

Communities Scrutiny Commission

23 March 2023



Report of: Safer Communities Manager

Title: Bristol Community Safety Partnership Scrutiny

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 April 2021 to March 2023 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:

Bristol's Community Safety Partnership remains within the combined Keeping Bristol Safe (KBSP) arrangements. The Partnership's duties and activity is overseen by the Keeping Bristol Safe Group who have recently completed a final draft of their Community Safety Partnership/Joint Local Police and Crime Plan. This plan serves to provide the Partnership and the various groups and boards that sit within it with a clear work plan going forward into 2023/2024. The plan has been produced in a truly collaborative way and is owned by the groups delivering and overseen by the Keeping Communities Safe Group. In addition to this, a significant amount of grant funding has been secured and is being implemented effectively

It should be noted that since the merging of the three statutory Boards/Partnerships, the Community Safety Partnership has only completed one strategic needs assessment and no independent Community Safety Partnership annual report. This is recognised as a clear area for improvement and has been scheduled into a work plan for the forthcoming year.



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1. Purpose

- 1.1. This report provides an overview of the Bristol Community Safety Partnership activity and impact during 2021-2023 for the purpose of scrutiny.
- 1.2. As requested by the Communities Scrutiny Commission, this report will endeavor to provide an overview of the current combined KBSP arrangements and the combined KBSP annual report 2021-2022 (appendix A), looking at this through a community safety lens.
- 1.3. The Partnership is soon to publish its 2023-2026 Community Safety Partnership Plan – which also fulfils the duty to have a Local Joint Police and Crime Plan. The agreed thematic priorities will be outlined and a deeper dive into the work of the Strategic Partnership Against Hate Crime will be provided. This will also provide the Scrutiny Commission some insight into our data analysis and insights work that we recognise needs to be strengthened going into next year and subsequent years.
- 1.4. This report will also provide an overview of the Partnership’s allocation of the Office of Police and Crime Commissioner Police and Crime grant for April 2022 to March 2023 and outline the intended grant spend for 2023 to 2024.
- 1.5. 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.
- 2.2. The item to report on is as follows ‘Keeping Bristol Safe Partnership - Keeping Communities Safe’ or otherwise known as Bristol’s Community Safety Partnership.

- 2.3. The Crime and Disorder Act (1998) outlines the duties placed on specified authorities (Local Authorities being one of the five specified authorities). Whilst Community Safety Partnerships are responsible for a huge range of activity, the statutory obligations upon them are currently limited to:
- Set up a strategic group to direct the work of the partnership (Community Safety Partnership Board)
 - Regularly engage and consult with the community about their priorities and progress achieving them
 - Set up protocols and systems for sharing information
 - Analyse a wide range of data, including crime levels and patterns, in order to identify priorities in an annual strategic assessment
 - Set out a partnership plan and monitor progress
 - Commission Domestic Violence Homicide Reviews (*it is worth noting that this Duty is currently held by the KBSP Business Team and the Domestic Abuse and Sexual Violence Delivery Group which reports to other Scrutiny Commissions*).
- 2.4. Bristol's Community Safety Partnership continues to be combined within the Keeping Bristol Safe Partnership (KBSP) arrangements along with the Safeguarding Children and Safeguarding Adults Partnership arrangements, which are overseen by the KBSP Executive Board. The current arrangements work to a combined three-year Strategic Plan of which there are currently five priorities. This KBSP strategic plan is due to be refreshed this year.
- 2.5. The KBSP Business Team also publishes a KBSP combined Annual Report on behalf of the three Statutory Partnerships. We have attached the KBSP annual report for 2021 – 2022 for the perusal of the Scrutiny Commission (appendix A). The following section of this report sets out to signpost Scrutiny Commission to elements of the KBSP report that are most pertinent to the scrutiny of the Community Safety Partnership. It is for noting that this combined KBSP report was produced by the KBSP Business Team and carries a strong safeguarding theme throughout, with less focus on crime and disorder matters.
- 2.6. During the Autumn of 2021, the Keeping Communities Safe Group, set out to produce a specific Community Safety Partnership Plan to complement that of the KBSP strategic plan (which also serves as our Local Joint Police & Crime Plan). The Community Safety Partnership Plan has been agreed by the Avon and Somerset OPCC and all of our Community Safety Partners and is currently going through the Bristol City Council decision making pathway for sign off. This plan makes clear our vision and sets out our 7 thematic priorities with high level objectives that sit under these priorities. Identified groups own these objectives and will continue to deliver on these throughout 2023. Further detail is provided in section 4 of this report.
- 2.7. Given the KBSP annual report's focus on child and adults safeguarding, this report, sets out to provide the Community Scrutiny Commission with some additional information about the partnership's activity:
- Police and Crime Grant spend and our plans for utilising this grant next year (section 6)

