

Community safety partnerships

A guide for police and crime commissioners



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Foreword

Congratulations on your election as one of the first police and crime commissioners. As you settle into your new role, you will be working with your new office to deliver on the promises you made on doorsteps across your constituency.

Fortunately there are a range of structures and organisations already in place in every force area that can help you deliver those commitments. Most directly there will be your Police and Crime Commissioner's Office and the police force itself. Although they will be keen to assist in any way they can, there is a limit to what they can achieve on your behalf. From what you have said to us, some of the top things you want to address are anti-social behaviour, alcohol-related crime and disorder, and youth offending.

Police officers can for example deal with the immediate consequences of drink-fuelled violence in our high streets on a Friday and Saturday night, but there are a range of partners who can help encourage the minority of pubs and clubs where problems occur to play their role in making our town centres safer. Hospital accident and emergency departments can provide information on which establishments' problems are occurring in or outside. Fire and rescue services have a say in whether an establishment can trade through the fire regulations.

Councils have the ability to revoke licences, and can seek additional contributions from premises staying open late towards the policing of that area through a late night levy.

Rather than having to engage individually with all these different agencies, the police are already working closely with local authorities, the probation service, the health service and fire and rescue services through community safety partnerships (CSPs).

This document seeks to provide an introduction to CSPs. It will outline their statutory background, explain their working practices, look at their constituent parts, define the role of elected members, and show how they might work in tandem with you to reduce crime and make the communities you represent safer. We hope it will provide a useful guide to how CSPs can help you deliver your agenda.

Councillor Mehboob Khan

Chair

LGA Safer and Stronger Communities Board

Introduction

When the new police and crime commissioners (PCCs) take office on the 22 November their remit will extend beyond the world of policing, into crime prevention and engaging with those agencies that have a major role in this. They will be under a duty to co-operate with the core agencies that make up community safety partnerships (CSPs) to reduce crime and disorder. There will be a reciprocal duty on those core agencies to work through their CSPs with the PCCs.

With over 300 CSPs in England and Wales there are considerable differences in the way they operate. Resourcing levels can differ hugely. Therefore this document is not meant as an instruction manual, but rather a set of guiding principles and examples to help you better understand the role of CSPs, and how they can help you deliver your objectives.



What is a ‘community safety partnership’?

Since the Scarman Report in 1981, successive governments recognised that effective partnership working resulted in better crime reduction outcomes. This was consolidated by the Morgan Report in 1991, and culminated in the 1998 Crime and Disorder Act.

Section 5 of the Act established community safety partnerships (then known as ‘crime and disorder reduction partnerships (CDRPs)’ in England). CSPs are defined as:

“An alliance of organisations which generate strategies and policies, implement actions and interventions concerning crime and disorder within their partnership area”.

They are statutorily responsible for reducing crime and disorder, substance misuse and re-offending in each local authority area.

The original intention was for each local authority area to have its own CDRP. However, over time it has become clear that some areas could achieve more through amalgamating CDRPs; there are now around 30 merged partnerships. Some are combinations across two local authority areas; some are whole counties. In 2010 CDRPs in England were formally renamed CSPs (they had been called this in Wales since 1998). Some partnerships also merged with their Drug Action Teams after the Police and Justice Act 2006 recommended closer working between drugs and crime agendas.

Each CSP is made up of six ‘responsible authorities’, currently comprising:

- police
- local authority
- fire and rescue service
- probation trust
- primary care trust
- police authority.

These six responsible authorities will change after November 22 2012. Police authorities will of course cease to exist, while primary care trusts (PCTs) will be abolished on March 31 2013. Police authorities will not be replaced on CSPs, but clinical commissioning groups (CCGs) in England, and local health boards in Wales, will replace PCTs as a responsible authority under the Health and Social Care Act 2012, and CSPs should make arrangements for this transition. It is worth noting that following the abolition of police authorities, police and crime commissioners will not become responsible authorities on CSPs.

The make-up and role of CSPs has been altered since 1998, through the Police and Justice Act 2006, Crime and Disorder Regulations 2007, the Local Government and Health Act 2007 and the Policing and Crime Act 2009; finally the Crime and Disorder Regulations 2011 made changes which freed up some of the legislative burden that had encroached upon CSPs since 1998.

The coalition Government has reiterated its support for CSPs. Whilst the Government is keen to minimise central control over how partnerships operate, they have retained the statutory status of CSPs as this ensures they are widespread, remain active, and that there is a consistency of approach across the country.

After 14 years of development, most CSPs are experienced in operating at a high level and have been recognised as contributing greatly to ongoing crime reduction, joined-up problem solving and offering value for money in the face of economic adversity. As partnership working becomes increasingly well-established, the need for legislation has lessened as mandated practice becomes standard.

Different types of CSP

Local authorities come in a huge variety of shapes and sizes with vastly different levels of resource and political leadership; CSPs are no different. The smallest covers just over 2,000 people; the largest over one million. Therefore a successful PCC needs to be aware of the different types of CSP operating within the force area. In some these will be similar; Cleveland, for example, is made up of four unitary authorities; Thames Valley is made up of 18 authorities; some district councils, some unitary authorities, and some county councils. A clear understanding of the landscape is vital, and the CSPs themselves should have been working with candidates prior to the pre-election period to ensure they understand the local landscape.

District CSPs exist in two-tier areas, making up areas covered by county councils. Whilst districts are often small and under-resourced, they are often excellent at engaging with communities and understanding local issues. In recent years some districts have sought to merge CSPs in order to continue to operate with diminished resource; in areas such as Norfolk they have merged a number of CSPs to create a single force-level CSP. There are 174 district councils in England.

