



REPORT OF:	DEPUTY CHIEF EXECUTIVE
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TO:	EXECUTIVE
DATE:	16 April 2014
EXECUTIVE MEMBER:	Councillor Mrs R. Renton

KEY DECISION REQUIRED:	YES
WARD (S) AFFECTED:	ALL

SUBJECT:	IMPROVING THE SAFETY OF THE BOROUGH
RECOMMENDATIONS that: Part A (i) an East Surrey Community Safety Partnership be established through a merger of the Reigate and Banstead, Tandridge and Mole Valley Community Safety Partnerships; (ii) the Deputy Chief Executive be authorised to apply to the Police and Crime Commissioner for permission to formally establish the East Surrey Community Safety Partnership; (iii) the Portfolio Holder for Health and Deputy Chief Executive be appointed as the Council's representatives on the East Surrey Community Safety Partnership; Part B (iv) the Council's involvement in the pilot Joint Enforcement project with Surrey Police and Surrey County Council be endorsed; (v) the Head of Neighbourhood Services and Parking, in consultation with the Deputy Chief Executive and the Portfolio Holder for Health, be authorised to progress this Pilot.	

REASONS FOR RECOMMENDATIONS:

Part A

The formation of a single CSP will strengthen the voice of East Surrey within County-wide discussions and provide a stronger strategic body to engage with the Police and Crime Commissioner. This will maximise opportunities for successful funding bids, resulting in the delivery of more effective crime and disorder reduction initiatives, reduce duplication of effort and increase resident confidence that their concerns are being addressed.

Part B

The joint enforcement approach proposed by the Police and Crime Commissioner will enable Surrey Police and the local authorities in Surrey to integrate their work and resources to take a more effective approach to low level crime, antisocial behaviour (noise, graffiti etc), on street parking management and environmental crime (littering, fly tipping etc).

EXECUTIVE SUMMARY:

This report sets out two changes in the council's approach to Community Safety.

Part A

As a "responsible authority"¹ (a statutory partner) within the Reigate & Banstead Community Safety Partnership, the council is liaising with Mole Valley and Tandridge CSPs to form a single East Surrey Community Safety Partnership. This will provide a combined voice for the east in County-level discussions, increase the strength of funding bids, provide a stronger strategic body to engage with the Police and Crime Commissioner and optimise resources to address key crime and disorder issues across the area for local residents.

Part B

The Council is participating in a pilot scheme with Surrey Police and Surrey County Council to develop a Joint Enforcement Team. This will tackle antisocial behaviour and environmental crime.

Executive has authority to approve these recommendations.

¹ Other responsible authorities: Surrey Police, Surrey County Council, Surrey & Sussex Probation Trust, Surrey Fire & Rescue Service and the CCGs covering the borough East Surrey and Surrey Downs.

STATUTORY POWERS

1. The Crime and Disorder Act 1998 requires the establishment of a Community Safety Partnership (CSP) within each local authority area. Local authorities are named as statutory “responsible authorities” with a duty to participate within a CSP.
2. The Police Reform & Social Responsibility Act 2011 introduced legislation to elect Police & Crime Commissioners (PCCs). The Home Office subsequently granted PCCs authority to approve CSP mergers.
3. The Police Act 2002 and Community Safety Accreditation Scheme (CSAS) provide the legislative framework to deliver the joint enforcement project.
4. Both proposals are compliant with the Human Rights Act.

