

Review of Derby Community Safety Partnership

Author: Director of Derby City Partnership and Corporate Director for Regeneration & Community

1. Purpose of Report

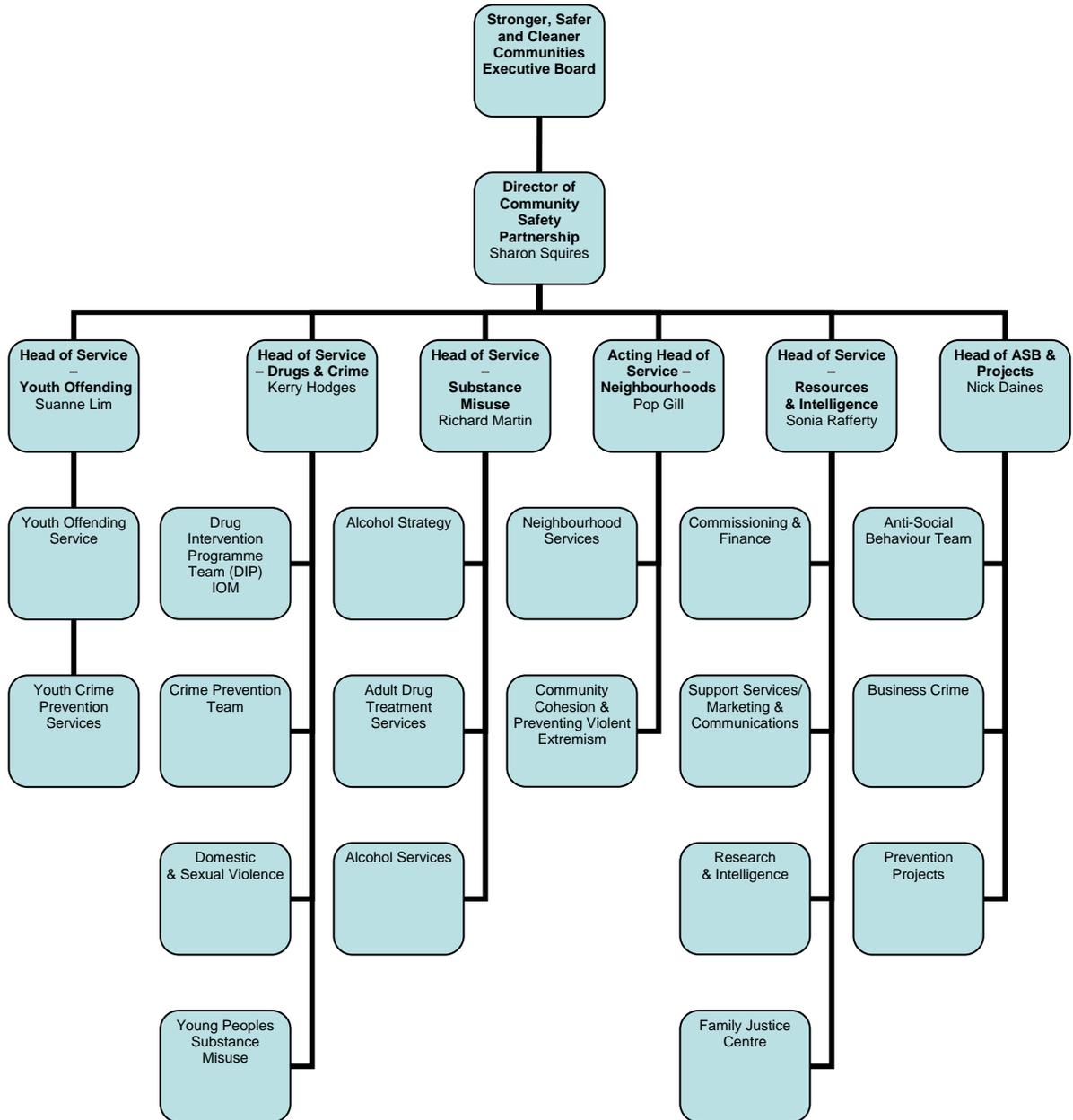
- 1.1 This report provides an overview of Derby Community Safety Partnership (CSP) and outlines the history, function, services and performance of the partnership.
- 1.2 It considers options for the future of the CSP and forms the basis of the consultation with key partners responsible for delivering the community safety agenda in Derby.
- 1.3 *Partners are asked to feedback on the options outlined in this paper to Jonathan Guest by 20th January 2010. A meeting has been arranged for CSP Board members on 25th January where the consultation findings can be shared and next steps agreed. (to be agreed with Adam Wilkinson and Leader).*

