

Lancashire

Community Safety Agreement 2014 - 2016

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Introduction

The public sector is in an unprecedented era of change where it has never been more important to ensure that we have the best arrangements for working together in order to get the most out of our resources and deliver the best outcomes for our communities. In addition, we are all finding ever more creative ways to reduce costs yet maintain performance and delivery of high quality services.

Whilst crimes rates have fallen in recent years and the challenges on the public sector have increased. It is important, therefore, to ensure that we focus on early action to tackle the key issues that cause the most harm to children and young people, vulnerable adults and communities.

To do this, we need not only our organisations to work together, but to ensure that we utilise the strengths and assets within our communities and enable them to have the ability to manage challenges positively. In commissioning services, we must support this aim by seeking to deliver added social value.

This agreement sets out our aspirations for the next two years and determines how we will demonstrate key outcomes across Lancashire by:

“Working together to make Lancashire a better place for this and future generations, where crime continually reduces, innovative and excellent practice is the norm, and fear of crime is not a constraint to daily life and investment”.

Our Partnership

We have a strong history of partnership working in Lancashire and are committed to continuing to make it a safe place to live, work and visit. Key partners include:

Blackburn with Darwen Council
Blackpool Council
Burnley Borough Council
Chorley Borough Council
Clinical Commissioning Groups*
Crown Prosecution Service
Fylde Borough Council
HM Courts and Tribunal Service
HM Prison Service
Hyndburn Borough Council
Lancashire Constabulary
Lancashire County Council

Lancashire Fire and Rescue Service
Lancashire Police & Crime Commissioner
Lancashire Probation Trust**
Lancaster City Council
Pendle Borough Council
Preston City Council
Ribble Valley Borough Council
Rossendale District Council
South Ribble Borough Council
West Lancashire Borough Council
Wyre District Council

*Changes to organisational constitution have meant that the responsible authority duty for the NHS has passed from Primary Care Trusts to the Clinical Commissioning Groups.

**Changes to the Probation service will mean that their duty will be carried out by the National Probation Service and the local Community Rehabilitation Company.

Lancashire Community Safety Strategy Group brings together representatives of these organisations to set the strategic direction for coordinating partnership activity under a range of statutory duties, 'responsible authorities' are required to work together to:

- Reduce crime and re-offending, tackle anti-social behaviour and substance misuse;
- Ensure information collection and sharing arrangements are in place to inform direction of services and develop a Community Safety Agreement (CSA) for Lancashire;
- Maintain good partnership working between organisations;
- Engage and consult communities on community safety issues; and
- Have due regard for the strategies and priorities of the Police and Crime Commissioner for Lancashire where appropriate.

Local arrangements are crucial to the effective delivery of improved outcomes. We are working to ensure that our Community Safety Partnership delivery landscape is both lean and best able to make a difference moving forward.

This agreement acknowledges and reinforces the linkage with other local partnerships such as the Children's Safeguarding Boards, Children's Trust arrangements, the Lancashire Criminal Justice Board and the Health and Wellbeing Boards.

Although this document will not detail all of the partnership activities to be undertaken, our strategic outcomes are informed and shaped both by knowledge and experience of the work in this area. To deliver these improved outcomes, partner organisations will collaborate locally to develop strategies, activities and projects that align with this Agreement.

Our Principles

Across Lancashire, we will work together with the following guiding principles:

Communities: We will put benefit for communities at the heart of decision making whilst recognising local differences and accepting our accountabilities to our own organisations.

Culture: We will encourage a culture of open and honest debate, respecting differences of opinions and challenges to views.

Outcomes: We will focus on outcomes to achieve our objectives, get results and each take responsibility for delivering.

