

Appendix 3a



WORKING TOGETHER
TO MAKE A DIFFERENCE

Blackpool Community Safety Plan 2016-2019

Working Together to Make a Difference



Cumbria
& Lancashire
Community Rehabilitation Company



North West Ambulance Service **NHS**
NHS Trust



Blackpool Coastal
Housing



Blackpool Council

Foreword

From the Chair of the Blackpool Community Safety Partnership (CSP)



Welcome to the BSafe Blackpool Community Safety Plan 2016 – 2019 which sets out our key partnership priorities for the next three years. BSafe Blackpool is the Blackpool Community Safety & Drugs Partnership which is committed to improving community safety in Blackpool.

Although Blackpool remains a safe place to live, it does have a higher crime rate when compared with Lancashire, the North West, and also nationally. Some types of crime, especially those exacerbated by substance misuse, pose a greater threat than others. The Blackpool Community Safety Partnership (BSafe Blackpool) has therefore set priorities in order to focus on these areas.

It is clear that Blackpool has areas that are amongst the most deprived in the country and the subsequent statistical link is apparent when Blackpool's crime and disorder profile is examined. For example, Talbot, Brunswick, Claremont, Bloomfield and Park wards all contain areas which are ranked within the top 100 of the most deprived areas in the country. This deprivation sees all of these areas featuring as crime hotspots for one or more crime categories. The 'tourism effect' also has a negative impact on crime and disorder statistics as around 10 million people a year visit the town.

This Community Safety Plan will build upon the Blackpool Community Safety Partnership 2015 Strategic Assessment. This assessment sets out the analysis of crime, disorder and substance misuse and has identified the priorities that are of greatest threat to local people as well as where successful interventions will improve the quality of life in Blackpool. These priorities are Antisocial Behaviour, Domestic Abuse, Violence against the Person, Sexual Offences and Rape, and Child Sexual Exploitation. This plan, which will be refreshed annually, sets out the actions that will be required to tackle these issues over the next three years.

A handwritten signature in black ink, appearing to read 'A. Rajpura', with a horizontal line underneath.

Dr Arif Rajpura
Chair of the Blackpool Community Safety Partnership (CSP)

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Blackpool

A place to live, work and visit

Location

Blackpool is a large seaside town located in Lancashire County in North West England. Blackpool is a Unitary Authority and covers an area of 13.46 square miles. Blackpool's boundary sits within the urban area stretching along the Fylde Coast, and is one of the most densely populated authorities in the UK outside London.

Demographics

The population of Blackpool is estimated at 141,400, with a larger proportion of residents aged 60+ compared to the national age structure. Residents are mostly of White British ethnicity. Black and Minority Ethnic groups, including Irish and European residents, are estimated to make up 6% of the population (approximately 8500 people), compared with the estimated proportion for England of 20%.

Table 1: Population Demographics

Age	Blackpool	England
Aged 0-17 years	21%	21%
Aged 18-24 years	9%	9%
Aged 25-59 years	45%	47%
Aged 60+	26%	23%
Ethnicity		
White British	94%	80%
White Other e.g. European, Irish	3%	6%
Mixed/multiple ethnic groups	1%	2%
Asian/Asian British	2%	8%
Black/African/Caribbean/Black British	0.2%	3%
Other ethnic group	0.2%	1%
Tenure		
Owned or Shared Ownership	62%	64%
Social Rented	11%	18%
Private Rented	26%	17%

Housing

Blackpool has a similar proportion of owner-occupiers compared to national levels (England), but almost double the proportion of private rented accommodation (26.1% vs 16.8%). This is driven largely by changes in the seaside economies with many former guest houses converting to flats, and fluctuations in seasonal work creating demand for temporary accommodation in resort areas. Blackpool has a significant proportion of Houses in Multiple Occupancy (HMOs) in central wards close to the promenade and, in a monitoring project carried out by Blackpool Council, it was identified that up to 37% of private sector rented properties in resort areas could be classified as HMOs.

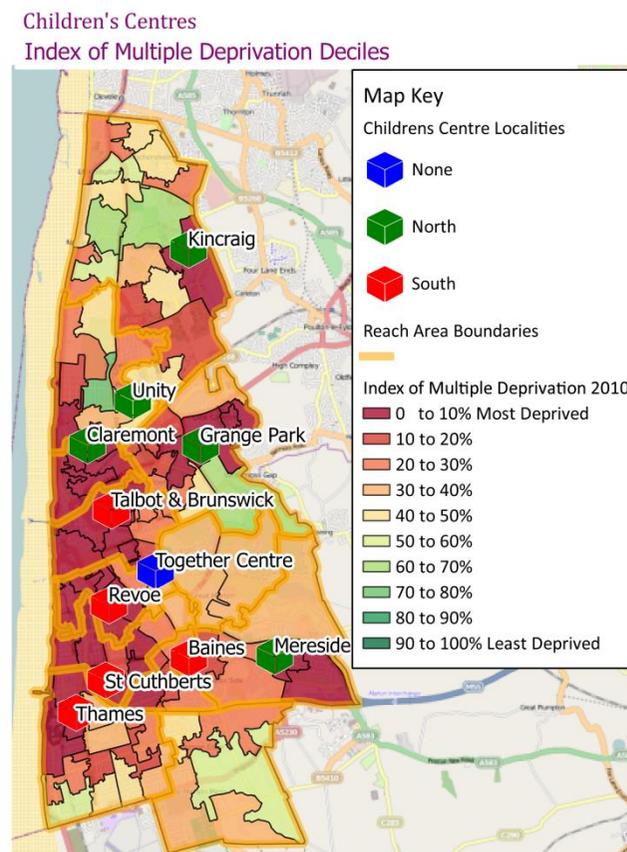
Poverty and Deprivation

Blackpool has a large proportion of residents living in deprived areas and is currently ranked the most deprived authority in England under the Indices of Deprivation 2015, a higher rank than in 2010, (6th) 2007 (12th) and 2004 (24th). Additionally, in the 2010 and 2015 Indices, Blackpool ranked first for the concentration of deprivation.

The map on the right shows the relative positions of local areas in Blackpool. Around half of Blackpool's 94 Lower Super Output Areas (LSOA's), are in the most deprived 20% of all LSOAs in England. Specific areas in the central wards of Talbot, Bloomfield, Brunswick, Claremont, as well as the outer wards of Clifton and Park, have the highest ranked levels of deprivation in Blackpool.

Poverty is also a significant factor in Blackpool. In 2012, 29.3% of children in Blackpool were estimated to be in poverty, compared to 18.6% of all children in England. Further analysis highlights that 67% of children in poverty live in lone parent families.

There are strong relationships between deprivation and a range of social issues and, as a continued effort to address inequalities, Blackpool has launched a Fairness Commission. The Commission is made up of a range of local people representing different organisations which will explore social and other inequalities in depth and make recommendations for further improvements. In 2012 a Child Poverty Framework was also introduced, aimed at reducing the levels of children in low income families and providing support for families currently in financial difficulty.