ISSUES

Part A – Creation of an East Surrey Community Safety Partnership

Background

5. There is already sound experience of effective working across the three CSPs over several years. This includes shared funding of posts and collaboration on a number of cross boundary projects such as responsible drinking campaigns and projects to raise awareness and encourage reporting of domestic abuse incidents.
6. The formation of a single CSP will strengthen the voice of East Surrey within County-wide discussions and provide a stronger strategic body to engage with the Police and Crime Commissioner. This will maximise opportunities for successful funding bids, resulting in the delivery of more effective crime and disorder reduction initiatives, reduce duplication of effort and increase resident confidence that their concerns are being addressed.
7. The attached report (**Annex 1**) outlines the current community safety landscape in Surrey and the identified benefits of a merger with Mole Valley and Tandridge to form an East Surrey Community Safety Partnership.
8. Local community safety issues will continue to be tackled at a borough level, through the existing CIAG and JAG structures.
9. The annual scrutiny of the performance of the Joint CSP within the borough will continue to be carried out by the Council’s Overview & Scrutiny Committee.
10. Reigate & Banstead Community Safety Partnership approved these proposals on 5th March 2014.

Time frame

11. A similar report is being taken to relevant committees within Mole Valley and Tandridge.
12. The inaugural East Surrey Community Safety Partnership meeting is expected to take place in July 2014.

Part B – Joint Enforcement Pilot

Background

13. The Police and Crime Commissioner has proposed that Surrey Police and the local authorities in Surrey integrate their work and resources to take a zero tolerance approach to low level crime, antisocial behaviour (noise, graffiti etc), on street parking management and environmental crime (littering, fly tipping etc). The pilot will test the integrated model employed in the London Borough of Newham (LBN) in a two-tier local authority structure with a very different range of crime and anti-social issues.
14. RBBC and Spelthorne Borough Council (SBC) have agreed to act as pilot sites. The two boroughs will include within the pilot staff currently involved with street-scene and waste enforcement, on street car parking, environmental health and licensing. The Police will contribute resources from the local Neighbourhood teams, together with Licensing staff and CCTV resources (where applicable). SCC Trading Standards will be a partner on both pilots
15. A local project team has been formed at each pilot site. This team will be responsible for managing the implementation and monitoring the outcomes of any changes. A data matching exercise will overlay Police and local authority data to identify baseline volumes and hotspots for prioritising activity. From this data capture mechanisms will be agreed to monitor performance during the pilot.
16. Each pilot site will develop a multi-agency team, under single management and with joint processes for sharing information and tasking. Local authority and Police resources will be co-located on local authority premises. Staff from both Police and local authorities will be given any required training and accreditation to enable them to cross-work and so optimise the outcomes of the project. The local authority staff will be provided with uniforms and liveried vehicles to ensure they are visible to residents when carrying out operations.
17. As the project develops we anticipate involving further partners, in particular the major social landlords, British Transport Police and SCC Highways.

Time frame

18. A communications plan will be developed by relevant staff across all the partners, with the agreement of a common brand. There will be a soft launch in April 2014 with a full launch later in the year when final details are confirmed.

OPTIONS

19. The Council is a key partner in the CSP; if RBBC decides not to participate in the tri-borough merger, Mole Valley and Tandridge may continue to merge independently. The benefits listed previously will not therefore be realised and the current borough-based CSP would continue with its current membership unchanged.

LEGAL IMPLICATIONS

20. The Police & Crime Commissioner can approve CSP mergers where it can be demonstrated that it will be in the interest of:

- reducing crime and disorder
- reducing re-offending
- combating the misuse of drugs, alcohol and other substances.

The Surrey PCC, Kevin Hurley, has indicated verbally that he is supportive of this proposal. The statutory formal submission to the PCC will be made once the committee processes have been completed in each authority.

21. In respect of the Joint Enforcement project legal agreements are being developed with the Police regarding the sharing of powers and will be reported on at a later date.

FINANCIAL IMPLICATIONS

22. There are no financial risks associated with the creation of the East Surrey Community Safety Partnership. Mainstream community safety budgets will be retained by each local authority. A single authority will be designated as “keeper” for any funding gained through subsequent successful joint bids; safeguards to reduce any associated financial risks are included in the Terms of Reference.
23. There are no financial risks linked to the Joint Enforcement Project; the Police & Crime Commissioner is funding the initial vehicles, uniform and technology.

