



SAFER AND STRONGER COMMUNITIES SCRUTINY SUB- COMMITTEE

WEDNESDAY 5 JULY 2006
7.30 PM

SUB-COMMITTEE AGENDA (SCRUTINY)

COMMITTEE ROOMS 1 & 2
HARROW CIVIC CENTRE

MEMBERSHIP (Quorum 3)

Chairman: Councillor Anthony Seymour

Councillors:

Robert Benson
G Chowdhury
Stanley Sheinwald

Mano Dharmarajah
Mrs Sasi Suresh
Keeki Thammaiah

Reserve Members:

1. Salim Miah
2. Mrs Camilla Bath
3. Mrs Lurline Champagnie
4. Susan Hall

1. Dhirajlal Lavingia
2. B E Gate
3. Mrs Rekha Shah

Issued by the Democratic Services Section,
Legal Services Department

Contact: Sara Mirza, Committee Administrator
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***NOTE FOR THOSE ATTENDING THE MEETING:
IF YOU WISH TO DISPOSE OF THIS AGENDA, PLEASE LEAVE IT BEHIND AFTER THE MEETING.
IT WILL BE COLLECTED FOR RECYCLING.***

HARROW COUNCIL

SAFER AND STRONGER COMMUNITIES SCRUTINY SUB-COMMITTEE

WEDNESDAY 5 JULY 2006

AGENDA - PART I

1. **Appointment of Chairman:**

To note the appointment at the meeting of the Overview and Scrutiny Committee on 5 June 2006 of Councillor Anthony Seymour as Chairman of this Sub-Committee for the Municipal Year 2006/07.

2. **Attendance by Reserve Members:**

To note the attendance at this meeting of any duly appointed Reserve Members.

Reserve Members may attend meetings:-

- (i) to take the place of an ordinary Member for whom they are a reserve;
- (ii) where the ordinary Member will be absent for the whole of the meeting; and
- (iii) the meeting notes at the start of the meeting at the item 'Reserves' that the Reserve Member is or will be attending as a reserve;
- (iv) if a Reserve Member whose intention to attend has been noted arrives after the commencement of the meeting, then that Reserve Member can only act as a Member from the start of the next item of business on the agenda after his/her arrival.

3. **Declarations of Interest:**

To receive declarations of personal or prejudicial interests, arising from business to be transacted at this meeting, from:

- (a) all Members of the Committee, Sub Committee, Panel or Forum;
- (b) all other Members present in any part of the room or chamber.

4. **Arrangement of Agenda:**

To consider whether any of the items listed on the agenda should be considered with the press and public excluded on the grounds that it is thought likely, in view of the nature of the business to be transacted, that there would be disclosure of confidential information in breach of an obligation of confidence or of exempt information as defined in Part 1 of Schedule 12A to the Local Government Act 1972 (as amended).

5. **Appointment of Vice-Chairman:**

To appoint a Vice-Chairman of the Safer and Stronger Communities Sub-Committee for the Municipal Year 2006/07.

6. **Minutes:**
That the minutes of the meeting held on 23 March 2006 of the Strengthening Communities Scrutiny Sub-Committee (being the predecessor body to this Sub-Committee), having been circulated, be taken as read and signed as a correct record.
- Enc. 7. **Safer and Stronger Communities Scrutiny Sub-Committee Terms of Reference:** (Pages 1 - 2)
To note the terms of reference of the Safer and Stronger Communities Scrutiny Sub-Committee.
8. **Public Questions:**
To receive questions (if any) from local residents/organisations under the provisions of Overview and Scrutiny Procedure Rule 8.
9. **Petitions:**
To receive petitions (if any) submitted by members of the public/Councillors under the provisions of Overview and Scrutiny Procedure Rule 9.
10. **Deputations:**
To receive deputations (if any) under the provisions of Overview and Scrutiny Procedure Rule 10.
11. **References from Council and Other Committees/Panels:**
To receive any references from Council and/or other Committees or Panels.
12. **Urban Living Briefing:**
Oral report of the Executive Director (Urban Living).
- Enc. 13. **Scrutiny Work Programme:** (Pages 3 - 20)
Report of the Director of People, Performance and Policy.
- Enc. 14. **Scrutiny Policy Briefings:** (Pages 21 - 32)
Report of the Director of People, Performance and Policy.
- Enc. 15. **Removal of Public Call Boxes:** (Pages 33 - 42)
Report of the Director of People, Performance and Policy.
- Enc. 16. **Partnership working in Harrow and the Harrow Strategic Partnership:**
(Pages 43 - 52)
Report of the Director of People, Performance and Policy.
- Enc. 17. **Reducing Fear of Crime Scrutiny Review - Update on progress against the recommendations:** (Pages 53 - 62)
Report of the Executive Director (Urban Living).
- Enc. 18. **Crime and Disorder Act Review Recommendations - Implications for Scrutiny:** (Pages 63 - 108)
Report of the Executive Director (Urban Living).
19. **Any Other Business:**
Which the Chair has decided is urgent and cannot otherwise be dealt with.

AGENDA - PART II - NIL

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Terms of Reference of the Safer and Stronger Communities Scrutiny Sub Committee

The Safer and Stronger Communities Scrutiny sub-committee has the following powers and duties:

a) to develop a work programme for scrutiny of the safer and stronger communities related functions of the Council and partners in consultation with the Overview and Scrutiny Committee;

b) to have specific responsibility for policy development and scrutiny of the following functions:

- *Equalities,*
- *Community cohesion,*
- *Partnership working,*
- *Crime & disorder,*
- *Anti social behaviour,*
- *Fear of crime,*
- *Liveability agenda,*
- *Public realm – including parks and open spaces*
- *Regulatory functions*
- *Anti –poverty strategy*
- *Voluntary sector*

c) to hold the HSP and its management groups to account for the delivery of the Local Area Agreement

d) to review and make reports and recommendations to the Executive and the Council in respect of the functions within its terms of reference

e) assist the Council and the Executive in the development of the budget and policy framework by analysis of policy issues

f) conduct research, community and other consultation in the analysis of policy issues and possible options

g) to consider, report and make recommendations on any matter within the subcommittee's terms of reference affecting the area and/or those who live, work or travel through Harrow

h) to conclude reviews promptly, normally within 6 months;

i) to contribute to the annual report of the work of scrutiny.

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Meeting:	Safer and Stronger Communities Scrutiny sub committee
Date:	5 July 2006
Subject:	Scrutiny Work Programme
Responsible Officer:	Paul Najsarek, Director, People Performance and Policy
Contact Officer:	Heather Smith, Scrutiny Officer
Portfolio Holder:	Councillor David Ashton, Business Development
Key Decision:	No
Status:	Part I

Section 1: Summary

Decision Required

That the sub committee:

- Considers and comments upon the items included in the work programme long list for this sub committee
- Notes and comments upon the items in the work programmes of the other committees sub committees
- Calls for a further report to the next meeting of the sub committee incorporating more detail with regard to scope, prioritisation and methodology for topics

Reason for report

This report outlines how the sub committee's work programme has been devised for the period 2006 – 2010 and introduces the key topics that have been included in an initial 'long list'. The report also considers new ways in which the work programme might be undertaken.

When agreed the sub committee's work programme will be provided to the Overview and Scrutiny committee for information.

Benefits

The sub committee has the opportunity to contribute to the improvement of services for local people and the work of the council in a number of ways. By carefully structuring the work programme, the sub committee has the opportunity to:

- Gain maximum benefit out of the value they can add.
- Be strategic in the areas it targets.
- Consider its work levels and any resource implications that may be present.

Cost of Proposals

The work programme will be managed within the scrutiny budget. No additional funding will be sought.

Risks

Failing to consider the work programme in detail may mean opportunities for scrutiny to contribute to the improvement of services for local people and the work of the council may be diminished.

Implications if recommendations rejected

The Overview and Scrutiny committee is required to agree a work programme each year. Each sub committee contributes to this process by determining its own work programme and feeding this into the Overview and Scrutiny Committee. Failure to provide this to Overview and Scrutiny would mean this Committee would not be able to meet its constitutional responsibilities.

Section 2: Report

2.1 Brief History

Developing the work programme

2.1.1 In September 2005, the Overview and Scrutiny committee agreed the 'Principles and Protocols of Scrutiny'. This document outlines the process by which the work programme will be developed. In particular, the document states that items included in the committees' work programme should:

- Be identified as a particular concern to residents (residents surveys/consultation exercises) and not necessarily solely within the remit of the council
- Focus on an area of poor performance (for example as highlighted by Best Value Performance Indicators (BVPs))
- Focus on areas of apparent high cost and poor performance
- Focus on the delivery of improved outcomes for local people not simply the internal structures or functions of local organisations
- Assist the council to achieve its corporate priorities
- Be requested by either senior officers or cabinet as a problematic area where the resources of overview and scrutiny would help identify service solutions
- Focus on the source of a high level of complaints
- Focus on an area in which the council wishes to develop policy
- Focus on an area in which government legislation is being developed and which would benefit from early consideration by overview and scrutiny committee/sub committees
- Be informed by the programme of inspection work to be undertaken by external inspectors in order to support rather than duplicate investigation (if appropriately programmed scrutiny could assist in identifying problematic areas, identifying solutions and thus contributing towards improved inspection score)
- Be informed by services own service improvement programme, adding value to this process by offering support to service investigations rather than duplicating.

2.1.2 The long list of issues attached as Appendix D was identified through:

- Executive directorate service plans
- Meetings with the relevant directors/managers to discuss key issues in their areas
- Issues arising from performance monitoring – services requiring attention (poor performance) (council and partner)
- Joint priorities for the council and partners arising from the Local Area Agreement (LAA)
- Central government policy direction and areas identified by inspectorates.

2.1.3 It also includes:

- Resolutions made by the sub committee in 2005/06 that are outstanding (excluding established standing items)
- Suggestions made by members, officers and colleagues within the council and partner organisations

2.1.4 With the anticipated implementation of legislation over the coming months, there will be an increasing emphasis on the role of scrutiny not only to consider the council's own performance but also that of our partners and how we work with them to deliver improved quality of life for local people. The attached work programme reflects this growing responsibility.

Delivering the work programme

2.2.1 During the conduct of last year's work programme, councillors felt that other methods could also be employed to improve how scrutiny is delivered. In particular this reflected experience that suggested that the amount of items being considered at committee meant that the actual time devoted to each was insufficient to allow effective challenge. During the year, both the Strengthening Communities and Environment and Economy sub committees held special meetings to consider particular items from their work programmes that would otherwise been included as agenda items at committee

2.2.2 The 'Scrutiny Principles and Protocols' paper, adopted by the Overview and Scrutiny committee in September 2005 noted:

'The majority of the work of scrutiny is currently carried out either via in depth review groups or as items on the quarterly committee meeting. As only a maximum of 2 reviews are practical each year this means that the agendas of committee become overcrowded and thus that a number of issues not meriting detailed consideration via in depth review, are not being given the attention that they nevertheless warrant. It is becoming apparent that alternative methods for scrutinising the council's performance should be investigated. The scrutiny committees and the scrutiny unit would like to experiment with different approaches to the scrutiny function in order to enhance the challenge process and the subsequent benefit to services.'

2.2.3 Whilst both committee and in-depth review still clearly have a key role to play, there are a number of additional methodologies that might be usefully deployed to deliver the scrutiny work programme and these are outlined below. When considering the work programme, members might also like to consider these different approaches to its completion.

- Light-touch reviews – of time-sensitive issues, or matters where a particular element of policy or performance might need to be considered. They could be commissioned by the (sub) committee at one meeting, to report back to the next one with either some key findings, or if appropriate key findings and recommendations, which could be discussed and approved as appropriate.
- Working parties – where issues are of continued importance (for example, the delivery of a statutory function or a long-term council project). It would eliminate the necessity for officers to continually attend committee to present updates on issues which may not have changed substantially since the last meeting. For example, members might find it useful to have a working party following through the progress of the Decent Homes Programme or the Business Transformation Project, which could report back to the committee on an annual / six monthly basis. A working party would be free, if it wished, to do its own research on a particular issue and discuss policy

development in this context with officers from the particular service involved, lending flexibility to the discussion on ongoing items.

- Challenge sessions – on many occasions – particularly when a policy is being developed – officers appreciate feedback on proposals from members. The committee environment is not suited to this, mainly because of time constraints. Challenge sessions, where a small group of officers and members are able to discuss a particular policy or strategy more informally and in more detail, provide an opportunity for members to provide an alternative, ‘real time’ perspective to council business, and lend additional accountability to the policy development process. This level of detailed challenge would not be possible as a single item on a packed committee agenda. The key findings of the session could then be fed back to the sub-committee for endorsement. Challenge sessions could provide an additional forum for involving Portfolio Holders.
- Evidentiary hearings – an opportunity for internal officers and external partners to meet members to consider national, regional and local policy and performance – although it would be geared towards collecting evidence from external partners. The purpose would be to identify key examples of “best practice”, and to benchmark with neighbouring authorities and other organisations carrying out similar roles. Findings and recommendations, where appropriate, could then be fed through the sub-committee to the officers involved. There could always be the option of expanding a single evidentiary hearing into a light-touch review, with the addition of a desktop review of evidence, site visits and other events if thought necessarily. An evidentiary hearing also formed a key part of the Tourism review undertaken by the last administration.
- Conferences – conferences allow members, officers and partners to engage with local people to identify ways of improving council services. Workshops, exercises and activities will enable members to reflect suggestions and proposals which partners and the public might want the council to adopt on a particular issue. These can be fed back to the sub-committee as a set of key findings (identifying areas where members of the public have expressed concern, or have praised council activities) or incorporated into a larger, ongoing review process. In the case of the former, members could ask officers for a verbal or oral response at the next meeting as to how they propose to respond to the points raised at the conference.
- Public events – this would tend to be more along the lines of a public consultation, survey or focus group, more usually used as part on a larger-scale review. It would enable members to get a “snapshot” of public opinion on a given issue, which would be useful (if carried out at the right time) for officers developing policies. It might also enable members to identify whether certain issues raised sufficient public concern to justify further study in the form of a light-touch or in-depth

review, and provide signposts to officers in the case of potentially shifting priorities.

It is hoped that these suggested methods of delivering the work programme and a more focussed approach to committee agenda setting can make the best use of both members' and officers' time and at the same time deliver the most effective challenge to the council's (and increasingly our partners') policy and performance. It is anticipated that were these or any other alternative ways of undertaking the scrutiny work programme prove to be effective as 'pilots' they will be applied more generally.

Considering the long-list

2.3.1 Attached to this report are appendices incorporating the long-lists of items for inclusion in the work programmes for each committee, derived as per the process outlined above. This is the first time this list has been considered by members and as this is the first meeting of a new administration, it is suggested that members do not make any formal decisions on the content of the work programme but spend time during the ongoing induction period to consider the suggested topics and call for a further report to the next cycle of meetings to determine their programme of work. This report would be more specific regarding:

- prioritisation of topics for consideration
- their programming and
- appropriate methodologies

2.3.2 As a further development of previous practice, it is suggested that members consider developing a 4-year programme. This again reflects a more flexible approach to delivery of the work programme and allows for programmes of work comprising different approaches to be developed during the lifetime of the committees. However, it is suggested that members bear in mind that:

- realistic project planning needs to be undertaken to ensure that each committee has a realistic and appropriately targeted workload – for example, previously, each committee was not expected to undertake more than 2 in-depth reviews each year. An assessment of the likely resource commitment for the proposed different methodologies will need to be undertaken to inform work programme decisions.
- a degree of flexibility will need to remain in the work programmes of each committee to allow for the inclusion of 'urgent' items for example items referred from cabinet or local regional or national policy developments.

Specific issues for the Safer and Stronger Scrutiny sub committee

2.4.1 The proposed work programme for the Safer and Stronger Scrutiny sub committee is attached as Appendix D.

2.4.2 This section outlines very briefly the rationale for the topics included:

- **Voluntary Sector programme** – there is potential for an ongoing programme of work to look at how Harrow works with the voluntary

sector. Projects could include the future role and purpose of grant funding, building capacity within the voluntary sector as well as examining how the council works with the voluntary sector.

- **Safer communities programme** – there are a range of community safety related topics that Members may wish to consider as part of a programme of activity:
 - Safer communities (for example social cohesion, respect and antisocial behaviour)
 - Safety and the physical environment (for example licensing, enforcement and envirocrime)
 - Decision making processes (relating to mainstreaming of community safety within decision making processes under s17 of the Crime and Disorder Act 1998)
 - Fear of crime (initially monitoring the implementation of recommendations from last year's review and later reassessing how fear of crime is incorporated into wider service delivery)

- **Financial inclusion** – the council has developed links with the Department for Work and Pensions relating to encouraging benefit take up, but there is scope for developing further advice services such as debt counselling. There is potential for exploring means of building capacity within the voluntary sector in order to provide services that meet the needs of Harrow's diverse communities. This project could be linked into the voluntary sector review.

- **Public Realm infrastructure** – Members may want to look at how lessons can be learned from the rollout of the existing scheme in terms of value for money and resident satisfaction, and how changes might be effected to expand the scope of the scheme. Members may also wish to look at outsourcing, and how contracting-out might affect the viability, accountability and effectiveness of service delivery in this high-profile area.

- **Strategic objectives for community cohesion** – a new team has been established within the Learning and Community Development Directorate of People First. Members may wish to support and contribute to the development of objectives for community cohesion in Harrow.

- **Crime and Disorder Reduction Partnership (CDRP) 6 monthly assessments** – the Police and Justice bill is set to require local CDRPs to review their performance on a six monthly basis, which would provide an opportunity for the sub committee to hold the CDRP and relevant portfolio holder to account on a regular basis.

- **Faith in Harrow** – based on the seven religions listed in the 2001 census, Harrow has the highest level of religious diversity of any local authority in England and Wales. Members may wish to consider the long-term impact of such diversity on service delivery.

- **Phone booth provision** – Members may wish to consider commissioning a short light touch review into how the council should consult its residents on the subject of removal of public call boxes, as it is empowered to do under the Office of Communications’ Universal Service Obligation (the USO defines BT’s obligations to the general public).
- **Area working programme** – Members may wish to review of the impact of area-based working and explore governance issues relating to neighbourhood working. Such a project could include a review of the extended schools programme.
- **Community strategy** – the strategy sets the long-term direction for Harrow, in which priorities for Safer and Stronger will need to be reflected.

2.2 Consultation

As noted consultation has taken place with:

- Relevant Executive Directors and Directors;
- The community via Harrow’s website;
- All Members of council.

2.3 Financial Implications

The scrutiny budget for 2006/07 is £340,400 which is made up of £266,050 for salaries and £74,350 for projects and other expenditure. This programme of work will be delivered within this provision.

2.5 Legal Implications

There are no legal implications in this report.

2.6 Equalities Impact

Scrutiny reviews make a significant contribution to the improvement of services for Harrow’s multicultural community. When considering any item on the work programme across the year, the sub committee specifically takes into consideration how to engage with and meet the diverse needs of residents.

2.7 Section 17 Crime and Disorder Act 1998 Considerations

Individual scrutiny reviews may impact on crime and disorder and details are given in the Appendices.

