

**Final Report and Recommendations  
In depth scrutiny project  
2014/15**

**‘The Council’s community leadership role in  
promoting safer communities’**



April 2015

## **Foreword**

The Policy and Resources Scrutiny Committee decided that the in-depth scrutiny project for 2014/15 would focus on the Council's community leadership role, in partnership, in promoting safer communities. The project team, of which I am Chairman, decided that the specific focus for the review would be on the 'big issues' of violent crime and prolific offender management and 'local issues / concerns' around problem cycling on the pavement.

We identified these areas as they reflect some of the current issues that both the Council and the Southend Community Safety Partnership (CSP) are addressing or potentially, require further support or work to address.

This project has presented an opportunity for the Council and other key partners to come together and deliver insight into where limited resources and energy should be focused in order to meet the challenges ahead.

I would like to extend my gratitude to all those who have been involved in the project for which I have been proud to take the lead and I commend this report for publication.

### **Councillor Stephen Habermel Chair of In-depth Scrutiny Project**

The project team consisted of Councillors: Stephen Habermel (Chairman), Councillor Fay Evans (Vice Chairman), Councillors Brian Ayling, Jonathan Garston, Mike Stafford, Kevin Robinson, Floyd Waterworth and Peter Wexham.

In addition, Councillors Tino Callaghan and Nigel Folkard (as a substitute) attended the witness session.

Councillor Tino Callaghan replaced Councillor Waterworth on the project team in February 2015

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# 1. Objectives

## Objectives of the project

- 1.1 Members of the Policy & Resources Scrutiny Committee have undertaken an in-depth project investigating the Council's community leadership role, in partnership, in promoting safer communities
- 1.2 Led by the cross party project team members, the project has aimed to understand:
  - ✚ the role of the Council in promoting safer communities;
  - ✚ the role the Community Safety Partnership and partner bodies play in this agenda;
  - ✚ the changing landscape with the Essex wide Police & Crime Commissioner; types of crime / performance;
  - ✚ the existing / changing arrangements for engaging with local communities; and
  - ✚ review the impact of partnership activity with aim to provide reassurance there is effective engagement with local communities.
- 1.3 A copy of the project plan is included as **section 6 of the report**. This project is viewed as a 'lever' into the Council to ensure accountability.

## 2. Background to the Report

- 2.1 For a range of reasons Southend-on-Sea is considered an attractive place to live, work, study and visit and this brings with it all the issues associated with an urban, seaside area. The town is bordered by the Thames Estuary to the South and East and is in close proximity to London. The current population is estimated to be 185,000.
- 2.2 Southend's night time economy is the busiest in Essex and there are over 200 licensed premises – 70 of which are pubs and clubs. The town was recently again awarded the Purple Flag, which recognises a safe and well managed night time economy.
- 2.3 The Southend Community Safety Partnership (CSP) Plan outlines the challenges and opportunities across the borough and sets out the intentions of the CSP to work in partnership to the benefit of communities.
- 2.4 The project team decided that the specific focus of the scrutiny project would be on the following areas:-
  - The 'big issues' of (a) violent crime and (b) prolific offender management; and
  - The 'local issues' / concerns around cycling on pavement.

- 2.4 These areas were identified as they reflect some of the current issues that both Southend Borough Council and the CSP are addressing or potentially, require further support or work to address.
- 2.5 'Big issues'
- 2.5.1 Violent Crime over the last 6 months or so has been of particular concern, with crime figures in this area showing an increase against previous year figures. The Council along with partners is committed to tackling this and is significantly represented on a newly formed senior level partnership Violent Crime Overview Group. The Group has undertaken extensive analysis in relation to the crime increases and has already put in place a number of key actions and plans to begin the process of reducing the violent crime stats. Further support, input or advice from partners is welcomed.
- 2.5.2 Similarly, the Council plays a leading role in the work the CSP does around managing the Borough's most prolific and persistent offenders. The CSP manages an extensive caseload of prolific offenders and through the partnership network in this area, offenders are either targeted by enforcement agencies to place them into custody because of their persistent offending, or, supported by the CSP to help them find work, find a home, or assist with potential training or education needs – all aimed at turning around their chaotic lifestyle and criminal behaviours.
- 2.5.3 This a crucial area for the Council and partners, because we know that just one offender on a criminal spree, can inflate our crime figures significantly, and therefore impact on our crime reduction performance, including Essex Police overall performance. Managing such a caseload of individuals is extremely challenging and we draw in a range of partners to support this work. It is often one step forward and two steps back with such individuals, but again we would welcome any further support or assistance to enhance our current efforts.
- 2.6 'Local issues'/ concerns
- 2.6.1 Finally, the Council often receives repetitive complaints about cycling on pavements. Although this is not seen as a criminal priority by the CSP, we are keen to review our work and enforcement practices in this area in order to address the issue and determine if partners and or other internal council departments can assist or advise specific action required.