Our Progress and Achievements

- **Domestic Abuse Service Commission 2013 – 2016:** Commissioned services in Blackpool, Blackburn with Darwen and Lancashire providing specialist domestic abuse services for victims, children and young people and perpetrators.
- **Community Safety Intelligence:** Collaborative approach to data collection and analytical capacity in Lancashire which supports the production of strategic analytical products and a performance scorecard.
- **Supporting Victims and Reducing Harm:** Anti-social Behaviour Risk Assessment Conferences support victims and manage risk of harm to the most vulnerable in our communities.
- **Multi Agency Safeguarding Hub:** Has a crucial role in reducing harm caused by domestic abuse and child sexual exploitation through effective information sharing and ensuring that the right agency provides appropriate support.
- **Re-settlement and Rehabilitation:** 'Inside Out' works with short sentence offenders before release to encourage them to take responsibility for their own resettlement and rehabilitation by utilising their assets and skills.
- **Preventing Entry to the Youth Justice System:** Youth Offending Teams in Lancashire, Blackburn with Darwen and Blackpool have commissioned a 'Triage' service to reduce the number of young people entering the youth justice system through providing early support to prevent future offending.
- **Reducing Alcohol Harm:** Our joint alcohol strategy focuses on specific harm reduction priorities, which includes Community Alcohol Networks (CANSafe) which engage communities, schools, and licensed premises to address anti-social behaviour and crime linked to underage drinking with a focus on safeguarding young people and enabling family support.
- **Partnership Communication:** Regular newsletters, campaign resources and a programme of stakeholder events to ensure partners are engaged, promote key messages, and sign-post service users to support.

Our Challenge

Our ambition is to deliver stronger services. We will use the reality of diminishing resources as an opportunity to focus our efforts to work more effectively and efficiently. It is vital that we identify the key issues that cause harm to our communities, which we will do by working in partnership to ensure we achieve the greatest impact.

Our evidence base repeatedly identifies a number of key issues which continue to impact across the county, including:

- Anti-Social Behaviour
- Child Sexual Exploitation
- Domestic Abuse
- Road Safety
- Violent Crime

For the local breakdown of issues, see Appendix D: Local Issues Consultation.

Crime and anti-social behaviour are symptoms of underlying behaviours that are determined by a number of contributory and causal factors or determinants.

The key factors identified are:

- Alcohol and Drugs
- Reoffending
- Interpersonal Violence
- Health
- Deprivation

Partners across the public and voluntary, community and faith sectors (VCFS) are meeting the challenge of reduced budgets and shrinking resources whilst at the same time experiencing a rising demand for service. Ensuring connectivity between organisations and taking the right action the first time has never been more important in working with our communities to address harm, reduce vulnerability and prevent escalation to statutory services.

As such we need a partnership landscape that addresses shared priorities, reduces duplication and brings added value. It is apparent that we need to move away from addressing 'symptoms' and take timely action to address root causes. These factors must be addressed in order to have any long-term impact on crime and anti-social behaviour, with complimentary delivery at the appropriate level.

The Living in Lancashire survey shows that whilst most communities consider their local area to be safe, there remains a significant worry regarding issues affecting their quality of life (e.g. noise and general nuisance).

Strategic Outcomes

The complexity and wider impact of these causal factors warrant a county wide approach and so through collaboration and integration of public services, we will take early action to ensure:

1. Communities are more cohesive and resilient
2. Victims are supported and harm is reduced
3. Offending and re-offending are reduced
4. There are fewer first-time entrants into the youth justice system
5. Crime and anti-social behaviour continue to reduce
6. Criminality is targeted and disrupted

Our Approach

Early help

At the forefront of our approach to addressing these priorities, must be our commitment to taking 'early help' to stop the development of issues that can often become more significant challenges for individuals and families and so require a far more intensive response from services.

Early help is about understanding the whole picture facing an individual, family or community with the right person in the right organisation taking the right action at the right time that will make the greatest difference.

Across the county there is investment in integrated early action approaches to work with vulnerable people and families at an earlier stage to address situations before they reach crisis point. In Lancashire this is called Early Help; in Blackburn with Darwen it is called Transforming Lives and in Blackpool it is called Springboard.

Working with families

We recognise that families are the experts on their own lives and as such it is essential that their views, experiences and strengths are at the centre of how we support and enable them to develop the skills to improve their circumstances. Funding through the Troubled Families programme has supported our approach to working with families and reducing the number of agencies they come into contact with through the adoption of a lead professional approach. Our challenge is to embed this approach and ensure that we are able to apply the learning in terms of reducing re-offending and anti-social behaviour.

