

BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

**Report of the Executive
Director - Communities**

Community Safety Review

1. Purpose of report

- 1.1 The purpose of the report is to provide members with details of the outcome of the Community Safety Review (CSR) and agree recommendations for service redesign.

2. Recommendations

2.1 Cabinet members are asked to:-

- 2.1.1 **Note and endorse the outcome of the CSR and proposed redesign of the Service.**

2.1.2 Note and endorse the consultation and communication proposals.

2.1.3 Note and endorse the move to implementation stage as from 1st April 2017.

3. Introduction

- 3.1 A review of the Community Safety and Enforcement Service commenced in February 2016 focussing on scoping the current position, identifying service strengths and improvement opportunities.
- 3.2 The Community Safety landscape has undergone significant policy and legislative changes over recent years. This coupled with the austerity measures facing the public sector and the future council ambitions presents an ideal opportunity to review the current operation and functionality of the service.
- 3.3 The review has examined all aspects of strategic and operational practices ensuring that a clear understanding is ascertained in terms of the current position and that the future direction of the service is well informed.
- 3.4 The review has:
- Considered the broader landscape within which community safety operates;
 - Taken account of existing policy and legislative requirements and potential future changes;
 - Ensured the service is able to intelligently anticipate the scale of change ensuring it remains agile and customer centric empowering communities to do more for themselves;
 - Understood through a clear and robust business intelligence assessment how existing resources are being deployed and the outcomes achieved;

- Reviewed what's working well and identified gaps and opportunities to ensure the service evolves to meet the changing needs and requirements;
- Considered how the service needs to adapt to meet these requirements ensuring that services are delivered in the most efficient and effective ways addressing root causes and achieving the best outcomes for and in partnership with our communities;
- Considered the key enablers required to support the continuous improvement and any future service re-design (IT, workforce development, customer services);
- Redefined the core service offer ensuring the future service model takes account of key Future Council priorities and the changing needs of customers.

3.5 The review presents a timely opportunity to reframe the strategic intentions of the service and act as a catalyst for service transformation to realise the 2020 Future Council vision. The review has been positively embraced by the service as a learning and continuous improvement opportunity. Realising the outcomes of the review will ensure the service is fit for purpose adding value to both internal and external customers and stakeholders.

4. Proposal and justification

4.1 A number of strengths were identified for consideration as part of the service re-design. The service depicts a true sense of customer focus which is evident in customer interaction and engagement. The service is underpinned by the values of partnership and team working, flexibility, effective and timely resolution and has a strong skills, knowledge and expertise base. This includes some sharing of information with partner agencies to provide a whole system response to service demands and customer needs.

4.2 The review has identified a number of areas for further improvement which will be taken forward and addressed as a core element of the CSR redesign and implementation. These include service governance, strengthening policies and procedures, triage and deployment, aligning working hours to key demand times and days including weekends, systems, processes and the use and availability of technology to improve the use of business intelligence.

4.3 Taking account of the current service delivery model, key drivers, priorities and requirements, the service will continue to collaborate with key stakeholders such as South Yorkshire Police (SYP) to develop a whole system approach to community safety. This will form part of the design of a Public Services Hub (PSH) which will transform service delivery.

More information about the PSH is set out below under section 4.13 and 4.14. This will be subject to a further report into cabinet in due course.

4.4 In line with demand, the service structure has been analysed and revised to ensure it is fit for purpose and able to support the delivery of the new service offer. As part of the redesign, a number of posts will be required to provide resilience during hours of high demand which includes evenings and weekends. The focus of these posts will relate to anti-social behaviour and other high risk activity delivered by the service. This will have a cost and resource implication which can only be met by reducing both human resources and the breadth of the core offer activity base. Employee implications are outlined at Section 8 to this report.