County councils do not have a CSP as such, but instead are responsible for a 'county strategy group'. This consists of representatives of the district CSPs together with relevant individuals from the county council and countywide agencies. They may have responsibility for delivering countywide initiatives that take advantage of economies of scale, such as offender management or domestic abuse strategies. In force areas with one county council (eg Surrey and Cumbria) it is possible that the PCC or one of their staff may be invited to sit on this group. There are 27 county councils in England.

Unitary CSPs exist in towns or cities which are large enough to sustain themselves without the requirement of a county council; eg they can run services such as domestic abuse or offender management alongside the rest of their community safety services. The first round of unitary councils, such as Portsmouth, Bristol, and Herefordshire, came into existence between 1996 and 1998. Since 2007 a number of former county councils have become unitary, such as Cornwall, Northumbria, Shropshire and Wiltshire. These areas no longer have district councils and the county strategy group has become a single CSP. There are 55 unitary authorities in England.

Metropolitan CSPs are similar to unitary authorities, existing in areas that used to have metropolitan counties, until these were abolished in 1985. Traditionally these are areas made up of cities or built-up areas, such as Liverpool, Bury, Leeds, and Coventry. They will often have a strong identity and be well-resourced. There are 36 metropolitan authorities in England.

Welsh CSPs exist in a coterminous fashion with Welsh councils. There are 22 Welsh councils, and they are all single-tier unitary councils, although some still go by the name of county council.

Statutory obligations

Whilst CSPs can be responsible for a huge range of activity, the actual statutory obligations upon them are fairly minimal. Currently these are:

- set up a **strategic group** to direct the work of the partnership
- regularly **engage and consult** with the community about their priorities and progress achieving them
- set up protocols and systems for **sharing information**
- analyse a wide range of data, including recorded crime levels and patterns, in order to identify priorities in an annual **strategic assessment**
- set out a **partnership plan and monitor progress**
- produce a strategy to **reduce reoffending**
- commission **domestic violence homicide reviews**.

The strategy group was created by the 2007 Regulations. Its role is ostensibly to take oversight of the delivery of the strategic assessment and partnership plan, but essentially it provides a tight leadership group to the partnership.

The 2007 Regulations set out a lot of detail about chairing, meeting frequency, skills and knowledge and so on, but these were revoked in the 2011 Regulations, which enable the strategy group to be formally constituted by a minimum of just two representatives of responsible authorities, who no longer have to be of a senior level. However, in practice the makeup of CSPs has not altered significantly.

Each partnership operates around an annual commissioning cycle:

CSP cycle



Each year, the strategy group commissions the **strategic assessment**. This is an audit of all the crime and disorder, substance misuse and reoffending that has taken place across the CSP area over the previous year, and seeks to predict the key issues and identify priorities for the partnership by highlighting risk. This is a key document as it underpins the activity of the CSP for the next 12 months. The strategic assessment should be closely aligned to the background evidence underpinning the police and crime plan.

Traditionally strategic assessments were produced by partnership analysts; however, in many places this role no longer exists, so assessments are written either by police analysts, community safety managers or, in two-tier areas, by the county council, who may create a joint document for all the districts within that area.

The strategic assessment creates an evidence-base for the priorities established in the **partnership plan**. The partnership plan is a short, public-facing document which outlines the priorities the partnership will focus on over the next three years. This is refreshed annually in order to capture any emerging threats or trends made apparent through each year's strategic assessment. Typically a CSP will have between two and five priorities. These could include particular crime types, or thematic priorities such as domestic abuse or offender management. **The PCC must have regard to these priorities within their police and crime plan.**

Partnership priorities should be established via a combination of the hard quantitative evidence established in the strategic assessment, and through **consulting the community**. This is a statutory duty on CSPs. Additionally, each CSP needs to hold one 'face the public' meeting, which could be either a meeting held in public, or the CSP chair and responsible authority leads hosting a public Q&A session.

In order for a CSP to operate successfully on an evidence-led basis, it is vital that data flows between agencies and is used to drive activity. Each CSP should draft an '**information sharing** protocol' (see section 115 of the Crime and Disorder Act 1998), which allows for the transfer of depersonalised (and in certain circumstances, personalised) information for the prevention and reduction of crime.

More recent legislative changes gave additional responsibilities to CSPs, including a responsibility to **reduce reoffending** and the responsibility to undertake **domestic violence homicide reviews**. These are similar to serious case reviews for safeguarding, and the CSP chair is responsible for their commissioning.

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 is patchy across the country and indeed within partnerships. A successful PCC may wish to ensure that Section 17 is well embedded across the partnerships of the force area.

What else does a CSP do?

The activity undertaken by a CSP is very much dependent on the resources available and the level of demand created by the size and demographics of the area it covers. Essentially, all CSPs complete the statutory obligations outlined above, resulting in commissioning a level of activity in support of their agreed priorities.

Anti-social behaviour

Common to the majority of CSPs is a standing priority around **anti-social behaviour** (ASB). It is no coincidence that Section 1 of the same Crime and Disorder Act 1998 sought to define the anti-social behaviour order (ASBO). The CSP is established to tackle community concerns around crime and disorder; the vast majority of communities identify ASB as a key issue. **CSPs have become expert at tackling ASB** through multi-agency intervention and enforcement. Often this is undertaken through the **council's community safety team**.

The council's community safety team (in many places known as 'Safer xxxx') is often referred to by the shorthand misnomer of 'the CSP team'. This incorrect assumption can often be problematic as partners associate the actual CSP with a team working in the council. That said, the council community safety team will normally be charged with the responsibility of supporting the CSP, as well as delivering certain parts of the plan and procuring outsourced services.