2. Brief History Of Derby CSP

- 2.1 Derby CSP was formed in 2003, following a review undertaken by Chief Officers from Derby City Council, Derby PCT and Derbyshire Police, in response to the 2002 Police Reform Act.
- 2.2 The original CSP brought together five separate partnerships, all of which were established as a result of the Crime and Disorder Act 1998. These are the Crime and Disorder Reduction Partnership (CDRP), the Youth Offending Service (YOS), the Drug and Alcohol Action Team (DAAT), the Domestic Violence partnership, and the Anti Social Behaviour unit.
- 2.3 The CSP integrated the governance and operational delivery of all those partnerships. Derby was the first area to undertake this integration and remains one of the most ambitious and integrated Community Safety Partnerships in the country.
- 2.4 In 2006 the CSP took on responsibility for the partnership implementation of neighbourhood working, which is a joint initiative between the Council, Police, PCT, Fire and Rescue Service, Derby Homes and the third sector.
- 2.5 In 2007 the CSP also took on the leadership of the Community Cohesion and Preventing Violent Extremism agendas and in 2009 it took the lead for alcohol commissioning on behalf of NHS Derby City.
- 2.6 The bringing together of these agendas under a single partnership is an innovative approach regarded as best practice.

3. Key Functions and Services

3.1 The CSP incorporates the following key functions and services



4. Statutory Framework

4.1 The statutory framework and guidance around Crime and Disorder/Community Safety, community cohesion and community empowerment is significant. The following are the key legislative requirements

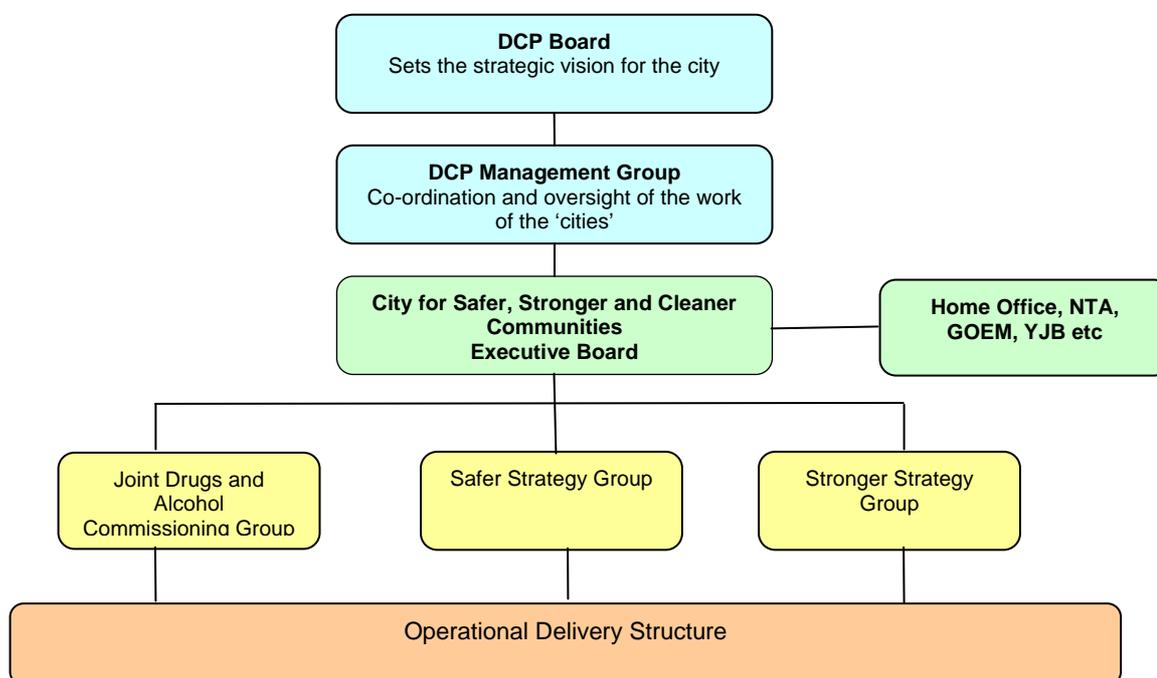
- The Crime and Disorder Act 1998 requires the Chief Executive and Chief Constable to establish a Crime and Disorder Reduction Partnership (CDRP) in each local authority area, and to agree and implement a partnership Crime and Disorder Strategy with appropriate resources
- The 1998 Act also requires the establishment of a Youth Offending service (YOS) and Drug and Alcohol Action team (DAAT) in each top tier local authority area
- The other accountable bodies named under this Act are the Police Authority, Fire and Rescue Service, and NHS (PCT)
- The Police Reform Act 2002 requires greater integration of CDRPs and DAATs, particularly in Unitary Authorities
- The 2007 Police and Justice Act adds Probation as an accountable body and requires a partnership reducing re-offending strategy
- The legislative framework around community cohesion centres on the Report of the Commission for Cohesion and Integration which requires each Local Authority to have a Community Cohesion Strategy developed through its Local Strategic Partnership.
- The Local Democracy, Economic Development and Construction Act 2009 introduces new rights for citizens to have more information and influence over local decisions and to hold politicians and officials to account. This Act consolidates the statutory obligation underpinning neighbourhood working.

