

## AGENDA

### SELECT COMMITTEE - KNIFE CRIME IN KENT

**Monday, 10th June, 2019, at 2.00 pm**

Ask for: **Gaetano Romagnuolo**

**Darent Room - Sessions House**

Telephone **03000 416624** -  
**gaetano.romagnuolo@**  
**kent.gov.uk**

*Tea/Coffee will be available 15 minutes before the start of the meeting in the meeting room*

#### **Membership**

Mr P V Barrington-King (Chairman), Mrs S Chandler, Mr I S Chittenden, Mr A Cook, Mr P C Cooper, Mr D Farrell, Mr A R Hills, Mr K Pugh and Mr A M Ridgers

Please note: that the unrestricted part of this meeting may be filmed by any member of the public or press present.

By entering into this room you are consenting to being filmed. If you do not wish to have your image captured please let the Clerk know immediately.

#### **UNRESTRICTED ITEMS**

*(During these items the meeting is likely to be open to the public)*

- 1 Apologies
- 14:00 - Danielle Bride (Assistant Director (North and West Kent) for  
14:45 Adolescent Services, Open Access and Head of Youth Offending)  
and Louise Fisher (Head of Service (0-25), Children, Young  
People and Education) (Pages 3 - 18)
- 15:00 - Mr Roger Gough (Cabinet Member for Children, Young People  
15:45 and Education), Danielle Bride (Assistant Director (North and  
West Kent) for Adolescent Services, Open Access and Head of  
Youth Offending) and Louise Fisher (Head of Service (0-25),  
Children, Young People and Education) (Pages 19 - 32)

16:00 - Mr Michael Hill, OBE (Cabinet Member for Community and  
16:45 Regulatory Services) and Shafick Peerbux (Head of Community  
Safety, Public Protection Service) (Pages 33 - 56)

### **EXEMPT ITEMS**

*(At the time of preparing the agenda there were no exempt items. During any such items which may arise the meeting is likely NOT to be open to the public)*

Benjamin Watts  
General Counsel (Interim)  
03000 416814

**Friday, 31 May 2019**

# Knife Crime

Youth Offending data – Kent  
April 2019

# Definitions of knife crime

## 1. Possession

It is prohibited to possess in any public place an offensive weapon without lawful authority or excuse. It is also a specific offence to have such an item on school premises

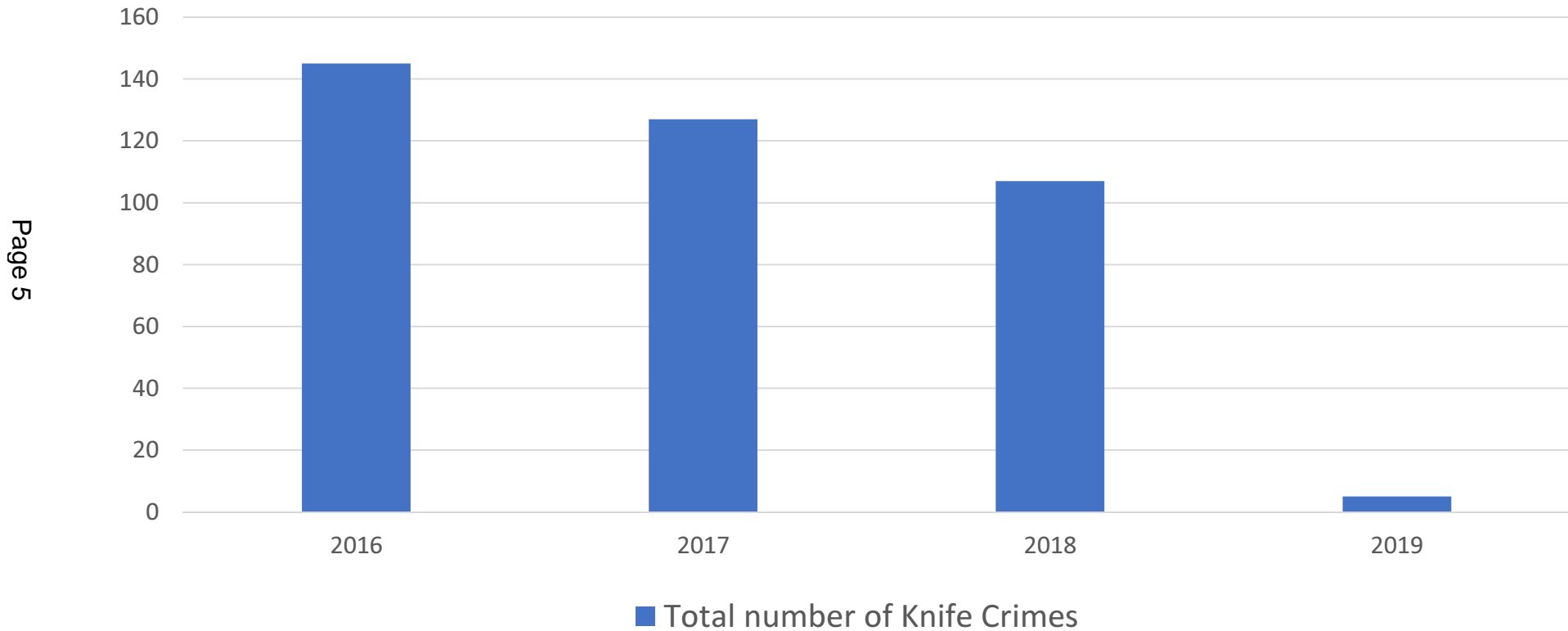
## 2. Robbery & Theft from a person

Includes all offences of theft from a person with the use, or threat, of force

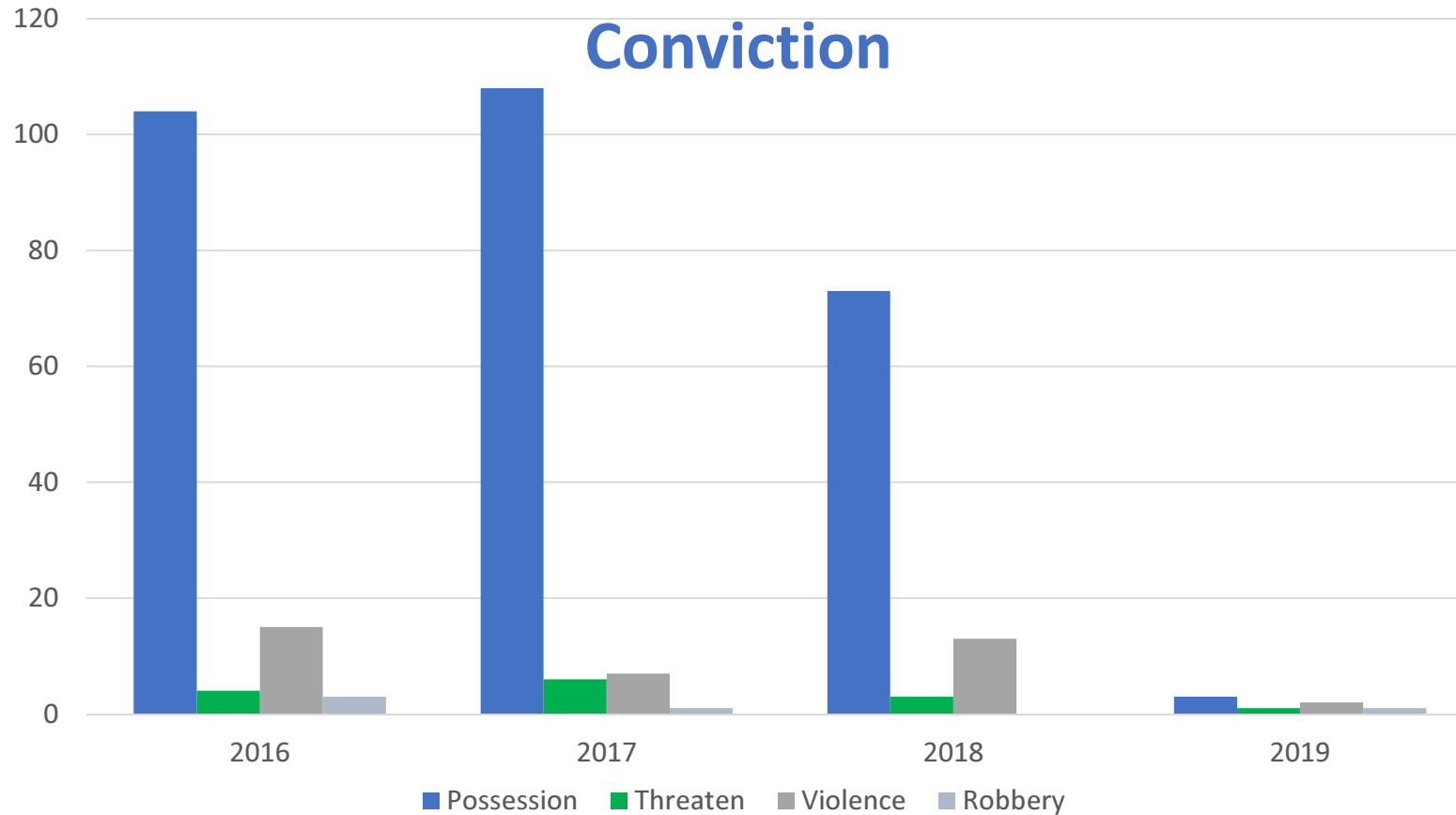
## 3. Serious violence & assault with injury

Includes Murder, Attempted Murder, Wounding or other act endangering life, Grievous Bodily Harm (GBH), Assault with injury: Actual Bodily Harm (ABH) and other injury, and racially or religiously aggravated ABH and other injury

