

Communities Scrutiny Commission

21 February 2022



Report of: Safer Communities Manager

Title: Bristol Community Safety Partnership Overview 1st April 2021 to 31st January 2022

Ward: City-wide

Officers Presenting Report: Clare Sims, Safer Communities Manager

Recommendation:

That Scrutiny notes this report into Bristol's Community Safety Partnership activity from 2020 to 2021 and delivers any observations and/or recommendations to both the Bristol City Council Senior Leadership Team and the Keeping Bristol Safe Partnership Executive Board.

The significant issues in the report are:

The Keeping Bristol Safe Governance arrangements have continued to evolve and in doing so the City's Community Safety Partnership has become effectively embedded within this new structure. The impact of Covid has indeed perturbed this process inhibiting partner collaboration and resource, yet this Scrutiny report serves to outline the achievements made by Bristol's Community Safety Partnership throughout 2021 and demonstrates how Bristol City Council has contributed to driving this work forward.

The Partnership has refreshed its priorities, strengthened its governance and delivery arrangements and is excited to be going into 2022 driven to deliver on these priorities and continue to make Bristol a safer place for our citizens and visitors.



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1. Purpose

- 1.1. This report provides an overview of Bristol Community Safety Partnership activity and impact during 2020-2021 for the purpose of scrutiny. As requested by the Communities Scrutiny Commission, this report will endeavor to report on Community Safety themes that are not subjected to scrutiny through other spaces within the Council.
- 1.2. Additional and more detailed information can be provided to the Committee on individual areas of business, if required.

2. Background

- 2.1. Section 19 of the Police and Justice Act 2006 sets out that every local authority shall ensure that it has a crime and disorder overview and scrutiny committee with power to review or scrutinise decisions made, or other action taken, in connection with the discharge of crime and disorder functions and to make reports or other recommendations to the local authority or its executive with respect to the discharge of those functions. The Bristol Communities Scrutiny Commission is responsible for discharging responsibilities relating to the scrutiny of crime and disorder matters. The item to report on is as follows 'Keeping Bristol Safe Partnership (Keeping Communities Safe)'.
- 2.2. Under the Crime and Disorder Act (1998) each local authority in England and Wales was given the responsibility to formulate and implement a strategy to reduce crime and disorder in their area. The Act also requires the local authority to work with every police authority, strategic health authority, social landlords, the voluntary sector and residents and businesses - known as Community Safety Partnerships (CSPs). In Bristol, this partnership now sits within the Keeping Bristol Safe Partnership and its duties are discharged to the Keeping Communities Safe (KCS) Delivery Group.

3. The current KBSP structure

- 3.1. This 'Keeping Communities Safe Delivery Group annual overview' is the first of its kind following the restructuring of the Keeping Bristol Safe Partnership arrangements in September 2019. The Committee will be aware that this arrangement brought the Bristol Children's Safeguarding Board, the Bristol Adult Safeguarding Board, and the Bristol Community Safety Partnership (BCSP) together under one Keeping Bristol Safe Partnership Executive Board. As stated above, the functions and duties of the Bristol Community

Safety Partnership sit with the Executive Board and are discharged to the Keeping Communities Safe (KCS) Delivery Group.

- 3.2. The structure under the KBSP Executive has continued to evolve with the introduction of an additional fourth delivery group - Domestic Abuse and Sexual Violence, which has been set up to support Bristol City Council in meeting its duty under Part 4 of the Domestic Abuse Act. This fourth group compliments the Keeping Children Safe, Keeping Adults Safe and the Keeping Communities Safe Delivery Groups. The responsibilities of this group include domestic abuse victim support delivery, oversight of Multi-Agency Risk Assessment Conference process (MARAC) and the commissioning of Domestic Homicide Reviews. The Keeping Communities Safe delivery group is closely aligned with the Domestic Violence Delivery Group and continues to hold the portfolio for domestic abuse perpetrator intervention, under crime reduction. For an overview of the current KBSP structure detailing the subgroups that are aligned and those which report directly into the Keeping Communities Safe Delivery group, refer to Appendix A.
- 3.3. The KBSP Executive Board is accountable for the work of the Keeping Communities Safe delivery group (Bristol Community Safety Partnership). Longstanding subgroups which coordinate partnership delivery and activity for Prevent (Building the Bridge Prevent Board) and Hate Crime (Strategic Partnership Against Hate Crime) remain in situ and both are currently undergoing a re-refresh throughout 2021 & 2022.
- 3.4. The arrangements are supported by a central Safeguarding Business Unit. This is funded through Bristol City Council, Avon and Somerset Police and the Bristol, North Somerset and South Gloucestershire Clinical Commissioning Group (BNSSG). The Bristol City Council Safer Communities Team also supports the Partnership by providing specific community safety strategic leads for the various groups and thematic priorities.