Source Data: CLG, Indices of Deprivation, 2010

Employment and Benefits

In terms of workforce, Blackpool has a low employment rate at 64.9% compared to a national (GB) rate of 72.4%. There are a high proportion of benefit claimants with out-of-work benefits, including Employment Support Allowance (ESA) and Job Seekers Allowance (JSA) at almost twice the national (GB) level (currently 18.7%, compared to 10.0%). This approximates to around 16,390 individuals claiming an out-of-work benefit, the majority of which (10,880) claim ESA. Table 2 below shows the distribution of claims by group:

Table 2: Distribution of benefits claims in Blackpool by Statistical Group

	Number	Blackpool	Great Britain
Total claimants	20,310	23.2	12.7
Key out-of-work benefits†	16,390	18.7	10.0
By statistical group			
Job seekers	4,800	5.5	2.9
ESA and incapacity benefits	10,670	12.2	6.2
Lone parents	1,720	1.9	1.2
Carers	2,070	2.4	1.4
Others on income related benefits	630	0.7	0.3
Disabled	1,600	1.8	1.2
Bereaved	190	0.2	0.2

Source: DWP Aug 2014

For residents in employment, the median wage for full time employees in Blackpool is around £386.60, which is £137 per week less than the national median. An estimated 13.0% of the working age population in Blackpool have no formal qualifications.

Education and Children's Outcomes

For young people in Blackpool, there are a range of challenges across both educational attainment and life chance indicators. The range of issues is partly driven by the existing high levels of poverty and social disadvantage in Blackpool, both of which have generational impacts whereby parents' difficulties create problems in the family and influence children's outcomes. The rate of Looked after Children in Blackpool is the highest in England at a rate of 152.4 per 10,000 children; this is over twice the rate for England as a whole at 60 per 10,000.

In terms of academic achievement, the proportion of children attaining the expected level at Key Stage 2 is similar to national levels at 80-85% attainment, dependent on subject. There are strong differences between the highest and lowest performing areas, however, with evidence for the North West region suggesting that the proportion of children attaining level 4 in the 10% of most deprived areas is 18 percentage points lower than those in the least deprived 10%.

Blackpool pupils perform below national levels at GCSE level with a lower proportion achieving five or more A* to C grade GCSEs (53.2% compared to 63.8%). When Maths and English are included, this gap remains: 44.0% of Blackpool pupils achieve five or more A* to C grades (incl. Maths & English) compared to 53.4% nationally.

In addition, approximately 7% of Blackpool's young people are not in education, employment or training compared to 5% for the sub-region.

Health and Lifestyles

Blackpool has poor life expectancy, with life expectancy for males the poorest in England at 74.3 years compared to 79.4 years. Life expectancy for females is similarly poor, at 80.1 years compared to 83.1 years for England. This is the third poorest after Manchester and Liverpool. The biggest contributors for both men and women are circulatory diseases, digestive diseases including cirrhosis, and respiratory disease. These three areas contribute to over half of the overall life expectancy gap in Blackpool. Lung Cancer is also a significant contributor to female life expectancy.

Substance and alcohol misuse is considered high in Blackpool, with alcohol-related death the second highest in England for males (cirrhosis being one of the major drivers of the life expectancy gap). Further estimates suggest that the prevalence of problematic heroin and/or crack cocaine use in Blackpool is 21.89 per 1,000 populations. Blackpool has the highest drug prevalence rate across the region and is within the top ten nationally.

While not directly a health damaging issue, teenage pregnancy rates in under-18s are the fourth highest in England & Wales. In addition, Blackpool has a lower proportion of teenage pregnancies leading to abortion (42%) compared to England & Wales (51%). This implies a greater relative

proportion of teenagers going on to become parents and potentially requiring further Local Authority support. Teenage conceptions have associated risks for both parent and child's health and social wellbeing.

Crime Overview:

- All Crime: There were 15,246 recorded crimes in Blackpool during 2014/15 which was a reduction of 6.6% (n=1086) compared to the previous year. This is the lowest total recorded in the last four years.
- Antisocial Behaviour: All ASB saw a reduction of 3% (n=366) in 2014/15 when compared with the previous year. Splitting this into the three ASB categories showed a 1% reduction in Personal ASB, a 4% reduction in Nuisance, and a 2% reduction in Environmental ASB.
- Domestic Abuse: All domestic abuse crimes reduced by 5.2% (n=86) during 2014/15 when compared with 2013/14.
- Violence Against the Person (VAP): VAP accounted for 26.6% (n=4048) of all crime during 2014/15 which was a 2.6% (n=101) increase on the previous year. However, all domestic assaults have shown a reduction alongside all serious assaults and acts endangering life. The increases in VAP are predominantly seen in non-injury assaults, both domestic and non-domestic.
- Of note, all areas across Lancashire showed a year on year increase during 2014/15, however Blackpool had the fifth lowest increase in percentage terms.
- Sexual Offences & Rape: The number of reported sexual offences have remained similar during the last two years (n= 370 & 371 respectively), however there has been an increase of 17% (n=54) in sexual offences when compared with 2012/13.
- When comparing 2013/14 and 2014/15, rape offences have increased by 16.1% (n=19); from 118 offences to 137 offences.
- Child Sexual Exploitation: As no fixed baseline has been established for Child Sexual Exploitation, it is difficult to measure performance in relation to this priority. However, in terms of referrals relating to CSE, the trend appears to be static over the last three years (since 2013/14).
- Alcohol-related crime: Of all crime occurring during 2014/15, 14.8% was alcohol related which was a reduction of 2.6% compared to the previous year. Alcohol related violent crime has also reduced year on year by 5.3% (n=73), from 1385 to 1312 offences

- Drug-related crime: During 2014/15 there have been 514 drug offences, which is a reduction of 17.1% (n=106) from the previous year. This continues the reducing trend seen in recent years.
- Reducing Reoffending: Statistics in relation to proven reoffending are provided by The Ministry of Justice, with the most recent available data relating to the period from January to December 2013. The Blackpool reoffending statistics for both adult offenders and juveniles is 29.1% for this period, representing a 2.1% decrease compared to the previous twelve month period. These statistics relate to 2704 offenders, demonstrating a decrease of 509 offenders when compared with the previous twelve months. Of this group, 788 offenders reoffended, which is a decrease of 216. Finally, the number of reoffences has decreased by 437 to 2720, demonstrating a consistent reduction in reoffending locally.
- Mental health: The referrals that are sent into the Single Point of Access (SPA) duty team have risen steadily over the past six years from approximately 3,000 referrals per year to in excess of 8,500 per year. In 2014/15, 8651 patients were referred into the Primary Intermediate Mental Health Team. Patients who have been, or who are currently, within the Criminal Justice process are predominantly under the care of the Complex Treatment Team or Criminal Justice Liaison Service. The CJLS received 636 referrals between April and December 2015.