Section 3: Supporting Information/Background Documents

Appendix A: Suggested topics for the Overview and Scrutiny committee work programme 2006 – 2010

Appendix B: Suggested topics for the Adult Health and Social Care scrutiny sub committee work programme 2006 – 2010

Appendix C: Suggested topics for the Children and Young People scrutiny sub committee work programme 2006 – 2010

Appendix D: Suggested topics for the Safer and Stronger Communities scrutiny sub committee work programme 2006 – 2010

Appendix E: Suggested topics for the Sustainable Development and Enterprise
scrutiny sub committee work programme 2006 – 2010

IDR = In depth review

LTR = Light touch review

Appendix A: Suggested topics for the Overview and Scrutiny committee work programme 2006 – 2010

Year One	Year Two	Year Three	Year Four
Budget ½ day challenge panel	Budget ½ day challenge panel	Budget ½ day challenge panel	Budget ½ day challenge panel
Impact of NHS financial situation Working party	Impact of NHS financial situation Working party		
Procurement programme • Management/ monitoring IDR • Delivering savings IDR • Procurement partnerships IDR	Procurement programme • Management/ monitoring IDR • Delivering savings IDR • Procurement partnerships IDR	Procurement programme • Management/ monitoring IDR • Delivering savings IDR • Procurement partnerships IDR	Procurement • Management/ monitoring IDR • Delivering savings IDR • Procurement partnerships IDR
Community Engagement strategy Report			
Community strategy Report			
Corporate assessment ½ day challenge panel			
Power enquiry Report			
HR Programme • Motivating and rewarding staff - IDR • Harrow council as an employer IDR • Internal communications LTR • Recruiting BME staff IDR • Revised strategy for			

<ul style="list-style-type: none"> people – ½ day challenge Management development post MMR – LTR 				
Olympics programme	Olympics programme	Olympics programme	Olympics programme	Olympics programme
Audit/Risk	Audit/Risk	Audit/Risk	Audit/Risk	Audit/Risk
½ day challenge panel	½ day challenge panel	½ day challenge panel	½ day challenge panel	½ day challenge panel
MORI outcomes Report	MORI outcomes Report			
	Equalities programme	Equalities programme	Equalities programme	Equalities programme
Community calls to action – implications of the white paper(s) Report				
Ombudsman's annual report Report	Ombudsman's annual report Report	Ombudsman's annual report Report	Ombudsman's annual report Report	Ombudsman's annual report Report
	Service and corporate planning LTR			
	Embedding management LTR	Embedding performance management LTR		
Culture programme				
<ul style="list-style-type: none"> Cultural strategy ½ day challenge panel Arts culture Harrow LTR 				

Appendix B: Suggested topics for the Adult Health and Social Care scrutiny sub committee work programme 2006 – 2010

Year One	Year Two	Year Three	Year Four
Review of catering services Report			
ACL provision for people with learning disability IDR			
Obesity /Diabetic Care IDR x with Children			
Integrating mental health services Report plus further work			
Eye care for older people Report plus further work			
Northwick Park reconfiguration Joint committee	Northwick Park reconfiguration Joint committee		
Integration of council/PCT provision Programme – link to finance working party	Integration of council/PCT provision Programme	Integration of council/PCT provision Programme	Integration of council/PCT provision Programme
	Adults social care VFM IDR		
	Impact of rationalisation of services on well – being IDR Older peoples chiropody services – case study		
	Implementation of leisure card IDR		

	MORI outcomes Report and possible programme		
	Community strategy - report		

Appendix C: Suggested topics for the Children and Young People scrutiny sub committee work programme 2006 – 2010

Year One	Year Two	Year Three	Year Four
Review of catering services Report			
Young people's sexual health IDR			
Obesity /Diabetic Care IDR x with Adults			
JAR self assessment ½ day challenge panel			
Children and Young People's plan ½ day challenge panel or report Children's health specific - ½ day challenge panel			
School nursing LTR			
14 – 19 strategy ½ day challenge panel			
Future of schools – demography IDR			
	Schools' organisation IDR – linked to demography review		
Achievement attainment Report	and Achievement and attainment Report	Achievement and attainment Report	Achievement and attainment Report
	Annual Assessment	Annual Assessment	Annual Assessment
	Performance	Performance	Performance

	1/2 day challenge panel	1/2 day challenge panel	1/2 day challenge panel
	School exclusions LTR		
	Youth engagement IDR Policing and youth – case study		
	Early years and childcare IDR		
	Post Jar programme		
	Community strategy Report		

Appendix D: Suggested topics for the Safer and Stronger Communities scrutiny sub committee work programme 2006 – 2010

Year One	Year Two	Year Three	Year Four
<p>Voluntary Sector Programme</p> <ul style="list-style-type: none"> • Developing a strategic relationship with the sector • Future role/purpose of grant funding • Arts culture Harrow • Increasing the voluntary sector's capacity 	<p>Voluntary Sector Programme</p> <ul style="list-style-type: none"> • Developing a strategic relationship with the sector • Future role/purpose of grant funding • Arts culture Harrow • Increasing the voluntary sector's capacity 	<p>Voluntary Sector Programme</p> <ul style="list-style-type: none"> • Developing a strategic relationship with the sector • Future role/purpose of grant funding • Arts culture Harrow • Increasing the voluntary sector's capacity 	
<p>Financial inclusion IDR</p>	<ul style="list-style-type: none"> • Safer communities programme • RFOC – report • People (ASB, social cohesion) – IDR • Physical enforcement, envirocrime – IDR (Licensing, enforcement, envirocrime) • Decision making processes (S17 mainstreaming) <p>- LTR</p>	<p>Safer communities programme</p> <ul style="list-style-type: none"> • fear of crime reassessment – report • ASB – IDR • Enforcement/ Envirocrime - IDR 	<p>Safer communities programme</p> <ul style="list-style-type: none"> • fear of crime reassessment – report • ASB – IDR • Enforcement/ Envirocrime – IDR
<p>Public Realm infrastructure IDR</p>	<p>Public Realm infrastructure IDR</p>		
<p>Strategic community cohesion Report</p>			

CDRP 6 – monthly assessments Report/ challenge	CDRP 6 – monthly assessments Report/ challenge	CDRP 6 – monthly assessments Report/ challenge	CDRP 6 – monthly assessments Report/ challenge
Faith in Harrow IDR			
Phone booth provision LTR			
	Area working programme • Extended schools – LTR • Neighbourhood working	Area working programme • Extended schools – LTR • Neighbourhood working	Area working programme • Extended schools – LTR • Neighbourhood working
	Fuel poverty IDR		
	Community strategy Report		

Appendix E: Suggested topics for the Sustainable Development and Enterprise scrutiny sub committee work programme 2006 – 2010

Year One	Year Two	Year Three	Year Four
Welcome to Harrow LTR			
Local Development Framework ½ day challenge panel			
Impact of changes in Harrow's demography IDR and regular reports			
Drought preparations ½ day challenge panel			
Borough-wide economic development ½ day challenge panel	Town centre redevelopment IDR/working party		
Tourism Review ½ day challenge panel	Town centres redevelopment Programme of work Energy consumption IDR	Town centres redevelopment Programme of work	Town centres redevelopment Programme of work
	ACL: Value for money LTR	ACL: Learning disabilities IDR	
	Traffic congestion IDR		
		Housing post decent homes standard Report Challenge later	
	Community strategy Report		



Meeting:	Safer and Stronger Communities Scrutiny sub committee
Date:	5 July 2006
Subject:	Scrutiny Policy Briefings
Responsible Officer:	Paul Najsarek, Director, People Performance and Policy
Contact Officer:	Heather Smith, Scrutiny Officer
Portfolio Holder:	Councillor David Ashton, Business Development
Key Decision:	No
Status:	Part I

Section 1: Summary

Decision Required

That the policy briefing be noted.

Reason for report

This report provides key information on policy areas within the sub committee's terms of reference. It is intended that the policy briefings inform Members' discussion of the work programme.

Benefits

The policy briefings help to inform Members and support the decision-making process relating to items for inclusion in the scrutiny work programme.

Cost of Proposals

Not applicable. The report is for information only.

Risks

Not applicable.

Implications if recommendations rejected

Not applicable.

Section 2: Report

2.1 Brief History

The terms of reference of the Safer and Stronger Communities Scrutiny sub committee has expanded from the former Strengthening Communities Scrutiny sub committee. Members may find it useful to have some information on the key areas of policy to introduce to key issues that the sub committee may address over the coming months.

2.2 Detailed Briefings

As well as the briefings themselves (attached to this report as appendices), more detailed policy information is also available from the Scrutiny Officer on request. Other documents such as executive summaries can also be provided where applicable.

2.3 Consultation

Not applicable.

2.3 Financial Implications

There are no direct costs associated with this report as it is for information only.

2.4 Legal Implications

There are no specific legal implications arising out of this particular report.

2.5 Equalities Impact

None specific to this report.

2.6 Section 17 Crime and Disorder Act 1998 Considerations

The Safer and Stronger Communities Scrutiny sub committee will need to give consideration to s17 considerations as part of its programme of work.

Section 3: Supporting Information/Background Documents

Appendix A: Policy Briefings

- A – Community safety
- B – Public realm and liveability
- C – Community planning and partnership working
- D – Local Area Agreement
- E – Anti-poverty
- F – Community wellbeing

Appendix A – Policy Briefings

A: Community safety

Community safety relates to making communities stronger by reducing crime and anti-social behaviour and making the environment safer to improve quality of life for local people. Responsibility for community safety rests with local government in partnership with the police, voluntary sector and other agencies.

1. Crime and Disorder Reduction

The Crime and Disorder Act 1998, as amended by the Police Reform Act 2002, sets out statutory requirements for responsible authorities to work with other local agencies and organisations to develop and implement strategies to tackle crime and disorder and misuse of drugs in their area. These statutory partnerships are known as Crime and Disorder Reduction Partnerships (CDRPs). Currently, the responsible authorities are the police, the local authority, the fire authority, the police authority and the primary care trust. They are required to work together to carry out an audit to identify crime and disorder and misuse of drugs problems in the area and to develop strategies to address them. Partners are required to work with local education and probation authorities and invite co-operation with local private, voluntary, and community groups, as well as the community itself.¹

Section 17 of the Act recognises that there are key partners who have responsibility for the provision of a wide range of services to and within the community. In carrying out these functions, section 17 places a duty on them to do all they can reasonably do to prevent crime and disorder in their area. The level of crime and its impact is influenced by the decisions and activities taken in the day-to-day of local bodies and organisations. The responsible authorities each have a key statutory role in providing their services and, in carrying out their core activities, can significantly contribute to reducing crime and improving the quality of life in their area. Section 17 is aimed at giving crime reduction a focus across the wide range of local services and putting it at the heart of local decision-making.² It means that community safety becomes an institutional responsibility, rather than resting with particular officers, in the same way that equal opportunities has been mainstreamed.³ Awareness and ownership need to take root at four levels. Authorities should consider how to generate a culture which:

¹ Home Office Crime Reduction Centre. Partnerships mini site.
<http://www.crimereduction.gov.uk/regions00.htm>. Accessed 6 February 2006.

² Home Office. *Crime and Disorder Act 1998, Section 17*.
<http://www.crimereduction.gov.uk/legislation26.htm>. Accessed 6 February 2006.

³ Local Government Association/NACRO. (no date). *Crime and Disorder Act 1998 - section 17: a briefing for local authorities on the implementation of section 17 of the Crime and Disorder Act 1998*. p. 13

Briefing for Members: Safer and Stronger Communities

- Promotes community safety among staff within local partnerships
- Aligns departmental planning with the development of community safety strategy
- Aligns corporate processes to reflect community safety priorities
- Ensures a coherent framework for services.⁴

The Police and Justice Bill, currently before Parliament, proposes strengthening the role of scrutiny as a check and balance on community safety decision-making. The power will enable scrutiny to hold the local crime and disorder reduction partnership (CDRP) to account. The police, fire and primary care trust (PCT) will have a duty to consider recommendations from scrutiny and to report back on action taken or the reasons for not acting. One of the main drivers behind the Bill was a review⁵ of the partnership arrangements set out in the Crime and Disorder Act by the Home Office. In Harrow the CDRP is known as the Safer Harrow Management Group.

Under the Bill the CDRP will be required to review its performance every six months. This presents the opportunity for the sub committee to scrutinise performance strategically, potentially in the format of a question and answer session with the chair of the CDRP (currently the Harrow Police Borough Commander) and the relevant council Portfolio Holder. Other organisations such as the Harrow Police and Community Consultative Group (which has established community links) could be invited to bring evidence to these sessions.⁶

The Bill also puts forward a last resort mechanism called the Community Call for Action, whereby the ward Councillors will be expected to use informal methods to seek resolutions to community safety problems raised by local residents. Scrutiny is expected to have a role in difficult cases that have not been resolved through the informal mechanisms available to the ward Councillors. The call for action may also relate to other areas such as health; a Government white paper on partnership working and local strategic partnerships is awaited. The Call for Action is an element of the wider Respect Agenda and Action Plan, which speaks of generating a culture of respect as well as addressing factors associated with anti-social behaviour such as poor parenting skills, truancy and exclusion, and living in areas where there is disorder and neglect.⁷ The Respect Action plan indicates that senior representatives of the crime and disorder reduction partnerships (CDRPs) will be expected to hold regular Q&As which would be open to the public, community groups and the media.⁸

⁴ Ibid, p. 6

⁵ Home Office. (January 2006). *Review of the Partnership Provisions of the Crime and Disorder Act 1998 – Report of Findings*.

⁶ Other potential sources of evidence may include the Multi-agency forum on racial harassment, the Domestic Violence Forum, the Refugee Forum, the Partnership with Older People (POP) Panel, the Youth Safety Council and others.

⁷ Home Office (Respect Task Force). (2006). *Respect Action Plan*. p. 5

⁸ *Respect Action Plan*, p. 27

Briefing for Members: Safer and Stronger Communities

The recent Reducing Fear of Crime scrutiny review demonstrated that scrutiny is already developing its work in this area as it tackles cross cutting issues and supports partnership working. In 2005/06 the Strengthening Communities Scrutiny sub committee received a report on the likely impact on the bill and the crime and disorder reduction partnership more broadly, but Members will wish to give this area further consideration as it develops.

2. Licensing and Enforcement

The council's new, cross-cutting enforcement powers have not been considered in depth by scrutiny before. Previous discussion has been limited to individual matters relating to planning and licensing. The government is now bringing in legislation, the Clean Neighbourhoods and Environment Act 2005, which significantly expands the council's enforcement activities. Local authorities will have the right to put in place punitive measures to ensure compliance with environmental regulations. This goes hand-in-hand with a stated intention on the council's part to crack down on infringement in more traditional areas of work (for example planning).

The council is rolling out area-based working to many enforcement matters, with area-based staff having greater powers to issue penalties and enforcement issues becoming more prominent locally. Communication between different sets of staff is critical in this environment, as was established by the conclusions of the Public Green Spaces scrutiny review.

A statutory gambling policy must be prepared by the council by January 2007 under the provisions of the Gambling Act, and this could be brought to the sub committee for comments prior to finalisation. Under the Act, local authorities will have a range of new responsibilities including licensing any premises used for gambling, regulating the use of gaming machines and the playing of games such as poker in pubs and clubs, and granting permits to certain types of amusement arcades. The Gambling Commission advises local authorities on these functions.

B: Public realm and liveability

A key commitment of the Department for Communities and Local Government (DCLG) is that of 'Cleaner, Safer, Greener Communities', by improving the quality of planning, design, management and maintenance of public spaces and the built environment. The department develops policy on the liveability of public spaces.

The Clean Neighbourhoods and Environment Act is designed to help local authorities to deal quickly with problems affecting the environment including litter and refuse, graffiti and other defacement, waste, dogs and noise. The powers are being introduced in stages from June 2005 to 2007. It also introduces a power to issue fixed penalty notices for specific nuisance and allows authorities to keep the receipts.⁹

Waste and recycling continues to be an important area of focus. The challenge of managing waste has increased due to targets designed to reduce waste, landfill and the pressure on space and resources as well as contributing to the overall goal of improving environment. Local authorities must strive to improve their services each year to ensure they meet these targets. The Landfill Allowance Trading Scheme (LATS) introduced significant changes in waste policy and practice for the diversion of biodegradable municipal waste from landfill, with the intention of providing a way to enable England to meet its targets for reducing the landfilling of biodegradable municipal waste under the EC Landfill Directive.¹⁰

The "New Harrow Project", completed in 2005, rolled out area-based working across the entire borough. Rather than working within specific disciplines, area-based staff are responsible for a large number of different matters – street cleaning, rubbish removal, verge cutting, and other kinds of public realm maintenance – within a prescribed area. This joins up work across the council (reducing duplication) and improves life for local residents by reducing disruption.

The general success, and possible expansion, of area-based working, and the completion of the rollout for public realm infrastructure provides an opportunity to take stock and examine plans for the future.

⁹ Local Government Association briefing (n. d). *Clean Neighbourhoods and Environments Act 2005 – commencement of measures.*

¹⁰ DEFRA. (May 2005). *Information for Councillors.*

<http://www.defra.gov.uk/Environment/waste/localauth/lats/pdf/lats-intro.pdf>

C: Community planning and partnership working

The Local Government Act 2000 requires local authorities to prepare a community strategy to improve the economic, social and environmental well being of their area and its inhabitants. Community strategies will provide:

- An integrated approach to the sustainable economic, social and physical development of the area
- A clear strategy and vision for the future.¹¹

In order to be able to address quality of life issues which cut across traditional organisational boundaries, a local strategic partnership (LSP) is a single body that brings together at a local level the different parts of the public sector as well as the private, business, community and voluntary sectors so that different initiatives and services support each other and work together. It is non-statutory and non-executive. It operates at a level which enables strategic decisions to be taken and is close enough to individual neighbourhoods to allow actions to be determined at community level. It also aligns with local authority boundaries.¹² In Harrow the LSP is known as the Harrow Strategic Partnership and the Community Strategy for Harrow is to be refreshed in 2006.

The neighbourhoods element of community planning and partnership working is set to develop. The document *Why Neighbourhood Matter* highlighted the aims of improving local services and re-engaging citizens with public institutions in order to deliver safer, cleaner and greener communities.¹³ A possible neighbourhoods framework has been mooted, in which LSPs would agree a neighbourhoods strategy as part of the community strategy, with the potential for each neighbourhood to develop its own neighbourhood charter. Councillors would also have an enhanced role as community leaders and advocates.

Partnership working is a major theme for the sub committee. Given that much of this agenda requires meaningful relationships with partners it has been suggested that there is potential for a review of the council's approach to the voluntary, community and faith sectors. The quality of such relationships will no doubt impact on the ability to deliver local area agreement outcomes which benefit the local community. Questions that such a review would consider might include whether the council builds partnerships properly and whether the council and its partners are achieving their aims.

¹¹ DETR. (2001). *Local Strategic Partnerships – Government Guidance*. p. 22

¹² DETR. (2001). *Local Strategic Partnerships – Government Guidance*. p. 4

¹³ ODPM. (2005). *Why Neighbourhoods Matter*.

D: Local Area Agreement

A major area of focus for the Harrow Strategic Partnership has been the development of the Local Area Agreement. The agreement with central Government was signed in March 2006. It is a three-year agreement that covers both local and national priorities. It is grouped into four blocks, which are:

- Children and Young People
- Safer and Stronger Communities
- Healthier Communities and Older People
- Economic Development and Enterprise

There are around sixty non-stretched indicators within the LAA that have specific projects attached to them. Stretched indicators relevant to this sub committee are as follows:

Safer and Stronger Communities

- Reduce the fear of crime amongst the population of Harrow
- Improve people's perception of anti-social behaviour and how it affects them
- Reduce the level of non-residential burglary in the borough
- A Harrow community that feels a strong sense of cohesion
- Empowering people to become involving in their community through volunteering

Healthier Communities and Older People

- Reducing the level of residential burglary where the victim is over 75 years of age

As a result of negotiating the agreement Harrow will receive a payment from central Government of approximately £960,000 to pump prime the projects, followed by a reward payment of approximately £6,300,000 if all of the stretched targets are agreed. The Harrow Strategic Partnership (HSP) will receive reports every three months from the management groups that support the HSP and six monthly reports about progress against the indicators will be provided to central Government.

By its very nature, the focus of the Local Area Agreement for Harrow cuts across the full remit of the scrutiny function. However, there will be specific indicators that are relevant to the sub committee on which it may wish to monitor.

E: Anti-poverty

1. Fuel poverty

At central government level fuel poverty is the responsibility of the Department of the Environment, Food and Rural Affairs (DEFRA). A government grants programme called Warm Front has been set up to provide financial assistance for people to take measures to insulate their homes and reduce their fuel bills. Central government is negotiating with utilities companies to try to keep fuel prices down; however, energy shortages and the depletion of the North Sea oil and gas field make it clear that, in the long term, prices will be rising significantly in real terms. Insulation and fuel efficiency measures are being dealt with in Harrow's housing stock through the Decent Homes programme, but (as nationally) this is less straight forward in the private rented sector, and other housing not under council control.

Fuel poverty is an issue affecting an increasing proportion of residents, not only those who are elderly. Rising energy prices, inefficient or non-existent insulation and central heating and other economic and environmental mean that those on a low income, and other vulnerable people.

2. Financial exclusion and indebtedness

In order to tackle financial exclusion, the Government is focusing on access to banking, access to affordable credit and access to face-to-face money advice.¹⁴ The council has developed links with the Department for Work and Pensions relating to encouraging benefit take up, but there is scope for developing further advice services such as debt counselling.

¹⁴ HM Treasury. (2004). *Promoting financial inclusion*. p. 1

F: Community wellbeing

The legislative framework for wellbeing is the Local Government Act 2000, which introduced the local government responsibility. The Local Government Association defines a cohesive community as one where:

- There is a common vision and a sense of belonging for all communities;
- The diversity of people's different backgrounds and circumstances is appreciated and positively valued;
- Those from different backgrounds have similar life opportunities and;
- Strong and positive relationships are being developed between people from different backgrounds and circumstances in the workplace, in schools and within neighbourhoods.¹⁵

Wellbeing has clear links to the development of the community strategy, as the challenge is to develop a vision that is meaningful to each part of the community. The Community Cohesion Management Group of the HSP is in the process of developing a work programme for the delivery of the Local Area Agreement targets based around volunteering and community cohesion.

Legislation such as the Race Relations (Amendment) Act 2000 place a duty on public authorities to monitor the impact of their policies on race equality. The Equality Standard highlights the importance of fair and equal treatment in local government services and employment and has been developed as a tool to enable local authorities to mainstream gender, race and disability into council policy and practice at all levels and it is included as a Best Value Performance Indicator. The Standard also provides a framework that can be extended to anti-discrimination policies for age, sexuality, class and religious beliefs.

