place.

Due to the focus on finance/unemployment Community Safety does not need to be in the main steering group but we will be kept informed of any decisions and receive relevant minutes and any other paperwork to ensure links are made with current community safety issues in that area.

- The Multi-Agency Risk Assessment Conference (MARAC) continues to support those domestic abuse victims who are most vulnerable in our communities.

From 1st April 2014 – 30th September 2014 there were a total of 135 victims supported through the MARAC. Of these 38 were repeat victims of abuse.

- The Sexual Abuse Risk Assessment Conference (SARAC) continues to support those sexual abuse victims who are most vulnerable in our communities.

From 1st April 2014 – 30th September 2014 there were a total of 14 victims supported through the SARAC. Of these 4 were repeat victims of abuse.

Priority Three	Objectives
Reduce domestic burglary	<p>We will work with the Watch Schemes to increase the number of volunteers in hotspot areas</p> <p>We will work with Trading Standards to disrupt second hand dealers and stolen property outlets</p> <p>Partners will inform the Partnership Tasking meeting of operations and initiatives so we can understand displacement of offenders better</p>

What has happened in 2014 – 2015?

- During April – June 2014 a total of 2,568 safety packs were delivered to Central Bedfordshire residents.

The packs included a Home Fire Safety Check leaflet, a Home Security leaflet and a 'Good Neighbour' card and were delivered in hot spot areas for accidental dwelling fires and burglary dwelling offences.

The idea was to give residents the opportunity to reduce their risk of experiencing an accidental dwelling fire by applying for a free home fire safety check and to reduce their risk of experiencing a burglary dwelling offence by applying the home security guidance.

- Volunteers act as the eyes and ears of their local communities, and liaise directly with the police if there is suspicious activity in their area. They offer a visible deterrent for those seeking to commit crime and disorder across Central Bedfordshire.

During June 2014 CBC promoted Volunteering Month. Volunteers from Street Watch, Speed Watch and Neighbourhood Watch (NHW) promoted their schemes to residents across the area to raise awareness of their work and increase the number of volunteers and schemes.

- The CSP supports Street Watch in Central Bedfordshire. There are 11 schemes across Central Bedfordshire with over 101 volunteers.

Schemes operate in Ampthill, Shefford, Clifton, Marston Mortaine, Biggleswade, Caddington, Dunstable, Harlington, Houghton Regis and Maulden.

The newest Street Watch scheme was established in Barton-le-Clay. Residents undertook their first Street Watch patrol in June 2014.

- The CSP supports Speed Watch in Central Bedfordshire. There has been a recent increase of volunteers and there are now 340 Speed Watch volunteers operating in 43 locations across Central Bedfordshire.

Funding for Speed Watch was secured from the Bedfordshire Police Partnership Trust, the PCC and CBC.

- The CSP supports NHW to establish new schemes in vulnerable areas. In 2014, 10 new locations in Central Bedfordshire saw NHW start with 38 schemes, whilst additional volunteers joined existing schemes already in place.

- The village of Arlesey had a rise in burglaries. Through Partnership Tasking we liaised with a Registered Social Landlord and advised them of the increase in burglaries and provided details of possible suspects.

Bedfordshire Police provide CBC Housing Team with details of suspected offenders so officers could look out for them and to also provide information on vehicles of interest.

This intervention led to an increase of intelligence where offenders could be targeted. Offences decreased and the burglary rise stopped in that village.

- Trading Standards have visited various scrap metal dealers in 2014 and will visit others before April 2015 when a new law comes into effect allowing them to check dealers records in an effort to ensure the goods bought are legitimate.

Various car boot sales and markets across Central Bedfordshire have been visited and officers have looked for anything suspicious whilst there.

Update on identified Emerging Issues from 2014 – 2015

The following topics were highlighted as being an issue and/or needing further research, within Central Bedfordshire during 2014 – 2015:

- **Transforming Rehabilitation: A strategy for reform**

In April 2014, under the Ministry of Justice's Transforming Rehabilitation agenda, Probation Trusts were reorganised into one new National Probation Service and 21 Community Rehabilitation Companies (CRCs). The CRC for Bedfordshire also covers Cambridgeshire, Hertfordshire and Northamptonshire.