Community clean-ups have been carried out in Derbyshire, including graffiti removal by a contractor and general site clean-ups using Derbyshire Probation Trust Community Payback teams. The outcomes were to reduce anti-social behaviour, reduce the re-offending rate and improve the street environment. 59 clean-ups were carried out between August 2011 and April 2012, of which 37 involved professional graffiti removal. There was a reduction in ASB calls for service of 13.4 per cent from 9,888 to 8,513, equating to a potential cost saving of £687,642 (based on £500 per call which includes handling, visits and closure – source of costing is Essex Family case study).

Some areas had a reduction in calls by as much as 65 per cent. In addition, almost all sites had not been targeted with further graffiti. Referrals for clean-ups came from parish councils, community safety partnerships and council departments. Feedback from the community included: "an excellent job", "we will engage in your service again", "area remains free from graffiti" and "long may the scheme continue."

Most councils place their anti-social behaviour team within this unit (although in recent years this is often shared with housing or even a registered social landlord).

The ASB team is responsible for dealing with the case management of ongoing ASB issues, problem-solving problematic locations, and managing persistent offenders of ASB, generally through the use of the escalation process:

ASB escalation process

Stage	Issued to	Description
Warning letter	Issued to first-time offenders of ASB	Warns them as to their future conduct; explains possible repercussions should they continue
Acceptable behaviour contract (sometimes known as 'acceptable behaviour agreement')	Voluntary agreement between a persistent offender of ASB and the ASB team	Outlines a set of behavioural standards expected of the offender; warns of more serious legal repercussions should it not be adhered to
Anti-social behaviour order	Civil injunction demarcating the behaviour of an individual who is a chronic offender of ASB	Denotes a set of conditions which the offender must adhere to; breaches can result in a six-month prison sentence

Council ASB teams should set up multi-agency case panels to discuss problematic offenders of ASB, and agree actions to support them and prevent their future offending. Increasingly teams are establishing parallel processes to support victims of ASB, which assess the level of risk associated with victims and seek to support those most at risk of serious harm from continuing ASB.

In Sheffield, community justice panels deal with low-level crime and anti-social behaviour such as neighbour disputes, criminal damage and minor thefts and assaults, and are run by volunteers from the community. They bring victims and wrongdoers together to resolve conflict and harm caused by anti-social behaviour and crime.

The panels encourage wrongdoers to acknowledge the impact of what they have done and make amends to the victim and the wider community by apologising and engaging in reparative work.

The panels have been nationally recognised as a good model to follow. There were 246 referrals to community justice panels in 2011/12, and the re-offending rate remains at 8 per cent compared to a national re-offending rate of 39 per cent. They have saved money for the police and courts, and 98 per cent of people who took part, both victims and offenders, have said they are highly satisfied with the outcome.

Council ASB teams will also be responsible for establishing 'dispersal zones', which are small geographical areas in which groups of two or more people can legally be removed for 24 hours if considered to be likely to cause ASB; 'controlled drinking zones', which can ban the consumption of alcohol in public places; and undertaking the requirements outlined in the recent ASB White Paper, including establishing the 'community trigger'.

How good you are at tackling ASB is one of the criteria research has indicated that the public will use to judge the success of a PCC; therefore it is vital that PCCs understand the **resources available across partnerships to tackle ASB**, and work with them to provide a unified service for communities.

Many CSPs structure themselves to provide a strategic oversight and a number of delivery mechanisms to ensure the actions outlined in the partnership plan are undertaken. One of the most common of these is the '**joint tasking group**' (sometimes known as joint action group (JAG)/safer neighbourhoods action group, community tasking group/many other acronyms!). This is a highly tactical meeting bringing agencies together to problem-solve chronic issues on a geographical basis; an example might be a park known to have a range of ongoing anti-social behaviour issues.

The Four Rivers Estate in Shoeburyness recently suffered from an increase in the number of reports of ASB, youth nuisance and alcohol related disorder. Over a 12 month period four roads on the estate reported 273 incidents to Essex Police, of which 196 were ASB. Analysis indicated that young adults were drinking alcohol in the street leading to criminal damage, minor assaults and public order offences mainly between 8pm – 2am, Friday and Saturday evening during the months of July and August.

The police successfully applied to Southend-on-Sea Borough Council for a Designated Public Place Order (DPPO) allowing designated people (police officers, PCSOs and accredited persons) to request persons within a defined area to hand over alcohol if they are acting in an anti-social manner. Such an order can only be granted with clear multi-agency co-ordination and is a good example of community safety partners successfully working together.

The DPPO was promoted through the local media, neighbourhood action panels, beat surgeries, community circles, word of mouth and visible policing patrols. Once implemented, improvement was immediate. There was a 65 per cent reduction in ASB reports to the police (within three months) and local housing providers recorded a 92 per cent reduction in the number of complaints. This has also saved an estimated £19,000 over a five month period.

The police, fire and ambulance services provide critical emergency response but many calls are made without any medical or emergency requirement. Research estimates average cost per minute of an ambulance journey is £6.75 with an average journey time of 44.4 minutes, meaning the average cost of an ambulance journey is £299.70.

Cornwall's Frequent Caller Intervention Group (FCIG) consists of Fire, Police, Ambulance and Cornwall Council's Anti-Social Behaviour Team. The group looks to use ASB prevention and enforcement tools to prevent frequent callers.

The group has dealt with 10 cases in the past 12 months with example outcomes being:

A frequent caller placed 40 calls in a three-month period to the Ambulance Service with no clinical need. An ABC contract was issued by FCIG and calls have reduced to 0 for a three-month period saving £11,960 on ambulance journeys alone during that time.

