

Report of the review of Community Safety Partnership (CSP) in Swindon

Summary

A review commenced in May 2020 to establish the effectiveness of Swindon's Community Safety functions. The review also explored how collaborative working between CSP 'responsible' authorities, Office of Police and Crime Commission, Public Health and Swindon Safeguarding Partnership could be strengthened, and which aspects of Community Safety work would benefit from closer integration and/or alignment with the Safeguarding Partnership. In summary the review highlighted:

1. There are ongoing challenges in relation to growing demand for services across both community safety and the safeguarding partnership, particularly in more complex areas such as exploitation requiring resource-intensive responses, alongside diminishing budgets. This provides the impetus for exploiting collective skills and resources across the partnerships to create the best solutions for delivering priorities and improving outcomes
2. The structure and governance arrangements across community safety activity in Swindon needed strengthening to provide assurance all elements of the Partnership are working effectively and focussing on the right priorities
3. There was no collective ownership for a set of strategic priorities for Swindon's CSP Board
4. There was little evidence of published strategies and SMART plans relating to the delivery of the CSP agenda and the CSP Board lacked a clear line of sight to scrutinise and evidence progress and impact
5. Evidence was lacking to demonstrate Community Safety Partnership Meetings were effective and impactful
6. There are opportunities to strengthen the alignment/integration of the Swindon Safeguarding Partnership and the Community Safety Partnership to reduce duplication, drive efficiencies and improve outcomes.

The following recommendations are made:

Recommendation 1: Note the progress in place to strengthen the governance and assurance arrangements for the Community Safety Partnership and for partner agencies to continue to support this work going forward.

Recommendation 2: Develop proposals for integrating some of the functions of Swindon Borough Council's Community Safety Team with Swindon Safeguarding Partnership Business Support Unit to drive efficiencies.

Recommendation 3: Consider the proposed option presented in the report (page 8) for merging community safety partnership groups and Swindon safeguarding groups to strengthen synergies and reduce potential duplication.

Recommendation 4: Review Terms of Reference and membership of all Community Safety and Safeguarding Partnership meetings to ensure the right people at the right level are attending meetings, and that attendees are empowered to make decisions on behalf of their organisations.

Stakeholders Contributing to the review: SBC Children and Adult Services; Public Health; Cabinet Member Community Safety; Cabinet Member Adult Services; Cabinet Member Children Services; SBC Community Safety Team; BSW Clinical Commissioning Group, Wiltshire Police; Dorset and Wiltshire Fire and Rescue; National Probation Service (NPS); and BGSW Community Rehabilitation Company (CRC); Swindon and Wiltshire OPCC; and Independent Safeguarding Chair.

1. Introduction

- 1.1 Community Safety Partnerships (CSPs) were introduced by the Crime and Disorder Act 1998 requiring authorities to work together to tackle crime and disorder. There are six responsible authorities that must form a Community Safety Partnership. In Swindon that is Swindon Borough Council (SBC); Wiltshire Police; BSW Clinical Commissioning Group; Dorset and Wiltshire Fire and Rescue; National Probation Service (NPS); and BGSW Community Rehabilitation Company (CRC). The Police Reform and Social Responsibility Act 2011 also requires Swindon CSP and the Swindon and Wiltshire Office of the Police and Crime Commissioner to work together to reduce crime and disorder and reduce reoffending.
- 1.2 Swindon's Community Safety Partnership has a role in tackling a range of community safety and public protection issues. It is statutorily responsible for identifying local priorities via a strategic assessment, reducing crime and disorder (including anti-social behaviour), tackling substance misuse, reducing re-offending, preventing radicalisation, tackling Domestic Abuse and VAWG; and tackling serious violent crime in the local authority area. There are statutory requirements for CSPs regarding sharing information, engaging and consulting with the community about their priorities, and monitoring progress in achieving them. The 'responsible authorities' are required to work together and implement strategies to protect our local communities from crime and to help people feel safe. The Office of Police and Crime Commissioner (OPCC) has overall responsibility for policing, reducing crime within a police force area, and determining how budgets should be allocated across the force area. However, PCCs and CSP are expected to work together and have regard for each other's priorities within their respective plans.
- 1.3 The original aims of the CSP review was to assess the capacity within the Community Safety Partnership Team and evaluate which functions would benefit from closer integration and/or alignment with the Swindon Safeguarding Partnership Business unit. The review also set out to explore opportunities to strengthen the alignment/integration of safeguarding and community safety partnership meetings e.g. Boards and sub groups.
- 1.4 There were indications from the preliminary research and benchmarking that Community Safety in Swindon was under-resourced compared to Swindon's CIPFA family group. It was also unclear whether Swindon's community safety statutory functions were being effectively delivered at both the Strategic Board level and at a local authority operational level. This led to the scope of the review being broadened and the review objectives revised to:
- Establish how effectively Swindon Community Safety functions at a Strategic Board level and at the Swindon Borough Council Operational Level in delivering statutory functions by reviewing governance arrangements, strategies, priorities, infra-structure (including sub-groups), resources and performance
 - Identify how collaborative working between CSP 'responsible' authorities, OPCC, Public Health and Swindon Safeguarding Partnership could be strengthened at both a strategic and operational level to support the Community Safety agenda
 - Establish which aspects of Community Safety work would benefit from streamlining and closer integration and/or alignment with the Safeguarding Partnership
 - Produce a report with a series of recommendations