5. Governance and Constitutional status

5.1 The CSP has been established as a strategic and operational partnership organisation reporting into the Local Strategic Partnership (Derby City Partnership) and directly to the Home Office, National Treatment Agency and Government Office East Midlands.

5.2 The CSP has two components;

- The Stronger, Safer and Cleaner Communities (SSCC) Executive Board and subgroups which offer strategic governance and leadership in line with Crime and Disorder and other legislation. The Home Office, National treatment Agency, Youth Justice Board and other key regional bodies see the Board as the responsible governance body for tackling community safety in the local area.
- The CSP partnership service, where partners have pooled resources and developed a shared delivery vehicle for Stronger, and Safer Communities within the LSP.



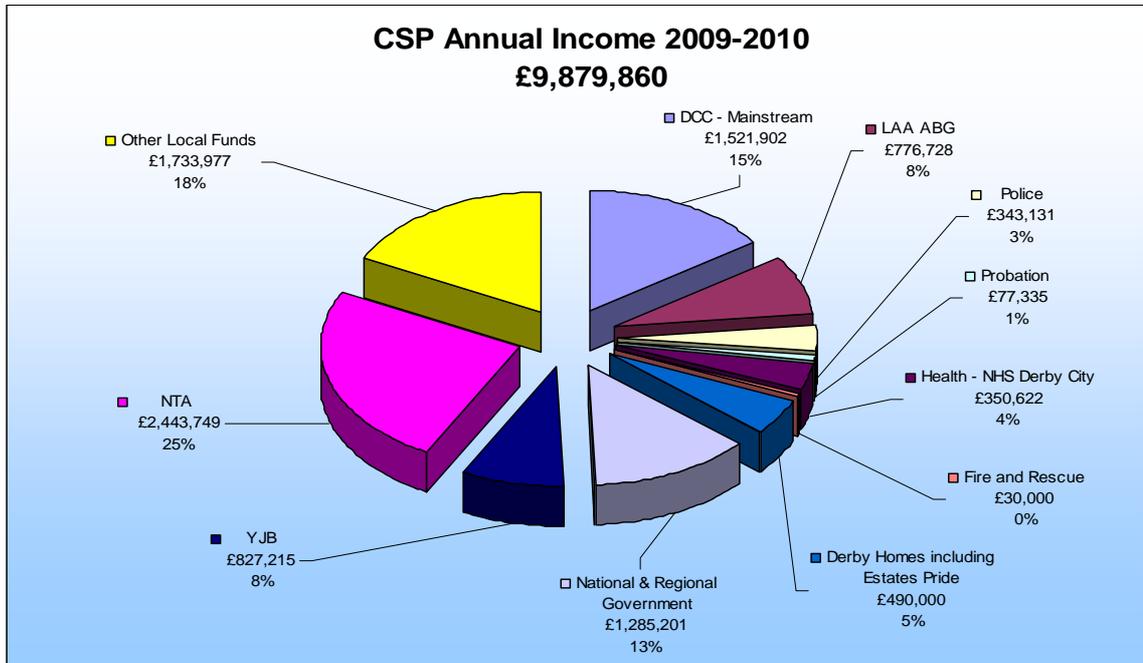
5.3 The CSP has two accountable bodies, Derby City Council and NHS Derby. In order to enable these bodies to feel confident with CSP activity, the Portfolio Holder; Chief Executive and Corporate Directors from DCC and Chief Executive and Directors from NHS Derby City sit on the SSCC Board and CSP strategy groups. Finance directors also sit on a bi annual financial and resource review group and NHS Derby Chair the Joint Commissioning Group for Drugs and Alcohol.

