

## **Report to Safer Devon Partnership 26<sup>th</sup> April 2007**

### **Safer Devon Partnership into the Future**

#### **Background**

- 1 The Safer Devon Partnership is the agreed mechanism to deliver on behalf of the Devon Strategic Partnership the safer communities theme of the Devon Local Area Agreement.
- 2 The current membership and terms of reference of the SDP were originally born out of the Government's requirement for Crime and Disorder Reduction Partnerships and Drug Action Teams to demonstrate "closer working". In unitary authorities they were required to merge into one, in two tier areas they were encouraged to merge, but if this was not possible the minimum was for demonstrable co-ordination and closer working. An acknowledged confusion and tension in two tier areas is the continued statutory basis for CDRPs.
- 3 In Devon, piloting a Local Area Agreement gave further impetus to the need for a more robust and strategic SDP in order to achieve the LAA outcomes that were negotiated and agreed.
- 4 The SDP commissioned Crime Concern to analyse and recommend the best way to meet the demands of "closer working" and achieving LAA outcomes within the context of the emerging Crime and Disorder Act Review and the continuation of the statutory basis of CDRPs.
- 5 Their report recommended the development of a more strategic commissioning approach across Devon for the SDP, and the merging of CDRPs into larger delivery/commissioning units. A major change occurred with the resources for the CDRPs being channelled through the LAA pilot, and this caused considerable difficulties to the SDP achieving the Crime Concern vision. The genesis of the 66%/34% funding agreement was to achieve the shift to Devonwide strategic analysis of crime and service commissioning, whilst maintaining stability and capacity in local CDRPs to respond to locally focused problems and initiatives. It was also acknowledged that the employment of key staff within CDRPs could be jeopardised by a more major change.
- 6 SDP have worked hard over the last 12/18 months to develop a strategic "Intelligence" capability to guide the deployment of resources to achieve the LAA outcomes. Also the merging of CDRPs into larger geographical units has progressed but has not been fully achieved. Tensions over the

resource distribution formula have been evident and has resulted in some lack of progress.

- 7 The SDP officer group were tasked to produce a report over the summer and early Autumn 2006 to advise the SDP on future organisational requirements to fulfil the expectations that were being highlighted by the Government Office to achieve “closer working”, using a partnership wide intelligence approach to deploy resources and thereby achieve the LAA outcomes.
- 8 The subsequent officer report in November 2006 caused major disagreements between SDP partners as the proposals were seen to remove funding from the 34% allocation to CDRPs. Given the importance of the SDP delivering the agreed LAA outcomes and the obvious tensions in achieving partnership consensus, GOSW were invited to undertake a “diagnostic” exercise. The GOSW report was produced in January 2007 by Shelagh Hetreed and presented to SDP on 15<sup>th</sup> February 2007.
- 9 The Diagnostic report was fully accepted by the SDP and a small task and finish group was delegated to prioritise the 16 recommendations and make proposals on their implementation.
- 10 The task and finish group has met twice to date. Prioritisation of the recommendations has been achieved and implementation proposals for the most urgent produced. Whilst this work has been underway further important guidance has emerged that must be understood and integrated into the proposals:
  - Developing the future arrangements for LAAs (DCLG February 2007)
  - Crime and Disorder Act, Capacity and Preparedness Questionnaire (GOSW March 2007)
  - Draft Crime and Disorder Regulations (Home office March 2007)

### **The Proposed New Architecture**

- 11 The guidance quoted above all recognise the complex nature of working in two tier areas. Within the Local Government White Paper “Strong and Prosperous Communities”, partnership requirements are strengthened with:
  - A new duty on the local authority preparing the LAA and named local partners (chief constable, police authorities, local probation boards, youth offending teams, fire and rescue authorities) to co-operate in agreeing the relevant targets
  - The development of a community safety co-ordination structure at county council level in two tier areas
  - A strategic overview of community safety issues in top tier LSPs that must be fully linked to, and consistent with, the CDRPs

12 As part of the Crime and Disorder Act Review, new National Standards will require that the co-ordination function at county level provides leadership and ensures effective delivery structures for community safety are in place, and that intelligence led decision making and problem solving are the norm.

