

Chief Executives' Group – North Yorkshire and York

14 November 2012

Outline Business Case for Community Safety Partnerships and elements of Criminal Justice

1.0 Purpose of the Report

- 1.1 To present an Outline Business Case for Community Safety Partnerships and elements of Criminal Justice, and to seek agreement on next steps.

2.0 Background

- 2.1 At the last Group meeting colleagues considered a proposition put forward by the Safer Communities Forum for a move towards a hub and spoke arrangement for community safety and criminal justice partnership work across the Police force area. The proposition was for a move to a number of local delivery groups to be supported by a single strategic body covering both remits.
- 2.2 The impetus for reform of this field of partnership work is that the current arrangements are unsustainable; central grant funding is diminishing rapidly and partner organisations are facing significant funding challenges which will impact on our individual and collective ability to resource partnership work. Nonetheless, societal expectations remain that service provision will not be materially impacted.
- 2.3 Colleagues on the Group acknowledged that there are sensitivities around such a proposition and that a business case would first need to be prepared. There was general agreement with the principle of rationalisation but concerns were expressed to ensure the good, locally focussed work which is currently carried out, is not lost.
- 2.4 It was agreed that a further paper will be brought to this meeting of the Group and that a blueprint would be produced for the newly elected Police and Crime Commissioner.

3.0 Overview of work undertaken and context

- 3.1 Work done in developing an Outline Business Case has been through a Task and Finish Group (TFG). The product of that work to date is **appended** to this report.
- 3.2 Colleagues may wish to understand the journey taken by the TFG and the issues it has wrestled with in reaching the current position. This because the political considerations rather than the identification of a practical solution now presents itself as the main challenge moving forward.
- 3.3 The need for political awareness was recognised from the outset. Consequently, members were drawn from the corporate level of several partner organisations to ensure the content of the developing business case had regard to likely acceptability by senior professionals and political leaders. Without these perspectives there is a real risk of spending significant amounts of scarce time and effort, ultimately to no avail.

- 3.4 The TFG membership included the Director of Futures for North Yorkshire Police, supported by members of her team in crafting various iterations of the Outline Business Case based on the discussions held.
- 3.5 A detailed discussion document was considered by the TFG at its inaugural meeting; it included principles, structural diagrams; overview of spend and proposed stages of implementation. It is fair to say that all TFG members engaged positively with the work and showed clear support for the principles underpinning the draft Business Case presented. The divergence of opinion, in as much as one existed at all, was in consideration of the level of political support likely to be achieved.
- 3.6 Some TFG members believed that the amount of detail contained within the Outline Business Case would be the key factor in securing political buy-in, or not, as the case may be. Some TFG members supported the level of detail included, whilst others believed it would cause problems in gaining support. Following a lengthy discussion, the TFG agreed to pare down the document to focus on the principles underpinning the proposed reform, and hopefully, secure the support of stakeholders. If that were to be achieved, the reform process could be taken forward.
- 3.7 The key features of the Outline Business Case now presented are as follows (para 1.5 of the attached Outline Business Case refers):
- That reform of community safety partnership working will accord with the principles previously agreed by Local Government North Yorkshire and York.
 - The guiding principle is that partners will work towards a strategic hub(s) for North Yorkshire and the City of York. However, in the early stages local delivery groups – the number and geographical coverage to be determined - will initially be supported by two strategic boards, one for the City or York area (and potentially Selby) and one for the county area.
 - The agencies will form a virtual team to analyse all relevant data as the means of determining community need.
 - That the full scope of the North Yorkshire Criminal Justice Board's remit is broader than the PCC's remit such that only elements of criminal justice would sensibly fall within the proposed Strategic Board. The conclusion reached was that those elements should be incorporated at a later stage, rather than at the outset of any transition plan.
- 3.8 At the time of writing, one partner organisation has taken an informal sounding on the proposition from their leader and confirmed that it cannot support the proposals as they stand. In particular more detail is sought as to the proposed local delivery model and its potential impact on their local model. Further, that there is no point in rushing to complete proposals for a new framework structure until there is a better understanding as to what the new PCC will want to see coming forward.

- 3.9 Other informal feedback suggests similar concerns have been aired about the proposition by the local CSP Executive Boards. It is unclear what, if any, alternative plans and assumptions are being developed that it is believed will position the current partnerships on a more sustainable footing than is being proposed through this piece of work.