4.5 In the future delivery model, the Safer Communities core offer will be as follows:

Triage and Assessment

- Anti-Social Behaviour
- Environmental Crime
- Housing – Tenancy Conduct, Landlord Conduct, Disrepair
- Support to victims and witnesses
- Homelessness and Welfare Advice
- Hate, Harassment and Cohesion, Asylum and Refugee
- Prevent Co-ordination
- Building community resilience, engagement and mediation
- Staff intimidation, assault, harassment and associated investigation

Case Management

- As above

Specialisms

- Specific specialist activity maintained and developed in-service to align with and advise the case management function in line with specific mandatory requirements.
- Private sector housing licensing and mandatory compliance to ensure mandatory, additional and selective licensing programmes are implemented and administered and statutory responsibilities under the Housing Act 2004, Housing and planning Act 2016, Housing Health and Safety Rating Scheme standards are ensured.
- Enforcement of high risk planning cases via a qualified planner to operate under the requirements of the Town and Country Planning Act 1990 and Building Act 1984.
- Gypsy and traveller liaison with established traveller community and management of unauthorised and temporary encampments.
- The integration of new communities to the borough including overseas migrants, asylum seekers and refugees ensuring adequate support and advice and developing clear intelligence around emerging tensions and community cohesion issues.
- Ensuring the statutory duties of the housing authority for the prevention of homelessness are appropriately discharged to support the statutory homelessness service.
- Alignment and co-location with SY Police Teams.

Placed-Based Community Safety Hubs

- As above

4.6 The core offer will be underpinned by the following principles;

- Risk based analysis of demand – high, medium and low.
- Deployment and referral to appropriate resource or activity.
- Scanning and assessing all channels of access to service - BMBC, SY Police and other partners.
- Maintenance of systems, provision of intelligence, analytical products and performance data.

- 7 days resilience 8am until 10pm weekdays and 10am until 6pm weekends.
- Assigned case work for detailed investigation and intensive intervention.
- Individual casework owners, Single Point of Contact and key worker principles.
- High and medium risk intensive case management relating to individuals, family and location.
- Multi-disciplinary approach covering Anti-social Behaviour; Tenancy management (all sectors); Environmental Crime; Property Disrepair and mismanagement; and Hate and Harassment.
- Coordinating interventions across public services, agencies and other relevant partners.
- Application of appropriate tool and powers to support de-escalation and resolution of cases at earliest possible stage.
- Where appropriate and proportionate to do so, manage risk and behaviour through enforcement action and take cases to court.
- Support step-up and step-down approaches through the different tiers of intervention as appropriate.
- Victim and witness support to provide intensive support to individual and household victims of antisocial behaviour and low risk hate crime and domestic violence.
- Community Safety Officers addressing a range of low risk community safety issues including environmental signal crimes such as graffiti, blighting of streets and public spaces, low risk antisocial behaviour, community reassurance and engagement providing direct links to other early interventions services operating in a locality setting.
- Housing and Environment resources to proactively regulate high density areas of poor quality private housing to include the built and physical environments, property standards, behaviour standards and landlord/tenant exploitation.
- Alignment and co-location with place-based SY Police Teams.

4.7 The future service delivery model will be underpinned with a proactive focus on prevention and early help with targeted intervention to support the de-escalation of cases ensuring individuals, families and communities are supported at the earliest possible stage to achieve the best possible outcomes.

4.8 The place-based element of the future service delivery model will build on community assets ensuring that where appropriate self-reliance is promoted building on strengths of local communities to ensure communities are part of the solution. The place-based hubs will ensure local partnerships with communities and other key stakeholders continue to grow and that early intervention can be effectively coordinated for those most at risk. This will include the fostering of local formal and informal networks within communities to help individuals and families, reducing the need for statutory intervention.

4.9 The future service delivery model will support the delivery of the council's Customer Services Strategy and manage expectations and demand accordingly through improved on-line reporting opportunities and web-based information. The implementation phase would also provide the opportunity to pilot referral e-forms for Councillors. Refer to Customer Journey diagram attached at Appendix D.