A frequent caller to South Western Ambulance Service was issued with an ASBO making it a criminal offence for him to call or encourage others to call the 999 emergency service number unless in the case of a genuine emergency.

The best JAGs utilise data in the form of analytical problem profiles to properly understand an issue, then apply '**problem solving**' methodologies such as 'SARA', 'Six Sigma' or 'ID PARTNERS' to address them. These are frameworks to take practitioners through a process – understand, plan, do, review - leading to an improved situation. Generally these meetings include working very closely with neighbourhood policing teams, and tackling the priorities highlighted by communities through consultation. Therefore these meetings can make a massive difference to communities, and a PCC would benefit from supporting their good practices and ensuring they are properly resourced with shared data and analytical resource.

In 2009/10 Newcastle City Council received 7,648 complaints about noise nuisance and anti-social behaviour, spread over 39 council wards. Analysis showed that just two wards (7.5 per cent) contributed 1,872 (24.5 per cent) of those complaints.

The wards in question were popular residential areas for the large student population and much of the anecdotal evidence suggested that whilst student residents added much to the economy and vibrancy of city life, the majority of complaints were the result of the anti-social behaviour of just a small minority of them.

A partnership of key stakeholders was brought together and a strategy developed through the SARA problem solving model.

A significant number of repeat offenders and locations were identified and it was recognised that the existing response lacked cross agency co-ordination, and was not delivering a prompt resolution for victims. The partnership set out to resolve the problem for the victims, but also wanted to find a wider menu of options to deliver change. An early intervention system was designed to integrate existing activity into a tiered response model that delivered resolution for the victim without necessarily resorting to formal enforcement action.

At the end of the academic year (2011/12) the partnership has reduced the number of students causing problems for communities by 27 per cent, down from 1,030 to 751 and re-offending rates have been reduced by 75 per cent, representing an estimated saving of £139,500. The initiative is delivering lasting change for the community, the speedy resolution of problems and a quiet life for residents.

Domestic abuse

Many community safety partnerships prioritise domestic abuse, given its prevalence and the harm it causes both to victims and witnesses. Some CSPs have become expert commissioners of domestic abuse services, working with voluntary sector organisations such as Women's Aid to provide refuge spaces, or Victim Support to provide advocacy services for victims (all areas now have Independent Domestic Violence Advocates commissioned, often through the CSP, to work with victims).

Larger CSPs may have a dedicated domestic abuse co-ordinator, often based within the local authority. CSPs often co-ordinate the establishment of Multi-Agency Risk Assessment Conferences (MARACs), which bring together agencies to share information and assess the risks appertaining to individuals suffering domestic abuse.

Following a domestic homicide, CSPs are legally obliged to commission a domestic violence homicide review. This brings together information from all relevant agencies to identify areas for improvement to try and ensure that the likelihood of future incidents is minimised.

Liverpool City Council has significantly invested in Multi-Agency Risk Assessment Conferences (MARACs) to deal with the highest risk cases of violence against women and girls (VAWG). MARACs share information and discuss risk management for these cases and are attended by housing, health, adult and children's services, police, probation and others as appropriate. Analysis highlights the significant value for money of MARACs.

- An annual investment of £56,336 in 2011/12 in the two MARACs in Liverpool saved over £9.33m in 2011/12 in terms of:
- 1,063 cases dealt with by two MARACs in Liverpool in 2011/12. 82 per cent (872) of these cases were not subject to repeat domestic violence
- The Home Office estimates (2003) that each DV repeat incident costs agencies on average £9,924
- This represents a saving of £8.65m in 2011/12 (based on prevention of at least one repeat DV incident per MARAC victim)
- Plus there are other savings. For example, 26 fewer DV homelessness presentations between 2010/11 and 2011/12 representing a saving of £676,000 (based on £26k per annum average cost of homelessness).

Reducing reoffending

CSPs have a statutory obligation to put into place a strategy to reduce re-offending. This often involves the establishment of Integrated Offender Management schemes, which work with a cohort of the most prolific offenders in an area to provide them with the support required to stop re-offending. This support could be a wide variety of interventions, including the provision of adequate housing, drug treatment, addressing health issues, working with families etc. The CSP provides an ideal platform for this support as it brings together the agencies who will be providing or commissioning much of this support, and gives an accountability framework over the work.

Both domestic abuse and reducing reoffending tend to be led strategically from the top tier of local government – namely county and unitary authorities, although often the delivery of services is undertaken in partnership with district-level CSPs.

The key strength of CSPs is their ability to be flexible and design multi-agency responses around local need. There is no 'one size fits all' model of community safety; the way each partnership responds depends on its resources and the demands of the local population. The better CSPs develop and deliver tailored responses to emerging threats.

IMPACT is Safer Bristol's multi-agency team made up of drug workers, police, probation and prison officers working together to cut crime. The team identify and manage offenders who commit most of the robberies, burglaries and thefts in the area, reducing the risk of further offending by supporting them to address the issues that are causing them to commit crime and giving them the options to become a productive member of society.