4. Bristol Community Safety Partnership work programme & priorities

- 4.1. The Bristol Community Safety Partnership (hosted by the KCS Delivery Group) has responsibility for the following statutory requirements:
 - Work together to form and implement strategies to prevent and reduce crime and anti-social behaviour, and the harm caused by drug and alcohol misuse. This will include producing an annual plan
 - Produce plans to reduce reoffending by adults and young people
 - Manage the Community Trigger process (see 7.17)
 - To work in partnership to reduce serious violence (this duty is led by the Bristol Serious Violence Prevention Board which oversees the Violence Reduction Unit/Safer Options Hub). A paper was taken to People Scrutiny Commission on 13th December 2021 so will not be fully addressed here in this report. Please refer to Appendix B for the Safer Options Extract (Dec 21)
 - Consult and engage with the community

- 4.2. In addition to the above, the BCSP (KCS) will also support partner organisations to discharge their legal duties for Prevent and Modern Slavery.
- 4.3. Until late 2021, the Bristol Partnership Community Safety Plan has been embedded into the KBSP three-year Strategic Plan (agreed and signed off in September 2020). Objectives specific to the CSP were as follows:
- Improve systems to join up regulatory and anti-social community safety powers to improve disruption
 - Focus on prevention of hate crimes while providing support and guidance to victims and action against perpetrators
- 4.4. On 17th September 2021, the Bristol CSP met to explore and agree on the crime and disorder priorities for 2022. Partners used a Crime and Disorder Strategic Needs Assessment produced by our data analyst from within the Safer Communities Team and local knowledge and expertise in the room to confirm the following **7 priority thematic workstreams** and draft objectives:

1	Drugs & Alcohol	Improving support for those who need it, reducing drug related crime and disrupting drug supply
2	Anti-Social behaviour	Reducing ASB, particularly where it impacts on the vulnerable and communities and ensuring we have a joined up and effective delivery model
3	Modern Slavery	Raising awareness, improving support for victims, and increasing disruption of serious offenders
4	Serious Violence	Reducing serious violence with a continued focus on young people and knife crime
5	Violence Against Women and Girls	Education and challenge, support for victims, intervention for perpetrators, disruption, and prosecution of offenders
6	Child Sexual Exploitation	Education and challenge, reducing offending through information sharing, safeguarding and the prosecution of offenders
7	Hate Crime	Raising awareness of all forms of hate crime. Increase reporting and convictions and continue to improve support for victims. Ensure we have joined up and effective partnership arrangements to identify and respond to hate crime.

Partners also agreed the following **4 underpinning principles** to underpin all we do as a Partnership:

1	Place Based Locational Problem-Solving Plans – where do we focus our resources?
2	Public Health Approach – how can we make sustained change and improvements?
3	Effective Partnerships – how can we improve how we work together?
4	Listening to our Communities – how can we improve this and better engage our communities?

5. Office of Police and Crime Commissioner (OPCC) grant funding and projects

- 5.1. The Police and Crime Commissioner’s **Grant Fund** seeks to support organisations and projects whose work helps to prevent offending, protect communities and support victims of crime to cope, recover and move forward. Bristol Community Safety Partnership received £284,490 funding from the OPCC for 2021-22, which the Keeping Communities Safe Delivery Group allocated to support the following projects:

Project
Youth Offending Team
Domestic Homicide Review
Multi-Agency Risk Assessment Coordination (Coordinator)
Youth Alcohol and Drug Diversion (YADD)
Various community safety projects

- 5.2. **Bristol Youth Offending Team** is a multiagency team that works to support young people who have committed offences and divert them away from crime. They provide services at police stations, in Court and provide information to Courts to assist in decision making. The Youth Offending Team also supervises young people who are subject to Community Orders and works with young people serving custodial sentences. They provide interventions to assist young people to understand the effects of their crimes, work with parents/support networks and offer the opportunity to engage in restorative justice.
- 5.3. During the period between 01/04/21-03/09/21, there were 144 interventions started for 102 young people and 128 interventions ended (started in previous quarters). These totals refer to the out of court processes. There were 80 out of Court disposals for 79 young people from which 64 disposals had an outcome. The vast majority (38% of these received a youth Conditional Caution followed by No Further Action (25%) and Fast Track Immediate Charge/Police prosecution (11%).