5.4 In order to further strengthen these arrangements, recent discussions with the Leader and Deputy Leader of DCC have agreed that the CSP will provide quarterly reports to Cabinet and the annual Community Safety Plan will be formally approved by Cabinet, alongside other key CSP decisions. The CSP also reports into the Crime and Disorder scrutiny committee and community commission within DCC, and the LSP performance group.

5.5 Discussions are underway with NHS Derby to ensure the CSP fully integrates into NHS constitutional processes, although key decisions have been formally approved in the past.

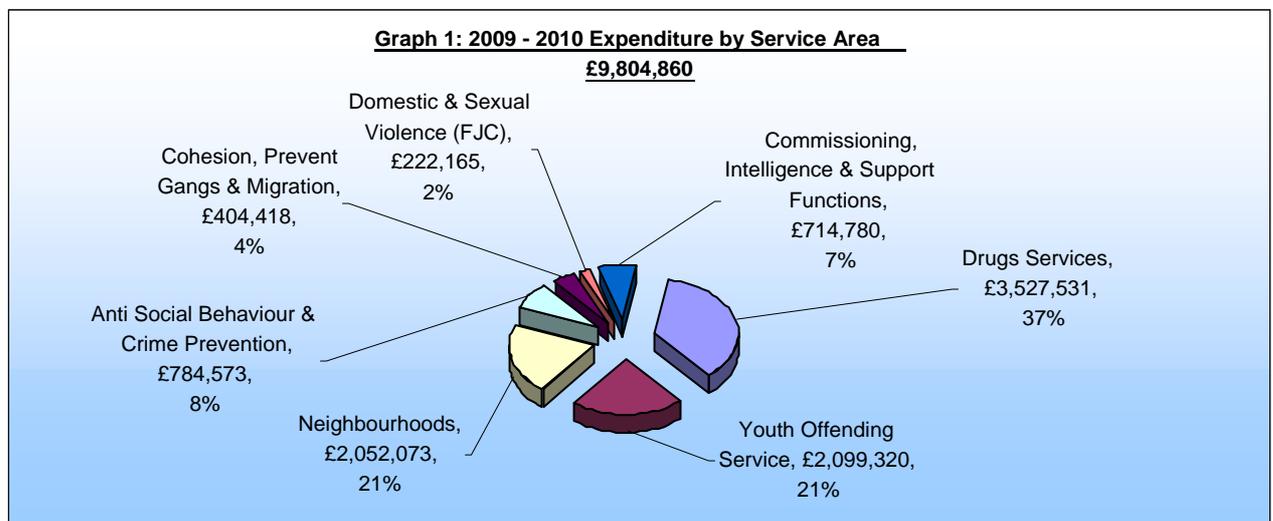
6. Finance

6.1 The finance of the CSP has historically been complicated, which is a situation reflected in CDRPs and CSPs across the country. The CSP budget has been comprised of grants and contributions from national, regional and local bodies. The 2009-10 budget, outlined below, is typical



Other includes:

- SRB Transitional funding
- Derbyshire DAAT contribution
- Children's Fund contribution
- S106 Fund contribution
- LPSA Performance Reward Grant
- DCF Fairshare contribution
- Groundworks contribution



The CSP has just completed a further round of efficiency savings for 2010-11 reducing support services and staffing levels to implement over £400,000 of savings. This follows savings of over £1.5 million savings in 2007-08 and £88,000 in 2008-09. These savings have primarily been the result of the end of national or regional funds and the lack of mainstreaming CSP activity. However, at this stage of the budget revision process, there is still a deficit of around £160k in 2010/11 and further shortfalls in 2011/12, 2012/13.