The National Probation Service has responsibility for carrying out risk assessments of all offenders, and manages service users who pose a high risk of serious harm to the public. The CRC has responsibility for providing supervision and rehabilitative services to all other offenders. The successful bidder will take over the running of the CRC in late 2014.

Whilst new probation providers will be required to engage with Integrated Offender Management (IOM), it was not possible to secure guarantees that the current IOM delivery model and strategic coordination arrangements for Bedfordshire, which has helped to reduce reoffending, would continue.

As a result the Bedfordshire Chief Executive's Forum considered a number of options that would enable the Bedfordshire IOM Programme to continue. The agreed option was for a Charitable Incorporated Organisation (CIO) to be set up, to operate as lead agency and coordinate IOM for Bedfordshire from 1 April 2014. The CIO in Bedfordshire is called YouTurn Futures.

- **Tackling sexual violence against children.**

In the autumn of 2014 the Chief Executives of Bedfordshire and the three Local Safeguarding Children's Boards agreed that an independent review should be conducted into Bedfordshire's approach to Child Sexual Exploitation (CSE).

This review was commissioned on behalf of all partners in Bedfordshire. The CSP is linked into this review and party to findings, recommendations and outcomes.

The outcomes of this work will ensure that those supporting victims, or working to encourage victims to come forward, and able to do so with confidence that the right support and arrangements will be in place.

- **Human Trafficking**

In September 2014 the CSP supported the police in releasing eight adults from servitude in Leighton Buzzard. These adults received specialist care from a range of partners, and the offenders are currently in the criminal justice system awaiting the case to go to court.

Housing providers have received a formal briefing on modern day slavery to highlight this important issue and the indicators to be aware of when supporting landlords and tenants.

- **The Gypsy and Traveller Local Plan**

CBC recognises the need for additional sites to be identified for Gypsies and Travellers and has undertaken extensive work to develop a draft Gypsy and Traveller Plan which identifies preferred sites across the area.

CBC is currently reviewing its position in relation to the further development of the plan following a series of questions that have been raised by the Planning Inspectorate.

Whilst this plan is being developed the CSP continues to work with Gypsy and Travellers around key issues such as abuse and hate crime.

- **Welfare Reform**

CBC undertook research into the impact of the Welfare Reform. Twenty-one in depth interviews were conducted on those who had been impacted by the reform. Some of the key results were:

- Prior to welfare reform, some people living on benefits already had complex lives and experienced multiple issues. In many cases welfare reform has added to these issues and pushed some people to financial and emotional brink.
- There is evidence that the mental health of some people has been affected by living on welfare and welfare reform.
- There is some evidence of black market activity being used as a coping mechanism – mainly buying cheap tobacco. Two residents admitted to buying “cheap” nappies and meat and one suggested a neighbour in a similar situation had resorted to drug dealing.
- There is some evidence of community tensions developing, with resentment to foreign migrants receiving welfare support.

The full review and action points of this work are being progressed within the local Welfare Reform working group of which the CSP is a standing member.

- **Organised Crime Groups**

Regular meetings started early in 2014 where the CSP meets to discuss the key Organised Crime Groups (OCGs) causing the greatest threat, harm and risk in Central Bedfordshire.

Information and intelligence is gathered from across the Partnership to help enhance the picture surrounding the OCG and provide opportunities for disruption and enforcement. Partners then work together to disrupt the activities of the OCG and seek to bring offenders to justice.

The CSP work in Bedfordshire is seen as best practice nationally in helping tackle OCG's and provide a multi agency response to this issue.

Our Priorities and Emerging Issue for 2015 – 2016

Priority One: Reducing harm to vulnerable victims and increasing their confidence to report domestic abuse, sexual abuse and hate crime

Findings

- Between November 2013 – September 2014 the Central Bedfordshire MARAC heard 293 cases; this is an increase of 19% on the previous 12 months. Of those 293 cases 31% were repeat cases. There were 461 children known to the families involved in all cases.
- Between October 2013 – September 2014 there were 170 sexual offences in Central Bedfordshire reported to Bedfordshire Police. This is a 143% increase on the previous 12 months.
- 37% of offences reported in the 12 months period were cases of historical abuse.
- In Central Bedfordshire 87% of all sexual offences reported involved a female victim. Of those offences reported 38% were aged under 16 years
- Between October 2013 – September 2014 there were 142 hate crime incidents reported in Central Bedfordshire, this is a 5% increase on the same time period in the previous 12 months.
- 85% of all hate crime incidents reported were reports of hate crime linked to the victim's race