# Kent Knife Crime Offences which resulted in an Out of Court Disposal or Court Conviction



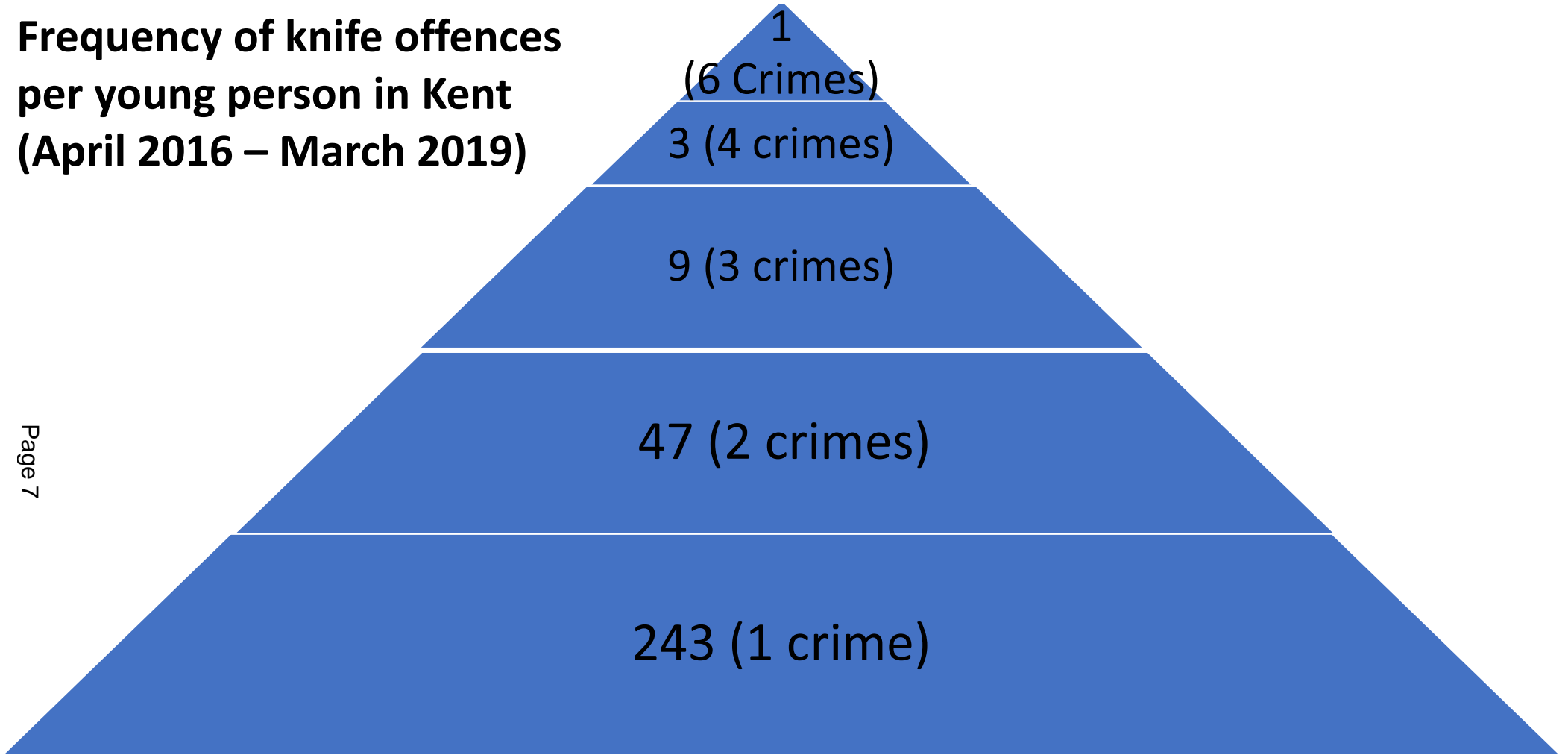
# Kent Summary of Offences resulting in an Out of Court Disposal or Court Conviction



Violence Against the Person and Robbery Offences involving the use of weapons, directly linked to knife crime.

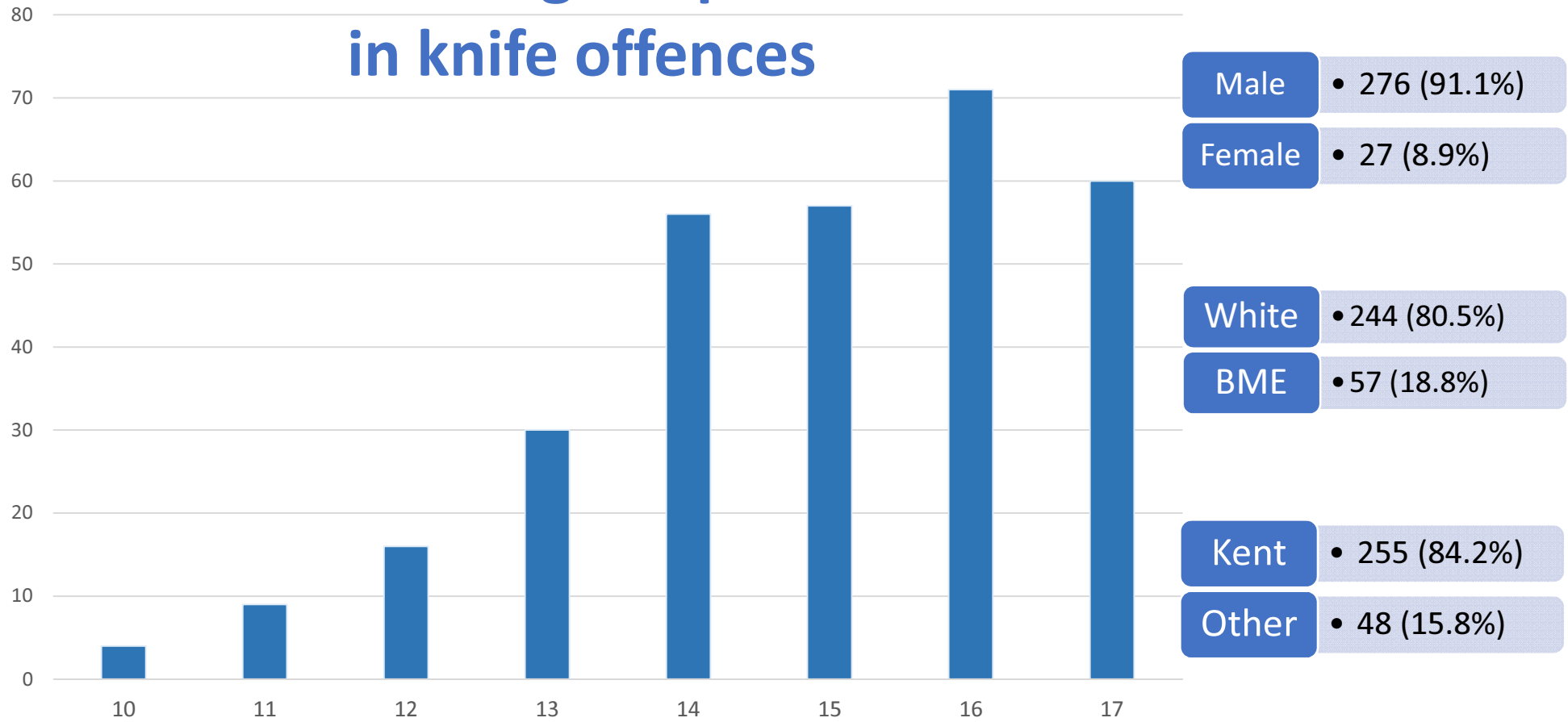
The Violence Against the person offences have been grouped into either Possession, Threaten, or Violence.

**Frequency of knife offences  
per young person in Kent  
(April 2016 – March 2019)**



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# Profile of Young People involved in knife offences



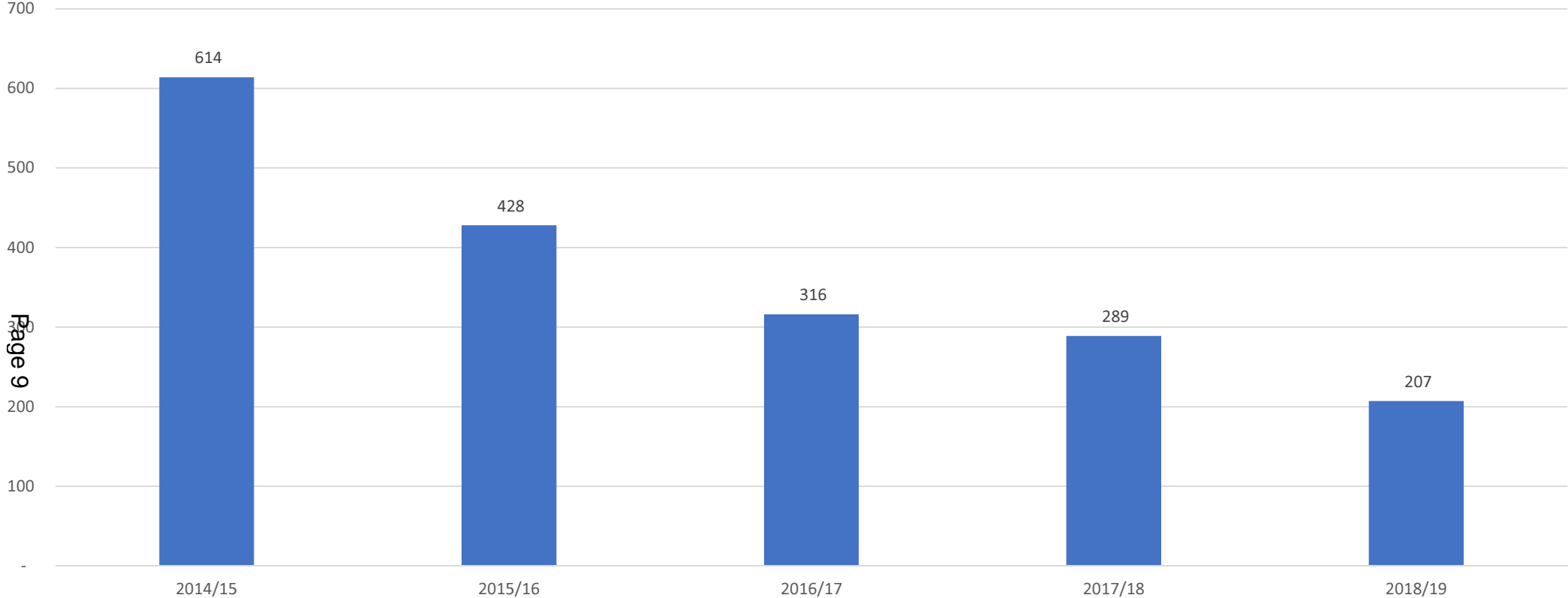
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By Age