Local analysis such as the Vitality Profiles highlight areas in which there is a potential need for focus. For example Harrow has the fifth most diverse population in the country and there is a need to ensure that services are provided in a culturally appropriate manner.¹⁶ Based on the seven religions listed in the 2001 census, Harrow has the highest level of religious diversity of any local authority in England and Wales. Members may wish to consider the long-term impact of Harrow's diversity on service delivery.

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020 8420 9203

¹⁵ IDeA/LGA. (2006). *Leading cohesive communities: a guide for local authority leaders and chief executives*. p. 5

¹⁶ Harrow Primary Care Trust (2003). *Improving Health 2003 – Annual report of the Director of Public Health*. p. 44

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Meeting:	Safer and Stronger Communities Scrutiny Sub-Committee
Date:	5 July 2006
Subject:	Removal of Public Call Boxes
Responsible Officer:	Paul Najsarek, Director, People Performance and Policy
Contact Officer:	Ed Hammond, Scrutiny Officer Heather Smith, Scrutiny Officer
Portfolio Holder:	Councillor David Ashton, Business Development
Key Decision:	No
Status:	Part I

Section 1: Summary

Decision Required

- 1) That a review group be established to consider the question of the removal of public call boxes.
- 2) That the review group report its findings and recommendations to the sub committee's next meeting.

Reason for report

This report relates to the commissioning of a short-term review into how the council should consult its residents on the subject of removal of public call boxes, as it is empowered to do under the Office of Communications' Universal Service Obligation (a document which defines BT's obligations to the general public).

Benefits

Conducting a review into this subject will allow the council to take a strategic view of the provision of public telephone facilities borough-wide, and will enable the council to formulate a robust and inclusive regime for consulting on PCB removal, in light of the Community Engagement Strategy and last year's Hear/Say scrutiny review of community engagement.

This issue, relating as it does to the provision of telephone facilities to all the borough's residents but in particularly the vulnerable, physically infirm or economically and socially disadvantaged, is important and is an issue of public concern.

It will allow the council to face future changes to the Universal Service Obligations, and more radical reforms of the telecommunications market which may impact adversely on local residents, with confidence.

Cost of Proposals

The cost of the review is included in the annual scrutiny budget, which has already been agreed. No additional expenditure is required.

Risks

- 1) That BT Payphones will be unwilling to engage with the council on this issue.
- 2) That local people will be unwilling to engage with the council on this issue.
- 3) That, for these reasons, the review will have a limited impact on the council's external relationships.

Implications if recommendations rejected

- 1) The sub committee will be unable to contribute to an area of policy development.
- 2) The council will lose an opportunity to develop closer links with a large utility provider who provides an important service to many local residents (BT Payphones).

Section 2: Report

2.1 Brief History

The Office of the Communications Regulator (Ofcom) have written to the Council outlining new processes which are being put in place to govern the way that British Telecom (BT) consult on the removal of public call boxes (PCBs).

A PCB is defined as a public call box on a public highway. Other public calling facilities – including public telephones in pubs, restaurants and

shops – are not included, as they are managed by the owners of those properties. This may be significant factor in terms of public amenity.

BT will, as before, be obliged to consult with the council over plans to remove certain (not all) PCBs, but some key changes are being made to the consultation arrangements. These changes are outlined in section 2.3 of this report.

It was thought that this was an issue, impacting significantly on local residents, which scrutiny could assist the council in resolving, as part of the responsibility to hold external bodies to account, and assist in the development of corporate policy.

This report provides background information on work carried out so far, and also requests that the Sub-Committee approves the attached scope for a short term review on the subject, to report back in September.

2.2 Background

London's first PCB was installed in 1906 - many PCBs, however, were installed in the 1920s and 30s when telephone subscription was still at a relatively low level. The sites of many of the PCBs currently operating in Harrow therefore date from the laying out of London's outer suburbs, including large parts of Harrow (although few of the original K6 model red telephone boxes remain).

BT operates under what is called a Universal Service Obligation (USO). This is similar to the USO which applies to the Royal Mail, obliging them to provide a postal delivery service for all addresses in the United Kingdom. For BT, this translates as a unique obligation¹ to provide universal telephone services across Britain. Included within this is an obligation to provide an "adequate" number of PCBs. This obligation is not in itself being amended, although the interpretation of the word "adequate" is obviously highly subjective.

The USO was agreed after the breakup of the GPO and the privatisation of British Telecom in the 1980s, under the provisions of the Telecommunications Act 1984. This act also set up OfTel, of which Ofcom is the successor organisation. As regulator, it is Ofcom's responsibility to assess BT's performance under the USO and to examine whether any changes to it are required.

Since that time, the USO obligations relating to PCBs have been transferred to BT Payphones, a subsidiary company wholly owned by BT. However, Ofcom has stated that in a more competitive commercial market the USO may be difficult to retain in its current form. This consultation might be considered to be an amending measure which may precede a more wholesale reconsideration by the Government of BT's responsibilities at a later date².

¹ Unique in Harrow, and most of the country, although in Hull telephone services are operated by Kingston Communications, until recently owned by the local council. The USO refers to Kingston Communications as well as BT throughout in reference to its USO.

² Especially with "local loop unbundling" having meant that BT will no longer exclusively control and lease out individual subscribers' lines to local exchanges.

Ofcom has accepted a submission from BT that revenue from PCBs has been falling dramatically recently. BT still make money overall from PCBs, mainly due to high use in urban areas and the introduction of boxes allowing texting and internet access. However, BT say that six out of ten PCBs now lose them money (this is a national figure). BT wants to be able to remove more boxes, to ensure that its lessening income can support that PCBs that remain. History shows that the necessities of PCB maintenance can affect profitability – probably one of the main reasons that previous attempts by private companies to establish large-scale PCB networks in competition to BT (Mercury, Interphone/Thus) have largely failed.

Hitherto, relatively stringent arrangements have been in place to ensure that, when BT are considering removing a PCB, they provide an opportunity for local people to air their views. The USO makes provision for consultation on PCB removal, which is to be led by the local authority concerned. This central requirement remains, although other elements have changed.

2.3 New arrangements

Ofcom consulted on an amended USO in respect of PCBs in early 2005. A number of local authorities responded (although Harrow did not). The revised USO contains a number of changes, as follows:

Expansion of the definition of “site” from 100 to 400 metres – this is probably the most significant amendment. The rules on PCB removal are based on a requirement for BT to inform the local authority whenever the last PCB on a “site” (defined now as a circle of radius 400 metres) is to be removed. The local authority has the veto over the removal of any boxes within a site, and should carry out a consultation with local people to identify whether removal is justified. However, for all other boxes, where there is another PCB within a 400 metre radius there is no responsibility to consult, or even apparently for BT to inform the local authority of a decision to remove the box (although BT have informed the council that they will do so as a matter of courtesy).

Extension of consultation period to 90 days – up until the USO review, the local authority was given 42 days to consult with local groups and other organisations on PCB removal proposals. This has now been extended to 90 days³, to provide greater “openness and transparency”.

Cashless operation – BT have stated an intention, in certain areas, to convert certain PCBs to cashless operation. This means that they can no longer be used with coins, but can be used with credit and debit cards, phonecards and free for emergency calls. Ofcom has altered the USO

It should obviously be emphasised that the consultation on these proposals has been completed already. The consultation period ended in March 2005, and the USO has now been amended accordingly, so Harrow can only have an input into the process of the consultation within this framework.

³ It is unclear whether this is 90 working days, or 90 actual days.

2.4 BT's plans

There are currently 177 PCBs in Harrow. BT plans to remove six, and to make one cashless. There is no particular "trigger" for considering a PCB for removal, but issues such as revenue and use are looked at annually.

The locations are as follows:

Removal

Shaftesbury Parade Harrow	HA2 0AJ
Maricas Ave, Harrow	HA3 6JA
Walton Drive, Harrow	HA1 4XB
Pinner View, Harrow	HA1 4RP
Kenton Lane, Harrow	HA3 8RP
Whitchurch Lane, Edgware	HA8 6JZ

Cashless

Village Way, Pinner	HA5 5AA
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Confirmation is awaited on which PCBs will be further than 400m from the nearest other box and thus subject to the requirement to consult.

Where boxes are within 400 metres of another box, BT plans to send a courtesy letter to the council to inform them of the decision to remove, but obviously a local veto will not apply and BT will be able to go ahead regardless.

2.5 Possible action

Broadly, the council could carry out consultations, as empowered under the Universal Service Obligation, in one of three ways. Members are not being asked to make a judgment on these now, but they are provided for information and as an indication of the issues which the review group, when constituted, will consider and make a judgment upon.

Option 1: a presumption in all cases to utilise the veto. The council would consult with local groups as required under the Telecommunications Act, but would tend to support any respondent opposed to the PCB removal, on the ground that a case for retention can be made even if use is extremely light and infrequent.

There may be problems with this approach:

- Making this kind of presumption would probably result in an allegation that the council was fettering its discretion to apply the Act, rendering the authority open to a judicial review by BT. In some cases it might fall foul of the requirement that a decision to veto be "objectively justifiable".
- It would be overly inflexible, not recognising the changing needs of Harrow residents, or of the business pressures BT is under to financially support the rest of the PCB network.
- It might not take account of anti-social behaviour issues surrounding certain boxes. BT has stated that removal and cashless conversion would be steps it would consider if a PCB

was subjected to sustained vandalism. Under these circumstances the PCB would arguably be a magnet for crime, and a natural presumption in favour of retention might be ill-founded.

- It would be difficult to engage BT on decisions they were making regarding other PCBs in the area not subject to the consultation requirements.

Option 2: consult on a case by case basis with local residents and make a veto decision accordingly. This would ensure that the opinions and needs of local people are at the forefront. This seems to be the approach taken by this and other authorities when PCB consultations have been carried out in the past.

Potential problems:

- It would be relatively resource intensive.
- The council would be subject to the wishes of BT, and would not be in a position to be able to discuss strategically placement of PCBs more generally, being limited to discussion of single boxes at a time.
- Steps would have to be taken to ensure that members, when making decisions on how to respond to a consultation, did not presume at the outset in favour of exercising the veto (which would result in the problems outlined in option 1 above).

Option 3: attempt to establish an ongoing dialogue with BT over PCB removal in general. Rather than a reactive approach, responding to individual PCB removal, the council could engage with BT to consider the future for public call boxes in general. This would hopefully enable both organisations to take a more flexible approach, taking into account the number and location of PCBs across the borough rather than merely those that are within 400 m of another. It would also vitiate against a fear, should this issue gain more popular currency, that BT might take the opportunity to remove all those PCBs within 400 m of another, leaving the borough with a “bare bones” network which residents might not consider adequate for their needs.

Again, this approach may create problems.

- There is the potential for a duplication of consultation, as whatever other arrangements were established the council would still be obliged to consult whenever a PCB removal was announced.
- There are resource implications for ongoing dialogue with BT.
- BT might prefer not to involve the council in making decisions on the removal of other PCBs, claiming it is an internal business decision and that the council is attempting to circumvent and expand the consultation requirements by stealth.

The scope attached will allow members to look into these issues in more detail, and ascertain whether one of these options presents an appropriate model for consultation, or whether additional options should be considered.

2.3 Consultation

Not applicable, with reference to this report, although the scope itself suggests a possible consultation exercise.

2.4 Financial Implications

The scrutiny budget for 2006/07 is £340,400 which is made up of £266,050 for salaries and £74,350 for projects and other expenditure. This programme of work will be delivered within this provision and this report is not seeking additional financial resources. Further work to ascertain the cost of the project can be undertaken should Members undertake the review.

2.5 Legal Implications

The Council will, in whatever decision it ultimately takes in respect of its general approach to these matters, have to have regard to the potential for challenge thereto and the associated costs thereof.

2.6 Equalities Impact

Access to telephone facilities by the economically, socially, culturally, physically or mentally disadvantaged.

2.7 Section 17 Crime and Disorder Act 1998 Considerations

The issue of vandalism of public call boxes may need to be considered. Access to emergency services by vulnerable groups may also require consideration.

Section 3: Supporting Information/Background Documents

Appendix A: Draft scope

HARROW COUNCIL

SAFER AND STRONGER COMMUNITIES SCRUTINY SUB COMMITTEE

JULY 2006

DRAFT SCOPE

PUBLIC CALL BOXES: CONSULTATIONS ON REMOVAL BY BRITISH TELECOM

1	SUBJECT	Public call boxes
2	COMMITTEE	Safer and Stronger Communities Scrutiny Sub-Committee
3	REVIEW GROUP	To be confirmed
4	AIMS/OBJECTIVES	<ol style="list-style-type: none">1. To ascertain BT's current plans regarding removal of public call boxes within Harrow.2. To assess the necessity and use of public call boxes across the borough.3. To develop policy to guide the council's response to removal consultations.4. To develop an ongoing relationship between the council and BT Payphones.
5	MEASURES OF SUCCESS OF REVIEW	<ol style="list-style-type: none">1. Development of a coherent, effective and value for money way to assess the utility of public call boxes to the wider community.2. Long-term engagement with BT, and a mutual understanding of the needs of BT as a commercial organisation and the constraints and opportunities offered by the Universal Service Obligation, and from BT of the responsibilities of Harrow to protect the interests of its more vulnerable and economically disadvantaged residents.3. Engagement between the council and public on an issue of potentially significant public concern.
6	SCOPE	<p>BT has not yet put in train plans for individual public call box removal in the borough, but the council needs to develop a policy for responding to such proposals effectively by carrying out consultations with local people, a duty assigned to councils under Ofcom's Universal Service Obligation.</p> <p>As such, the scope should be to examine the use of public call boxes across the borough strategically, and to examine ways in which proposals for removal by BT can be consulted</p>

		upon most effectively, using the opportunities provided to the authority under the Universal Service Obligation.
7	SERVICE PRIORITIES (Corporate/Dept)	Make Harrow Safe, Sound and Supportive
8	REVIEW SPONSOR	Lynne McAdam
9	ACCOUNTABLE MANAGER	To be confirmed
10	SUPPORT OFFICER	Heather Smith, Scrutiny Officer
11	ADMINISTRATIVE SUPPORT	To be confirmed
12	EXTERNAL INPUT	Residents, British Telecom, other authorities, emergency services
13	METHODOLOGY	<p><i>Desktop research</i></p> <ul style="list-style-type: none"> • Current Ofcom regulations and guidance under the Universal Service Obligation. • BT's current plans in Harrow, including detailed performance and revenue information for PCBs in the borough. • Best practice: other authorities' response to similar plans nationwide. • Neighbouring authorities' response to PCB removal proposals close to Harrow's borders. <p><i>Work with BT and Ofcom</i></p> <ul style="list-style-type: none"> • Discussion on "best practice" for consultation according to the USO, or other arrangements between BT and local authorities in place. • Long-term plans for the borough in terms of provision of PCBs. Hearing with BT to identify how residents might be affected by proposed changes. <p><i>Work with the public</i></p> <ul style="list-style-type: none"> • Examining vitality profiles to identify areas of particular need. • Trialling three different consultation methods (one at each site) leading to an assessment as to the most effective and value for money way for local people, and the voluntary sector, to get their views heard, and analysing which seems to be the most successful, with reference to the principles adopted in the light of the Hear/Say review and the community engagement strategy.

14	EQUALITY IMPLICATIONS	The effect of the removal of public call boxes on vulnerable people will be considered.
15	CRIME AND DISORDER ACT IMPLICATIONS	The issue of vandalism of public call boxes may need to be considered. Access to emergency services by vulnerable groups may also require consideration.
16	ASSUMPTIONS/ CONSTRAINTS	That BT will be willing to engage in a more long-term basis with the council on PCB removal. That, if a new policy can be formulated on consultation, there will be the officer time and resources available to carry it out. That the consultation period (for pilot consultations) will be long enough to yield useful results.
17	TIMESCALE	Short term review – two months. To report back to September meeting of SSC.
18	RESOURCE COMMITMENTS	Scrutiny Officer, with administrative support where required.
19	REPORT AUTHOR	Scrutiny Officer with Group



Meeting:	Strengthening Communities Scrutiny Sub-Committee
Date:	5 th July 2006
Subject:	Partnership Working in Harrow and Harrow Strategic Partnership
Responsible Officer:	Director of People, Performance and Policy
Contact Officer:	Mike Howes 020 8420 9637
Portfolio Holder:	Deputy Leader, Business Development
Key Decision:	No
Status:	Public

Section 1: Summary

Decision Required

The Strengthen Communities Scrutiny Sub-Committee is requested to note:

1. The benefits of Partnership Working
2. The lead taken on Partnership Working by Harrow Strategic Partnership
3. The Local Area Agreement (LAA) which was an outcome of Partnership Working

Reason for report

- To emphasize the opportunities that Partnership Working offers and to update Members on the LAA, its operation and issues within the agreement still to be negotiated with Government Office for London (GOL).

Benefits

- Partnership Working helps to bring a coordinated approach to deal with difficult and long-term issues utilizing the knowledge, skills and resources of the various partner organisations.
- Partnership Working facilitates identifying common aims between organisations
- Harrow Strategic Partnership was eligible to enter into a Local Area Agreement with the Government
- LAA's are a new way of striking a deal between central Government, local authorities and major local delivery partners in an area. The LAA has been a vehicle for the council and our partners to negotiate clear targets and outcomes for Harrow with central government. The council and our partners will benefit from less ring-fenced funding, less red tape and more flexibility in working to delivery of the priorities for Harrow identified in the agreement.
- The LAA attracts a maximum Pump Priming Grant of £961,900.
- If the stretched targets are achieved at the end of the three years of the agreement, maximum Performance Reward grant (PRG) of £6,337,575 will be paid.

Cost of Proposals

- Partnership Working entails the investment of staff time to achieve agreements with Partners on work programmes rather than in trying to reconcile programmes commissioned in isolation. The Council's costs for the LAA are funded from the PPG.

Risks

- Failure to consider this report will mean that the Sub-Committee may not be fully aware of the benefits and costs of partnership working and the substantive work programme that is the LAA that has been developed by the Harrow Strategic Partnership (HSP), the Council's most formal Partnership Working arrangement

Implications if recommendations rejected

- No direct implications from rejection of this report.

Section 2: Report

2.1 The basis of Partnership

In the most basic sense, the almost every function that the Council undertakes is progressed through a form of partnership working. Partnerships between employees, between teams, services and Directorates are the Council's basic service delivery model. Even where services seem to be delivered by a single individual, they are usually the product of a partnership between that individual and a range of support services providing IT or telephones, information, income or payments, procurement, accountancy or HR. These relationships can be considered to be partnerships because, for the most part, they are not brought and sold services in the way that transactions between individuals and, for example, their supermarket are. The individuals and teams whose work ultimately produces a service to the public are collaborating which establishes a different class of relationship from that of a vendor and purchaser.

The advantages of the partnership model derive from the stability of the working arrangements where everyone involved gains a greater understanding of the service being delivered and, when it works well, tailors their input to be the most positive contribution possible. The disadvantages tie service providers to particular contributors who may not share the same aspirations, standards, timescales and culture.

2.2 Harrow Strategic Partnership

The partnership working model exemplified in the delivery of Council services has been expanded to include other public service providers in Harrow, both formally and informally. The formal structure involves the Council, the Police and the Primary Care Trust, the higher education sector and also local business interests and the local voluntary and community sector. These organisations have come together to form Harrow Strategic Partnership (HSP). The Strategic Partnership also built on some bilateral partnerships that already existed, such as the Crime and Disorder Reduction Partnership, and built them into the partnership working structure.

The Partnership developed the Community Strategy in 2004, which sets out a vision for the future of Harrow and which informs the development of strategies and ways of working for each of the members of the partnership. The Community Strategy is currently being refreshed and will in future contain details of some of the activities being undertaken by partner organisations that help progress stated partnership objectives.

Partnership working often identifies common aims, produces work programmes that are coordinated, makes better use of resources, and minimizes that difficulties that arise from different organisations having competing and complementary responsibilities in the same geographical and sometimes policy areas. Partnership working is the method of producing joined up government and is now enshrined in the inspection regimes to which local authorities are answerable. Indeed, partnership working will be one of the key areas that will be considered when Harrow Council undergoes its Corporate Performance Assessment (CPA) in November 2006.

The members of the HSP are strongly committed to both the concept and reality of partnership working. A recent survey of members found strong support for the propositions that the HSP had a clear vision and strategy; contains organisations committed to improving their services; is organized and operates in a clear way and has plans to involve diverse and excluded groups. The survey also identified areas of HSP activity where more attention is needed including providing an effective street to partner organisations' strategies; reflecting the views of all sections of the community; and developing sound joint financial management systems. The Survey results have identified priorities for future work to develop the HSP.

2.3 The Local Area Agreement

The most tangible outcome of formal Partnership Working through the HSP is the Local Area Agreement (LAA). The agreement sets out demanding targets across a wide range of issues concerning children and young people, health, older people, the environment, the economy and building a safer and stronger community within Harrow. These targets have been negotiated with Government and therefore reflect local circumstances, current performance and aspirations rather than the uniform targets set for all local authorities, Police services or the NHS. It came into operation on 1 April 2006.