- Progress in tackling hate crime (thematic priority 6), particularly highlighting how improved data collection and data analysis can inform and improve our activity right across our community safety and crime reduction portfolio (section 5).
- Update on other grant funded activity underway involving our work as a Community Safety Partnership.

3. The current KBSP arrangements & Combined Annual Report 21-22

- 3.1. As stated above Bristol meets its statutory duty to have a strategic Community Safety Partnership group. Currently the Community Safety Partnership sits within the combined KBSP arrangements. The 'Community Safety Partnership arrangements' are made up of a number of community safety/crime reduction/safeguarding thematic groups which report into the Keeping Communities Safe Group, which in turn reports into the KBSP Executive Board.
- 3.2. These arrangements have been in place since 2019 and continue to grow and evolve. These arrangements do provide opportunities for partners to collaborate across the overall KBSP.
- 3.3. In its current structure, the Keeping Bristol Safe Business Unit provides coordination, direction, and support right across the KBSP and in doing so holds the KBSP combined Strategic Plan and produces the combined KBSP annual report. The Community Safety Partnership currently is not required to produce a separate annual report. However, going forward, it is anticipated that this will resume in 2023/24.
- 3.4. Page 9 of the KBSP report references 2,482 hate crimes in Bristol for 2021-2022, an increase in 28% compared to the previous year. However, the previous year is not comparable in that 2020 -2021 included all three lock-downs seeing a lesser number of most crime types. Also, we have seen a peak in the summer months of this year as a consequence of the Black Lives Matter movement and the George Floyd protests, raising awareness and improved reporting. This rise in hate crime also correlates with a national increase of 29% in England 21/22.
- 3.5. Pages 12 to 16 outlines the KBSP progress against the KBSP priorities for 2021-2022.
- 3.6. Progress against priority 1 - *End to End Excellence* references achievements made primarily by the Keeping Children Safe Group by improving the transparency of child protection conferences and continuing to implement a city-wide contextual safeguarding approach enabling the earlier identification and multi-agency co-ordination to tackle child exploitation. The Bristol Violence Reduction Unit (Safer Options) is Bristol's Partnership approach to respond to extrafamilial harm and Ofsted in December 21 state that 'strong working relationships with the police have resulted in a shared culture of collaborative and child-focused working'.