### 3. Process

3.1 The Committee was supported by a project team comprising:

- Councillors: Stephen Habermel (Chairman), Fay Evans (Vice Chairman), Brian Ayling, Jonathan Garston, Kevin Robinson, Mike Stafford, Floyd Waterworth and Peter Wexham. (Councillor Tino Callaghan replaced Cllr Waterworth on the project team in February 2015).  
In addition, Councillors Tino Callaghan and Nigel Folkard (as a substitute) attended the witness session.
- Officers: Project support was provided by Dipti Patel, Simon Ford and Fiona Abbott.

#### Evidence Base

3.2 The project team have met on three occasions between October 2014 and April 2015<sup>1</sup> and have considered a number of different types of evidence:

- Statutory responsibilities of Community Safety Partnerships.
- External scrutiny rights and powers with regard to community safety and essential features of in depth review.
- Information on funding of CSP's.

#### Witness Session held on Monday 2<sup>nd</sup> February 2015

3.3 15 expert witnesses attended to give evidence to the project team, answering questions in relation to the project – the agreed questions are included at **section 6 of the report**. The answers provided by the witnesses are available on request.

3.4 The list of witnesses is outlined in **Table 1**. The project team would like to formally thank the witnesses for giving up their time to attend and sharing their insights on the topics discussed which have helped to inform this report.

**Table 1**

Name	Position/Organisation
Mr Rob Tinlin	Chief Executive, Southend-on-Sea Borough Council and Chair of Community Safety Partnership
Mr Simon Anslow	Southend District Commander
Mr Nick Alston	Essex Police & Crime Commissioner
Mr Alex Bamber	Deputy Chief Executive, Essex Community Rehabilitation Company

<sup>1</sup> The notes from the project team meetings are available on request.

Ms Helen Wilson	LSCB / SVAB Business Manager, Southend-on-Sea Borough Council
Dr Andrea Atherton	Director of Public Health, Southend-on-Sea Borough Council
Ms Jacqui Lansley	Head of Procurement, Commissioning and Strategic Housing, Southend-on-Sea Borough Council
Mr Jamie Pennycott	Commissioning & Research Officer, Alcohol & Commissioning Team, Southend-on-Sea Borough Council
Ms Dawn Jeakings  Attended with – Mr Dennis Baldry, Mr Mark Bartrip and Ms Rebecca Venn	Chair, Southend Business Improvement District
Mr Paul Mathieson	Major Projects & Strategic Transport Policy, Group Manager, Southend-on-Sea Borough Council
Ms Collette Kemp	Marketing and promotions Manager for Sustainable Transport Team and Road Safety Officer, Southend-on-Sea Borough Council
Ms Alison Semmence	Chief Executive, Southend Association of Voluntary Services (SAVS)

- 3.5 The following project team Members attended – Councillor Stephen Habermel (Chairman), Councillor Fay Evans (Vice Chairman), Councillors Brian Ayling, Nigel Folkard and Kevin Robinson, Dipti Patel, Simon Ford, Fiona Abbott and Chris English. Councillor Tino Callaghan also attended the event until 11.30am.
- 3.6 Apologies for absence were received from the following - Councillor Jonathan Garston (substitute Cllr Nigel Folkard), Councillors Mike Stafford, Floyd Waterworth and Peter Wexham (no substitutes). Ronke Abass (DwP) and Shirley Kennerson (National Probation Service).
- 3.7 The following items formed the paperwork for the meeting:
- ✚ Southend Performance Summary – December 2014 – Report provided by Chief Inspector Simon Anslow.
  - ✚ Southend Community Safety Plan 2014 – 2015.
  - ✚ Police & Crime Commissioner for Essex - Police and Crime Plan 2014.
  - ✚ Police & Crime Commissioner for Essex Annual Report 2013/14 and governance structure.
  - ✚ Information about 'Essex Community Messaging'.
  - ✚ Response to questions from the LSCB / SVAB Business Manager
  - ✚ Information on the Victoria Neighbourhood Patrol pilot project.
  - ✚ Information about cycling on pavement.