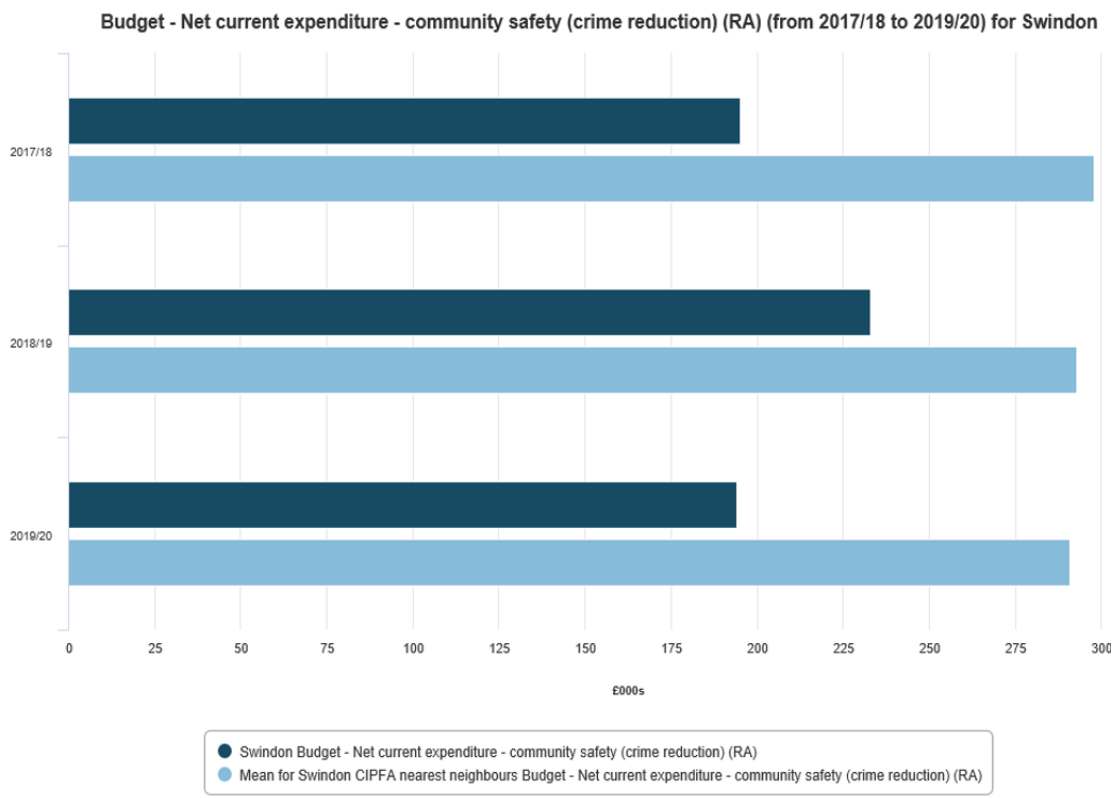