- 5.4. Between 01/04/21 – 03/09/21 Bristol had 11 **Domestic Homicide Reviews** (DHRs). Two have recently been approved by the Home Office and will be published very soon. Another has been concluded. Of the eleven ongoing reviews, three are near completion and will be submitted to the Home Office for quality assurance.
- 5.5. A **Multi-Agency Risk Assessment Conference** is a meeting that is held to discuss the most high-risk cases of domestic abuse and sexual violence to share information and to safeguard the victim. This grant part funds the MARAC coordinator who manages MARAC referrals and coordinates the panel meetings. Between 01/04/21 and 30/09/21 there were 27 MARAC meetings.
- 5.6. The Youth Drug and Alcohol Diversion (YADD) is delivered by Bristol Drugs project to deliver support to young people who enter the criminal justice system and are experiencing drug and/or alcohol problems. During the period between 01/04/21 & 03/09/21 there were 19 young people referred into YADD. During this same period 25 young people were receiving assessment and intervention. Of the referrals in, 10 young people were referred onto other services following YADD intervention.
- 5.7. A number of smaller community safety projects have been considered for receipt of funding to support situational crime prevention and prevention of ASB. To date, Netham Park at Barton Hill has received funds to install railings as a long-term solution.

6. Home Office grant funding and projects

- 6.1. Bristol City Council has also been successful in securing Home Office Safer Streets funding in two instances during 2021.
- 6.2. The first being that of Safer Streets Fund 2 awarded in July 2021 which aims to prevent acquisitive crime in areas of the City that have been identified as having high rates of such crimes. £400,000 was provided to focus on the St Pauls and St Judes areas and works have included: additional CCTV, target hardening of properties, secure bicycle storage, street marshals, property marking and community engagement. We are currently halfway through delivery of this project and anticipate being fully complete within the deadline and within budget by end of March 2022.
- 6.3. The second successful Home Office bid secured £282,319 for the Safety for Women at Night (SWAN) fund in December 2021. This project aims to tackle sexual harassment and misogynistic behaviour which is acknowledged as being a precursor to more serious sexual offences. This is a high profile and exciting project of which includes the following workstreams:
 - An anti-sexual harassment training programme for Night-Time Economy (NTE) venues
 - A Bristol Women's Safety Charter for organisations who employ females at night between 6pm-6am
 - A city-wide awareness raising campaign
 - A reinforcement of Bristol's tackling drink spiking campaign.

The bid for this funding was underpinned by the following police data and survey conducted by the Bristol@Night Board:

- 138 reported drink Spiking offences between 2018-2021
 - 997 sexual assaults on female aged 13 and over between 2016/17 and 2020/21
 - 952 rape offences (female aged 16 and over) between the same period as above
 - 97 out of 100 people interviewed had been or had witnessed a female being harassed
 - When asked about bad experiences on nights out, most women named harassment or being spiked as their worst experiences.
- 6.4. Delivery of the SWAN project is underway and expected to be completed within budget by end of March 2022. Both the SSF2 and SWAN projects will be subject to evaluation post-delivery.
- 6.5. The Home Office have indicated that there will be further opportunities to bid for future Safer Streets Grants throughout 2022. Further details are yet to be published and on behalf of the partnership, BCC Safer Communities Service will endeavour to win funding to further tackle anti-social behaviour, crime, and sexual harassment of women in the city.

7. Other BCC & Community Safety Partnership activity in 2021

- 7.1. **Purple Flag** is an annual accreditation awarded by the Association of Town Centre Managers. The accolade is given to areas who fit the criteria and can demonstrate that they have a well-managed night-time economy. Bristol has held the kitemark award for 10 years. The city centre is assessed on a number of key themes and are seen to be successful in the following:

Place	Areas are alive during the day, as well as in the evening. They contain a blend of overlapping activities that encourage people to mingle and enjoy the place. They reinforce the character and identity of the area as well as flair and imagination in urban design at night.
Appeal	Areas offer a vibrant choice of leisure and entertainment for a diverse range of ages, groups, lifestyles, and cultures.
Movement	Areas offer safe ways of getting home after a night out, as well the ability to move around on foot with ease.
Wellbeing	Areas are safe and welcoming with all sectors playing their part in delivering high standards of customer care.
Policy Envelope	Areas must exhibit after-hours policies that show clear strategies are based on sound research, integrated public policy and a successful multi-sector partnership.