What we will do and why

- Between October 2013 – September 2014 20% of victims reporting a domestic abuse incident were male. This number is significantly lower than the national levels. **The CSP will agree an approach and work with others to raise awareness and engage with the male community.**
- 92% of victims are recorded as white and 8% from a black minority ethnic (BME) group, this shows some possible under reporting within the BME community (as 10.3% of Central Bedfordshire's population is from a BME community). **The CSP will agree an approach to awareness raising and engagement work with the BME communities to increase support to victims and encourage the reporting of domestic abuse.**
- MARAC provides extensive support to those victims who are considered high risk but there are limited processes in place in which to identify medium risk victims who do not meet the MARAC threshold or their appropriate care pathways. **The CSP will agree an approach to identify care pathways for medium risk victims of domestic abuse.**
- Following the SARAC conference the SARAC Steering Group devised an action plan based on the feedback from the event; which aims to continue raising awareness of the SARAC and to increase the numbers of referrals made and agencies attending. **The SARAC Steering Group will implement the SARAC Action Plan and aim to increase the number of referrals received and improve agency attendance.**
- In the vast majority of referrals made to the MARAC, SARAC and ASBRAC victims have mental health issues and due to the nature of the offence this increases the need for mental health support. **The CSP will work with the Bedfordshire Clinical Commissioning Group to gain support for the three risk assessment conferences and their subsequent victims from mental health service providers.**

- **In order to reduce harm to vulnerable victims of sexual abuse the CSP will review its response to sexual abuse and look for opportunities to work with Bedford Borough Council and Luton Borough Council in order to deliver a more effective response to sexual abuse across Bedfordshire.**
- Domestic Abuse, Sexual Abuse and Hate Crime are all crimes which are personal to their victim and can often be extremely complex. The CSP has a duty to ensure that all victims are dealt with effectively and in particular that vulnerable victims are quickly identified and supported in a way which is suitable to them. These three offences have significantly known levels of under reporting. **The CSP will explore opportunities to reduce the barriers to victims reporting, particularly those who are vulnerable, for sexual abuse, domestic abuse and hate crime**

Outcomes

- Lowering the risk to victims who receive our support
- Increased CSP understanding and awareness of vulnerable victims and their experiences
- Increased awareness and knowledge of front line officers and partner agencies on sexual abuse, domestic abuse and hate crime.
- Increased reporting of Domestic Abuse, Sexual Abuse and Hate Crime.
- Increased community engagement particularly with those identified vulnerable communities.

Measures

- Crime and incident reports to the police and Local Authority
- Number of referrals to the MARAC and SARAC
- Number of repeat referrals to the MARAC and SARAC
- Increase in people who are confident

Priority Two: To understand the complex needs of those with substance misuse and mental health issues and to work with partners across these two issues

Findings

- Drug users will have a substantial impact on crime, health and associated social care needs
- Drug related incidents cost Bedfordshire Police £18 million per year⁶. Although the use of heroin has decreased over the past few years there is still a hard core group of users who are not responding to treatment and who are caught in the cycle of offending to feed their habit
- Alcohol is a significant factor in violent crime. In 47%⁷ of all violent crimes reported the victim believes that the offender(s) were under the influence of alcohol and in 23% of crimes the victim believed the offender(s) to be under the influence of drugs.
- One⁸ in four people will experience a mental health problem in any one year and although while not all of these will come into contact with partners, some will either as victims, witnesses, offenders and suspects
- Victims and perpetrators of domestic abuse, sexual abuse and hate crime being more likely to use substances to deal with their trauma and for victims also to be more likely to suffer with mental health issues.

