

Report of	Meeting	Date
Corporate Director (Neighbourhoods) (Introduced by the Executive Member for Streetscene, Neighbourhoods and Environment	Executive Cabinet	27 March 2008

CRIME AND DISORDER REDUCTION PARTNERSHIP

PURPOSE OF REPORT

- To inform members on the proposal to merge Chorley, South Ribble and West Lancashire Community Safety Partnerships into a Lancashire South Strategic Crime and Disorder Reduction Partnership.

RECOMMENDATION(S)

- Cabinet is recommended to:
 - *agree to pursue this concept
 - *delegate authority to the Executive Member for Streetscene, Neighbourhoods and Environment to agree the establishment and implementation of a strategic Crime and Disorder Reduction Partnership.

EXECUTIVE SUMMARY OF REPORT

- The current three year Community Safety Strategy for Chorley comes to an end on 31 March 2008. From 2007, there has been a requirement for each Crime Disorder and Reduction Partnership to produce a Strategic Assessment. Chorley, along with the other local authorities of South Ribble and West Lancashire, have undertaken a joint Strategic Assessment under the agreement and guidance of the three Chief Executives and Chief Superintendent. Local action plans are now under development and which will take effect from 1st April 2008. The discussion in relation to the Strategic Assessment led on to consideration as to whether the three Crime Disorder and Reduction Partnerships may be able to operate at a strategic level whilst maintaining local service delivery. The principle of merging the Crime Disorder and Reduction Partnerships to form larger strategic partnerships is supported by the Home Office in order to further reduce crime and disorder and in tackling the misuse of drugs. There are also other beneficial factors including the pooling of resources to increase capacity, the co-ordination of displacement and the ability to focus resources on front line actions.

REASONS FOR RECOMMENDATION(S) (If the recommendations are accepted)

- Southern Division of the Lancashire Constabulary incorporates all three District Councils and a strategic CDRP would sit perfectly within this structure in terms of joint Council and Police Operations.

5. At present, the Crime Disorder and Reduction Partnerships function on a very much parochial basis, with little regard to displacement caused by more effective crime reduction techniques elsewhere. There is a need to ensure 'crime fighting/reduction' tactics are appropriately spread across all areas so that some locations do not become 'soft options' for criminals.
6. The funding system is changing for Crime and Disorder Reduction Partnerships in Lancashire, whereby there is a reduced level of funding provided for local arrangements and Lancashire County Council maintains a greater funding resource centrally. More strategic and joined up activities will be more effective and which will release a greater opportunity to benefit from this revised funding arrangement.
7. The 2008/09 revenue budget for the Chorley Crime and Disorder Reduction Partnership has been subject to a 25% reduction, with no capital provision as yet identified. Therefore, Chorley must increase its chance of funding by ensuring that 'partnership' applications are more forthcoming than previously necessary.
8. The Strategic Assessment will incorporate matters pertaining to Chorley but which will take a long term view on issues that will affect the area in the future, particularly cross border crime and travelling criminals
9. There are currently two posts – Domestic Violence and Alcohol - that are jointly funded between South Ribble and Chorley. This system works well across both areas and effectively reduces the cost of employing two extra staff to perform the role in each area, the shared responsibility and workload enjoys sound working practices and systems.
10. Through one strategic partnership, the current meeting structure will be reduced without the need to lose local accountability and focus. At present the same meetings are repeated across the whole of the Southern Division. In essence, more time would be spent 'in the field' rather than conducting the same conversations across each Crime and Disorder Reduction Partnership.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

11. To maintain the existing Chorley Community Safety Partnership arrangement is an option. However, the benefits provided for via a strategic partnership arrangement are significant, not least of all in respect to future funding resources and funding opportunities, the planning and execution of joint operations and operated on a strategic standpoint and the sharing of best practice.