Structure

Of the Blackpool CSP

Working Together

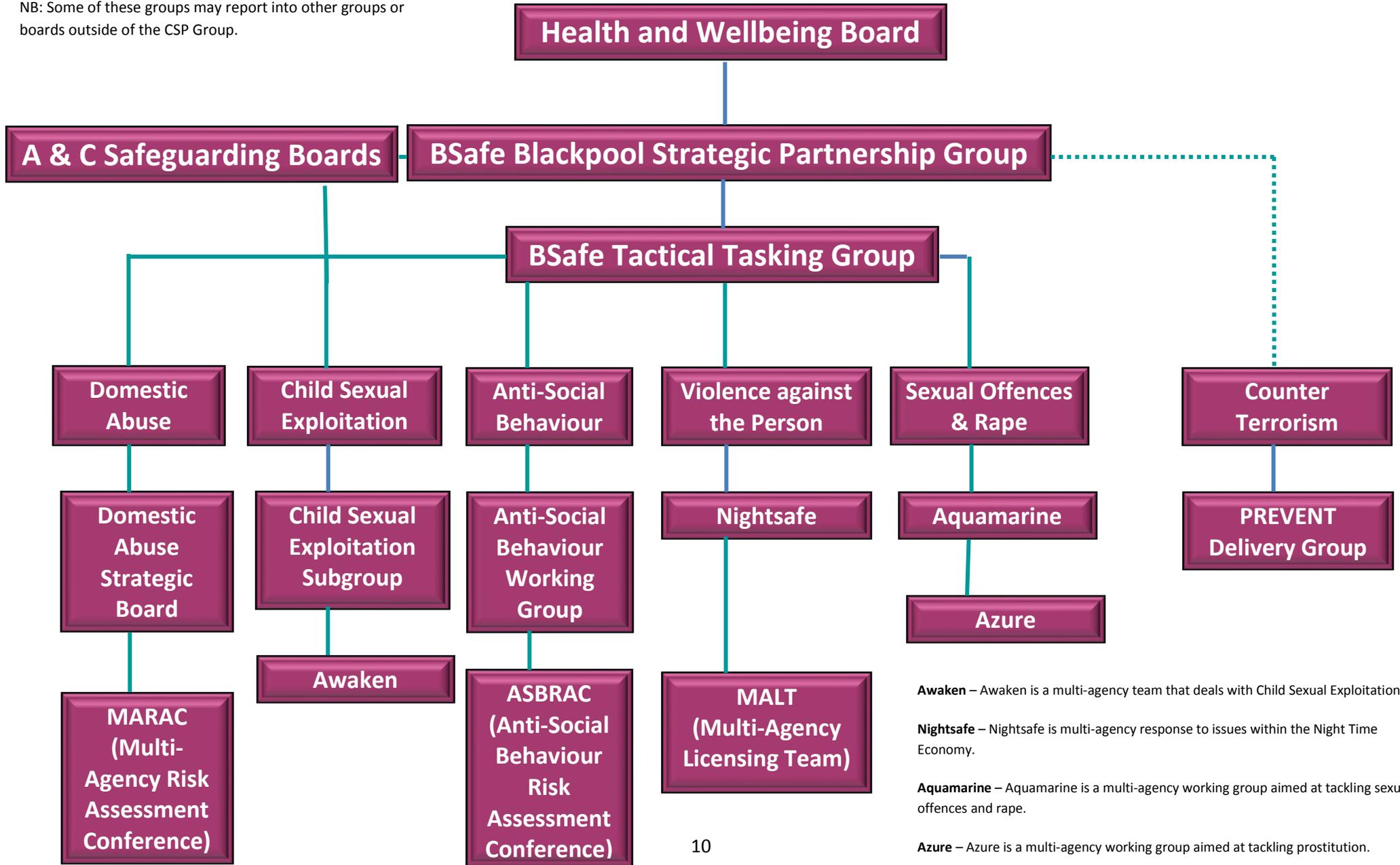
The membership of the Blackpool Community Safety and Drugs Partnership includes Blackpool Council, Lancashire Constabulary, NHS Blackpool, Office of the Police and Crime Commissioner (OPCC), Lancashire Fire and Rescue Service, National Probation Service, Cumbria & Lancashire Rehabilitation Company (CRC), Northwest Ambulance Service and Blackpool Clinical Commissioning Group. This group includes the statutory responsible authorities as outlined within the Crime and Disorder Act 1998, as amended by the Youth Justice & Criminal Evidence Act 1999, the Powers of Criminal Courts (Sentencing Act) 2000, the Anti-Terrorism, Crime & Security Act 2001, the Police Reform Act 2002, the Police Justice Act 2006, the Policing and Crime Act 2009, and the Anti-Social Behaviour Crime & Policing Act 2014.

Over and above these organisations, a number of additional agencies from the public, private, voluntary and community sectors also support BSafe Blackpool. Working together in this way allows the Partnership to gain a better insight into the issues within Blackpool, as well as providing wider options for applying multi-agency responses to these problems. This therefore ensures more holistic and effective solutions to be undertaken.

Externally the Partnership is accountable to the Home Office, which ensures that its work addresses both the national and local priorities. Internally, the work of the Partnership is accountable to the Local Authority Scrutiny process on a quarterly basis.

The organisational chart below shows the current structure of the groups which are used to address the priorities. However, Task and Finish Groups are created as and when emerging threats arise.

NB: Some of these groups may report into other groups or boards outside of the CSP Group.



Awaken – Awaken is a multi-agency team that deals with Child Sexual Exploitation.

Nightsafe – Nightsafe is multi-agency response to issues within the Night Time Economy.

Aquamarine – Aquamarine is a multi-agency working group aimed at tackling sexual offences and rape.

Azure – Azure is a multi-agency working group aimed at tackling prostitution.

Consultation

With the Community

The Community Safety Plan is a key document through which BSafe Blackpool can communicate with local people to inform them of what the community safety priorities are and how these will be addressed.

In addition to the above, BSafe Blackpool also uses a number of existing forums in order to report upon crime and disorder issues, as well as to consult with residents and gather intelligence around these problems.

These include:

- PACT meetings
- Walkabouts
- Surgeries
- Council Couch
- Social Media
- Surveys
- Other publications such as “Your Blackpool” and partner websites



Consultation for the 2016-2019 Community Safety Plan

Part of formulating the Community Safety Plan involves consulting with members of the public to ensure that the priorities decided by the Strategic Assessment are an accurate reflection of which issues the local community consider to be important.

Methodology

To complete the consultation for the 2016-2019 Community Safety Plan, an online survey was created which aimed to seek the views of residents and business on the priorities outlined by the Strategic Assessment. This was to ascertain whether the public feel that these are the correct priorities to be addressing as a Partnership, and also gave the public an opportunity to suggest any alternative priorities. This survey was then published in the local newspaper as well as on the Council website, Council social media pages and through the Police service 'In The Know'.

Results

The results of the community consultation demonstrated an overall agreement with the priorities outlined as part of the Strategic Assessment. Of all respondents, 90% either 'strongly agreed' or 'agreed' that Antisocial Behaviour should be a priority, and 82% 'strongly agreed' or 'agreed' with the priorities of Domestic Abuse, Violence Against The Person, Sexual Assaults & Rape, and Child Sexual Exploitation.

Harm and Early Action

A shift in dynamic

The way in which agencies work to tackle crime and antisocial behaviour has significantly changed in the past couple of years, with focus progressively shifting from volume crime and reduction targets, to a more harm and risk based perspective on crime and its impact. This allows agencies to more effectively tackle the issues that are pertinent to local residents and those that are likely to have the most impact upon the community.