What we will do and why

- Public Health is currently in the process of re-tendering the drug and alcohol treatment service. **The CSP will ensure they are involved in the retendering of the substance misuse contract and that the needs of vulnerable clients are met.**
- Although there is a wealth of national data regarding alcohol and its impact localised data is sparse. In order to understand the levels of alcohol misuse and its impact on the communities of Central Bedfordshire there needs to be further work carried out to pool together data which is recorded and to improve the standards of recording. **The CSP will work with partners to improve sharing data which is collated on alcohol.**
- The Bedfordshire Clinical Commissioning Group is currently re-tendering for mental health service provision. **The CSP will establish links with the new mental health service provider and ensure they are involved in current processes which are in place to help high risk victims.**
- Mental health and substance misuse are two complex issues which have a huge impact on an individual, their families and the wider community but also have a huge impact on the CSP both in terms of resources and costs. **The CSP needs to pull together work streams to ensure that the needs of the community are being considered and that all partners are working together.**

Outcomes

- Increased partnership knowledge and awareness to ensure suitable support and services are in place for vulnerable victims
- Efficient use of resources to support victims from across partners

⁶ Bedfordshire Police Force Drugs Strategy 2013-14

⁷ Crime Survey for England and Wales 2012/13 – www.ons.gov.uk

⁸ www.time-to-change-org.uk

- Increase in community confidence to come forward and seek support from partners
- Increased support being provided for those with a substance misuse or mental health issue.

Measures

- Support being provided to those with a substance misuse or mental health issue
- Partner support at the MARAC, SARAC and ASBRAC
- Increase in referrals to support services within Central Bedfordshire

CSP High Risk Issue 2015 - 2016

Analysis has highlighted one issue which is considered high risk but currently the CSP does not have sufficient information to fully understand the threat, risk and what actions need to be undertaken in Central Bedfordshire. This issue is CSE.

The Association of Chief Police Officers (ACPO) define CSE as:

“CSE is sexual exploitation of children and young people under 18 involving exploitive situations, context and relationships where the young person receives something (for example food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing and/or others performing on them sexual activities.

CSE can occur through the use of technology without the child’s immediate recognition, for example being persuaded to post images on the internet/mobile phones without immediate payment or gain.

Violence, cohesion and intimidation are common. Involvement in exploitative relationships is characterised by the child’s or young persons limited availability of choice, as a result of their social, economic or emotional vulnerability.

A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation.”

In all cases, those exploiting the child or young person have power over them by virtue of their age, gender, intellect, strength and/or economic factors.

CSE is a hidden crime, young people often trust their abuser and don’t understand that they’re being abuse. They may depend on their abuser or be too scared to tell anyone what’s happening.

The true extent of CSE is not known. CSE isn’t a separate category of abuse in child protection procedures and this means that data is often missing or incomplete, concealed in other crime categories or is unreported. In law, there is no specific crime of CSE, offenders are often convicted for associated offences such as sexual activity with a child. Therefore it’s not possible to obtain figures from police statistics of sexual exploitation offences⁹.

Online Child Sexual Exploitation

Online CSE (OCSE) is generally communication between an adult and a child online for the purposes of sexual exploitation. “Grooming” once thought to be carried out over a long period of time is now a much quicker process with the offender seeking to gain leverage over a victim rather than establishing a trusting relationship. Influencing a child over a number of months has been replaced by rapid escalation to threats, intimidation and coercion.

⁹ Berelowitz et al, 2012

Analysis carried out by the Child Exploitation and Online Protection Centre revealed that children aged 13-14 years represent the largest single victim group of OCSE and females being the apparent victim in 8% of reports.

Nationally

- Nationally¹⁰ it is known that one in five children and young people who go missing from home or care are at risk of serious harm, including sexual exploitation.
- One in ten¹¹ children being treated for drug and alcohol problems disclosed they have been sexually exploited.
- Recent research by the NSPCC indicates that around 5% of UK children suffer sexual abuse at some point during childhood.

Victims

Any child or young person may be at risk of sexual exploitation regardless of their background or circumstances. However, it is known nationally¹² that some groups are more vulnerable than others, these being:

- Children/young people who have a history of running away from home
- Looked after children – those in residential and foster care
- Those with special needs
- Migrant children and young people
- Unaccompanied asylum seeking children/young people
- Those who have disengaged from education
- Those who are abusing drugs and alcohol
- Those involved in gangs

Offenders

Little is known about who commits CSE. Identifying abusers is difficult as data is not often recorded or is inconsistent or incomplete. Children and young people often only know their abuser by an alias, nickname or appearance. Victims may also have been passed between abusers and assaulted by multiple perpetrators. Children are often moved from location to location and are often given alcohol or drugs

Offenders of CSE are often highly manipulative individuals. They exert power over young people through physical violence, emotional blackmail or financial pressure. To maintain control abusers create or exploit weaknesses.

