

For general release

REPORT TO:	SCRUTINY AND OVERVIEW COMMITTEE 22 March 2016
AGENDA ITEM:	8
SUBJECT:	SAFER CROYDON PARTNERSHIP
LEAD OFFICER:	Jo Negrini, Executive Director of Place
CABINET MEMBER:	Councillor Mark Watson, Cabinet Member for Communities, Safety and Justice
PERSON LEADING AT SCRUTINY COMMITTEE MEETING:	<i>Andy Opie, Director of Safety</i>

ORIGIN OF ITEM:	This item is contained in the Committee's work programme
BRIEF FOR THE COMMITTEE:	<p>The Scrutiny and Overview Committee invited the Safer Croydon Partnership to its meeting in January 2015 and focused on performance against its priorities with a particular focus on domestic violence. Members were disappointed that the council, the police and the third sector were the only organisations to send representatives. At the meeting in 2016, the Committee aims to consider:</p> <ul style="list-style-type: none"> - Whether the pressure on resources within partner organisations is undermining the partnership - Whether the Safer Croydon Partnership is fit for purpose against this backdrop - Whether there is evidence that the Community safety strategy is influencing decisions at individual agencies governing bodies <p>In addition, the Committee aims to seek information the Prevent work undertaken by the Partnership and how it is implementing the Government's Prevent Strategy in Croydon.</p> <p>The Committee also seeks to review repeat offending with particular regard to:</p> <ul style="list-style-type: none"> - How the recently re-structured probation service is able to support repeat offenders - The role of the courts and the criminal justice system with regard to repeat offenders

1. EXECUTIVE SUMMARY

The Safer Croydon Partnership (SCP) acts as the statutory Community Safety Partnership for Croydon, as stipulated by the Crime and Disorder Act 1998. The SCP is responsible for coordinating the development and implementation of Croydon's Community Safety Strategy. The partnership comprises police, council, fire probation and health agencies as well as businesses, community and voluntary sector organisations.

The current 2014-2017 Community Safety Strategy sets out 4 strategic priorities:

- Reduce the overall crime rate in Croydon; focus on violent crime and domestic violence
- Improve the safety of children and young people
- Tackle anti-social behavior and environmental crime
- Improve public confidence and community engagement.

The full strategy is included as Appendix 1

This paper sets out some of the successes and challenges that the Safer Croydon Partnership have managed. There are many examples of effective partnership working which have contributed to reductions in certain crime types and anti-social behaviour. However, many of the Safer Croydon partners have gone through restructuring, changes in staff and have re-focused priorities, which has posed challenges. Given the significant financial challenges that all public services have had to manage it is even more important that we share priorities and work together to provide the most effective and efficient services possible. It is important to recognise that the SCP is more than just the executive members on the Board. There is a large network of operational teams and services that come together as part of the SCP structure to focus and deliver on particular areas.

2. SAFER CROYDON PARTNERSHIP

This report is structured around the following series of questions:

1. Whether the pressure on resources within partner organisations is undermining the partnership
2. Whether the Safer Croydon Partnership is fit for purpose against this backdrop
3. Whether there is evidence that the Community safety strategy is influencing decisions at individual agencies governing bodies
4. In addition, the Committee aims to seek information about the **Prevent** work undertaken by the Partnership and how it is implementing the Government's Prevent Strategy in Croydon.

The Committee also seeks to review **repeat offending** with particular regard to:

5. How the recently **re-structured probation service** is able to support repeat offenders
6. The role of the courts and the **criminal justice system** with regard to repeat offenders
7. An update about **speeding cars and injuries**.