## **Other evidence considered during review**

- 3.8 In addition to the formal project meetings the Chairman and the project coordinator attended the Essex Police and Crime Commissioner (PCC) Conference held on 14<sup>th</sup> January 2015. The aim of the conference was to review crime and community safety in Essex, two years on from the appointment of Nick Alston, PCC for Essex. Its aim was to continue building links for future collaborative work, to identify need, establish effective mechanisms for communication and highlight what can be achieved and what is being achieved already across the county and in other parts of the country.
- 3.9 The Chief Superintendent and the Divisional Commander also attended the main Scrutiny Cttee meeting in October 2014<sup>2</sup> and covered the following key issues in their presentation - reducing crime, solving crime, improving satisfaction as well as providing information about initiatives such as Operation Booth and the Forces recent changes to community engagement and also the Essex Community Messaging system.

## **4. Our conclusions**

- 4.1 The conversations at the witness session worked towards an understanding of the issues around the 'big issues' of violent crime and prolific offender management; and 'local issues' / concerns around cycling on the pavement.
- 4.2 Following the event, Members of the Project Team met to discuss how to take forward the discussions at the event and to frame recommendations.

### **Summary of reflections:**

- ✚ Innovative working happens and there are key successes in partnership working in Southend e.g. Night Time Economy group; YOS / Police triage which has lead to reduction in repeat offenders; Victoria Neighbourhood patrol pilot; street task force programme; partnership work with Public Health and DAT service;
- ✚ Continuity in partnership working has been of considerable benefit;
- ✚ We are safe community and message needs to be reinforced;
- ✚ CSP is a significant Board with effective leadership;
- ✚ Linkages with other Boards (e.g. Health & Wellbeing Board etc.);
- ✚ Important role of the Fire & Rescue Service and engagement with health & mental health;
- ✚ Pressures – time pressures on 'key players', any turnover of key staff, resources and resilience;

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<sup>2</sup> Policy & Resources Scrutiny Cttee held 16<sup>th</sup> October 2014 – Minute 300 refers



- ✚ Engagement with communities and the new methods (Essex Community Messaging) – Police presence at Local Community Meetings and raising awareness of new engagement methods;
- ✚ The CSP has a role in ensuring the LCM is fit for purpose and effective – would like a review after years' operation to see if current ward mix / alignment is right. (Observation made that there is now a greater Police resource at the LCM meetings than at the former Neighbourhood Action Panels);
- ✚ Integrated Offender Management (IOM) – strong scheme in Southend to reduce reoffending;
- ✚ Welcome focus on cycling, but do need to challenge 'arrogant' cyclists (which is a nuisance issue) and review pavement cycling hotspots – welcome the focus on education as well and the 'respect' agenda;
- ✚ Greater engagement and work with voluntary sector;
- ✚ Challenges ahead and need to keep hold of partnership.

## 5. Recommendations

The recommendations link to the agreed project plan and the proposed outcomes from the project:

- (a) That the Cabinet consider the in depth scrutiny report on the Councils community leadership role in promoting safer communities and agree the conclusions from the study.
- (b) That the Community Safety Partnership (CSP) develop an action plan of delivery, detailing specific actions to take forward the [key conclusions from the review](#) for agreement and for implementation.
- (c) That the CSP to monitor the Action Plan outcomes and provide feedback on progress and report back to scrutiny in 12 months.