CORPORATE PRIORITIES

12. This report relates to the following Strategic Objectives:

Put Chorley at the heart of regional economic development in the central Lancashire sub region		Improved access to public services	
Improving equality of opportunity and life chance	✓	Develop the character and feel of Chorley as a good place to live	✓
Involving People in their Communities	✓	Ensure Chorley is a performing Organisation	✓

BACKGROUND

13. Southern Division of the Lancashire Constabulary comprises three local authority areas namely Chorley, South Ribble and West Lancashire. Each of these areas has similarities

with the others in terms of many socio-economic factors and the crime and disorder issues within each area are similar in terms of size and nature. AT present each area has its own Crime and Disorder Reduction partnership (CDRP) that was formed following the introduction of the Crime and Disorder Act 1998.

14. When the requirement for each CDRP to produce a Strategic Assessment was introduced 2007, the Chief Executives of each of the local authority areas met with the divisional Commander of the division to discuss how this might best be achieved and it was agreed that a joint Strategic Assessment that covered all three areas would be a sensible way forward due to the aforementioned similarities. This would not only assist a number of agencies whose footprint covered all three areas but would highlight to each area similar issues and threats in neighbouring areas which could be addressed in a more joined-up manner, hopefully resulting in longer term solutions rather than displacement.
15. The discussion in relation to the Strategic Assessment led on to consideration as to whether the three CDRP's might be able to operate together at a strategic level whilst maintaining local service delivery. The principle of merging CDRP's to form larger strategic CDRP's is supported by the Home Office in order to further reduce crime and disorder and in tackling the misuse of drugs.
16. Across England there are currently four areas that have undergone a formal merger. Further support for strategic CDRP's is also documented in the following reports:
 - 'Delivering Safer Communities'
 - 'Lancashire SCR/CDRP Reform'
 - Tony Holden review in 2007 of South Ribble CDRP
17. In particular the Lancashire SCR/CDRP Reform report, published this month recommends that with the agreement of local partnerships, BCU level meetings should take place between respective lead officers from District Councils, County Council and Police for the purposes of co-ordinating any locally shared priorities. Therefore, it is likely that all three CDRP's will be required to meet under this reform in any event.
18. As a result of this the heads of all of the Responsible Authorities in the partnerships were consulted about whether they would support consideration of a merger of Chorley, South Ribble and West Lancashire CDRP's and it was agreed that this concept was worthy of further consideration.
19. Appendix 1 (attached) contains an outline proposed structure, describing a streamlined process for meetings with each area maintaining a platform of local issues feeding in to the Strategic Assessment model.

IMPLICATIONS OF REPORT

20. This report has implications in the following areas and the relevant Corporate Directors' comments are included:

Finance		Customer Services	
Human Resources		Equality and Diversity	
Legal		No significant implications in this area	√

ISHBEL MURRAY
CORPORATE DIRECTOR (NEIGHBOURHOODS)

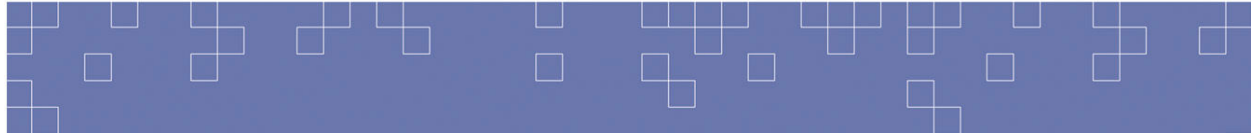
Background Papers

Document	Date	File	Place of Inspection
Proposal to Merge	March 2008		

Report Author	Ext	Date	Doc ID
Phil Towndrow	5260	***	P/REPORTS



**Lancashire
Constabulary**
police and communities together



Proposal to Merge

**Chorley, South Ribble and
West Lancashire**

**Community Safety Partnerships
into Lancashire South
Strategic CDRP**

Prepared by Chief Inspector Debbie Howard

February 2008

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1. Background

Southern Division of the Lancashire Constabulary comprises three local authority areas namely Chorley, South Ribble and West Lancashire. Each of these areas has similarities with the others in terms of many socio-economic factors and the crime and disorder issues within each area are similar in terms of size and nature. At present each area has its own Crime and Disorder Reduction Partnership (CDRP) which was formed following the introduction of the Crime and Disorder Act 1998.