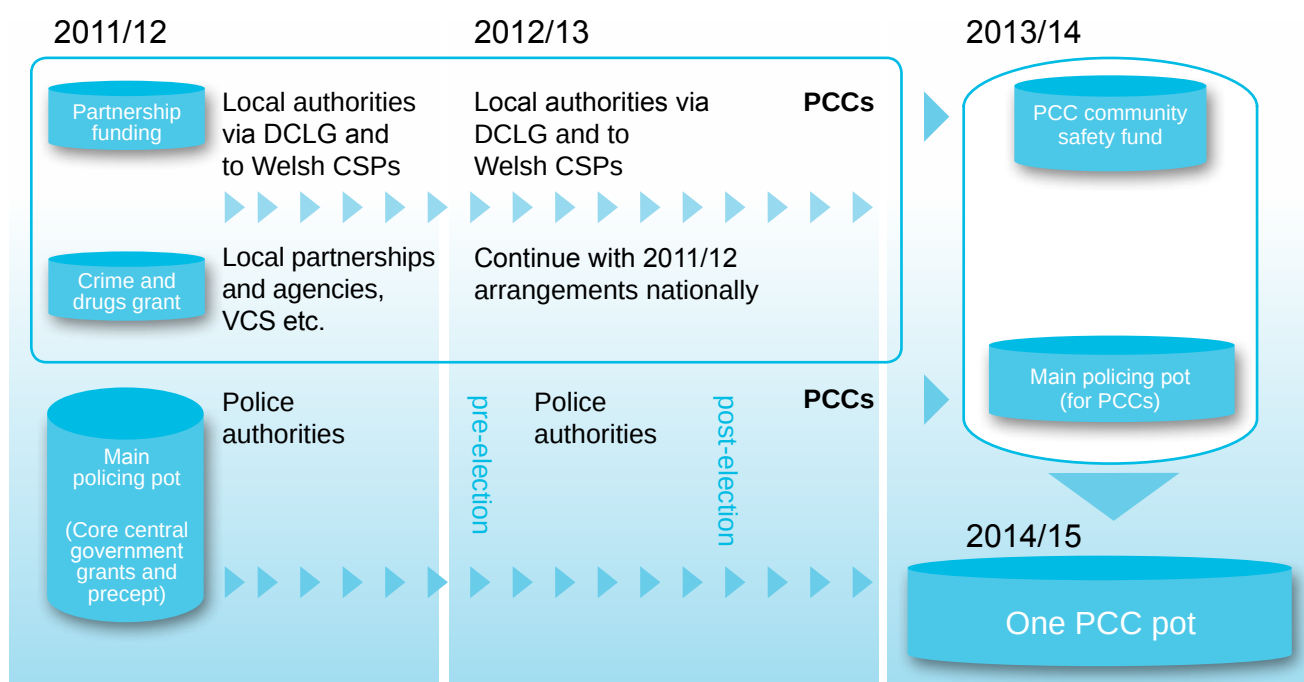
IMPACT clients are prioritised by all substance misuse treatment services commissioned by the local authority so that they are fast tracked into treatment. Safer Bristol also commission accommodation and floating support that is accessed via the housing support register for clients with drug and alcohol problems. In addition, there are two dedicated posts within the council's housing options team that support clients with other housing issues including referral onto the housing support register for access to supported accommodation and housing support.

To date IMPACT has had numerous successes. Frequency of re-offending by the cohort has shown a continuous downward trend since the scheme was introduced. Serious acquisitive crime (SAC) re-offending specifically is also on a downward trend with an average 28 per cent decrease in re-offending per client in the first year on the scheme (5.71 offences per nominal to 4.09) and a further 13 per cent decrease per client in the second year (4.09 offences per nominal to 3.57).

In addition to improving re-offending performance measures, in 2011/12 IMPACT offenders have also been prosecuted for SAC on average 15 per cent faster than mainstream offenders prosecuted for the same crime type (IMPACT nominals average: 63 days, non-IMPACT average: 75 days). Since it was introduced as a pathfinder in Bristol in 2008, serious acquisitive crime in the city has dropped by 53 per cent (n=8784). This suggests savings of £23.6m to the local economy since 2008.

Funding

The activity of a CSP is resourced in a variety of ways. Each agency involved has its own budgets and resources which can be aligned to tackle agreed priorities. Some CSPs have a single partnership pot which the agencies involved contribute to, to give them a commissioning fund through which they can target activity. In recent years this has been bolstered by a variety of government grants, in particular the community safety fund. However this has been reduced by 60 per cent since 2010-11 and will cease to exist from 31 March 2013. Instead, PCCs will have a small commissioning pot, from which they can either commission their own services or share with CSPs (or other bodies) in order to undertake joint commissioning. Options for commissioning will be explored later in this guide.