- 4.10 The implementation phase of the CSR will incorporate a number of workstreams to progress the improvement opportunities identified as part of the review. This will ensure that all key enablers are fully maximised for example IT systems and interoperability, workforce development and business intelligence to enable the service to be as efficient and effective as possible. It is also important that such enablers are progressed in line with the intentions of the Public Service Hub so that partners are actively involved and the service is able to provide a whole system response to deliver effective high quality customer focussed services.
- 4.11 The service review has necessarily focussed upon ensuring a fit for purpose approach within the context of Future Council, financial constraints and those problems potentially presenting the most risk to our communities. For this reason part of the approach being proposed is to provide service resilience at times of highest demand specifically evenings and weekends. This will provide more capacity to deal with and respond to issues in a timelier manner.
- 4.12 Support is sometimes requested from the service in relation to the activities set out in the table below which also defines lead responsibility for addressing these particular issues. The core service will in future adopt a risk-based approach in providing support to address the following issues and will take the necessary action proportionate to the level of risk in terms of reputation to the council, harm to individuals or the cohesion of our communities:

Service Request Type	Lead Responsibility
Industrial scale fly-tipping	Environment Agency.
Singular Cars for sale on roadside	Not Enforceable under current legislation.
Japanese Knotweed private land dispute	Civil Matter to be addressed by the individuals concerned.
Clearance and enforcement of discarded needles, paraphernalia and other hazardous waste.	Neighbourhood Services BMBC.
Fly grazing	Landowner or in the case of Council land, the Service Area responsible for the land. Animal Welfare rests with Regulatory Services.
Private boundary disputes	Civil Matter to be addressed by the individuals concerned.
Private land ownership disputes	Civil Matter to be addressed by the individuals concerned.
Advertising at the side of the road	Environment and Transport BMBC
Parking of caravans on the highway	Environment and Transport BMBC

4.13 Whilst the Council looks to implement the outcome of the Community Safety Review it is also looking at the design of what is currently known as the Public Services Hub (PSH). The PSH is being designed in partnership with South Yorkshire Police and will provide an integrated multi-agency approach to reducing vulnerability by coordinating and tailoring interventions across partners to address a range of individual, family or community issues.

4.14 The first phase of the Public Service Hub will see the co-location of Safer Communities with SY Police teams at Churchfields. This is scheduled to take place November 2016 and will facilitate closer working arrangements and support the development of joint working protocols in readiness for the implementation of the new integrated service delivery model April 2017.

5. Consideration of alternative approaches

5.1 As part of the CSR a number of options have been explored in terms of the future service redesign. It has however become evident that to ensure the service remains fit for purpose, cost effective and customer centric, the revised service configuration articulated in this report is the most viable option.

5.2 An option to maintain the current status quo will not deliver the Future Council ambitions and is not sustainable within the current financial climate.

5.3 A further option subsequently discounted would be not to enter the Public Service Hub however; this would not support the public services reform agenda and could potentially provide splintered single agency responses to vulnerable individuals, families and communities. This would be less cost effective and significantly impact on outcomes for individuals, families and communities.

6. Implications for local people / service users

6.1 The Safer Communities delivery model will provide holistic, risk-based, person-centred outcomes for individuals, families and communities. This will clearly support the Future Councils ambitions and places a renewed focus on co-production with local people and communities further embedding resilience and self-reliance.

6.2 Furthermore, as a product of the redesign, local people and communities will receive an integrated, timely and responsive service where professionals adopt a multi-disciplinary approach to coordinate and target interventions to deliver the best possible outcomes.

7. Financial implications

7.1 In order to achieve the deferred 2016/17 Safer Communities Restructure KLOE of £0.050M, then the new structure outlined at Appendices B & C needs to be contained within the estimated staffing resource envelope of £1.977M (£2.027M less £0.050M KLOE proposal). This restructure also includes the transfer of posts in from Housing Options & Welfare Rights currently sat within Healthier

Communities; these posts have an operational focus that is similar to that of Safer Communities.