EQUALITIES IMPLICATIONS

24. An Equality Impact Assessment has been carried out in relation to these schemes and no areas of concern have been highlighted. The partnerships will enhance co-ordinated delivery to protect those vulnerable to crime and antisocial behaviour and increase public reassurance. There will be no change in service access.

RISK MANAGEMENT CONSIDERATIONS

25. There are no identified risks relating to these approaches; local crime and disorder concerns will continue to be addressed through the existing delivery mechanisms e.g. CIAG, Neighbourhood Services and Safer Neighbourhood Policing Teams.

OTHER IMPLICATIONS

26. These schemes will have no change in impact on Human Rights or Freedom of Information. The Council’s responsibilities for these issues will remain unchanged.

CONSULTATION

27. Consultation relating to ES CSP has taken place with the Overview & Scrutiny Committee, Mole Valley and Tandridge District Councils and with Reigate & Banstead Community Safety Partnership. There have been no concerns raised to date.

28. The Joint Enforcement Pilot involves ongoing consultation with the Surrey Police, Police & Crime Commissioner, and relevant Surrey County Council colleagues

POLICY FRAMEWORK

29. This proposal supports the following Council priorities:

- Self-reliant and thriving communities; a clean, green, safe and healthy borough

Background Papers: Proposed Establishment of an East Surrey Community Safety Partnership (attached at Annex 1)

PROPOSED ESTABLISHMENT OF AN EAST SURREY COMMUNITY SAFETY PARTNERSHIP

1. Purpose of Report

- i. To consider the current challenges facing Community Safety Partnerships (CSPs) within the borough & districts of Mole Valley, Reigate & Banstead and Tandridge.
- ii. To propose a structure to best meet these challenges through alternative partnership arrangements which enhance delivery and minimise duplication.

2. Background

i. Legislation

The Crime and Disorder Act (1998), amended by the Police Reform Act (2002), requires each local authority area to form a Community Safety Partnership of “responsible authorities” to:

- develop a strategy, based on local intelligence
- reduce re-offending *and*
- tackle crime, antisocial behaviour and substance misuse.

Other organisations are able to attend either as Co-operating bodies or invitees as defined by Section 5 (2) and Section 5 (3) of the Act respectively.

In East Surrey, the responsible authorities are:

- District / Borough Councils
- Surrey County Council
- Surrey Police
- Clinical Commissioning Groups (Surrey Downs and East Surrey)
- Surrey & Sussex Probation Trust
- Surrey Fire & Rescue Service

Other Co-operating bodies and invitees include:

- Office of the Police & Crime Commissioner (PCC)
- Surrey County Council Public Health
- Registered Social Landlords
- Voluntary sector representation

ii. The Community Safety landscape in Surrey

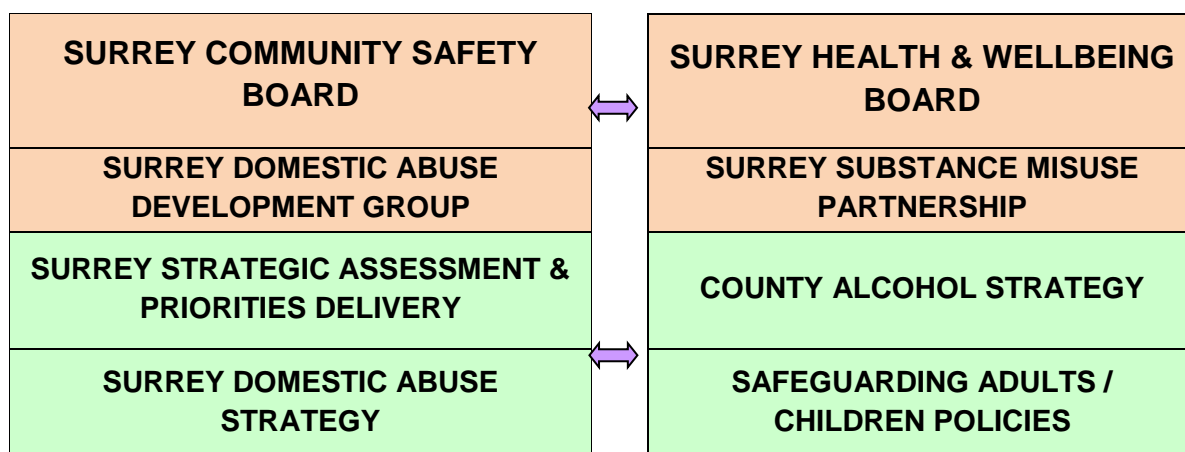
County-level: At County level, the Community Safety Board (CSB) sets the strategic direction for Surrey, based on an annual strategic assessment of partner data. The Board works collaboratively with other county boards, especially the Health & Wellbeing Board, to ensure that cross-cutting issues such as substance misuse and domestic abuse are addressed to best effect.