When the requirement for each CDRP to produce a Strategic Assessment was introduced in 2007, the Chief Executives of each of the local authority areas met with the Divisional Commander of the division to discuss how this might best be achieved and it was agreed that a joint Strategic Assessment which covered all 3 areas would be a sensible way forward due to the aforementioned similarities. This would not only assist a number of agencies whose footprint covered all 3 areas, but would highlight to each area similar issues and threats in neighbouring areas which could be addressed in a more joined-up manner, hopefully resulting in longer term solutions rather than displacement.

The discussion in relation to the Strategic Assessment led on to consideration as to whether the 3 CDRP's might be able to operate together at a strategic level whilst maintaining local service delivery. The principle of merging CDRP's to form larger strategic CDRP's is supported by the Home Office in order to further reduce crime and disorder and in tackling the misuse of drugs. Across England there are currently 4 areas that have undergone a formal merger. Further support for strategic CDRP's is also documented in the following reports:

- 'Delivering Safer Communities'
- 'Lancashire SCRB/CDRP Reform'
- Tony Holden review in 2007 of South Ribble CDRP

In particular the Lancashire SCRB/CDRP Reform report, published this month recommends that with the agreement of local partnerships, BCU level meetings should take place between respective lead officers from district councils, county council and police for the purposes of co-ordinating any locally shared priorities. Therefore it is likely that all 3 CDRP's will be required to meet under this reform in any event.

As a result of this the heads of all of the Responsible Authorities in the partnerships were consulted about whether they would support consideration of a merger of Chorley, South Ribble and West Lancashire CDRP's and it was agreed that this concept was worthy of further consideration.

2. Purpose

In considering whether to move to a merged CDRP for the Southern Division BCU area, the potential benefits should be clear. Any merger should only be agreed if it is considered that the merger would result in improved performance whether this is actual crime and disorder reductions or with increased efficient and co-ordinated working practices.

It was considered that one strategic CDRP could offer the following benefits:

Pooling of expertise, knowledge, skills and resources to more effectively tackle crime and disorder

There are clear benefits to the pooling of resources and an example of where this is currently happening is within Chorley and South Ribble with the sharing of a Domestic Abuse and Alcohol Harm Reduction coordinators. Many of the issues impact across all 3 districts and by collaborating at this level is an effective use of resources.

Co-ordinated approach to funding bids / commissioned work

In making joint applications and bids for the funding of projects and resources would arguably place the BCU area in a stronger position. Given the current uncertainty around the allocation of funds, this should be given serious consideration.

Reduction in the number of meetings attended by partners and statutory agencies

By reducing the number of meetings held across all 3 districts and coordinating them in a more structured way, there will be improved efficiency that could also lead to increased attendance from partners and statutory agencies.

More efficient working practices

In bringing all 3 CDRP's together, there are greater opportunities to share best practice and streamline processes and procedures.

Working Group

Consequently a working group was established comprising relevant parties, including a representative from Government Office North West, and this report details that group's initial findings for consideration.

The terms of reference for the group were as follows:

1. To develop a project plan which could enable a Strategic CDRP covering Chorley, South Ribble and West Lancashire to be in operation by 1st April 2008.
2. To propose an effective partnership structure for the Strategic CDRP which would enable effective delivery and maintain links with Local Strategic Partnerships and other Local District Partnerships.

3. To propose an effective meeting structure and intelligence led tasking process for the Strategic CDRP which would enable effective local delivery
4. ***To develop a draft 3 year partnership plan for consideration by the Strategic CDRP based upon Lancashire South Strategic Assessment***
5. To develop a Consultation and Communications Strategy in relation to the introduction of the Strategic CDRP including consultation with MP's and Local Councillors
6. To ensure protection of local accountability
7. To make proposals regarding the most efficient and effective use of resources across the partnership whilst ensuring effective local delivery

Following the initial meeting it was decided that major structural changes in relation to the operational delivery level would not be considered at this time and the work should focus upon the development of a Strategic Group.

Across England there are currently a total of 4 officially merged strategic CDRP's and officers from within some of these areas have been consulted.