- 3.7. Progress against priority 2 – *Citizens are our Equal Partners* highlights the work that the newly formed Participation and Communication (PEC) group within the wider KBSP are doing to ensure that we listen to those with lived experience. The PEC have also set up a domestic abuse forum whereby individuals who have experienced domestic abuse are heard and empowered to inform and shape future initiatives and service provision. The Community Safety Partnership is closely aligned with the PEC and will continue to utilize this function and ensure that it grows and provides lived experience to our work going forward.
- 3.8. Progress against priority 3 – *Commission and deliver domestic abuse services which are trauma informed and recovery focused* is very much held by the Domestic Abuse and Sexual Violence Delivery Group who successfully commissioned a new domestic abuse service for Bristol. It should also be noted the statutory duty to commission Domestic Homicide Reviews (DHRs) is held by this group and supported by the KBSP Business Unit and page 17 of the KBSP report reports on how during 21/22 the KBSP have commissioned two new DHRs and have 9 ongoing.
- 3.9. Progress against priority 4 – *Seamless Transitions – Transitional safeguarding (16–25-year-olds)* again holds a focus on safeguarding young adults who are vulnerable and outlines how the Partnership has scaled up the specialist response to children and young adults who have been exploited to ensure there is access to specialist services post 18 for young people who have experienced criminal exploitation.
- 3.10. *Progress against priority 5 - Safe in our Communities, Safe in our Homes* references how the Keeping Adults Safe Group has applied learning from a Domestic Homicide Review and are developing a new risk management framework for supported accommodation providers to improve protection of vulnerable individuals from domestic abuse. The KBSP report also references Community Safety Partnership activity that has taken place with partners such as South-West Crime Stoppers and Neighbourhood Police to tackle doorstep fraud.
- 3.11. The KBSP report references Home Office Safer Streets funding (SSF). Funding for SSF round 4) was secured by Bristol City Council Safer Communities Team in July 2022 to prevent neighbourhood crime, violence against women & girls (VAWG) and anti-social behaviour (ASB) in a designated area – that being Bedminster and Hartcliffe. The Home Office awarded £500K for 22/23 and a further £250K to be spent by September 2023. Interventions being delivered include; community participation, youth work, situational crime prevention such as CCTV and lighting, equalities training, substance misuse harm reduction and the expansion of the Safety for Women at Night agenda. This project is currently being delivered and on schedule for completion in September 2023.
- 3.12. The KBSP report also highlights the Modern Slavery work that BCC has undertaken in accordance with the BCC Modern Slavery Transparency statement. This work has now expanded into the wider Community Safety Partnership where we have used some police and crime grant funding to commission our external partner ‘Unseen’ to set up and coordinate the Bristol Modern Slavery Partnership. This group will drive forward the

objectives set out in our new Community Safety Partnership Plan (further detail in the following section).

4. Bristol Community Safety Partnership Plan / Joint Local police & Crime Plan 2023-2026

- 4.1. The Bristol Community Safety Partnership (hosted by the Keeping Communities Safe Group) has responsibility for developing strategies to reduce crime and disorder and we are also bound to have due regard to the local Police and Crime Plan. In Autumn 2021 the Partnership met to begin scoping out our priorities that would feed into the Bristol Community Safety Partnership Plan 23-26. This plan remains independent of, but aligned to, the overarching KBSP Strategic Plan.
- 4.2. A 2021 Community Safety Strategic Needs Assessment provided the basis for a partnership consultation exercise that identified the 7 thematic priorities that the Community Safety Partnership will drive forward into 2026. The wider Partnership, which includes the Office of Police and Crime Commissioner, and several specialist thematic partnership groups have agreed the objectives that sit under each of the 7 priorities and the reporting arrangements that underpin the activity. The final draft of the plan is currently being taken through the decision-making pathway within BCC.
- 4.3. Outline draft plan as below:

**The Draft Bristol Community Safety Partnership Plan
Draft Bristol Local Joint Police & Crime Plan
2023-2026**

**Vision:
To ensure that the Community Safety Partnership and its members are able to work in collaboration to contribute proactively and reactively to improving the safety of our communities**

Priority	We Will	Lead
Drug Harms	1) Ensure that treatment and support services are effective and can successfully take referrals. 2) Raise awareness of the harm caused by drug use, including alcohol. 3) Targeted enforcement and disruption of those who cause the most harm.	Drug and Alcohol Strategy Group (incorporating the Combatting Drugs Partnership)

Priority	We Will	Lead
ASB	1) Reduce the number of repeat incidents of neighbourhood, street and City Centre ASB. 2) Be proactive in the prevention of ASB particularly where it impacts on the vulnerable. 3) Continue to improve Bristol's ASB Partnership response to tackling ASB	The Bristol Tackling ASB Partnership

Priority	We Will	Lead
Serious Violence	<ol style="list-style-type: none"> 1) Reduce serious violence, particularly targeting hotspot locations. 2) Reduce child exploitation as the context for serious violence. 3) Reduce the number of young people carrying knives. 4) Comply with the Serious Violence Duty. 	The KBSP Serious Violence Prevention Group