- 7.2 The available staffing resource envelope detailed above does assume that the following funding is available in 2017/18 and beyond as follows:
- Safer Communities Base Budget of £1.058M (£1.108M base budget less the deduction of £0.050M to cover off the 2016/17 Safer Communities Restructure KLOE).
 - Berneslai Homes – contribution of £0.121M for the employment of 3 TUPE transferred staff.
 - Office of Police & Crime Commissioner – grant of £0.145M funding 3 staff around Integrated Neighbourhood Policing & Case Management.
- 7.3 The staffing resource envelope also assumes a transfer from Healthier Communities of approximately £0.536M to cover the cost of the posts transferring in from Housing Options & Welfare Rights. This transfer is net of the Future Council 2020 Efficiency savings of £0.070M and will be detailed in the imminent Housing Options & Welfare Review Cabinet Report. Should the proposals in the Housing Options & Welfare Rights report not be approved then it would have implications on the financial viability of this restructure.
- 7.4 The staffing resource envelope also assumes there will be a transfer in of £0.062M of realised contract savings via various Supporting People contracts. These are being utilised to fund the element of Housing Options & Welfare Rights staffing budget previously funded via one off earmarkings.
- 7.5 The Staffing resource envelope also assumes the transfer in of £0.055M of funding via the ED Communities Management Account via the deletion of the Directorate Business Managers Post.
- 7.6 The cost of the new Safer Communities structure as detailed at Appendix B (net of the Area Council funded posts) is approximately £1.968M and is therefore within the £1.977M staffing resource envelope detailed at paragraph 7.1. The surplus balance of £0.009M will be used to contribute to Future Council 2020 Efficiency proposals.
- 7.7 This proposal has no impact on the medium term financial position. The 2016/17 KLOE of £0.050M is to be contained within the overall Safer Communities budget for 2016/17 and addressed by the restructure proposals in this report from 2017/18 onwards.
- 7.8 The financial implications detailed above are outlined in the attached Appendix A.

8. Employee implications

- 8.1 The proposals outlined in this report will result in a number of posts being disestablished and the creation of new posts in line with the findings of the review and principles of the Public Service Hub. The net impact will see a reduction of 2 FTE posts. Full details are outlined at Appendix B.
- 8.2 In line with demand analysis, a number of posts across the revised structure will be required to provide resilience during hours of high demand which includes evenings and weekends. The focus of these posts will relate to anti-social behaviour and other high risk activity delivered by the service. The number of posts affected by the requirement to work evenings and weekends on a rota basis will be 20 FTE from a total complement of 46 FTE and this will be aligned with SY Police personnel within the Public Service Hub arrangements.
- 8.3 Furthermore, the Community Safety Strategy and Operations Manager post will be transferred to Healthier Communities to align with the strategic function of the Stronger, Safer and Healthier Business Unit.
- 8.4 A number of posts from Healthier Communities with an operational focus which is consistent with the Safer Communities service offer will be transferred to Safer Communities. The details of which will be outlined in the Welfare Review report. The posts to be transferred will include the Homelessness and Housing Options Team and Welfare Rights as reflected in Appendix B to this report.

9. Communications and Consultation

- 9.1 The review has been overseen by a Project Team including representatives from the Community Safety & Enforcement service; Business Intelligence; Performance and Improvement; Workforce Development, Customer Service Development Team and representatives from inter-dependent services such as Regulatory and Neighbourhood Services.
- 9.2 The review has been undertaken with the full and active engagement of staff members within the service along with a number of key services.

A communications plan will be developed and implemented from October 2016 onwards and will include internal and external customers and stakeholders are fully aware of the revised service offer and subsequent implication for service delivery.

- 9.3 Trade Unions and key partners such as South Yorkshire Police have informed the review and provided input through a number of mediums including group workshops and check and challenge sessions. The review has also provided a platform to share learning with other authorities drawing out examples of good practice which have been used to inform service re-design.
- 9.4 A number of key stakeholders have been consulted as part of the redesign of Service and the development of the Public Service Hub. These include the Councils Senior Management Team, People Directorate, Place Directorate, South Yorkshire Police, Housing, Health and Cabinet portfolio holders.