	<b>Key conclusions from the review</b>	<b>RAISED BY</b>	<b>RELATES TO OFFENDER MANAGEMENT</b>	<b>RELATES TO VIOLENT CRIME</b>	<b>RELATES TO CYCLING ON PAVEMENTS</b>	<b>LEAD AGENCY</b>
1	Lessen the risk of senior police command changes at Southend. (support three year terms for District Commanders)	RT	yes	yes	yes	Southend CSP Essex Police
2	Ensure stronger links with Health and Wellbeing Board (and the Mental Health Agenda). Stronger links between all Boards. (Pooled Board budgets?)	RT / SA / HW / JL / AS	yes	yes		Southend HWB / CSP / Safeguarding
3	Stronger engagement from Essex Fire and Rescue Service	RT / NA	yes	yes		Southend CSP Essex Fire Rescue
4	Ensure a police presence at every LCM meeting (need to ensure are / remain effective)	SA	yes	yes	yes	Essex Police
5	Support continued 'street meets'	SA	yes	yes	yes	Essex Police
6	Raise awareness of Essex Community Messaging	SA	yes	yes	yes	Essex Police
7	Strengthen 'data led' intelligence	SA	yes	yes		Essex Police / CSP
8	Support the introduction of Partnership Hubs	NA / AB	yes	yes	yes	Southend CSP / PCC Office
9	Continued partnership focus on reducing re offending	AB	yes	yes		Essex Probation / CSP
10	Review of IOM programme	AB	yes	yes		Essex Probation / PCC Office

11	Public Health to improve work with offenders / incorporate use of Big Lottery Fund for crime and disorder	AA	yes	yes		Southend Public Health
12	Improve pathways to drug treatment / re evaluate contracts - services	JP	yes	yes		Southend DAAT
13	Improve Cycling signage / signposting and Bike storage/parking	DJ			yes	Southend BC
14	Street Rangers to be Community Safety Accredited	DJ			yes	Southend BID
15	Review of pavement cycling hotspots; Propose alternative cycling routes / contra flows	PM			yes	Southend BC
16	Greater engagement and work with voluntary sector within crime and disorder agenda	AS	yes	yes	yes	SAVS

## 6. Project Plan and Agreed Questions

### AGREED PROJECT PLAN

<p style="text-align: center;"><b>POLICY &amp; RESOURCES SCRUTINY COMMITTEE IN-DEPTH STUDY 2014/15</b></p>
<p><b>TOPIC: 'THE COUNCIL'S COMMUNITY LEADERSHIP ROLE IN PROMOTING SAFER COMMUNITIES'</b></p>
<p><b>FRAMEWORK FOR SCRUTINY / SCOPE OF PROJECT:</b> Issues for consideration:</p> <ol style="list-style-type: none"><li>1. To understand the role of the Council in promoting safer communities (regulatory powers etc.)</li><li>2. The Role of the Community Safety Partnership including the representation of other organisations / bodies on this Board.</li><li>3. Changing landscape with the Essex wide Police &amp; Crime Commissioner &amp; the PCC Office and understand the context of wider Essex.</li><li>4. Types of crimes – and general performance including emerging trends.</li><li>5. How do we measure the perception of crime?</li><li>6. What are the existing - and changing - arrangements for engaging with local communities – NAP's; Residents Associations; Neighbourhood watch, Ward Councillors; community champions; volunteering etc.</li><li>7. Review the impact of partnership activity - to assure itself and that there is effective engagement with communities.</li></ol>
<p><b>MEMBERSHIP:</b> Councillor Habermel (Chairman), Councillor Evans, J Garston, Stafford, Ayling, Robinson, Wexham and Waterworth.</p> <p><b>Officer / partner support</b> – Dipti Patel, Simon Ford (Technical Support) and Fiona Abbott (project coordinator).</p>
<p><b>SOURCES OF EVIDENCE</b> The evidence base will be:</p> <ol style="list-style-type: none"><li>(a) Data, profiles, trends and patterns</li><li>(b) Performance information / key issues</li><li>(c) Strategic plan</li><li>(d) Community Safety Plan</li><li>(e) Information from neighbouring authorities and partners</li><li>(f) Information provided by Chief Superintendent at Policy &amp; Resources Scrutiny Cttee on 16<sup>th</sup> October 2014 re the crime performance indicators and performance</li><li>(g) Stakeholders meeting – early 2015</li></ol>
<p><b>METHOD / PROCESS:</b> The project will be run along the following lines:</p> <ol style="list-style-type: none"><li>(a) 2<sup>nd</sup> October 2014 – project team meeting - draft project plan considered</li></ol>

and agreed.