4.0 Summary and Conclusions

- 4.1 Beyond the immediate term, sustainable service delivery within individual agencies will be increasingly reliant on utilisation of resources in an integrated way to maintain service provision, including those resources hitherto made available under a discreet/separate partnership banner.
- 4.2 A potential source of additional income, but by no means guaranteed, will be that at the disposal of the Police and Crime Commissioner. It is reasonable to expect that any services commissioned by the PCC, will need to robustly demonstrate tangible community safety outcomes to be delivered and that those outcomes will be achieved in the most cost efficient way. Individually, agencies and/or local CSPs as they are currently organised, are unlikely to have the capacity and resilience to fulfil that expectation into the next spending round.
- 4.3 There appears to be an irrational concern that integrated service delivery will mean a loss of local focus; that is not the intention. But what it does mean is that compromises will have to be made. The TFG have produced an Outline Business Case for Community Safety Partnerships and elements of Criminal Justice, which it believes provides the foundations for a sustainable solution for partner organisations and integrated service provision longer term.
- 4.4 It is speculated that some CSPs may be taking the view that they will approach the PCC directly for funding, without regard to the needs of other CSPs or wider community needs. Whilst this is an avenue open to each organisation and each partnership from 22nd November 2012, there is no escaping the fact that such an approach would signal a fragmented arrangement with consequent reputational risks. Such an approach would also present a practical difficulty for the PCC in trying to reconcile potentially a plethora of requests for funding without any framework for enabling those requests to be considered alongside the needs of the entire area for which the PCC is responsible.
- 4.5 A practical consideration is that the PCC will likely require as few channels as possible, if not a single conduit, through which an overview of community needs across the entire area can readily be identified in order to inform decisions over commissioning of services. The TFG believes the proposal put forward will assist the PCC by ensuring greater assurance and transparency as to community needs, resourcing and value for money, at various geographical levels ranging from the very local through to force-wide.
- 4.6 The Group could deliberate about further amendments and refinements required to the document. That is fine to a point, but the more pressing need now is to obtain a political perspective to a set of principles upon which most, if not all, organisations would be willing to sign-up to. That political perspective extends to include the political leaders of partner organisations, the Police and Crime Panel and of course the PCC, once elected.

5.0 Proposed Next Steps

- 5.1 Paragraphs 1.9 to 1.11 of the attached Outline Business Case sets out a suggested way forward.
- 5.2 Specifically, in respect of the actions in para 1.9 of the attached Outline Business Case, the Group is asked to support the following actions:
- a. That Chief Executives consider the proposition from their respective organisations and, in particular, their political leader's and/or portfolio holder's perspectives, as appropriate. Early feedback would be appreciated (para 1.9, second bullet point refers).
 - b. That Nigel Hutchinson (in his capacity as Chair of the Safer Communities Forum) briefs the Police and Crime Panel and obtains its perspective at the next meeting on 22nd November.
 - c. That Nigel Hutchinson (in his capacity as Chair of the Safer Communities Forum) briefs the elected PCC and seeks a steer as to her preferences for partnership working.

6.0 Recommendations

That the Group:

- 6.1 Notes the content of the covering report.
- 6.2 Considers the Outline Business Case, paying attention to the points set out in para 1.2 of that document.
- 6.3 In respect of the next steps at para 1.9 to 1.11 of the Outline Business Case, and Section 5 of the covering report, to agree to the actions as set out.

7.0 Appendices

- 7.1 Appendix 1 – Outline Business Case for Community Safety Partnerships and elements of Criminal Justice.

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6 November 2012

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YORK AND NORTH YORKSHIRE SAFER COMMUNITIES FORUM

Transforming outcomes for citizens:

**Outline Business Case for
Community Safety Partnerships and elements of Criminal Justice**

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INTRODUCTION

- 1.0 This paper sets out the principles for the potential reorganisation of the existing Community Safety Partnership (CSP) arrangements, elements of the Local Criminal Justice Board remit and the Safer Communities Forum within North Yorkshire and the City of York.
- 1.1 Discussions at the Safer Communities Forum have agreed that the existing arrangements are unsustainable beyond 2013/14. This paper has been commissioned to determine a way forward for future partnership working.
- 1.2 Based on the information presented, members of the group are asked to:
- Agree the principles for future partnership working in York and North Yorkshire
 - Agree how these principles will be delivered
 - Agree an overall direction of travel
 - Agree to progress discussion as outlined at the section titled Next Steps (para 1.9 onwards)

CONTEXT

- 1.3 The current drivers for change are:
- Funding reductions across agencies
 - The introduction of Police and Crime Commissioners and a move towards commissioning
 - A continued focus on localism and a requirement to base the design and delivery of public services on local need
 - The need to realise opportunities to provide better outcomes for communities through improved public service delivery
 - Using local data and intelligence to inform strategic planning and decision making