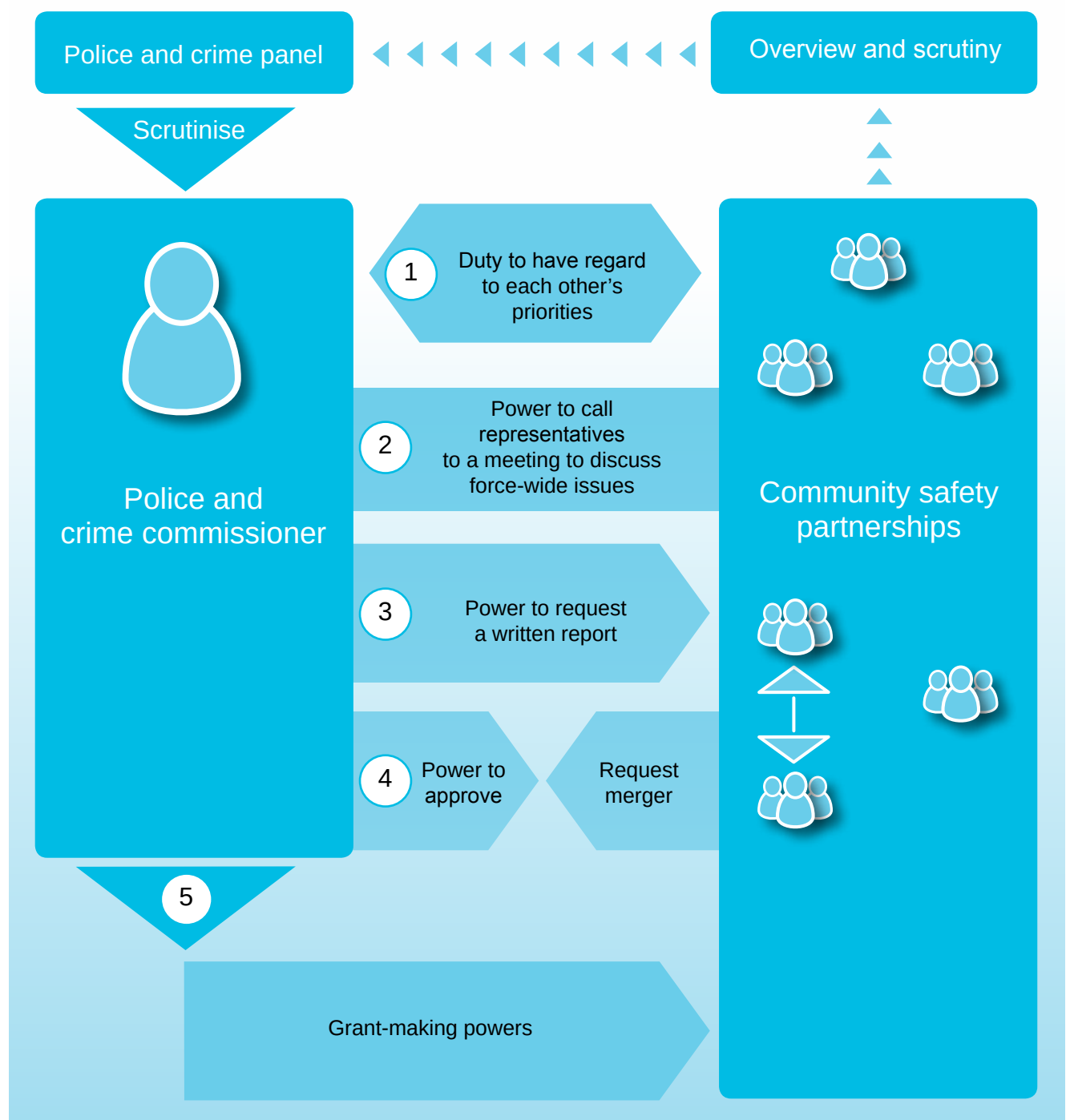


The diagram above shows how funding streams will shift from CSPs (and other sources) to PCCs. As well as the community safety fund, other funding streams that will cease include the Home Office element of Drug Intervention Programme funding (DIP), various youth offending team strands, and, eventually, victims' services funding. It is not quite accurate to say that these funding streams are 'moving to the PCC' – instead, they are ending, and a new funding stream will commence on 1 April 2013. The PCC will need to consider how these crime prevention approaches are maintained; local CSPs have been instrumental in commissioning these approaches.

Perhaps the most interesting element of this is the future of the PCC's commissioning 'pot'. As the diagram shows, in the first year (2013-14) the PCC will have separate funding pots for the main police budget and for commissioning to achieve community safety outcomes. For 2014-15, there will be no ring-fencing; a PCC could spend their entire grant funding on the police force, or could indeed move resources into the community safety arena. Whatever they choose, a close relationship between the PCC and CSPs will be vital.

How will CSPs and PCCs interact?

There are five key ways in which a PCC and the CSPs in the force area will work together, and these can be seen on the diagram below:



Duty to have regard to each other's priorities

Generally speaking, there is a lack of clarity about the interpretation of 'have regard to'. Both PCCs and CSPs will be required to send copies of their plans to all responsible authorities and each other. Whilst there is not an absolute obligation to contain each other's priorities in police and crime plans or partnership plans, serious consideration should be given to each other's priorities, and priorities should be referenced in each other's plans, unless it can be evidenced as not relevant or otherwise outweighed by other issues. Ideally – and to ensure the best possible potential of joint working – partnership plans and police and crime plans will share priorities and include ways in which CSPs can work with PCCs to deliver them. A purely tokenistic response will not help communities. The Police Reform and Social Responsibility Act is clear that there is a duty on CSPs and PCCs to cooperate with each other; sharing priorities at an early stage will greatly assist this.

Power to call CSP representatives to a meeting to discuss force-wide issues

The Police Reform and Social Responsibility Act gives the PCC the power to call a meeting of CSPs together to discuss strategies. The PCC can even determine exactly who from what CSP they would like present at the meeting, which the PCC will chair. The PCC must consult with the responsible authorities involved prior to calling this meeting, and can only call it if the PCC feels it is reasonable and proportionate to do so.

Power to request a written report

If a PCC feels a CSP is not carrying out its functions under s6 of the 1998 Crime and Disorder Act in an effective and efficient manner, the PCC can request a written report from the CSP to explain the situation. It is not anticipated that this power will be widely used (since 1998 the Home Secretary has had the power to request a report from a CSP, but this is exceedingly rare), and requests must be proportionate and reasonable. That said, a PCC is more likely to have a closer eye on the activity of a CSP, and should they note through performance data that a particular CSP is not operating to the best of their ability, then this power could be used more frequently to improve performance and transparency.

Power to approve mergers

Since 1998 the Home Secretary has had the power to approve the mergers of CSPs. In some areas, CSPs have realised that they could operate more efficiently and effectively by merging functions and operating in a larger geographic area. There was some nervousness amongst CSPs at the outset of this policy as they felt a PCC may simply merge all the CSPs into a single super-CSP at force level. This was resisted by the Government and instead PCCs have only been given the power from the Home Secretary to approve mergers, not to dictate them.