3. Merger Process

Guidance is available on merging CDRP's and this is contained within the Home Office document 'Merging Crime and Disorder Partnership Areas under section 5 of the CDA 1998'. This document was produced in 2005 and some slight amendments are due to be made surrounding the production of Strategic Assessments and plans, however advice has been given that the main content and advice remains. If a merger is proposed, then there is a requirement to pilot the merged CDRP prior to making a formal application to merge.

In summary if CDRP's are considering a merger then the following stages should be undertaken:

Stage 1

Proposal to merge must be agreed by all responsible authorities across the areas

Stage 2

CDRP's pilot working together as a merged partnership – there is no designated timescale for this however it should be evidenced that a merger will be successful and would impact upon crime and disorder.

Stage 3

Application to merge to the Home Office Regional Director

Stage 4

Home Office Regional Director considers application

Stage 5

If approved – recommended to the secretary of state that an order is made

Stage 6

Home Office Legal advisors arrange for the order.

If a merger order is granted, it is extremely difficult to 'un-merge' therefore there should be clear evidence that the merger would be successful.

In the event of CDRP's working together 'informally' as a merged partnership, there is still a requirement to publish and consult a strategic assessment and plan within the 'merged' partnership.

4. Current Structure

The current structure of the 3 CDRP's within Southern Division is different in all areas and a simple breakdown is detailed as below:

Main CDRP Meeting	South Ribble	West Lancashire	Chorley
Title	Strategic Group	Partnership Group	Partnership Group
Chair	Ch Supt Curtis, Police	Mr Taylor, Chief Executive	Councillor Bell, Elected representative
Frequency	Bi-monthly	Quarterly	Quarterly
Membership	Reps of statutory agencies Main partners	Statutory agencies Full wider partners	Statutory agencies Full wider partners

Steering / Planning Group	South Ribble	West Lancashire	Chorley
Title	Planning and Performance	Strategic Review Group	CDRP Steering Group
Chair	Mr Phil Cox, Fire and Rescue	Mr Brian Lussey, Strategy and Project Development Manager	Councillor Bell, Elected representative
Frequency	Monthly	Quarterly	Quarterly
Membership	Reps of statutory agencies	Reps of statutory agencies Smaller focused group	Reps of statutory agencies Smaller focused group

MATAC Process

In addition to the above meetings Chorley and South Ribble have a monthly Multi Agency Tasking Meeting (MATAC) and West Lancashire hold a monthly PSA1 meeting. The purpose of these meetings is to provide a multi-agency response to operational issues impacting upon current crime and disorder problems. Problem solving principles are applied and resources from all agencies are tasked to priority areas at a tactical and operational level.

'Catch and Convict' PPO and Prevent and Deter / Young Person PPO

Within Chorley and South Ribble, monthly 'Catch and Convict' PPO and Prevent and Deter or Young Person PPO meetings are held. Within West Lancashire similar meetings are held and these are split into a Young Persons Group and an Adult Group. Here all strands of the PPO scheme within the same meeting.

Partnerships Together

Partnerships Together was formed to encourage joint initiatives whereby the CDRP managers and other representatives meet to share good practice. Some joint funding bids have been made through this group.

Thematic Groups

Each CDRP currently host a number of thematic groups and these vary widely across each district.

Multi Agency Partnership Teams (MAP's)

Multi- Agency Partnership teams are in operation in all 3 districts. The make up of these teams varies slightly however all have officers from district councils and the police and they are co-located. Members of these teams are key to driving operational activity and are active members of the PPO schemes and MATAC / PSA1 meetings.

Summary of Current Structure

Having considered the aims, objectives and terms of reference for each of these meetings, there are wide variations across each of the 3 districts. The most similar structures are at Chorley and West Lancashire as their main meeting includes the wider partnership with representatives from a variety of agencies, elected representatives and the voluntary sector. These forums perform both a decision making and partner consultation function.

5. Proposed Future Structure

It is recommended that the structure in Appendix A is adopted.

Responsible Authorities Group

The highest level meeting of the CDRP would be a joint strategic group, referred to as the Responsible Authorities Group (RAG). This group would be responsible for identifying the strategic priorities in relation to crime and disorder across all three areas; this would be done following consideration of the annual Strategic Assessment. The group would also monitor overall performance against the Partnership Plan and funding arrangements.