PRINCIPLES

- 1.4 Discussions with stakeholders identified that, in addition to the good work currently being delivered through existing partnership arrangements, there are opportunities for improving joined up service delivery.
- 1.5 As a result of discussions, a set of principles on which to operate and progress have been identified. These build upon the principle for partnership working agreed by Local Government North Yorkshire and York in January 2011, namely:

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- The minimum number and simplest of partnership structures, consistent with delivering the required outcomes and statutory requirements
- A North Yorkshire and York approach to county/sub-regional partnership structures as far as possible, recognising that a degree of pragmatism will be required given the different local authority structures in North Yorkshire and York
- Local partnerships, including shared community engagement arrangements, at the most appropriate local level
- Effective use of data gathering and sharing through the development of a community needs assessment at strategic level
- The use of task and finish groups to deal with particular issues rather than standing thematic partnerships or sub-groups

Principles for partnership working

- To consider alternative ways of working and structures that enable community needs to be met in the longer term within financial constraints
- Simplifying partnership structures and working towards a strategic hub(s) for North Yorkshire and the City of York
- Local Criminal Justice Board will be integrated into the final solution¹
- Delivery should be at a local level including the continuation of existing problem solving, and responses to community needs will vary dependant upon local context
- Services will be commensurate with available funding
- Services should be designed based on improved outcomes for citizens
- To address citizens' concerns over quality of life, crime and community safety, there is a need to tackle a number of issues that cut across the remit of public sector agencies
- A constructive relationship will be established with the Police and Crime Commissioner
- Any future proposals would be developed on the basis of available resources across the agencies (e.g. data analysis, administration and strategic planning) to support sustainability, opportunities for realising economies of scale will be explored and there would be no cross subsidisation between authorities in resource contribution
- Information and data will be shared to enable the formation of a complete picture of community needs to inform analysis and decision making

Comment [01]: Based on discussions so far there are concerns as to signing up to principles without understanding the detail for local delivery arrangements, the intentions of the PCC and potential funding opportunities

COMMUNITY NEEDS ASSESSMENT

- 1.6 Building upon existing data collection and analytical products employed across partner agencies, these need to be developed to a point that can:

¹ See Appendix 1

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- Combine the collective intelligence gathered by partnership agencies which can be used to identify community needs. This should include the overlaying of existing intelligence products such as the Joint Strategic Needs Assessment (JSNA) and Joint Strategic Intelligence Assessments (JSIA) to help us understand where community needs 'overlap' but also build upon community intelligence and profiles gained at a local level
- Analyse the intelligence and information collected through community engagement and/or market research (where appropriate) to identify community needs
- Provide an objective assessment of these needs so that they can be effectively prioritised for action and investment activity across agencies
- Identify where there are causal links across prioritised needs which should be addressed in the longer term through strategic planning across agencies (this will in turn help to reduce future demand – moving community safety focus away from reaction and more towards prevention)
- Help agencies understand which risks can be tolerated and which require immediate action, both in the short and long term

LOCAL LEVEL

1.7 To support delivery at a local level, establish effective partnership structures, appropriate to their locality, that will :

- Contribute to the community needs assessment through direct engagement with local community groups, local data, knowledge and expertise
- Produce a prioritised operational plan for their geographical area that identifies how community needs will be addressed in the short term
- Identify risks to addressing community needs that may require strategic consideration/support in the longer term
- Maintain a register of single points of contact for partnership organisations in their area
- Call and hold meetings of representatives or relevant partner organisations for the purpose of problem solving and tasking of a community need/problem
- Be accountable to the public (through the Strategic Board and local scrutiny arrangements) for delivery of improved community outcomes including crime reduction and community safety

STRATEGIC LEVEL

1.8 The Strategic Board will:

- Produce a community needs assessment with local profiles that will inform decision making at both a strategic and local level

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- Develop and agree strategies for responding to those issues that are common across North Yorkshire and York
- Identify funding opportunities for delivering community outcomes e.g. government grants, PCC funding etc
- Engage with the Local Delivery Groups on strategic issues which may constrain the development of local services
- Develop and maintain a force wide perspective on community needs and outcomes
- Monitor the performance of community outcomes
- Fulfil the roles of statutory County Strategy Group for the NYCC area, and to be the statutory CSP for York and North Yorkshire