Priority	We Will	Lead
Violence Against Women & Girls	<ol style="list-style-type: none"> 1) Reduce violence against women and girls. 2) Ensure that our response to those affected by domestic abuse and sexual violence in Bristol is continuously improving. 3) Bring about long-term cultural change whereby violence against women and girls in our City is not tolerated and actively challenged. 	The Domestic Abuse and Sexual Violence Delivery Group

Priority	We Will	Lead
Child Sexual & Criminal Exploitation	<ol style="list-style-type: none"> 1) Reduce incidents and severity of both child sexual exploitation and child criminal exploitation. 2) We will ensure that our safeguarding responses to reduce risk and vulnerability are effective. 3) Target perpetrators and strengthen our community response to tackling these crimes. 	Bristol Child Exploitation Project Contextual Safeguarding Steering Group

Priority	We Will	Lead
Hate Crime	<ol style="list-style-type: none"> 1) Prevent hate crime and reduce incidents of hate crime in the City. 2) Increase the reporting of hate crime incidents. 3) Improve the Partnerships support for victims of hate crime. 4) Improve the Partnership's operational response to hate crime incidents. 5) Build our understanding of hate crime incidents and develop innovative responses. 	The Bristol Strategic Partnership Against Hate Crime Group (SPAHC)

Priority	We Will	Lead
Modern Slavery	<ol style="list-style-type: none"> 1) Work in partnership to increase the identification, protection and provision of support for victims of modern slavery and human trafficking. 2) We work collaboratively with our partners to disrupt and target offenders and to bring perpetrators to justice, especially those in organised crime. 3) Reduce the risk of vulnerable people being pulled into modern slavery and exploited. 	The Bristol Modern Slavery Partnership

5. A focus on Priority number 7 – Strategic Hate Crime Partnership activity 2022-2023

- 5.1. As part of its role in supporting the strategic Keeping Communities Safe Group, in summer 2022, the BCC Safer Communities team was tasked with supporting the rejuvenation of the Strategic Partnership Against Hate Crime (SPAHC).
- 5.2. Working with key partners such as the police and the Bristol Hate Crime and Discrimination Service (BHCDS), the group revised their terms of reference and worked

together to produce a new SPAHC action plan that was far more concise and aligned with that of the overarching draft Community Safety Partnership Plan

- 5.3. One key theme of the new action plan is focused on developing the use of data to inform activity across the strategic, tactical, and operational levels. To help fulfil this action, the BCC Safer Communities Data Analyst worked with partners to create the Hate Crime Dashboard which utilises Power BI to pull data together from a range of partners, to include the Police, BHCDs and a range of Bristol City Council departments. Please see appendix C for an extract of the Hate Crime dashboard.
- 5.4. Furthermore, the Partnership has undertaken a review of the longstanding 'High Risk Case Review Panel (a multi-agency safeguarding panel that assesses and supports partners to work with high-risk victims and high-risk perpetrators of hate crime). The model had been changed to meet need and has subsequently been evolved into the 'Hate Crime Operational Group (HCOG)'. Currently this panel meets once a fortnight and HCOG uses data from the dashboard (as well as more qualitative data from partners and communities) to identify hotspots, repeat victims and perpetrators and high-risk cases and in turn, applies problem solving techniques to address the identified individuals/cohorts and/or locations. HCOG is also utilised to identify issues that require a more strategic response (for example, when victims of hate crime are referred to BHCDs).
- 5.5. Current challenges that the operational arm of the SPAHC face include some unresolved data sharing problems and the absence of administrative support. BCC Safer Communities Team looks forward to continuing to support this work as the SPAHC moves through the other objectives contained within the new SPAHC action plan and overarching CSP plan.