Membership of the RAG is recommended as follows:

- District Council
 - Chief Executive x 3
 - Elected Member x 3
 - Directors with the Community Safety Portfolio x 3
- County Council
 - Chief Executive / Director x 1
 - Elected Member x1
 - Community Safety Partnership Officer x 1
- Police
 - Divisional Commander x 1
 - Police Authority x1
- Primary Care Trust Director x 1
- Fire and Rescue Service Area Manager x 1
- Strategic Director LDAT x 1
- Probation District Manager x 1
- Chair of Officers Working Group x 1
- Government Office North West Representative x 1

In order to ensure that each district achieves fair representation, consideration should be given to each council area / agency having a total of one vote each irrespective as to how many representatives are present.

Officer Working Group

The Responsible Authorities Group would receive reports from the Officer Working Group, which would be responsible for ensuring that the thematic groups which will work to them and the MATACs are delivering against the current priorities and the Partnership Plan.

It is recommended that as a minimum the Officer Working Group consists of:

- District Community Safety Managers x 3
- County Council Community Safety Partnership Officer
- Police Partnerships Chief Inspector
- PCT – Public Health
- PCT – Operational Services
- Fire and Rescue Service Group Manager
- LDAT
- YOT
- Probation
- Integrated Youth Support Services
- Chairs of Thematic Groups

Thematic Groups

The establishment of joint thematic groups would ensure that the strategic priorities identified by the RAG are effectively co-ordinated and addressed. Based on priorities highlighted by the Strategic Assessment, thematic groups could relate to the following:

- Young Persons
- Alcohol Harm Reduction
- Drugs (Joint Commissioning Group)
- Vulnerable Households
- Domestic Abuse

It is recommended that the membership of these groups includes specialists in the relevant field at a senior practitioner level and include representatives from each district.

The thematic groups would report to the Officer Working Group but could also be tasked with dealing with more strategic issues arising from the local MATAC and PPO meetings.

MATAC, PPO and Prevent and Deter

In order to ensure local delivery in line with the priorities and targets it is recommended that each district continues to hold monthly MATAC, PPO and Prevent and Deter Meetings. In respect of West Lancashire, it is recommended that the current PSA1 meeting is developed into a broader MATAC meeting.

Community Engagement

If this proposed structure is agreed then this will have implications in respect of community engagement particularly at Chorley and West Lancashire as their main partnership meeting includes a wide range of representatives from a variety of agencies and groups. It is essential that communities continue to be consulted about and engaged with community safety and the format for this will be determined at a local level and may include one or more of the following:

- Neighbourhood Management in particular the development of Partnerships and Communities Together (PACT) meetings and Panels
- Area Committees
- Community Forums
- Continuance of wider partnership group
- LSP Community Engagement

In summary, the CDRP structure would involve the following meetings:

Joint Meetings

- Responsible Authorities Group
- Officer Working Group
- Thematic Groups

Local Meetings

- MATAC
- PPO – Catch and Convict
- PPO - Prevent and Deter / Young People
- Community Engagement

6. Proposed Meeting / Tasking Process

It is recommended that the meeting and tasking process should follow the National Intelligence Model (NIM) as this will ensure that all decisions are intelligence led. A partnerships analyst is expected to be in post in February 2008 and this post holder will be responsible for the preparation of tactical and strategic assessments for consideration at meetings.

Terms of reference for each group will be developed to provide clarity around key responsibilities and ensure accountability.

In order to become more efficient, maximise attendance and to allow the analyst the opportunity to provide tactical assessments for every district it is recommended that the meetings will need to be co-ordinated across all areas. Work is currently ongoing to address MATAC and PPO meetings.

Further consideration should be given to the timing of the responsible Authorities Group and Officer Working Group to again ensure that attendance is maximised and allow the analyst the opportunity to pay sufficient time in the preparation of analytical products which will be required.

Consideration will be required to be given to the venue, management and administration of the meetings.

6. Project Plan

As detailed within the terms of reference a clear plan will be required to be developed. Below is a suggested brief plan which will require further development.