# Kent: First Time Entrants to the Youth Justice System

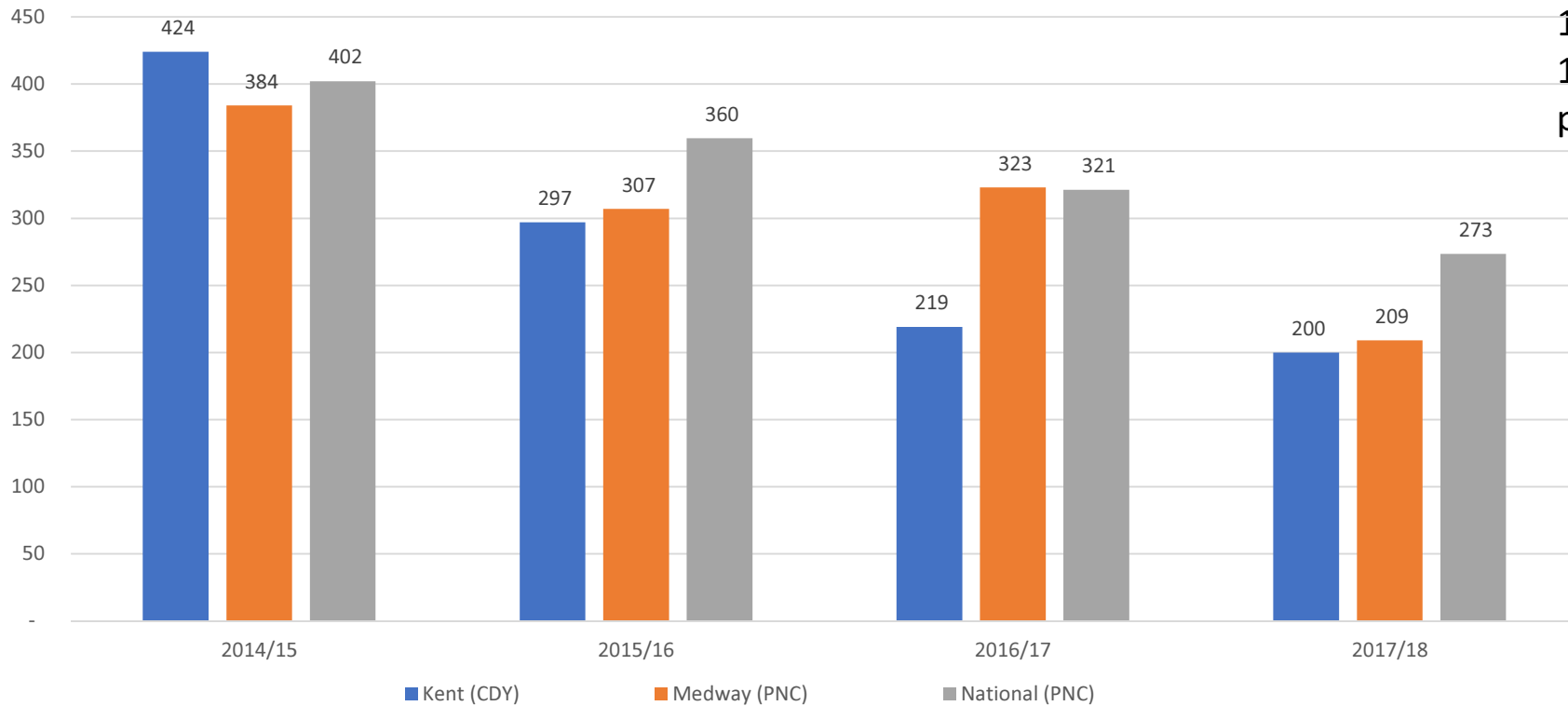


■ Kent Figures extracted from YJ system CareDirector Youth (CDY)

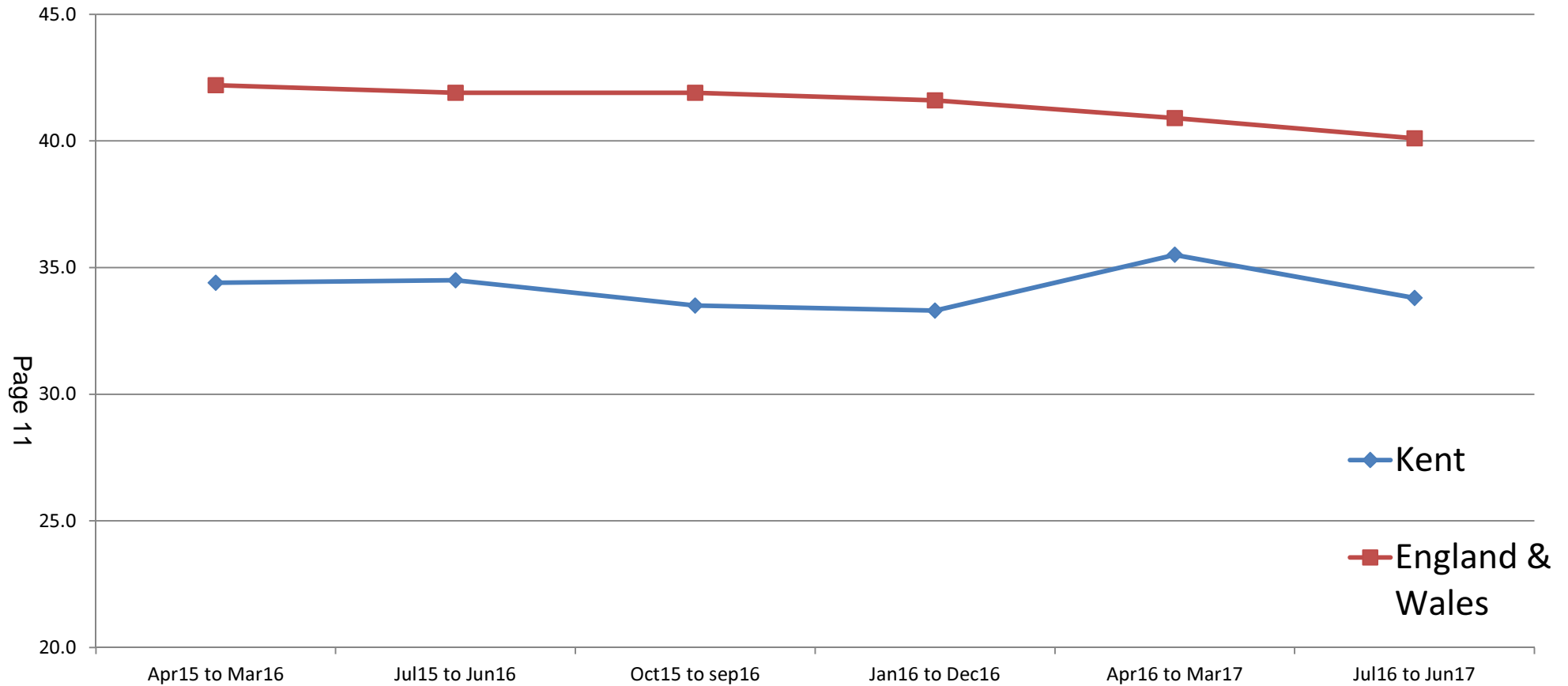


# Kent, Medway and National Rate\* of First Time Entrants to the Youth Justice System

\*Rate of first time entrants to the youth justice system per 100,000 of the 10-17 year old population

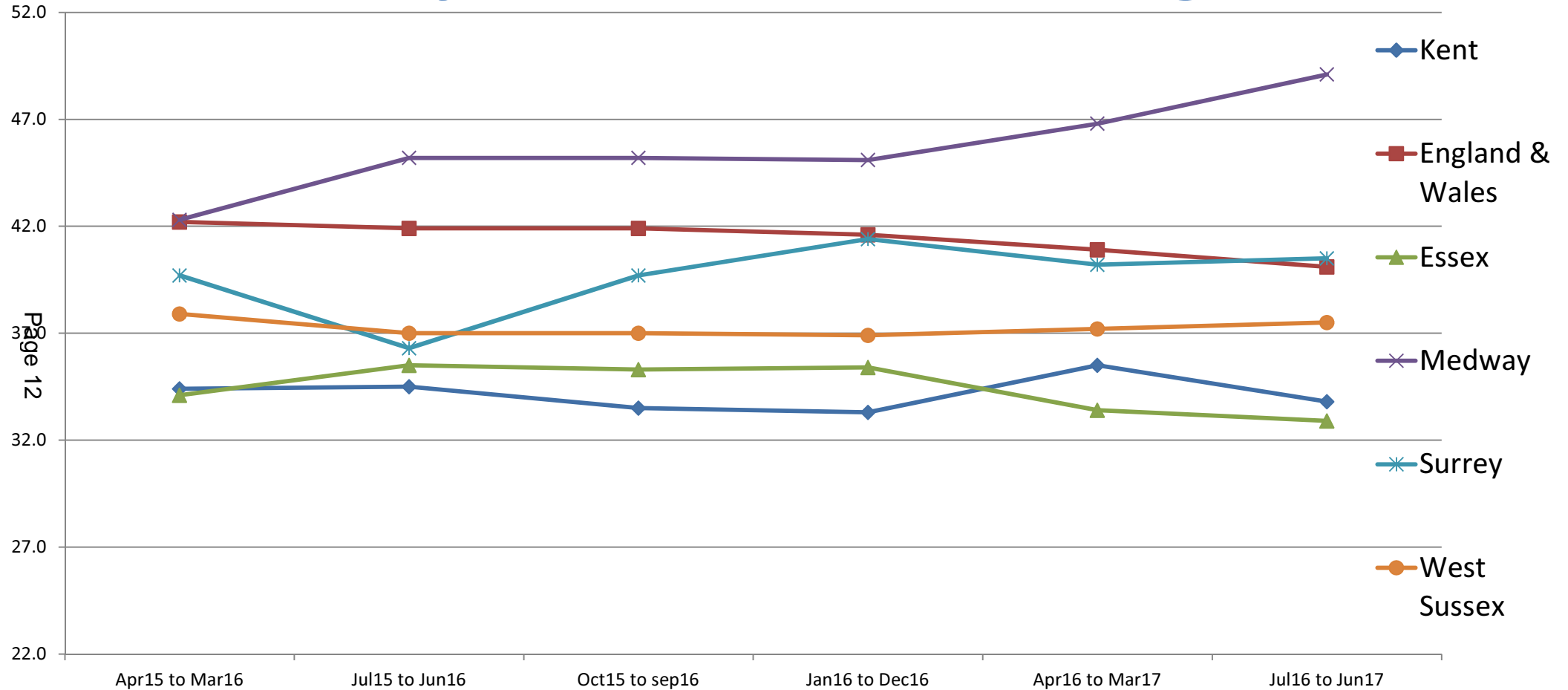


# Ministry of Justice reoffending data



Performance: England & Wales: 40.1%  
Kent: 33.8%

# Ministry of Justice Reoffending Data



# 3 predominant motivations for carrying weapons:

The College of Policing Research (2019)

- Self protection & fear  
'defensive weapon carrying' particularly for previous victims of crime
- Self-presentation  
particularly for individuals who want 'street credibility' & 'respect'.  
Possession of a weapon to increase status.
- Utility  
'offensive weapon carrying'  
particularly for individuals to facilitate theft, sexual assault, injury and serious harm.