NEXT STEPS

- 1.9 To ensure that these proposals are fully supported, a consultation pathway has been identified as follows:
- 14 November 2012 – Chief Executives Group (pre-brief’s from the Working Group)
 - 15 - 20 November 2012 – Individual Agency consideration
 - 22 November 2012 – Police and Crime Panel consideration (including PCC)
 - 22 – 29 November 2012 – PCC consideration
 - 6 December 2012 – Safer Communities Forum consideration
 - 7 December – Working Group established and progression of the delivery plan
- 1.10 That a Working Group is established as a ‘task and finish’ group to undertake an options appraisal, determine the final proposal for agreement and develop a delivery plan for approval by March 2013. The group will include:
- Chief Fire Officer (Chair)
 - Strategic Director – Scarborough Borough Council
 - Assistant Director (Housing & Community Safety) – York City Council
 - Assistant Chief Executive – Harrogate Borough Council
 - Assistant Director Policy & Partnerships – North Yorkshire County Council
 - Chief Constable of North Yorkshire Police
 - Director of Futures – North Yorkshire Police
 - Chief Executive York & North Yorkshire Probation Trust & NYCJB Chair
- 1.11 The principles of strategic hub(s) will take some time to be fully realised, therefore the current thinking (subject to feedback from consultation) includes that a phased approach is taken forward by the Working Group. This includes:

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Phase 1

- Local delivery groups supported initially by two strategic boards, one for the City of York (and potentially Selby) and one for the county with close working linkages given that several partner agencies operate across both areas
- The agencies will formulate a virtual team to analyse all relevant data in order to determine community needs and realise opportunities for academic support from local universities
- The community needs profiles will be built from the current Joint Strategic Needs Assessment and Joint Strategic Intelligence Assessments
- Confirm and implement arrangements for Criminal Justice agencies to continue to support community safety outcomes
- Confirm the involvement of the Police and Crime Commissioner and commissioning process for funding
- Community safety arrangements are mainstreamed

Phase 2

- Local delivery groups supported by a Single Strategic Board across the City of York and county areas
- Integration of longer term strategic planning
- Progression of improved market research and community engagement measures

Phase 3

- Integration of LCJB elements that link directly to community safety

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Appendix 1 – Background information

North Yorkshire Criminal Justice Board (NYCJB)

North Yorkshire Criminal Justice Board (NYCJB) as a partnership brings key criminal justice agencies together to agree joint strategic priorities and deliver positive criminal justice outcomes for the communities of York and North Yorkshire.

NYCJB is a non statutory partnership and is made up of the following agencies: North Yorkshire Police, The Crown Prosecution Service, Her Majesty's Courts and Tribunals Service, Her Majesty's Prison Service, York and North Yorkshire Probation Trust, York YOT, North Yorkshire Youth Justice Service, Victim Support and the Legal Services Commission.

A Single Strategic Board, made up of chief officers and business leads from each agency, sets joint direction and delivery across a range of priorities which are delivered through 3 strategic thematic groups to local area delivery. The Board's business is supported and co-ordinated by a single Programme and Performance Advisor.

Strategic priorities set for 2012-13 sit under 3 thematic areas namely; Reducing Re-offending, Victims and Witnesses and Efficiency and Effectiveness. Under these headings a range of development activity has been set in line with both national and local direction.

Keeping this partnership operational mainly attracts opportunity costs from within existing mainstreamed budgets as a result of staff participation in local meetings and workgroup activity. This is with the exception of minimal support costs in the form of the single Programme and Performance Advisor. Central funding streams from the Ministry of Justice for CJB support teams ceased in 2010 and annual reviews of funding continuation for this role is considered collectively.

Criminal justice agencies in North Yorkshire are committed to achieving the best possible outcomes and delivering more for less in the current financial climate. Whilst the current partnership structure is already considered to be lean following a streamlining exercise in 2011, it recognises that further re-engineering and wider partnership working, such as with Community Safety Partnerships (CSPs), would bring additional opportunities to deliver more for less and importantly drive common agendas.

The NYCJB have a number of cross over business areas with the CSPs, particularly in the thematic area of reducing re-offending. North Yorkshire Police and York and North Yorkshire Probation Trust are already statutory partners of the CSPs and, as such, take an active part to deliver local priorities set under that structure. Additionally, business representation in the areas youth offending and victim support attend various county meetings held under the CSP partnership structure.

Collaboration of NYCJB business to a wider joint strategic Criminal Justice and Community Safety Board structure would present opportunities to harmonise planning and reduce duplication of effort. It would also enable robust oversight to deliver agreed objectives and create a single engagement and consultative forum for the Police and Crime Commissioner.

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NYCJB would welcome participation in designing a solution that is acceptable, appropriate and delivers the principles of wider partnership working and high quality outcomes for our communities.

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