25 January 2008	Next Strategic CDRP Working Group Meeting
Jan – Feb 2008	Consultation with CDRP's, LSP's, key stakeholders and communities
March 2008	Decision to/not to implement a pilot merged CDRP
April / May 2008	Implementation pilot
October 2008	Review

Key Dates

South Ribble CDRP	12/03/08
Chorley CDRP CDRP	14/03/08
West Lancashire CDRP	09/04/08
South Ribble LSP	21/02/08
Chorley LSP	05/03/08
West Lancashire LSP	07/03/08
South Ribble Cabinet	19/3/08
Chorley Cabinet	14/02/08
West Lancashire Cabinet	01/04/08

7. Key Considerations

There remain a number of issues which require further consideration and resolution prior to the establishment of a pilot Strategic CDRP.

Timing of Pilot Merger

This has been discussed at the initial meeting in particular the impact that local elections could place upon the process. It is however recognised that there are potential benefits of progressing the merger as quickly as possible.

Management and allocation of Resources

The most effective and efficient use of resources is required across the partnership but local operational delivery should continue.

Administration of the Strategic CDRP

In order for the Strategic CDRP to be effective there must be administrative support and management. At this time there are no additional funds available and therefore this matter will need resolving.

Election of Chairs

The election of chairs for the Responsible Authorities Group and Officer Working Group should be considered and these decisions will also impact upon the administration of the groups.

Frequency of Meetings

The frequency of the meeting will need to be considered. Currently there is variance across the districts.

Community / Partnership Engagement

If the proposed structure detailed within this report is agreed, this could have implications particularly within Chorley and West Lancashire districts. Each area will need to determine how this issue can be overcome in order to ensure that community and partnership issues are addressed.

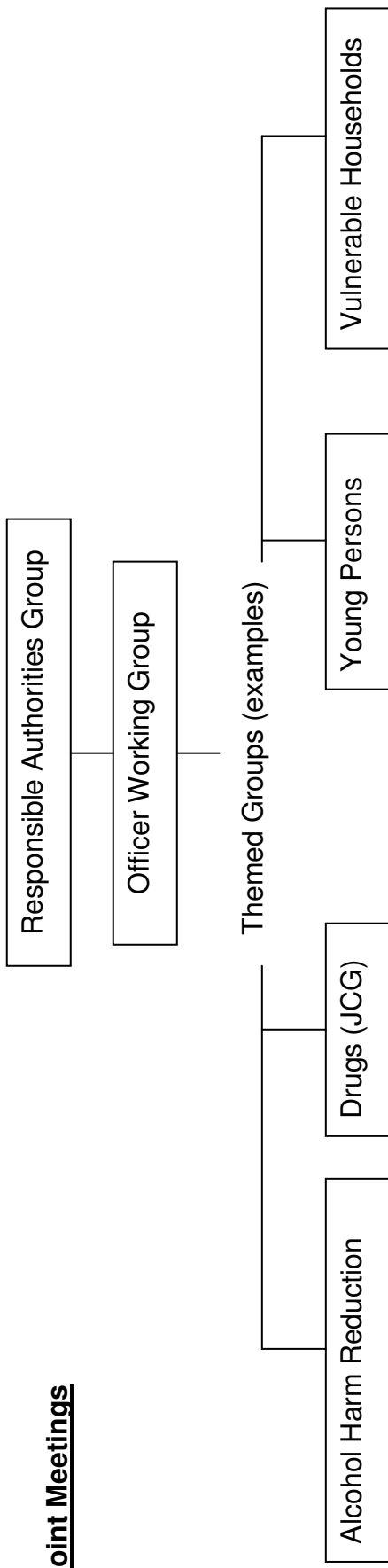
8. Recommendations

Decisions are required on the following recommendations:

1. Agree to establish a merged CDRP pilot by 1 April 2008.
2. Empower the project group to deliver the proposals as per the terms of reference detailed within section 2.
3. Agree to continue and commit to the working groups in terms of resources for the duration of the pilot.

Appendix A

Joint Meetings



Local Meetings