7. Previous Reviews

7.1 The CSP was included in a formal review of partnership working undertaken by Derby City Council internal audit team in 2009 The Home Office undertake annual reviews of the CSP, to ensure compliance with National Standards. The National Treatment Agency undertake 6 monthly reviews of the drug unit, and the Youth Justice Board undertake annual reviews of the YOS.

7.2 The CSP has been assessed as competent (outstanding or good) in all these reviews.

8. Performance Against Targets

8.1 The CSP is responsible for the following LAA targets

City for Stronger, Safer and Cleaner Communities – LAA indicators		
NI 1 – percentage of people who believe people from different backgrounds get on well together	NI 18 – adult re-offending rates for those under probation supervision	NI 49 – number of primary fires
NI 2 – percentage of people who feel that they belong in their neighbourhood	NI 20 – assault with injury crime rate	NI 111 – first time entrants into the Youth Justice system aged 10-17
NI 4 – percentage of people who feel that they can influence decisions in their locality	NI 32 – repeat incidents of domestic violence	
NI 17 – perceptions of anti-social behaviour	NI 35 – building resilience to violent extremism	

8.2 The CSP is also performance managed by the Home Office, National Treatment Agency and Youth Justice Board.

8.3 Overall the CSP has met or exceeded all targets each year and is assessed as outstanding or good by national bodies. Some performance challenges exist with the LAA targets, particularly in the area of community confidence and perceptions but targets are currently being met.

9. CSP Business Plans

9.1 The annual CSP business plan is determined by three key processes

- The LAA refresh undertaken each year to review annual LAA targets
- The joint strategic intelligence assessment (SIA) undertaken with local partners to agree community safety priorities. This is completed in December each year.
- The annual joint review of neighbourhood working undertaken with Neighbourhood Boards, DCC, PCT, Police and other key partners to determine priorities for the neighbourhood agenda. This was undertaken by De Montfort University in November 2009.

9.2 These three processes form the basis of the annual Business Plan. The Home Office requires a 3 year Business Plan (next due 2010-13) with annual reviews.

9.3 CSP priorities for 2009/10 are:

- Confidence and perceptions
- Property crime
- Violent crime
- Gangs
- Preventing Violent Extremism

9.4 Current identified priorities for 2010/11 are:

- Alcohol related harm
- Sexual abuse and exploitation
- Gangs and delinquent peer groups
- Anti-social behaviour
- Community confidence
- Domestic violence
- Violent crime
- Vulnerable adults, victims and witnesses
- Violent extremism
- Community cohesion
- High risk neighbourhoods
- Drug related harm
- High risk offenders
- Acquisitive crime

10. Options for Change and Analysis

10.1 With a focus of efficiency savings, combined with the City Council review of its structure and NHS Derby restructuring, options for change in the CSP need to be explored.

10.2 Initial consultations have identified four key options. These are

- Disband the CSP
- Review its functions
- Retain its current form and implement agreed improvements
- Grow and develop the CSP, also implementing agreed improvements.

10.3 Each option is explored below, with a brief overview of the option, and an initial scoping of the advantages /disadvantages and risks attached.