- 7.2. Bristol has further strengthened its night-time management by appointing its first NTE (Night-Time Economy) Advisor and in doing so continues to improve its engagement and coordination of organisations who operate, or employ people, at night.
- 7.3. The Councils [Quality of Life Survey 2020/21](#) (for the city centre) shows the 3 year trends for the following perception questions:

Perception Survey Question	2018/19	2019/20	2020/21	Change last year	3-year trend
% Whose fear of crime affects their day-to-day lives	18%	16%	16%	0	↓
% Who feel police & public services successfully tackle crime & ASB locally	25%	28%	30%	+2	↑
% Who think street litter is a problem locally	82%	81%	82%	+1	=

- 7.4. **Place based multi-agency problem solving plans** have featured in both the BCC Safer Communities workstream and under the KCS Delivery Group. During the first lockdown the Harbourside area of Bristol became a very popular destination. The combination of visitors and residents did not always strike a happy combination and the area experienced an increase in crime and antisocial behaviour.
- 7.5. In 2019/2020, there were 5 recorded crimes, in the following year (2020/2021) there were 26. These crimes included a combination of assaults, robberies, and public order offences. There were also 40 incidents of anti-social behaviour recorded over the same period. An increase in both crime and ASB over the summer months is expected but this rise in crime and ASB were cause for concern for stakeholders in the area.
- 7.6. The Harbourside Project was convened as a multi-agency task and finish group which coordinated the following interventions:
- Increased police foot patrols
 - Presence of the BCC Covid marshals
 - Improved public toilets
 - Youth Outreach engagement was under-taken in the Lloyds amphitheatre
- 7.7. Evaluation post project showed a substantial decrease in incidents in the area however, whether this was due to the end of lockdown restrictions and/or an increase in uniformed presence we cannot be sure. Further information is available with regards to interventions applied should the Communities Scrutiny Commission require this.
- 7.8. The KBSP has a **Domestic Abuse and Sexual Violence Delivery Group** which is a partnership group that is responsible for supporting Bristol City Council in meeting its duty under Part 4 of the Domestic Abuse Act 2021. The Bristol City Council Public Health Team

oversees victim support commissioning and delivery. For a report covering domestic abuse and sexual violence delivery in Bristol in 2020-2022 please refer to Appendix C.

- 7.9. Bristol City Council's first **Modern Slavery** Transparency Statement was developed in 2021 and published September 2021. The Statement outlines the Council's actions to understand and address all potential modern slavery risks and to put in place steps that are aimed at ensuring that this does not occur in our own business and supply chains. Modern slavery includes slavery, human trafficking, forced and compulsory labour, servitude, and organ harvesting for profit.
- 7.10. As part of the Statement there was also approval for the adoption of the MSAT (Modern Slavery Assessment Tool) which is a procurement modern slavery risk identification and management tool. It has been designed to help public sector organisations work in partnership with suppliers to improve protections and reduce the risk of exploitation of workers in their supply chains. It also aims to help public sector organisations understand where there may be risks of modern slavery in the supply chains of goods and services they have procured.
- 7.11. In addition, under the work of the Statement, a high-level/cross council action plan was approved and is overseen by the BCC Strategic Safeguarding Leadership Group that reports direct to the Corporate Leadership Board. A snapshot of the planned work includes the development of a mandatory e-learning training module, a review of internal policies to align with the statutory duties associated with modern slavery and a commitment to multiagency led disruption activity. BCC has also refreshed and updated the BCC webpage on modern slavery providing bespoke pages for the public and professionals.
- 7.12. BCC Safer Communities Team along with internal partners such as Public Health, regularly attend and contribute to the Avon & Somerset Anti-Slavery Partnership (A&S ASP). Bristol City Council has for the past two years pledged an annual financial contribution of £8000 to sustain the ASP Coordinator role. BCSP has coordinated Bristol's activity with A&S Police to support the National Crime Agency's quarterly targeted campaigns called 'Operation Aidant'. Bristol City has featured as a focus of much of this targeted disruption work through campaigns tackling sex working and sex exploitation, child exploitation and trafficking, labour exploitation and servitude. Typically, where and when appropriate, BCC officers have worked in partnership with the Police to aid disruption and/or intelligence gathering.
- 7.13. Modern Slavery features as one of the BCSP's thematic priorities. BCC is one of our partner organisations which has a statutory duty as Modern Slavery First Responder. National Referral Mechanism (NRM) data for Bristol City Council is one indicator of the prevalence of modern slavery in Bristol, but as a partnership we are actively working to improve our data collection. Increasing data collection through consistent recording over time will enable BCC to better understand the scale and nature of Modern Slavery in Bristol. A Partnership Modern Slavery Task and finish group will be set up to ensure that the BCSP is working as effectively as it can at a local level to feed into the KCS delivery group and the A&S ASP.