The LAA has allowed Harrow Council and our partners increased freedoms and flexibilities to find local solutions to local problems and to prioritise spending to achieve the outcomes identifies in the LAA.

The agreement is made up of outcomes, indicators and targets aimed at delivering a better quality of life for people in Harrow through improving performance on the priorities set in the LAA. The priorities have been grouped around 4 blocks: Children and Young People, Safer and Stronger Communities, Healthier Communities and Older People, and Economic Development and Enterprise. Harrow has also included issues that cut across all 4 blocks (for example transport, capacity building, and culture and sport).

The LAA has two types of indicators:

1. Stretched indicators that attract the Performance Reward Grant on achievement of the stretched targets identified
2. Non-stretched indicators.

There are 12 proposed stretched targets in the agreement:

Children and Young People's Block Reward Element - Target 1

Improved health of babies during first year of life

Indicator by which performance will be measured

- (i) Rates of exclusive breastfeeding at six weeks
- (ii) Breastfeeding initiation rates

Reward Element – Target 2

Reducing school exclusions and improving attendance

Indicator by which performance will be measured

1. Reduction in number of exclusions in Harrow LA area
 - a. Reduction of permanent exclusions
 - b. Reduction of fixed period exclusions
2. Improved attendance at 25% worst performing schools (primary and secondary) in Harrow LA are with regard to attendance
 - a. Primary schools
 - b. Secondary schools

Safer and Stronger Communities Block

Reward Element – Target 3

Reduce the fear of crime amongst the population of Harrow

Indicator by which performance will be measured

Proportion of adults saying that they are in fear of being a victim of crime

Reward Element – Target 4

To improve people's perception of Anti-Social Behaviour and how it affects them

Indicator by which performance will be measured

% of residents who consider suite of ASB as a 'fairly' or 'very big' problem.

Reward Element – Target 5

Reduce the level of Non-Residential burglary in the borough

Indicator by which performance will be measured

Level of Non-Residential burglaries in the Borough

Reward Element – Target 6

A Harrow community that feels a strong sense of cohesion - ***Still in negotiation as at 20th June 2006***

Indicator by which performance will be measured

Proportion of adults who say that people from different backgrounds get on well in their neighbourhood (measured by residents responding to 'strongly agree' and 'tend to agree')

Reward Element – Target 7

Empowering people to become involved in their community through Volunteering - ***Still in negotiation as at 20th June 2006***

Indicator by which performance will be measured

Number of adults volunteering in Harrow:

- (i) Number of socially excluded adult volunteers in Harrow
- (ii) Number of other adult volunteers in Harrow

**Healthier Communities and Older People Block
Reward Element – Target 8**

Reducing the level of residential burglary where the victim is over 75 years of age

Indicator by which performance will be measured

Number of residential burglary where victim is over 75 years

Reward Element – Target 9

Decrease harm from smoking and second hand smoke and reduce the number of adults smoking

Indicator by which performance will be measured

- (i) Number of homes in Harrow that sign up to be 'smokefree'
- (ii) Number of 4-week smoking quitters who attended the NHS smoking Service

**Economic Development and Enterprise Block
Reward Element – Target 10**

Improving the skills base of Harrow and the employability of residents

Indicator by which performance will be measured

- (i) Average point score per pupil at level 2

Reward Element – Target 11

Improving the life chances of young people

Indicator by which performance will be measured

Percentage of young people age 16-18 who are NEET (not in education, employment or training) in Harrow LA area.

Cross Cutting

Reward Element – Target 12 - *Still in negotiation as at 20th June 2006*

To change the modal share of journeys to Grimsdyke School away from private car, in particular, to increase walking among school children and thereby increase their personal health and fitness.

Indicator by which performance will be measured

Proportion of journeys made to school by foot, as measured by local survey.

Harrow has reached agreement with GOL on 9 of the 12 stretched targets in the agreement. The stretched targets not agreed are:

1. Volunteering
2. Community Cohesion
3. Traffic Congestion.

Payment of Pump Priming Grant and Reward Grant

Harrow will receive a pump-priming grant following the sign off of the LAA. This is a maximum of £961,900. Harrow will receive payment for the relative proportion of the total pump-priming grant that equates to the total amount of stretched targets agreed before 1 April 2006. Therefore Harrow will receive 75% of the maximum pump priming grant payable. The remaining 25% will be payable in year 2, on the successful negotiation of the remaining stretched targets. GOL have indicated that the remaining three stretched targets need to be negotiated by 30 June 2006. If Harrow is successful in the achievement of its stretched targets at the end of the three-year period of the agreement it will receive a maximum Performance Reward Grant (PRG) of £6,337,575.

Performance Management of the Local Area Agreement

The HSP is in the process of establishing, with the assistance of its contract with Capita, a performance management framework to ensure that its strategies and plans are moving in the right direction and make a difference to the lives of local people. This performance management framework is based on a 'Balanced Scorecard'. This scorecard particularly focuses on the targets in the LAA and reports to the HSP will be quarterly. The implementation of a performance management framework will help track the achievement of the stretched targets in the LAA, thereby maximizing the opportunity to achieve the full PRG available.

2.4 Conclusions

The Local Area Agreement demonstrates the benefits of the partnership approach where the resources and skills of various organisations within Harrow are being harnessed to produce an improved quality of life for local people.

2.5 Options Considered

Given the statutory nature of some of the Partnerships in which the Council has to participate, some level of partnership working has to be adopted.

2.6 Financial Implications

The Council's costs for the LAA are funded from the PPG.

2.7 Legal Implications

There are no legal implications associated with this report.

2.8 Equalities Impact

The Harrow Community Strategy 2004:

- Seeks to engage the local community and reflects their needs and aspirations
- Co-ordinates the actions of agencies in the HSP to meet community needs
- Aims to develop and support cohesive communities
- Aims to achieve improvements which are sustainable.

All of these underlying principles work together to promote greater equality within Harrow. The principles in the Community Strategy will form the foundations of which the LAA will be based.

2.9 Section 17 Crime and Disorder Act 1998 considerations

Partnership working is the basis on which the Council progresses its contribution to reducing crime and disorder and promotes community safety and reassurance. Safer Harrow is incorporated into Harrow Strategic Partnership and community safety issues inform the development of the Community Strategy and partnership work programmes.

Section 3: Supporting Information/ Background Documents

There are no appendices to this report.

The Harrow Community Strategy is available on request

The 2004-05 annual report of the Harrow Strategic Partnership is available on request

The Harrow Strategic Partnership members' induction handbook is available on request

The expression of interest to negotiate a LAA is available on request

The final LAA is available on request (137 pages).

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Meeting:	Safer and Stronger Communities Scrutiny Sub-Committee		
Date:	5 th July 2006		
Subject:	Reducing Fear of Crime Scrutiny Review – Update on progress against the recommendations		
Responsible Officer:	Gareth Llywelyn-Roberts,	Interim	Head of
Contact Officer:	Community Safety Services		
	Gareth Llywelyn-Roberts,	Interim	Head of
	Community Safety Services		
Portfolio Holder:	Councillor Eileen Kinnear – Portfolio Holder for Urban Living – Public Realm		
Key Decision:	No		
Status:	Part 1		

Section 1: Summary

Decision Required

Safer and Stronger Communities Scrutiny Sub-Committee are asked to:

1. Note the progress against the recommendations of the Scrutiny Review of Fear of Crime.
2. Agree that further update reports are provided to future Committee meetings.
- 3.

Reason for report

Harrow Councils Strengthening Communities Scrutiny Sub Committee undertook a Review of Fear of Crime in 2005/6. Cabinet agreed that progress reporting and performance monitoring is undertaken through the Safer and Stronger Communities Scrutiny Sub Committee in their performance management role.

Benefits

Fear of Crime is a priority area of concern to Harrow residents as identified by the Council's Mori quality of life survey and a Key Priority under the Crime and Disorder Reduction Strategy 2005-8 as identified following the Crime Audit and Public Consultation in 2005. The review group recommendations identify ways in which the council and its Partner Agencies under the Crime and Disorder Reduction Partnership (Safer Harrow Management Group) should seek to address this key corporate and Partner Agency priority.

Cost of Proposals

The report is not seeking additional financial resources and there are no financial implications relating to the agreement of the recommendations by Cabinet.

However, the implementation of the recommendations within the report could have financial implications for the Council and/or its Partner Agencies, which will be fully considered and detailed to the Safer Stronger Communities Scrutiny Sub Committee following full consideration by the Safer Harrow Management Group.

Risks

There may be financial implications attached to the adoption of the Scrutiny recommendations not currently covered in the Crime Reduction Strategy and work of the Safer Harrow Management Group or its Partner Agencies.

Implications if recommendations rejected

N/A

Section 2: Report

2.1 Brief History

2.1.1 In 2005-6 Harrow was the safest borough in London in terms of total recorded crime and the lowest for violent crime. However, the councils June 2005 Mori quality of life survey demonstrated that concerns about crime were a key priority for residents. It identified that 79% of residents said that the level of crime was the most important thing in making somewhere a good place to live, with 66% stating that fear if crime had a moderate or high impact.

2.1.2 In the survey conducted in June 2005, Harrow's residents were asked what needs improving in Harrow. The leading response at 53% was to improve the levels of crime. Similarly, the 2004-05 police public attitude survey revealed that 34% of Harrow's residents were worried about crime.

- 2.1.3 In reality, total crime in Harrow reduced last year, residential burglary reached its lowest level for 9 years and the police performance for successful robbery and burglary investigations was the top in the London Metropolitan area. Taking information from Iqanta, the Police comparator statistics, in the last 12 months Harrow has the lowest rate of total notifiable crime.
- 2.1.4 Clearly there is a gap between the actual levels of crime in Harrow and our resident's perceptions. This is recognised as what is known as a constitutional crime where the fear of crime is not linked to actual crime levels but perception. Nevertheless the fear of crime has a significant impact on the quality of life our residents and is likely to affect every person in the borough to some degree.
- 2.1.5 Fear of crime is therefore a key priority under the Crime and disorder reduction Strategy 2005-8 and linked heavily to most of the priorities contained within the national Community Safety Plan 2006-09:
1. Making communities stronger identifies the need to be free of the fear of crime.
 2. Creating safer environments is about creating safe places where people like to live and respect.
 3. Protecting the public and building confidence. We cannot build confidence without reducing fear.
- 2.1.6 Fear of Crime is also a core corporate priority as well as a key priority within the recently agreed Local Area Agreement (LAA). One of the main areas within the LAA under this thread is to build a composite of fear of crime drivers in order that we can better understand exactly 'what' crime type is causing the fear of crime in the borough. This is a vital in deciding how best to reduce the fear of crime.
- 2.1.7 Continuing the promotion of 'Harrow is one of the safest boroughs' is key in delivering this key priority of reducing fear of crime and this process will be informed by the recommendations of the scrutiny review.
- 2.1.7 Commentary on progress against the individual recommendations is given as follows with the recommendation in italics followed by the commentary in normal text:
- (1) *The review group recommends that the Safer Harrow Management Group (SHMG) give consideration to the setting up of a specific strand within the Safer Harrow Management Group (SHMG) for the tackling of fear of crime, as it cuts across a number of the existing strands;*

It is not considered to be advisable to set up a separate Fear of Crime Theme. Advice from Government Office for London is to restrict the number of strategy themes as much as possible. Fear of Crime is already a key element of Priority Area 1: ASB, Fear of crime and Liveability of the Crime and Disorder Reduction Strategy and there is a danger of duplicating the work in this area.

Progress to date: The remit of the Priority Area 1 ASB, Fear of Crime and Liveability Strategy Group has been broadened and the Crime Reduction Action Plan for this group encompasses the Recommendations of the review as key areas of delivery reporting through a bespoke action plan.

- (2) *The review group recommends that the Safer Harrow Management Group (SHMG) take all available opportunities to actively engage existing and new partners in crime and disorder reduction in Harrow – for example British Transport Police, Transport for London.*

This recommendation is fully supported. The lack of TFL involvement in the Safer Harrow Management Group has been a main barrier to progressing community safety improvements on the transport network e.g. locally managed CCTV and Community TV, graffiti removal etc and this recommendation is fully supported. .

Progress to date: The GOL Transport sub-group have assessed the Bus Station complex within the top 6 transport interchanges requiring special attention. Also Harrow and Wealdstone station is identified as a concern. GOL has recommended a TFL contact for the SHMG and suggested a dedicated transport sub-group be set up.

At the recent MPA visit these issues were raised as obstacles and will be progressed by the MPA chair. In addition this issue has been raised through the West London Alliance Environment Directors Group and will be progressed on a regional basis.

The SHMG group has been expanded to include representatives from TFL and the Magistrates Courts.

- (3) *The review group recommends that (a) future surveys be developed in accordance with the council's community engagement strategy and forthcoming toolkit in order to ensure that it becomes standard practice to consult appropriate agencies on questions to be included in surveys; (b) standard information management practices be developed (for example raw survey data should be passed to the Safer Harrow Management Group (SHMG) in order to allow in depth analysis with other datasets such as crime/health data); (c) that questions addressing fear of crime be developed using research and best practice in order to avoid generating fear in respondents.*

This recommendation is fully supported. There needs to be an audit corporately of Council/HSP surveys and data collection systems to ensure consistency of approach and reporting of findings. The rationalisation of surveys will reduce the risk of over-consulting the public and we would fully support a process for the auditing and coordination of surveys to stop the over consultation of the public, duplication and financial waste that is currently occurring.

Progress to date: The Policy and Performance Unit have included the key Fear of Crime and ASB questions in the Mori Poll and will review all survey content in future against the community engagement strategy and process and include representatives from other council directorates and HSP/SHMG agencies.

- (4) *The review group recommends that further consideration be given to: (a) Investigating enhancing personal safety awareness and training to the over 60 year old population. Harrow's population is nearly twice the national rate; (b) Enhancing provision of preventative support to victims of crime; (c) Investigating the targeting of community led personal safety campaigns to the Asian population.*

This recommendation is fully supported. This work also needs to be linked work with the POP Community safety sub-group and MAF to progress this issue that also supports key local Area Agreement targets.

Progress to date: This is a key element of the LAA targets and is being progressed by the Police in terms of raising awareness of crime and personal safety amongst the over 60 population.

The Crime reduction unit and SHMG will continue to work with MAFF and with the POP panel on approaches to personal safety including the opportunity to raise external funding e.g. Big Lottery bid. A bid put in to the Big Lottery fund for this purpose was not successful.

- (5) *The review group recommends that further work be undertaken on (a) the drivers of fear of crime; (b) developing the fear of crime matrix as a tool to identify local fear issues and devising area specific approaches to the tackling of fear of crime.*

This recommendation is fully supported and links directly to core LAA targets. The initial data will be sourced from a single survey (see recc' 3 above)

Progress to date: The development of a fear of crime matrix is underway to be implemented through recommendation 1 above and informed by the outcome of recommendation 3. The progress will be monitored by SHMG and Scrutiny.

- (6) *The review group recommends that there should be far greater systematic communication of crime and community safety performance information to demonstrate to the community that Harrow is a safe borough.*

This recommendation is fully supported. A key recommendation of the Crime and Disorder Act Review is to require Community Safety Partnerships to provide 6 monthly strategic assessments. Part of the assessment is a review of performance that will be monitored by the SHMG and Scrutiny with the requirement to widely publish the performance review through the 'Community Call to Action' consultation process.

Progress to date: The results of the annual review have been published e.g. multi-agency electronic newsletter, Harrow People, Community TV. A Communications Programme has been agreed with the communications unit and is in progress.

The Council is considering a bespoke Harrow People issue to raise awareness of performance and to act as a promotional tool. The greatest block to progress remains the lack of any bespoke funding and significant additional work will be limited by funding available.

- (7) *The review group recommends (a) That as far as possible the Safer Harrow Management Group (SHMG) should undertake to issue joint press releases on matters that relate to crime and disorder reduction – appropriate mechanisms should be developed and releases should be branded predominantly with the Safer Harrow logo; (b) That a senior officer from relevant partner organisations should be identified to lead on communications matters and the Safer Harrow communications strategy; (c) Mechanisms should be developed and governance arrangements strengthened to enable member input into strategy; (d) That steps be taken to ensure that there is co-ordination between partners on engagement at the neighbourhood level relating to community safety and reducing fear of crime – this will include but may not be limited to the Safer Neighbourhood teams, any area consultation by the council as well as the neighbourhood renewal agenda. Such an approach represents best practice.*

This recommendation is fully supported. The approach to community safety communications is coordinated through the Safer Harrow Communications Plan but this has yet to be fully implemented.

Progress to date: A specialist Communications role to support co-ordination of the plan will require a dedicated resource through the Communications Unit which will not be available within this financial year. The Safer Harrow Management Group would welcome a council financial or resource contribution to support this function.

The Police have put in place a dedicated communications officer who is working with our communications team and all press releases are joint as far as is reasonably practicable. The Harrow People is also being used as a joint promotional resource.

- (8) *The review group recommends that the council place a bid for inclusion in year two of the roll-out of the single non-emergency number and that this be enmeshed in developments of the council's First Contact project.*

The details of the process, expectation and timetable will not be released until late April. Until this time the full ramification will not be known and there may be significant resource and timetable implications.

If this bid is pursued it will be a very significant extension of the BTP project and will need very careful consideration. The Council is considering this issue and a meeting has been set up with the BTP/First Contact to discuss the potential for placing a bid to be a pilot authority for the Single Non-Emergency Number implementation.

Progress to date: The Metropolitan Police and the ALG have agreed to take forward a London Wide Bid, which negates the potential for a local bid as the police will only support the central bid. Harrow has signed up to support and take

part in this bid, which has been submitted with the full detailed implementation plan to be made available in late 2006 for implementation in 2007.

- (9) *The review group welcomes moves to expedite the introduction of the Safer Neighbourhood teams and recommends that scrutiny receive future reporting on its implementation and effectiveness.*

This recommendation is fully supported. The Safer Neighbourhood teams performance monitoring will form significant operational response to Community Call to Action/Customer satisfaction.

Way forward: All 21 wards have now been provided with a Safer Neighbourhoods team although these are not yet up to full strength due to staff and funding shortfalls. The teams will be progressively strengthened during 2006/7 to full strength.

A key recommendation of the Crime and Disorder Act Review is to require Community safety Partnerships to provide 6 monthly strategic assessments. Part of the assessment is a review of performance that will be monitored by the SHMG and Scrutiny with the requirement to widely publish the performance review through the 'Community Call to Action' consultation process. This development is already in progress through the scrutiny committee work programme.

- (10) *In the light of the report of the Public Green Spaces review, the review group recommends that the council develop the 'capable guardians' concept but enhance it through the more formalised support of both police Safer Neighbourhoods teams, volunteers and council staff, when appropriate.*

This recommendation is fully supported. There is a case for 'co-production' i.e. tapping into community and voluntary sector provision e.g. SN teams, Area Teams, Borough beat, NHW, residents groups to take ownership of their areas as part of the 'Respect' agenda.

Progress to date: Standard Operating Procedures are in the process of being developed and developed between the council and the police and SN teams. The ASB unit has been amalgamated with the SN Teams to enhance the joint work and operational tasking.

The development of the Capable Guardians concept will be taken forward through the SHMG to support this e.g. police extended family model.

- (11) *The review group recommends that consideration be given to providing personal safety training to young people in the school environment in order to help to address young people's concerns about fear of crime. Such activity may need to include local Safer Neighbourhoods teams in order to build local relationships.*

This recommendation is fully supported and delivers key crime reduction priorities.

Progress to date: This recommendation has been amalgamated into the development of the Safer Schools programme and the work of the police officers dedicated to schools. It is also a standard part of the development and implementation of the SN teams and will be progressed as the teams are rolled out.

In addition bespoke Drug and Alcohol training has been funded for all year 6 pupils to be delivered in the 2006/7 academic year.

(12) *The review group supports the council's efforts to improve street lighting through the bid for public finance initiative funding and recommends that scrutiny be kept in touch with developments relating to the bid and contingency plans should it be unsuccessful.*

This recommendation is fully supported and relates directly to the PFI bid that has already been developed and submitted for consideration.

Progress to date: A PFI bid has been submitted for a £22m programme of replacement and will be progressed through the Public Realm Infrastructure Group when the outcome of the bidding process is known.

(13) *The review group supports the further development of the CCTV infrastructure in order to help to provide reassurance to the community. Efforts should be made to enhance provision in partnership with transport providers such as TfL and National Rail. Partners should consider lobbying transport providers to improve staffing levels at stations in order to provide reassurance. There also needs to be greater publicity of the CCTV van and greater communication of where CCTV has been involved in successful convictions or has acted as a deterrent.*

This recommendation is fully supported. The project to enhance the CCTV control room is well advanced and development of the infrastructure is a natural progression. The comments regarding TFL are considered above at recc' 2. The CCTV van has been under-utilised in terms of joint operations to address anti-social behaviour and low level crime due to a lack of sufficiently trained operators to man the van as well as the resource to support out of hours use.