Currently the process for merging CSPs is time-consuming and requires secondary legislation (some CSPs have ‘informally merged’ to avoid this); from 22 November 2012 any CSPs seeking to merge will only need the signed agreement of each responsible authority within each CSP area.

Power to make grants for the reduction of crime and disorder

As discussed in the Funding section above, PCCs will have the ability to make grants for the reduction of crime and disorder to anyone they see fit. This could include CSPs or the authorities within them; or it may not. The decision sits with the PCC.

Elected members

The PCC will clearly be the most high-profile elected individual operating in a force area; however, they will not be the only one, and an understanding of the political landscape will be vital to ongoing success.

Each council within the force area will have a **leader of the council**; this is the equivalent of the prime minister, in that they are the leader of the largest political group in the administration and chair the cabinet. The leader works with the chief executive of the council (in a very small number of places, these are one and the same) to set the overall strategic direction for the council.

A small number of unitary authorities (16) have a **directly elected mayor**. This individual is the equivalent of the leader of the council, but unlike them, they are directly elected by residents, as opposed to leaders, who are selected from within the ruling political group. They should not be confused with ceremonial mayors, who are selected from within the council and chair full council meetings; they have no other powers.

The leader of the council chairs the cabinet; the equivalent of the minister in a council is known as a **portfolio holder**. There will be a portfolio holder for community safety, although this may be known by different names across the country and the 'portfolio' may include additional areas such as 'community safety and environment' for example. This individual will sit on the CSP and in many cases will chair it. Portfolio holders work with community safety

managers to set the strategic direction of the council's work on community safety, and will be a key political partner for the PCC.

CSPs are held to account at council level by the **overview and scrutiny committee for crime and disorder**. Councils have a scrutiny function which oversees the work of the council; scrutiny of crime and disorder is unusual as it scrutinises the work of all the responsible authorities and not just the council. Scrutiny committees are often chaired by opposition or minority councillors. The findings of crime and disorder scrutiny committees may be fed into the police and crime panel. In some areas where the CSP is effective, this role is also carried out at CSP meetings where the different agencies and responsible authorities hold each other to account for their contribution to addressing the crime reduction priorities.

Under the Police Reform and Social Responsibility Act, each council within a force area should nominate a minimum of one councillor as their representative on the **police and crime panel**. The LGA has produced a series of guidance documents on the role of the panel, but essentially their function is to scrutinise the work of the police and crime commissioner. Councils have nominated a range of different types of member to panels; some have nominated leaders, some portfolio holders, some scrutiny members, some opposition or backbench councillors. It is also worth noting that elected mayors automatically take one place for their authorities on police and crime panels.

Commissioning

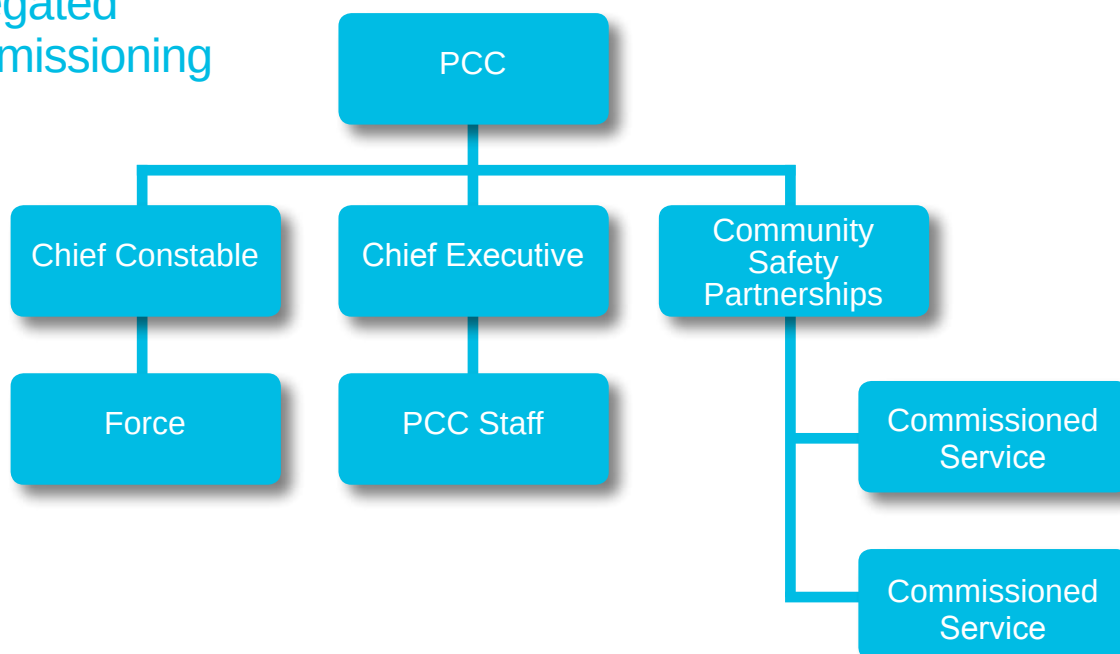
'Commissioning' is a process of understanding need or demand, planning response, evaluating impact and responding to change if necessary; it is not just procurement. Working in partnership with CSPs provides an opportunity for PCCs to undertake successful commissioning through an established framework without the need to recruit staff or build new bureaucracies.

A CSP can offer access to commissioning and procurement services to PCCs in exchange for closer partnership working and the sharing of priorities.