CSPs in the east are represented at the CSB by an elected member and a senior local authority officer who acts on behalf of the borough and districts in East Surrey, rotated annually.

Current Surrey structure

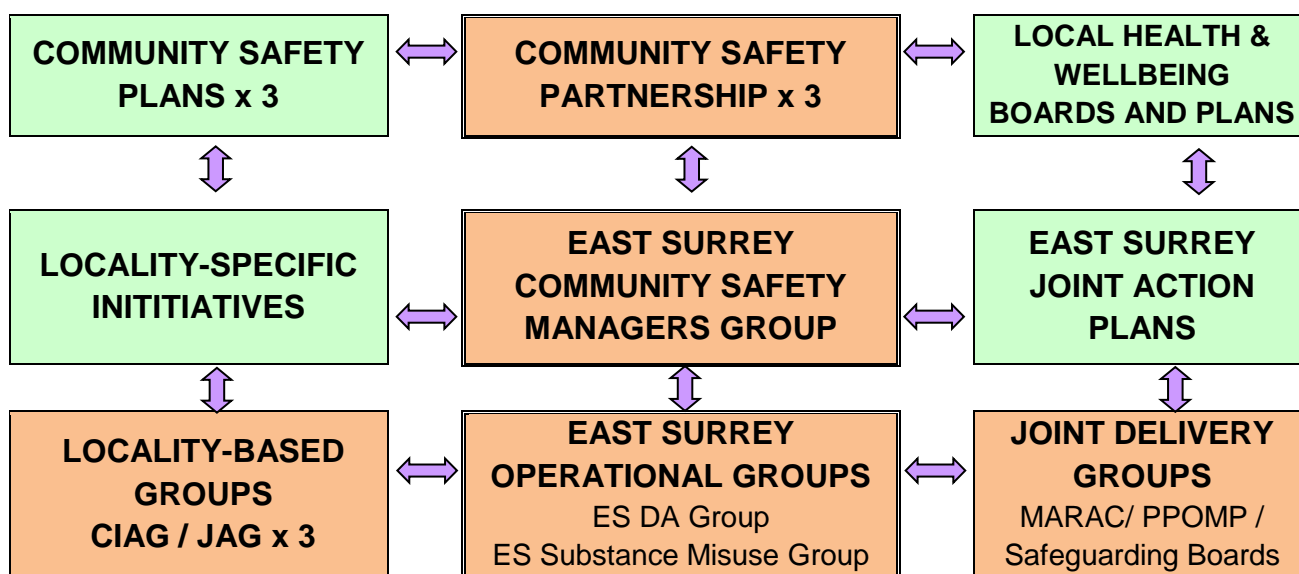
Borough and district level:

There are currently 11 CSPs across Surrey. Local priorities are addressed through the CSPs' annual Community Safety Plans and the delivery groups below them. These include the multi-agency CIAGS (Community Incident Action Groups) which focus on individuals whose antisocial behaviour impacts on the community and the JAGS (Joint Action Groups) which address area-based issues.



Current East Surrey Structure

In the eastern part of the County, Mole Valley, Tandridge and Reigate & Banstead have historically worked in close collaboration, as shown below.



