

**BRISTOL HEALTH AND WELLBEING BOARD
23 MAY 2013**

DEVELOPING WORKING RELATIONSHIPS BETWEEN THE HEALTH AND WELLBEING BOARD AND THE AVON AND SOMERSET POLICE AND CRIME COMMISSIONER

PURPOSE

The purpose of this report is to brief Health and Wellbeing Board Members on the role of the Police and Crime Commissioner, provide an update on progress to date and set out potential areas for joint working to prompt discussion with the Board.

BACKGROUND

The Police and Crime Commissioner (PCC) is a new role, established under the Police Reform and Social Responsibility Act 2011. Sue Mountstevens was elected as the first Police and Crime Commissioner for Avon and Somerset in November 2012. Roles and responsibilities for the PCC are set out below:

- Appointing the Chief Constable and holding them to account
- Setting out a 5 year Police and Crime Plan based on local priorities
- Setting the annual local precept and force budget
- Commissioning community safety services

The PCC is supported and scrutinised by the Police and Crime Panel, made up of 15 Councillors from the 10 Local Authorities across the Force area, and 3 Independent Members.

The PCC remit extends beyond policing to include a new emphasis on joint working with community safety and criminal justice partners. This includes direct responsibility for commissioning community safety services from April 2013 and from 2014, support services for victims.

There are significant opportunities in the introduction of Health and Wellbeing Boards to work together on areas of shared interest and concern in these respective new roles.

PROGRESS AND KEY ACTIVITIES

There has been significant progress in the early months of office. An update on key activities is set out below:

Avon and Somerset Police & Crime Plan

The first statutory **Police and Crime Plan** was published in March 2013, together with 6 local plans covering each of the local policing districts. This followed an extensive consultation process which reaffirmed the four core priorities set out in the Plan:

- Reducing the impact of anti-social behaviour in your community
- Tackling domestic and sexual violence, particularly violence towards women and children

- Preventing and reducing burglary and fear of burglary in your area
- Putting victims at the heart of the criminal justice system

In addition, residents raised issues about road safety, visibility and relationships with the police and these themes have also been included in the plans.

Copies of the Plan documents are available online or on request from the OPCC Office:

www.avonandsomerset-pcc.gov.uk/Your-PCC/Police-and-Crime-Plan.aspx

The **Needs Assessment** process for next year's plan is currently being developed and we look forward to working with members of the Health & Wellbeing Board on this process. The needs assessment in preparation for commissioning victim services next year will be an important strand of this work. The Project Plan for the Needs Assessment is attached at **Annex A**.

Community Safety Grant

The PCC received a Home Office grant for 2013/14 of £2.4m which may be used to fund community safety activities. This correlates to a 12% reduction in funding from various Home Office funding streams for the previous year, including the Community Safety Fund, drugs intervention, youth crime and substance misuse, and Positive Futures (youth diversionary). The OPCC team has worked closely with partners to develop a mechanism for awarding these grants. This engagement has been primarily via Community Safety Partnerships. Allocation has been agreed according to the following principles:

- Retain continuity of key local activities where possible in this first transition year
- Fund projects and outcomes not posts
- Require clear business plans for funds
- Align funding to the PCC's priorities
- Fair allocation across the Force area

A summary of funding allocation by project is available at the following link:

<http://www.avonandsomerset-pcc.gov.uk/Partnerships/Community-Safety-Grant-Allocation-201314.aspx>

Launch of Commissioner's Action Fund

The Commissioner's Action Fund was launched on 1 May 2013. The fund of £200k has been made available in 2013/14 to enable communities to come together and tackle issues in their local area relating to the priorities set out in the Police and Crime Plan. Groups are able to apply for grants of up to £5k. The fund will be administered by the Police Community Trust. Applications will be considered on a quarterly basis. Further details can be found at the following link:

www.avonandsomerset-pcc.gov.uk/Partnerships/Commissioners-Community-Action-Fund.aspx

Strategic Partnership Working

Meetings have been held to agree engagement with and representation on key partnerships including Community Safety Partnerships, Avon & Somerset Criminal Justice Board and Task Groups and Safeguarding Boards. Introductory meetings have been held with Chairs and Lead Officers of the Health & Wellbeing Boards to explore areas of joint interest and to establish working relationships. We are appointing an officer to lead on this area of work, together with Youth issues.