Strength based approaches

Often we have approached community safety issues by focussing on weaknesses in tackling the problems that we see. Our recent strategic assessment takes a new approach by looking at the root causes behind the symptoms and so in addressing these we must look to the strengths already present in our communities in order to find sustainable solutions. Through joint commissioning, co-producing services with the VCFS, and putting the voice of the service user at the centre of the design, we will aim to promote resilience, recovery and independence. We have seen success in Lancashire through utilising asset approaches to supporting recovery from substance misuse and co-producing services with service users.

Understanding vulnerability and targeting resources

Effective sharing of information to streamline service provision provides another opportunity. Research undertaken by the Home Fire Assessment task groups has utilised multiple layers of organisational data to refine our understanding of vulnerability and better target resources. Further, by adopting local area coordination approaches, we can engage with VCFS partners to ensure that service users get the right support at the right time and make better use of resources.

Supporting victims and reducing harm

The national commitment to putting victims at the centre of service delivery is set out in the Victims Code 2013. Underpinning this in Lancashire we will work in partnership with the Police and Crime Commissioner in delivering the Victims Strategy. In moving towards a victim centred support, we should recognise the harm caused by crime and anti-social behaviour will vary case by case and so we need to take an individualised approach to both recognise and reduce the harm caused.

Interpersonal violence incorporates sexual assault; stalking; relationship violence; and issues of power and control, which are significant factors in causing harm, the repercussions of which are felt not just by individuals and families but across our communities. Commissioned services are in place in Blackpool, Blackburn with Darwen and now Lancashire, however we need to evidence their effectiveness and secure commitment to sustainable future funding. Further, we must continue our efforts to build pathways between organisations and to integrate services around the needs of our communities.

Anti-social behaviour (ASB) can be indicative of neighbourhoods experiencing low levels of cohesion and where un-checked can escalate into significant harm and criminality. A significant proportion of anti-social behaviour results from inconsiderate behaviour which can escalate into neighbour disputes and patterns of retaliation. Hate crime can also manifest as ASB and many cases can benefit from similar multi-agency responses in providing support to victims. This requires a more strategic approach to ensure both a victim centred focus and coherent provision of support.

Working with those who offend or are at risk of offending

Analysis has made clear that we must tailor support to meet the needs of key offender group's e.g. domestic abuse perpetrators, violent offenders and women offenders. In supporting the re-settlement and rehabilitation of offenders, key pathways such as: education, employment and training; mental health; substance misuse and appropriate housing remain challenges.

All offenders will be considered as appropriate for interventions, they will be offered opportunities to change their offending behaviour, failure to accept these opportunities or to change will ultimately result in targeted enforcement action.

We recognise that an offender is often part of a family unit or household where their offending behaviour can put the family or household at risk. We will develop interventions and support services around minimising that risk and to break inter-generational offending.

Women who offend are often also victims of violent crime and may present with specific needs and vulnerabilities. It is recognised locally and nationally that a gender specific approach is the most effective to reduce offending behaviour, prevent further victims and give the best outcomes for communities and families.

Through Integrated Offender Management we will take coordinated approach to improving provision and access to support whilst targeting offenders who cause sustained and recurrent harm such as domestic abuse and violence.

Young People

Known offending by young people is actually falling, and of those which are detected, most do not go on to re-offend. In recognising the vulnerability of young people, we will use effective preventive measure to reduce the risk of offending in the first place and to target those children and young people whose behaviour causes most public concern.

We must take early approach to preventing young people from entering the criminal justice system and ensuring that where they move on to adult services there are effective transfer and transition arrangements in place.

Commissioning

Effective commissioning is central to delivering the key activity that will have an impact. As a partnership, we have a commissioning framework which sets out how we will work together to share resources and design services that address our key priorities. Joint commissioning of services can offer a cost-effective approach in areas such as support to victims or domestic abuse and challenging the behaviour of perpetrators.