Joined-up delivery is enhanced through shared-funding of posts and the establishment of joint specialist groups on issues such as domestic abuse and substance misuse. Single officer representation on County-level groups has already significantly reduced

the number of meetings individuals are required to attend. Community Safety colleagues brief each other at the quarterly Community Safety Managers group and through pre-meeting discussions to ensure all views are represented accurately.

iii. Police and Crime Commissioner (PCC)

The Government continues to recognise the successes of Community Safety Partnership working and its contribution to reducing crime over many years. In the post PCC-election landscape, it has directed CSPs and Police and Crime Commissioners (PCCs) to work together through:

- CSPs sending their annual community safety plan and strategy to their local PCC
- 1 or more CSPs attending PCC meetings
- CSPs submitting any merger requests to their PCC (but the PCC cannot impose mergers)
- The PCC requesting reports from CSPs on specific issues

Funds previously allocated to CSPs are now directly under the remit of the PCC. To be successful in future bidding, it will be important to ensure that CSPs:

- Demonstrate the effectiveness of local delivery in addressing their priorities.
- Consider how to imaginatively align local priorities to those within the PCC's Policing Plan to secure further investment.

iv. Current Government policy

The Government has re-emphasised its desire to reduce reoffending and address social-economic factors that impact on behaviour, especially since the riots in 2011. The establishment of the "Troubled Families" programme identified "120,000" families requiring support to:

- get their children back into school
- reduce youth crime and anti-social behaviour
- put adults on a path back to work
- reduce the high costs they place on the public sector each year

In Surrey this scheme is called the Family Support Programme and in the East is delivered jointly across Mole Valley, Reigate & Banstead and Tandridge, with close ties to the CIAGs.

3. Proposed membership of East Surrey Community Safety Partnership

Membership will reflect the statutory requirements as described in Section 2i).

In East Surrey CSP this will consist of:

- District / Borough Councils – one elected member and senior officer per authority and a Community Safety Manager on a rotating basis

- Surrey County Council – one elected member per district / borough and one senior officer
- Surrey Police – Senior Police Representative(s)
- Clinical Commissioning Groups (Surrey Downs and East Surrey)
- Surrey & Sussex Probation Trust
- Surrey Fire & Rescue Service

Other Co-operating bodies and invitees include:

- Office of the Police & Crime Commissioner (OPCC)
- Surrey County Council Public Health
- Registered Social Landlords
- Voluntary sector representative

Representatives should be able to commit human and financial resources and be able to effect organisational change to address problems and barriers to effective delivery. It is therefore recommended that the level of representation should be at Chief/Senior Officer level.

4. Community Safety Priorities

The Surrey single strategic assessment identified the following priorities for 2014-15:

- Anti-Social Behaviour
- Drugs
- Burglary
- Domestic Abuse
- Alcohol

Priorities for CSPs in the East are shown below:

MOLE VALLEY	REIGATE & BANSTEAD	TANDRIDGE
Substance misuse (with a key focus on alcohol)		Vehicle crime
Domestic Abuse		
Domestic Burglary		
	Antisocial Behaviour (with a focus on Neighbour Disputes)	Non-domestic burglary (including rural crime)

As can be seen, there is considerable overlap with the County priorities and across the East but also some specific issues that need to be addressed at a local level.

5. Outcomes / performance framework.

The aim of the County Community Safety Board is to
“Develop strategies and oversee plans that aim to increase the sense of safety of the people of Surrey.”

CSPs aim to deliver this at a local level by addressing the priorities identified in their Community Safety Plans

Success is evaluated through a number of measures;

- Police Customer Satisfaction Survey
- Police and SCC Joint Neighbourhood Survey
- Local resident surveys
- Progress against any local targets (NB the PCC's Policing Plan *does not* contain any numerical targets)
- Recording of outputs and proxy outcomes e.g. web link "hits"

A move to setting medium to longer term outcomes, rather than short term target management is underway, initiated by the Government's removal of National Indicators and reflected in the lack of numerical targets within the Surrey Policing Plan.