PRIORITIES FOR THE COMING YEAR

Commissioning of Victim Services

One of the major pieces of work for this coming year will be preparing for commissioning of local victim services. From 2014/15, the PCC will be responsible for commissioning local victim services. Preparation for this will form a major focus for our work over the coming year. A Roundtable Event was held on Friday 17 May to enable early discussion with partners to inform planning. The Ministry of Justice has advised that the start date for commissioning will be later than anticipated as they seek to legislate to expand existing powers to ensure that PCCs are able to commission the widest possible range of services. The MoJ Commissioning Framework, expected in April, is consequently still awaited. We would welcome the opportunity to work closely with the Health & Wellbeing Board as we develop this area of work.

New Custody Centres & Drug Commissioning

Discussions are underway to explore the potential for a single Avon and Somerset-wide commissioned service for drug and alcohol arrest referral in police custody from April 2014, to coincide with the rationalisation of custody sites as new-build custody suites open in Filton, Bridgwater and Keynsham in March 2014. We would welcome the opportunity to work with the Health and Wellbeing Board to take this forward.

FOR DISCUSSION: POTENTIAL AREAS FOR JOINT WORKING

Following an introductory meeting with Cllr Janke, Janet Maxell and Kathy Eastwood, the following potential areas for joint working have been identified for discussion with the Health and Wellbeing Board:

- Aligning respective Needs Assessment and strategic planning processes;
- Explore the potential for co-commissioning and joint commissioning where appropriate to maximise limited resources within the local partnership landscape;
- Align Work Programmes to take forward issues of shared concern including:
 - Provision of mental health services and ensuring that appropriate alternatives are available for Section 136 Mental Health Act detainees so that they are not held in police custody;
 - Working together on sensitive and high risk issues including sexual exploitation and Female Genital Mutilation;
 - Impact on of alcohol on health and communities and influencing licensing powers;
 - Strengthen arrangements for integrated working, co-location and information sharing, including support for programmes such as Troubled Families.

We welcome the opportunity to attend Board meetings as appropriate in order to take forward areas for joint working.

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AVON AND SOMERSET POLICE AND CRIME NEEDS ASSESSMENT 2013/14**PROJECT PLAN V1.1**

1. PURPOSE

- 1.1 The first Avon and Somerset wide partnership Police and Crime Needs Assessment (PCNA) was produced in 2012. The process brought together research, analysis, knowledge and intelligence across the Avon and Somerset in order to present a consolidated picture of the issues, risks and threats shared by respective agencies.
- 1.2 The document was used primarily to inform policy development and strategic planning for 2013-17 and provide prospective Police and Crime Commissioners with a shared understanding of the local crime and community safety environment.
- 1.3 The Police and Crime Needs Assessment is to be refreshed in 2013, building upon the process initiated in 2012 and maximising opportunities brought about by the new police and partnership environment. In particular, this will include more integrated planning arrangements with the Constabulary and OPCC and closer working relationships with key partners in Health, the Voluntary and Community sector and academia.
- 1.4 There will be two main elements to the 2013 Police and Crime Needs Assessment. These are:-
- a) An assessment of the issues, risks and threats that are likely to impact upon crime and community safety services across Avon and Somerset between 2013 and 2017
 - b) A profile of local need for crime and community safety services with a focus on specific areas of commissioning responsibility and the commissioner's police and crime priorities.

Both aspects of the assessment will be used to inform commissioning decisions across Avon and Somerset over the coming three years.