National Context

Public Sector Transformation

The public sector is re-shaping in a number of areas not least through the transforming rehabilitation agenda. This will see the delivery of probation services split between the National Probation Service and the competitively tendered Community Rehabilitation Companies. Impact will be felt across the community safety and criminal justice landscapes not least in the operation of the prison estates, the relationship with youth justice services, commissioning of un-paid work and the supervision of both statutory and non-statutory offenders.

It is essential we both maintain provision through the transition period and develop good working relationships with the new organisations. As a partnership, we must continue to take responsibility to reduce re-offending, both through our commissioning of services and in developing joint initiatives with the new providers.

The health economy has also been through considerable re-organisation and we are making steps to ensure that we have a good working relationship with new organisations such as clinical commissioning groups and that we take account of shared priorities through arrangements with Public Health Lancashire and Health and Wellbeing Boards.

National Strategies

The Anti-Social Behaviour Crime and Policing Act (2014) has introduced a range of new tools and powers for tackling anti-social behaviour, which we are not working in partnership to implement.

There are also a number of national strategies which devolve responsibility for ensuring local delivery, these include:

CONTEST is a long-term plan for countering international terrorism and is divided into four strands that include Prevent; Pursue; Protect; and Prepare. In Lancashire, we focus on the Prevent element to support cohesive communities.

Violence Against Women and Girls strategy recognises that violence against women and girls requires a sustained partnership approach. In Lancashire to tackle interpersonal violence we have commissioned a core offer of domestic abuse support services and welcome the opening of a Sexual Assault and Referral Centre in Preston.

Serious and Organised Crime criminals intimidate, corrupt and can have a corrosive impact on our communities. It creates victims and often targets the most

vulnerable amongst us. In Lancashire, we will coordinate partnership activity to maximise multi-agency effort to reduce risk from organised crime.

Measuring Success

We will identify a range of indicators that show how well we are addressing our priority issues and reducing harm. We will monitor these indicators through the partnership governance structures and the [performance scorecard](#) that can found on the Safer Lancashire website.

The tool hosted on the Safer Lancashire website provides layers of performance information to support management of local delivery.

Where an indicator is not being effectively delivered, the lead organisation in partnership with key agencies will produce a critical recovery plan for consideration by the Strategy Group.