1. Whether the pressure on resources within partner organisations is undermining the partnership

- 1.1 The significant financial challenges faced by the public sector in recent years has inevitably had an impact on the way that the individual organisations and the partnership has worked. Most partners have restructured so that they have leaner management structures, teams operate differently, they have re-focused their organisational priorities and grant funding available to the partnership has reduced.
- 1.2 The Safer Croydon Partnership (SCP) has had to adapt to these changes and has looked at the way that it operates and engaged with its partners to ensure that we are focused on what is most important and making the best use of people's time. With leaner management structures there is clearly more pressure in people's diaries to attend meetings. We have therefore looked at the partnership meeting structure, changed the frequency of meetings, merged groups and managed issues on more of a task and finish basis rather than ongoing meetings for the sake of it. Governance and oversight of projects is important but not at the expense of getting in the way of delivery. For example the Youth Crime Board and Youth Offending Management Board have merged, consolidated its membership and developed a new Youth Crime Prevention Plan to help focus our resources in the most effective way.
- 1.3 The partnership is also making better use of technology to ensure that it is working as efficiently as possible. Consulting on and discussing issues is important but feedback, designing plans and making decisions can often be done via email without the need for partners to be in the room together. Online surveys are another tool which can engage with a large volume of people in a very efficient way. The partnership has recently closed its annual crime survey, which seeks people's perceptions of safety in the Borough. In total 1054 responses were received and are now being analysed. In previous years officers have spent time in to the town centre and other locations collating feedback and we have had to process many paper forms. Individual officers and teams are also becoming more efficient through the use of technology and are able to be tasked and share information much more easily. Mobile working devices, smart phones, digital radios, back office IT systems etc make the collection and sharing of information much easier. We are also looking to make

better use of the CCTV Control Room at Strand House to act as a partnership hub for the Council, Police, BID, town centre businesses, shopping centre security teams and other partners so that we can better share information to both prevent and detect crime. This is part of an ongoing piece of work with various partners including the Hammerson/Westfield Partnership to ensure we are maximizing opportunities to keep the town centre safe now and in the future when the regeneration is complete.

- 1.4 There are challenges though. Priorities and thresholds for teams have changed. Personnel have changed meaning that continuity of attendance at meetings and focus on priorities can be an issue. Less grant funding means that there is less commissioning of projects to tackle certain things, which is impacting on our ability to innovate and try new things. However, this also means that we have to be far more focused on making sure that what is in place works so there is far more need for robust performance management and, in particular, monitoring outcomes. This can be evidenced in our SCP data pack (Appendix 2)

2. Whether the Safer Croydon Partnership is fit for purpose against this backdrop

- 2.1 In order to assess whether the Safer Croydon Partnership is fit for purpose it is important to understand what their role is as defined by the Crime and Disorder Act:

‘Community safety partnerships (CSPs) are made up of representatives from the ‘responsible authorities’, which are the:

- ***police***
- ***local authorities***
- ***fire and rescue authorities***
- ***probation service***
- ***health***

The responsible authorities work together to protect their local communities from crime and to help people feel safer. They work out how to deal with local issues like antisocial behaviour, drug or alcohol misuse and reoffending. They annually assess local crime priorities and consult partners and the local community about how to deal with them.’

- 2.2 Given the above definition the Safer Croydon Partnership is fit for purpose and can demonstrate many local successes. There continues to be significant progress in achieving the MOPAC targets for crime reduction and Croydon is currently recording a 18.4% reduction against the 2011/12 baseline. There has been over a 20% reduction in ASB complaints as well as a reduction in repeat callers. Serious youth violence is reducing, knife crime is reducing and people’s perceptions of the Borough are improving. This can all be evidenced in the data pack at Appendix 2.

- 2.3 The Community Safety Strategy mid-term report (Appendix 3) was presented to the Safer Croydon Board in November 2015 and demonstrates successes and challenges mid way through the 3 year crime strategy. This clearly shows good progress in a number of areas that have been identified as a priority by the SCP. This includes excellent partnership work to tackle DASV, Gangs, Youth Crime and ASB for example.
- 2.4 It is possible that some of this would have been achieved without the SCP being in place. However, it is unlikely that we would be able to identify our successes so easily and we certainly would not have a framework whereby partners can come together to review priorities, offer constructive challenge, problem solve and share issues. The SCP Board only meets 5 or 6 times a year so its role is to set policy and agree risks and priorities. The real evidence of success is in the partnership delivery with officers from different teams working together on a day to day basis to case manage individuals, problems solve local issues to reduce offending and victimisation.
- 2.5 There are clearly still challenges though and the partnership and its members are constantly reviewing whether it is operating effectively and whether the delivery priorities are fit for purpose. Individual organisations will have more influence over some priorities than others and there would still undoubtedly be successes without the partnership in place but the SCP provides an essential framework to keep partnership delivery focused and enables collective local ownership.

