COMMUNITY SAFETY INTERIM REVIEW

1. Summary

1.1 The Corporate Plan (2018-2022) made a commitment to deliver a public health approach to serious violent crime. This review sets out how through a reshaping of the Safer Croydon Partnership and proposed changes in the organisation and focus of Council services this is going to be delivered.

1.2 The review identified encouraging progress in serious violent crime statistics, early wins from the reshaped Safer Croydon Partnership and considered best practice and new directions locally and nationally. This report sets out the initial results of the review and areas for further action.

1.3 The review concludes that the Council's approach to community safety services in terms of policy and objectives is clear, strategic, well documented and resourced. The new model for the Safer Croydon Partnership is already bringing benefits and there is progress against stated objectives. This progress matches agreed priorities.

1.4 Some enhancements to approach and organisation are suggested to further improve impact and increase the emphasis on youth crime and violence reduction. This report seeks endorsement to some principles of a new approach. If endorsed, staff and partnership consultation would follow and work-streams would be set up to work out details and practicalities for implementation.

1.5 The scope of this review was devised following consultation with staff, member and the Cabinet members. The scope is as follows:

Referencing national best practice on making a positive impact on crime (including that of Glasgow and the public health approach) and identifying current themes and influences this review will look at approaches, processes, cultures and ways of organising resources and activity that can improve the impact that Croydon Council makes as a whole organisation in achieving Community Safety Strategy stated objectives - in order to both reduce crime and to ensure leading edge approaches to prevention are taken locally to reduce future crime.

1.6 The intention of this review is to set outline directions for community safety within the central "community safety" services and the Council as a whole - and that these principles be subject to future community and partnership consultation.

1.7 The review recommends three main policy focus areas to support the Community Safety work in the borough in future, namely:

- A focus on prevention
- A focus on a public health approach to a violence reduction and serious youth violence
- Establishing a long term approach and continuity of intervention

These areas are all explored in more detail in the body of the report at paragraph 4.

1.8 The policy focus areas and the analysis within the review has allowed the development of the following organisation recommendations for consideration by Members:

- Creation of a new Violence Reduction Unit as detailed more fully in paragraph 4.1 c)
- Creation of a high quality analytical, intelligence and tasking function within the new Violence Reduction Unit as detailed in paragraph 5.1.12
- Ongoing implementation of a locality approach
- Making best use of external resources via commissioning and improving internal resources such as ICT.
- Using upcoming audit to promote the work and new approaches detailed in the review

1.9 <u>Implementation</u>

As stated the intention of this review is to set outline directions for community safety within the central "community safety" services and the Council as a whole - and that these principles be subject to future community and partnership consultation. In order to manage the work arising from these revised directions it is proposed that a series of programme managed work streams led by the Cabinet Member Safer Croydon and Communities and the Executive Director Place further research the initiatives and oversee a process of implementation.

2.   The Review

2.1 **Scope of the Review**

2.1 1 The scope of this review was as follows:

Referencing national best practice on making a positive impact on crime (including that of Glasgow and the public health approach) and identifying current themes and influences this review will look at approaches, processes, cultures and ways of organising resources and activity that can improve the impact that Croydon Council makes as a whole organisation in achieving Community Safety Strategy stated objectives - in order to both reduce crime and to ensure leading edge approaches to prevention are taken locally to reduce future crime.

2.1.2 The review has been an internal one and officers have conducted in depth interviews with key Council staff combined with desk research. Members and officers also conducted research and fact finding including a series of visit as well as paper research. So far the team has visited Glasgow and reviewed current developments, existing policies and interviewed key members of staff and Members. This research and fact finding visits will continue.

3. Policy Review

3.1 Relevant Reports and Studies

The Council and partners priorities and outcomes for the borough are set out in the Community Plan (2016-2021) developed and adopted by the Local Strategic Partnership (LSP). The LSP's current focus is on young people and a Youth Plan is being developed.

3.2 In the Community Safety Strategy (2017-2020) adopted by the Safer Croydon Partnership the following objectives were identified:

- *To reduce the overall crime rate in the borough; focus on violent crime and domestic abuse.*
- *To improve the safety of children and young people.*
- *To tackle anti-social behaviour and environmental crime.*
- *To improve public confidence and community engagement*

3.3 Both the Community Plan and the Community Safety Strategy have been informed by comprehensive needs assessments.

3.4 The community safety partnership itself has been subject to a recent review carried out by the partnership which has resulted in a revised partnership management structure that strengthens focus around the key priorities, is more transparent and less cumbersome.

3.5 In addition the Council and partners have agreed and adopted a Domestic Abuse and Violence Strategy (2018-21).

3.6 All of these priorities and the action plans associated with them have been captured in the Council's Corporate Plan (2018-2022) and the local operational Service Plans of the relevant community safety and most mainstream services. In turn these priorities have then been largely set out in individual's work plans.

3.7 This review found clear evidence that this "golden thread" of a cascade of policy, plans and actions was up to date, relevant and operational.

3.8 The Review of the Safer Croydon Partnership

In June 2017 the Safer Croydon Partnership (SCP) adopted a new Safer Croydon Strategy which set out five new strategic objectives identified through the annual strategic assessment process with due regard for the Mayor's Office for Policing and Crime's (MOPAC) 2016-2020 Police and Crime Plan. The objectives identified included;

- Violent Crimes, including domestic and sexual violence
- Safety of children and young people
- Improving public confidence and community engagement
- Anti-social behaviour and environmental crime
- Improving support and reducing vulnerability for all victims of crime; focus on hate crime

3.9   These represented a significant departure from the Mayors focus on acquisitive crime captured within the 'MOPAC 7' basket of crimes. Recognising that the current partnership structure was due for review it was agreed that the partnership would review the existing framework and governance processes and make recommendations in order to ensure the partnership was fit for purpose – i.e. able to deliver on the strategic outcomes it had committed to achieving by 2020.

3.10   This was conducted through a review including key stakeholders which assessed the ability of the partnership to deliver against the partnership's new strategic objectives. This process identified the following recommendations to inform the review of the Safer Croydon Partnership including;

- A new partnership structure with the creation of new programme boards responsible for the delivery of each of the thematic priorities set out in the 2017-2020 strategy, with chairs drawn from across the partnership member agencies.

- A refreshed Safer Croydon Executive board membership with senior representatives from the statutory partners accountable for the delivery of the 2017-2020 strategy.

- A new terms of reference setting out the role and responsibilities of all members and improving transparency over decision making and accountability.

- New performance key performance indicators (KPI's) to reflect the Partnerships' priorities, linked to thematic action plans and owned by the partnership programme boards, whose chairs will be held to account by the board for delivery of these and projects resourced through the MOPAC London Crime Prevention Fund,

- Pro-active engagement with other strategic partnerships (e.g. Safeguarding Boards etc.), to prevent duplication or gaps and improve the brokerage of resources to tackle overlapping issues.

3.11   Implementation of New Structure
The revised structure of the partnership was agreed by the Safer Croydon Partnership Executive in October 2017, with the intention to fully implement the new structure before the start of the new financial year. This was achieved with the exception of the formal appointment of Voluntary Community Sector (VCS) representatives on every board. The voluntary sector representatives were identified via an election process managed by Croydon VCS infrastructure partners that was not completed until May 2018.

The final structure can be seen below:
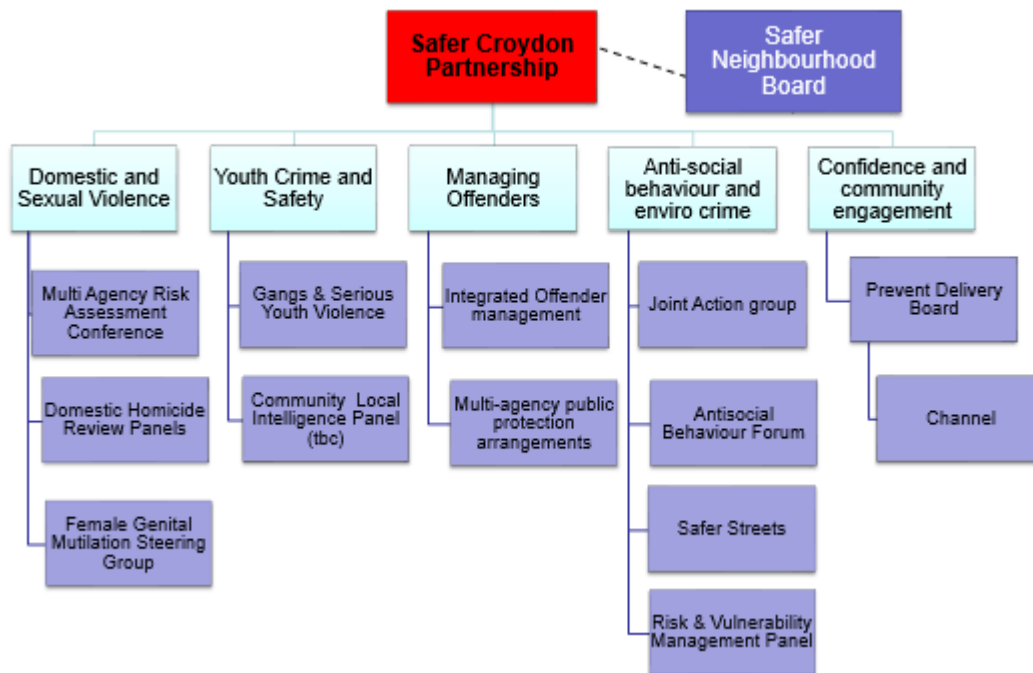
3.12   The SCP has moved to this new structure and whilst it is still relatively early days and there is much work still to do there is positive feedback from partners and Council on the new approach and enhanced focus.

3.13   An Update on Partnership Progress **T**ackling Serious Youth Violence

3.13.1 One of the key priorities of the partnership was the re-establishment of a Gangs and Serious Youth Violence board in November 2017, reporting into the Youth Crime and Safety board. This replaced the Serious Youth Violence task and finish group set up to tackle the issue during the review of the partnership. The key role of the board was to develop and coordinate the implementation of a multi-agency action plan to tackle the issue. This plan was refreshed the start of the 2018-19 financial year using input from stakeholders (including feedback from young people at Youth Congress and VCS Serious Youth Violence forum) and best practice from organisations such as the Early Intervention Foundation, alongside evidence drawn from a local Serious Youth Violence analytical profile.

3.13.2 Outcomes and Progress to Date

        The new structure of the partnership has provided greater accountability and transparency to the delivery activity of the programme board. In addition to written updates at every meeting one of the programme board chairs and project leads are called in provide an in-depth presentation to the executive members at every meeting. The board also has a new dashboard of 47 KPIs to track the delivery of the partnership's objectives mapped across the strategic themes. The partnership has had a number of successes for example;

- A reduction in reoffending by offenders under the partnerships integrated offender management cohort to just 17% against a target of 34% (less is better).
- A 11.9% reduction in ASB calls to the Police
- A 29% drop in deliberate arson incidents
- Falls in youth violence related offences (see section 3.13.6).

3.13.3 One of the outcomes the partnership was looking to improve was to improve the reporting rates of hate crimes which had dropped by 15% over the last 12 months. The aim of the partnership is to increase reported offences as hate crime is known to be under reported. Although some of this drop is due in part to the tailing off of a national increase in hate crimes following the referendum, the Safer Croydon Partnership will be looking at how to tackle specific issues such as the drop in reported disability related hate crimes.

3.13.4 <u>Serious Youth Violence (SYV) Outcomes</u>
The Gangs and SYV group has continued to deliver the Borough's action plan which has over fifty actions to be delivered under five themes including; Prepare; Plan; Prevent; Protect and, Pursue. The plan incorporates a wide range of activity ranging from the creation and funding of dedicated SYV early intervention workers through to funding of physical improvements identified as risky locations for violence using S.106 (planning) capital.

3.13.5 Prior to the community safety partnership restructure the Borough had been identified by MOPAC as a priority borough due to the volume and rate of increase of serious youth violence. In the 12 months up to August 2017 Croydon had seen a;

- 59% rise in knife crime
- 18.8% rise in Knife Crime with Injury Victims Aged 1-24
- 18.5% rise in Serious youth violence

3.13.6 Following the partnership restructure Croydon has seen sustained improvements to its violent crime figures, specifically since February 2018. Comparing October 2017 to September 2018 to the previous 12 months.

- Knife Crime – has dropped by 3.4% compared to a 7.9% increase across London. Croydon's position in London is has improved from 8th to 11th by volume and 17th out of 32 boroughs by per 1,000 population rate.
- Knife Crime with Injury Victims Aged 1-24 – Croydon has seen a -18.3% reduction compared to a -1.6% decrease across London. Croydon's position has improved from 5th to 7th highest in London by volume between August and September 2018 and is 15th highest by rate per 1,000 of residents aged 1-24.
- Serious youth violence – Croydon is seeing a -6.3% reduction compared to a 0% change across London. Although Croydon remains the highest ranking borough by volume, although it is ranking per 1,000 population has improved from 10th in July to 13th in September 2018.

3.13.7 As a result Croydon's approach towards tackling Serious Youth Violence was cited as an example of good practice by the Metropolitan Police Service, London Councils and the MOPAC.at the London Knife Crime Summit, held by the London

Mayor on 27th June 2018. This reflects an increasing trends of recognition of the work being carried out in Croydon around this priority including by London Councils, MOPAC, the GLA, and the MPS, for example at the recent Home Office Serious Violence Engagement Event on the 8th October 3018.

3.13.8 Since the review of the Safer Croydon Partnership nearly a year ago there have been further changes locally, nationally and sub regionally. Set out below is a summary of these directions and some suggestions as to how these too can be integrated into practice.

4. **Review - Horizon Scanning and Emerging Policy Themes**

4.1 The objectives in the Community Safety Strategy remain relevant and appropriate. In terms of emerging themes the following were identified:

a) ***The focus on prevention, diversion and a new operating model.*** As stated in the Council's Corporate Plan (2018-2022) the Gateway approach "*aims to improve outcomes for our residents and reduce the demand on our services*" "*working in a holistic preventative way in response to whole family needs.*" The Community Safety Strategy already puts heavy emphasis on prevention.

b) ***The public health approach to serious violent crime and a focus on youth and serious violent crime*** The Community Safety strategy already includes a clear priority around tackling violent crime and youth violent crime. The Corporate Plan also states " We believe treating youth violence as a public health issue is the best way to make a difference."

There is some dispute and a number of interpretations regarding what is meant by a public health model, including the use of the term "public health" itself. Where there seems to be broad consensus is that a public health approach focuses on tackling the root causes of violence as well as preventing or mitigating its impacts. In order for this approach to be truly effective it needs to involve communities and partners in designing and evaluating interventions that are relevant to the social, economic and physical geography and the end results should be system wide shared direction and actions driven by strong leadership.

A number of cities including Birmingham, Glasgow and Lambeth have adopted what they describe as a public health approach to serious violence and there is some evidence that this approach has reduced violence through preventing both the triggers for violence and the propensity to be involved in violence. The work has involved a wide range of partners across the health system, local government services, the criminal justice system and voluntary sector working at different times in the life of the perpetrator (or potential perpetrator).

The model's working assumption is that each serious violent crime arises and originates from a much wider and deeper set of issues for example inequality, poverty, families with multiple and complex needs, the vulnerability of young people and concludes that violence is perhaps the most serious symptom of these deeper issues. Researching and identifying these symptom and their causes in the local area can give rise to implications for a whole range of policy areas and agencies.

It is proposed that this working assumption is adopted by the services associated with community safety and it is for this reason that it is proposed that a Violence Reduction Unit is created (see below).

The recent Serious Case Reviews and the themed Serious Case review focused on vulnerable adolescents which is being led by the Safeguarding Board will also be a source of considered recommendations for areas requiring attention with respect to early intervention and prevention.

c) ***Creation of a Violence Reduction Unit and approach*** The causes of youth violence are many and include familial, social, and economic factors. While the potential influence that parents, family members, and other adults can have in pushing a young person toward violence is important, the influence of schools and in particular of peer groups is also significant in shaping the attitudes and behaviours of children toward violence. Changing a culture of violence will take time, as will strengthening collaboration and commitment from partners within the Council, Police, the wider criminal justice system, health and voluntary sector organisations.

The creation of a multi-agency, multi-disciplinary Violent Reduction Unit would provide the focus to coordinate activity across local partnerships to deliver improved long term outcomes for young people across these themes. The unit would need to have the ability to influence, co-ordinate and in some instances deliver services and interventions that would enable the borough to deliver a long term public health approach to tackle the issue of serious youth violence.

This central Unit will not work in isolation but in conjunction with mainstream services partners and community. The creation of the Unit is also intended to set the direction and approach more widely. Some Council services will have a greater and significant role to play in am early intervention and prevention approach for example those provided for children and young people. Significant partners will also include Academies and schools.

The Unit will initially comprise the following existing services - Community Safety Policy and Partnerships, CCTV, FJC, Prevent and the Anti Social Behaviour Unit. Following this report and the setting of directions these services and commissioned services will further review plans, objectives and programmes to align behind the violence reduction objective.

d) ***The Glasgow Experience and ensuring services are effectively organised.*** Members and officers undertook a visit to Glasgow City Council which currently has an excellent reputation for best practice and results with regard to youth crime. As well as taking about the public health approach described above - focusing on prevention and changing life paths - Glasgow's approach also included the following relevant principles:

- the establishment and maintenance of an intelligence, data sharing and joint tasking function with strong tracking and monitoring in order to be able to assess effectiveness and impact

- the strategic centre managing only the key services focused around priorities

- managing by priority, joint working and trust, rather than direct management or co location

- strong strategic emphasis and strong central and joint leadership

- longevity of approach, choosing a set of actions and sticking with these for the long term rather than switching directions and initiatives

- a strong emphasis on communication and communication with communities

- area and neighbourhood working, engaging with communities (including a third sector concordat) and targeting resources to the areas of greatest need

- identifying high risk individuals and families and working around those individuals

- working with complainants

- a focus on work in schools and police located in schools

Not all the approaches taken by Glasgow are relevant for an English and London location given differences in police structure and legislative framework as well as those of society and crime related problems and therefore only those that are relevant have been included here. However as a best practice Council Croydon is keen to learn from those parts of the approach that are relevant and translatable.

e) *Neighbourhood working* Croydon is a very large and very diverse borough. Districts and neighbourhoods are often significantly different from each other. Working through the lens of distinct geographical areas is already a feature of the Croydon Community Plan, LSP Youth Plan, Corporate Plan, the regeneration vision, the Local Plan, Planning policies and democratic structures. A number of service operations such as the Neighbourhood Safety Officers are already structured on a neighbourhood basis. The new Gateway service also aims to create multi service multi agency geographically based services and this approach is being piloted in the Council. Neighbourhood working was also a feature of the successful Glasgow approach. The benefits of adopting a neighbourhood focus and way of working from a community safety perspective are that through good local intelligence relevant tailored joint operations can be devised and implemented; community engagement can be specific and local, community can play a key role and trust between community and agencies can be strengthened and small but effective public realm design outs can be identified at relatively low cost.

There is also an opportunity to enhance this with London Ambulance and Croydon Healthcare Service A&E information - to further ensure that intelligence helps partners target around violent crime and domestic violence.

f) *Regeneration* Virtually all of the current crime and environmental crime data shows Croydon Town Centre as the largest hot spot of incidents in the borough.

Potentially £5 billion of regeneration will come to Croydon and to Croydon's Town Centre in the next decade.

A number of aspects of the ten key projects within the regeneration proposal for central Croydon will assist in designing out parts of the physical infrastructure that play a role in or facilitate crime and instead create inspiring new physical structures

Additionally new job opportunities will be created and the influx of investment has the potential to strengthen residents' opportunities for work and career; provide new homes which strengthen emotional security and community; and leisure, culture and health opportunities that will enable positive lifestyle choices.

However it is possible that in the interim as areas go through the necessary cycle for regeneration that there is short term potential for enhanced crime and fear of crime and regeneration areas will need careful management in community safety terms. Opportunities to design out issues should be tracked and taken advantage of wherever they arise and regeneration or CIL funding sought and obtained to make the physical environment more liveable.

g) ***The Police Tri-borough pilot (creating one command structure to cover three London boroughs) and the reduction of available police resources as well as the reduction in other resources*** such as MOPAC funding increases the need for the Council to be effective in attracting resources through high quality and innovative ideas and bidding. The Corporate Plan already commits the Council to campaigning for resources, and additionally commits new resources to the community safety priority .

Other funds are reducing however - the partnerships MOPAC funding is due to be cut from £708,000 per annum to approximately £598,000 (subject to confirmation). This will put significant pressure on the partnerships ability to fund new and existing programmes to deliver against its objectives. It is believed that by ensuring strong and skilled commissioning staff in the Council's strategic Policy and Partnerships Team within the new Violence Reduction Unit service grouping this resource will pay for itself and lever in funds to compensate. The current service whilst successful in levering in funding to date could potentially be even more effective with this enhancement. The investment will pay dividends including greater ability to mix and match funding and use new funding to get further funding.

As well as bidding for funds the Council should look to maximise resources by ensuring that all relevant existing funded services are as efficient as they can be. This can be achieved through a range of mechanisms including improving basic internal efficiency and ensuring good management practice including performance management, people management and use of inter connected and fit for purpose ICT systems, software, new technology and social media. The use of technology is an area where significant step change improvements can be made.

Finally there are dangers that with others' reducing resources, that partners may seek to meet community safety needs with Council resources, and/or leave the whole burden of tackling issues to the Council. As well as getting funding in and increasing efficiency the Council will also have to look at defining thresholds and

holding boundaries as to what it does have the resources and powers to do and what it does not.

h) **_Taking a longer term approach_** There is a heavy reliance by stakeholders on tackling serious violence through the use of short term grant funding by regional and national stakeholders - with funding being for between 12 and 36 months. This makes it difficult to deliver long term sustainable outcomes as the grant funding processes are also focused on delivering short term gains. Whilst funding agencies (MOPAC, Home Office etc.) need to take this into account when also advocating to Council's long term 'public health' approaches to tackling serious youth violence - (which are more likely to have a duration of 5 to 15 years) it is suggested that the Council too commit to this principle and both advocate for it and stick to it itself wherever possible. This is also one of the approaches adopted in Glasgow's successful work on youth crime.

The Director of Public Health in her third annual report details the evidence around the first 1000 days of life and how adverse childhood experiences can impact right at the start of life.

The need for longer term planning also applies to the SYV action plan, which was designed to tackle the immediate issues and remedy many for the symptoms of serious youth violence. It was not however intended to provide a long term solution to tackling underlying systemic drivers of serious youth violence. This will require a long term strategic approach with an agreed shared narrative by the partnership leveraging in mainstream resources in order to achieve the desired outcomes.

i) **_The community and voluntary sector and Council approaches and responsibility for managing these relationship_** It is a Council priority and ambition to ensure that work in relation to all partnership and Council objectives is carried out in conjunction with the local community and that there are pro-active relationships and a vibrant empowered and engaged community sector. Feedback in the review confirmed that there is a substantial active community sector in Croydon. But it was also suggested that intelligence about the community and voluntary sectors and the way of relating to it were not yet as organised or effective as they could be and that officers did not always have good oversight of the sector. It is noted that as part of a separate review within the Council's corporate policy function that this issue has been identified and noted and an improvement plan will be forthcoming in due course.

j) **_Scale of the Borough and Volume Services_** Croydon is the second largest borough in London and the largest by population at 382,000. It has the largest population of young people in London and is home to the third most busy transport hub. As a result of these factors many core services are "volume" services and have extremely large numbers of clients and referrals. The youth of the population together with its regeneration plans mean the place is set to become very different in the next ten years. These and many more are unique factors for Croydon and mean that Croydon has the potential to become a very powerful and influential player in greater London. It also means there will be a lot of change and service design needs to take into account and plan for. Additionally it will be essential to recognise that large scale operations and interventions require a specific skill set and approach.

5. **Organisational Review**

The review looked at how the Council is operating with the objective of identifying if improvements could be made. Some of the themes arising from the review in organisational terms include:

a) The need to continue to ensure and emphasise the ***strategic importance of and focus*** of the community safety priority and services and to focus services around key priorities.

b) The need to ensure that community safety is the ***business of all Council services*** *as* well as those of key partner agencies and the community.

c) The fact, as with all services which aim to achieve cross cutting objectives and outcomes, ***that it is literally impossible to draw a bold line around all the services that contribute to safety in the borough.*** And that whilst it is helpful and makes common sense to group some key and high priority services good working relationships, networks and agreed procedures are the key to making multi agency working to a shared agenda a living reality.

d) There is little evidence that there are currently significant problems with such relationships and therefore if organisational changes are made the ***maintenance of these relationships*** will ensure ongoing service integrity

e) The r***eduction in partnership resources from the police,*** and also from some other partners, is increasing the burden of support to the partnership to the Council and decreasing the sum total of resources dedicated to achieving the strategic aims. The Council needs to consider how best to retain partnership resources and to use its resources as effectively as possible to ensure that there is not a negative impact from these external resource decisions.

5.1   Organisational Conclusions

5.1.1   Strategic Direction

One of the conclusions of the review is that the Council has ensured the continuity and resourcing of key services contributing to the community safety agenda in Croydon such as Domestic Violence and Neighbourhood Safety Officers. This is good news and shows that resources reflect priorities.

5.1.2   However it is considered that it is possible to rebalance existing resources so that strategic functions can be even more effective in terms of overall direction and focus, and levering in further funds. This change will ensure the Council can more easily respond to the constantly shifting local, sub regional and national trends.

5.1.3   Enhancing Commissioning and Bidding It is proposed that the Council also enhance the central team's capability to bid for and bring in resources, which if successful will thereby further expand the Council's capability to fund and deliver projects to meet its priorities. Some further self-funding resource in this area will ensure that early and high quality bids are submitted in bidding rounds, funds can be matched to get further funds and there is plenty of time to work with all stakeholders to ensure all partnership bidding is as effective as possible. Work is

also needed to ensure that monies attracted are co-ordinated and intelligence led so that resources are deployed as effectively as possible.

5.1.4   For example the Gangs and SYV board and Serious Youth Violence Forum (run by the BME Forum for VCS partners) has been successful in delivery of a lot of activity across the borough. The issue however has been in coordinating all of this activity to the area of greatest need and to where the effect would be most impactful. This has been caused largely due to the ability for stakeholders to bid directly to national and regional agencies (e.g., Home Office), without input from the partnership. This brings the risk of duplication or gaps in provision being offered by local delivery partners. Better co-ordination will be part of the new role.

5,1,5   Enhancing Partnership Ways of Working

As stated in 3.8 above there has been a recent review of the SCP itself and how the partnership works. The full engagement of senior partners is key to the success but there are current risks to this with the restructures and budget pressures occurring with key partners including the Police. The police are moving to a tri-borough structure with fewer senior management officers and the London Community Rehabilitation Company (who manage lower risk offenders) contract is being cut short and reviewed by the Ministry of Justice at the end of the financial year.

5.1.6   This means that the partnership and council staff need a strong focus on maintaining and expanding high quality partnership working. The SCP has begun building stronger links with other structures including sub boards of Local Children Safeguarding Boards (LSCBs) linked to missing children and child sexual exploitation, and Modern Slavery within the Adult Safeguarding context.

5.1.7   With these challenges work is needed to ensure that activity is truly jointly agreed and taken activity and that sufficient time and energy is available and invested in getting partners, colleagues and their resources to the table for joint planning and deployment.

5.1.8   Managing by Influence rather than Direct Service Management

One of the key aspects from the Glasgow visit was that of ensuring central functions were truly strategic, managed by priority and direct management of only key functions from the centre. It is proposed that a similar approach be adopted in Croydon.

5.1.9   In a new model it is suggested that the focus be on policy, strategy, strategic direction, partnership and multi agency working of all relevant internal and external services and not have as many day to day operational responsibilities and that this central service form a new Violence Reduction Unit. As stated above this change affects not just how the Unit works but how whole mainstream service groupings work.

5.1.10 One initial change recommended now - is that the new Violence Reduction Unit take over responsibility for management of the ASB team. The initial grouping of services would continue to include - Community Safety Policy and Partnerships, CCTV, the FJC and the Prevent service. Other details of the management and

organisation of functions will be devised in the relevant work stream in consultation with staff and partners.

The services directly managed by the Violence Reduction Unit should also reflect Council and partnership's current priorities. Over time as priorities change the content of this grouping could also change. The new service grouping will therefore be a flexible one that can shift its approach as the borough itself changes.

5.1.11   As has already been stated it will never be possible to actually contain under one management structure all the services that relate to community safety. The diagram attached as Appendix 2 clearly illustrates this. Council and partner services will work with this new service via partnership, relationship and networking. Making this way of working effective will be one of the main functions of the new service. Key processes and points of handoff will be developed and agreed where they don't currently exist.

5.1.12   <u>Intelligence, Tasking and Problem Solving Capacity</u>

The Council and partnership are already signed up to a problem solving approach. It is proposed to create an enhanced analytical, intelligence and tasking capacity and function located in the reformed central community safety service.

5.1.13   Not only would this bring together and disseminate relevant intelligence but it would involve the creation of an ongoing multi agency structure to share intelligence and joint task with partners thereby making the best use of council resources, combining resources with others to maximise impact (particularly given the reduction in police resources). It will also enhance the ability to create geographically based data and identify hot spots and issues which in turn can then be jointly problem solved.

5.1.14   Key services within the violence reduction grouping would then have in effect mini intelligence functions which both contribute to and received intelligence and tasking in a virtuous two way circle.

5.1.15   For this to work as effectively as possible it needs to be supported and underpinned by clearly agreed data sets and good quality internal data created by effective and robust performance management of relevant services and the ICT systems that enable this to happen efficiently.

5.1.16   This new function can work closely with the work that is being developed across the wider health and care system around population health management.

5.1.17   <u>Performance Management and Operational Efficiency</u>

There is a lot of scope to improve the use of performance management both internally to the Council and via jointly agreed partner indicators. The review the Safer Croydon Partnership has already set a revised suite of targets at the Partnership level. Greater use of measurement throughout Council services will enable a far more sophisticated direction of community safety and associated resources as well as ensuring that efficiency and effectiveness is maximised.

Whilst the use of performance measurement is not consistent between services it is clear that overall significant improvements could be made.

5.1.18   Whilst staff were seen to be working on the stated community safety strategy objectives participants in the review felt that joint working between services was not always as effective as it could be both within divisions, and between divisions and departments - except where well established and clear routes had had to be developed for business processes eg in relation to domestic violence. Routine and high volume matters seemed to work well, the less routine and the more complex less so. It is believed that staff and services could be more effective with internal methods to escalate and problem solve stuck issues.

5.1.19   S17 Governance and Audit - Making sure the Council is as effective as it can be in relation to Community Safety Objectives

One of the objectives of the review was to consider to what extent all Council services were buying into and effectively contributing to the stated community safety priorities. The review has focused on this and noted some initial areas where changes can be made.

5.1.20   However it is also the case that the community safety team had already identified as a priority the conducting of a S17 governance review which has not yet been undertaken in Croydon.

5.1.21   Section 17 of the Crime and Disorder Act 1998 dictates that the responsible authorities must consider the implication on crime and disorder of all of their day to day activities. Effective compliance with this duty is often patchy in the UK. It is however - as well as a duty, an area where the Council could be judicially reviewed for non compliance. The s17 process is an effective and thorough tool for working with Council services to identify the contributions they could make to the community safety agenda and enhance overall effectiveness.

5.1.22   Whilst it is the requirement of Council reports to include a required s17 comment it is good practice to actually conduct a Council wide audit, often using community safety expertise to facilitate the audit and help mainstream services to identify their contributions and impacts to the community safety agenda.

5.1.23   As there are plans already in hand to conduct this audit it is suggested that to avoid duplication no further detailed work on Council wide contribution be carried out as part of this review save to propose that the status of the s17 audit be enhanced.

5.1.24   Culture and Organisational Fitness

Whilst overall there was very positive feedback about the services and their ways of working some suggestions were made in relation to how to improve cultural ways of working.

5.1.25   There was some evidence of silo working and room for more inclusivity. There was also evidence that internal communications could be enhanced, making the community safety systems and infrastructure intelligible and easy to engage with for those for whom community safety is not a daily and core issue.

5.1.26   Concerns were also expressed about the amount of effort going into the partnership and planning vs that of direct action. Whilst obviously good planning results in effective action it will be worth challenging teams to ensure that maximum action and impact is accruing from funded activity. The move to enhance performance management will also assist this.

6.   Interim Operational Management and Changes to Delegations

The services described in 4.1 c) will be managed by the Executive Director of Place with interim management support until the work streams on violence reduction and other associated issues have completed.

In accordance with the previous organisational review the Neighbourhood Safety Officers (including the Environmental Response Team (ERT)) will now report to the Director of Public Realm but further work will continue on the review of this service and enforcement functions as part of this overall community safety review work.

7.   Work Streams

As has been made reference to the objective of this review is to set directions for the future, with the detail relating to this directions to be delegated to task and finish work groups to take forward. It is suggested that five distinct work-streams be created as follows, and that these be programme managed by interim support reporting to the Executive Director of Place. Each of these work streams will have regard to equalities considerations in formulating their outcomes.

a) Identifying what will be meant in practical terms and what action needs to be taken to integrate the identified influences - prevention, diversion, public health, Gateway operating model, longevity, neighbourhood working and regeneration and emerging priorities as they arise such as modern day slavery.

b) The creation of a Violence Reduction Unit and the programme of multi agency actions, programmes, funding and activity to support it including looking at the role of mainstream services.

c) Reviewing, enhancing and creating a data hub with the aim of enhanced use of data, intelligence, analysis and tasking functions including the use of performance management, ICT and software and partner data wherever possible.

d) Designing and running an effective S.17 Audit

e) Improving operational efficiency and culture of all services contributing to the community safety agenda including completing the review of the Neighbourhood Safety Officers Team and associated enforcement functions.