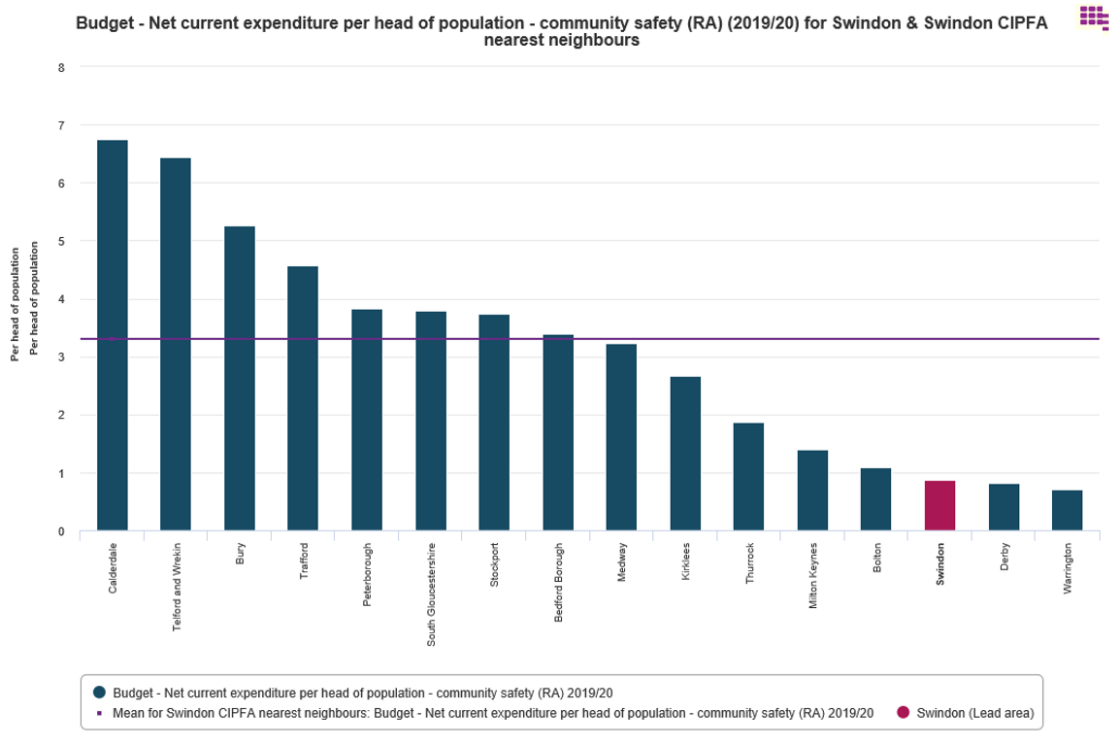
2. Methodology