The Children's Commissioner's study found that:

- 72% of abusers were male
- The age range of abusers was from 12 to 75 years.
- The majority of perpetrators were white and the second largest group by ethnicity was Asian.

¹⁰ Real Voices – CSE in Manchester Independent Enquiry – October 2014

¹¹ In three boroughs in Greater Manchester

¹² Central Bedfordshire JSNA – www.centralbedfordshire.gov.uk

Next steps

There is very limited knowledge of the true extent of CSE in Central Bedfordshire. It is essential that in the forthcoming year that work is carried out to understand the nature and extent of CSE in Central Bedfordshire and to ensure that there is a strategic response.

In 2011 the Children's Minister devised the National Action Plan around CSE and this suggested that local authorities should assess the prevalence of this abuse and develop appropriate responses where risks are identified.

It recommends that the key elements of any local response should be:

- Raising awareness
- Understanding what is happening
- Developing a strategic response
- Supporting victims of exploitation
- Facilitating policing and prosecutions

Rotherham Inquiry

In August 2014 the inquiry was published regarding widespread CSE which took place in Rotherham between 1997 – 2013 and is subsequent cover up. The failings of a number of agencies were highlighted and the case received extensive media coverage due to this and the numbers of victims involved.

Recommendation: The CSP will work with other areas of the council to commission a piece of work to identify the extent of CSE in Central Bedfordshire and to use this piece of work to create a local action plan.

CSP Considerations 2015 - 2016

Terrorism

Terrorist and Extremist groups seek to cause widespread disruption, fear and intimidation. They use violence or the threat of violence as a means of publicising their causes, motivating those who might be sympathetic to them and intimidating those who do not sympathise. They often aim to influence government policies and they often reject existing democratic processes, or even democracy itself, as a means of achieving their objectives. Although there is no generally agreed definition of terrorism internationally, in the UK the Terrorism Act 2000 defines terrorism as:

The use or threat of action designed to influence the government or an international governmental organisation or to intimidate the public, or a section of the public; made for the purposes of advancing a political, religious, racial or ideological cause; and it involves or causes:

- *serious violence against a person;*
- *serious damage to a property;*
- *a threat to a person's life;*
- *a serious risk to the health and safety of the public; or*
- *serious interference with or disruption to an electronic system*

Bedfordshire Police is the lead force for the Eastern Region Counter-Terrorism Intelligence Unit (ERCTIU). The ERCTIU produces a quarterly threat assessment and a quarterly review of the terrorist threat for the six chief constables and PCCs of the Eastern region and an annual counter terrorism local profile for each force.

It is very important to preventing people from becoming radicalised for violent extremism. The joint protective services counter-terrorism and domestic extremism unit has produced a 'prevent' tactical delivery plan, which outlines how the police will work to stop people becoming terrorists or supporting terrorism. There is also a specific prevent joint group that manages activity within Bedfordshire.

The threat of terrorism, extremism and radicalisation in Central Bedfordshire is low. However it is acknowledged that there are locations in Bedfordshire that are high risk and receive greater interaction with specialist terrorism resources and the prevent joint group as a result.

The Central Bedfordshire CSP needs to work with the Prevent Coordinator of Bedfordshire Police to ensure levels of risk are understood. The CSP needs to ensure that support can be given at appropriate stages of police operations and that any information and intelligence regarding suspects, vulnerable persons or vulnerable places are shared.

Recommendation: The CSP will work with Bedfordshire Police to ensure that the levels of risk are understood and that the CSP can provide appropriate support.

Organised Crime Groups

The definition of OCGs is where individuals working together, with the capacity and capability to commit serious crime on a continuing basis, which includes elements of planning, control and coordination and benefits those involved.

The overall estimated cost to the UK of OCGs is £20-£40 billion a year, with 5,300 identified OCGs and 35,000 criminals involved. In Bedfordshire there are 55¹³ OCGs which include 351 criminals.

Organised crime consists of crimes such as:

- Drug trafficking
- Human trafficking and illegal immigration
- Fraud
- Supply of firearms
- Computer enabled crime
- Money laundering
- Organised vehicle crime

OCG's in Bedfordshire are managed under Project Genesis. The CSP has linked in with Bedfordshire Police and provide partnership support to the OCG Crime Group Management Panel. The CSP includes OCG management within the monthly Partnership Tasking Group and a CSP representative attends each OCG Management Panel. The aim of the group is to ensure that all available information and powers are brought to bear locally against serious and organised crime.