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# Is there a link between criminal exploitation & knife crime?

- Evidence suggests that criminal exploitation related knife crime, although more likely to result in injury or fatality, makes up only a small proportion (5% in 2016) of total knife crime with injury
- Analysis suggests a stronger link in London between gangs and knife crime

# Evidence of what works

- **Problem solving and focussed deterrence**
  - multi-agency response that combines swift enforcement with improved access to support for the young person
- **Trauma-informed approaches**
  - understanding impact of trauma on young people. Helping young people who have experienced trauma to feel safe, and identifying how others can support
- **Family Focus**
  - supporting parents to reinforce good behaviour. Building support for the young person from the family
- **Skills Based Training**
  - teaching young people social skills, how to regulate their emotions, how to solve problems

# Evidence of what works

- **Restorative Approaches**
  - evidence shows these have an impact on violent crime
- **Contextual Safeguarding**
  - keeping young people safe within their contexts of social relationships, community and extra familial environments
- **Long term Mentoring**
  - longer than 3 months
- **Community Engagement**
  - structured recreational activities that help the young person see themselves with a positive future, and others to share this view



# National Initiatives & Developments

- Offensive Weapons Bill
- Knife Crime Orders
- Serious Violence Strategy
- Youth Endowment Fund

# What Kent is doing

- Adolescent Services
- Trauma informed approaches
- Contextual Safeguarding
- North Kent & Medway Serious Youth Violence Project
- Skills-based First Aid
- Restorative Approaches

## **Kent County Council**

### **Knife Crime Select Committee**

#### **Hearing Day 1**

**Monday, 10 June 2019**

#### **Witness Guide for Members**

*Below are suggested themes and questions. They have been provided in advance to the witnesses to allow them to prepare for the types of issues that Members may be interested to explore. All Members are welcome to ask these questions or pose additional ones to the witnesses via the Committee Chairman.*

#### **Themes and Questions**

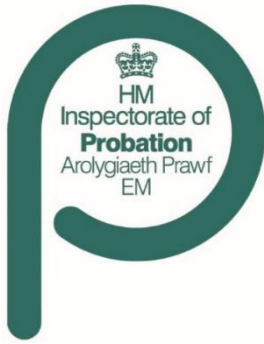
**Mr Roger Gough, Cabinet Member for Children, Young People and Education, Kent County Council**

**Dan Bride, Assistant Director (North & West Kent), Adolescent Services, Open Access & Youth Offending, Kent County Council**

**Louise Fisher, Assistant Director, Integrated Children's Services (South), Kent County Council**

- Please introduce yourselves and provide an outline of the roles and responsibilities that your posts involve.
- Please explain the main reasons why young people may commit knife crimes.
- What are the most effective initiatives and strategies that can be implemented to tackle knife crime?
- How effective is the Kent Youth Justice service in reducing knife crime?
- Please discuss the development and role of KCC's Adolescent Service in addressing knife crime.
- What current projects are being delivered to tackle serious youth violence in Kent?
- In your view, what else can Kent County Council do to help reduce the incidence and impact of knife crime in Kent?
- Are there any other issues, with relevance to the review, that you wish to bring to the Committee's attention?

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## Reconciling 'Desistance' and 'What Works'

Shadd Maruna & Ruth Mann

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HM Inspectorate of Probation

Academic Insights 2019/1

FEBRUARY 2019

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## Foreword

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HMI Probation is committed to reviewing, developing and promoting the evidence-base for high-quality probation and youth offending services. *Academic Insights* are aimed at all those with an interest in the evidence-base. We commission leading academics to present their views on specific topics, assisting with informed debate and aiding understanding of what helps and what hinders probation and youth offending services.

This report was kindly produced by Professor Shadd Maruna and Dr Ruth Mann, summarising the development of the 'desistance' and 'what works' research literature and noting key findings. Whilst there are differences between the two areas of work, the continual development of 'evidence-based practice' will be best supported through a recognition that both approaches are valuable and that they can be highly complementary. There is still much to learn and the focus needs to be upon ensuring that all research, whatever its type, is as robust and rigorous as possible, maximising its full potential. Within the Inspectorate, we will continue to monitor the combined evidence-base when reviewing the standards for inspecting probation services.



**Dr Robin Moore**

Head of Research

### Authors' Profiles

**Dr. Shadd Maruna** is a Professor of Criminology at Queen's University Belfast and a member of the Correctional Services Accreditation and Advice Panel. Previously, he has worked at the University of Cambridge, the State University of New York, and Rutgers University where he was Dean of the School of Criminal Justice. He received the Howard League for Penal Reform's inaugural Research Medal in 2013 and his book *Making Good* was named the Outstanding Contribution to Criminology by the American Society of Criminology in 2001.

**Dr. Ruth Mann** has worked for Her Majesty's Prison & Probation Service for over 30 years. She spent many years overseeing programmes for men convicted of sexual offending, and then several years as Head of Evidence. She is now supporting prisons to develop rehabilitative cultures. Ruth has authored over 70 research articles and book chapters examining rehabilitation and the impact of programmes on reoffending.

**The views expressed in this publication do not necessarily reflect the policy position of HMI Probation.**

# 1. Introduction

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The term 'desistance' has – rather inexplicably for such an ugly and unusual piece of academic jargon – found its way into professional practice and has become a near ubiquitous buzzword in recent years. However, as pointed out in the Criminal Justice Alliance's *Prospects for a Desistance Agenda* (Moffatt, 2014) even though the term 'desistance' has become familiar, its meaning remains unclear to many in the justice system. Indeed, 'desistance' appears to mean different things to different audiences making its value uncertain.

The desistance concept has caught fire at almost precisely the same time as the concept of 'evidence-based practice' or 'what works', leading some to assume these terms are synonymous and others to propose that they are in competition. Evidence-based practice has generated enormous support at every level of the policy-making process. After all, who could possibly be opposed to doing 'what works' and avoiding 'what doesn't'? However, like with 'desistance,' the term 'evidence-based practice' is used far more often than it is understood, and the lack of clear criteria for what qualifies as being 'evidence-based' is dangerous precisely because the term sounds so indisputably desirable (Dodge & Mandel, 2012). Indeed, nearly all interventions now claim to be 'evidence-based' (or, when pushed, 'evidence-informed'). Without agreed criteria for what this term means, such a claim is easy to make and hard to dispute.

In this *Academic Insight*, we will seek to clarify some of the confusion around both 'desistance' and 'what works' research, highlighting their strengths and weaknesses, points of divergence and areas of agreement. We will conclude that the two concepts are indeed different in important ways but that they are highly complementary and need not be in competition with one another.



## 2. Two types of helpful research evidence

### 2.1 Commonalities: Narratives of hope

Both 'what works' and 'desistance' narratives are founded on a belief in what Maruna and King (2009) call 'moral redeemability'. This is the assumption that people can change or that a person's past is not his or her destiny. Under a moral redeemability belief system, 'criminality' is not a permanent trait of individuals, but rather an adaptation to a person's life circumstances that can be changed by altering those circumstances or self-understandings.

As such, both frameworks appeal to the Ministry of Justice's departmental objective to 'provide a prison and probation service that reforms offenders' and to the mission statement of HM Prison and Probation Service (HMPPS) which involves 'changing lives' and reducing reoffending through 'rehabilitation'. These are clearly lofty goals. In fact, some might suggest such aspirations are unrealistic or cynically out of touch with the limitations of justice work. Critics feel that both 'desistance' and 'what works' talk (in prison in particular) can be a smoke screen to distract from the damaging nature of justice interventions.

However, we argue that such ambitious aims may be essential for maintaining decent justice services. Arguably, the mass incarceration/mass supervision crises that began in the United States in the 1980s were only made possible (and certainly exacerbated) by the widespread abandonment of the rehabilitative ideal (Allen, 1981) and the adoption of a 'waste management' approach to 'corrections' centred around containment, surveillance and control (Simon, 1991). Although seeking to create rehabilitative environments in our justice agencies may in truth be overly ambitious, it may be better to at least aim high than to succumb to a hopeless institutional narrative that could sustain human warehousing on a massive scale as happened in the United States.

### 2.2 Divergences: Programmes vs. lives

Although 'what works' and 'desistance' research emerges from a shared impulse, they differ in their approach and focus, with the former focusing on programmes and the latter focusing on lives. To understand this difference, it can be helpful to consider parallels outside of criminal justice. Imagine, for instance, that you wanted to help someone lose weight. There are hundreds of 'experts' on the subject who are more than willing to share their folk wisdom on the right diet, commercial programme, or latest fad in this regard. A lot of this advice is contradictory, however, much of it is simply wrong, and some of it is even dangerous. So, you decide to consult the best available research on the subject. This research comes in two forms: 'what works' and (essentially) 'desistance' – although they do not use that word.

First, you would almost certainly want to examine the large body of research on the effectiveness of weight loss programmes, diets, support groups, medicines, and surgeries. The best of this research involves large sample sizes, randomised control groups, measurable outcome variables, and replication in systematic reviews and meta-analyses.

*This is 'what works'.*

Unfortunately, the verdict here is not particularly positive. If you think that reducing recidivism is a difficult ambition with a weak evidence base, you may find comfort to know that the research evidence on losing weight is even more depressing. Most available studies are short-term and difficult to interpret (often paid for by those with direct interest in the model). Yet, the best available research suggests that almost all of the different diets and models work about as well (or rather, as poorly) as each other. That is, they usually lead to short-term weight loss for the treatment group that is then quickly regained (Pagoto & Appelhans, 2013; Sacks et al, 2009).