- 2.1 Documentation was reviewed and interviews were held with key stakeholders to explore the following areas:
- ✓ Governance arrangements at both a Strategic Community Safety Board level and the operational SBC Community Safety Team level for delivering Swindon's Community Safety agenda covering membership, multi-agency engagement and collaborative working
 - ✓ CSP related strategic needs assessments, individual strategies, priorities, and business plans to provide assurance that Community Safety needs assessment informs priorities at both the strategic and operational level
 - ✓ Infra-structure and funding at both the Strategic Board Level and the SBC Community Safety Team operational level for delivering the CS agenda
 - ✓ Performance and impact at both a Strategic Board Level and the SBC Community Safety Operational Team level in addressing Swindon's community safety priorities and improving outcomes
 - ✓ Identification of cross cutting themes/issues for potential synergies and further alignment with Swindon Safeguarding Partnership, Health and Wellbeing Board and Wiltshire Community Safety Partnership
 - ✓ Strategic partnership models operating in other areas to manage cross cutting CSP, safeguarding and public health themes/issues

3. Findings

Contextual Challenges

- 3.1 Community Safety Partnerships have been impacted by a number of significant changes over recent years so the review provided the opportunity to encourage further strategic thinking at individual council level and partnership wide level as to how best shape services for the future.
- 3.2 The introduction of the Office of Police and Crime Commissioners (OPCC) from November 2012 has had a significant impact on community safety partnerships. OPCCs have overall responsibility for policing, reducing crime within the police force area, and determining and allocating budgets across the force area. They are responsible for decision-making and are accountable for local policing.
- 3.2 Partner agencies report there are ongoing challenges in relation to growing demand for services, particularly in more complex areas requiring resource-intensive responses, alongside diminishing budgets. The Home Office has encouraged community safety partners to continue to prioritise domestic abuse and anti-social behaviour but to shift the focus from addressing volume crime to the more complex areas which include child protection, managing persistent offenders and safeguarding vulnerable adults. This shift allows for greater synergy, the integration of work streams and additional opportunities to pool resources with the Swindon Safeguarding Partnership and the Health and wellbeing Board.
- 3.3 Diminishing resources is mirrored across partners. Since 2010, central government funding for police has reduced by 22%, funding for fire and rescue authorities fell by 39% and Council Community Safety Services having experienced up to 60% reduction in mainstream funding. The graphs below show spend on Community Safety in Swindon is low compared to Swindon's CIPFA nearest neighbours (i.e. those areas most similar to Swindon in demographic and socio-economic indicators).



3.4 Following the changes in central government funding to support work around community safety, councils are now required to bid for grants from the local OPCC to fund community safety services or projects. This bidding process brings additional challenges in that it involves time-consuming research to prepare bids, talented and experienced individuals are needed to write applications, the funding usually involves strict criteria for how to spend the money, and most grants are allocated on a short term basis making it difficult to plan and sustain effective services in the longer term.

- 3.5 OPCC for Swindon and Wiltshire has three portfolio areas which align to the Police and Crime Plan priorities for 2020. Swindon receives the following funding from the OPCC to support community safety activity locally.

2020-2021 Community Safety Fund Allocations from the Swindon and Wiltshire Office of Police and Crime Commissioner (OPCC)			
Portfolio area	Service/Project	Provider(s) & commissioning lead	Allocation (£)
Demand & Prevention	Junior Good Citizen	Wiltshire Police (in partnership with DWFRS)	3,060
	Youth Mentoring	SMASH (with SBC) – 12 month pilot	25,000
	Youth Offending Team	SBC	83,341
	Youth Outreach Worker for Swindon Domestic Abuse Support Service	Swindon Women's Aid (2 year pilot - £60k total)	30,000
	Taxi Marshalls	SBC – Licensing	13,000
Criminal Justice System and Re-Offending	Turning Point	SBC	69,380
	Engagement prevention worker	Turning Point	25,191
	Appropriate Adults	Caring for communities & People	13,500
	Offender Housing Support Worker	Jointly funded with Bristol, Gloucestershire, Somerset & Wiltshire (BGSW) Probation Services	20,000
Victims and Vulnerability	Sexual Assault Community Support	tbc	30,000
	Swindon Domestic Abuse Support Service	SBC manages contract with Swindon Women's Aid	83,850
	Phoenix	Wiltshire Council (Splitz) (Wiltshire and Swindon)	100,000

Stakeholders Views

- 3.6 Stakeholders reported that for a number of years Swindon’s Community Safety Partnership Board lacked strategic direction and leadership and there was little evidence to demonstrate the impact of the Board in driving forward Swindon’s community safety improvement journey. Stakeholders raised that the Terms of Reference for CSP Board, the membership and agenda planning needed revisiting to ensure a more strategic approach to the work of the Board going forward. Although there is evidence of good analysis of need at individual agency level (Community Safety Joint Strategic Needs Assessment prepared by Swindon Public Health, Force Strategic Assessment and Control prepared by Wiltshire Police, Early Intervention Profile prepared by Wiltshire Police, D&WFRS Priorities and the OPCC Police and Crime Plan), these had not been used collectively to inform the strategic priorities for Swindon’s CSP Board. The CSP Board has a comprehensive performance management dashboard with KPIs from across the partnership, but lacks comprehensive narrative to provide insight for horizon scanning or to evidence the impact of CSP activity on service delivery and outcomes. Stakeholders referenced the many CSP related Boards and sub-