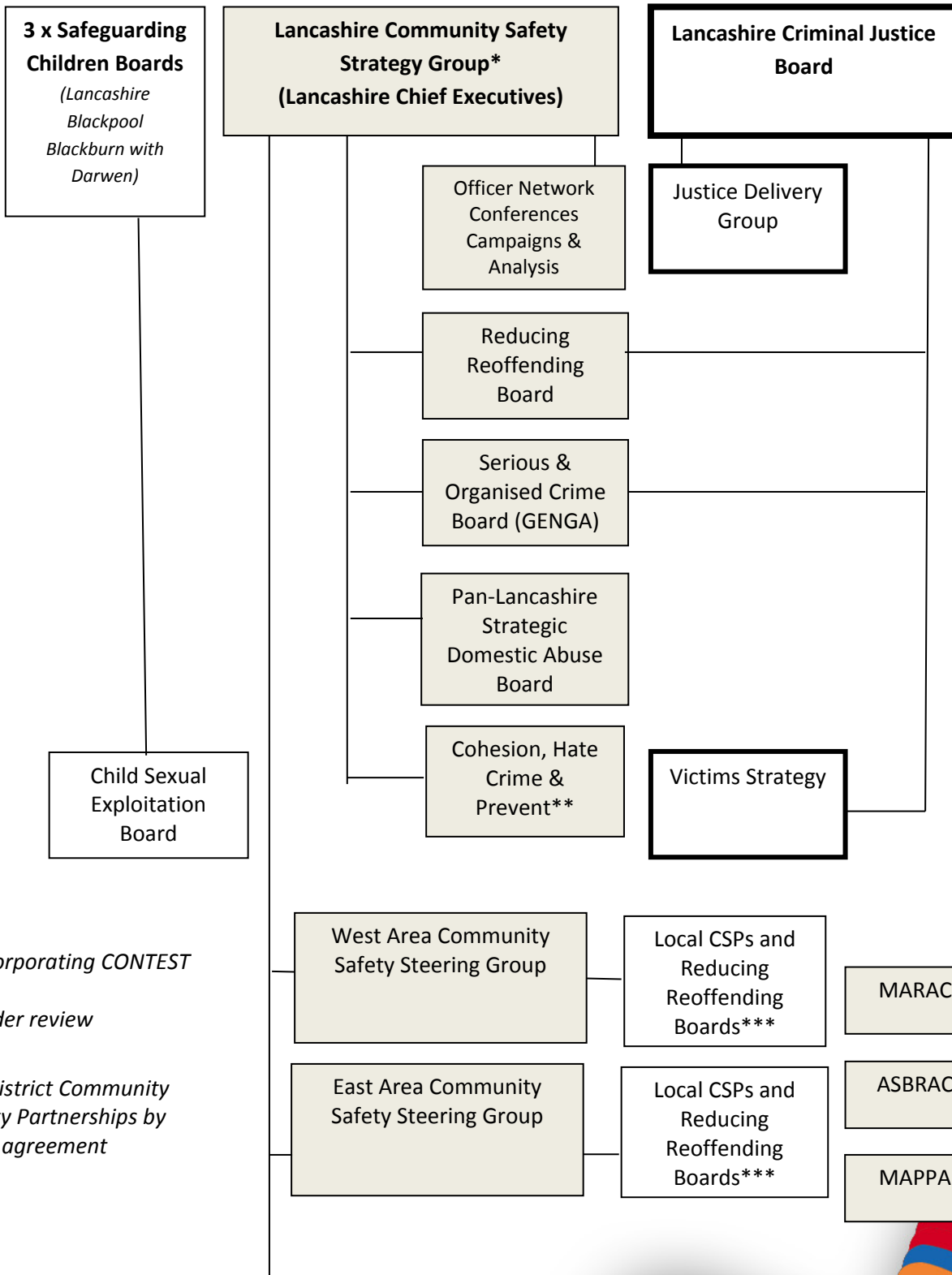
Appendix A: Strategic Activity

Strategic Activity		
Key countywide issues		Outcomes
Anti-Social Behaviour & Hate Crime	Domestic Abuse	Crime and ASB continue to reduce
	Violent Crime	Victims are supported and harm is reduced
Child Sexual Exploitation	Road Safety	
1	We will develop our response to anti-social behaviour and hate crime through the use of new tools and powers, supporting the vulnerable, and enabling victims to report incidents in confidence	
2	We will improve our understanding of vulnerability and the risk of harm in order to better target resources and safeguard children from sexual exploitation	
3	We will develop strength based approaches in working with service users and engage the voluntary, community and faith sector in delivering support	
4	We will improve the way we tackle domestic abuse by working with children, young people, families and communities to: challenge attitudes and behaviours; provide support; reduce harm and the risk of harm; and bring perpetrators to justice	
5	We will seek to improve the skills and attitudes of drivers and riders in order to improve road safety and reduce the cost to agencies, individuals and communities	
6	We will treat victims of crime with respect and sensitivity and provide appropriate support to help them, as far as possible, to cope and recover and be protected from re-victimisation.	

Strategic Activity		
Contributory and Causal Factors		Outcomes
Alcohol and Drugs	Deprivation	Offending and re-offending are reduced
Reoffending	Health	There are fewer first time entrants to the youth justice system
7	We will work in partnership through delivery of the Lancashire Alcohol Strategy to: target irresponsible alcohol sales; reduce alcohol related violence and disorder; promote awareness of responsible consumption; and reduce the harm caused by misuse.	
8	We will reduce drugs misuse and dependence through enabling people to successfully recover from dependence, restricting the supply of drugs and prosecuting those involved in the trade.	
9	We will work with landlords of social housing, private rented properties and houses in multiple-occupation to develop a common approach to providing accommodation for vulnerable groups, offenders and transient populations in order to improve community cohesion, health and wellbeing.	
10	We will develop a shared approach to prevention and early help by enabling children, families and individuals to access appropriate support as early as possible, to help them maintain their quality of life, prevent any problems getting worse and reduce the demand for specialist support services.	
11	We will work with partners and the new deliverers of probation services to reduce offending and reoffending through the development of a reducing reoffending strategy and a range of activity including: IOM; Through the Gate; YOT re-offending project; and the Women Offenders Strategy.	
12	We will develop outcome focused commissioning to design effective and cost effective services and clear local pathways for service users to access support.	