- (b) 16<sup>th</sup> October 2014 – project plan to be considered by main cttee.
- (c) November – project team meeting to finalise format of review; agree who want to meet and parameters of questions for witnesses.
- (d) Early 2015 – a full day of evidence gathering, finish with ‘panel’ meeting to collate and triangulate key findings and agree recommendations;
- (e) Project team meeting to consider draft scrutiny report and recommendations (drafted in consultation with Chairman & officers).
- (f) Final meeting of project team to agree report before submission to full cttee and then Cabinet.

*Project coordinator to update full Cttee on the progress of the project at relevant stages.*

**Target date:** April 2015

**POTENTIAL WITNESSES:**

- (a) Chair Community Safety Partnership or nominee
- (b) Southend Police Representative
- (c) PCC or nominee
- (d) National Probation Service and Essex Community Rehabilitation Company (ECRC)
- (e) Southend CCG
- (f) SBC - Head of Procurement, Commissioning and Housing
- (g) Public Health
- (h) SMAART representative
- (i) Business Representative ( BID or licensees Group)
- (j) Voluntary sector - SAVS
- (k) Residents Associations

*Scrutiny process is structured to add value and is supportive of the challenges already set to be delivered, but has limited resources, which need to be focused on providing the front line service and the priority outcomes for the Council.*

**RECOMMENDATIONS:**

To make appropriate recommendations to the Council & partners

This review links to the Council’s Corporate Priority 1 – continue to reduce crime, disorder and anti social behaviour.

## **AGREED QUESTIONS**

### Questions to all:

1. Please briefly introduce yourself / your organisation.
2. What do you believe is the role of your organisation in promoting safer communities?
3. What is your understanding of the role of the CSP & what is the role of your agency on this Board? How do we know that the CSP in this area is working well / and could you provide examples?
4. The project team have identified some 'big' issues and some more 'local' issues which are of concern to residents. Can you explain the role of the CSP / your agency in addressing these matters?
5. How would you evaluate the strengths and weaknesses of partnership working in Southend, including interactions with the Council in promoting safer communities?
6. There have recently been a number of changes made in how the police engage with local communities – what is your experience of the changes? (i.e. Community Street meets, Local Community Meetings, Essex Community Messaging)
7. What partnership arrangements need to be made or changed to ensure effective engagement with communities?
8. Resilience in services to withstand budgetary pressures - What are the most appropriate future funding arrangements between commissioners & providers?
9. How do you think the partnership / partnership arrangements in Southend could work together better - i.e. what are the opportunities and what barriers need to be over come?

### Specific questions:

#### Police & Crime Commissioner

1. Outline the role & relationship of the PCC with the CSP in Southend (and across greater Essex)?
2. Southend has high crime figures in certain areas but the funding the partnership receives from the PCC is reducing each year which proves a challenge to deliver the Plan. What are your comments on this?

#### Police

1. Outline your agencies' role in the Street Task Force Programme and the benefits of the programme.
2. Dealing with violent crime – what good practice have the Police learnt from other areas and how will it be applied in Southend?

#### National Probation Service / ECRC

1. Outline the work you do around offender management and the impact of this work
2. What further support or assistance would be of assistance to enhance current efforts?

### SBC - Head of Procurement, Commissioning and Housing

1. Please provide an update on the trial in tower blocks?
2. Outline your agencies' role in the Street Task Force Programme and the benefits of the programme.

### DAT

1. Outline the work you do around offender management and the impact of this work
2. What further support or assistance would be of assistance to enhance current efforts e.g. around supporting prolific offenders?

### Director of Public Health

1. What do you see as the role of the DPH in promoting safer communities?
2. What opportunities (inc funding) are available to support the aims of the CSP and which make the most impact?

### LSCB / SVAB

What are the main challenges for the Boards in this area?

### BID

Please provide information on role of street rangers; their role etc.

### Road safety / Cycling team

Outline the work you undertake around cycling promotion, enforcement and the interaction with other agencies

### SAVS

What are the main challenges for the voluntary sector in this area?

The answers provided by the witnesses are available on request.

## 7. Contact Details

For further information about this report please contact:

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