13 The early draft Crime and Disorder Regulations set out that:

“For each County area there shall be a county strategy group whose functions shall be to prepare a Community Safety Agreement for the county area on behalf of the responsible authorities.

The Community Safety Agreement shall be based upon the strategic assessment and identifying the ways in which responsible authorities might more effectively implement the priorities set out in the strategic assessment through co-ordinated and joint working.

The strategy group shall also produce a Partnership Plan

The Partnership Plan should set out

- A strategy for reducing crime and disorder and combating the misuse of drugs alcohol and other substances over a 3 year period.
- Priorities identified in the strategic assessment
- Steps that responsible authorities should take to implement the strategy and priorities
- Steps to measure success”

Also under draft regulations 13-16 the strategy groups need to ensure full and participatory community engagement in identifying and prioritising community safety issues.

14 The GOSW Diagnostic report anticipated that many of these issues, and in responding to the recommendations, a new set of working relationships and governance accountabilities are required. The reconstituted Devon Strategic Partnership with its overarching Sustainable Communities Strategy and LAA provides the umbrella for the proposed new Safer Devon Partnership arrangements.

15 The attached Appendices 1 and 2 propose the establishment of 2 new groups to drive the Safer Devon Partnership vision and responsibilities. Firstly, a new grouping of senior representatives from responsible authorities and partners, and secondly, an executive operational group.

The terms of reference for both are draft at this stage and need refinement.

If these general proposals/direction of travel are agreed it would be hoped that the new arrangements would be in place by July 2007.

- 16 In addition there is clearly renewed emphasis in both the Local Government White Paper and the draft CADR regulations on the importance and effectiveness of Overview and Scrutiny functions as part of "visible and constructive accountability". It is true to say that this is under-developed across Devon and that a development programme needs to be established to make Overview and Scrutiny of community safety and crime reduction a priority.
- 17 There is experience in Devon on creating a joint approach across authorities for the Scrutiny of the Health Service and this could be a model for delivering Scrutiny of community safety arrangements.

Priority needs to be given over the next 3 months to bringing forward proposals on the most effective Overview and Scrutiny arrangements. These will be informed by the publication of the Crime and Disorder Regulations and National Standards.

### **The support requirements to deliver the new architecture**

- 18 The Diagnostic review identified inadequate commissioning and performance management with "the same funding decisions year on year without evidence of effectiveness". A desire was expressed "to move away from 'joint funding' to commissioning with structure, strategy, priorities and funding being the basis for commissioning services, monitoring and evaluation built into the process and decommissioning being seen as an option at every level to respond to poor performance".
- 19 Progress has been made in deploying the police led strategic assessment process and this has allowed some priority decisions to be made. However, insufficient use is made of a whole range of data sources that feed into strategic analysis and service commissioning ie Mosaic, Amethyst, IQanta, Prison release data, PPO data, NDTMS and Probation OASYS.
- 20 There will be new requirements also for information sharing and the strategic needs analysis wider than simply the community safety agenda.
- 21 It has been recognised for some time, and is highlighted in the Diagnostic, that current officer capacity is stretched, and cannot provide the

leadership, co-ordination, analysis and commissioning requirements on behalf of all SDP partners.

A re-examination of the current deployment of the LAA pooled Safer Theme resources is required and reassurance gained that the skills necessary for future tasks and accountabilities are developed.

- 22 It is strongly recommended that an SDP Co-ordination Unit/Hub is created as described in draft form in Appendix 3.

The Unit/Hub would be responsible on behalf of the SDP/CDRPs for:

- Strategic needs analysis and strategic assessments
- Priority setting and establishing task groups
- Service commissioning
- Finance and administrative support and finance reporting
- Performance reporting
- Communications and PR

With agreement, the Unit/Hub could also include other functions of partners where it would appear sensible and cost effective to avoid duplication eg DAAT criminal justice commissioning.

Such a Unit could be either established “virtually” or by locating in one base the necessary skills.