In lectures, Harvard Nutrition Professor Frank Sacks says he is often challenged about these bleak findings:

*‘People would say, ‘How can you say all these diets have no effect when I lost 100 pounds on diet X?’*

*Dr. Sacks believes them. He knows people who have lost weight and kept it off with diets, including a colleague in his department. ‘He lost 30 or 40 pounds in the 1970s and kept it off all these years,’ Dr. Sacks said. But why him and not someone else following the same regimen?*

*‘Beats me,’ Dr. Sacks said*

(Kolata, 2016).

Indeed, in nearly every weight loss trial, there will be a small percentage of the treatment group (and some of the control group as well) who *will* lose an enormous amount of weight and keep it off consistently. Rather than dismissing such ‘success stories’ as unrepresentative, however, researchers in that field of study recognise the experiences of these individuals, rare although they may be, as vital for the understanding of the science of weight loss (e.g., Chambers & Swanson, 2012). What social supports and structures do such individuals have in place? How do their habitual patterns of thought change and differ from weight regainers? What role does a change in the person’s identity or sense of self play in the process, and how is this reinforced by those around the person?

### ***This is ‘desistance’.***

Desistance research takes success stories seriously. The research does not start with programmes and aggregated outcomes, but individual lives and personal trajectories. Recognising the individual as the agent of change, desistance research explores individuals’ social contexts, embedded social networks and subjective interpretations as keys to understanding long-term life change.

## 2.3 Key findings

In the field of rehabilitation, researchers now know a lot about 'what works' in terms of programmes as well as how the desistance process works for those who are able to make real life changes. Yet, neither area of research is anywhere close to having all of the answers for practitioners. Both 'what works' and 'desistance' research areas remain vibrant, with much to learn and new findings emerging routinely (see e.g., Hart & Van Ginneken, 2017).

The strongest existing 'what works' research to date has established with reasonable replication ***the effectiveness of programmes described as cognitive behavioural, targeted to individuals with higher risk scores, that teach skills such as emotional regulation and perspective taking.*** Evaluation research has also established that some approaches do not 'work' – that is, are not associated with less reoffending than doing nothing. For instance, so-called 'boot camps' or 'Scared Straight' type programmes intended to deter at-risk young people both have been robustly evaluated and routinely show either no impact or often a negative impact on participants' justice outcomes. On the other hand, most other types of interventions, sometimes dismissed as 'correctional quackery', simply have not been robustly evaluated, so we do not have anywhere near enough information to say whether they have 'worked' or not 'worked', let alone the bigger question of whether they will 'work' again.

Over the past 30 years, there has been a distinct growth in desistance work. Indeed, Paternoster and Bushway (2010: 1156) recently argued, "Theorizing and research about desistance from crime is one of the most exciting, vibrant, and dynamic areas in criminology today." As such, desistance research has also started to accumulate findings across multiple studies, although many of these studies are qualitative and exploratory in nature, so accumulation has been more difficult than in the 'what works' research. The best known findings in this regard suggest that ***people are more likely to desist when they have strong ties to family and community, employment that fulfils them, recognition of their worth from others, feelings of hope and self-efficacy, and a sense of meaning and purpose in their lives*** (for reviews see Farrall & Calverley, 2005; Rocque, 2017).

## 2.4 Implications for practice

The terms 'what works' and 'desistance' refer to types of research activity, not specific interventions or approaches. As such, they can sometimes be misunderstood when applied to practice.

When practitioners say they are *doing* 'what works', they usually mean that they are drawing on Risk Need Responsivity (RNR) principles or related products (see Andrews & Bonta, 2014). They are likely targeting cognitive behavioural programmes which teach skills such as emotional regulation and perspective taking to higher risk individuals. This can be confusing as the terms 'what works' and 'evidence-based justice' are not owned by any one theory or approach to therapy. RNR theory is based on rigorous evidence and risk/need assessment tools produce important data that can be used in making decisions. However, the whole point of the 'what works' movement is that all interventions, including RNR related ones, need to be rigorously and repeatedly monitored and evaluated for effectiveness (see

Campbell's 1969 call for an 'experimenting society'). The only allegiance of the 'what works' advocate is to evidence, not to particular models, and the only way to collect this sort of evidence is to experiment with multiple types of approaches from restorative justice to radical non-intervention in a fair competition.

In the same way, there is no singular 'desistance' intervention or practice. Many organisations and interventions have sought to be 'desistance based' or 'desistance focussed' in their approach, some even use the term desistance in the names of interventions. Yet, desistance is not a brand, and indeed there is something inherently contradictory about a 'desistance programme'. When practitioners say they are doing 'desistance focussed' practice, therefore, this is usually to say that the work draws upon some or all of the following in designing and delivering interventions:

- a)** the findings of desistance research;
- b)** the expertise of individuals who have themselves desisted from crime ('wounded healers', 'credible messengers', 'experts by experience');
- c)** the strengths of those in the justice system (as opposed to correcting deficits), for instance, through roles as peer mentors, artists, teachers or community benefactors;
- d)** the strengths of the families and wider communities of individuals in the justice system (including employers, faith communities, and victims/survivors and their advocates) (see e.g., McNeill, et al, 2012; Porporino, 2010).

Importantly, then, 'desistance-based' practice could also be 'evidence-based' practice (or 'what works') if the desistance-focussed work were to be subjected to rigorous evaluation research (see e.g., Netto, Carter & Bonnell, 2014). In other fields of research, this sort of symbiosis is common. Take the field of speech pathology. One of the most common problems leading families to turn to the help of professional speech pathologists is the phenomenon of stuttering in childhood. The development of effective treatment has been difficult to say the least as those who remember the film *The King's Speech* will recall. Yet, a majority of children with this condition appear to desist from stuttering within a few years of onset *without any formal treatment*. Research on how this process of desistance works (e.g., studies of natural recovery) has itself informed the design of formal treatment interventions. Further, these 'desistance-based' interventions have subsequently been positively evaluated using 'what works' methodology, including randomised controlled trials, in a perfect example of a pluralistic model of evidence-based practice (Finn, 2007).

### 3. Conclusion: Hope for reconciliation?

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The desistance journeys of former prisoners and probation service users might also be useful in helping practitioners design effective interventions. However, the two research literatures are rarely joined up in this way. This is somewhat puzzling (see also Herzog-Evans (2018) who highlights the potential for new research avenues and experimentation opportunities through increased collaboration). Returning to the analogy of weight loss, why would anyone wanting to help others lose weight *not* want to consult both types of information – programme evaluations and life stories? Aren't both forms of valid 'evidence' useful for practice? We believe they are – but not everyone agrees.

Advocates of 'what works' might say that the desistance approaches above are 'anecdotal' and every good scientist knows that anecdote is (allegedly) the enemy of good science. Human beings are naturally drawn to stories and our brains are wired to learn through narratives and parables (Gottschall, 2012), but scientists must try to avoid being persuaded by individual cases in this way for fear of being led astray by some memorable but unrepresentative stories. Without question, desistance research tends to have small sample sizes. Moreover, interviewing a truly representative or random sample of 'desisters' is impossible for ethical and practical reasons, so there will always be selection bias of varying degrees in desistance research. Likewise, those who see the world from a desistance perspective are probably equally as sceptical of programme evaluation findings as those trained to find 'what works' are of desistance research.

Our view, however, is that such methodological paradigm wars are a time-wasting distraction from the shared goal of helping people turn their lives around. Fundamentally, as with the science of losing weight, the science of crime reduction is simply too difficult and frankly too weak for partisans on either side to declare a monopoly on useful evidence. Neither the 'what works' movement nor 'desistance' research is anywhere close to revealing the secret formula guaranteed to reduce crime (or lose weight), and never will. Human behaviour is simply too complex to be predictable in ways similar to the laws of physics or chemistry, and we should be thankful for that.

That is not to say that criminal justice agencies should not be guided by social science evidence in the work they do. Far from it. Rather, we need all the science we can get – programme evaluations and narrative desistance studies – to make sense out of the complexity of crime. We need to strive to make both types of work as robust and rigorous as possible, and, crucially, we need to learn to merge the two types of evidence together as therein lies the real promise for evidence-based practice.

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## **Kent County Council**

### **Knife Crime Select Committee**

#### **Hearing Day 1**

**Monday, 10 June 2019**

#### **Witness Guide for Members**

*Below are suggested themes and questions. They have been provided in advance to the witnesses to allow them to prepare for the types of issues that Members may be interested to explore. All Members are welcome to ask these questions or pose additional ones to the witnesses via the Committee Chairman.*

#### **Themes and Questions**

**Mike Hill OBE, Cabinet Member for Community Services, Kent County Council, and Chair of the Kent Community Safety Partnership**

**Shafick Peerbux, Head of Service, Community Safety, Kent County Council**

- Please introduce yourselves and provide an outline of the roles and responsibilities that your posts involve.
- Please discuss the main roles and functions of the Kent Community Safety Partnership (KCSP). What are the main strategies and initiatives developed by the Partnership in an effort to address knife crime in Kent?
- Please expand on the work with the Kent Police and Crime Commissioner through the Partnership, and on the Violence Reduction Challenge (VRC).
- What is the Community Safety Agreement (CSA)? What are its priorities in relation to tackling knife crime?
- Please expand on joint-working and awareness-raising initiatives such as Operation Sceptre and “Don’t Let a Knife Take Life”.
- In your view, what else can Kent County Council do to help reduce the incidence and impact of knife crime in Kent?
- Are there any other issues, with relevance to the review, that you wish to bring to the Committee’s attention?

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# Kent Community Safety Agreement



April 2018

## Version Control

Version	Date	Changes
1.0	April 2017	New Kent Community Safety Agreement (CSA) – effective from April 2017
2.0	April 2018	Refreshed Kent Community Safety Agreement (CSA) <ul style="list-style-type: none"> <li>- Updated document date to April 2018</li> <li>- Ch.1 - reference added to 1.1 about version control</li> <li>- Ch.5 - achievements for 2017/18 added</li> <li>- Ch.6 - priorities/cross-cutting themes updated effective from April 2018, including refreshed diagram</li> <li>- Ch.7 - priority leads updated</li>   <li>- Appendix A - strategic assessment outcomes updated</li> <li>- Appendix B - MoRiLE outcomes refreshed</li> <li>- Appendix C - refreshed horizon scanning</li> <li>- Appendix D - Police &amp; Crime Plan details updated</li> </ul>

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# Foreword

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As Chair of the Kent Community Safety Partnership (KCSP) I am pleased to present the new Kent Community Safety Agreement (CSA) which took effect from 1<sup>st</sup> April 2017.