7.14. The graph below shows an overall reduction in **Anti-Social Behaviour (ASB)** from 2020 to 2021, particularly in the higher prevalence ASB types of Nuisances and Street ASB. Yet formal ASB activity (as shown in tables below) has significantly increased for 2021. Whilst some of this could be due to the changes wrought by the pandemic, qualitative evidence from; BCC Safer Communities formal ASB team, Street Intervention Service, Neighbourhood Police Teams and BCC Tenants suggests that ASB is still prevalent and very much a priority issue for communities. There is some concern that the suggested downturn in ASB incidents represents a decrease in reporting and accessing support in relation to ASB.

7.15. Further insight and analyses are required to establish if that concern is genuine and the ASB team are working closely with our data analyst to improve the BCC ASB dashboard and quality assurance framework to this end. Additionally, various workstreams are already underway to improve the Partnership’s response to ASB. This includes the development of a new BCC ASB Policy, a proposed adoption of a KBSP commitment to tackling ASB and an improvement in the ASB process and procedure (currently in Safer Communities and Housing & Landlord Services with the intention of rolling out the same across other linked BCC departments).

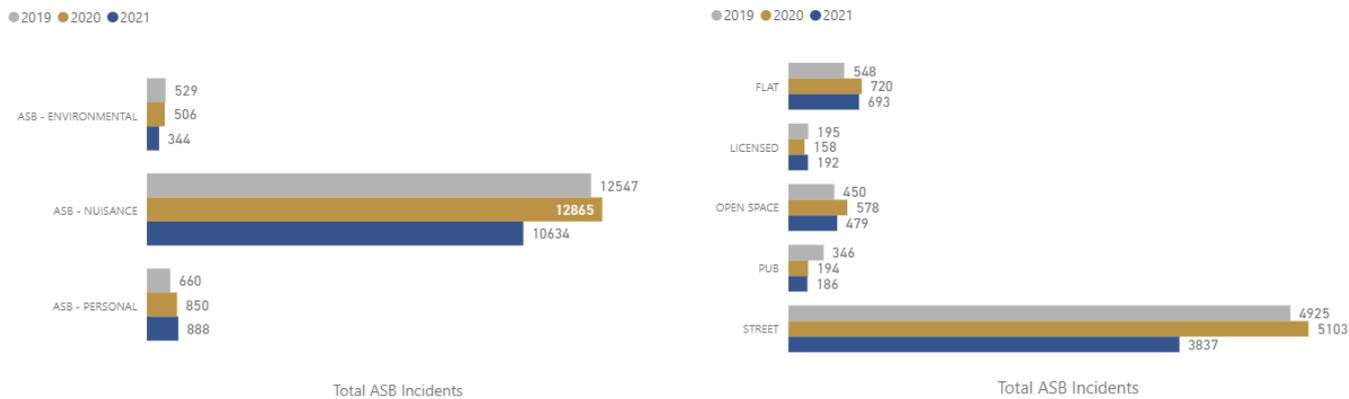


Figure 1– Police ASB incidents by ASB Type (Source: Avon & Somerset Constabulary)



Figure 2– Police ASB activity 2021 (Source: BCC)



Figure 3: Police ASB activity 2020 (Source: BCC) Blank = 0

7.16. The **Anti-Social Behaviour Community Trigger** (also known as an ASB Case Review) is a mechanism that allows members of the community to request a review of their ASB case when a threshold of three or more reports over a six-month period have been received by agencies. This process gives victims of persistent anti-social behaviour that has been reported to any of the main responsible agencies (such as the council, police, housing provider) the right to request a multi-agency case review of their case where a local threshold is met. This process ensures that all reports of ASB are investigated adequately and those reporting it are heard. The data shows a relatively steady picture year on year as the team continues to deliver this statutory function on behalf of the partnership.