In either option, the employment of a Senior level officer, dedicated to lead the LAA Safer Theme on behalf of all the partners is required.

- 23 Further work is required to develop the proposed “Hub” and the Senior officer role and functions and the Task Group will complete this work once mandated by the SDP. As can be seen from Appendix 3 a rudimentary “Timeline for Change” has also been proposed and this will be further developed once National Standards and CDA regulations have been published.

- 24 It is significant to note that Devon is not alone in needing to re-evaluate its approach to community safety in the light of the complexity of two tier working, the emergence of the LAA and the Crime and Disorder Review. Devon has invested in two major reviews via Crime Concern and GOSW in order to improve partnership performance and now has a unique opportunity to make substantial strides forward.

## **Recommendations**

- 1 That the draft Terms of Reference establishing a SDP Executive Member Group and a SDP Executive Operational Group are approved and the new governance established by July 2007.
- 2 That proposals on establishing Overview and Scrutiny arrangements for community safety across Devon are developed in line with Crime and Disorder Act regulations.
- 3 That the Task and Finish group be asked to develop firm proposals for establishing the SDP Co-ordination Unit/Hub including a job profile for Senior officer LAA Theme leader post.
- 4 That the SDP co-ordinate the completion of the Crime and Disorder Capability and Preparedness Questionnaire and uses the resulting analysis to inform SDP of further improvement work needed to fully implement National Standards and regulations.

Alan Wooderson on behalf of SDP task and finish group

**Safer Devon Partnership “Futures Thinking” Task and Finish Group  
Draft Terms of Reference for the  
Safer Devon Partnership Executive Operational Group**

**Aim**

Working together to enable the people of Devon to feel and be safe in their homes and communities.

**Purpose**

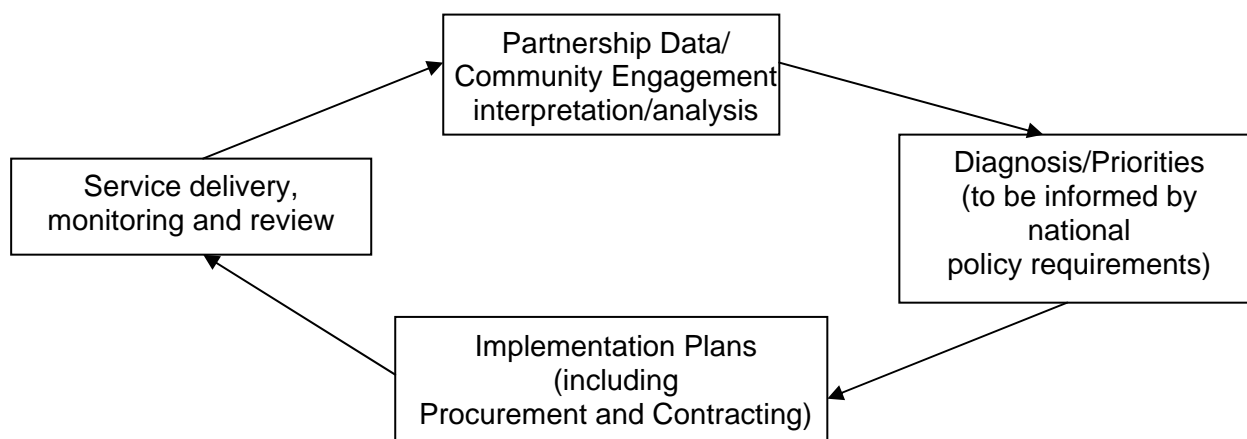
- To design, develop and deliver LAA Outcomes that are compliant with National Standards and the requirements of the Crime and Disorder Act Review
- Provide leadership and co-ordination of the:
  - Analysis and assessment of crime and anti social behaviour across the communities of Devon
  - Commissioning of services to reduce crime and disorder including those associated with the misuse of drugs, alcohol and substances
  - Performance framework and performance management required to ensure the successful implementation of the Community Safety Agreement and the Partnership Plan
  - Evidence base of ‘what works’ in effectively improving community safety and reducing crime
  - Consultation and community engagement about community safety issues across geographical communities and communities of interest including the vulnerable and hard to reach
  - Knowledge and experience of victims and witnesses of crime in reducing offending
  - Services that reduce re-offending