The Community Safety Agreement sets out how partners in Kent will work together to address the key community safety priorities for the County, identifying the shared objectives and outcomes required to improve the lives of the people of Kent. Whilst enforcement of the law will always play a major part in community safety, much can be done to prevent problems before they arise and a great deal of effort is devoted to supporting and safeguarding vulnerable people and their families, tackling issues of substance misuse, improving road safety, enhancing quality of life and developing community resilience.

This agreement replaces the 2014-17 CSA which included an action plan to help tackle the key priorities for the County and I am pleased to say much progress has been made by partners over the last three years, including the joint commissioning of domestic abuse services across Kent which came into effect on 1<sup>st</sup> April 2017. The development of this new agreement and a refresh of the action plan will help to support and focus partner activities in addressing the key community safety issues identified in the latest review.

Since the last agreement there have been many changes in the world of community safety, however the challenging economic landscape remains an ongoing concern and all agencies and services are continuing to look at the opportunities this presents in applying new methods of service delivery and resourcing. In response to some of these challenges the KCSP supported the establishment of a joint Kent Community Safety Team (KCST), bringing together staff from Kent Police, Kent Fire and Rescue Service and Kent County Council to help promote closer and more joint working at a strategic level.

I would like to take this opportunity to recognise that the success of this agreement can only be achieved through the ongoing delivery of the associated action plans, which would not be possible without the considerable support of partner agencies at both district/borough and county level, as well as non-statutory organisations and the voluntary sector. I would therefore like to thank everyone involved for their efforts and for their continued support.

Mike Hill OBE  
*Chair Kent Community Safety Partnership*  
*Cabinet Member for Community and Regulatory Services*

# 1. Introduction

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- 1.1. The Community Safety Agreement (CSA) outlines the key community safety priorities for Kent and replaces the previous agreement (2014-17) which expired on 31st March 2017. The CSA is reviewed and refreshed annually, so for details of the current version, effective date and changes to previous documents see version control (page 2).
- 1.2. The CSA is mandatory for two tier authorities such as Kent and helps us to meet our statutory duty under Section 17 of the Crime and Disorder Act 1998 (as amended by the Police and Justice Act 2006) in which responsible authorities are required to consider crime and disorder in the delivery of all their duties.
- 1.3. This agreement aims to develop a more joined-up approach to public service delivery, to enable more effective and co-ordinated strategic planning across partner agencies and to ensure sustainable and lasting improvements in delivering outcomes. It recognises that community safety issues do not always respect district boundaries, and that coordination of effort can lead to economies of scale, joined up working, and more effective outcomes.
- 1.4. The agreement also aims to deliver against the three countywide ambitions set out in the Vision for Kent 2012-22: to grow the economy; to tackle disadvantage; and to put citizens in control. These ambitions cannot be achieved without the commitment and contribution of all partners through their own delivery plans and strategies as well as multi-agency agreements such as the Kent Community Safety Agreement.
- 1.5. Whilst Medway Unitary Authority does not form part of this agreement, it does undertake a similar process, suitable for single tier authorities, which will include an annual strategic assessment of their community safety issues and production of a Community Safety Plan. Where appropriate, partners in Kent and Medway will work collaboratively to tackle common priorities.

## 2. Legislation

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- 2.1. The Crime and Disorder Act 1998 gave statutory responsibility to local authorities, the police, and key partners to reduce crime and disorder in their communities. Under this legislation the responsible authorities commonly referred to now as Community Safety Partnerships (CSPs), were required to carry out three yearly audits and to implement crime reduction strategies.
- 2.2. The Police and Justice Act 2006 introduced scrutiny arrangements in the form of the Crime and Disorder Scrutiny Committee, as well as introducing a number of amendments to the 1998 Act including the addition of anti-social behaviour (ASB) and substance misuse within the remit of the CSP strategies. Reducing reoffending was subsequently added by the Policing and Crime Act 2009.
- 2.3. The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 set out further revisions to the 1998 Act, the most notable of which at district/borough level was the replacement of three yearly audits with an annual strategic assessment, triennial partnership plan and public consultations. For two tier authorities such as Kent, the statutory Community Safety Agreement was introduced.
- 2.4. The Police Reform and Social Responsibility Act 2011 introduced directly elected Police and Crime Commissioners (PCCs) to replace Police Authorities in England and Wales. This brought with it a requirement for the PCC to have regard to the priorities of the responsible authorities making up the CSPs and for those authorities to have regard to the police and crime objectives set out in the Police and Crime Plan. The legislation also brought with it a mutual duty for the PCC and the responsible authorities to act in co-operation with each other in exercising their respective functions.



# 3. Changes to the Community Safety Landscape

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In recent years there have been many changes both nationally and locally that impact upon the work of partners involved in community safety.

## Changes to Legislation

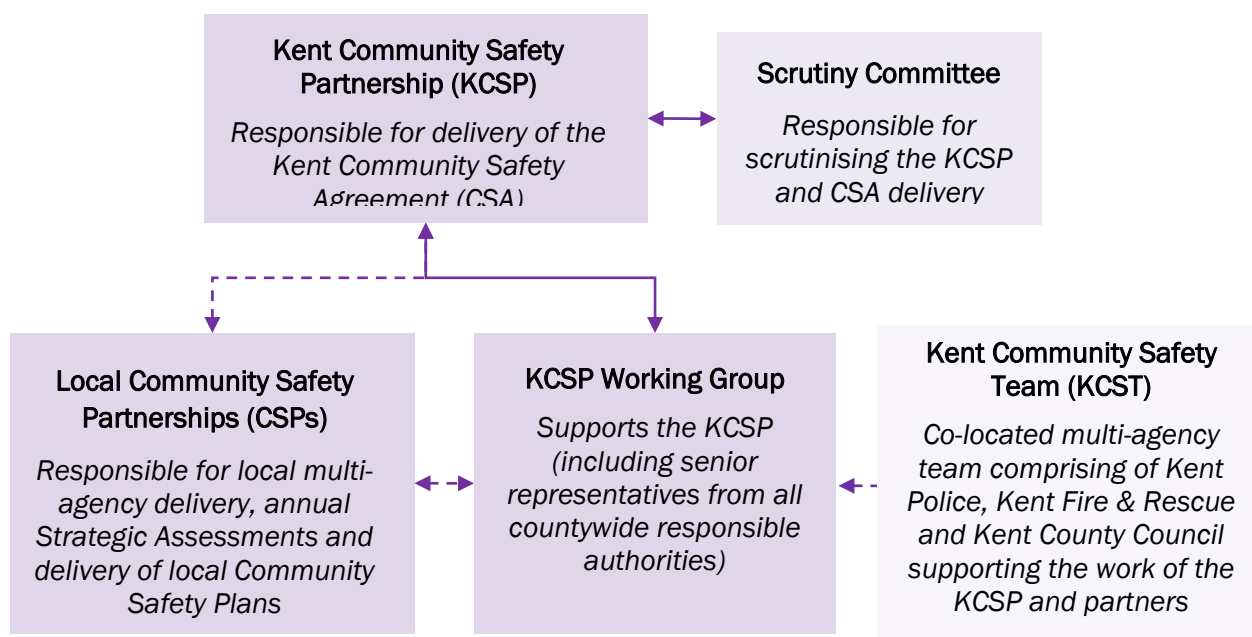
- 3.1. **Domestic Homicide Reviews:** The requirement for Community Safety Partnerships (CSPs) to conduct Domestic Homicide Reviews (DHR) came into effect on 13th April 2011 and in Kent and Medway it was agreed that these would be commissioned by the Kent Community Safety Partnership utilising pooled funding on behalf of the local CSPs including Medway CSP. The process is managed, coordinated and administered by KCC Community Safety working as part of the Kent Community Safety Team (KCST). The DHR process has been developed and enhanced since its introduction and continues to involve input from a wide variety of partners from across the county and beyond. Updated statutory guidance from the Home Office released in December 2016 strengthened the role of the CSP in the DHR process and brought in additional requirements in order to meet the required standard.
- 3.2. **Anti-Social Behaviour:** The new Anti-social Behaviour, Crime and Policing Act 2014, received royal assent on 13th March 2014. The Act introduced simpler more effective powers to tackle anti-social behaviour to provide better protection for victims and communities including a new Community Trigger and Community Remedy to give people a greater say in how agencies respond to complaints. Partners have been working together since the introduction of the legislation to effectively implement the changes across the county. Updated statutory guidance from the Home Office released in December 2017 has brought greater clarity around the use of the tools and powers introduced by the Act.
- 3.3. **Safeguarding:** Between 2015 and 2016 a number of new pieces of legislation were introduced to provide authorities with additional tools, powers and statutory duties to tackle community safety and safeguarding issues. The new legislation includes the Counter-Terrorism and Security Act 2015, Serious Crime Act 2015, Modern Slavery Act 2015 and Psychoactive Substances Act 2016. These pieces of legislation introduced a range of new duties including new reporting and referral mechanisms, staff awareness requirements and impacts on contract management, which need to be included in the everyday work of relevant organisations. This continues to be an evolving area of work.

# 4. Governance

- 4.1. The Kent Community Safety Partnership (KCSP) is responsible for the delivery of the Kent Community Safety Agreement priorities, with membership taken from senior officers across statutory partners (see below), local Community Safety Partnership (CSP) Chairs and the County Council portfolio holder.

The Responsible Authorities are:- Kent Police, District & Borough Councils, Kent County Council, Clinical Commissioning Groups (CCGs), Kent Fire & Rescue Service and Kent, Surrey and Sussex Community Rehabilitation Company

- 4.2. The KCSP is supported by a Working Group consisting of senior representatives from all the countywide statutory partners. In addition, the multi-agency Kent Community Safety Team (KCST) which is formed of staff from Police, Fire & Rescue and KCC helps support the work of both county and district partners.
- 4.3. The statutory partners aim to effectively and efficiently deliver the priorities outlined in this agreement and to comply with statutory responsibilities.
- 4.4. The Scrutiny Committee will also serve as the Crime and Disorder Committee as required and therefore will have a statutory responsibility to review and scrutinise delivery of the Community Safety Agreement.



## 5. Key Achievements

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During 2017-18 the key priorities identified as those with the potential to benefit from being supported at a county level included Domestic Abuse, Substance Misuse, Safeguarding Vulnerable People, Serious & Organised Crime, Anti-Social Behaviour and Road Safety. The priorities were addressed through a rolling partnership action plan which outlines the key aims of the agreement and ensures a coordinated approach by linking into existing multi-agency partnership arrangements where possible. Progress made by partners is monitored and reported to the Kent Community Safety Partnership on a regular basis by members of the Working Group.