2. OBJECTIVES

- 2.1 The main objectives of the assessment are to:-
- Identify any significant issues that are likely to have an impact upon delivery of the Police and Crime Plan and wider crime and community safety environment between 2014 and 2017
 - Consider the impact and extent of victimisation across the priority and commissioned service areas, including forecasting and using available knowledge and research to develop our understanding of unmet need for services, particularly among vulnerable victims
 - Provide a geographic and demographic profile of victim characteristics to inform the configuration of local services and identification of specific support needs
 - Review current gaps in services in respect of these findings, and present shared multi-agency recommendations for improvement.
- 2.2 The assessment process will also aim to maximise opportunities to:-
- Further align partnership planning and business cycles
 - Share learning, good practice and innovation between districts and agencies
 - Develop efficiencies and economies of scale with regard to the services we deliver.

3. SCOPE

3.1 The assessment will:-

- Assess changes in crime and community safety-related risk with input from police, criminal justice, community safety, health, local authority and voluntary sector partners
- Profile need in relation to anti-social behaviour and burglary with a focus on police, local authority data sets and local perception and experience surveys
- Profile need in relation to domestic and sexual violence with a focus on police, health, voluntary and community sector and housing data sets and local perception and experience surveys
- Review risk and criminogenic need in relation to young people to inform the commissioning of youth diversionary activities and youth offending services
- Consider the existing victim services landscape across Avon and Somerset and highlight any significant gaps in provision or areas for improvement
- Inform equitable distribution of grant funding for 2014-17.

4. PROJECT PLAN

4.1 A project plan for the Police and Crime Needs Assessment has been developed in line with recognised good practice for strategic commissioning, including CIPFA/SOLACE, APACE and Audit Commission guidance documentation.

<u>STAGE</u>	<u>PROCESS</u>	<u>RESPONSIBILITY</u>
STAGE 1	Establish a project board to oversee delivery of the assessment and analyst / practitioner working group to drive the process. The groups will agree key research questions for the project based on 2012 PCNA and 2013-17 commissioning objectives	OPCC / Project Board
STAGE 2	Collation and meta-analysis of key statutory and non-statutory analyses and assessments, including Health and Wellbeing Boards JSNAs, Police Strategic Assessment / NIM, Community Safety Partnership Strategic Assessments, Strategic Policing Requirement gap analysis, and other significant analytical reports and information	OPCC / ODT / Key Partners
STAGE 3	Supplementary analysis in consultation with key stakeholders, focussing on commissioned service areas (including youth crime, drugs and alcohol, police and crime priorities) and any other issues arising from Stage 2.	OPCC / ODT / FIB
STAGE 4	Multi-agency Review Group considers findings and recommendations from the draft report prior to publication in early November 2013.	OPCC, A&SC, Key Partners
STAGE 5	Review commissioning arrangements and outcomes to inform refresh of the Police and Crime Plan 2014-17	OPCC

4.2 **STAGE 1: Establish Project Board and Delivery Group** – The Project Board will comprise representatives from the OPCC and Constabulary Senior leadership teams and will meet three times during the course of the project to:-

- a) Agree terms, project plan and research objectives
- b) Oversee development of the assessment
- c) Consider key findings and agree recommendations in advance of the Multi-agency Review Group

The Analysts / Practitioner Delivery Group will comprise representatives from the OPCC, Constabulary and statutory partner organisations who will liaise throughout the course of the project, but formally meet in June and September to:-

- a) Co-ordinate planning processes and delivery of the assessment
- b) Review interim findings and identify areas for further development
- c) Propose recommendations to the Project Board and Multi-agency Review Group

4.3 **STAGE 2: Meta-Analysis:** The Police and Crime Needs Assessment will adopt a horizon scanning approach informed by a range of statutory analytical products that are developed each year by our partner organisations. These include:-