groups (16 in total) of which many lacked Terms of Reference (ToR), clear membership and SMART work programmes. Stakeholders reported the operational/tactical meetings such as Adult Sexual Exploitation Panel, Risk Enablement Panel and MARAC added value. However, some concerns were raised around meeting management, data protection, (client level information shared with professionals not involved in the case and individuals not giving their consent prior to sharing information) and duplication (e.g. same individual discussed in a number of meetings). This sometimes led to confusion around ownership (who was the lead professional) for managing risks and escalation. Stakeholders referenced funding challenges and poor business continuity due to single points of failure within Swindon Borough Council's Community Safety Team. Progress and outcomes relating to community safety activity has been impacted by the cancellation of meetings, minutes not always being circulated in a timely manner, action trackers not being actively managed and staff absenteeism. However, stakeholders were keen to embrace opportunities to work collaboratively across the partnership to drive the community safety agenda forward and to standardise good practice across Swindon and Wiltshire.

- 3.7 Stakeholders raised the growing overlap in issues and concerns relating to community safety, safeguarding and health and wellbeing in addressing vulnerabilities. They were often confused where particular issues or concerns should be managed e.g. within the safeguarding, community safety or health and wellbeing arena. For example, the public health outcomes framework includes a number of indicators that cover issues relating to community safety such as domestic violence, reducing violence and reducing re-offending. The increased connectivity between Swindon Safeguarding Partnership Groups and CSP groups was raised in relation to sexual exploitation and criminal exploitation of children and vulnerable adults, hate crime, human trafficking and modern slavery, serious violence and gang crime as well as financial exploitation. The stakeholders considered there were benefits in having one conversation on areas where there is significant interface to improve outcomes for children, adults and communities and to support a more joined up whole system life course approach. It was recognised this had the potential of reducing duplication, driving efficiencies and improving outcomes. The CSP website was referenced as not being fit for purpose as it was not maintained and lacked key documentation.

Best practice

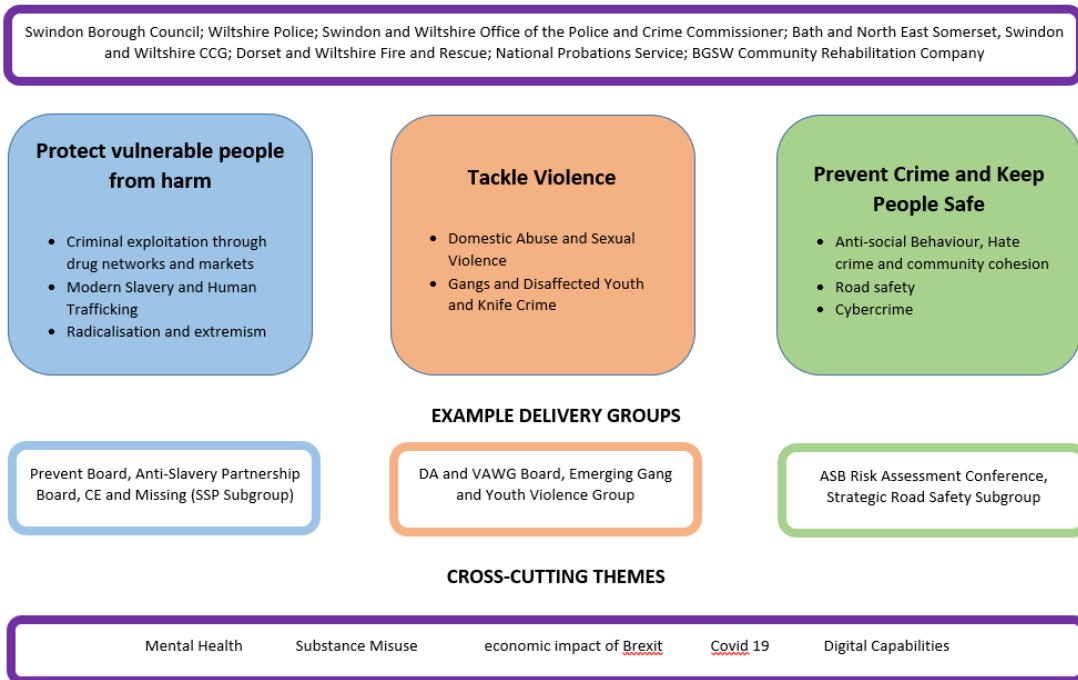
- 3.8 A review of models in other areas was undertaken to consider new ways of working to build stronger links between Swindon's Community Safety Partnership with other relevant partnerships. A number of local authorities have adopted joint arrangements linking safeguarding, community safety and health and wellbeing boards under one partnership umbrella. A number of areas have also implemented place-based approaches to support a joined up system wide approach to reduce fragmentation and silo working, prevent duplication of effort and support better ownership of issues at a local level.
- 3.9 Further research identified key enablers to support greater local collaboration across partnerships. Strong and effective leadership is essential to keep a focus on strategic priorities to maximise impact and improve outcomes for children, adults, families and communities. Mature and effective relationships between partners is critical in exploiting collective skills and resources across agencies to create the best solutions for delivering priorities and improving outcomes. The co-terminus boundaries with a number of agencies is an asset for strengthening synergies across the partnerships in Swindon e.g. Wiltshire Police; Bath and North East Somerset, Swindon and Wiltshire Clinical Commissioning Group; Dorset and Wiltshire Fire and Rescue; National Probation Service (NPS); BGSW Community Rehabilitation Company (CRC) and the Wiltshire and Swindon OPCC. It is important to