3. Whether there is evidence that the Community safety strategy is influencing decisions at individual agencies governing bodies

- 3.1 The Safer Croydon Board has executive level membership that comprises of people that are able to sufficiently represent the organisations they work for and are able to make decisions. There is a formal process for the development of the Community Safety Strategy which includes not only the Board but seeks feedback from a wider range of stakeholders including the public. The strategy sets out an agreed set of local priorities and actions to address them, which the Board then monitors throughout the term of the strategy. The Council's governance structure is involved in approving and influencing the strategy but the influence on other services governing bodies is more complicated.
- 3.2 Many of the agencies governing bodies have responsibility for regional or national services such as Probation, Fire, NHS or the Police. Given that the principle focus is on developing local solutions to local problems Croydon's Community Safety Strategy is unlikely to influence decisions at their governing bodies in any great regard. However, there are examples where issues are flagged up and local areas are asked to contribute. For example Croydon has recently been asked to contribute to a review of licensing and the impact of alcohol on policing by MOPAC. Safer Croydon Partners regularly attend regional networks and contribute to consultation and engagement exercises.

- 3.3 In addition statutory Domestic Homicide Reviews are independent investigations into the circumstances surrounding these serious incidents with the SCP having overall responsibility for their implementation. Each partners role in the case is examined with lessons learnt and recommendations drawn up. All of the DHRs that the SCP has managed have had recommendations that have required sign off from each partners governing body so there is clear evidence here of how the SCP is influencing decisions at this level.
- 3.4 The main thrust and influence of the Safer Croydon Partnership is to drive local delivery though. Appendix 3 sets out progress against the Community Safety Strategy and clearly demonstrates how the partnership framework is influencing decision making and service delivery locally.

4. The Committee aims to seek information about the Prevent work undertaken by the Partnership and how it is implementing the Government's Prevent Strategy in Croydon.

- 4.1 Prevent is a key part of the governments Counter Terrorism strategy and is aimed at stopping more people getting drawn towards violent extremism. The Counter Terrorism and Security Act 2015 introduced a duty that went live July 1st on authorities to introduce Prevent activity into the mainstream of all its work through having "*due regard to the need to prevent people from being drawn into terrorism*".
- 4.2 Four duties were identified to achieve this aim:
- 1) Establish an understanding of the risk of radicalisation
 - 2) Ensure that staff understand the risk and build the capabilities
 - 3) Communicate and promote the importance of the duty
 - 4) Ensure staff implement the duty effectively.
- 4.3 Croydon is not designated a priority area for Prevent by the Home Office, which means that it does not receive funding to deliver this work. The new duty and high profile of this agenda has led to significant extra demands such as training, reviewing policies and procedures and increases in referrals having to be dealt with. This is being managed effectively but has created pressures within the team.
- 4.4 The Channel process is essentially a safeguarding process, which means that partner agencies cooperate on multi-disciplinary work to minimise and manage risks to people who have been identified as being vulnerable to radicalisation. They are likely to have been identified as holding extreme ideas but have been assessed as being at risk of moving from that position into one of criminality.
- 4.5 The Croydon Channel panel is chaired by the Director of Safety in the council. Individuals are referred into the Channel panel where a multi disciplinary team assess the various issues and make recommendations as to how any identified risks can be minimised. Channel is completely confidential and the person at risk is approached and can decline to take part in an intervention. A decision is made to whether to go ahead with an intervention or the person is deemed

unsuitable and is exited from the process. Often people who are exited from the Channel process will continue to be managed by other services such as social care, mental health or probation teams.