Progress to date: The Community Involvement Officer has been tasked to train a pool of operators e.g. police, special constables, PCSOs, Area teams staff, Security/CCTV control room staff. This training will concentrate in the first instance on the SN and Police Teams to facilitate enhanced use of the mobile units and then rolled out to the wider staff compliment under the direction of the CCTV manager.

The Council and Partner Agencies are already engaged with TFL and have progressed the introduction of links to the tube network CCTV system starting with the Harrow On the Hill Station.

(14) *The review group recommends that consideration be given to developing mechanisms through which the lesbian, gay, bisexual and transgender (LGBT) community can (a) be consulted; and (b) provided with*

reassurance. This may involve setting up an LGBT forum or adapting or expanding existing provision.

This recommendation is fully supported. The Safer Harrow Management Group would very much welcome the implementation of a LGBT group in Harrow although it must be recognised that LGBT issues are much wider than just a community safety issue and will also deliver against many equalities issues.

Progress to date: Engagement of LGBT groups is being addressed in consultation with the partner agencies and the Policy and Performance Unit as it affects all strands of the HSP and is an equalities issue for the Council and main statutory agencies.

The provision of such a group has also been raised through the councils ETG group with a view to putting in place a corporate response.

2.2 Options considered

2.2.1 Not applicable

2.3 Consultation

2.3.1 In conducting the fear of crime review significant public consultation was undertaken as detailed in the Scrutiny report and covering cabinet report. The recommendations will be fully consulted on through the Safer Harrow Management Group and partner agencies before the detailed report is made to the Councils Strengthening Communities Scrutiny Sub Committee.

2.4 Financial Implications

2.4.1 The report is not seeking additional financial resources and there are no financial implications relating to the agreement of the recommendations by cabinet.

2.4.2 However, the implementation of the recommendations within the report could have financial implications for the council and/or its partner agencies which will be fully considered when the detailed report is made to Safer Stronger Communities Scrutiny Sub Committee, indicating how the recommendations will be implemented following full consideration by the Safer Harrow Management Group.

2.5 Legal Implications

2.5.1 None identified at this time, which are not contained within the body of the report.

2.6 Equalities Impact

2.6.1 The review groups report explores equalities issues associated with fear of crime, such as reassurance of vulnerable communities and consultation with hard to reach groups. Implementation of the recommendations will serve to support delivery against the key equalities issues identified.

2.7 Section 17 of Crime and Disorder Act 1998 Considerations

2.7.1 The review groups report and recommendations addresses the need for partner agencies to work together to develop and implement strategies to tackle crime and disorder and misuse of drugs. The report makes recommendations relating to partnership working arrangements and activities that should be co-ordinated across agencies, such as communications.

2.7.2 Implementation of these recommendation will serve to underpin the delivery of crime reduction strategy priorities and as such directly support section 17 key objectives.

Section 3: Supporting Information/Background Documents

Reducing Fear of Crime in Harrow Scrutiny Review, March 2006
Crime and Drugs reduction Strategy 2005-8



Meeting:	Safer and Stronger Communities Scrutiny Sub-Committee
Date:	5 th July 2006
Subject:	Crime & Disorder Act Review Recommendations - Implications for Scrutiny
Responsible Officer:	Gareth Llywelyn-Roberts – Head of Community safety Services
Contact Officers:	Ian Pearce, Crime Reduction Manager x2997 Dean McStay, Crime Reduction Officer x2663 Heather Smith, Scrutiny Officer x5203
Portfolio Holder:	Councillor Eileen Kinnear – Portfolio Holder for Urban Living – Public Realm
Key Decision:	No

Section 1: Summary

Decision Required

Recommendation:

Members to note the probable implications for Scrutiny Committee following the implementation of the recommendations attached to the Crime and Disorder Act Review (Appendix A)

Reason for report

The Police and Justice bill, currently before parliament proposes broadening the powers of local authority Overview and Scrutiny Committees encompass the work of CDRPs/CSPs (Community Safety Partnerships).

A form of 'scrutiny plus' involving the partner agencies e.g. MPA, Statutory Bodies under the Crime and Disorder Act and Voluntary Sector will allow scrutiny committees better to reflect the multi-agency nature of community safety work.

In addition, a mechanism will be introduced for triggering action whereby communities will be able to secure a response from partners to a particular community safety issue that has not been adequately addressed. The local ward councillor will play a key role in securing a response but the local authority scrutiny committee will be used to look at cases that cannot be easily resolved. See Community Call to action Flow Chart contained at pg13 in Appendix B.

It is expected that Local councillors will act as the conduit at neighbourhood level for relaying local concerns to community safety partners and encouraging local people to get involved in local governance. National standards which are yet to be developed will both include and build upon the active involvement of elected community safety portfolio holders in the strategic community safety decision making processes.

Benefits

The new responsibilities proposed in the review will strengthen the Council's accountability for consulting and involving the community in community safety improvements.

Cost of Proposals

It is unlikely that costs of community consultation can be contained within existing budget. Implications will need to be examined should the Review recommendations be implemented.

Risks

It will become a statutory requirement under the Crime and Disorder Act to undertake these functions.

Implications if recommendations rejected

The Council may fail to meet its statutory obligation to effectively address the Crime and Disorder Act and may be exposed to legal challenge.

The Council will be assessed by the forthcoming CPA regarding its contribution and resourcing of Crime and Disorder Act responsibilities.

Section 2: Report

A summary of the recommendations is contained in Appendix B.

The main proposals are (Implications for Scrutiny highlighted in bold):

1. Structures

- The strategic functions of Crime and Disorder Reduction Partnerships (CDRPs) should be separated from the operational functions so to sharpen the roles and responsibilities between and within key agencies.
- The list of responsible authorities under the 1998 Act can be extended by secondary rather than primary legislation

2. Delivery

- Adapt a National Intelligence Model (NIM) for partnerships and require its use in the strategic and operational functions of community safety
- **CDRPs/CSPs should undertake at least six-monthly strategic assessments**
- **The requirement for triennial audits and strategies to be replaced with annual rolling three year community safety plans**
- Strengthen section 115 (data sharing) of the CDA and place a duty on responsible authorities to share depersonalised data which is relevant for community safety purposes and which is already held in a depersonalised format.
- List of agencies to which section 115 applies can be extended by secondary rather than primary legislation

3. Governance & Accountability

- **Ensure that CDRPs consult and engage with their communities on a regular and ongoing basis**
- CDRPs to produce regular reports to their communities
- Repeal the requirement for CDRPs to report on annual performance to the Home Secretary
- **Extend the powers of local authority Overview and Scrutiny Committees to encompass the work of CDRPs**

4. Mainstreaming

- Broaden the definition of section 17 (mainstreaming crime reduction) so that agencies take account of anti-social behaviour, adversely affecting the environment and substance misuse
- The list of agencies to which section 17 applies can be extended by secondary rather than primary legislation

5. National Standards

- A set of national standards for partnership working will be put in place

- Consultation with stakeholders on adopting a new name for English Partnerships that better reflects this wider remit e.g. Community Safety Partnership (CSP)

Financial Implications

The Review recommendations, if implemented, may require additional resources over and above existing budget to finance the communications and training requirements. Any additional resource requirements, once they become clearer, will be the subject of an updated report.

Legal Implications

The review recommendations, if implemented, will impose additional or altered statutory duties upon the Council, particularly the Overview and Scrutiny Committee. A further report may be required when the Police and Justice Bill 2006 has been enacted.

Equalities Impact

The development of the new consultation requirements contributes significantly to the corporate equalities plan and achievement of level 3 of the equalities standard. For example, some minority groups are not adequately represented e.g. Lesbian, Gay, Bi-sexual and Transgender groups.

S17 Crime and Disorder Act Implications

The Crime and Disorder Act review recommendations will broaden the definition of s17 so that the Council and partner agencies take account of anti-social behaviour adversely affecting the environment and substance misuse.

Conclusion

The Crime and Disorder Act Review recommendations, if implemented, will result in new responsibilities for Scrutiny Committee and individual members. This will inevitably raise public expectation through the 'Community Call for Action' that members will become more directly accountable for community safety.

Section 3: Supporting Information/ Background Documents

1. Review of the Partnership Provisions of the Crime and Disorder Act 1998 Report of Findings (Appendix A)
2. Review Summary (Appendix B).

APPENDIX A

**REVIEW OF THE PARTNERSHIP
PROVISIONS OF THE CRIME AND
DISORDER ACT 1998 – REPORT OF
FINDINGS**

Executive Summary

The Government announced a review of the partnership provisions of the Crime and Disorder Act 1998 in the police reform White Paper - *Building Communities, Beating Crime* - in November 2004. The review was conducted jointly by the representative bodies of all the agencies with responsible authority status on CDRPs/CSPs, and included input via regional workshops from well over 400 practitioners and other stakeholders. Representatives of other key central Government departments were also involved.

The partnership landscape has changed substantially since CDRPs and CSPs were first created in 1998, this coupled with the introduction of Local Area Agreements and the changing role of local government presents new challenges for CDRPs and CSPs. Changes in the Criminal Justice System and the delivery of the police reform agenda will also impact on how CDRPs/CSPs do business. The review, therefore, was a timely piece of work that will help ensure all CDRPs/CSPs are in a good position to adapt to a changing delivery landscape and take on any new challenges.

We have broken our proposals down under five main headings – Structures, Delivery, Governance and Accountability, Mainstreaming and National Standards.

Structures

The geographical disconnection between CDRPs and other key partner agencies such as LCJBs and DAATs in two-tier areas does not aid successful partnership working. The review proposed splitting the strategic and operational decision making responsibilities of CDRPs, with the former sitting at county level. The benefits to CDRP/CSP performance of splitting their strategic and operational functions are such that we believe that this approach should be adopted by all CDRPs/CSPs, not just those in two-tier areas. Given the important role that CDRPs will play in delivering the Safer and Stronger Communities block of the LAAs, we have concluded that CDRPs' strategic functions should rest at Local Strategic Partnership level.

In order for a CDRP's strategic and operational functions to be discharged successfully, the right people need to be at the partnership table. Although we do not want to dictate who should represent the individual agencies at a local level, the review has highlighted how important it is that those attending partnership meetings have the seniority to take decisions and commit resources on behalf of their organisation. We will be developing national standards for partnership working that amongst other things will outline the role and responsibilities of each partner in helping to deliver community safety.

In order to ensure that CDRPs are better equipped to deal with the rapidly changing partnership landscape, the Home Secretary wishes to take a power to extend the list of responsible authorities by means of secondary legislation.

Delivery

Intelligence led decision making lies at the heart of effective delivery. We want every CDRP/CSP to undertake an intelligence led, problem-solving and outcome orientated approach to community safety. We believe the police National Intelligence Model provides a good practice framework for routinely analysing data and intelligence to inform strategic direction, accurately direct resources and manage risk. We will be adapting many of the principles and practices behind NIM to a partnership setting.

Strategic intelligence assessments will have to be undertaken at least on a six-monthly basis and they will have to be used by all those discharging strategic and operational community safety functions. This will replace the three yearly audits currently being undertaken by CDRPs/CSPs.

The six-monthly strategic intelligence assessments will inform the new requirement to produce annual rolling three year community safety plans. Many CDRPs/CSPs already review their three year strategies on an annual basis in response to shifting patterns of crime, anti-social behaviour and substance misuse. Repealing the requirement for triennial strategies will reflect the good practice already implemented by many CDRPs.

Effective community safety plans will be heavily dependent on the quality of the strategic intelligence assessments being produced by analysts and this in turn will be reliant on good information sharing amongst partner agencies. To this end, we intend to strengthen section 115 of the Crime and Disorder Act 1998 (CDA) and place a duty on responsible authorities to share depersonalised data which are relevant for community safety purposes. We will also make it clear through national standards how vital it is for every partnership to have an effective information sharing protocol in place to assist this process.

Governance and Accountability

Community safety matters greatly to local people and CDRPs play a crucial role in delivering this for local communities. Therefore, it is important that CDRPs should be both more visible to the communities they serve, and more accountable to them.

We will ensure that CDRPs continue to engage with local people and actively encourage and empower them to be involved in improving their quality of life. The Crime and Disorder Act required CDRPs to consult with a range of local agencies and people on the findings of their three year audits. We intend to continue this good practice by ensuring that within the NIM framework mentioned above, CDRPs/CSPs provide regular opportunities for local people to raise their concerns and provide valuable community intelligence.

We will no longer require CDRPs/CSPs to provide the Home Secretary with annual reports on the implementation of their three year strategies, but instead we want CDRPs to produce regular reports to their communities. It is essential that local people help inform decisions over local community safety

priorities and are able to see how the partnership is performing in order to hold it to account.

We will be extending the powers of local authority Overview and Scrutiny Committees to encompass the work of CDRPs/CSPs. A form of 'scrutiny plus' involving the partner agencies will allow scrutiny committees better to reflect the multi-agency nature of community safety work. In addition, we will be introducing a mechanism for triggering action whereby communities will be able to secure a response from partners to a particular community safety issue that has not been adequately addressed. The local ward councillor will play a key role in securing a response but the local authority scrutiny committee will be used to look at cases that cannot be easily resolved.

Local councillors will act as the conduit at neighbourhood level for relaying local concerns to community safety partners and encouraging local people to get involved in local governance. Our national standards will also reflect our desire to build on the active involvement of elected community safety portfolio holders in the strategic community safety decision making processes.

Mainstreaming and National Standards

Section 17 of the CDA has worked on the rationale that the socio-economic and environmental causes of crime and disorder can be impacted on by a range of agencies working in the locality and therefore they should regularly consider this in all their operational and strategic delivery decisions. This is still immensely relevant but we believe that the time has come formally to broaden the definition of s17 to require agencies to also take account of anti-social behaviour, behaviour adversely affecting the environment and substance misuse. In addition, the Home Secretary intends to take a power to add to the list of agencies to which section 17 applies by means of secondary legislation.

The guidance that accompanied the CDA in 1998 was intended to provide a framework within which agencies could decide how they best worked together at a local level to deliver on community safety. We still believe in this localised approach but as the review has underlined, during the past eight years it has become apparent that there is a need for a set of standards that clearly sets out what is expected of each partnership and the roles and responsibilities of the individual partners, whilst at the same time not prescribing how they meet these standards. National standards will establish a consistent approach to partnership working across all CDRPs/CSPs in England and Wales. Compliance with these national standards will be compulsory and will cover a range of key issues which have been addressed in these findings.

1 – INTRODUCTION

1.1 The Crime and Disorder Act 1998 put Crime and Disorder Reduction Partnerships (CDRPs) (now known as Community Safety Partnerships – CSPs – in Wales) on a statutory footing for the first time. The Act required Local Authorities and the police to come together to review the pattern and extent of crime and disorder in their local area and to implement a strategy for tackling these issues. This legislation was widely welcomed at the time, and is generally believed to have led to real local successes in tackling the problems of crime, disorder, substance misuse and anti-social behaviour that still blight far too many people's lives. However, it is clear that some CDRPs/CSPs have achieved significantly better results for their communities than others, and we felt that it was important to understand the reasons for this. That is why we announced in the police reform White Paper in November 2004 - '*Building Communities, Beating Crime*' a review of the partnership provisions of the 1998 Act, as amended by the Police Reform Act 2002.

1.2 The review was conducted jointly by the representative bodies of all the agencies with responsible authority status on CDRPs/CSPs, and included input via regional workshops from well over 400 practitioners and other stakeholders. Representatives of other key central Government departments were also involved. This report draws heavily on the original review team's recommendations, whilst also reflecting the wider context of developments that will impact upon community safety such as the roll out of Local Area Agreements, the Home Office's own proposals for restructuring the police service, and the debate stimulated recently by ODPM on the future of local government. Where what we are proposing in this document departs from the review's original position, we say so and explain the reasons for the change.

1.3 We have broken our proposals down under five main headings – Structures, Delivery, Governance and Accountability, Mainstreaming and National Standards. These reflect quite neatly the themes and issues which emerged during the review.

2 – STRUCTURES

The growth in the number of partnerships at local level and the increasingly complex delivery landscape present significant challenges for CDRPs/CSPs. This section looks at the following issues:

- The role of CDRPs/CSPs within the local delivery landscape
- How CDRPs/CSPs manage the complexity of that landscape
- Getting the right people around the partnership table

The role of CDRPs/CSPs

2.1 The 1998 Act placed an unambiguous duty on local authorities and the police to work together to identify the pattern of crime and disorder in their area and implement strategies for tackling these problems. Subsequent changes have:

- extended CDRPs' duties to include tackling the misuse of drugs, and anti-social behaviour¹;
- led to the merger in many parts of the country of CDRPs with Drug Action Teams. Full integration has taken place in Wales;
- provided the Secretary of State with the power to make an order to merge two or more CDRPs as long as he considers it to be in the interest of reducing crime and disorder, or of combating the misuse of drugs, to make the order; and
- widened the "responsible authority" family to include police authorities, fire and rescue authorities and primary care trusts.

2.2 However, there are far more partnerships operating locally now than was the case in 1998 and this, coupled with some other major developments such as the advent of Local Area Agreements (LAAs) means that CDRPs face some complex questions now about who they need to engage with, on what, and how. These were not questions which had quite the same complexity when CDRPs were created, and answers to them are needed now if partnerships are to operate at maximum efficiency.

Context

2.3 The Government started the local vision debate in 2004 with local government and other stakeholders. It is leading the development of a Government wide strategy for the future of local government. The debate has so far generated productive ideas, on local leadership, neighbourhoods and

¹ Section 1 of the Clean Neighbourhoods and Environment Act 2005 stated that the CDA 1998 shall be amended as follows: In section 6 of the Crime and Disorder Act 1998 (c. 37) (formulation and implementation of crime and disorder reduction strategies), in subsection (2)(a) (reviews), in each of sub-paragraphs (i) and (ii) after "crime and disorder in the area" insert "(including anti-social and other behaviour adversely affecting the local environment)".

the performance framework. Through the local vision debate, the Government seeks to:

- understand what the strategic role and function of local government should be (in the future) - given prevailing trends in government policy and changes in society (e.g. expectations, demography and technology); and
- build consensus for that new role across local, regional and central government, and other partners working to govern and deliver in local areas.

No decisions have been taken about whether or not in some way to go for a reorganisation of the two-tier structure in local government but consideration of local government structures is part of this wider debate about governance in the 21st century. The Government has sought views on whether there is a need for single tier local government; any change in local government structure will follow and need to be consistent with the changes that are currently being discussed in health and community safety.

2.4 On 8 December, the Government set out its vision for the role of local government within this complex partnership landscape in its consultation paper on the future development of Local Strategic Partnerships (LSPs) in England, 'Local Strategic Partnerships: Shaping their future' As that paper says, we see LSPs as the 'partnership of partnerships' within a local area 'ensuring that the lines of responsibility between partners and partnerships are clearly drawn and that duplication is avoided.' CDRPs have a vital role within this family of partnerships at local level, maintaining a focus on their primary function to tackle crime and disorder, anti-social behaviour and substance misuse but also influencing and being influenced by the area's Sustainable Community Strategy. A number of LSPs and CDRPs have already begun to work in this way, with the CDRP operating as a thematic sub-group of the LSP, and by aligning their three-year crime and disorder reduction strategy to the wider community strategy.

2.5 This new way of working is of course being brought into much sharper focus with the introduction of Local Area Agreements which are being rolled out across all top tier authorities in England from 2007/08. Safer and Stronger Communities is one of four blocks within Local Area Agreements. These developments are intended to strengthen partnerships and reduce the bureaucratic burden on them. They represent a new relationship between central and local government where funding is linked to the outcomes that areas, in consultation with their communities, want to achieve. LAAs and LSPs do not apply in Wales, so CSPs are unaffected by these initiatives.

2.6 The delivery landscape within which CDRPs/CSPs operate is also influenced by the Criminal Justice System, and the emerging picture on police reform. In April 2003, Local Criminal Justice Boards (LCJBs) were introduced to deliver the Government's priorities for the CJS; improving the delivery of justice, improving the service provided to witnesses and securing public

confidence in the criminal justice system. LCJB partnerships consist of the Chief Officers of Police, Crown Prosecution Service, Magistrates and Crown Courts, Youth Offending Teams, Probation and Prison service.

2.7 CDRPs and LCJBs have distinct roles and responsibilities. However, preventing and reducing crime and the efficient operation of the criminal justice system need to be seen as a continuum of activity by CJS and community safety agencies. The agencies working along this continuum need to engage closely with one another at the points where their agendas overlap or interface in order to provide a service to the public that reflects their priorities and concerns. Increasingly therefore, CDRPs and LCJBs are finding that they need to join up mutual areas of interest particularly issues such as domestic violence and the Prolific and Other Priority Offenders strategy. In response to this changing environment, the Home Office and Office for Criminal Justice Reform has recently published a document entitled 'CDRPs (CSPs) and LCJBs: How to work together' for both partnerships and boards to help them to work more closely together when it makes sense for them to do so.