Option 1; Disband Derby CSP

10.4 The following strategic leadership and services could be either moved to an alternative organisation/directorate or discontinued. Logical moves would be

- Drug treatment services located into PCT
- Drug Intervention Programme located into PCT/DCC
- Prolific and Priority Offender programme/Integrated Offender Management located into PCT, Police or Probation
- Alcohol treatment services located into PCT
- Youth Offending Service located into Children and Young Peoples services, DCC
- Crime prevention discontinued due to lack of mainstream funding or located into Derby Homes or DCC neighbourhood services
- ASB unit located into neighbourhood services, DCC
- Family Justice Centre discontinued due to lack of mainstream funding or located into Police as lead agency
- Prevent located into DCC/Police
- Crowded Places located into DCC/Police

<p>Strengths</p> <ul style="list-style-type: none"> • Greater integration with separate agency agendas/priorities • Greater ownership of agendas within agencies • Potential financial savings on accommodation, although staff will need to be relocated • Potential savings on Director post, although strategic leadership will need to be incorporated into range of posts • Potential savings on infrastructure although work will need to be absorbed into separate agency resources. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Fragmentation of community safety agenda • Loss of economies of scale so financial savings may not be realised • Lack of Director may impact on leadership of agenda • Goes against Home Office, NTA, YJB best practice, Home office National standards • May impact on performance with loss of expertise • Impact on communities as high recognition of CSP. <p>Risks</p> <ul style="list-style-type: none"> • Loss of performance • Community loss of confidence • Loss of innovation and development • Regional and national stakeholder concerns.
---	---

Option 2; Review CSP

- 10.5 Certain services could be transferred from the CSP in order to modify its remit. It has already been suggested that Neighbourhood Services are absorbed into the Council and a separate paper is attached exploring that option in more detail (appendix 1).

<p>Strengths</p> <ul style="list-style-type: none"> • Removal of some services will leave a much smaller CSP with a clear focus on crime and ASB. This will be the same model as many other areas. • Some of the strengths outlined in option 1 are also realised here. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Services removed from the CSP will require new leadership and service delivery structures • Reduction of services will impact on the ability of the CSP to develop cross service, cross partnerships initiatives • The fragmentation of the community safety agenda. • Weaknesses identified in option 1. <p>Risks</p> <ul style="list-style-type: none"> • Removal of services may impact of both the performance of that service area and also the sustainability of the CSP. • A full risk assessment will need to be undertaken both for the service and the CSP if this option is pursued.
--	--

Option 3; Retain CSP with governance and accountability improvements and implementing efficiency savings

- 10.6 Partners could take the view that the CSP is effective and represents value for money and the CSP is asked to continue to lead and develop its range of services.
- 10.7 Improvements in the Political and organisational governance and accountability, particularly in relation to the Neighbourhood agenda, will need to be agreed and once implemented they may help local Politicians and partners feel more confident about their leadership role with the CSP.
- 10.8 A formal partnership agreement for the CSP will also clarified the different agencies responsibilities and exit strategies.
- 10.9 Significant efficiency savings are being finalised with a large reduction in infrastructure. Cheaper accommodation has also been identified as a priority for 2012 onward when the current lease at St Peters House expires.

<p>Strengths</p> <ul style="list-style-type: none"> • Does not jeopardise performance or impact • Integrated stronger and safer in line with national practice • Retains clarity on community safety agenda 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Does not address serious doubts about the CSP amongst some stakeholders • Does not capitalise on CSP track record of innovation and development • Some new service requirements will need to be addressed elsewhere <p>Risks</p> <p>This option may not be seen as radical enough for some partners and further reviews will be required.</p>
---	---

Option 4; Implement improvements in option 3 and also develop and grow the CSP

- 10.10 This option builds on the previous model of leadership of the CSP whereby new agendas that are related to Stronger or Safer communities' are located within the CSP partnership structure.
- 10.11 The key proposal is that the CSP is re-branded as Derby Stronger and Safer Communities (SSC) partnership and greater accountability is given to the stronger and safer agendas, with revised and high level leadership groups for both.
- 10.12 The SSC partnership will continue to have responsibility for all current service areas and partners will consider increased responsibility for growth areas emerging out of the business planning process, (such as Integrated Offender Management, restorative /community justice, sexual exploitation etc).