For example, a PCC could choose to simply passport their new 'community safety fund' to CSPs on a formula basis in order for them to continue with the good work they have previously been undertaking. However, this may mean that the more radical, flexible approaches to force-wide initiatives – which achieve efficiencies through economies of scale – may be inhibited.

This model may look like this:

Delegated commissioning



The Minerva project is a Hull Community Safety Partnership led project to reduce victims of crime and the costs of crime to society. Funded by the partners and income generated from the Minerva Social Enterprise (Hull) CIC, it has enhanced the resettlement process for ex-offenders returning to the City of Hull and the East Riding of Yorkshire following a sentence of less than 12 months. It has maximised the positive opportunities available to ex-offenders.

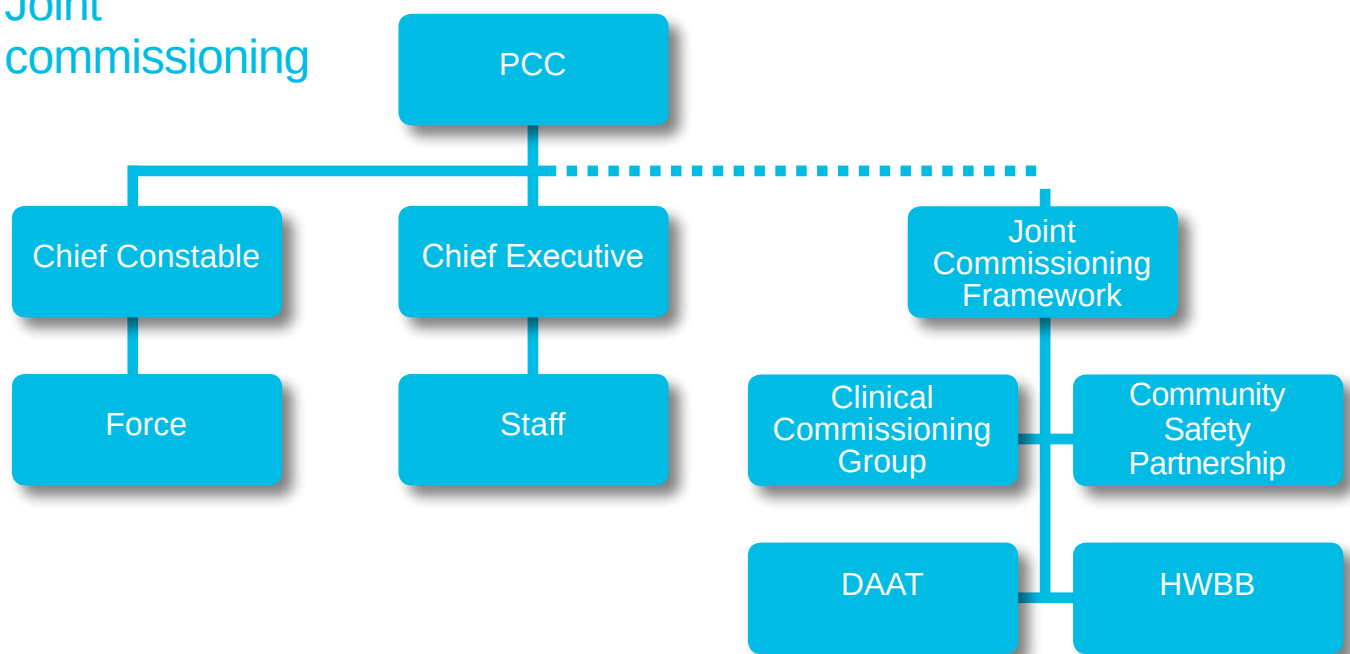
An innovative part of the project is the creation a Social Enterprise Community Interest Company (CIC) with sufficient resources to bridge gaps in the labour market. The CIC consists of two renovated factory units within Hull. The Minerva volunteers and staff now have 12 micro businesses, including construction and fabrication, cleaning and clearance, autos and catering.

The current performance figures for the project show they have had 715 clients actively engaging, from which only 102 have re-offended within the target period of 12 weeks (a re-offending rate of 14.69 per cent). 25 ex-offenders are now employed full time within the Social Enterprise. On a cost-benefit analysis the CSP calculates this has saved £31,087,939.

This model allows the CSP to commission the services on behalf of the PCC, and report to the PCC on performance of those services. But a PCC can procure services from a range of organisations, not limited to the CSP. If a PCC is serious about reducing crime, they will want access into every body charged with the responsibility to commission services that may impact on crime and disorder. For example, effective offender management used the 'seven pathways' to provide an holistic range of services from a range of different providers (statutory, voluntary etc) that address the total needs of the offender.

The intelligent PCC will want to engage with those providers, pool resources and commission jointly with them. It may well be more efficient for other agencies to commission on behalf of the PCC where they share priorities – for example, using health commissioners to procure drug intervention services, which will impact on acquisitive crime levels. It may look something like the diagram overleaf.

Joint commissioning



CSPs and other local commissioning partnerships, like Drug Action Teams, should be considering how to align their landscapes, to enable a PCC to slot in neatly and bring to the table their priorities and resources. This will require a level of trust - particularly if budgets are aligned, let alone pooled - and it is the responsibility of those bodies to sell themselves to an incoming PCC. The Office of the PCC should be able to identify the right people to talk to.

Getting this right will mean more efficient commissioning, resulting in more resources available to be directed at the needs of communities. Ultimately successful partnership working will lead to better outcomes; but both PCCs and CSPs need to be ready to work closely together to achieve the most they can from the moment the PCC takes office.



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