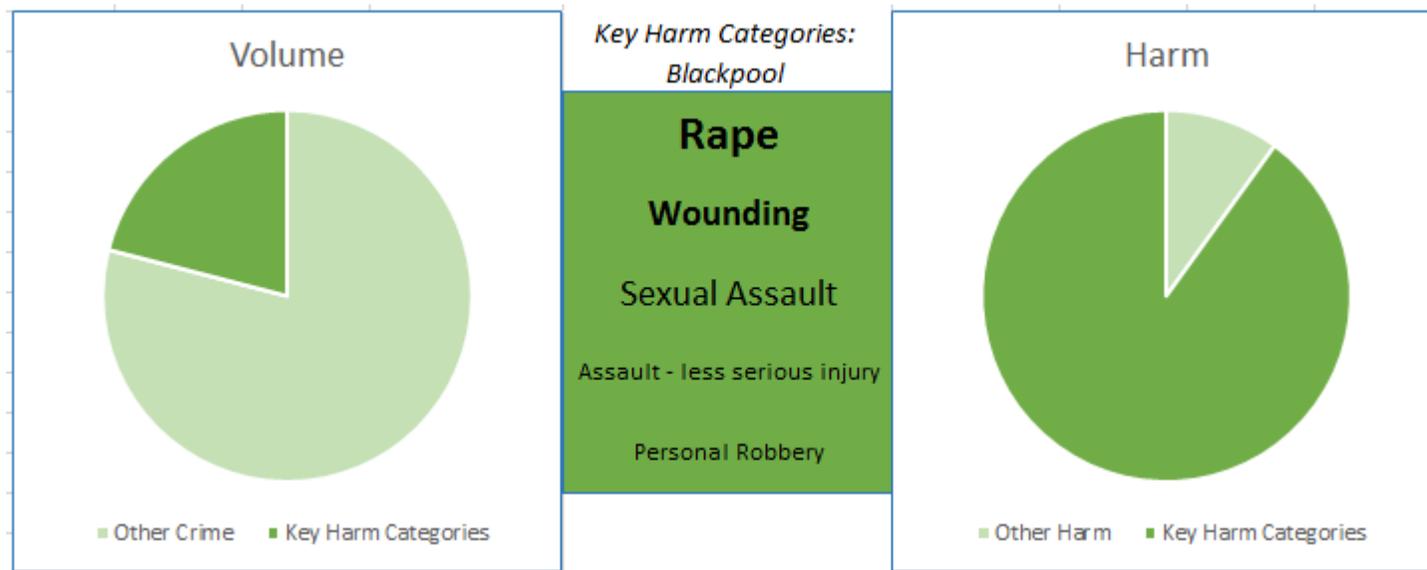
There has also been a change in the way that the Police record crimes which means that all reported incidents will now be recorded as a crime if, on the balance of probability, the reported circumstances amount to a crime as defined by law, and that there is no credible evidence to the contrary. There are no longer any targets for the Police to meet in relation to recording crime.

Harm Crime vs Volume Crime

In Blackpool, just five crime categories alone account for 90% of the harm, despite these categories only representing 21% of the number of reported crimes. This information is significant when delivering services to victims and tackling crime because it demonstrates the need to focus on harm and risk as opposed to volume.

The use of the Cambridge Index of Harm (CHI) model does exactly this, emphasising the harm generated by certain crime categories and therefore allowing resources to be directed to those crimes that generate the highest levels of harm. The methodology of the Cambridge Harm Index acknowledges that all crimes are not equal in terms of harm (for example, whilst numerically identical, one cycle theft does not have the same level of harm as one murder). A weighting is allocated to different crime types which is based on what the sentence for a first offence would be, multiplied by the number of offences in the area. This allows a 'proportion of harm' to be calculated for each crime category. Using the Cambridge Harm Index

in relation to Blackpool demonstrates that the key categories causing the most harm are rape, wounding, sexual offences, assault with less serious injury, and robbery:



* The Cambridge Index of Harm is just one of the criteria used to identify the priorities within the Strategic Assessment and is not the sole criteria.

Early Action

Following a successful Police Innovation Fund bid to the Home Office, Lancashire Constabulary is developing their Early Action model alongside Neighbourhood and Response Policing. Early Action in its simplest form is the solving of complex problems, ideally before they cause greater impact upon the community and upon wider public sector resources. Where possible, work will be undertaken to mitigate emerging risks, such as preventing young people escalating from minor acts of ASB into criminality, and preventing them from entering the Criminal Justice System. Early Action will also involve working alongside the Families in Need team to reduce the threat of domestic abuse or child neglect within families where difficulties have been identified. Finally, Early Action will support Neighbourhood and Response Policing through the co-ordination of multi-agency responses to individuals with multiple complex needs, for example mental health or substance misuse.



Offender Management remains a key part of the Early Action workload, with prioritisation of resources made on the basis of the threat posed by offenders released from prison back into the community. Working closely with colleagues from Cumbria and Lancashire CRC, National Probation Service, and other local providers, the team seeks to mitigate this risk and threat by working with those offenders who present the highest risk of harm. The team will then co-ordinate the provision of suitable support for these individuals.

A specialist Mental Health Response Service has also been formed, which sees specialist Police Officers and Mental Health Nurses deploying jointly to incidents which historically would have caused substantial impact on multiple agencies. This team has made a significant impact upon the number of persons being detained under s136 of the Mental Health Act, lessening the number of patients presenting or admitted to hospital in Mental Health crisis. Further work continues to be undertaken in partnership with the NHS to address the complex problems surrounding individuals who make repeated calls to emergency services, creating high levels of demand and preventing resources from being directed to other priority work. In Blackpool the number of frequent callers is extremely high, accounting for approximately half of the number of frequent callers across the whole of West Division.

The risks of harm presented by Child Sexual Exploitation, often associated with children who are frequently missing, will be addressed by a stronger partnership between Blackpool Council and the Constabulary, with a joint team formed to ensure that the most appropriate interventions and support are put in place at the right time. Sharing of information across the partnership is critical and work is underway to improve the means by which information is accessed and recorded by staff in different agencies working on the same case.

Strategic Assessment

2015

The Strategic Assessment is a rigorous process which uses research and analysis to compile a long term picture of the issues and threats facing Blackpool. From this, the assessment makes recommendations as to which key priorities the Community Safety Partnership should be focusing upon. This subsequently informs the development of the Community Safety Plan and which actions will be undertaken in order to reduce the harm and threat caused by the identified issues. The priorities recommended by the Strategic Assessment for Blackpool are as follows:

Antisocial Behaviour:

- There has been an increase in reported antisocial behaviour to the Council, particularly relating to environmental damage or littering
- Reported ASB incidents to the Police are showing a reduction during recent years
- 20% of reported ASB is youth related

Domestic Abuse

- Approximately 10% of crime in Blackpool is domestic abuse related
- Over one third of these domestic abuse offences are alcohol related
- Peak ages for victims and offenders are people in their 20's
- Two thirds of Multi Agency Risk Assessment Conference (MARAC) cases have links to children

Violence Against The Person

- Violence against the person (VAP) is significantly higher in Blackpool than the Lancashire and National average per 1000 population
- One third of all VAP offences in Blackpool are alcohol related
- The current trend in relation to VAP is a weak upward trend compared to being static at the end of 2014/15

Sexual Offences / Rape

- Sexual assaults and rape offences are significantly higher in Blackpool than the Lancashire and national average
- There has been an increasing trend over the last four years
- There are issues around young victims and inter-relationship offences
- There is an increase in the number of historical offences being reported

Child Sexual Exploitation

- An increasing number of victims of child sexual exploitation are initially contacted via social media
- There has been an increase in young males being referred because of CSE
- The offender profile for CSE is 90% male and 93% white

Causation Factors

For the first time, the 2015 Strategic Assessment recommended that a series of 'causation factors' should also be considered alongside the identified priorities. It is suggested that these causation factors impact upon the priorities and that they should therefore be prioritised through service commissioning. As outlined within the Strategic Assessment, these causation factors are as follows:

Deprivation

Within Blackpool, deprivation is higher than the national average with a significant number of children living in poverty, an above average level of benefit claimants and lower than average educational attainment. This deprivation has strong relationships to a large number of social issues which are likely to impact on crime and antisocial behaviour. Further information regarding deprivation in Blackpool can be found on page 3 of this plan.

Drugs

Prevalence of opiate and/or crack use is higher within Blackpool than the England average with 1822 opiate and/or crack users living in Blackpool between the age of 15 and 65. Blackpool also has the highest number of seizures for cannabis, cocaine and heroin within Lancashire. Drug misuse is considered to be one of the biggest threats to both individuals and the wider community due to consequential health issues, their impact on crime, and levels of public confidence. In the case of young people, drug misuse can have a major impact on education, families, and their long-term chances in life. In 2014/15 there were 86 young people engaged with specialised treatment services.

An above average level of drug use within the town undoubtedly influences the levels of crime and antisocial behaviour, particularly in crime categories such as violent crime.

Alcohol

Alcohol misuse is also considered high in Blackpool, having significant impacts on both health and communities. It is estimated that 105,000 working days are lost per year in Blackpool due to alcohol misuse, costing approximately £10.5 million per year. Analysis has also highlighted that alcohol is a common factor in violent crimes, including domestic abuse, and alcohol misuse has also been linked with offenders of acquisitive crime such as shoplifting. Antisocial behaviour is also frequently caused, or exacerbated, by individuals who are under the influence of alcohol. Between 2011/2012 and 2013/2014 there were 1,109 assault related injury emergency attendances at Blackpool Victoria Hospital which occurred in the home. Almost three quarters (73%) resided in Blackpool.

Mental Health

Mental Health Teams frequently liaise with the Police, the Multi-Agency Safeguarding Hub, and Probation and have joint working policies to aid pathways of care. This enables individuals with mental health needs to be supported to prevent the potential for engagement in criminal activity or antisocial behaviour, or to resolve issues that may have already occurred. This is primarily done through Secondary Care and the Criminal Justice Liaison Service, however Primary Care also play a large role in dealing with causation factors that lead to crime or disorder. For example, individuals with mental health issues may self-administer drugs or alcohol to alleviate their symptoms and, as stated above, this can often be a pre-cursor to crime.

Reoffending

The Ministry of Justice 'Transforming Rehabilitation' publication states that offenders are often more frequently seen with substance misuse problems, pro-criminal attitudes, difficult family backgrounds including experience of childhood abuse or time spent in care, unemployment and financial problems, homelessness, and mental health problems. This is no different for those who offend in Blackpool and local analysis highlights that re-offenders are primarily committing acquisitive crime and violent crime, linking to the levels of deprivation and substance misuse within the town.

Engagement with the public will also be frequently undertaken through attendance at PACT meetings and walkabouts, as well as through social media and surveys. This engagement is vital for gaining information about where resources can be positively directed in order to best impact on the antisocial behaviour being experienced by local communities. The Selective Licensing and Transience Teams have also been successful in engaging with communities to address any unmet needs and to ensure that standards of accommodation are maintained at a satisfactory level. These services have been instrumental in helping to reduce crime and antisocial behaviour as they include early action work and help to tackle causation factors such as substance misuse and deprivation.

Reports of antisocial behaviour can sometimes be the initial contact that an individual has with a supporting agency such as the Council or Police. This report may be low-level, such as littering or graffiti, however investigations into the issue can often unearth quite significant vulnerabilities around that individual. The Community Safety Team is committed to identifying and protecting these vulnerable individuals who are at risk due to antisocial behaviour and frequently engages in intensive case working to safeguard them and prevent them from harm. Provision of target hardening measures, referrals into support services, and taking enforcement action are all part of the case work undertaken by the Community Safety Team in order to help victims of antisocial behaviour.

The utilisation of relevant antisocial behaviour legislation will also be instrumental in tackling ASB and the Partnership will continue to collect data from various agencies to monitor the use of tools and powers. The Partnership will also govern the processes and procedures in place to target antisocial behaviour and will ensure that cross-agency work is completed to allow for the most efficient and effective response to ASB.

The Community Safety Team and Children's Services will work together to improve the engagement of partner agencies and coordination of responses to youth ASB that address the community safety, public protection and safeguarding aspects of presenting problems.

What we propose to do:

The Partnership in Blackpool is currently conducting a comprehensive review of Domestic Abuse Services. This piece of work involves all Partnership and Commissioning representatives looking at an integrated commissioning approach to services and includes further workforce development for front line staff. Further to this, there are currently two Domestic Abuse Pilots being implemented as follows:

The Inner Strength Programme

The Inner Strength Programme targets perpetrators of Domestic Abuse and the first cohort has already been completed. The programme has been developed to impact upon offending behaviour, support victims who decide to remain with their offending partner, and reduce the risk of repeat offending patterns. The pilot has been funded by the Office of the Police & Crime Commissioner, in conjunction with Public Health, and uses therapeutic intervention to tackle medium risk domestic abuse perpetrators. The programme is grounded in academic research and was written by experts in the field of partner violence.

Four cohorts of Domestic Abuse perpetrators are to be worked with during the twelve months of the pilot. This will be an additional asset and key intervention for the large numbers of Domestic Abuse offenders within Blackpool. A robust monitoring and evaluation framework will also be established throughout the project to provide an evidence base for the outcomes achieved.

Step Up Project

The Step Up project seeks to work with families who have experienced a domestic violence incident and have at least one child aged 15 or under (or a pregnancy). The initiative is a research pilot aimed at assessing how early support can be provided through targeting families of standard-risk domestic abuse in an attempt to reduce the risk of escalation.

The project is due to commence in February 2016 and the wards being studied will be Talbot, Brunswick and Park. The research aims to assess whether the domestic abuse incidents experienced by families participating in the study change following intervention. For example, whether there are fewer incidents subsequent to intervention, or a lower likelihood of experiencing escalation to medium/high risk abuse. This information will then be compared with a family who are not participating in the study to assess how effective these interventions are.

All families identified by the police in these wards at standard risk incidents will receive a whole family assessment.

Violence Against The Person

Why is it a priority?

Blackpool experiences relatively high levels of violence compared to other areas in the County. Some of the violence is as a result of the high numbers of visitors to the town, including stag and hen parties. Over the past few years, visitor numbers have been increasing considerably which has undoubtedly contributed to the violence statistics in Blackpool. Violence Against The Person (VAP) is on the increase, however these increases are echoed both within in the County and nationally. This is predominantly due to changes in Police recording.

Over a third of violent offences are recorded as alcohol related, which will account for a considerable amount of violence seen within Blackpool's Night Time Economy. Violence within a Domestic Abuse setting accounts for a third of all violent offences, something which is being addressed as part of the Domestic Abuse priority. In relation to offenders, the peak age is between 21 and 28 years of age. What is encouraging, however, is that Serious Violence is falling (decreasing by over 25% in the first half of 2015), and non-injurious violence is seeing increases (over 40% in the first half of 2015).



What we propose to do:

Early Action work to tackle challenging families and young people will be instrumental in reducing violent offences. Those with the highest level of needs may live chaotic lifestyles that frequently involve violence and a strong multi-agency intervention at the earliest opportunity will hopefully

prevent families and young people from continuing to engage in violent behaviour. As outlined earlier, Domestic Abuse is also a Partnership priority so violence is certainly something that will be at the forefront of the Partnership's agenda.

The Community Safety Partnership will also continue to support projects and campaigns which seek to tackle violence. Work within the Night Time Economy is pivotal to address the levels of violence caused by alcohol and drug consumption, as well as the large number of visitors frequenting Blackpool during the summer. Projects such as Pubwatch, the Safer Taxi Scheme, Safe Haven Bus, Door Security, and Taxi Marshals, all play an important role in providing a high visibility presence within the Town Centre, tackling perpetrators of violence, and protecting vulnerable individuals who may become victims of violence.

Utilisation of the tools and powers available under the Antisocial Behaviour, Crime & Policing Act 2014 is also proving to be an effective way to tackle violence within Blackpool. A Public Space Protection Order has been implemented within the Town Centre which places restrictions on behaviours around consumption of alcohol, stag and hen parties, and antisocial behaviour. The potential to be fined for engaging in any of these behaviours should have a deterrent effect and aid in the reduction of violence within the Night Time Economy.

Sexual Assault & Rape

Why is it a priority?

Compared with the rest of Lancashire, Blackpool experiences high levels of Sexual Assault and Rape. However, similarly to the work undertaken in the Domestic Abuse field, the Partnership has been working hard to encourage victims of sexual assault and rape to report incidents. As a result, the number of reports to the Police has been increasing for a number of years. This upward trend has also been affected by an influx of 'non-recent' cases (incidents that occurred over twelve months ago) due to the successful prosecution of some high-profile, non-recent court cases in the media. Currently in Blackpool, non-recent cases account for 31% of reports. Further to this, a national change in Police recording has also resulted in higher numbers of crimes being recorded nationally.

Due to the nature of this crime category and the associated harm that often results from being the victim of sexual assault or rape (as indicated by the Cambridge Harm Index), the Strategic Assessment identified this category as a priority for Blackpool.

What we propose to do:

A multi-agency approach will be used to assist in the fields of education and prevention around sexual offences and rape. The Partnership will continue to support the Aquamarine Working Group, a multi-agency meeting which works to tackle these issues by looking at both educational and prevention opportunities and projects.



As approximately half of sexual assaults involve young people under the age of 16, the Partnership will maintain a clear focus on early intervention work within schools and families. This will centre around understanding the law, explaining consent, learning how to say no, and information around consequences and healthy relationships. Due to the significant number of young people affected by these crimes within Blackpool, the Partnership obtained Public Health funding which was used to implement an educational campaign which was delivered at local high schools and higher education centres. This campaign proved to be very successful and was well-received so, in future, it will form part of PSHE.

At present, it is felt that there is still a large amount of under-reporting in relation to same sex sexual assaults and rape so the Partnership is looking to address this gap. The Aquamarine Group will assist in this work as many of the involved agencies work to promote reporting and engage with hard to reach communities to provide a safe space for them to come forward about any incidents they may have experienced.

Unsurprisingly, CSE scores very highly on the Cambridge Index of Harm and the potential for persisting harm is high. Blackpool has unfortunately also experienced two high-profile murder cases, those of Charlene Downs and Paige Chivers, both of which are suspected to be CSE related. It is therefore vital that the Partnership maintains a priority focus on CSE and ensures early interventions are undertaken to prevent ongoing harm to young people.

What we propose to do:

Under the leadership of Blackpool Children's Safeguarding Board, a Child Sexual Exploitation strategy has been developed which has been written to address four themes. These are: prevention, safeguarding, bringing offenders to justice, and public confidence. It is hoped that in addressing each of these themes a more holistic approach to CSE can be undertaken, therefore ensuring that the response to CSE in Blackpool is as effective as it can possibly be.

Community engagement is a pivotal part of tackling CSE because it is important that communities understand the issue and the associated risks. Raising awareness at a community level can ensure that members of the public feel confident about recognising the potential signs and risks which indicate that CSE may be occurring. As a vital source of intelligence, a high level of community knowledge and awareness is invaluable to the Partnership. Ultimately, this will aid in preventing children and young people from becoming victims of CSE, and will enable perpetrators to be tackled.

Early intervention and work with families and young people as outlined in the other priorities will be paramount to ensuring early identification of children and young people at risk of sexual exploitation. This will ensure that the appropriate safeguarding, support and prevention can be undertaken so that they are protected from further harm. Similarly, processes will be put into place by the Partnership to ensure the identification of perpetrators and potential perpetrators of CSE in order to effectively tackle them.

As Child Sexual Exploitation is a relatively new focus of the Community Safety Partnership, there will be an emphasis on obtaining key data around CSE from partner agencies so as to gain a greater knowledge of the issue within Blackpool. This will be coupled with a focus on learning and development for staff and the Partnership will look to ensure that all supervisors and frontline staff are appropriately trained in relation to CSE.

Further Focus

Further issues requiring Partnership focus

Counter-Terrorism

The threat to the UK from international terrorism is categorised as 'severe', which means that a terrorist attack is highly likely. The terrorist threats which the UK now faces are more diverse than ever before, making the situation unpredictable and leading to potentially more frequent, less sophisticated terror attacks. In October 2010 the government published a new National Security Strategy, which identified terrorism as one of the four highest risks to the UK. The strategy articulates the government commitment to treating counter-terrorism as a top priority, both at home and overseas.

In July 2011, the government published the third version of the UK's counter-terrorism strategy, CONTEST. This strategy set out the threats to the UK and the priorities for dealing with these through to 2015. The strategy was intended to deal with all forms of terrorism, and continues to be based around four main areas of work which, together, will reduce the threats and vulnerabilities facing the UK:

- **Pursue:** the investigation and disruption of terrorist attacks
- **Prevent:** work to prevent people from becoming radicalised or supporting terrorism/extremism
- **Protect:** improving the protective security which would prevent a terrorist attack
- **Prepare:** working to minimise the impact of an attack recovering from it as quickly as possible

The government provides annual updates on the implementation of the CONTEST strategy through the publication of Annual Reports, the last of which was published in March 2015 and covered the January to December 2014 period.

On the 1st July 2015, the Counter Terrorism and Security (CT&S) Act 2015 came into effect. The Act places a duty on Specified Authorities to have “*due regard to the need to prevent people from being drawn into terrorism*”. The Specified Authorities are local authorities, police, prisons, young offender institutions, providers of probation services, schools, colleges, universities and NHS bodies.

The Specified Authorities must:

- *Assess the risk of radicalisation in their area or institution*
- *Develop and action plan to reduce this risk*
- *Train staff to recognise radicalisation and extremism*
- *Work in partnership with other partners*
- *Establish referral mechanisms*
- *Maintain records and reports to demonstrate compliance*

Further details are then provided on what each Specified Authority must do to comply with the Act.

Activity Planned:

Since the threat of terrorism has been categorised as ‘severe’, Counter Terrorism has been a standard item on the agenda of BSafe Blackpool, particularly in view of the acts of terrorism which have recently taken place across the world. The Community Safety Partnership has also been identified as the body responsible for overseeing the implementation of the new statutory duties within the CT&S Act 2015 for the local authority, and to support the other Specified Authorities as required. This support will also be available with regards to the implementation of the Prevent strategy, which is part of CONTEST.

In order to assist the implementation of the duties within the CT&S Act 2015 and the Prevent Strategy, a task and finish group has been established. The membership of the group includes representatives from all of the Specified Authorities and an action plan will be developed by the group. This will identify all of the activity that is required to support the delivery of the statutory duties for each of the Specified Authorities. This activity will include:

- *Raising awareness of the CONTEST strategy, the Prevent strategy, Channel and any other relevant strategy, plan or activity aimed at addressing terrorism*
- *Carrying out a training needs analysis to ascertain which kind of training is needed with regards to the Prevent strategy and Channel*
- *Facilitate the provision of E-Learning training such as NCALT to raise awareness of the Prevent strategy and Channel*
- *Facilitate the provision of face to face workshop WRAP 3 training on Prevent and Channel for those working in safeguarding roles who may be coming into contact with children, adults and families who may be at risk of radicalisation*
- *Working closely with both the Children and the Adult local Safeguarding Boards to ensure that the provision of Channel is known and works effectively*
- *Continue supporting the Lancashire Prevent Delivery group*
- *Continue supporting the Lancashire Channel Panel*
- *Facilitate the establishment appropriate booking policies for public venues*
- *Work closely with Resilience and Emergency Planning Officers and the emergency services with regards to the Protect and Prepare strands of the CONTEST strategy*
- *Assist the police and those whose activity supports the Pursue strand of the CONTEST strategy*

Serious Organised Crime

In October 2013, the Home Office published the latest version of the national serious organised crime strategy. It adopted the 'Four P' approach (Pursue, Prevent, Protect and Prepare) used within the national counter terrorism strategy in order to address crime which is deemed a threat to national security and which costs the UK more than £24 billion a year. The national strategy sets out how action will be taken at every opportunity to prevent people from becoming involved in serious and organised crime, to strengthen protection against and responses to serious organised crime, and, most importantly, to pursue the criminal behind it, prosecuting them and disrupting their activities.

Recently, funding was secured from the Home Office and the Department for Community and Local Government by a number of Lancashire local authorities, including Blackpool, in partnership with Lancashire Constabulary. This funding is to address serious organised crime within these areas and will primarily revolve around addressing drug dealing and child sexual exploitation, although any other activity which would meet the description of serious organised crime will also be addressed by this project.

The project will adapt the 'Four P' model as follows:

PREVENT: Early intervention with those at risk of becoming involved in organised crime groups or those who are already on the periphery and need support to prevent them from becoming involved in organised crime.

PROTECT: Supporting individuals, both offenders and victims, who want to escape organised crime or are being exploited by organised crime groups.

PURSUE: Enforcement against and disruption of organised crime activity, including the use of the upgraded CCTV in pursuing those involved.

PREPARE: Using community engagement, with the support of third Sector organisations and volunteers, in order to ensure that communities, victims and witnesses affected by serious and organised crime have the support they require.

BSafe Blackpool will also support the implementation of the Lancashire Constabulary Serious Harm Reduction Strategy which places more emphasis on partnership working and multiagency strategies. This strategy is designed not only to relentlessly disrupt identified Organised Crime Groups, but also to prevent vulnerable individuals being drawn into serious criminality, to protect our communities from the impact of organised crime or from being victimised themselves, and to prepare for concerted efforts by organised criminal to undermine national security and economic stability.

Partner Support

Support from non-statutory partners of the CSP

Multiple agencies provide support to the BSafe Blackpool Community Safety Partnership and assist in tackling the priorities. Although this is not an exhaustive list, below are just some examples of the ways in which non-statutory CSP partners work to reduce crime and antisocial behaviour in Blackpool.

North West Ambulance Service

Antisocial Behaviour: NWAS officers are Communication and Conflict Resolution trained so that they are able to de-escalate situations where antisocial behaviour may become an issue. The organisation works closely with the Police and other agencies in relation to information sharing and responses to ASB are taught within mandatory officer training. With regards to NWAS staff, dynamic risk assessment are undertaken to ensure the safety of staff in the event that they experience antisocial behaviour.



North West Ambulance Service 
NHS Trust

Domestic Abuse: Domestic Abuse remains a strategic priority for North West Ambulance Service (NWAS) and the Trust is continuing to develop processes in relation to abuse. Following the success of a 2014 pilot, a referral form for Domestic Abuse will be developed with provision for enhanced information sharing. This issue is incorporated within mandatory safeguarding training for NWAS officers and the Domestic Abuse procedures and guidance are available on the staff intranet.

Violence Against The Person: NWAS continue to deal with the effects of violent crimes and, in cases whereby an assault requires an emergency response, this is reported to the Police. Information sharing with the Police regarding violent offenders is ongoing through MAPPA and other multi-

processes. In relation to protecting NWS staff from violence, the service follows up all incidents of physical or sexual violence against officers and warning alerts are placed on relevant addresses to highlight violent offenders.

Sexual Offences & Rape: The sexual abuse of children, young people and adults is reported using the vulnerable person policies and procedures to ensure that the appropriate support is implemented. Mandatory training for NWS officers is in place regarding these issues.

Child Sexual Exploitation: Child Sexual Exploitation is addressed on the NWS e-learning site and also within the organisation's intranet site. There are also robust safeguarding procedures in place to ensure that any concerns regarding CSE are picked up and passed to the relevant agency.

Lancashire Fire and Rescue Service

Lancashire Fire and Rescue Service (LFRS) contribute to the structure of Blackpool Community Safety Partnership by being a partner member and sharing the LFRS vision of a 'Safer Lancashire' and a 'Safer Blackpool'. The LFRS Service Plan will play a significant role in supporting partners to tackle the Strategic Assessment priorities and causation factors, with a key area of this plan concerning the commitment to 'Preventing & Protecting' the people of Blackpool. Lancashire Fire and Rescue Service intends to deliver on this aspect of the plan by engaging in the following activities:



- Working in partnership with Blackpool Housing enforcement to target high risk residential accommodation to carry out Fire Safety Enforcement. Key wards and Super Output Areas (SOA's) will continue to be targeted in order to respond to risks identified within dwellings, and LFRS will continue to support the Council's Selective Licensing scheme.
- Recognising the Indices of Deprivation. Lancashire Fire and Rescue Service will continue to target resources in key areas of need in order to support Blackpool in being a safer place to work and live. Interventions in SOA's will be undertaken to reduce the effects and causational potential of poverty and deprivation.
- Working to educate young people. LFRS will continue to utilise educational programmes to prevent and protect young people, as well as signposting young people who may be at risk within the community. This will be done through the continued delivery of the Princes Trust

Scheme, further development of the Fire Cadet scheme, delivery of Road Safety education packages, the continuation of Fire Safety education, implementation of specialist intervention methods for young people engaged in fire setting, continued provision of diversionary activities for young people, and supporting partner initiatives to influence outcomes for children and young people.

- Reducing antisocial behaviour and deliberate fires as a key priority by working with partners to reduce the effects of fire and to actively reduce risk. This will be done through conducting Visual Audits of key areas for littering, refuse and fly-tipping, ensuring prompt remove of waste and large items, supporting community initiatives, 'Preventing & Protecting' properties identified as at-risk from fire, reducing the potential for fires within vacant properties by pursuing securing and boarding up, and supporting security and regeneration of properties within communities.

Lancashire Fire and Rescue Service are committed to the work of the Community Safety Partnership and will engage with communities to effectively raise awareness in improving the health, safety, and wellbeing of Blackpool residents. Support will continue to be provided to partner agencies in order to identify risk and protect children, young people, and vulnerable adults, and prevent them from further harm.

Public Health Drug & Alcohol Services

Drug and Alcohol services will continue to support the Community Safety Partnership in tackling substance misuse that may ultimately lead to crime and antisocial behaviour. This will be done by:

- Providing structured treatment to all Blackpool residents at the point of need and ensure services meet new and emerging drug trends
- Continuing to commission a Young People's specialist drug and alcohol treatment service and ensuring it meets new & emerging drug trends
- Providing Arrest Referral treatment at the time of arrest and at court
- Development of Court and Community disposals for Drug and Alcohol offences
- Increasing the frequency of enforcement in relation to under-aged and proxy sales
- Identifying high risk drinkers through our Alcohol Specialist Nurses and providing relevant treatment
- Reducing the visibility of alcohol advertising to young people

- Continuing to raise awareness of minimum unit pricing
- Undertaking 'Making every contact count' training and licensing training
- Developing healthy attitudes to alcohol across the life course
- Engaging in early identification and support for alcohol issues
- Refreshing and develop a new Alcohol strategy
- Developing a Drug Strategy
- Developing a campaign to raise awareness on the impact of New Psychoactive Substances
- Reviewing treatment services in light of the budget reduction to the Public Health Grant
- Ensuring that Jobs, Friends and Houses link with treatment services and deliver the three Recovery Houses
- Continuing to Commission the role of Positive Steps, Healthy Futures in supporting individuals with training/education and employment
- Promoting responsible retailing and ensuring licences are only granted where there is evidence that there will be no negative impacts on crime and disorder in the area

Blackpool Coastal Housing

Antisocial Behaviour: All tenants residing in Blackpool Coastal Housing properties are responsible for their behaviour and conduct of themselves, friends and relatives and any other person living or visiting their property or communal area. Tenants are informed of these obligations when they sign up to a tenancy and it is also made clear that antisocial behaviour is absolutely not tolerated. However, should issues arise, BCH have a team of trained ASB Officers who deal specifically with issues relating to antisocial behaviour. There is also a dedicated Legal Officer who provides a monthly ASB surgery to BCH officers and offers advice on live cases.

Blackpool Coastal Housing is committed to helping the Partnership tackle antisocial behaviour through detailed policies and procedures on the issue, undertaking annual legal training, adhering to the ASB and Neighbourhood Strategy, actively participating in ASBRAC, and monthly case monitoring through a dedicated ASB IT system.



Domestic Abuse: Domestic Abuse is classified as a breach of tenancy under BCH regulations. If a tenant inflicts domestic abuse or violence against any family member, an application to court for a possession order will be made. If the perpetrator is not a Blackpool Coastal Housing tenant, other legal measures will be sought, such as a Civil Injunction. Support is also provided to victims of domestic abuse and, in cases where the risk of danger to the victim is grave, the waiting list will be bypassed and the victim rehoused as a matter of urgency. BCH officers are active members of MARAC, maintain strong partnerships with the Police, adhere to the BCH Domestic Abuse procedure, and undertake any relevant training in relation to this issue.

Violence Against The Person: Similarly to domestic abuse, committing any act of violence is a breach of tenancy. If a tenant, household member or visitor uses violence, abusive or threatening behaviour or language to any member of staff, elected member, contractor or tenant then BCH will take action on the tenancy which could lead to eviction. Blackpool Coastal Housing also has a widely publicised zero tolerance policy which is explained to tenants during the sign-up process and during tenancy audits and other tenancy visits.

Sexual Offences & Rape and CSE: If an officer of Blackpool Coastal Housing has any concerns in relation to the sexual abuse of children, young people or adults, this is reported to the appropriate service using BCH's vulnerable person policy. BCH also work closely with the Police to share necessary information regarding the safeguarding of vulnerable individuals. All officers have undertaken mandatory training which highlights issues relating to child sexual exploitation. BCH will continue to support the Partnership in tackling Sexual Offences and CSE by adhering to both the Safeguarding Policy and the Vulnerable Adult Policy. The organisation is also a member of the Safeguarding Board.

Lancashire Women's Centres

In a bid to reduce re-offending, Lancashire Women's Centres have rolled out the AVERT project in the North West. This programme aims to support women within the Criminal Justice system who may have committed crime due to their life circumstances in order to prevent them from reoffending. Of the data taken from other areas who already have the programme in place, 93% of women demonstrated no further reoffending behaviour and 26 women participating in AVERT improved their life skills as a result of the intervention.



As part of the AVERT project, Lancashire Women's Centres offer women support with housing advice, debt and budget management skills, health and wellbeing, substance misuse, family and relationships, and problem solving skills. The service also provides counselling and peer mentoring.

AVERT will continue to support the Partnership in tackling the causal factors that may cause women to commit crime.

Blackpool Youth Offending Service

The Blackpool YOT Partnership Management Board's 2015-18 Youth Justice Plan will deliver the outcomes required by the Youth Justice Board and the priorities of the Community Safety Plan as follows:

- Reduction of youth re-offending
- Reduction in the numbers of first time entrants to the youth justice system
- Reduction in the use of youth custody
- Effective public protection, and
- Effective safeguarding

The YOT Partnership Management Board and the multi-agency Youth Offending Team will continue to seek to improve access to universal and specialist services to reduce the impact of mental ill-health, alcohol and substance misuse, poor physical health, family breakdown, homelessness, learning needs and poor educational outcomes on young people. The service will also continue to strengthen and improve restorative services to victims of youth crime. For example, the YOT's Reparation Programmes will enable young people to repair harm done and to make a positive contribution by continuing to support local projects, charities and communities.

The service will also implement the Youth Justice Board's updated and improved assessment and planning framework in 2016-17, AssetPlus, which draws on research to achieve better, more consistent results in addressing the factors which underpin offending by young people. The framework will provide individually-designed and targeted interventions with young people which will include the community safety priorities of anti-social behaviour, sexually harmful behaviour, and violence. Additional expertise developed in the service on sexually harmful behaviour, the speech, language and communication needs of vulnerable young people, will be maintained and developed.

For those young people who pose the highest risk, the YOT's strengthened risk management procedures and oversight of cases will continue to achieve improved public protection. The team's management of custodial sentences, praised in its last inspection, will continue to see young people subject to tight plans receiving high levels of supervision in the community on release.

OPCC / Lancashire Victim Services

The Office of the Police and Crime Commissioner will continue its commitment to support the Community Safety Partnership, particularly through the newly-formed Lancashire Victim Services. This Commissioner-led project aims to support victims of crime, reducing pressure on other agencies and working to reduce the long-term harm caused by all crimes and incidents, including violence, child sexual exploitation, sexual assault and rape and anti-social behaviour.

Since its formation in April 2015, Lancashire Victim Services has supported 3,800 victims from the Blackpool area, approximately half of those having experienced incidents of violence.

Moving forward, Lancashire Victim Services will work closely with the CSP and other partners to ensure services exist to support those most affected by the CSP's priority areas, with the aim of using partnership work to make Blackpool a safer place to live.

Currently, Lancashire Victim Services offer:

- Lancashire-based Victim Support service, which includes immediate telephone help and face-to-face volunteer support
- CSE counselling services for children and their parents, provided by Trust House and The Birchall Trust
- A hate crime support service through the Victim's Voice partnership
- A bespoke service, overseen by Groundwork, which reflects the needs of young victims and supports them to rebuild and better their lives

The Commissioner's office will also continue to further support the CSP's work through the provision of grant monies for projects to address priority areas.