streamline decision making to support best value in the current climate of limited financial and staffing resources. The strategic priorities need to be outcome focussed with local delivery plans to maximise the benefits of close links with the community and an understanding of local complexities.

4. Progress to date

4.1 Work has been undertaken alongside this review to progress improvements as the review findings emerged. In July 2020, partner agencies presented their individual analysis of need and organisational priorities to the CSP Board, and a Task and Finish subgroup of the Board was set up to consider these to identify the priorities for 2020-23. The Task group considered Wiltshire Police Force Strategic Assessment and Control Strategy; OPCC Police and Crime Plan; Community Safety JSNA; alongside other partnership priorities and identified a set of priorities which were approved by CSP Board in August 2020 (see below). Each priority has an identified lead who is responsible and accountable to the Board for overseeing the development and implementation of delivery plans. They will present the Board with key messages, achievements and areas for development alongside emerging risks on a quarterly basis. Partner agencies will be expected to work collaboratively with the leads to develop and implement plans to deliver the required outcomes.

SWINDON COMMUNITY SAFETY PARTNERSHIP BOARD PRIORITIES 2020-23

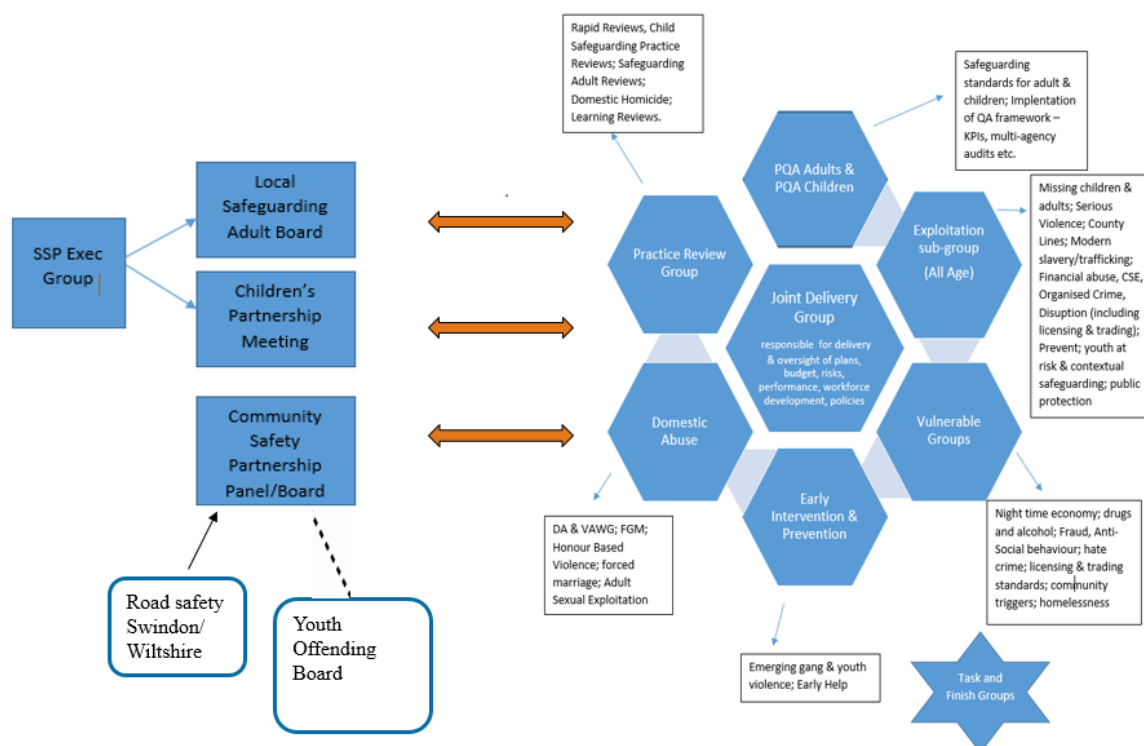


4.2 Work has also commenced to develop a performance outcomes framework to track progress against the 2020-23 community safety priorities. The OPCC commissioned a company called Crest to support this work. A draft outcomes framework with key metrics linked to the priorities has been produced following two workshops and interviews with strategic partners and analysts from across the Swindon Community Safety Partnership.