- Joint Strategic Needs Assessment (JSNAs) – Health and Wellbeing Strategy¹: The JSNA is a process that will identify the current and future health and wellbeing needs of the local population, leading to agreed commissioning priorities that will improve outcomes within each local authority area. JSNAs are highly inclusive documents that are linked not only to Community Safety strategies, but also consider wider determinants of crime and anti-social behaviour, including trends in population, deprivation, lifestyles, economy, health and inequalities.
- Police Strategic Assessment / National Intelligence Model (NIM)²: The NIM Strategic Assessment is developed by the Constabulary every twelve months and drives the business of Strategic Tasking and Co-ordination. It provides an assessment of the current, emerging and long-term issues affecting a BCU, force or region. The strategic assessment makes key judgments and recommendations concerning the direction of future policing strategy and tactics. It is used to set a control strategy and intelligence requirement.
- Community Safety Partnership Strategic Assessments³: Community Safety Partnerships are required to develop an annual strategic assessment which includes an analysis of the levels and patterns of crime, disorder and substance misuse; changes in the levels and patterns of crime, disorder and substance misuse; analysis of why these changes have occurred; and predictions as to how the situation is changing. The assessment should enable partners to understand current and future patterns and trends in these areas, set clear and robust priorities, deploy resources effectively and present value for money.
- Strategic Policing Requirement (SPR): The SPR is published by the Home Secretary setting out her view of the national threats that the police must address and the appropriate national policing capabilities required to counter those threats. This is a statement of the collective capabilities that police forces across England and Wales will be expected to have in place in order to protect the public from cross-boundary threats such as terrorism, civil emergencies, public disorder and organised crime. Both police and crime commissioners and chief constables are required to have regard to the 'Strategic Policing Requirement' in their planning and resource allocation.
- Additional Analytical Products: The Police and Crime Commissioner also has a duty to; make arrangements for engaging with local people and ensure value for money⁴; co-operate with local criminal justice bodies⁵ to provide an efficient and effective criminal justice system for the

¹ The Local Government and Public Involvement in Health Act (2007) placed a duty on upper tier local authorities and PCTs to undertake Joint Strategic Needs Assessments (JSNA).

² NIM became policy of the Association of Chief Police Officers (ACPO) in 2000. Under the Police Reform Act (2002) it provides a statutory basis for the introduction of minimum standards and basic principles.

³ Section 7 of the Crime and Disorder Regulations 2007 (statutory instrument number 1830)

⁴ Section 34 and 35

⁵ Section 10(2) - Criminal justice bodies incorporate the chief officer of police, Crown Prosecution Service, HMCTS, HPPS, Youth Offending Teams and Probation Trusts

police area⁶; and maintain consideration of the ways in which collaboration could be exercised to improve the efficiency or effectiveness of the policing body and police force⁷. Given these requirements, the Police and Crime Needs Assessment will also consider additional information including:-

- Assessment of Criminal Justice issues, patterns and outliers
- Drug and Alcohol Strategic Assessments (DAATs)
- Children and Young People Assessment (CYP Services / JSNA)
- Relevant Strategic Risk Registers and profiles of risk and threat
- Victim Services Mapping (UWE / OPCC)

4.4 **STAGE 3: Supplementary analysis:** Additional cross-partner analyses may be required to further develop a shared understanding of:-

- Anticipated levels of offending and victimisation based on extrapolations from sources such as the Crime Survey for England and Wales and other available research
- Geographic distribution of need across the Commissioner's priorities and commissioning areas. These include ASB, domestic and sexual violence, burglary, vulnerable victims, young people and drug and alcohol-related need.
- Local consultation and engagement findings, including public and service user satisfaction and perceptions
- Any other significant issues emerging from the stage 2 Meta Analysis.

4.5 **STAGE 4: Review of findings and recommendations:** The multi-agency Delivery Group, comprising research and analysis professionals from across the police force area will convene to review interim findings from the assessment in September 2013. The outputs from this forum will be reviewed by the Project Board and discussed at a Partner and Practitioner Event in October. The document will be made publicly available on the Commissioner's website in November. Any restricted information emerging from the assessment will be made available to relevant partners via an alternative method.