<p>Strengths</p> <ul style="list-style-type: none">• This model builds on the successful track record and strengths of the CSP as a partnership organisation.• It puts Derby in line with progressive developments elsewhere where there are directorates for stronger and safer communities.• It does not jeopardise performance or community confidence.• Derby has prioritised community safety for some years. This model represents the retention of that priority and continued partnership and organisational development	<p>Weaknesses</p> <ul style="list-style-type: none">• It does not reduce cost• It will need greater confidence and involvement for partners in particular Politicians and PCT <p>Risks</p> <ul style="list-style-type: none">• The branding for this initiative will need to ensure full recognition of the contribution of all partners in order to improve community confidence.• Expansion of the CSP using current resources will need to be monitored to ensure to CSP is able to deliver.• Partners will need to operate more flexibly within the pooled budget of the CSP to allow for shift in use of current resources.• Lack of ownership across critical partners
--	--

11. Preferred Option

- 11.1 Informal consultation within the Council and with representations of some key partners have led me to the following conclusions:
- There is strong synergy between the various operational services managed by CSP which needs a continuing partnership approach to management
 - The CSP has a strong track record of success in developing and delivering to its various agendas and has a strong regional and national reputation
 - Within the Council there is a strong political will to see the neighbourhoods agenda managed from within the Council's new Neighbourhood's Directorate (see separate report)
 - Partner agencies (including the Council) currently do not always feel fully involved in the CSP or able to influence its services and are not always clear about accountability for their funding or whether their objectives are being fully met. There is room for improvement and the CSP has already put in place revised reporting arrangements with the Council to address this
 - Partners (including the Council) often feel that they do not get sufficient recognition for their role and responsibility in delivering CSP's successful outcomes.

12. Leadership of the Community Safety Partnership

- 12.1 Since this report was first drafted Sharon Squires, the CSP Director, has been appointed by Sheffield City Council as Director of its Local Strategic Partnership. Sharon is expected to relinquish her current post around April
- 12.2 At a recent meeting of the Stronger, Safer Communities Executive some discussion took place on the merits of a temporary, interim' appointment to the CSP Director position to allow time to continue to review it's work in the light of the emerging redraft of the Sustainable Community Strategy and the issues raised in this report.
- 12.3 On reflection, given this reviews's confidence in the work of the CSP, and the unlikelihood of significant change in the importance of that work, it is recommended that a permanent appointment to the post of Director of CSP be pursued as soon as possible.

13. Preferred option and recommendations

- 13.1 A preferred option taking elements of Option 4 and Option 2 is recommended
- 13.2 As considered in the accompanying review of neighbourhood management, it is recommended that the neighbourhood unit is transferred into the Council's new Neighbourhoods Directorate
- 13.3 All other CSP services would be retained and managed by CSP
- 13.4 As option 4 suggests, and has happened over the years in practice, opportunities can be considered as they emerge to enhance the range of CSP services where there are clear benefits to be gained from synergies with existing joint services
- 13.5 The CSP Director will continue to take direction from the Partnership Board but for line management purposes will report to the City Council Chief Executive and sit on his management team (currently this is at Director level)
- 13.6 Re-branding options should be developed which clearly show the CSPs connectivity to its accountable body partners

- 13.7 Reporting arrangements into key partner agencies will be reviewed and developed to partners' satisfaction. In the case of the Council, CSP now reports to the Crime and Disorder Committee of the Scrutiny Management Committee
- 13.8 Below full board level, the CSP will establish formal service agreements with its accountable body partners and meet at least bi-annually to set and review those arrangements
- 13.9 Joint meetings between CSP and accountable body partners should be held quarterly to prepare and monitor budgets and review joint objectives
- 13.10 Further efficiencies in "support services" should be explored in a 'DECATS' style review to consider whether integrating CSP support with the Council (or another partner agency) services would yield savings
- 13.11 Recruitment to the permanent post of CSP Director should begin as soon as possible.

13. Consultation Proposals

13.1 This paper will be circulated to the following people to enable critical stakeholders to take a view on the options and the way forward. (subject to Adam Wilkinson and Leader)

13.2 Critical stakeholders are

- Leader Derby City Council (Portfolio holder)
- Chief Officers Derby City Council
- Chair Derbyshire Police Authority
- Chief Officers Derbyshire Police including BCU Commander
- Chief Fire Officer
- Chief Executive NHS Derby City
- Chief Probation Officer
- Regional Home Office Director
- Regional NTA Director
- Regional YJB Director