- 4.6 If it is decided that an intervention should proceed, the person will be contacted. This contact will usually be made by the police. An intervention provider will be appointed to work with the person at risk. The case will be reviewed after six months to see whether the intervention can be ended or whether it should continue.
- 4.7 Data related to Channel referrals is included in the Safer Croydon data pack at Appendix 3
- 4.8 In addition to the Channel process there has been a significant amount of activity in the last 12 months to increase awareness of this subject area. This includes:
- All Council Leadership teams have now received a briefing on the duty
 - 90 training sessions have been delivered to schools, social workers, youth workers and a variety of other frontline services to increase awareness of Prevent
 - All schools have been written to outline the new duty, set out referral processes and to offer training and advice
 - Children's safeguarding have updated their procedures to ensure all staff aware of how referrals should be dealt with
 - A leaflet is being designed to raise awareness for parents.
 - Work is underway to produce a video with local partners that can be used as a training tool
 - Work is underway in conjunction with the Stronger Communities Board to assess how we can better engage with communities around Prevent.

5. The Committee also seeks to review repeat offending with particular regard to:

How the recently re-structured probation service is able to support repeat offenders

- 5.1 Offender management services have recently restructured whereby the previous Probation service that used to manage all offenders in the community was split into two separate areas – The National Probation Service and Community Rehabilitation Companies. The National Probation Service is a statutory public sector organisation that supervises high-risk offenders released into the community. 21 Community Rehabilitation Companies (CRCs) have been commissioned across England and Wales that are responsible for the management of low to medium risk offenders. Croydon is part of the London CRC, which is managed by a consortium of providers led by MTC Novo.

- 5.2 The fundamental core aims of the two Probation organisations have not changed. The National Probation Service is committed to protecting victims by the reduction of re offending by service users who are held accountable to their licence and supervision orders. Offending behaviour work forms an integral part of intervention and will continue to do so. Additionally it is recognised that employment education and housing can be contributing factors to recidivism and with that in mind the National Probation Service continue to work with partner agencies to address these issues with offenders but recognise that when it comes to certain challenges such as housing, that these can be difficult issues to solve.
- 5.3 The London Community Rehabilitation Company works with offenders to help them lead responsible and law abiding lives. Their over-riding aim is to reduce reoffending and protect the public. The biggest change to the new structure has been in the setting up of the CRCs and this area has faced the biggest challenges as the structure and way of working has changed significantly. However, the day to day management of offenders has remained with a key focus on maintaining links amongst different agencies so that the best possible outcomes can be achieved. Working in partnership remains critical with key services such as mental health, drug/alcohol teams, housing, employment and skills providers all involved.
- 5.4 The CRC now manage the Community Payback Scheme, which gives local communities the opportunity to suggest suitable areas for offenders to rejuvenate as part of their Community Order. In London, over a million hours of Community Payback are completed every year by offenders. This is a significant volume of unpaid work which benefits local communities across the capital as offenders pay back for the crimes they have committed. Community Payback projects include litter removal, clearing dense undergrowth and environmental improvements, repairing and redecorating community centres and removing graffiti. Anyone can nominate a project and all you need to do is email nominations@london.cp.gsi.gov.uk with your name, email address and details of the work you would like to suggest, including the location.

More information can be found at <http://www.londoncrc.org.uk/what-we-do/community-payback/>

This information is published on the Safer Croydon web pages via Croydon Council website.

- 5.5 Croydon has also introduced an Integrated Offender Management (IOM) framework. IOM is the term used to describe an overarching framework for bringing together agencies in local areas to prioritise interventions with offenders who cause crime in their locality. The aim is to manage the small amount of offenders who cause a disproportionate amount of crime. All IOM offenders are closely monitored and if they do not take the support offered and begin to reoffend, they will be targeted by officers, arrested, and put back into custody.

- 5.6 Interventions will vary between offenders. Each individual is assessed and an intensive management programme is put in place with the objective of reducing their offending, and assisting them to change their lifestyle away from criminality. For example, for those with drug or alcohol issues, intensive treatment programmes can reduce their substance abuse and therefore remove their need to commit crime to fund addictions. The Integrated Offender Management Group (IOMG) oversees this programme of work and is a subgroup of the Safer Croydon Partnership Board.
- 5.7 Data related to re-offending is included in the Safer Croydon data pack at Appendix 3

6. The role of the courts and the criminal justice system with regard to repeat offenders

- 6.1 Previous offending influences Crown Prosecution Service decisions on whether or not a prosecution should be brought. So where the suspect has previous convictions of a similar nature it is more likely than not that a prosecution will be brought. Probation officers will also highlight previous offending in bail applications and ensure that they oppose bail in appropriate cases. Similarly previous offences may be used as bad character evidence in trials and will be highlighted to the court at the sentencing hearing.