4.6 **STAGE 5: Review of Planning and Commissioning Arrangements:** The 2013 Police and Crime Needs Assessment will be used to inform partnership business planning, commissioning strategies, the 2014-17 refresh of the Commissioner's Police and Crime Plan and ongoing commissioning activity and decisions during 2014-15.

5. TIMESCALE

5.1 The Police and Crime Assessment will be developed between June and November 2013 and will be used to inform the refresh of the Police and Crime Plan between November 2013 and February 2014. Key milestones for this project are set out below and shown in further detail in Annex 1.

Date	Milestone
3 rd – 7 th June 2013	Project Board set objectives and parameters for the PCNA
Wednesday 5 th June 2013	Police and Crime Panel review Annual report of the PCC
10 th June – 13 th Sept 2013	Collate and review partner assessments and analytical products
17 th – 28 th June 2013	Delivery Group determines arrangements for supplementary analysis

⁶ Section 10(3)

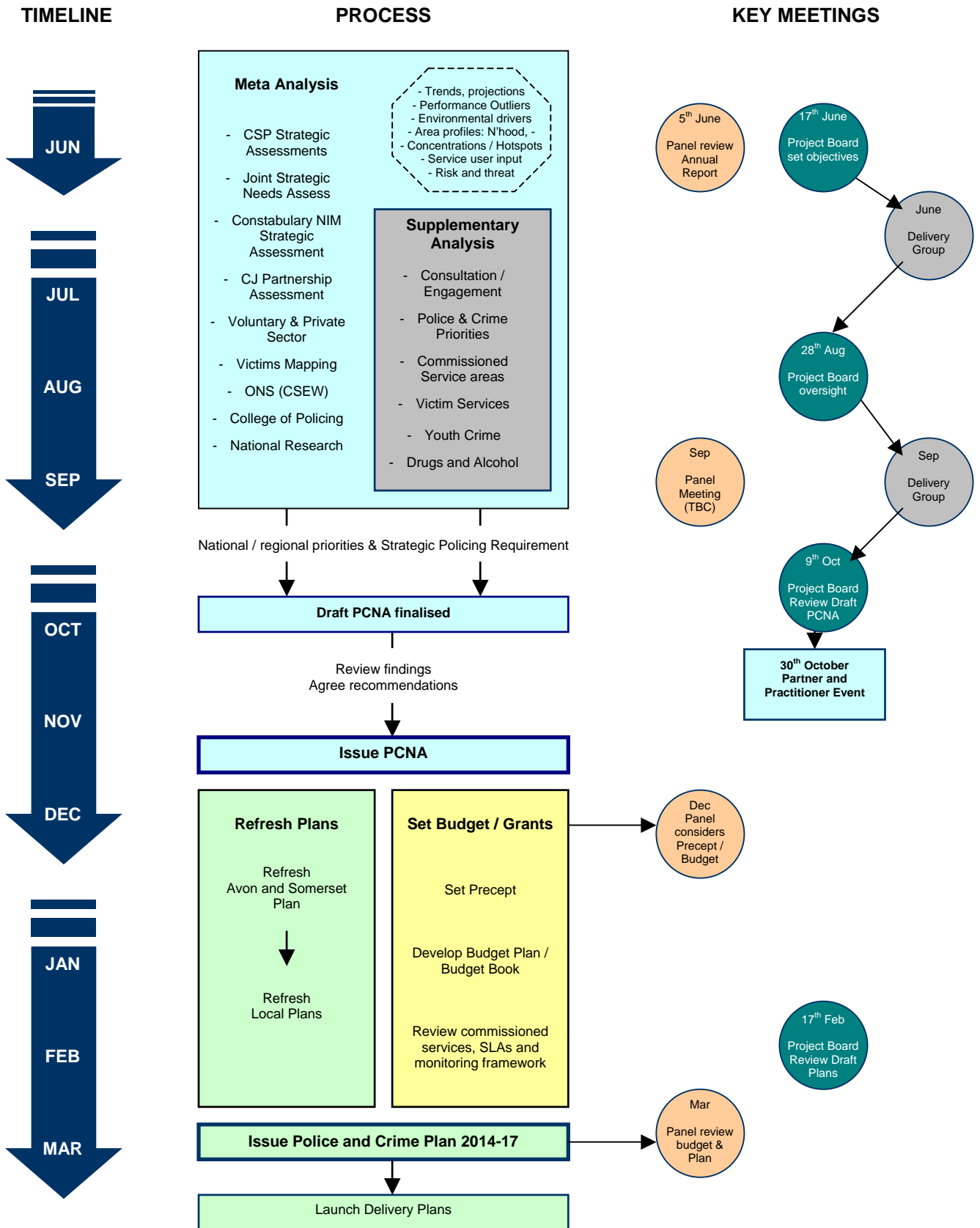
⁷ Section 22C Police Act 1996 as amended