2.8 The second wave of police reform will also have major implications for partnership working at CDRP level. We have set a very challenging timescale for police forces and authorities to submit options for restructuring in order to achieve the establishment of strategic forces which we believe is the best long term business solution for the police service. We are also convinced that co-terminosity between CDRPs and police force Basic Command Units needs to be achieved nationally in order to maximise the enormous benefits for partnership working that flow from co-terminous boundaries between police and local authorities.

Reducing the number of partnerships

2.9 One way to simplify a crowded delivery landscape is to take the opportunity, wherever possible, to reduce the total number of partnerships. This is obviously not as simple as it sounds, however, and should only be done where it is clear that the result will be benefit local communities by facilitating the delivery of better outcomes for them, whilst maintaining local focus. We have looked at whether, for example, there is a case in two-tier areas for simply creating one CDRP at county level, rather than having one per district as now. While that might be bureaucratically tidy, however, we have ruled this and similar options out on the grounds that they would make CDRPs too remote from the communities they serve, and be out of step with, for example, the Government's localism agenda and the neighbourhood policing initiative. Nonetheless, that is not to say that nothing can be done.

2.10 The first thing that we wish to do is to take a much more active role in encouraging **CDRP mergers.** The demands of community safety work, and the complex environment within which this work is undertaken, mean that all too often, smaller CDRPs lack the critical mass and infrastructure they need. The benefits of merger – economies of scale, and significantly greater

capacity to plan and undertake delivery of what their communities need in terms of community safety – are considerable. Underlining this message, the National Audit Office² commented in a report in December 2004 that smaller neighbouring partnerships should be encouraged to collaborate more closely, for example by sharing resources or where appropriate by merging in order to build up greater levels of expertise and resources to tackle crime. The NAO drew particular attention in this context to their finding that those crime reduction projects most ‘unlikely to lead to a demonstrable reduction in crime’ were those which were small scale and low cost.

2.11 Increasing the number of merged CDRPs will also facilitate greater co-terminosity across agency boundaries, particularly with the Basic Command Unit structure that operates within police force areas and with Primary Care Trusts which are increasingly being aligned with county council boundaries in two-tier areas.

2.12 The power to merge CDRP areas already exists in statute³ but we are not at this stage thinking of compelling mergers. We will, however, be asking the Government Regional Offices (GOs) to work with local partnerships to assess the case for mergers in their areas, against some criteria that we will be developing over the coming months. In taking this work forward, we will be working closely with ODPM as well as with regional and local partners to ensure that we do not end up with merged CDRP boundaries which are out of step with the likely future structure of local government itself.

2.13 Another way of reducing the number of partnerships is to push for further integration in England of CDRPs and DATs (they are already fully integrated in Wales). Where this has happened, the result is a single unified partnership with a clear focus and investment to tackle crime and disorder, anti-social behaviour and substance misuse. Real benefits in terms of joint commissioning of initiatives have arisen. We expect it also to secure the better involvement of health partners and encourage and support the engagement of the voluntary and community sector in partnership working. In keeping with this broadening of their remit we intend formally to **extend the role of CDRPs by placing a duty on responsible authorities to prevent and reduce crime and disorder, anti-social behaviour, behaviour adversely affecting the environment and substance misuse in their local area.**

Strategic decision making

2.14 While we are clear that CDRPs and Drug (& Alcohol) Action Teams need to integrate fully to improve their overall effectiveness, this is very difficult to achieve in two-tier areas, where they are sited at different levels. And the same geographical disconnection lies at the heart of many of the problems that CDRPs and LCJBs have encountered when it comes to effective joint working – the sheer number of CDRPs with which the LCJBs

² ‘Reducing Crime, the Home Office working with Crime and Disorder Reduction Partnerships’ – National Audit Office (December 2004)

³ section 97(3) of the Police Reform Act 2002

need to collaborate mitigates against success. The review team considered this particular difficulty, and came up with a solution for two-tier areas based on the idea of separating the strategic responsibilities of CDRPs from those relating to operational delivery, placing the former at the county level. This is something that stakeholders involved in the review told us was already happening in some parts of the country, with positive results.

2. 15 Broadly speaking, the review distinguished the two functions of CDRPs as shown in the box below.

Functions of CDRPS

STRATEGIC

Identifying short, medium and long-term strategic priorities for community safety encompassing crime, anti-social behaviour, behaviour adversely affecting the environment and substance misuse.

- Commissioning and considering regular strategic intelligence assessments informed by community consultation and engagement
- Committing resources
- Overseeing performance and removing barriers to performance improvement
- Responsible for the interface between CDRPs and others with connected areas of responsibility (LCJBs, LSPs, YOTs, CYPSPs, CTs and Police Authorities etc)

OPERATIONAL

- Translating high-level strategic priorities into local action plans for delivery
- Key partners coming together on a more regular basis
- Commissioning and considering day to day 'operational' intelligence assessments to identify immediate priorities for action
- Commissioning community safety services and deploying resources – on either a locality or thematic basis
- Performance and risk management of community safety services

(In two-tier local authority areas, this operational function may need to be carried out at sub-county level with groups of district CDRPs working together or at county level depending on the nature of the priority to be addressed. For example, a thematic group may be set up at county level to provide a strategic approach to tackling incidents of domestic violence across the whole area).

We think that this distinction is right, and are greatly attracted to the notion that the performance of CDRPs/CSPs would be improved if they split their strategic and operational functions. So much so, in fact, that we have decided

to go beyond the review team's original proposal and require all CDRPs/CSPs to adopt this approach, not just those operating in two-tier areas.

2.16 We are very mindful of the need to avoid creating new structures without good reason but also of the new dimension to the debate which LAAs have added. Given how important a role CDRPs have in the delivery of the LAA Safer and Stronger Communities block, we have decided that at least some of CDRPs' key strategic functions, should, in future rest at the Local Strategic Partnership level, although the precise detail of the balance of responsibilities between the CDRP and the LSP will need to be considered further. This shift would fit with the fact that the Local Strategic Partnership already has a strategic co-ordinating role for the area - effectively LSPs act as the partnerships of all partnerships at a local level and in particular ensure a Community Strategy and LAA is produced and agreed by all parties. We will be working closely with stakeholders to reflect in more detail through, for example, national standards how we expect CSPs/CDRPs to split their strategic and operational functions.

In practice, this will mean that the responsibility will sit with the unitary LSP, and at the county level in two-tier areas. This will allow appropriate strategic links to be made with all the key players and initiatives locally, including LCJBs, DAATs, Youth Offending Teams and the relevant health service structures. Very importantly, it also makes quite clear the relationship between the CDRP and the LSP, which has been a source of some confusion locally until now.

2.17 We recognise that there will be some concerns about the capacity at LSP level to take on this important new role. However, ODPM supports this broad approach as it fits with the overall role for the LSP established in their consultation 'Local Strategic Partnerships: Shaping their future', and we will work further on this with them as part of the follow up to the consultation document on the wider role of LSPs published on 8 December.

Getting the right people around the partnership table

2.18 In order for the strategic decision making and operational delivery functions of community safety to be successfully discharged, the right people need to be at the right partnership table at the right time. We see two dimensions to this issue. The first is to be clear that the responsibilities of the individual partner agencies appropriately reflect their role in the delivery of safer communities. The second relates to the level at which those agencies should, ideally, be represented in the various phases of the work.

2.19 Taking agencies' responsibilities first, there currently exists a 'hierarchy of participation' which recognises that whilst many agencies and non statutory bodies including the business and voluntary and community sectors have a role to play in community safety locally, a handful of key agencies are ultimately accountable for delivery. One of the findings of the review team was that Chief Officers of Fire and Rescue Services should be given the same "responsible authority" status as Chief Officers of Police, in

recognition of the importance of their contribution. We absolutely agree that that their contribution is crucial, but our legal advice is that this recommendation cannot be implemented as intended because, unlike Chief Constables, Chief Fire Officers have no legal status independent of the authority they serve. We will therefore **use our proposed national standards for partnership working (see chapter 6 below) to make a formal statement of the role of Chief Fire Officers in the process**, in order to underline the importance of the role they have to play.

2.20 It is probably worth saying a word here in recognition of the challenges that Primary Care Trusts and other health services face in contributing to community safety through partnership. Primary Care Trusts became responsible authorities on 1 April 2004 and although much progress has been made in the drugs arena, more needs to be done to ensure that health partners engage and communities reap the benefits of collaborative working. Health services themselves can derive much benefit from partnership working to improve community safety. Investing in partnership work to reduce alcohol abuse and violent crime for example, will lead to reduced demand for local health services and thus release savings for reinvestment. Despite the planned structural changes within the Health Service and the role of the Primary Care Trusts in providing local healthcare, it is vitally important for the role of health authorities to continue within the CDRP/CSP framework.

2.21 Turning to the question of who should represent the individual agencies at what stages in the process, we recognise that this has always been left to local decision, and we do not intend to change that – although we will certainly want to **discuss models with stakeholders as we develop and consult upon our proposed national standards for partnership working** (see below). For example, it would seem clear that the local authority cabinet member with responsibility for community safety must be a member of the Local Strategic Partnership: it is at the LSP where the strategic decisions affecting CDRPs/CSPs will be made under our new model, and it is also here where the LAA is managed. Having the community safety portfolio holder fully engaged with these key processes will be essential. This issue was initially considered within the ODPM Consultation “Local Strategic Partnerships: shaping the future”.

2.22 Finally, the Home Secretary wishes to reflect the rapidly changing nature of the wider partnership landscape – and the Government’s drive to reduce bureaucracy - by taking **a power to extend the list of responsible authorities within the meaning of the 1998 Act by means of secondary rather than primary legislation**. There may be occasions when this is needed in the future (for example, we are at a preliminary stage of discussion with DH officials about the possibility in relation to NHS Trusts) and secondary legislation represents a much simpler and faster way of achieving the same result.

3 - DELIVERY

Effective delivery relies on good decision making and good decisions are based on good information. This section outlines the following proposals that were developed from the review findings:

- Introducing intelligence led partnerships
- Introducing annual 3 year rolling community safety plans
- Improving information sharing

Intelligence led, outcome focussed delivery

3.1 In this section we set out our vision for delivery, both strategically and operationally. The changes outlined here build on good practice identified during the process of the review. At their heart lies the drive to provide a framework that will enable partnerships to be more responsive to the needs and concerns of local people. To be responsive, CDRPs/CSPs need to be well informed about the crime, anti-social behaviour and substance misuse risks and problems in their area through the use of real time intelligence and data. It is the use of this real time intelligence that should direct partnership activity both at a strategic level and at the level where strategic priorities are translated into action, at neighbourhood level.

3.2 The changes outlined in this section set out a vision for an intelligence-led, problem-solving and outcome oriented approach to community safety – enabling all partners to collaborate and target their efforts where they are most needed. By fully exploiting the data already collected by local agencies, we want CDRPs/CSPs to build and maintain an up-to-date, comprehensive picture of local community safety. This intelligence can then be used to inform every aspect of partnership business; from how to prioritise and target resources, and balance swift enforcement with early intervention and longer term prevention, through performance and risk management, to when and where to focus intensive efforts to engage communities.

3.3 To be genuinely responsive to what are often complex and multi-faceted problems, agencies need to collaborate in different ways at different levels. Long-term crime prevention measures require input at a strategic level from all those setting priorities for public services in a locality. Similarly, the everyday maintenance of safety and security in a local area is dependent on a wide range of services and activities across the public, private, voluntary and community sectors.

3.4 We believe that a responsive framework needs to be based on the aims and principles of the police National Intelligence Model (NIM). NIM is a system for using intelligence and information to direct police activity enabling police forces to trace the continuum between anti-social behaviour and the most serious crime, and to identify those local issues most in need of attention. It ensures that information is fully researched, developed and analysed to provide intelligence that senior managers can use to inform

strategic direction, make tactical resourcing decisions about operational policing, and manage risk.

3.5 Although the business processes of NIM may not always be directly transferable to a multi-agency environment, its principles and many of its practices are just as relevant. There is a huge range of intelligence gathered, produced and retained by the many bodies operating within a locality. Brought together, this intelligence has the power to produce a much more focused assault on the drivers of crime, anti-social behaviour and substance misuse.

3.6 Information-based problem-solving approaches to partnership working are nothing new; many areas already operate in this way. They provide a framework for every community across England and Wales, which provides sufficient flexibility to take account of local circumstances whilst providing a set of common standards for all.

3.7 At the strategic level, intelligence led partnership working will mean more effective and co-ordinated strategic planning across partner agencies and with other local partnerships. Chief Officers of partner agencies will need to consider strategic intelligence assessments on a six-monthly basis, in order to set – and then review – the strategic priorities for the area. These will include crime, victim and offender data, along with other relevant local profiling for the purposes of risk assessment and resource allocation and draw on softer intelligence generated through community consultation and engagement carried out at district and neighbourhood level. We expect that partners working together at a strategic level will be able to make better informed decisions about where resources need to be deployed in order to make the biggest impact, and improve their performance and risk management processes. For those designing and delivering services, it will support smarter responses to emerging problems and better targeting of resources – to enable maximum impact on the safety of the local environment.

3.8 CDRP strategic priorities will be translated into action at the operational level by senior officers from the partnership agencies. Senior officers with the authority to take decisions and deploy resources will commission and co-ordinate the action required to secure delivery of the CDRP's community safety priorities.

3.9 In order to achieve all this we will **adapt NIM to the partnership environment, and require (by means of national standards) its use by all those discharging the strategic or operational functions of community safety.**

Annual 3 year rolling community safety plans

3.10 At present, CDRPs are required to carry out triennial audits of crime and disorder and drugs misuse and to implement strategies for tackling the problems these audits identify. Three audit cycles have been completed

since the Act was introduced in 1998 and they have been useful stand-alone assessments. However, three year audits are also resource intensive and often now seen as a distraction from delivery, tying up key partnership staff for up to a year in their production. The reality on the ground is that many partnerships are becoming increasingly performance focussed and intelligence-led; informed by real-time information and community intelligence.

3.11 In place of the three yearly audits we believe **CDRPs/CSPs should undertake regular strategic assessments, at least on a six monthly basis, which will need to tie in with the six monthly progress reports for Local Area Agreements to avoid duplication.** This would be in keeping with the approach adopted by many well performing partnerships.

3.12 With the lifting of this requirement, we also want to see a change in the way in which CDRPs/CSPs approach the development of their community safety strategies. Many CDRPs/CSPs already review and revise their three year strategies on an annual basis to reflect shifting patterns of crime, anti-social behaviour and substance misuse. We therefore intend to **repeal the requirement for triennial audits and strategies, replacing this with a requirement for annual rolling three year community safety plans.** These plans would be underpinned by the six-monthly strategic intelligence assessments and informed by consultation and engagement with communities. They will need to be firmly integrated with the Sustainable Community Strategy and Local Area Agreements as well as local thematic plans such as the Local Policing Plan, Local Area Agreements, the Youth Justice Plan and the Children and Young People Strategic Plan.

Improving information sharing

3.13 The intelligence-led framework for delivery described above relies on effective analysis and this in turn depends on the regular availability of good quality data. However, we know that many stakeholders are frustrated by partners who do not always co-operate fully when approached with a request for information. Uncertainty over what is legally permissible is, in many cases, inhibiting data sharing. The issue is not just that legislation around data sharing can be misunderstood or misapplied. There is also a sense that the law can be used as an excuse; sometimes held up to 'justify' an inherent reluctance to share information outside a particular agency, or for purposes that might not be that agency's primary objective.

3.14 The use and exchange of data identifying particular individuals are – quite rightly – carefully controlled. However, the same legislative restrictions do not apply when data do not refer to specific people or when they have been 'cleansed' to a point when individuals are no longer identifiable. Although much less problematic in terms of the legal framework, this kind of "depersonalised" information is still not always shared between agencies.

3.15 Yet it is of critical importance to local partnerships, enabling them to carry out evidence-based, targeted community safety interventions and to evaluate their impact. Routine profiling of key data sets is also vital for

performance and risk management purposes. The improved outcomes of an intelligence-led, problem solving approach to community safety can only be achieved when partners have access to a broad range of robust and up-to-date information.

3.16 To address these barriers, we intend to **strengthen section 115 of the Crime and Disorder Act, which gives relevant agencies the power to disclose information, and place a duty on responsible authorities to share depersonalised data which are relevant for community safety purposes and already held in a depersonalised format.** This duty will apply to data already collected by partner agencies in a depersonalised format.

3.17 We also believe it is vital for every CDRP/CSP to have an information sharing protocol in place which formally sets out the principles of the partnership's data sharing arrangements, detailing what will be exchanged, by whom, with whom, for what purposes and with which safeguards in place. An effective and enabling framework for inter-agency data exchange would need to include a shared understanding of its limits, as well as what it permits. We also want to ensure that, at the strategic decision making level, someone in each of the responsible authorities is given formal responsibility for facilitating data and information sharing across all partnership agencies.

4 – GOVERNANCE AND ACCOUNTABILITY

Successful partnership working depends on good governance and accountability arrangements. This section looks at how we are going to improve the democratic accountability and visibility of partnerships whilst engaging local people in community safety initiatives:

- Engaging local people in collective action to make their communities safer
- Improving the visibility of CDRPs to local people
- Getting the accountability arrangements right

Engaging local people in collective action

4.1 Community safety matters to local people. For some people it is among the biggest concerns in their everyday life. We want to transform that concern into action by providing local people with opportunities to get involved in initiatives and decision making by working through and with their local CDRP/CSP. There are a number of benefits for partnerships in involving local people and communities in action to improve community safety. Local residents probably understand their own problems better than service agency practitioners. They can be very creative with ideas for tackling crime and disorder and improving community safety in their neighbourhoods.

4.2 Community engagement is about actively involving citizens in improving their quality of life. It can involve a wide variety of approaches. For example, participation in focus groups through to participation in the governance or direct delivery of public services, including through public sector volunteering or Voluntary and Community Sector activity. CDRPs/CSPs have a strong tradition of involving their communities in community safety initiatives and under the Crime and Disorder Act are required to consult on the findings of their three year audits with a range of local agencies and local people. We intend to build on this tradition and **ensure that CDRPs consult and engage with their communities on a regular and ongoing basis.**

4.3 Under the framework for delivery described above, we envisage CDRPs undertaking regular strategic assessments based on real time data, including community intelligence. **CDRPs/CSPs will need to provide regular opportunities within this framework for delivery for local people to raise their concerns, in the knowledge that they will be listened to and their concerns addressed by local agencies.** These proposals are about putting people at the heart of public services and passing more power, control and influence to local communities.

4.4 In addition to collective action that mobilises communities to become involved in partnership led activity, CDRPs/CSPs also have a role to play in building the capacity of communities to take action that helps direct that activity. For example:

- involvement in joint tasking and co-ordination groups, where appropriate, to identify community priorities;
- influencing the deployment of resources in a local area;
- identifying incidents of anti-social behaviour and developing community based solutions to deal with it; and
- influencing the type of unpaid or reparative work undertaken by offenders as part of community orders.

Improving the visibility of CDRPs/CSPs to local people

4.5 Involving local people in community based action to improve the safety of their neighbourhoods will strengthen accountability at local level. It will also help publicise and promote interest in the work of the partnership, thus increasing the visibility of partnership agencies and the services they deliver within their communities. We are increasing the visibility of the police service in local areas with the introduction of our Neighbourhood Policing programme. By 2008 every area will benefit from dedicated neighbourhood policing teams. The public will know who their local officers are and how they can be contacted. We want people to have a genuine say in their local policing and community safety priorities. As part of this work we want to involve local people in our arrangements for improving the accountability of the police and other agencies working in partnership within the communities they serve. This will also raise their profile and encourage greater communication.

4.6 Under current arrangements CDRPs/CSPs are required to provide the Home Secretary with an annual report on the implementation of their three year strategies. We know that in many areas, CDRPs/CSPs are already using a range of creative media to publish innovative reports for local people in order to communicate consistent messages about community safety issues. The Government believes that this practice should be universally adopted as it provides local people with information on the work of the partnership and the progress made towards making their communities safer. **We will therefore in future require CDRPs/CSPs to produce regular reports to their communities. The details of this will be set out in national standards after further consultation with stakeholders.** These reports will need to be considered as part of the LSP's overall communication strategy to avoid duplication.

4.7 The principles of citizen engagement, local responsiveness and customer service lie at the heart of the Government's programmes of police, local government and criminal justice reform. Local people need to understand how local agencies are working together to build safer and stronger communities and be able to use this information to make balanced judgements about local priorities. In respect of local policing information we have introduced a provision in the Serious Organised Crime and Police Act 2005 that Police Authorities must provide information to households in the authority's area on matters relating to the policing of the area. We want partnerships to achieve a significant level of visibility within their communities and to this end have encouraged police authorities through guidance to consider additionally producing information with a partnership dimension

wherever possible. We want CDRP/CSP partners to collaborate to achieve this aim so that as a matter of course local people can expect regular information on the partnership's community safety activities. We will be working with stakeholders to provide more detailed information on this collaboration between Police Authorities and CDRPs/CSPs through national standards.

4.8 We are convinced that the public should know what community safety priorities are being delivered by partnerships and how they are performing in order to hold these agencies to account. However, **we do not believe that there is any value in retaining a requirement for CDRPs to send a separate report on their annual performance to the Home Secretary.** We have introduced internal performance management arrangements whereby the Home Office Regional Directors in the Government Offices for the Regions performance manage their local partnerships, working closely with them to develop robust performance management systems that allow for effective monitoring of local delivery. These arrangements are intended to strengthen the accountability of partnerships in delivering reductions in crime, anti-social behaviour and misuse of drugs and we believe negate the need for separate reporting arrangements to the Home Secretary by way of an annual report.

4.9 Also relevant here is the Government's⁴ Respect Action Plan (launched on 10 January 2006). This states that in future senior representatives of CDRPs will be expected to hold regular "face the people" briefings. – essentially, question and answer sessions open to the public, media and community groups. We will work this requirement into our proposed National Standards (see Chapter 6 below), and will consult with key stakeholders on the details as that work progresses..

Improving democratic accountability arrangements

4.10 Increasing opportunities for communities to have both a voice and a role in community safety is an essential prerequisite for holding to account those who are responsible for tackling crime and disorder in a local area. We will be introducing a mechanism (the 'Community Call for Action'), as outlined in the White Paper *Building Communities, Beating Crime*, whereby communities can secure a response from the police and their partners to a community safety issue that has not been adequately addressed. We are clear that ward councillors should have a key role in the process, so that the route to getting a response from the relevant agencies for local people will be through an approach to their ward councillor. We see a role for local authority scrutiny committees in looking at particularly difficult cases which cannot be resolved through the informal mechanisms which exist between the ward councillor and local partners.

4.11 Whilst we expect that the Community Call for Action will be a remedy of last resort, we are nevertheless clear that local councillors will need to play a central role in the dialogue between local agencies and local people. Many local councillors already work closely with community safety agencies at

⁴ Chapter 6, Page 28 RESPECT Action Plan published by COI on behalf of Respect Task Force

neighbourhood level and as leaders of and advocates for their communities, are uniquely placed to act as a conduit at neighbourhood level for relaying local concerns to community safety partner agencies. They are equally well placed to encourage local people to get involved in neighbourhood governance. In so doing they can help inform decisions over local community safety priorities and help to mobilise local action.

4.12 Within the framework set out in chapters 2 and 3, we believe the active involvement of elected members in community safety to be equally important at both neighbourhood and strategic levels. We want to build on this and reinforce local democratic accountability for community safety by bedding community safety arrangements firmly into local democratic processes.

4.13 Our proposals for separating out CDRPs' strategic and operational functions (Chapter 2) requires that in unitary and two-tier areas, local authority cabinet members with the portfolio for community safety should sit on the Local Strategic Partnership which owns the LAA. We will ensure that the portfolio holder's participation in the CDRP strategic decision making process is mandatory. This will:

- provide a direct link between the heart of the council's leadership and strategic community safety decision making processes; and
- ensure that chief officers of council services are held to account for those contributions;

4.14 We also set out in chapter 2 the expectation that district level CDRPs will in conjunction with the Home Office Regional Director for the area, consider carefully the merits of formally merging with other CDRPs. **Where mergers do occur we will expect all the district portfolio holders to be involved in the newly merged CDRP.**

4.15 In addition to the involvement of community safety portfolio holders in strategic decision making, back bench scrutiny committees will play a key role as part of the checks and balances necessary to hold community safety decision makers to account for the delivery of local priorities. Scrutiny Committees currently have the ability to co-opt people who are not councillors, summon members of the council executive and officers of the authority to answer questions, and invite other people to attend meetings to give their views or submit evidence. This, along with the opportunity for the public to be directly involved, positions them well to tackle complex and cross cutting issues and support partnership working. We know that with the co-operation of local partners reviews have already been undertaken by a number of councils and that this has resulted in changes in the way services are delivered, with tangible benefits for local people.

4.16 However, the Audit Commission and others have highlighted a mixed picture of progress made by local government. Consultation with stakeholders during the course of the CDA review showed that some partners have concerns about more assessment while others express fears that placing a

duty to co-operate on the police could result in interference with the detail of the day to day management of policing operations. We believe that with political will and mutual respect these concerns can be overcome. A form of “scrutiny plus” involving members of Police and Fire Authorities and Primary Care Trust Boards would bring a breadth and balance to the process allowing scrutiny committees better to reflect the cross cutting, multi-agency nature of much community safety work. A precedent for this already exists in relation to the health service where the Health and Social Care Act 2001 extended the functions of scrutiny committees so as to enable them to review and scrutinise matters relating to the health service in the local authority’s area. **We therefore intend to extend the powers of local authority Overview and Scrutiny Committees to encompass the work of CDRPs/CSPs.** The wider extension of scrutiny powers is considered within the ODPM Consultation “Local Strategic Partnerships: shaping the future” and will be developed as part of the Local Government White Paper and draft LSP Guidance during Summer 2006.

4.17 We propose that if the scrutiny committee concludes that partnership action is necessary, as in the case of the mechanism for triggering action on specific issues, then the relevant community safety partners would have a duty to consider the recommendations and report back to the scrutiny committee on action that has been or will be taken, or on the reasons for deciding that action cannot be taken. The relevant partners would be under an additional duty to explain any decision not to take action at the next scrutiny committee meeting.

4.18 The police reform agenda will mean that the creation of larger forces will require police authorities to take a more strategic view when discharging their functions. Concerns have been expressed that this may lead to strategic forces and authorities being remote from communities at a neighbourhood and district level. We believe that the measures set out above for improving democratic accountability of all CDRP partners, including BCU Commanders, together with the introduction of neighbourhood policing across the country and the ‘Community Call for Action’ (set out in the Respect Action Plan) will allay such concerns. BCU Commanders, alongside other responsible authorities, would be answerable to the Overview and Scrutiny Committee for their contribution to the delivery of local community safety priorities as detailed above. The police authority would be co-opted to sit on the committee to ensure that they play a role in ensuring local policing priorities are reflected at a more strategic level and vice-versa.

5 – MAINSTREAMING

This section outlines what more needs to be done to ensure agencies mainstream crime reduction and community safety considerations in the delivery of all their services:

- Broadening the definition of section 17 of the Crime and Disorder Act
- Extending mainstreaming to additional agencies

Broadening the definition of section 17

5.1 It is clear that there has been a steady improvement in the delivery of local crime and disorder reduction partnerships since 1998. However, partnerships continue to face real challenges not least of which is the challenge agencies face in mainstreaming community safety within their core activities.

5.2 Section 17 of the Crime and Disorder Act 1998 places a duty on those organisations that fall within its ambit⁵ to do all they reasonably can to prevent crime and disorder in their area. Its underpinning rationale is simple: levels of crime and disorder are influenced by the policies, decisions and practices of agencies and organisations working in a locality. Thus, specified organisations should routinely consider the implications for crime and disorder as they carry out their day-to-day business.

5.3 We believe that section 17 should be the principle vehicle for mainstreaming community safety in key local agencies. We expect the agencies to which the legislation applies to build crime and disorder considerations into their governance and decision making processes: policies, strategies, plans, budgets and the delivery of key services must all be considered for their contribution to preventing and reducing crime and associated problems.

5.4 However, given the range of community safety considerations that agencies now tackle in partnership as a matter of course, **we believe that the time has come formally to broaden the definition of section 17 so that agencies take account not just of crime and disorder but also of anti-social behaviour, behaviour adversely affecting the environment and substance misuse.**

Extending mainstreaming to additional agencies

5.5 Section 17 complements local authorities' responsibilities under Part 1 of the Local Government Act 2000 to promote the economic, environmental and social well being of the communities they serve. Their community leadership role and the wide range of local services they provide makes them ideally placed to impact on the socio-economic and environmental drivers for

⁵ Local Authorities, Police, National Park Authorities, the Broads Authority and following the Police Reform Act 2002, Police Authorities and Fire Authorities.

crime. Through education, health and social care, children's services, housing, transport, planning and other community based services, an increasing number of councils are addressing the implications of section 17 and taking action to implement it. Some councils have used the best value review process to good effect to examine and make changes to the way they deliver key services in light of their effect on local crime and disorder and the fear associated with it.

5.6 Although most organisations have made some progress with mainstreaming, compliance with section 17 remains inconsistent across the board. This is something that we want to address. Mainstreaming means more than simply changing procedures. It requires a change in culture to a mindset that involves understanding what matters most to local people and careful thought about how everyday practices can be organised to make a full contribution to improving community safety. We have already taken steps to ensure that all top tier councils embed community safety into the culture of their organisations through the inclusion of a particular focus on section 17 compliance within the Safer and Stronger Communities element of the Comprehensive Performance Assessment (CPA) 2005. There are encouraging signs that this is already changing behaviour in councils.

5.7 Equally, the addition of Police Authorities and Fire Authorities as CDRP responsible authorities introduced in the Police Reform Act 2002 has brought their section 17 responsibilities into much sharper focus.

5.8 Whilst the Police Reform Act 2002 extended the provisions of section 17 to Police Authorities and Fire and Rescue Authorities, it was not similarly extended to other agencies with a significant contribution to community safety. In order to ensure that future additions can be made to the list of agencies to which section 17 applies with the minimum bureaucracy, the Home Secretary intends to take **a power to add to the list of responsible authorities by means of secondary legislation**, in line with the proposal in respect of adding to the list of responsible authorities discussed in Chapter 2.

6 – NATIONAL STANDARDS

Effective partnership working relies on clarity between agencies about their individual contributions and roles and responsibilities within the partnership. This section sets out how we will provide clarity for agencies through a set of National Standards for partnership working

6.1 The proposals in this paper set out why we believe changes need to be made to improve the effectiveness of CDRPs/CSPs and how we think these improvements can be achieved. There will be a need for some legislative changes to make a reality of these proposals, but we also believe that much change can be realised if partner agencies are clear about their individual contributions and roles and responsibilities within the partnership.

6.2 When the Crime and Disorder Act initially came into effect in 1998, the accompanying guidance was intended to provide a broad enough framework for agencies in different areas and with different problems to develop their own ways of working together to tackle crime and disorder. We believe this is still right. However, during the intervening eight years, it has become increasingly apparent that a broad set of principles or standards are needed to clarify what is expected of agencies in partnership, whilst not prescribing how they meet these standards. We believe it is central government's job to set the framework within which agencies need to work together in partnership whilst not prescribing the way in which they work within that framework at local level.

6.3 We therefore believe that the case has now been made for a set of national standards for community safety partnership working. These national standards, compliance with which will be compulsory, will cover a number of key areas of partnership activity that have been identified by commentators, including HMIC⁶ and the Audit Commission⁷ as critical factors for successful partnership working since the introduction of the Act in 1998.

6.4 For example, successive reports (some referred to in this paper) have highlighted the importance of strong, committed leadership as a defining characteristic of successful partnerships. This is as relevant to the political contribution to community safety work as it is to the managerial leadership provided by partner agencies. Feedback from stakeholders during the course of our review of the CDA points to lack of consistent engagement from some key agencies and inappropriate levels of representation with delegation of responsibility for attendance at partnership meetings to officers who lack the seniority to take decisions and commit resources on behalf of their organisations. This inhibits partnerships' ability to fulfil their full potential and undermines the added value for communities that true collaboration can provide.

⁶ Calling Time on Crime – A Thematic Inspection on Crime and Disorder conducted by HMIC, Home Office (July 2000)

⁷ Community Safety Partnerships – AC Knowledge – Learning from Audit, Inspection and Research, Audit Commission (2002)

6.5 We want to ensure that all key local agencies commit energy and resources to community safety. This means securing the leadership and active involvement of Chief Officers of all partner agencies with the introduction of National Standards which will spell out the contribution of senior officers, as described in previous chapters. In line with the Government's wider policy of devolution and delegation, we do not propose to prescribe how they do this but the standards will set out clearly what we expect of them.

6.6 These key areas include:

- their role in the implementation of a NIM framework to:
 - produce annual three year rolling plans
 - undertake regular strategic assessments
 - use intelligence led problem-solving approach to support business processes such as performance, risk and financial management (described in chapter 3);
- the benefits of engaging communities in crime and anti-social behaviour prevention and reduction (described in chapters 3 and 4);
- clarity around the roles and responsibilities of partner agency chief officers in providing leadership and strategic direction for the partnership at county, district and unitary level (described in chapter 2);
- ensuring their organisation's compliance with section 17 (described in chapter 5);
- clarity around inter-agency, and local democratic governance and accountability arrangements (described in chapter 4); and
- the principles that govern information sharing such as information sharing protocols (described in chapter 3).

6.7 These National Standards will be developed in partnership with stakeholders such as practitioner bodies, Government Offices and national bodies such as ACPO, APA, LGA, CFOA and the NHS Confederation, and will set out how we expect CDRPs to use real time intelligence, including hard data such as crime and substance misuse statistics as well as community intelligence to identify short, medium and long term priorities for the partnership. We will set out the roles and responsibilities of individual partner agencies and chief officers and the standards of good governance we expect them to achieve. In two-tier areas of local government, compliance with National Standards will be partly founded on collaboration between CDRPs at district level and the strategic CDRP at county level, in support of joint county-wide strategic analysis and priority setting.

6.8 The Morgan Report⁸ defined community safety 'as having both social and situational aspects, as being concerned with people, communities and organisations including families, victims and at risk groups, as well as with attempting to reduce particular types of crime and the fear of crime.' Many

⁸ Morgan, J – Safer communities: the local delivery of crime prevention through the partnership approach – Home Office, Crime Prevention Unit (1991)

partnerships have been making a reality of this interpretation for some time, and in Wales local partnerships, known as Community Safety Partnerships, have been tackling crime and disorder and substance abuse issues since 2003. **We intend to use national standards to respond to what is already happening on the ground by consulting with stakeholders on adopting a new name for English partnerships that better reflects this wider remit.**

7 – CONCLUSION

7.1 A number of the proposals in this findings report will require new - or amendments to existing - legislation. The Police and Justice Bill (just introduced in Parliament) will be the vehicle for these changes. The Bill will make communities safer by driving forward the police reform programme and the Prime Minister's Respect agenda, as well as taking forward important proposals on the management of offenders, youth justice and sentencing. The legislative timetable will mean that Royal Assent is likely to be sought in the autumn of 2006, with implementation of the measures following thereafter.

7.2 In the meantime we will be working with stakeholders to develop the national standards that will allow for the legislative changes and some other changes set out in this report to be delivered by CDRPs/CSPs. Our aim will be to develop the tools that partnerships will need to help them implement these proposals effectively and get the most from them. We will continue to work on those elements of the findings that do not require legislation and/or national standards, for example encouraging further CDRP mergers where appropriate.

7.3 The review has been a hugely productive piece of work that will impact positively on the effectiveness of partnerships across England and Wales at a time when police reform and changes to local government are helping to shape the delivery landscape. We would like to thank all those who have taken part and dedicated so much time and effort to help shape our vision for the future of partnership working.

7.4 Questions about the findings of this report should be directed to cdareview@homeoffice.gsi.gov.uk

Home Office
January 2006

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APPENDIX B Briefing on the Crime and Disorder Act Review

Summary of main aspects of the Police and Justice Bill

The White Paper 'Building Communities, Beating Crime: a better police service for the 21st century' (CM 6360), published in November 2004, set out central Government's strategy for strengthening the ability of the police and their partners to prevent, deter, detect and reduce crime. It set out three objectives to achieve this:

- To spread neighbourhood policing to every community with improved police responsiveness and customer service
- To modernise the police workforce to ensure that the service is fully equipped and able to deliver these changes
- To increase the involvement local communities determining how their communities are policed.¹

The bill includes:

- Police reform (includes amendments to the powers and duties of community support officers)
- Amendments to powers of Police
- Crime and Anti-Social Behaviour (includes amendments to the Crime and Disorder Act 1998, the role of overview and scrutiny committees, parenting orders and anti-social behaviour injunctions)
- Establishing Her Majesty's Chief Inspector for Justice, Community Safety and Custody

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Review of Partnership arrangements

The Government's overall objective in carrying out a review of partnership arrangements as set out in the Crime and Disorder Act was to strengthen the visibility, responsiveness, membership and role of local partnerships. The aim is to make them the most effective possible vehicle for tackling crime, anti-social behaviour, behaviour adversely affecting the environment and substance misuse at a local level. **The review findings are not compulsory at this stage as the legislation needs to be enacted but it would be good practice to implement in advance of this happening.** Proposals from the review fell within 5 main headings and are summarised as follows:

Structures

- The strategic and operational decision making roles of the CDRPs (crime and disorder reduction partnerships) are to be split, with at least some of the strategic functions resting at the LSP level; the precise detail is to be considered further.²
- The CDRP is to operate as a thematic sub-group of the LSP, with the three year crime and disorder strategy aligned to the LSP community strategy.³

¹ Police and Justice Bill. (2006). *Explanatory Notes*. <http://www.publications.parliament.uk/pa/cm200506/cmbills/119/en/06119x--htm>. Accessed 26 January 2006.

² Home Office. (January 2006). *Review of the Partnership Provisions of the Crime and Disorder Act 1998 – Report of Findings*. p. 2, p. 11

³ *Ibid*, p. 7

- Who should represent the partners will continue to be a local decision, but it will be mandatory for the Cabinet member with the community safety portfolio to sit on the LSP that ‘owns’ the LAA.⁴

Delivery

- Six monthly intelligence assessments are to replace the current three year audit. There will also be a requirement to produce a rolling three-year community safety plan (this is in keeping with other thematic three year rolling plans such as the CYPP, youth justice plan).
- There will be a requirement for greater use of intelligence-led approaches to community safety, adapted to partnership arrangements and enforced by national standards. This will need to be taken into consideration in the development of the HSP scorecard and also performance monitoring role for scrutiny.
- The information-sharing requirement on partners will be strengthened (s115 of the Crime and Disorder Act 1998).⁵

Governance and accountability

- To make CDRPs more visible to communities, the duty to report annually to the Home Office is to be replaced with a duty to report regularly to the community. Regular reporting should be considered as part of the LSP’s communications strategy.⁶ In Harrow consideration should be given to linking into the wider community engagement agenda.
- Making the community safety portfolio holder a mandatory member of the LSP is intended to increase accountability. In terms of scrutiny, the relevant portfolio holder already attends the Strengthening Communities Scrutiny Sub-Committee for Q&A.
- The Respect Action plan indicates that senior representatives of the CDRPs will be expected to hold regular Q&As which would be open to the public, community groups and the media;⁷ this appears to be totally separate to the ‘holding to account’ by scrutiny but there may be potential for considering how these processes could be linked.
- The powers of the Overview and Scrutiny Committee are to be extended and ward councillors will also be given a specific role through the ‘Community Call to Action’ (a formalisation of councillors’ existing constituency role).

Mainstreaming and national standards

- The definition of s17 of the CDA will be extended to include antisocial behaviour, behaviour adversely affecting the environment and substance misuse.⁸
- Compulsory national standards for partnership working will be developed which will outline the expectations on each partnership and each individual partner (including the roles and responsibilities of partners and chief officers).

⁴ Ibid, p. 12, p. 20

⁵ Ibid, p. 3

⁶ Ibid, p. 18

⁷ Ibid, p. 19; Respect Action Plan, p. 27

⁸ Home Office. (January 2006). *Review of the Partnership Provisions of the Crime and Disorder Act 1998 – Report of Findings.* p. 9

- The focus on s17 compliance already appears within the Safer and Stronger Communities aspect of CPA.⁹

Other

The other main area within the bill, which may potentially impact, relates to co-terminosity of borough command units (BCUs) and the local authority. Except where the Secretary of State allows, the bill specifies that BCUs must be co-terminous with local authority boundaries. However, BCU and local authority areas are not required to match each other on a one to one basis. It will be possible either for two or more local authority areas together to form one BCU area. It will be for the chief constable of a force to determine the number and area covered by each BCU but he must consult the police authority, local authorities, and the constituent members of the Crime and Disorder Reduction Partnerships in the police area and of the Local Criminal Justice Board before doing so.¹⁰

The Police and Justice bill will be the vehicle for the legislative changes required.