4.3 A review of the purpose of safeguarding and community safety partnership meetings has been undertaken to consider opportunities for strengthening synergies. Stakeholders commented on the number of meetings and the lack of evidence to demonstrate they added value in terms of cost and outcomes. Following a review of each meeting (see appendix 1 for detail), the following option is proposed for strengthening synergies across community safety and

safeguarding partnership in relation to prevention and protection. The proposal is to reduce the number of partnership meetings, focus the meetings on themed topics, and adopt Task and Finish Groups for particular areas of work to support a more agile, focussed and timely approach in delivering the desired outcome. The ToRs and membership of the Partnership Boards and group meetings need reviewing to ensure the right people at the right level are attending the meetings, and that the attendees are empowered to make decisions on behalf of their organisations.

Consider options for Integrating & streamlining SSP/CS Groups to strengthen synergies in relation to Prevent, Protect & Partnership working



4.4 Work is underway to develop proposals for integrating the back office functions of SBC’s Community Safety Team and Swindon Safeguarding Partnership Business Support Unit. This will address potential single points of failure, drive efficiencies through the opportunity to share skills, resources (e.g. 365, website design and content), systems and processes, as well as reduce duplication and join up any potential gaps. It is noted that CSP and SSP are working with the same partner agencies and frequently involve the same individuals.

5. Next Steps

5.1 Members of CSP Board and SSP Executive are requested to consider recommendations 1 to 4 (page 1) and provide feedback to plamb@swindon.gov.uk by Friday 22 January 2021. If you would like to discuss the recommendations and finding of the review please phone me on 07818510484.