Strategic Activity	
Statutory Requirements	Outcomes
<p>Serious Organised Crime</p> <p>CONTEST and preventing extremism</p> <p>Legislative changes</p> <p>Consultation, Inspections, Domestic Homicide Reviews, and Serious Case Reviews</p>	<p>Communities are more cohesive and resilient</p> <p>Criminality is targeted and disrupted</p>
13	We will build strong and inclusive partnerships in order to develop integrated services and closer working with NHS partners and the Health and Wellbeing Boards.
14	We will develop our understanding of threats through detailed analysis of crime and intelligence to better coordinate multi agency activity across borders.
15	We will develop local delivery arrangements to be able to effectively tackle organised crime, protect communities and build their confidence to report.
16	We will understand the local implications of legislative changes and make preparations to ensure effective action.
17	We will apply the learning gained from inspections, reviews and communities to ensure that we continue to improve how we design and deliver services.

Appendix B: Delivery Landscape



* incorporating CONTEST

**under review

***district Community Safety Partnerships by local agreement

South Area Community
Safety Steering Group

Local CSPs and
Reducing
Reoffending
Boards***

Channel

Appendix C: Local Issue Consultation

Strategic Ranking Matrix

The strategic ranking matrix is used to identify the top crimes and issues. Detailed below are the top ranked issues for each area based on the current local strategic ranking matrix. Each area is grouped into their local policing area.

Policing Area: West			
Blackpool	Fylde	Lancaster	Wyre
<ul style="list-style-type: none"> Domestic Abuse Violent Crime (Assaults) Anti-social Behaviour Substance Misuse Sexual offences 	<ul style="list-style-type: none"> Domestic Abuse Road Safety Anti-social Behaviour Substance Misuse Re-offending 	<ul style="list-style-type: none"> Domestic Abuse Substance Misuse Violent Crime Anti-social Behaviour Reoffending – young people 	<ul style="list-style-type: none"> Road Safety Substance Misuse Violent Crime Domestic Abuse
Policing Area: South			
Chorley	South Ribble	West Lancashire	Preston
<ul style="list-style-type: none"> Violent Crime Domestic Abuse Child Sexual Exploitation Anti-social Behaviour Substance Misuse Road Safety 	<ul style="list-style-type: none"> Violent Crime Domestic Abuse Anti-social Behaviour Substance Misuse Adult Offenders 	<ul style="list-style-type: none"> Substance Misuse Adult Offenders Child Sexual Exploitation Organised Crime Groups (Cross Border Crime) Anti-social Behaviour Domestic Abuse 	<ul style="list-style-type: none"> Substance Misuse Assaults Domestic Abuse Child Sexual Exploitation
Policing Area: East			
Blackburn	Hyndburn	Ribble Valley	
<ul style="list-style-type: none"> Substance Misuse Violent Crime (Assaults) Re-offending Anti-Social Behaviour High Risk offenders 	<ul style="list-style-type: none"> Substance Misuse Anti-social Behaviour (Youth related) Violent Crime (Assaults) Theft & Handling Road Safety 	<ul style="list-style-type: none"> Anti-Social Behaviour Substance Misuse Road Safety Violent Crime Domestic Abuse Travelling Offenders 	
Burnley	Rossendale	Pendle	
<ul style="list-style-type: none"> Violent Crime Re-offending Substance Misuse Domestic Abuse Child Sexual Exploitation 	<ul style="list-style-type: none"> Violent Crime Domestic Abuse Road Safety Organised Crime Groups Reoffending 	<ul style="list-style-type: none"> Road Safety Child Sexual Exploitation Organised Crime Groups Violent Crime Domestic Abuse 	

Local Priorities

Each Community Safety Partnership has agreed their priorities based on the strategic ranking matrix to identify the top crimes and issues.