In November 2014 the Home Office published "Serious and Organised Crime Local Profiles: A Guide". This document provided an overview of the development, distribution and effective use of local profiles on serious and organised crime. The report recommends that local profiles are created and supported by multi-agency partnerships which include representatives from Local Authorities, Education, Health and Social Care and Immigration Enforcement.

Local profiles will be produced for Bedfordshire and will be used to develop a common understanding among local partners of the threats, vulnerabilities and risks, provide information on which to base the local response and local action plans and to support the mainstreaming of serious and organised crime activity into day to day policing, local government and partnership work. These plans will be supported by a Strategic Action Plan to shape and define multi agency and Partnership practices during the next year.

Although work has started in the CSP to tackle OCGs there has been limited progress to date. The CSP need to develop the existing links in place and to work alongside other partners to produce a local profile to provide a multi agency proactive action plan for tackling OCGs in the forthcoming 12 months.

Recommendation: The CSP will work with Bedfordshire Police to produce a local profile to progress the work of the Partnership in tackling organised crime.

¹³ Tackling Organised Crime in Partnership – DCI Shane Roberts – Bedfordshire Police

Equality Impact

The CSP is committed to providing services and support which address the needs of all members of the community. As such the council conducts Equality Impact Assessments (EIA) as strategies, policies and services are developed to:

- Consider issues relating to age, disability, gender, gender reassignment, race, religion & belief and sexual orientation
- Obtain a clearer understanding of how different groups may be affected
- Comply with legislative requirements & identify good practice

Neither of the CSP priorities have been shown to have a detrimental impact on any residents with protected characteristics¹⁴; however the EIA has concluded that national evidence shows there is under reporting of hate crime, domestic abuse and serious acquisitive crime by vulnerable members of the community.

The key issues picked up by the EIA were:

- Under-reporting of hate crime and sexual abuse, particularly in rural areas
- Possible increase in hate crime targeted at disabled people
- Mental health needs of offenders

To address these, the CSP carried out research and analysis of under reporting of ASB, hate crime, domestic abuse/sexual assault and re-offending, and to ensure that the work carried out on the priorities reflected these issues. Much of this has been identified through the hate crime review and is part of the on-going role of the CSP in tackling hate crime, domestic and sexual abuse.

The CSP Steering Group and sub groups are cognisant of this work, and enforce requirements that any action plans created for the two CSP priorities reflect vulnerable groups and individual needs of our communities.

¹⁴ Protected characteristics are age, disability, gender reassignment, pregnancy & maternity, marriage & civil partnership (elimination of discrimination only), race, religion or belief, sex, sexual orientation

Links with wider agencies, partners and strategies

The Sustainable Communities Strategy for Central Bedfordshire is a prospectus for the area and sets out what sort of place residents want it to be. The strategy looks at a number of key issues which Central Bedfordshire Council, Bedfordshire Police, fire, health, education, business and the voluntary and community sector want to address in the years to come. The community safety section of the strategy outlines the priorities which have been agreed, and the steps that we aim to take to address them.

The Central Bedfordshire Community Engagement Strategy outlines how community engagement activity takes place across Central Bedfordshire. Part of the engagement activity is the Town or Parish Council led 'Let's Talk Together Meetings'. These meetings ensure that communities can ask advice, obtain information, receive details of services and challenge any areas of concern they have. Community safety partners are in attendance at each of these meetings to assist community members with their issues, offer support and signpost people to services that can assist them.

The Central Bedfordshire Joint Strategic Needs Assessment (JSNA) has recently been refreshed. This assessment is the overarching primary evidence base for Health and Well-Being Boards to decide on key local health priorities. The CSP is linked to this process and have provided robust information to inform the JSNA and support the development of future health, care and well-being needs of the local population.

The Police and Crime Plan 2013 – 2017 sets out the priorities for Bedfordshire Police, the objectives for policing and reducing crime and disorder in the area. It details how resources will be allocated and agreements for funding and reporting on work. The CSP and the PCC have due regard for each others' priorities and plans.