7. An update about speeding cars and injuries

- 7.1 Safety and security on the transport network is a priority for the Safer Transport Team (STT) and Safer Croydon Partnership. There are a number of partnership projects in place to improve road safety across the Borough, which are set out below.
- 7.2 The STT have recently added collision reduction to their local priorities. Operation Safeway is a high profile tactic of engaging with drivers at the most vulnerable junctions, providing education and enforcement where appropriate.
- 7.3 Transport for London and the Metropolitan Police Service (MPS) are working together to run Community Roadwatch - a road safety initiative which aims to reduce speeding in residential areas. Community Roadwatch will give local residents the opportunity to work side by side with their local police teams, and use speed detection equipment to identify speeding vehicles in their communities. Warning letters will be issued where appropriate, and the information captured may help to inform the future activity of local police teams. Community Roadwatch will be in all London boroughs by the end of March 2016. If local residents want to take part they can contact their local MPS Safer Transport team, which can be located through the Met Police website or on the following link [MPS Safer Transport Team](#).

ANPR Systems for Enforcement

- 7.4 Croydon Council has recently entered into a partnership with the Croydon Police Safer Transport Team to enable the Council's six existing ANPR (Automatic Number Plate Recognition) camera systems to be used for speed enforcement purposes. This project allows the Police to download the data and send out letters to the registered owners of those vehicles observed to have been travelling at excessive speed. Details of these motorists will be kept on record for up to 6 months, during which if they repeat this offence they will be added to the Police vehicle database and could be pulled over by one of the Police Traffic Unit vehicles and warned about their driving. If the vehicle is picked up a third time, the Police will attend site at the driver's regular time of passing to attempt to catch the offending motorist.
- 7.5 As a further course of action, Croydon Police are currently looking at the legal position of using the evidence provided by the Council's ANPR system for prosecution in court. The Council's ANPR equipment is not Home Office approved for traffic offences, but the Police have been carrying out regular checks on the accuracy of this equipment and have confirmed that there is less than 1mph difference between the speeds recorded by the Council's ANPR system and the Metropolitan Police's own equipment. This has given the Metropolitan Police and the Crown Prosecution Service the confidence to take a test case to court.
- 7.6 This landmark case on the use of ANPR equipment for speed enforcement, and the unique partnership arrangement between the Council and the Croydon Police Safer Transport Team, could lead the way for future speed enforcement action and is being keenly watched across London and indeed across the Country.

'Safe Drive Stay Alive' event

- 7.7 Safe Drive Stay Alive is a young driver and passenger road safety programme funded by Transport for London and delivered in partnership with Croydon Council's Road Safety Team, Metropolitan Police, London Fire Brigade, National Health Service, and London Ambulance Service.
- 7.8 The programme was run over four days, from 1st to 4th March 2016 when approximately 3000 students from 6th forms and colleges across Croydon witnessed first-hand the devastation involved when someone is killed or seriously injured as a result of a road traffic collision. This emotionally powerful event gave real life experiences, as told by officers from the emergency services, parents of victims and the drivers involved, and left the audience in no doubt about the dangers of speeding.

20mph speed limits

- 7.9 Croydon Council is undertaking a transformational programme to reduce the speed limit on the local borough roads throughout Croydon to 20mph. The 20mph limit aims to reduce both the number and severity of road traffic collisions, as well as improving the environment, and encouraging the increased use of more sustainable travel choices, such as walking and cycling.

The Metropolitan Police have been involved in every stage of the development of this scheme and have indicated that they intend to enforce the 20mph limit in the same way that they currently enforce the 30mph limit. Their help and ongoing support are greatly appreciated.

Appendices

Number and list any attached appendices

- 1: Croydon's 2014/17 Community Safety Strategy

Exempt appendices

- 2: Safer Croydon Partnership Performance report
- 3: Safer Croydon Community Safety Strategy mid-term review paper

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BACKGROUND DOCUMENTS: