



Report To:	OVERVIEW (AUDIT) PANEL
Date:	
Executive Member / Scrutiny Panel:	Councillor K Welsh – Chair to Place and External Relations Scrutiny Panel Councillor John Taylor, Deputy Executive Leader
Subject:	APPROACH TO COMMUNITY SAFETY PARTNERSHIP WORKING
Report Summary:	The Chair to Place and External Relations Scrutiny Panel to comment on the Executive Response (Appendix 1) to the scrutiny review into The Approach to Community Safety Partnership Working and the recommendations made to support future services (Appendix 2).
Recommendations:	That the Overview (Audit) Panel note the recommendations detailed in Section 8 of Appendix 2 .
Policy Implications:	The review itself has no specific policy implications. Should the recommendations of this report be accepted by the Tameside Council's Executive, the relevant services will need to assess the policy implications of putting individual recommendations in place.
Financial Implications: (Authorised by the Section 151 Officer)	
Legal Implications: (Authorised by the Borough Solicitor)	
Risk Management:	Reports of Scrutiny Panels are integral to processes which exist to hold the Executive of the authority to account
Access to Information:	The background papers relating to this report can be inspected by contacting Paul Radcliffe by:  Telephone: 0161 342 2199  e-mail: paul.racliffe@tameside.gov.uk

APPENDIX 2

1. INTRODUCTION BY THE CHAIR OF THE PLACE AND EXTERNAL RELATIONS SCRUTINY PANEL

- 1.1 I am pleased to present this report of a review into the Approach to Community Safety Partnership Working undertaken by the Place and External Relations Scrutiny Panel.
- 1.2 The Crime and Disorder Act 1998 is clear that tackling crime effectively requires a broad and collective approach, with key local organisations working together to improve outcomes for communities. With greater emphasis on partnerships there is a significant requirement to continually develop the work between local authorities, statutory and non-statutory services.
- 1.3 The focus for community safety work can vary between areas dependent on a range of priority issues and wider need. The local Community Safety Partnership (CSP) will ensure that all statutory responsibilities and functions are being met, whilst developing an individual strategic plan aimed to best meet local need and challenges for crime and disorder prevention.
- 1.4 A strong and sound model for community safety requires partners such as the Council, Police, Fire and Rescue Service and Registered Social Landlords to operate together. Work will need to continue to address and solve some of the broader and longer term issues affecting our communities.
- 1.5 It is important that residents are able to feel safe in places where they live, work and socialise; with partnerships able to develop solutions to tackle crime, the fear of crime and anti-social behaviour. The review looked at how the Council and partners have responded to resource pressures, with a sustained focus on ensuring community safety outcomes are achieved.
- 1.6 On behalf of the Place and External Relations Scrutiny Panel, I would like to thank all those who have participated in this review.

Councillor Kevin Welsh
Chair to the Place and External Relations Scrutiny Panel

2. BACKGROUND TO THE REVIEW

- 2.1 Community safety governance and the local delivery of Community Safety Strategic Assessments are statutory duties set out in the Crime and Disorder Act 1998. The strategic and local delivery of crime and disorder reduction work is the responsibility of a local Community Safety Partnership (CSP).
- 2.2 During recent years a range of resource pressures and structural changes have impacted on the design and delivery of community services operated by the Council. There is now a need for a range of local agencies to deliver an effective partnership approach to the way community safety is managed and to be reactive towards any emerging issues.

3. MEMBERSHIP OF THE PANEL – 2017/18

Councillor K Welsh (Chair), Councillor Maria Bailey (Deputy Chair).
Councillors Affleck, Beeley, Bowden, Bowerman, Feeley, Fowler, Glover, A Holland, Homer, Newton, Patrick, Pearce, Piddington, Reid, Sharif, Sidebottom, F Travis, Whitehead.

4. TERMS OF REFERENCE

Aim of the Review

- 4.1 To review the need for partnership working across community safety in Tameside to ensure the most effective, widespread and resource-efficient delivery of services.

Objectives

- 4.2
1. To understand changes in the way services are delivered and the role of the Council and partners to improve outcomes and the feeling of safety in Tameside.
 2. To examine how the Council has responded to resource pressures, the range of local issues and methods used to improve interventions.
 3. To explore the programmes of work carried out by the Council, Police, Fire and Rescue Services, and Registered Social Landlords.
 4. To understand the role that the Greater Manchester Police and Crime Commissioner's Office has in supporting the Council and partners to carry out community safety work.
 5. To examine how community safety services have adapted to tackle priority issues with the tools available such as enforcement and CCTV.
 6. To look at the future plans and strategies for the delivery of community safety services in Tameside.
 7. To produce workable recommendations to deliver improvements to community safety services in Tameside.

Value for Money/Use of Resources

- 4.3 It is important that the Council and partners work together to produce strategies that will ensure that community safety work is being delivered in both a cost-effective and resource-effective way to ensure that quality services can be delivered now and in the future.

Equalities Issues

- 4.4 Community safety work is delivered to all sections of Tameside's communities. The review will consider strategies that lead to clean, safe and positive environments for people and families of all ages and backgrounds.

5. METHODOLOGY

- 5.1 The working group met with Emma Varnam, Assistant Executive Director, Stronger Communities to receive an overview of community safety work carried out by the Council; and the impact of resource pressures.
- 5.2 The working group met with Ivan Wright, Neighbourhood Manager, New Charter Group; and Joanne Donaher, Neighbourhood Manager, Peak Valley Housing Association, to receive information on the community safety work undertaken by Registered Social Landlords and wider partnership work.
- 5.3 The working group met with Adam Allen, Chief Executive, Greater Manchester Police and Crime Commissioner's Office (PCCO), to receive information on the role that the PCCO has in supporting the Council and partners to deliver community safety programmes of work. (**Note:** the meeting took place prior to the Greater Manchester Mayoral Election and transfer of responsibility to the now Deputy Mayor for Policing and Crime).
- 5.4 The working group visited the Council's CCTV control room to receive information relating to the network of cameras and monitoring arrangements.

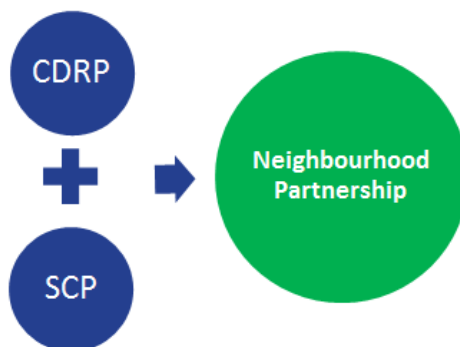
- 5.5 The working group met with Dean Howard, Superintendent (District Commander), Tameside Division of Greater Manchester Police, to receive information relating directly to Police operations and community safety work undertaken in Tameside.
- 5.6 The working group met with Emma Varnam, Assistant Executive Director, Stronger Communities to receive further information relating to current position of partnerships and future plans.

6. REVIEW FINDINGS

Background

- 6.1 In 2014 the Council changed the way community safety was governed and delivered in Tameside. The new Neighbourhood Offer was created which merged the Crime and Disorder Reduction Panel (CDRP) and the Supportive Communities Partnerships (SCP). These changes in governance were intended as a major step towards achieving Public Sector Reform. Prior to changes the relationship between CDRP and Scrutiny was strong with annual attendance from officers and partners to report activity.
- 6.2 The new structure planned to achieve greater strength across partnerships to co-design and co-deliver a range of community services. The service aimed to deal with neighbourhood priorities for the whole borough including enforcement activity, anti-social behaviour and resolving neighbourhood disputes.
- 6.3 There was a need for the Strategic Neighbourhood Partnership to align service delivery, support required efficiencies and to work together to engage and inspire communities to be stronger and more self-sufficient. The vision was intended to ensure cooperative partnership that co-designs and co-delivers services with our communities.

Figure 1: Move towards Neighbourhood Partnership



- 6.4 When established, the Strategic Neighbourhood Partnership met on a quarterly basis to discuss the wider issues which affect the safety, health and prosperity of the borough. The group was co-chaired by the relevant Council Director and the Chief Superintendent of the Police.
- 6.5 The partnership oversaw the development of neighbourhood activity under a range of strategic priorities which included:
- Environment and Enforcement
 - Housing and Homelessness
 - Poverty
 - Domestic Abuse
 - Safer Communities

- 6.6 A steering group for each of the strategic priorities was created to progress development with community partners and stakeholders. The Strategic Neighbourhood Partnership was intended to monitor and progress the issues resulting in a healthy, safe and vibrant community, whilst at the same time delivering on statutory responsibilities for Community Safety, Housing, Homelessness and Poverty.

Tameside Community Safety Partnership (CSP)

- 6.7 Following the transfer of Stronger Communities to the Place Directorate in 2017, a decision was made for the Strategic Neighbourhood Partnership to no longer continue operating in this way and for the Council to reinstate a Community Safety Partnership.
- 6.8 Section 5 of the Crime and Disorder Act (1998) established Community Safety Partnerships (then known as the Crime and Disorder Reduction Partnership - CDRP). A CSP is defined as an alliance of organisations which generate strategies and policies, implement activity and interventions concerning crime and disorder within a local authority area.
- 6.9 The CSP is made up of responsible authorities including the Council, Police, Fire and Rescue Service, Probation Services, Health and Registered Social Landlords. The partnership has a statutory responsibility for reducing crime and disorder, substance misuse and reoffending.
- 6.10 The purpose of the partnership is to deliver safer communities as set out in the Crime and Disorder Act 1998 and relevant legislation. In doing this the partnership will coordinate community safety activity in Tameside at a strategic level to:
- Reduce crime and the fear of crime
 - Address the risk, threat and harm to victims and local communities
 - Facilitate the strengthening of Tameside's communities in the delivery of local initiatives
- 6.11 The CSP will develop and deliver a Community Safety Strategy based on up to date intelligence, analysis, research and good practice. In order to develop an effective local plan, services will await the publication of the new Greater Manchester Police and Crime Plan. This will allow for Tameside's Strategy to take notice and include a number of regional priorities while also creating a heightened focus on local need, types of offending, victims and vulnerability.
- 6.12 The CSP will have strategic oversight to ensure the successful delivery of a range of functions. The following sub-groups will also report to the partnership:
- ASBRAC (Anti-Social Behaviour Risk Assessment Conference)
 - Tameside Hate Incident Panel
 - Prevent
 - Domestic Abuse Strategic Steering Group
 - Registered Providers Forum
 - Preventing Homelessness Forum
- 6.13 Tameside CSP will be jointly chaired by the Assistant Director, Environmental Services, Tameside Council; and the Superintendent District Commander, Tameside Police. The first meeting took place on 14 August 2017, with meetings planned to be held quarterly.

Conclusions

1. The decision to reinstate the Tameside Community Safety Partnership is positive.
2. Connections between the former CDRP and Scrutiny were strong, with annual reporting on activity and outcomes.

Recommendations

1. That through a new Community Safety Strategy, the CSP seeks to strengthen and align community safety priorities and outcomes, both within each of the represented organisations and across communities in Tameside.
2. That activity and outcomes from the CSP are reported to the relevant Scrutiny Panel on an annual basis.
3. To monitor the impact of targeted interventions undertaken by the partnership and to seek, where possible, resident opinion and perception to inform future work.

Tameside Community Safety Services

- 6.14 Tameside operates a Matrix Model in relation to the delivery of community safety services. This includes a strategic and commissioning team under a lead officer. The team links to many other areas within the Council and key partners including Integrated Neighbourhood Services, Licensing and Health and Safety.
- 6.15 The team has been further extended as a direct result of intelligence, demand on specific functions and emerging threats and priorities. Additional appointments have included:
- Anti-Social Behaviour Officer
 - Community Cohesion Officer
 - Community Safety Officer
- 6.16 In addition to the Council's core budget for the Community Safety functions and specialist areas, the local authority was also able to bid for an annual Community Safety Grant of around £250,000 from the then Greater Manchester Police and Crime Commissioners Office (PCCO). The grant assisted with emerging and significant threats and priorities for communities. This can also be used to fund core salaries or Police overtime.
- 6.17 The 2017/18 bid consists of 17 unique projects which covers areas including Trafficking, Child Sexual Exploitation, Community Cohesion, Anti-Social Behaviour, Victim Services, Homelessness, Online Safety and Cybercrime. The projects enable the teams to pilot and trial new and innovative interventions.
- 6.18 The project 'Safe Squad' has been allocated £15,000 for 2017/18. The funding will allow key messages to be delivered for a second year to young people around digital safety, safe use of social media, street scenes, anti-social behaviour and hate crime. In its first year the project successfully delivered messages to Year 6 pupils, with 98% of primary schools attending.
- 6.19 There are also additional opportunities through specialist funding, with the authority receiving financial support for additional work specific to the Night Time Economy and youth ASB interventions.

Integrated Neighbourhood Working

- 6.20 Community safety can be complex and far reaching, with a need to ensure partners agencies are equipped to identify and understand issues behind the presenting demand. This creates the opportunity for responses to be tailored at an earlier stage and to prevent escalating and more serious behaviour.
- 6.21 Since May 2016 the operational delivery of neighbourhood working has altered. The development of two Integrated Neighbourhood Hubs in Tameside has taken place, with a focus to get to the root causes of problems within communities. The hubs are located in Ashton and Hyde Police Stations, with the necessary infrastructure already in place to accommodate and support the integrated teams.

- 6.22 There are also seven operational out-posts across the borough, from Denton Town Hall to Broadoak Community Centre and Mossley Fire Station. This is also further supported by Police computers located at a New Charter Office in Audenshaw and the security office at Tameside Hospital.
- 6.23 Daily meetings take place at Ashton and Hyde Police Stations, with both venues housing a 'share-point' file which is a recording system that allows partners to access their individual IT. While the fixed hubs may not house or locate all agencies, the delivery model ensures that each of the two teams consists of:
- One overarching Integrated Neighbourhood Services Manager
 - Police Sergeants
 - Neighbourhood Police Officers
 - Council Project Officers
 - Clean and Safe Neighbourhood Officers
 - Police Community Support Officers
 - A New Charter representative
 - Administrative Support Officer
 - Action Together representative
 - Adult Mental Health representative
 - Bridges – Domestic Abuse service
 - Drug and Alcohol Services
 - Homelessness Services
- 6.24 The hubs bring together front-line service providers across a range of agencies to focus resources where they are needed most and where the greatest community benefits can be achieved. The approach aims to reduce duplication and reduce pressures on service providers.
- 6.25 It is the role of the two hubs to identify individuals and families who are not coping and placing demand and pressures on front-line services. Through an investigative process the hubs can identify services and organisations that can provide positive interventions to help any further problems.
- 6.26 The integrated service deals with neighbourhood priorities for the whole borough, including enforcement activity, dealing with anti-social behaviour and resolving neighbourhood disputes. Alongside this, efforts are made to solve some of the broader and more deep-rooted issues that affect certain communities in Tameside.
- 6.27 In addition to the teams, the hubs receive referrals from partners such as Job Centre Plus, GPs and community groups. The casework is distributed throughout the team by the Police and the Integrated Neighbourhood Services Managers.

Greater Manchester

- 6.28 The Greater Manchester Combined Authority sets the strategic direction of community safety and policing for the region. The six strategic priorities of the Police Crime Plan originally set by the Police and Crime Commissioner are:
- Tackling crime and anti-social behaviour
 - Putting victims at the centre
 - Protecting vulnerable people
 - Dealing with terrorism, serious organised crime and maintaining public safety
 - Investing in and delivering high quality policing services
 - Building and strengthening partnerships
- 6.29 Steering groups were established for each of the strategic priority needs to support the progress and development of themes with community partners and stakeholders. At a local

level, Tameside's Strategic Neighbourhood Partnership progressed issues and delivered statutory responsibilities for Community Safety, Housing, Homelessness and Poverty.

- 6.30 Since the appointment of the Mayor for Greater Manchester, the position of Deputy Mayor held by Baroness Beverly Hughes will now hold responsibility for Police and Crime. In June 2017 a paper was published by GMCA on a GM-Wide Crime and Policing Needs Assessment, this supported a review of evidence needed to refresh the Greater Manchester Police and Crime Plan.
- 6.31 In order to achieve better outcomes in policing, community safety and criminal justice services the new plan is being developed to centre strongly on the need for effective partnerships. It is important to acknowledge that no single organisation acting alone can effectively keep people safe, reduce harm and build cohesive and stronger communities. The plan for 2018 to 2020 will be titled 'Standing Together', which will be finalised and published early in 2018.
- 6.32 In order to ensure that the new GM Police and Crime Plan is as informed as possible, work has been undertaken with people working in local neighbourhoods, victims of crime and their advocates, businesses and a variety of organisations within Greater Manchester's different communities. It has also been important to undertake analysis of Greater Manchester crime, health and criminal justice statistics.
- 6.33 A refreshed approach and commitment is needed in order for the plan to be as effective as possible. Consultation and engagement work has identified three priorities for the plan. These are:
- Keeping People Safe
 - Reducing harm and offending
 - Strengthening communities and places
- 6.34 A number of measures will be put in place to ensure a difference is being made. The measures include:
- People feel safer at home, at work, socialising and travelling.
 - People express increased confidence in the Police and other organisations that contribute to community safety.
 - People view police and community safety services to be effective.
 - People believe the justice services are effective.
 - People believe places are safe and believe communities to be strong.
- 6.35 Since the Manchester Arena terror attack, the further development of the action plans for Greater Manchester and Tameside are a priority. Tameside is participating in the Greater Manchester-wide Prevent Duty Self-Assessment Framework for local authorities.

Greater Manchester Crime and Policing Needs Assessment

- 6.36 Analysis has been drawn together relating to Tameside participants in the 2017 Greater Manchester Crime and Policing Needs Assessment Survey. The survey was conducted by GMCA research team and was open to anyone directly involved with service delivery and a mixture of frontline and strategic practitioners.
- 6.37 The top three anti-social behaviour issues identified as being concerns both in the past and moving forward are – people using or dealing drugs; young people hanging around the streets; and environmental issues. Environmental issues such as litter and dog-fouling ranked higher as a perceived concern for Tameside, when compared across other GM authority areas.
- 6.38 Practitioners across Tameside highlighted heightened concerns within certain communities around the fear of extremism, in part as an impact of events in Manchester. There is a strong consensus that most issues require both a GM and local response; however

community cohesion stood out as an area which will require an increased focus and commitment at local level.

- 6.39 Across Greater Manchester alcohol remains the most frequently cited problem substance, with alcohol related hospital admissions in Tameside much higher than the North West average. New Psychoactive Substances such as 'Spice' were also mentioned as issues which significantly impact on demand for services. Further comments from the survey also touch upon a need for substance misuse, mental health support and crisis care to be prioritised in future plans.

Conclusions

3. Community safety grants have allowed targeted projects to be carried out, with new interventions being trialled.
4. Tameside's Integrated Neighbourhood Service model provides an effective platform for the Council and partners to identify, address and take action against a range of issues.
5. A new Greater Manchester Police and Crime Plan will acknowledge the need for an effective and progressive partnership approach.

Recommendations

4. That the Council continue to identify and apply for community safety related grants and funding to strengthen and compliment the local offer.
5. That national and regional emerging issues and threats are built within Tameside strategies to develop more supportive and cohesive communities.

Tameside CCTV

- 6.40 CCTV remains a powerful resource to prevent and deal with a range of different crime types. The benefits are also increased when integrated with other crime prevention methods such as retail 'radio-link' systems and a positive working relationship with local Police.
- 6.41 Section 163 of the Criminal Justice and Public Order Act 1994 creates the power for local authorities to provide closed circuit television coverage of any land within their area for the purposes of crime prevention and victim welfare. The Council and Police also consider it a necessary initiative towards their duty under the Crime and Disorder Act 1998.
- 6.42 The CCTV system in Tameside has been developed over a period of time since 1997, when cameras were then monitored by the Police at Ashton Police Station. A decision was made in 1999 where monitoring arranged were transferred to the Council.
- 6.43 Investment was made by the Council to develop a new CCTV monitoring centre which began operating in December 2015. The operation of the control room consists of a total of 8 operators, working in a way which means that physical monitoring of the network of cameras is taking place 24 hours a day, 7 days a week.
- 6.44 The network makes use of 100 cameras located in town centre locations as well as known areas for crime and ASB. A large number of cameras within the network are long-standing and open to the elements, which can impact on potential quality of images and functions.

Conclusions

6. CCTV can work as a powerful preventative resource, with a range of benefits available to partnerships between the Council, Police and residents.
7. Tameside's camera network is long-standing, which has potential to impact on the future functioning quality.

Recommendations

6. That with a long-standing camera network, work is undertaken to ensure residents and businesses are kept informed of areas where monitoring will no longer take place and for any cameras not in operation to be taken down.
7. That periodic monitoring is undertaken to maximise the effectiveness of local CCTV operations and used to inform the size of the camera network, monitoring arrangements and commercial viability, to help deliver the most effective use of available resources.

7. CONCLUSIONS

- 7.1 The decision to reinstate the Tameside Community Safety Partnership is positive.
- 7.2 Connections between the former CDRP and Scrutiny were strong, with annual reporting on activity and outcomes.
- 7.3 Community safety grants have allowed targeted projects to be carried out, with new interventions being trialled.
- 7.4 Tameside's Integrated Neighbourhood Service model provides an effective platform for the Council and partners to identify, address and take action against a range of issues.
- 7.5 A new Greater Manchester Police and Crime Plan will acknowledge the need for an effective and progressive partnership approach.
- 7.6 CCTV can work as a powerful preventative resource, with a range of benefits available to partnerships between the Council, Police and residents.
- 7.7 Tameside's camera network is long-standing, which has potential to impact on the future functioning quality.

8. RECOMMENDATIONS

- 8.1 That through a new Community Safety Strategy, the CSP seeks to strengthen and align community safety priorities and outcomes, both within each of the represented organisations and across communities in Tameside.
- 8.2 That activity and outcomes from the CSP are reported to the relevant Scrutiny Panel on an annual basis.
- 8.3 To monitor the impact of targeted interventions undertaken by the partnership and to seek, where possible, resident opinion and perception to inform future work.

- 8.4 That the Council continue to identify and apply for community safety related grants and funding to strengthen and compliment the local offer.
- 8.5 That national and regional emerging issues and threats are built within Tameside strategies to develop more supportive and cohesive communities.
- 8.6 That with a long-standing camera network, work is undertaken to ensure residents and businesses are kept informed of areas where monitoring will no longer take place and for any cameras not in operation to be taken down.
- 8.7 That periodic monitoring is undertaken to maximise the effectiveness of local CCTV operations and used to inform the size of the camera network, monitoring arrangements and commercial viability, to help deliver the most effective use of available resources.