Some of the progress and key achievements include:

- Annual Conference: The Kent Community Safety Partnership (KCSP) has delivered an annual Community Safety Conference for the benefit of partners in Kent and Medway for a number of years with a different focus each year. The most recent conference was entitled: *“Protecting Vulnerable People from Organised Crime”* and took place at the Detling Showground on 7<sup>th</sup> November 2017 with approximately 200 delegates from partnership organisations in attendance. Based on input at the conference workshops and a subsequent survey partners are currently working on a number of recommendations to help address identified gaps and tackle the issues raised.
- The Kent Community Safety Team (KCST): A co-located multi-agency team comprising of staff from Kent Police, Kent Fire and Rescue Service and Kent County Council was established in September 2015. Throughout 2017/18 the team has continued to support the work of all three agencies as well as the KCSP by helping to jointly deliver projects and workshops. In addition following an internal audit the KCST partners have been working on the future development of the team to provide the necessary capacity and capability to address cross county community safety issues and deliver joint programmes of activity. Subject to agreement this will start to take effect in 2018/19.
- Domestic Homicide Reviews (DHRs): During 2017/18 the KCSP commissioned a number of new DHRs and published three completed reviews following quality assurance from the Home Office. The Kent Community Safety Team continues to manage the current caseload on behalf of the Community Safety Partnerships across Kent and Medway and these are at various stages of the DHR process. In addition to the reviews the KCST has delivered three successful DHR Lessons Learnt Seminars to over 300 frontline practitioners and professionals to share the learning from the reviews and inform future practices.

- **Project Funding:** In 2017/18 the KCSP used the community safety funding provided by the Police and Crime Commissioner (PCC) to fund a total of six projects focusing on a variety of topics. These included support to tackle scams through awareness campaigns and the purchase of equipment to filter nuisance calls; the Licence to Kill road safety roadshow; domestic abuse psychotherapeutic counselling for adolescents; online safety awareness training; and gangs training. The achievements and outcomes of these projects are monitored by the KCSP Working Group and reported back to the PCC.
- **Information Sharing:** The Kent Community Safety Team (KCST) continues to co-ordinate and source data, reports and information on a variety of issues to be shared with community safety partners across the County via the Safer Communities Portal. In addition, in 2017/18 the KCST developed a community safety newsletter including input from partners across the county to help share information, examples of best practice, good news stories and upcoming events.
- **Workshops / Events:** During 2017/18, in addition to the Online Safety Awareness sessions and DHR Lessons Learnt Seminars mentioned above, the Kent Community Safety Team (KCST) organised and delivered a number of workshops and events to support partnership delivery including Anti-Social Behaviour (ASB) tools & powers training; Community Safety Information Sessions; and a one stop shop for Adult Safeguarding Awareness Week. In addition, Public Health secured funding for a range of projects as part of the multi-agency suicide prevention strategy including commissioning Suicide Awareness and Prevention workshops.
- **Operations:** During 2017/18 the Kent Community Safety Team with Kent Police taking the lead, has delivered numerous multi-agency operations across the county to tackle vulnerability and violence in the night time economy (NTE) with an additional focus on Human Trafficking, Modern Slavery and Child Sexual Exploitation.

Whilst the CSA action plan sets out how partners aim to address the overarching priorities across the county, each local CSP in Kent has their own community safety plan and associated initiatives aimed at tackling the most relevant issues for their residents.

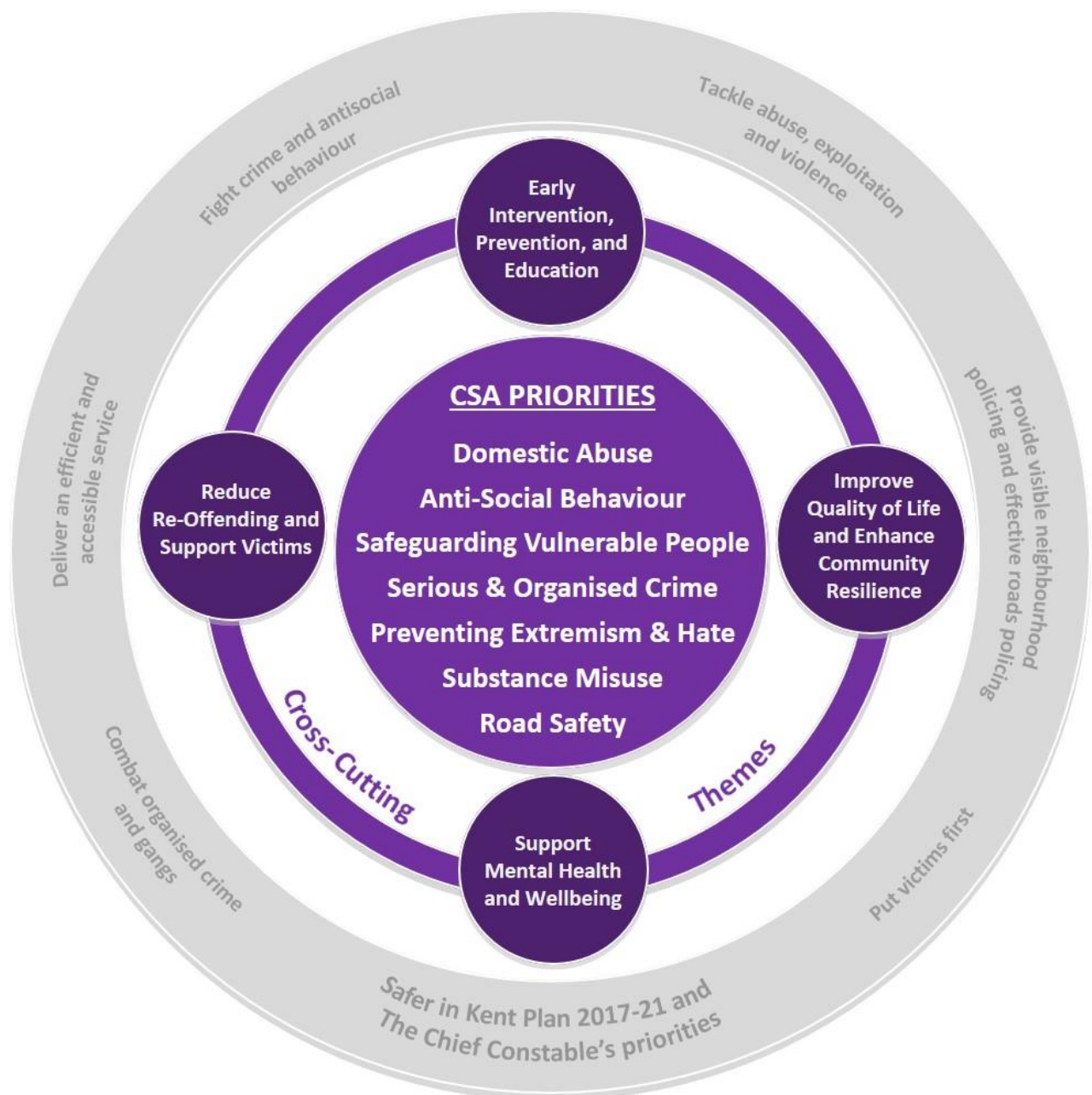
## 6. County Priorities

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- 6.1. To help identify the community safety priorities for Kent as well as the local district/borough partnerships a wide variety of datasets are sourced from partner agencies and analysed to ascertain the key issues. The review of data is complemented by other sources of information such as horizon scanning (including legislative changes) and partnership plans etc. which all help to identify and formulate the priorities for the forthcoming year.
- 6.2. At a local level, the eleven Community Safety Partnerships (CSPs) across Kent undertake an annual strategic assessment process to identify the priorities for their own district/borough community safety plans. The outcomes of these assessments for the new financial year are shown in the appendix and have been incorporated into the review of the priorities for the Community Safety Agreement (CSA).
- 6.3. In 2016-17 a pilot was undertaken by several of the district/borough CSPs as well as the Kent Community Safety Team (KCST) to trial the use of the MoRiLE (*Management of Risk in Law Enforcement*) scoring matrix as part of the assessment process. The matrix helped partners to rank specific issues based on threat, risk and harm and to support the selection of the priorities within the local assessments and the Community Safety Agreement. In 2017-18 this has been refreshed for the County CSA. Further details are provided in the appendix.
- 6.4. In recent years the priorities and themes within the Community Safety Agreement (CSA) have developed from more crime and disorder based priorities to incorporate a wider range of issues. These include a number of safeguarding issues and new duties such as preventing violent extremism, hate crime, gangs, organised crime groups, child sexual exploitation, modern slavery, online safety, cybercrime, mental health, vulnerable people, victims etc. Many of which were incorporated into the broader themes identified in the April 2017 CSA of 'Safeguarding Vulnerable People' and 'Serious and Organised Crime' and were also reflected in the priorities identified by the local community safety partnerships.
- 6.5. Following the review in early 2018 it has become evident that preventing violent extremism along with hate crime has risen up the priority listings and warrants being a priority in its own right – 'Preventing Extremism and Hate'. In the same 2018 review the profile of Road Safety has dropped at a local level but remains an issue for county partners and is being addressed by the multi-agency Road Casualty Reduction Partnership (RCRP). It therefore would be beneficial to

remain a focus area within the CSA but to note that this priority will be led by the RCRP.

- 6.6 In addition to the priorities, the CSA also includes a number of cross-cutting themes to be addressed within each priority as appropriate. Following the 2018 review, although mental health is currently linked to safeguarding, vulnerability, resilience etc. given the increased focus from partners it is recommended it should be added as a stand-alone cross-cutting theme - 'Support Mental Health Wellbeing'. The combination of priorities and themes identified within the CSA highlights the need for community safety partners to support and safeguard the most vulnerable members of society across a variety of issues.



- 6.7 The diagram above not only includes the priorities and cross-cutting themes for the Community Safety Agreement but also shows those identified in the latest update of the Police and Crime Commissioner's Safer in Kent Plan 2017-21, reflecting the mutual need for CSPs and the PCC to have due regard for each other's priorities.
- 6.8 Several of the identified priorities already have existing multi-agency partnership arrangements in place that are ensuring a coordinated approach across organisations at a strategic level. Including groups such as the *Domestic Abuse and Sexual Violence Executive Group; Domestic Homicide Review Steering Group; Road Casualty Reduction Partnership; Kent Safeguarding Children Board; Kent & Medway Safeguarding Adults Board; Risks, Threats & Vulnerabilities Group; Prevent Duty Delivery Board; Channel Panel; Hate Crime Forum; Kent & Medway Reducing Offending Board; etc.*
- 6.9 These multi-agency partnerships can be further enhanced with links to the Kent Community Safety Agreement and where necessary suitable co-operative arrangements and joint interventions can be established to deliver shared priorities or issues.

Note:

- Safeguarding Vulnerable People includes: *Child Sexual Exploitation, Scams, Cybercrime, Victims, Vulnerable People at Risk of Exploitation*
- Serious and Organised Crime includes: *Organised Crime Groups (OCGs), Gangs, Modern Slavery / Human Trafficking*
- Preventing Extremism & Hate includes: *Preventing Violent Extremism, Counter-Terrorism, Hate Crimes*

## 7. Leads

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Lead officers for each of the priorities have been identified below and have the responsibility for developing, with partners, the action plans to address the countywide priorities. The leads will also act as a champion for the designated priority and provide regular progress updates for the Kent Community Safety Partnership (KCSP) and Scrutiny Committee as required.

Priority	Lead
Domestic Abuse	Chair of Domestic Abuse and Sexual Violence Executive Group
Anti-social Behaviour	Head of Public Protection and Partnership Command, Kent Police
Substance Misuse	Consultant in Public Health, Kent County Council
Serious and Organised Crime	Head of Public Protection and Partnership Command, Kent Police
Safeguarding Vulnerable People	Group Head of Public Protection, Kent County Council
Road Safety	Director Operations, Kent Fire and Rescue Service; and Head of Transportation, Kent County Council
Preventing Extremism and Hate	Prevent and Channel Strategic Manager, Kent County Council



## 8. Links to Plans

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The priorities set out in this Community Safety Agreement link to, and assist in the achievement of a number of national and local partnership plans and strategies including:

- Vision for Kent
- Safer in Kent: the Community Safety and Criminal Justice Plan
- Local Community Safety Partnership (CSP) Community Safety Plans
- Kent and Medway Domestic Abuse Strategy
- Kent Drug and Alcohol Strategy
- KCC Framework for Community Safety
- Kent Fire and Rescue Service Corporate and Customer Plan
- Kent Criminal Justice Board Strategic Plan
- Kent and Medway Strategic Plan for Reducing Reoffending
- Medway Community Safety Plan
- Road Casualty Reduction Strategy for Kent
- Kent and Medway Safeguarding Adults Board Strategic Plan
- Kent Safeguarding Children Board – Children and Young People Strategy
- Prevent Duty Delivery Board Action Plan
- Kent County Council's Strategic Statement 2015 – 2020: Increasing Opportunities, Improving Outcomes
- Kent Joint Health and Wellbeing Strategy

# 9. Responsible Authorities

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This agreement has been drawn up on behalf of the Partners of the Kent Community Safety Partnership and in association with the Office of the Kent Police and Crime Commissioner:-

- Kent Police
- Kent Fire and Rescue Service (KFRS)
- Kent County Council
- Local District/Borough Authorities
- Local Clinical Commissioning Groups (CCGs)
- Kent, Surrey and Sussex Community Rehabilitation Company (KSS CRC)
- Local District/Borough Community Safety Partnerships

# Appendix A: Strategic Assessments (2018-19)

Local Community Safety Partnership (CSP) strategic assessments:

All statutory partners including Police, Fire and Rescue, Health, Probation, County Council services, Local Authority services provided community safety information for use by the eleven Community Safety Partnerships (CSPs) in Kent during the strategic assessment process to help determine their key priorities.

The following table shows the outcome of the local assessments completed in late 2017 - early 2018, with the key issues identified locally either as a main priority, cross-cutting theme or as part of a broader theme:-

Priority	No. of CSPs identifying these issues
Domestic Abuse	10
Safeguarding and Vulnerability ( <i>including child sexual exploitation, vulnerable people, victims</i> )	10
ASB/Environmental	10
Serious and Organised Crime ( <i>including gangs, organised crime groups, modern slavery</i> )	8
Substance Misuse	8
Mental Health	7
Extremism & Hate ( <i>including preventing violent extremism, counter-terrorism &amp; hate crimes</i> )	7
Reducing Offending and Reoffending	7
Crime ( <i>inc. acquisitive, property &amp; rural crime</i> )	4
Community Confidence ( <i>quality of life, cohesion, resilience, reassurance</i> )	4
Road Safety	3

*Other focus areas identified by districts/boroughs include: health & wellbeing, troubled families, young people's services, preventing fires, communication and information sharing etc.*

# Appendix B: MoRiLE Assessment (2017-18)

In 2016-17 the Kent Community Safety Team (KCST) facilitated a pilot with six district/borough community safety units in Kent to trial the use of the MoRiLE (*Management of Risk in Law Enforcement*) scoring matrix within the local strategic assessments. The aim of MoRiLE is to enable specific issues to be ranked based on threat, risk and harm and to help target resources at those which have the greatest impact on individuals and communities not just those with the greatest volume of incidents.

At that time a national pilot was also in progress, which Kent participated in, to look at whether MoRiLE which was originally developed for use by law enforcement agencies could be adapted to the needs of multi-agency community safety partnerships (CSPs). In 2016/17 many of the districts/boroughs involved in the Kent pilot incorporated the methodology and outcomes within their strategic assessments to support the identification of local priorities. It should be noted that MoRiLE is not the only element used to identify priorities the assessment also takes into consideration resident's views, partner priorities, new legislation, emerging issues etc.

An updated MoRiLE assessment matrix was developed by the national pilot in 2017 and has been used to inform the latest CSA refresh. The assessment looked at approximately 20 different elements of community safety from modern slavery to vehicle crime. The issues that caused the greatest harm and risk resulting in the highest overall score, unsurprisingly issues such as child sexual exploitation and modern slavery appear high in the rankings:

<b>Priority</b>	<b>Priority</b>
Modern Slavery	Mental Health
PREVENT	Violent Crime
Child Sexual Exploitation (CSE)	Anti-Social Behaviour
Domestic Abuse	Cyber Crime
Gangs	Criminal Damage
Organised Crime Groups (OCGs)	Hate Crime / Road Safety

Whilst the outcome from the MoRiLE assessment provides a list of priorities based on threat, risk and harm it is not used in isolation but is combined with the outcomes from the district strategic assessments, horizon scanning etc. As such the priorities identified within the CSA may not fully replicate the above listing however most if not all of the issues identified within MoRiLE do form part of the CSA priorities and cross-cutting themes.

# Appendix C: Horizon Scanning (2017-18)

Using PESTELO analysis members of the Kent Community Safety Partnership (KCSP) Working Group helped to identify existing and future issues that could impact on communities and may need to be considered as part of community safety plans.

## Political:-

- Government triggered Article 50 with Brexit completion due March 2019;
- Local council elections (*Maidstone, & Tunbridge Wells*) in May 2018.

## Economic:-

- Impact of Brexit on the economy;
- Public sector budget cuts;
- Commissioning of services and securing new funding sources;
- Roll out of Universal Credit;
- Increased minimum wage;
- Housing and infrastructure development.

## Social / Demographic:-

Many issues identified relate to safeguarding and supporting the most vulnerable members of society including:

- domestic abuse;
- preventing violent extremism;
- child sexual exploitation;
- human trafficking/modern slavery;
- unaccompanied asylum seeking children and looked after children;
- organised crime groups;
- urbanised street gangs;
- psychoactive substances;
- hate crime;
- mental health (including dementia);
- ageing population;
- social isolation.

## Technological:-

- Cyber-crime and cyber-enabled crime;
- Online safety;
- Increased availability and use.

## Environmental (and Geographical):-

- New or potential developments i.e. North Kent Development, New Dartford Crossing;
- Extreme weather events, i.e. flooding / drought.

## Legislation:-

Recently enacted legislation has introduced a number of statutory duties and opportunities including:

- Offender Rehabilitation Act 2014;
- Counter-terrorism and Security Act 2015;
- Modern Slavery Act 2015;
- Serious Crime Act 2015;
- Psychoactive Substances Act 2016;
- Cities and Local Government Devolution Act 2016;
- Policing and Crime Act 2017;
- Homelessness Reduction Act 2017;
- General Data Protection Regulation.

## Organisational:-

- Public sector restructures
- New ways of working (i.e. service commissioning, multi-agency hubs);
- Increased collaboration between emergency services;
- Increased support from volunteers.

# Appendix D: Police & Crime Plan (2017-2021)

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The Police Reform and Social Responsibility Act 2011 introduced directly elected Police and Crime Commissioners (PCCs) to replace Police Authorities in England and Wales. Under this legislation, the PCC is required to produce a Police and Crime Plan that sets out the vision and priorities for policing and community safety, as well as the objectives and ambitions that the Police will be held to account on. The legislation also includes a requirement for the responsible authorities making up the CSPs to have regard to the objectives set out in the Police and Crime Plan as well as a mutual duty to act in co-operation with each other in exercising their respective functions.

The following is an extract from the Police and Crime Plan entitled '**Safer in Kent: The Community Safety and Criminal Justice Plan 2017-2021**' (spring 2018 version).

The guiding principles of the plan are:

- People suffering mental ill health need the right care from the right person
- Crime is important no matter where it takes place
- Vulnerable people must be protected from harm

The Chief Constable's priorities are to:

1. Put victims first
2. Fight crime and antisocial behaviour
3. Tackle abuse, exploitation and violence
4. Combat organised crime and gangs
5. Provide visible neighbourhood policing and effective roads policing
6. Deliver an efficient and accessible service

The Police and Crime Commissioner will:

1. Hold the Chief Constable to account for the delivery of Kent Police's priorities
2. Enhance services for victims of crime and abuse
3. Commission services that reduce pressure on policing due to mental health
4. Invest in schemes that make people safer and reduce re-offending
5. Make offenders pay for the harm that they have caused
6. Actively engage with residents in Kent and Medway

The Police and Crime Plan priorities included in the diagram on p.12 of the Community Safety Agreement reflect the Chief Constable's priorities detailed above.



*In partnership with*



For Further information on this Community Safety Agreement please contact the Kent Community Safety Team (KCST):

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