5.2 I would like to thank everyone for their helpful contributions to the review.

Phillipa Lamb, Strategy and Development Manager
Swindon Borough Council
18th December 2020

Appendix 1: Review of CSP and SSP Partnership meetings

Strategic Community Safety Groups	Purpose	Recommendation
DA & VAWG Board (statutory function)	reduce DA & VAWG & manage DHRs	Synergies with SSP (Domestic Abuse sub-group)
Prevent Board (statutory function)	oversee Prevent/Channel and partnership response to threat of terrorism	Synergies with SSP (All Age Exploitation Sub-group)
Anti-slavery Partnership Board (pan Wiltshire)	to provide strategic direction to partners to respond to Modern Slavery and Human Trafficking	Synergies with SSP (All Age Exploitation Sub-group)
Violent Crime Executive (pan Wiltshire)	provide governance and framework for adopting a whole-systems approach to tackling serious violence, using the public health methodology and principles	Synergies with SSP (All Age Exploitation Sub-group) and use T&F group for specific tasks
Emerging Gang and Youth Violence	No <u>ToR</u>	Synergies with SSP (Vulnerable Groups Sub-group) and use T&F group for specific tasks
Swindon & Wiltshire Road Safety Group	to reducing the number of people killed or seriously injured on the roads of Wiltshire and Swindon.	Maintain as standalone group
Hate Crime Board – Pan Wiltshire	to give strategic response to hate crime, monitor performance and organise events	Synergies with SSP (Vulnerable Groups Sub-group) and use T&F group for specific tasks
Serious Organised Crime Board/Wiltshire & Swindon Project Optimise Partnership Board	Reduce the impact of serious and organised criminality on the communities of Wiltshire & Swindon	Synergies with SSP (Early Intervention & Prevention)
County Lines Strategic Board	No <u>ToR</u>	Synergies with SSP (Early Intervention & Prevention)
Operational Community Safety Groups	Purpose	Recommendation
Adult Sexual Exploitation Practitioners Group	review status of Swindon’s sex workers and provide support and intervention as necessary	Maintain - operational focus but synergies with SSP for strategic issues (Domestic Abuse sub-group)
MARAC	to respond to new high risk cases	Maintain – operational focus
Risk Enablement Panel	respond to complex high risk cases where other interventions have been unsuccessful.	Maintain – operational focus
Prevent/Channel	deliver government’s Prevent Agenda to reduce risk of radicalisation into terrorism	Maintain – operational focus
ASBRAC	respond to crime and anti-social behaviour in SBC housing stock	Maintain – operational focus but synergies with SSP for strategic issues (Vulnerable Groups sub-group)
MAPPA	Manage the risks that violent and sexual offenders pose to the public	Maintain – operational focus
Tactical Case Meetings	Manage the risks for current or emerging issues	Maintain – operational focus

SSP Groups	Purpose	Recommendation
Delivery Group	improve the effectiveness of safeguarding practices with a focus on continuous learning & improvement with a clear line of sight to frontline practice - monitors delivery of SSP plans, budgets, risks & supported the coordination of the Board's work through sub-groups providing a 'critical friend' role.	Broaden remit to include Community Safety Agenda and add oversight of development and implementation of safeguarding and community safety L&D offer and approval of policies/ procedures and performance frameworks to <u>ToR</u>
PQA (Adults) & PQA(Childrens)	Oversee the implementation of the QA Framework and provide assurance that partnership working is strong	Broaden remit to include community safety agenda
Practice Review Group	Responsible for statutory and learning reviews and identifying learning to support improvement	Broaden remit to include Homicide Learning Reviews (DHRs)
Early Intervention and Prevention Group	improve the effectiveness of safeguarding practices to ensure services are delivered as early as possible to meet emerging need and to prevent needs escalating through early intervention and strength based working.	Broaden remit to include community safety agenda
Policy and Procedures Group (PPG)	Develop multi-agency guidance & policies linking with regional & national frameworks	Adopt a more flexible T&F Group approach to support agile working with approval of documents by Delivery Group and cease PPG
Practice Development Group (PDG)	Develop, promote, oversee and evaluate the multiagency learning & development offer linked to learning from reviews QA framework activity	Add remit to Delivery Group portfolio with support from BSU and cease PDG
Pan Wiltshire Criminal Exploitation	To provide strategic governance of a multi-agency all age approach to criminal exploitation including CSE and missing	Broaden remit to include community safety agenda
MASH Strategic Group	provide multi-agency strategic direction for the MASH and hold the MASH Operational Steering Group to account	Maintain in the interim to support consistency in understanding and application of safeguarding thresholds