1. Structures	Change	Implications	Comments
97	<p>a) The strategic functions of Crime and Disorder Reduction Partnerships (CDRPs)/Community Safety Partnerships in Wales (CSPs) should be separated from the operational functions so to sharpen the roles and responsibilities between and within key agencies.</p> <p>b) The list of responsible authorities under the 1998 Act can be</p>	<ul style="list-style-type: none"> • Harrow Strategic Partnership will take on more of the strategic functions of the CDRP and this will be delivered through the LAA and Community Strategy processes (see appendix 1) • The Operational coordination of the CDRP will be delivered through the Safer Harrow partnership (see appendix 1). <p>Note: The precise detail of the balance of responsibilities between the CDRP and the HSP will need to be considered further and outlined in the national community safety standards that are to be developed.</p>	<ul style="list-style-type: none"> • Does the HSP has the staff capacity and technical knowledge of the Community Safety field to carry out strategic functions in line with the requirements of using evidence based problem-solving (National Intelligence Model)? • Can SHMG be assured that a transparent and evidenced based decision-making process using the NIM would be implemented by the HSP to commit resources that will help achieve the Safer Harrow strategic priorities?
		<ul style="list-style-type: none"> • Chief Officers of Fire and Rescue Services will be given the same “responsible authority” status as Chief Officers of Police. 	<ul style="list-style-type: none"> • Implementing the national standards and models of partnership working will require resources to train and monitor

⁹ Ibid, p. 23

¹⁰ Police and Justice Bill. (2006). *Explanatory Notes*. <http://www.publications.parliament.uk/pa/cm200506/cmbills/119/en/06119x--htm>. Accessed 26 January 2006.

	extended by secondary rather than primary legislation.	<ul style="list-style-type: none"> • Development of national standards for partnership working will be implemented for the Safer Harrow partnership to follow. • Models of partnership working that outlines the roles and responsibilities of each agency involved in the Safer Harrow Partnership will be implemented. 	<p>the compliance of agencies.</p> <ul style="list-style-type: none"> • Should incorporate this into the 'How we build Safer and Stronger Communities' (Section 17) training programme that is currently under development but has not received any funding support.
2. Delivery	a) Adapt a National Intelligence Model (NIM) for partnerships and require its use in the strategic and operational functions of community safety	<ul style="list-style-type: none"> • HSP, SHMG and steering groups will need to implement the NIM in all of its strategic and operational functions. 	<ul style="list-style-type: none"> • Training of agencies in the use of NIM will need to be resourced and it would make sense to include this into the Safer and Stronger Communities' (Section 17) training programme.
	b) CDRPs/CSPs should undertake at least six-monthly strategic assessments	<ul style="list-style-type: none"> • Safer Harrow will need to ensure systematic sharing of depersonalised information is implemented by all Safer Harrow agencies to enable strategic assessments to be effective. • The strategic assessments will need to include crime, victim and offender data, along with other relevant local profiling for the purposes of risk assessment and resource allocation and draw on softer intelligence generated through community consultation and engagement carried out at district and neighbourhood level. • Systems will also need to be agreed about how standardised public feedback is gathered at least every six months. The Police already get quarterly feedback from residents through the Police Mori Survey but this is limited to specific crime and anti-social behaviour areas. Area Services in the Council frequently ask residents for their views but this is limited to the public realm e.g. litter and graffiti. Currently, there are gaps in asking residents about all of their community safety concerns e.g. drugs, alcohol, hate crime. 	<ul style="list-style-type: none"> • Need to decide if the GIS team in the Crime Reduction Unit is best placed to undertake the strategic assessment or if this should be commissioned externally? • Need to determine with the Home Office if a specific template is to be followed to develop the assessment. • A suggested public feedback system (See Appendix 4 for a diagram) is to incorporate this into the initiative to join up the ward level public meetings for Safer Neighbourhoods/Area services i.e. each ward to have only one joint-agency public meeting to prioritise community concerns. Additionally, the joining up of Safer Neighbourhoods and Area services could present opportunities to carry out joint ward level environmental audits and joint public surveys, surgeries and feedback that could then be incorporated into the strategic assessments as well as the public meetings. Feedback from each

			<p>of the wards could be then incorporated into the overall borough strategic assessment framework that could be presented and publicly consulted on twice annually at the Scrutiny committee. This would create huge resource efficiencies for agencies.</p>
<p>c) The requirement for triennial audits and strategies to be replaced with annual rolling three-year community safety plans.</p>	<p>The HSP will now have the lead role in producing the rolling plan. Strategic assessments will need to be used to inform the rolling plan as well as the use of more frequent public survey and feedback processes at least every six months as mentioned above. Also need to coordinate the rolling plan with the community strategy, LAA and other relevant plans e.g. policing plan.</p> <p>SHMG will have the role to take decisions and deploy resources by commissioning and co-ordinating the action plans required securing delivery of the CDRP's community safety priorities in the rolling plan.</p>	<ul style="list-style-type: none"> • Does the HSP have the staff capacity and technical knowledge to develop an annual rolling plan that incorporates the findings of a six monthly-evidenced based strategic assessment. • The national community safety standards will outline precisely the role and responsibilities of each agency involved in the Safer Harrow partnership. • This will require funding to deliver a training programme in order to enhance agency awareness and compliance with the national community safety standards that should be included in the broadened s17 training programme. 	<ul style="list-style-type: none"> • Need to ensure all responsible agencies are signed up to the information sharing protocol and have appropriate information sharing security arrangements in place. • The current Safer Harrow information sharing protocol will need to be enhanced to include extra requirements. • Will need to ensure that any datasets shared by agencies are shared in an acceptable format e.g. Microsoft excel. • This will require additional training and
<p>d) Strengthen section 115 (data sharing) of the CDA and place a duty on responsible authorities to share de-personalised data, which is relevant for community safety purposes and which is already held in a de-personalised format.</p>	<p>All Safer Harrow responsible agencies will have to arrange for systematic sharing of de-personalised information on a quarterly basis to the CRU/DAT.</p> <p>Safer Harrow will need to implement an information sharing protocol that formally sets out the principles of the partnership's data sharing arrangements, detailing what will be exchanged, by whom, with whom, for what purposes and with which safeguards in place. An effective and enabling framework for inter-agency data exchange would need to include a shared understanding of its limits, as well as what it permits.</p> <p>Need to ensure that, at the strategic decision making level, someone in each of the responsible authorities is</p>	<ul style="list-style-type: none"> • All Safer Harrow responsible agencies will have to arrange for systematic sharing of de-personalised information on a quarterly basis to the CRU/DAT. • Safer Harrow will need to implement an information sharing protocol that formally sets out the principles of the partnership's data sharing arrangements, detailing what will be exchanged, by whom, with whom, for what purposes and with which safeguards in place. An effective and enabling framework for inter-agency data exchange would need to include a shared understanding of its limits, as well as what it permits. • Need to ensure that, at the strategic decision making level, someone in each of the responsible authorities is 	<ul style="list-style-type: none"> • Need to ensure all responsible agencies are signed up to the information sharing protocol and have appropriate information sharing security arrangements in place. • The current Safer Harrow information sharing protocol will need to be enhanced to include extra requirements. • Will need to ensure that any datasets shared by agencies are shared in an acceptable format e.g. Microsoft excel. • This will require additional training and

			given formal responsibility for facilitating data and information sharing across all partnership agencies.	auditing/monitoring procedures to be implemented to enhance agency knowledge about information sharing and ensure compliance with 115- is included in broadened S17 training package.
	e) List of agencies to which section 115 applies can be extended by secondary rather than primary legislation.		<ul style="list-style-type: none"> A wider range of agencies listed under the Crime and Disorder Act will have to share depersonalised information. This will mean that Safer Harrow will need to implement training and auditing/monitoring procedures to enhance agency knowledge about information sharing and ensure compliance with 115. 	<ul style="list-style-type: none"> Information sharing has been included as one of the sections of the 'How we can build Safer and Stronger Communities' (S17) training programme but has not been given any funding support to implement by the Council or Safer Harrow partnership.
Governance & Accountability	a) Ensure that CDRPs/CSPs consult and engage with their communities on a regular and ongoing basis		<ul style="list-style-type: none"> Safer Harrow will need to provide regular opportunities for local people to raise their concerns, in the knowledge that they will be listened to and their concerns addressed by local agencies. 	<ul style="list-style-type: none"> This could be achieved through joining up the ward level Safer Neighbourhoods and Area Services public meetings, evidence base through carrying out joint environmental audits, public surveys and operational tasking arrangements.
	b) CDRPs/CSPs to produce regular reports to their communities		<ul style="list-style-type: none"> Safer Harrow will be required to produce regular reports to their communities. The details of this will be set out in national standards after further consultation with stakeholders. These reports will need to be considered as part of the HSP overall communication strategy to avoid duplication. 	<ul style="list-style-type: none"> This requirement should be included as one of the main priorities of 'the need to be implemented' Safer Harrow communications plan and group to achieve. The plan should detail the main Safer Harrow communications priorities and outline the responsibilities for delivery of the communications priorities. Other means of engaging and encouraging citizen involvement will need to be implemented as part of the overall partnership communications plan e.g. internet, community TV, community events etc.

			<ul style="list-style-type: none"> • Broadening the ways in which Safer Harrow communicate and engage hard to reach groups will need to be incorporated into the overall plan e.g. offering publications in translation and enhancing young people’s participation in decision-making.
	<p>c) Repeal the requirement for CDRPs/CSPs to report on annual performance to the Home Secretary</p>	<ul style="list-style-type: none"> • Safer Harrow will need to clearly communicate to the public what community safety priorities are being delivered and how they are performing in order to allow the public to hold SHMG to account. 	<ul style="list-style-type: none"> • The joined up Safer Neighbourhoods/Area Services ward level public meetings could be used as a vehicle to communicate community safety issues to the public and for the public to monitor community safety performance at a ward level. It would make sense to hold a borough wide public meeting (possibly under the Scrutiny or Safer Harrow Management Group) every six months that highlights the issues in the strategic assessments and allows the public to hold SHMG to account.
	<p>d) Extend the powers of local authority Overview and Scrutiny Committees to encompass the work of CDRPs/CSPs</p>	<ul style="list-style-type: none"> • Scrutiny to play a key role as a check and balance on community safety decision-making, tackling cross cutting issues and supporting partnership working. • Formalise role for local authority scrutiny committees in looking at particularly difficult cases which cannot be resolved through the informal mechanisms which exist between the ward councillor and local partners • Council portfolio holder’s participation in the CDRP strategic decision making process is going to be mandatory to provide a link between the council’s leadership and SHMG decision-making process and ensure that chief officers are held to account. • Implements “scrutiny plus” involving members of Police (MPA), Fire Authorities and Primary Care Trust Boards that will bring a breadth and balance to the 	<ul style="list-style-type: none"> • Member development issue for all councillors to ensure that they follow the correct ‘community call to action’ process and to ensure that they are aware of key community safety principles and Safer Harrow work practices to aid their decision-making. • Will need to ensure that Safer Harrow is a regular feature on portfolio holders’ briefings. • A ‘community call to action’ tasking and tracking system should be implemented to ensure accountability and ultimately action called for by residents from agencies is implemented.

		<p>process allowing scrutiny committees to better reflect the cross cutting, multi-agency nature of much community safety work.</p> <ul style="list-style-type: none"> • Outlines 'community call to action' process (see Appendix 2) for the scrutiny committee to implement if it concludes that partnership action is necessary, as in the case of the mechanism for triggering action on specific issues, then the relevant community safety partners would have a duty to consider the recommendations and report back to the scrutiny committee on action that has been or will be taken, or on the reasons for deciding that action cannot be taken. The relevant partners would be under an additional duty to explain any decision not to take action at the next scrutiny committee meeting. • The seven Safer Harrow strategic leads, chair and/or Chief Officers will have to report to the scrutiny committee on any 'community calls to actions' as required. This may take the form of a Q&A, reflecting the sessions already held by Scrutiny with relevant portfolio holders. 	<ul style="list-style-type: none"> • The Overview and Scrutiny Committee will need to consider what the criteria will be for consideration of issues by the scrutiny and this will need to link into the tasking and tracking of actions by partners. • The paper indicates that the police authority would be co-opted to sit on the committee. • The wider expansion of scrutiny powers is to be developed as part of the white paper on local government and draft local strategic partnership guidance is expected during Summer 2006.
<p>Mainstreaming</p>	<p>a) Broaden the definition of section 17 (mainstreaming crime reduction) so that agencies take account of anti-social behaviour, behaviour adversely affecting the environment and substance misuse</p> <p>b) The list of agencies to which section 17 applies can be extended by</p>	<ul style="list-style-type: none"> • The Section 17 project (how we build safer and stronger communities) currently being implemented has actually incorporated ASB and substance misuse - this project has currently received no council or Safer Harrow funding to support its implementation. 	<ul style="list-style-type: none"> • The Section 17 project has achieved five points of the 10-point Home Office guidance. The other steps that need implemented are resource dependent and the project has reached a 'plateau' in its progress unless resources are found to support the implementation of the other five steps.
		<ul style="list-style-type: none"> • S17 obligations will be extended to include the Police, Fire Authorities, Probation and PCT. • Each responsible authority should nominate a person to join the S17 project group in order to mainstream 	<ul style="list-style-type: none"> • This will broaden the S17 project specifically in terms of providing training and auditing processes across agencies. • The s17 project will require funding

	secondary rather than primary legislation	obligations across agencies.	support to ensure it broadened implementation.
<p>National Strategies</p>	<p>a) A set of national standards for partnership working will be put in place</p> <p>b) Consultation with stakeholders on adopting a new name for English partnerships that better reflects this wider remit</p>	<p>The national standards will be compulsory for Safer Harrow Partnership agencies and will cover a number of key areas of partnership activity. Key areas will include:</p> <ul style="list-style-type: none"> • Chief Officer's role in the implementation of a NIM framework to: • Produce annual three year rolling plans • Undertake regular strategic assessments • Use intelligence led problem-solving approach to support business processes such as performance, risk and financial management (described in chapter 3); • The benefits of engaging communities in crime and anti-social behaviour prevention and reduction (described in chapters 3 and 4); • Clarity around the roles and responsibilities of partner agency chief officers in providing leadership and strategic direction for the partnership at county, district and unitary level (described in chapter 2); • Ensuring their organisation's compliance with section 17 (described in chapter 5); • Clarity around inter-agency, and local democratic governance and accountability arrangements (described in chapter 4); and • The principles that govern information sharing such as information sharing protocols <p>The Morgan Report¹¹ defined community safety 'as having both social and situational aspects, as being concerned with people, communities and organisations including families, victims and at risk groups, as well as with attempting to reduce particular types of crime and the fear of crime.' Many partnerships have been making a reality of this interpretation for some time,</p>	<ul style="list-style-type: none"> • This will create an additional training and compliance issue to ensure agencies are aware of the standards expected and are complying with them- This should be included in the broadened s17 training programme. <ul style="list-style-type: none"> • It is highly likely that CDRP's will become known as the Community Safety Partnerships across both England and Wales.

		and in Wales local partnerships, known as Community Safety Partnerships, have been tackling crime and disorder and substance abuse issues since 2003.	
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Appendix 1:

HSP strategic functions in the CDRP

Identifying short, medium and long-term strategic priorities for community safety encompassing crime, anti-social behaviour, behaviour adversely affecting the environment and substance misuse.

- Commissioning and considering regular strategic intelligence assessments informed by community consultation and engagement
- Committing resources
- Overseeing performance and removing barriers to performance improvement
- Responsible for the interface between CDRPs and others with connected areas of responsibility (LCJBs, LSPs, DAATs, YOTs, CYPSPs, CTs and Police Authorities etc)

Safer Harrow operational functions

- Translating high-level strategic priorities into local action plans for delivery
- Key partners coming together on a more regular basis
- Commissioning and considering day to day 'operational' intelligence assessments to identify immediate priorities for action
- Commissioning community safety services and deploying resources – on either a locality or thematic basis
- Performance and risk management of community safety services

Appendix 2: Community Call to Action details of the Scrutiny and Overview Committee

Role of local authority overview and scrutiny committees:

- 2 Executive arrangements by a local authority must ensure that the authority have an overview and scrutiny committee with power—
 - (A) To review or scrutinise decisions made, or other action taken, in connection with the discharge by the responsible authorities of their crime and disorder functions, and
 - (b) To make reports or recommendations to the local authority or the executive with respect to the discharge of those functions.
- 3 Where by virtue of subsection (2)(b) the relevant committee makes a report or recommendations it must provide a copy to each of the responsible authorities and to each of the co-operating persons and bodies.
- 4 Where a councillor of a local authority is asked to consider a local crime and disorder matter by a person who lives or works in the area which the councillor represents
 - a. The councillor must consider the matter and respond to the person who asked him to consider it, indicating what (if any) action he proposes to take;
 - b. The councillor may refer the matter to the relevant committee and, if he does not, the person who asked him to consider it may refer the matter to the executive of the local authority in question.

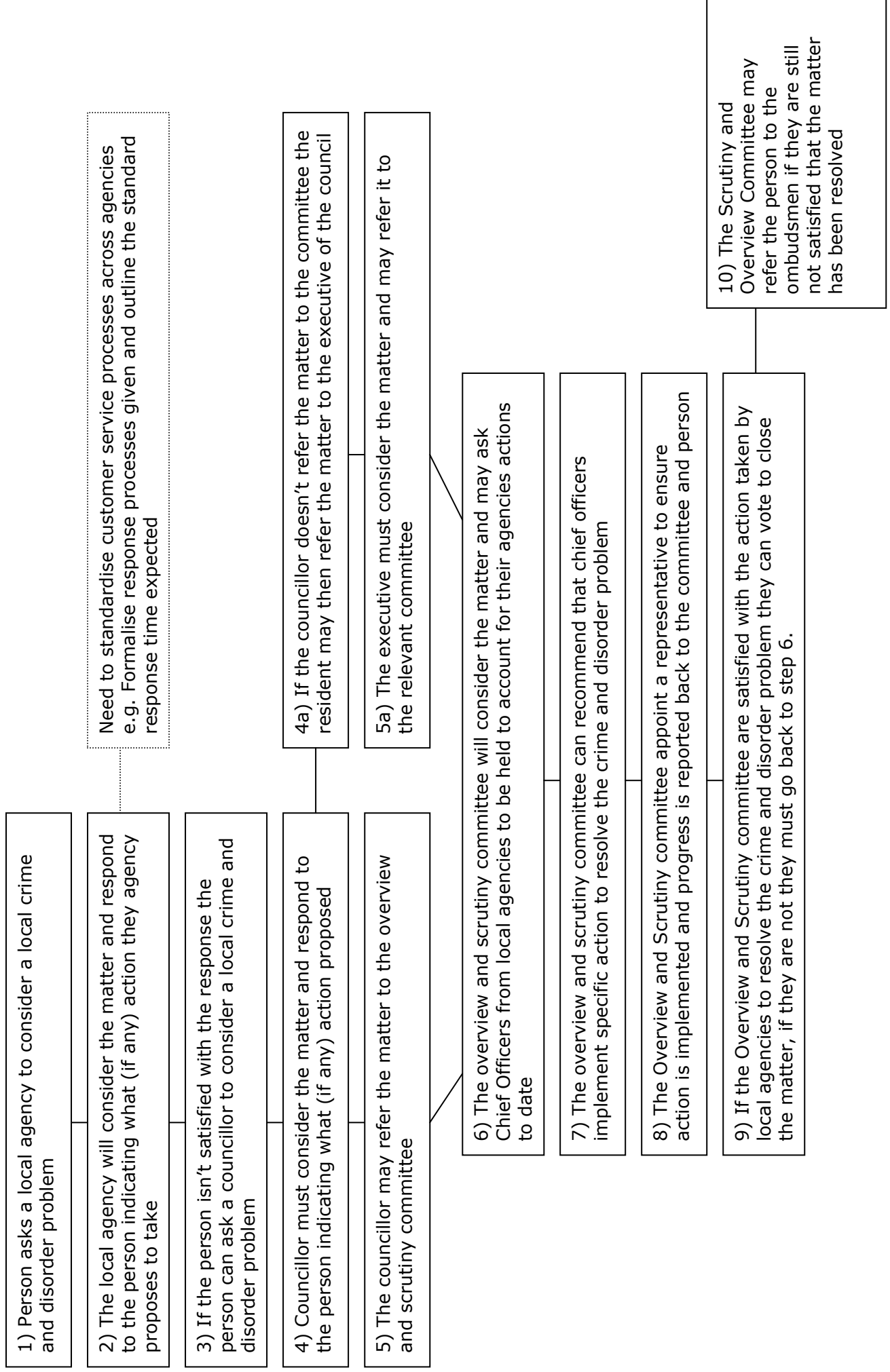
1 In this subsection and subsections (5) and (6) “local authority” does not include the county council for an area for which there are district councils.

- 5 Where a matter is referred under subsection (4)(b) to the executive of a local authority, the executive—
 - a. Must consider the matter, and
 - b. May refer it to the relevant committee.
- 6 The relevant committee must consider any local crime and disorder matter—
 - a. Referred to it by a councillor of the local authority in question (whether under subsection (4)(b) or not), or
 - b. Referred to it under subsection (5),

And may make a report or recommendations to the local authority or the executive with respect to it.

- 7 Where the relevant committee makes a report or recommendations under subsection (6) it must provide a copy to such of the responsible authorities and to such of the co-operating persons and bodies as it thinks appropriate.
- 8 An authority, person or body to which a copy of a report or recommendations is provided under subsection (3) or (7) must—
 - a. Consider the report or recommendations;
 - b. Respond to the relevant committee indicating what (if any) action it proposes to take;
 - c. have regard to the report or recommendations in exercising its functions.

Appendix 3: Flowchart of the suggested Community Call to Action process



Appendix 4: Safer Harrow Strategic Framework