**Guiding Principles**

- Working in Partnership across responsible authorities and with communities
- Targeting resources and interventions at the priorities identified through the strategic assessment process and from CDRPs
- Investment in crime and disorder prevention

**Tasks/Accountabilities**

- Sharing of existing data/resources (including mainstream service knowledge and strategic needs analysis)
- Effective joint working and performance improvement
- Community information & engagement strategy including neighbourhood improvement
- Multi-agency needs analysis:
- Commissioning services based on a commissioning cycle



- Information sharing between partners
- Implementation of the Community Safety Agreement through:
  - Priority setting – national policies and performance framework
  - Contracting/procurement – SLAs
  - Target setting
  - Monitoring performance
  - Rolling programmes of annual reviews
- Reporting progress and performance to the LAA Delivery Board

### **Safer Devon Partnership Membership**

Person Specification of members of the SDP:

- Part of own accountabilities within own organisation
- Accountability for organisation delivery
- Feedback/responsibility within organisation
- Ability to commit resources
- Ability to influence priorities of organisation
- Provide organisational intelligence

### **Statutory partners**

- Police
- Probation (providing representation of prisons and NOMS)
- PCT
- LAs (Devon County Council and CDRPs)
- Fire & Rescue
- YOT

### **Other Members**

- DPT
- LCJB
- DAAT
- 3<sup>rd</sup> sector
- (Others by invitation)

**Chair** - Independent or from within the membership with agreed rotation.

**Meeting frequency** – to be determined.

### **CDRP Delivery Role and Functions in relationship to SDP Exec Operational Group.**

- Community engagement/intelligence and contribution to Community Safety Agreement and Partnership Plan
- Contributing to the scrutiny of the effective implementation of the above
- Letting and monitoring of local contracts for identified priority services
- Neighbourhood “improvement” alongside neighbourhood policing

**Alan Wooderson**

**On behalf of the SDP “Task and Finish” Group  
April 2007**

**Safer Devon Partnership “Futures Thinking” Task and Finish Group  
Draft Terms of Reference for the  
Safer Devon Partnership Executive Member Group**

**Aim**

Making Communities Safer by Working Together.

Or

Working Together to enable the people of Devon to feel and be safe in their own homes and communities.

**Purpose**

- To provide political and community leadership in implementing the requirements of the Crime and Disorder Act review
- To approve Devon Community Safety Agreement and Partnership Plan
- To ensure co-ordinated action across responsible partners and others to implement a Devon Community Safety Agreement
- To ensure resources for crime and disorder are deployed in accordance with strategic assessments and annual reviews and in line with the Community Safety Agreement and Partnership Plan
- To receive performance reports from the SDP Executive Operational Group
- To provide opportunities for community consultation and engagement on community safety issues

**Membership**

- Executive Portfolio Members with Community Safety responsibilities from each Local Authority
- Member Devon and Cornwall Police Authority
- Member Devon, Cornwall and Somerset Fire and Rescue Authority
- Non Executive Member Devon Primary Care Trust
- Non Executive Member Devon and Cornwall Probation Board /Trust