1 st July – 13 th Sept 2013	Supplementary analysis
12 th – 30 th Aug 2013	Project Board meet to review progress
16 th – 27 th Sept 2013	Delivery Group meet to reviews key findings
14 th – 18 th October 2013	Project Board meet to review key findings
28 th Oct – 1 st Nov 2013	Partner and Practitioner Event
15 th November 2013	Final PCNA issued
18 th Nov – 13 th Dec 2013	Avon and Somerset Police and Crime Plan refreshed
December 2013	Police and Crime Panel considers precept
16 th Dec – 14 th Feb 2014	Local Police and Crime Plans developed / refreshed
February 2014	Project Board reviews Police and Crime Plans
March 2014	Police and Crime Panel reviews revised Plan
April 2014	Delivery plans launched

6. RECOMMENDATIONS AND CONSIDERATIONS

- 6.1 Partners are asked to consider the project plan for the 2013 Police and Crime Assessment and the key information and analyses from their respective agencies that may be used to inform this activity between March and September 2013.
- 6.2 Partners are asked to consider suitable practitioner or analyst representatives from their respective organisations who will be available to support the analysis and interpretation of key findings emerging from the draft assessment via a dedicated multi-agency forum.

ANNEX 1. PCNA PROCESS MAP: JUNE 2013 TO APRIL 2014



ANNEX 2. PROVISIONAL PCNA FRAMEWORK

Executive Summary

1. Introduction

- 1.1 Purpose and Scope
- 1.2 Methodology

2. Avon and Somerset Local Delivery Landscape

- 2.1 Avon and Somerset
- 2.2 Public Priorities
- 2.3 Local Partnership and Regional Priorities
- 2.4 National Priorities

3. Horizon Scanning and Criminogenic Need

- 3.1 Poverty, Housing and Employment
- 3.2 Drugs and Alcohol
- 3.3 Safeguarding and Mental Health
- 3.4 Strategic Threats to Public Safety
- 3.5 Organisational Risks

4. Thematic Profiles

- 4.1 Anti-social Behaviour
 - 4.1.1 Youth Offending
 - 4.1.2 Night Time Economy
- 4.2 Domestic and Sexual Violence
 - 4.2.1 Domestic Violence
 - 4.2.2 Sexual Violence
- 4.3 Burglary
 - 4.3.1 Domestic and Distraction Burglary
 - 4.3.2 Commercial Burglary and Organised Crime
- 4.4 Other Current and emerging issues
 - 4.4.1 *Drug related need*
 - 4.4.2 *Safeguarding and vulnerable people*

5. Victims Services

- 5.1 Risk of Victimisation
- 5.2 Criminal Justice, Quality of Service and Victim Satisfaction

6. Key Findings and Opportunities

Appendices

- Appendix 1: Indices of Need
- Appendix 2: Key Statistics: Victimisation, Crime and Detections
- Appendix 3: Information Sources

References

Glossary of Terms