The Central Bedfordshire Alcohol Prevention Strategy 2013-2016 was produced as a response to the Government's Alcohol Strategy and its aim is to reduce alcohol related harm at a local level which will then have a positive impact on alcohol related hospital admissions and alcohol fuelled crime. The evidence based recommendations identified in the strategy will be used to inform a detailed, local action plan, which will be developed by and subsequently delivered via the Steering Group. Work has already commenced and these will be taken forward into 2015-2016.

Safeguarding Boards and the CSP

We will be working closely with the Safeguarding Adults' Board and the Local Safeguarding Children's Board to address the common issues of substance misuse, domestic abuse, mental health and sexual exploitation of children and young people during 2015 – 2016.

Communication

The CSP is committed to communicate its successes, outcomes and results to the residents and communities of Central Bedfordshire.

This year the CSP has worked hard to highlight events, issues, good news and raising awareness of key community matters via social media, press, radio and through posters and leaflets.

The Community Engagement Officer has built up community and partner contacts to ensure that messages are shared across different communication mediums; they are linked and provide a clear and helpful message to the community.

During the summer and autumn months engagement surveys were completed with residents during a range of community safety activities. A total of 3,174 surveys were obtained which highlighted local issues and priorities that residents have. The results from these surveys were fed into the Partnership Strategic Assessment and have assisted in forming our priorities.

From September – October six engagement activities were undertaken and the following results recorded:

Facebook

- Views = 7,779
- Likes = 31
- Shared posts = 10
- Comments = 14

Twitter

- Tweets = 63
- Re-tweets = 82
- Comments = 17

- Bedfordshire Fire and Rescue Service supported 974 messages utilising its social media channels

- Over 924 people were reached by Bedfordshire Police's social media outputs and completion of local surveys

- 23 new subscribers signed up for Community Safety email alerts

The CBT 'E-Zine together' is an internet based communication tool. On a quarterly basis the CSP provides information, articles and updates on current and future working. The e-zine is used to engage with stakeholders to keep them informed, and enable an increased understanding of partnership activities. It provides an evidence of positive partnership working at a ground level.

Conclusions

- Over the past year the CSP has worked to gain a deeper understanding of the local community collating different data sets, intelligence and community needs.
- The CSP has agreed an approach to look at priorities on the 'hidden harms' that affect our residents and our communities. We will look to increase our understanding and awareness of the hidden harms our communities face, but also encourage those who are suffering to have the confidence to come forward and seek help from the Partnership and our services.
- The CSP has built up a strong base to support crime reduction, and offers crime prevention and reassurance in the community. This will continue. The current risks within Central Bedfordshire do not come from traditional crimes, but from hidden harms. By working together we will ensure a better support structure and positive environment is in place for our communities.
- There has been a small increases in crime over the past year. The CSP has worked hard with partners to protect our residents and their homes by way of crime prevention campaigns.
- Since the last CBC Tracker Survey there has been an increase in the number of residents who feel safe when outside in their local area after dark.
- The new two CSP priorities for 2015 – 2016 have been identified using a robust mechanism and review what our local communities feel are their high risk areas.
- Key emerging issues and considerations have been identified for 2015 – 2016 which the CSP will work to understand over the next 12 months.

Appendix A. Risk Matrix from the Partnership Strategic Assessment

To ensure that partnership data is managed in a consistent way, and that the right priorities are identified, a risk matrix is carried out before the strategic assessment is written. Using this assessment process ensures that partnership issues can be compared against each other in an intelligent and structured way. This process provides the CSP justification for why an issue is, or is not, included as a strategic priority.