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

- 6.1. The Police and Crime Commissioner's Police & Crime Grant 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. The Bristol Community Safety Partnership received £267,019 of grant funding from the OPCC for 2022-23, which the Keeping Communities Safe Delivery Group allocated to support the following projects:

Project	
Bristol Youth Offending Service	Part funding - This essential service operates on a pooled budget basis; it is deemed necessary to use some of the grant to ensure levels of this service are maintained for some of the most vulnerable young people in Bristol. Youth Crime is a high-profile crime which affects families and communities

Domestic Homicide Reviews	Part funding - DHRs are a statutory duty to overview the VAWG services in Bristol are joined up and the referral processes are effective. Each review needs an independent chair and has associated costs to produce an individual report on a person's death should domestic violence be an element in the cause of death.
Multi-Agency Risk Assessment Coordination (Coordinator) – High Risk Domestic Abuse Conferences	Part funding - The coordination of the MARAC function is essential for the management of the multi-agency function. The individuals being discussed at the MARAC are high risk individuals who are suffering from Domestic Violence. The success of the approach relies on consistent meetings, data sharing coordination and a professional framework of recording. Safe-Lives offer a toolkit for MARAC Coordination which exemplifies the complexities of the MARAC process.
ASB Problem Solving Partnership Project Officer	The coordination of multiagency collaborative projects has been ad hoc and fell to a variety of partner agencies depending on where the notification came from and who is considered lead agency. This can result in missed opportunities to work more effectively and in a joined-up way. Funding a project worker to focus on locations and specific cohorts that are linked to ASB and crime in the city will provide an additional and specific resource into this agenda and provide an opportunity to test out the effectiveness of working in this way.
Education Safeguarding post – DA/MISPAs etc notifications to education providers	Part funding - The Safeguarding in Education Service operationalises the Police Safeguarding Notification scheme. This shares NICHE reports to education establishments to facilitate information sharing. This ensures timely, proportionate and trauma informed approaches by providing early help to children and families. The team provide information to schools with a view to prevent acute presentations requiring statutory responses from agencies.
Sanctuary Scheme project for victims of domestic abuse – provision of security hardware	Part funding - The KBSP/BCC is currently developing a Sanctuary Scheme project for victims of domestic abuse. The support costs for victims within this scheme is covered by the Domestic Abuse Act monies but this does not allow for funding any capital spend e.g., target hardening at the property/ making a safe room etc. This fund will provide the much-needed hardware to enable safety plans to be strengthened and provide

	victims with additional support by way of feeling safer and more protected.
Unseen – Modern Slavery Partnership	The Partnership recognises that we have a long way to go to fully understand the gravity and picture of modern slavery in the City. It is a high risk, high harm crime that is currently largely hidden. Strengthening our Bristol Modern Slavery Partnership will enable partners to produce a risk profile, better support victims and disrupt offenders.
Life Skills – Immersive Learning facility	This project supports our public health approach in tackling crime and disorder with a particular focus on deterring young people from serious violence and carrying weapons. It will also aid community cohesion and investment in our communities.
Business Crime Reduction Partnership (BCRP)	Part funding - City centre crime and disorder continues to impact on our local businesses both in so far as acquisitive offending and violence and disorder. Bristol has well established Business Improvement Districts (BIDs) and supporting this Partnership will strengthen further the impact stakeholders can have on City Centre business related crimes and ASB.
Annual subscription to Resolve ASB	Tackling ASB is a priority for Bristol and features heavily in communities' call for action. Whilst we have effective ASB partnership arrangements, this subscription will enable access to a national forum of advice, support and best practice.
Purchase of bleed kits	Tackling Serious Violence in the City is a priority for all partners. Bristol has witnessed a number of knife related deaths in recent years. The partnership would like to work with our NTE Partners and stakeholders to improve the capacity for door staff to manage knife injuries by delivering NTE specialist First Aid training to include provision of specialist bleed kits. Bleed Control - Turtle Engineering (turtledefibcabinets.co.uk)

- 6.2. Reporting to the OPCC occurs biannually. Please see attached appendix B that outlines the performance associated with each of the items/projects funded by the P&C grant up until September 2022. In essence the Partnership is satisfied with the performance against each project. Reporting against the Modern Slavery Partnership, Life-Skills project, BCRP, subscription to RESOLVE and purchase of bleed kits is limited as these were commenced in January 2023 following negotiations with the OPCC to repurpose part of

the grant funding relating to an underspend from the ASB Partnership Officer (delay in recruitment).