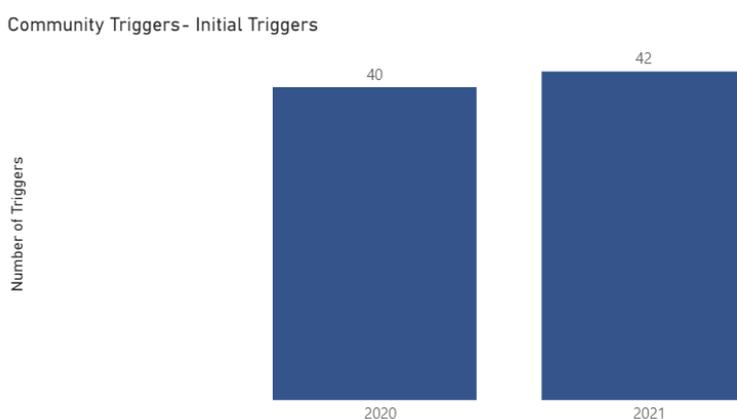


Figure 4- Community Triggers- Initial Triggers (2020 vs 2021) (Source: APP)



Figure 5- Community Trigger Activity 2021 (Source: APP)



Figure 6- Community Trigger Activity 2020 (Source: APP)

7.17. The data below gives some insight into the work of the **Street Intervention Service** who take a holistic approach to dealing with street-based ASB (e.g. begging, nuisance rough sleeping and street drinking). The service identifies individuals through proactive patrols and reacting to referrals. It then engages with those individuals and assesses their needs in terms of housing, health, behaviour, finance and alcohol/substance misuse before putting interventions in place to meet those needs. The structure of the service reflects these principles by having housing, police, BCC ASB Team and substance misuse workers all co-located to provide support and services. The Service has worked hard to build effective working relationships with a range of partners such as St Mungoes, Bristol Drugs

Project and the Mental Health Trust. A key piece of work planned for 2022 is to complete the commissioning of a Mental Health Worker.

7.18. The graphs below show the volume of work carried out by the team and a decrease in street based ASB between 2020 and 2021 (although some of this may be attributed to the impact of the pandemic). As with the other ASB work, the team are working with a data analyst to develop the data sets to allow us to better shape the work over the next year.

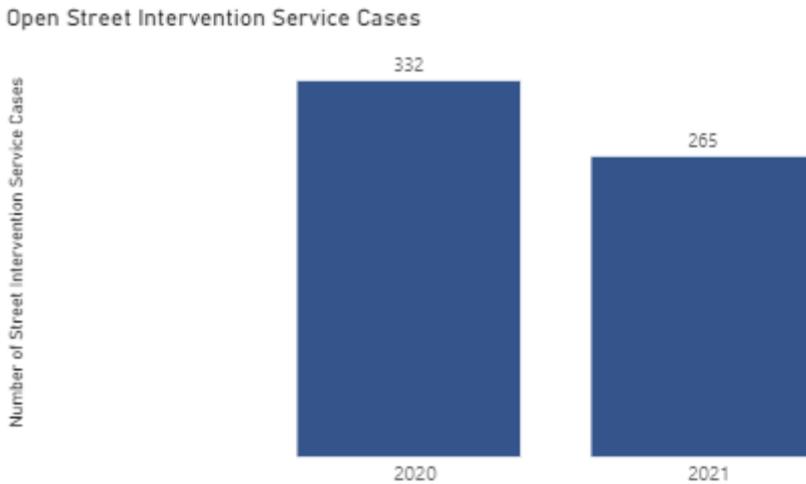


Figure 7– Total Open Street Intervention Service Cases– 2020 vs 2021 (Source: APP)