10. The Corporate Plan and the Council's Performance Management Framework

- 10.1 The future operating model will support the delivery of the following strategic priorities:

Thriving and Vibrant Economy

- Develop a Vibrant Town Centre

People achieving their potential

- Children and adults are safe from harm
- Early targeted support for those that need it

Strong and resilient communities

- Protecting the Borough for future generations

10.2 Performance will be actively monitored to ensure continuous improvement through a stratified risk and performance framework with a detailed action plan and number of supporting performance indicators.

11. Promoting equality, diversity, and social inclusion

11.1 The review and future delivery model promotes equality, diversity and social inclusion providing a risk-based tailored response to individual needs and circumstances throughout the borough. This ensures the best possible outcomes for all sections of our community.

12. Tackling the Impact of Poverty

12.1 The CSR revised delivery model adopts a risk-based stratified approach which looks holistically at the individual, family and locality to provide a targeted response to assist some of our most vulnerable individuals and sections of the community. This should have a positive impact on those living in poverty and at threat of poverty in the future.

13. Tackling health inequalities

13.1 The Community Service function has undertaken an initial Equality Impact Assessment for the proposals outlined in this report. The proposals recommended are those which Community Safety believes will have least negative impact on the diverse communities of Barnsley compared to other available options for a reconfigured service.

13.2 Some elements of the proposals will have significant positive outcomes for example:

- The triage and assessment process will be able to take into account whether vulnerable people are involved and hence whether a response needs to be prioritised. This should help disabled people and elderly people who are in vulnerable situations and reporting anti-social behaviour.
- Improved case management should mean that people in vulnerable situations will receive a more joined up range of services and support that seeks to address their specific individual needs.

13.3 A full Equality Impact Assessment will be undertaken as the new model is rolled out which will include further discussions being held with diverse communities to ensure a better understanding of the extent of any impact and what steps can be practically taken to minimise this impact.

14. Reduction of crime and disorder

- 14.1 The integrated triage and deployment function will ensure a risk-based approach is in place to deploy joint resources of both the council and South Yorkshire Police. This will ensure cases are managed at the lowest tier of escalation delivering the most efficient and effective service for both the customer and service provider.
- 14.2 As part of the CSR future operating model, the place-based teams will provide a local richness of intelligence which will proactively inform the deployment of resources helping to minimise the escalation of crime and disorder across the borough.

15. Risk management issues

- 15.1 A number of organisational and reputational risks have been identified in relation to the proposed new delivery model for Safer Communities. The high-level risks and mitigating actions are as follows:

Risk	Mitigating Action
The proposed service delivery model is dependent on the alignment of South Yorkshire Police resources both to the core service and at locality level.	The service is working closely with key partners to develop the PSH concept and identify enhanced opportunities for co-location.
Not realising integrated working practices between functions and organisations.	The service is working collaboratively with all key stakeholders to develop joint working protocols as part of the implementation phase of the CSR.
Demand continues in areas which are not part of the core service offer.	Clear communication with internal and external stakeholders and customers will be undertaken to ensure absolute clarity in relation to the service scope and standards. An increased focus on prevention and early help will support the de-escalation of cases with a view to reducing demand on public services further upstream.
Referral pathways established as part of the triage and assessment protocol are not responded to by key partners outside of the Public Service Hub arrangements.	Referral pathways are being established in partnership with key partners as part of the PSH development. The protocol will be signed off by all key partners as part of the governance arrangements.

16. Health, safety, and emergency resilience issues

- 16.1 The Health and Safety operational procedures will be reviewed as part of the implementation phase of the CSR. This will include a review of Occupational Risk Assessments and lone working procedures to take account of out of hours working arrangements.

17. Compatibility with the European Convention on Human Rights

17.1 The proposed service delivery model will be compliant with the European Convention on Human Rights.

18. Conservation of biodiversity

There are no apparent implications resulting from this report.

19. Glossary

N/A

20. List of appendices

Appendix A – Finance
Appendix B – Employee list
Appendix C – Staff Structure
Appendix D - Customer Journey

21. Background papers

N/A

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