- 6.3. The Partnerships' bid for the OPCC P&C grant for 23-24 will be submitted on 17th March 2023 and does not differ significantly from the above proposed spend/funding of projects.

7. Home Office grant funding and projects

- 7.1. Bristol City Council has also continued to be successful in securing a further round of Home Office Safer Streets Funding (round 4) in July 2023. Progress against this project has been outlined above. The partnership is very satisfied with the delivery of this project so far and the BCC Safer Communities Team will continue to oversee this until completion in September 2023.
- 7.2. Bristol was identified by the Home Office as a Prevent Priority area in 2021 and BCC secured Home Office grant funding for April 2022 to March 2023 for two specialist posts and a lesser amount for community engagement activity. We successfully recruited to the posts of Prevent Coordinator and Prevent Education Officer in December 2022 and January 2023. Both posts are active and enabling Bristol City Council and the wider partnership to effectively deliver on their statutory Prevent Duty.
- 7.3. Bristol City Council has recently been notified of a successful bid for Prevent funding to take us through to March 2024. This round includes funding for three posts, the existing posts plus a Community Engagement Officer (12 months). We have also secured additional funding to deliver a number of projects within our communities. These will commence in April 2023 and continue through to March 2024. We are commissioning a number of local and national partners to deliver projects that will directly impact on our current local risk profile.
- 7.4. Going forward into 2023/24 the BCC Prevent Team will also be working with partners to strengthen our Bristol Prevent Board, drive forward our Bristol Prevent Board action plan and continue to forge collaborative and innovative initiatives with our Counter Terrorism and local police, our education, health and wider partners in order to safeguard those who present as being susceptible to radicalisation. Going forward, we will be able to report on the progress and improved outcomes linked to the Prevent agenda. In particular, we look forward to delivering the grant funded initiatives we are taking forward with Bristol Bears, Empire Fighting Chance, the National Autistic Society, and Small Steps (specialist Extreme Right-Wing awareness raising training).

8. Forward Plan for 2023-2024

- 8.1. The Bristol Community Safety Partnership recognises that it has been on a significant journey of change following the move from the stand alone 'Safer Bristol' Community Safety Partnership arrangements into the combined arrangements under the Keeping

Bristol Safe Partnership in 2019. Settling into these new arrangements was significantly impacted by the global Covid pandemic. However, we hope that what has been presented provides the Communities Scrutiny Commission with assurance that the Bristol Community Safety Partnership remains strong and continues to develop at a significant pace.

- 8.2. It is recognised that the Partnership is required to carry out an annual strategic needs assessment (or review) and this was not achieved in 2022. The Partnership is investing in this area of data and insights and the work carried out by our data analyst partners in creating the Hate Crime and Domestic Abuse dashboards provides a flavour of what can be achieved. Dashboards are also in place for our ASB partnership work, and we endeavor to push this out across all our thematic priorities as appropriate. We have also committed to a schedule of work across 2023/2024 to include an annual crime and disorder needs assessment, a review of the Partnership Plan and the publishing of an independent annual CSP report.
- 8.3. The reporting and governance of the thematic/priorities groups is also being reviewed by senior BCC officers and senior leaders from the other statutory community safety partners to ensure that the current arrangements enable the partnership to fulfill its statutory duties and be as effective and as innovative as we possibly can.
- 8.4. 2021 & 2022 has been a challenging time for communities and organisations alike recovering from the effects of Covid 19 and the subsequent impact on growing crime rates, increased community tensions and a rising cost of living. However, with our draft Community Safety Partnership agreed and partnership activity in Bristol continuing to thrive, we hope that the Communities Scrutiny commission can be assured that there is an exceptional drive and a willing to collaborate amongst partners to make Bristol a safer place. Whilst also recognising that there are also some improvements to take forward.