6. Commissioning of Community Safety services.

Commissioning is predominantly carried out at a County level, with Domestic Abuse Outreach services now procured centrally through PCC funds and substance misuse services secured through Public Health budgets.

At a local level, Tandridge and Reigate & Banstead have funded a Drug and Alcohol Assertive Outreach Worker for many years to work with those whose chaotic substance-misuse impacts on their local community. Mole Valley has recently joined the commissioning of this post.

7. East Surrey consultation on future partnership structures:

Early discussions with responsible authorities across Mole Valley, Reigate & Banstead and Tandridge CSPs have identified a desire to form a single East Surrey Community Safety Partnership. As highlighted above, co-ordinated delivery and single representation across these CSPs has already been established over a number of years.

The Home Office is supportive of CSPs merging where this is felt to improve local delivery and the reduction of antisocial behaviour and crime. The Surrey PCC, Kevin Hurley, has also stated his support for this approach within Surrey.

Benefits / added value

i. A merged East Surrey CSP would provide enhanced strategic leadership to reduce crime & disorder, particularly through:

- Encouraging even closer collaborative working on shared concerns.
- Promoting the integration of Community Safety priorities across mainstream policies and services.

- Achieve stronger “buy-in” from county-wide partners who currently have to attend 3 separate CSPs.
- Increasing community reassurance through co-ordinated awareness-raising campaigns.
- Stronger influence on decision-making at the Surrey Community Safety Board.
- Improved identification of funding opportunities and combined funding submissions, based on robust collaborative bids.
- Contributing to and supporting the delivery of relevant County-wide strategies.
- Ensuring the strategic vision is translated into real change across East Surrey

ii. A merged CSP would also increase efficiencies through a reduction in meetings for County-wide partners including Surrey Police and a reduction in officer time preparing and attending CSP meetings for Borough and Districts.

iii. Locality-specific issues would continue to be addressed through the borough & district based CIAGs and JAGs as at present.

8. Legal process for a merger

There are three stages to a merger:

- i. Ensure all responsible authorities across the area wish to merge and submit a joint application to the Police & Crime Commissioner
- ii. The PCC to determine if a merger would be in the interests of reducing crime and disorder, combating misuse of drugs, alcohol or other substances and or reducing re-offending in the East Surrey area.
- iii. Inform the Home Office of the new name and contact details

9. Information Sharing and IT

Agencies in the current CSPs are all signatories to the Surrey Information Sharing protocol and so there will not be an issue in relation to the sharing of information. The use of SafetyNet as a case-management system is currently being rolled out and will be used as part of the process.

10. Transition

It will require strong and clear leadership from all Responsible Authorities to ensure that the transition and change is managed effectively and that organisationally there is a consistent approach taken.

Robust Terms of Reference need to be quickly agreed to ensure a full and consistent understanding across all partners and stakeholders need to be fully engaged in embedding and the new partnership arrangements while at the same time maintaining delivery against the strategic and local priorities.

11. Dissolution and Expansion

Any responsible authority can request to withdraw from the East Surrey CSP with 12 months' notice. If there is a dispute this will be resolved through the Surrey Community Safety Board.

Additional CSPs may apply to merge with the East Surrey CSP. This will require a majority agreement from the responsible authorities within ES CS, as reflected in the Terms of Reference.

12. Next steps

Each responsible authority will consult on the proposed merger at the appropriate level. Local authorities will progress this through the following routes:

MOLE VALLEY	REIGATE & BANSTEAD	TANDRIDGE
8th April 2014 Executive Endorsed	16th April 2014 Executive	27th March 2014 Resources Committee Endorsed

If approved, written agreement will be sought from each responsible authority with a view to holding an inaugural meeting in July 2014 where Terms of Reference will be approved and a Chair elected.

Author: Debbie Stitt
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Date: April 2014

Agreed by Hilary New
Patrick McCord
Supt Matt Goodridge
Gordon Falconer

TDC
MVDC
Surrey Police
SCC