Policing Area: West			
Blackpool	Fylde	Lancaster	Wyre
<ul style="list-style-type: none"> • Anti-social Behaviour • Assaults • Domestic Violence • Sexual Offences • Alcohol & Drugs • Reducing Reoffending 	<ul style="list-style-type: none"> • Domestic Abuse • Killed Seriously Injured • Substance Misuse • Anti-Social Behaviour • Reducing Reoffending 	<ul style="list-style-type: none"> • Domestic Abuse • Substance Misuse • Road Safety • Violent Crime • Anti-Social Behaviour 	<ul style="list-style-type: none"> • Road safety • Substance misuse – Alcohol & Drugs • Violent Crime • Domestic abuse • ASB
Policing Area: South			
Chorley	South Ribble	West Lancashire	Preston
<ul style="list-style-type: none"> • Violent Crime including Domestic Violence • Child Sexual Exploitation • Anti-Social Behaviour • Killed and Seriously Injured 	<ul style="list-style-type: none"> • Violence including Domestic Violence • Child Sexual Exploitation • Anti-Social Behaviour • Killed and Seriously Injured 	<ul style="list-style-type: none"> • Child Sexual Exploitation • Violent Crime Including Domestic Abuse • Anti-social Behaviour • Cross Border Crime and Organised Crime Groups • Reducing Reoffending 	<ul style="list-style-type: none"> • Anti-social behaviour • Violent Crime (domestic abuse, night-time economy and gun & gang) • Child Sexual Exploitation • Re-offending • Substance Misuse

Policing Area: East		
Blackburn	Hyndburn	Ribble Valley
<ul style="list-style-type: none"> • Tackling Anti-Social Behaviour & Enviro-crime • Reduce Acquisitive Crime & Repeat Offending • Tackling Violent Crime & Domestic Abuse • Make our Roads Safer 	<ul style="list-style-type: none"> • Domestic violence and violent crime • Substance misuse • Youth Related Issues and Threats • Acquisitive Crime • Road Safety 	<ul style="list-style-type: none"> • Serious Acquisitive Crime (including Travelling Criminals) • Violent Crime (including Domestic Abuse) • Substance Abuse • Road Safety • Anti-social Behaviour / Criminal Damage
Burnley	Rossendale	Pendle
<ul style="list-style-type: none"> • All violent crime including Domestic Abuse • Reducing Reoffending • Reducing Substance Misuse • Child Sexual Exploitation • Anti-social Behaviour • Road Safety 	<ul style="list-style-type: none"> • Substance Misuse • Child Sexual Exploitation • Road Safety • Violent Crime including Domestic Abuse • Anti-social Behaviour • Reduce Reoffending 	<ul style="list-style-type: none"> • Reduce problematic substance misuse • Tackle Domestic Violence • Reduce all Violent Crime including Child Sexual Exploitation • Reduce the harm caused by Anti-Social Behaviour • Improve Road Safety

Appendix D: Legislation & Strategies

Legislation:

Crime and Disorder Act 1998

Police and Justice Act 2006

Police and Crime Act 2009

Police Reform and Social Responsibility Act 2011

Anti-Social Behaviour Crime and Policing Act 2014

Key National Strategies & Guidance:

[Getting it Right for Victims and Witnesses](#)

[Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime](#)

[Ending Violence Against Women and Girls](#)

[National Alcohol Strategy](#)

[National Drugs Strategy](#)

[National Prevent Strategy](#)

[Strategic Policing Requirement](#)

[Serious and Organised Crime Strategy](#)

Related Lancashire Partnership Strategies:

[Lancashire Children and Young People's Trust Priority](#)

Safeguarding Children's Boards: [Lancashire](#) / [Blackburn](#) / [Blackpool](#)

Safeguarding Adults Boards: [Lancashire](#) / [Blackburn](#) / [Blackpool](#)

[Lancashire Health & Wellbeing Board Priority \(Early Response to Domestic Abuse\)](#)

[The Police and Crime Plan for Lancashire](#)

[Lancashire Criminal Justice Board Strategy](#)