Partnership Strategic Assessment Risk Matrix												
0 - N/A 1 - Low 3 - Medium 5 - High	Performance issue - deteriorating	PCC Priority/National Priority	Community Priority	Harm to Property	Physical Harm to People	Psychological Harm to People	Generator of Fear/Worry	Cost Impact	Likelihood	Under reported	CSP Knowledge	Total
Child Exploitation	3	5	2	1	5	5	2	5	2	5	5	40
Hate Crime	5	5	1	3	5	5	5	1	1	5	3	39
Domestic Abuse	3	5	1	3	5	5	1	5	5	5	1	39
Rape/Attempted Rape	5	5	1	0	5	5	2	4	1	5	3	36
ASB (Personal)	3	5	5	3	1	5	1	4	5	3	1	36
ASB (Environmental)	5	5	5	3	1	1	3	3	5	3	1	35
ASB (Nuisance)	3	5	5	3	1	3	3	3	5	3	1	35
Terrorism	0	5	1	5	5	5	5	5	1	0	3	35
Sexual Offences	5	5	1	0	4	5	2	3	2	5	3	35
Most Serious Violence	5	5	1	1	5	5	3	5	1	1	1	33
Distraction Burglary	3	5	3	5	3	5	3	2	1	1	1	32
Burglary Dwelling	3	5	3	5	2	3	3	2	3	1	1	31
Personal Robbery	3	5	2	4	3	4	2	3	2	2	1	31
Domestic Extremism	0	5	2	3	3	3	3	3	2	3	5	32
Cyber Crime	5	0	1	5	3	1	1	2	1	5	5	29
Business Robbery	3	5	1	4	3	3	2	3	1	1	2	28
Road Traffic Deaths/KSI	1	0	3	1	5	5	2	5	2	1	3	28
Youth Offending (0-17)	1	5	3	2	2	1	2	5	2	1	3	27
Less Serious Violence	5	0	1	0	2	3	3	3	4	3	3	27
Arson/Deliberate Fires	1	0	3	5	3	3	3	5	2	1	1	27
Prostitution	1	0	0	0	5	5	1	2	1	5	5	25
Theft of Metal	1	0	2	5	0	1	1	5	3	3	3	24
TOMV/TWOC	5	5	1	5	0	1	1	2	2	1	1	24
TFMV	1	5	2	5	0	1	1	3	3	1	1	23
Burglary Other	3	0	1	5	1	1	1	2	2	3	1	20
Criminal Damage	1	0	2	3	0	2	3	1	3	3	1	19
Shoplifting	3	0	1	3	1	1	1	1	2	3	1	17
Theft from the Person	3	0	1	3	0	2	1	2	1	3	1	17
Other Theft	3	0	1	3	0	1	1	1	3	3	0	16

Bedfordshire Integrated Offender Management Partnership Group

* Oversees the IOM initiative in Bedfordshire

This group ensures IOM is commissioned appropriately across Bedfordshire, challenges performance and supports the reduction of re-offending.

Central Bedfordshire Together (CBT) (Formally Local Strategic Partnership)

* Quarterly meeting
* Provide vision and strategic leadership, to improve the quality of life for existing and future residents of Central Bedfordshire. Bringing together & encouraging greater partnership working at a local level & with the different parts of the public, private, community & voluntary sectors; allowing different initiatives & services to support one another so that they can work together more effectively. To ensure that Sustainable Community Strategy is delivered & that each partner makes an effective contribution to that delivery

Community Safety Executive Group

* Quarterly meeting
* Made up of senior officers from the statutory authorities identified in the Crime & Disorder Act 1998
* Manages performance, agrees funding, approves strategic assessment & partnership plans, reviews Steering Group update & signs off any recommendations, ensures compliance with national standards, gives direction for the CSP

CSP Steering Group

* Monthly meeting
* Monitors performance, scrutinises the sub groups, reviews action plans from sub groups, manages and recommends communications & messages, reviews risks for the CSP & recommends actions to the Sub Groups and CSP Exec

Sub Groups

Domestic Abuse & Sexual Abuse Strategy Implementation Group (SIG)

* To set out a co-ordinated approach to domestic and sexual abuse in Bedfordshire (ex Luton), that will be agreed & implemented by all partners & agencies

* To identify key actions required to tackle domestic abuse and sexual abuse in Bedfordshire (ex Luton)

ASB Partnership Group

* Reviews partnership working around ASB

* Works to the strategic action plan following the recommendations from the ASB review

Partnership Tasking Group

* The practical arm of the CSP, dealing with live time issues that need to be addressed.

* Reviews where resources need to be placed, & which areas are in need of additional support

Bedfordshire Drugs & Alcohol Board

* Quarterly meeting

* Reviews substance misuse provision in Bedford and Central Bedfordshire, together with performance and areas of risk

Central Beds Safe

* Tactical group working on issues arising from the night time economy

* Action Plan in place

* Group linked to Radiolink, Pubwatch, Licensees forum and Best Bar None