**Meeting Frequency**

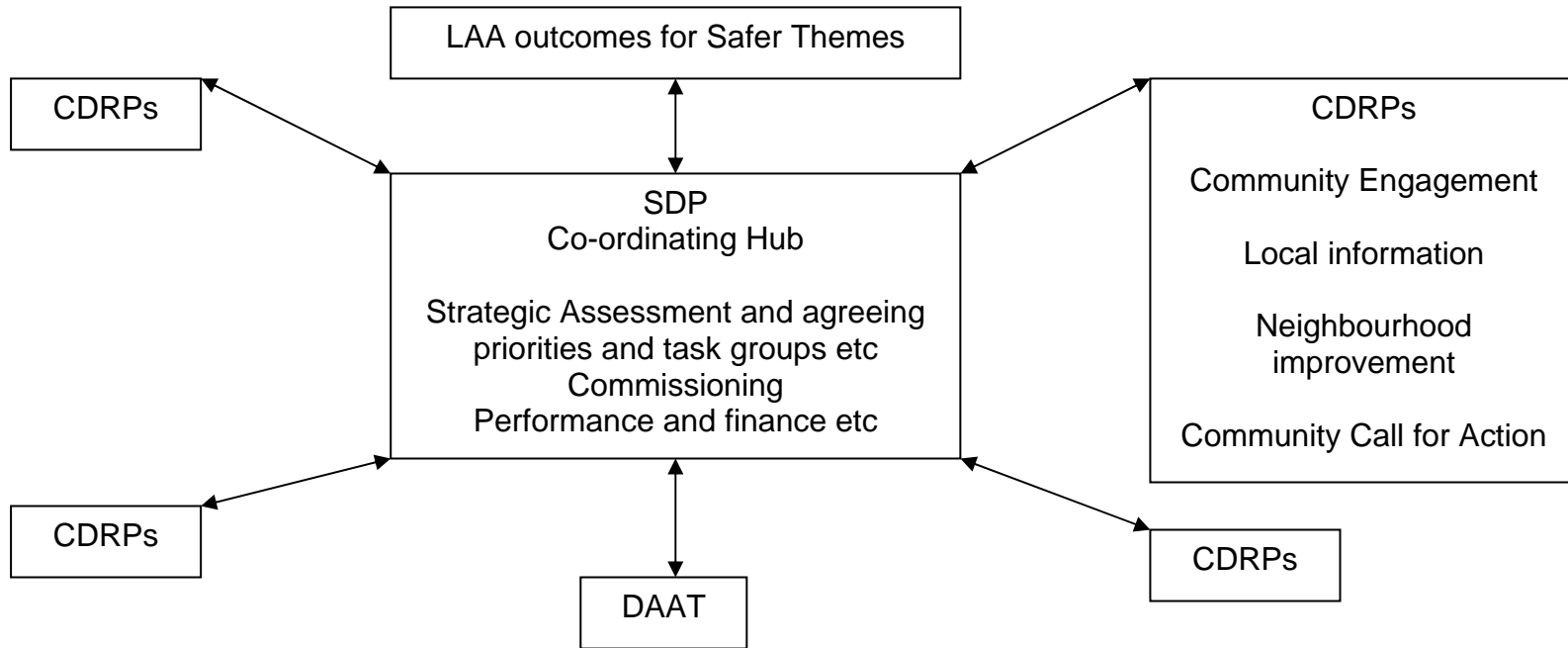
To be determined, but a minimum of 2 times per annum

**Chair**

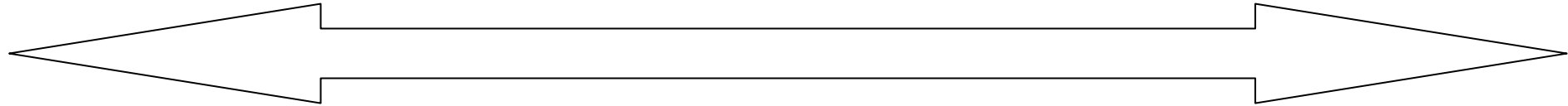
Executive portfolio holder for Community Safety of Devon County Council in the first instance.

The above terms of reference will be further developed and amended in response to the Crime and Disorder Act review guidance and regulations, and National Standards when published.

Alan Wooderson  
April 2007



Critical Success Factors for CDAR Fitness for Purpose Audit  
 Resource Audit for co-ordinating Hub Investment



**Timeline for changes**

**April 2007**

**July 2007**

New SDP governance structure and proposals on Overview and Scrutiny

**October 2007**

Funding requirements established for new SDP structures, Co-ordinating Hub etc. Skills audit of current staff completed. New theme lead post established.

**April 2008**

New LAA targets agreed. SDP reporting to LAA Delivery Board regularly.

**Safer Devon Partnership Model for the Future**