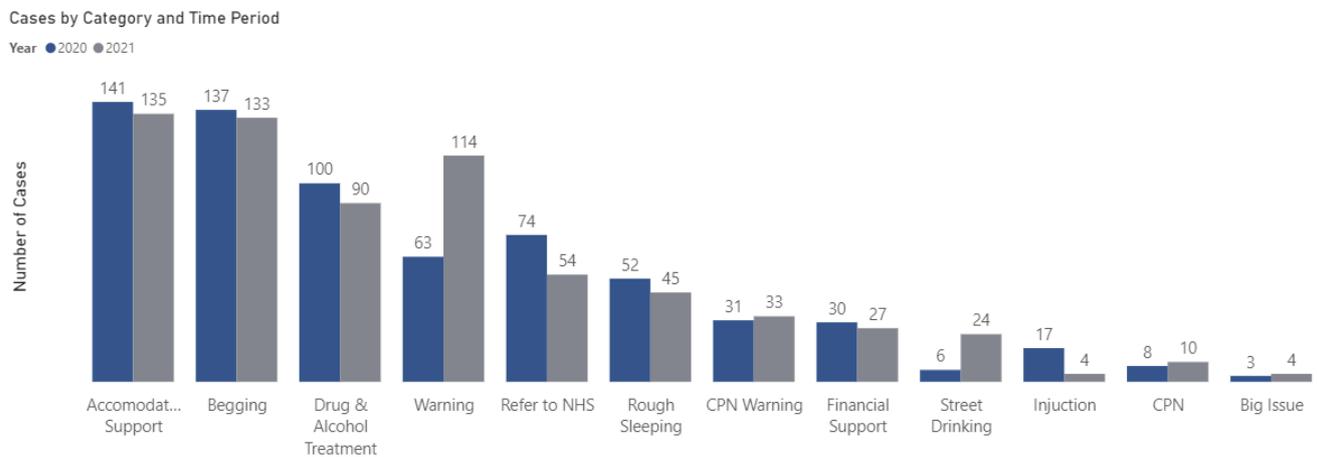


Figure 8– Open Street Intervention Service Cases by Category– 2020 vs 2021 (Source: APP)

7.19. Delivery of the **Prevent Strategy** in Bristol continues as business as usual in line with our Statutory Duty. The Building the Bridge Prevent Board continues to meet quarterly under the KBSP, and Bristol City Council continues to oversee and lead on the Channel process. Data related to Prevent and Channel referrals remains restricted and are therefore not referred to in this report.

7.20. The Bristol Prevent Board oversees Channel delivery and supports its partners with and those without a statutory duty to Prevent. On behalf of the BCC Executive, Safer Communities Team delivers the Channel process in Bristol and in complying with Home

Office Quality assurance, we submit an annual Channel Assurance Statement. Improvements in channel delivery in 2021 has included that addition of a Channel Chair (also a current Child Protection Case Conference Chair), a refresh of all Channel documentation to include a comprehensive operational guidance.

- 7.21. To date, Bristol has been a non-Prevent funded Local Authority and our activity and delivery has reflected this. In December 2021, Bristol City Council were invited by the Home Office to submit a bid for funding based on their prioritisation exercise undertaken over recent months. In January 2022, the BCC Safer Communities Team submitted a bid for one year of funding (for 2022) and are currently awaiting the outcome. A successful bid will see funds that will enable the recruitment of two specialist Prevent posts – a Prevent Coordinator and a Prevent Education Officer. This resource and additional support and quality assurance from the Home Office will have a significant impact on our Prevent Duty and in turn will enhance the awareness raising and safeguarding provisions in the City.
- 7.22. The **Strategic Partnership Against Hate Crime** continues to meet quarterly and chairing has recently been taken over by the A&S Police Chief Inspector with lead for Hate Crime across the Force along with the CEO of SARI. Police hate crime statistics are reported on quarterly to internal senior leaders at BCC and Police share their quarterly hate crime analysis with the SPAHC. The SPAHC took part in the Hate Crime Awareness Week in October 2021 and Partnership activity going forward will focus on the refresh of this Partnership and improvement to effective partnership working to drive up activity under this theme.

8. Forward Plan for 2022

- 8.1. 2020 & 2021 has been a challenging time for communities and organisations alike grappling with the impact of Covid 19 and subsequent impact on crime rates, community tensions and service delivery of professionals working in this field. The Keeping Bristol Safe Partnership as a whole and specifically the Keeping Communities Safe Delivery Group that hosts the Bristol Community Safety Partnership, has undergone transformation and change in key personnel leading on this. The current refresh of the various strategic groups key to tackling crime and disorder, the funding opportunities from central government and the drive from partners across the City are indicators of an exciting and impactful year ahead. Plans are underway to carry out a comprehensive annual Crime and Disorder Strategic Assessment later in the year to inform a review of the 2022 Community Safety Plan going into 2023. The Bristol Community Safety Partnership will complete a full annual report to appraise data analytics and Partnership activity over 2022 which will be available to this Scrutiny Commission and the BCSP Executive Board next year.