

STRONG AND SUPPORTIVE COMMUNITIES SCRUTINY COMMITTEE	Agenda Item No. 6
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Report of the Cabinet Member for Communities and Environmental Capital

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PORTFOLIO PROGRESS REPORT FROM THE CABINET MEMBER FOR COMMUNITIES AND ENVIRONMENT CAPITAL

1. PURPOSE

To provide Members with a progress report from the Cabinet Member for Communities and Environmental Capital in relation to matters relevant to this committee.

2. RECOMMENDATIONS

Members are asked to scrutinise the progress made on those aspects of the Cabinet Member's portfolio relevant to this Committee by providing challenge where necessary and to suggest ideas and initiatives to support the continued delivery of priorities within that portfolio.

3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY

The Sustainable Community Strategy aims to deliver a bigger and better Peterborough, through improving the quality of life for all. The portfolio held by the Cabinet Member for Communities and Environmental Capital supports the aspirations of the whole Sustainable Community Strategy, including those aspects that relate to the Strong and Supportive Communities priority.

4. BACKGROUND

4.1 The Council's Constitution sets out the responsibilities of the Cabinet Member, describing them as being:

“Responsible for neighbourhood and community support including strategic long-term problem solving and operational community issues and in particular the following:

- (i) community cohesion
- (ii) community safety
- (iii) drugs prevention
- (iv) Youth Offending Service
- (v) Troubled Families”

All of these responsibilities fall under the remit of the Strong and Supportive Communities Scrutiny Committee.

- 4.2 In addition, the Cabinet Member's portfolio includes responsibility for environmental protection and trading standards, and for the Council's aspirations to become Environment Capital. However, these aspects fall under the remit of other Scrutiny Committees and so are not included in this report.

5. KEY ISSUES

5.1. Community Capacity and Cohesion

- 5.1.1 The community capacity team are working closely with Cambridgeshire and Peterborough Association of Local Councils (CPALC) and representatives of existing Parish Councils in Peterborough to support the opportunity for local interest groups to explore the creation of new community or parish councils in their area. CPALC is a membership organisation that works with local councils and has been tasked by DCLG to speak with local un-parished areas about the potential for greater local democracy and decision making by becoming community or parish councils.

The Local Government and Public Involvement in Health Act allows residents in previously un-parished urban and rural areas to become parish or community councils and have a greater say over how their needs are met at a local level. The legislation allows local community councils to become more involved in local decision making and have greater control over how money raised locally is spent.

The Department of Communities and Local Government (DCLG) are providing grant funding to allow local communities to have a debate and explore if being a community or parish council is right for their area. Local groups in the following areas are interested in exploring this opportunity:

- Paston
- Walton
- Stanground
- West Town, Westwood and Ravensthorpe
- Dogsthorpe
- Fletton and Woodston

- 5.1.2 The community capacity team continue to work proactively with elected members and parish councils to ensure that the community have a voice when investment opportunities arise in their area. A 'project bank' system has been put into place which records the needs of an area (e.g. physical improvements, new street furniture, play equipment or enhancements to existing facilities) identified following a community needs assessment or other form of consultation. Funding can be proactively sought by community groups or Parish Councils to support agreed and feasible priority improvements in the area.
- 5.1.3 All of the former play centres have remained open for community use since it was announced that the play service was to be ceased as a result of budget reductions in 2013. Local community interest groups have been working in partnership with the Council to take on the management responsibilities of these buildings via a community asset transfer process.

Throughout August and September 2014 the Council will complete a review of community centres and libraries to help us build a clearer picture of how residents use our community facilities.

This is being undertaken so that we can better understand what the people of Peterborough do or don't value currently and also, based on what people tell us, whether we could change the way we provide these services to meet the changing needs of residents.

5.1.4 Priorities for the community capacity team in the year ahead include:

- Continuing to support the Parishing Peterborough programme
- Promoting and enabling community budgeting initiatives
- Identifying and maximising all opportunities to ensure communities have a voice and are able to influence service delivery
- Supporting the development and implementation of co-ordinated community capacity building initiatives in line with the Adult Social Care transformation programme

5.2 Community Safety and Drugs Prevention

5.2.1 Work to tackle crime and disorder in Peterborough is coordinated through and governed via the Safer Peterborough Partnership, the city's statutory multi-agency community safety partnership as required by the Crime and Disorder Act 1998.

The Safer Peterborough Partnership Board consists of members from all responsible authorities, i.e. Peterborough City Council, Cambridgeshire Police, Cambridgeshire Fire and Rescue, Health through the local Clinical Commissioning Group, and Probation through the local Community Rehabilitation Company (BeNCH), as well as from Cross Keys Homes (representing registered local landlords) as a cooperating authority, and a number of other agencies and bodies who have a role to play in helping to deliver against the objectives of the partnership.

The Cabinet Member for Communities and Environmental Capital is a full voting member of the Safer Peterborough Partnership Board and regularly attends these meetings. He also receives regular briefings and updates from relevant senior officers, including the Assistant Director for Communities and Targeted Services and the Head of Community and Safety Services.

The Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006, requires that community safety partnerships publish a partnership plan. In Peterborough, the Safer Peterborough Partnership works to an overarching three year plan, refreshed annually.

Within this reporting period, a new three year plan has been agreed and published for the period April 2014 – March 2017.

The priorities set for the forthcoming three years are as follows:

- Priority 1 – Addressing victim-based crime by reducing re-offending and protecting our residents and visitors from harm
- Priority 2 – Tackling anti-social behaviour
- Priority 3 – Building stronger and more supportive communities

No specific targets have been set, rather a number of desired outcomes have been agreed for each of the themes within each priority, together with a number of performance indicators to inform an assessment of progress. A bi-monthly performance report is produced which is discussed at SPP Boards with actions agreed as necessary. Additionally, performance reports are brought to this scrutiny committee by the Head of Community and Safety Services to facilitate appropriate scrutiny, challenge and recommendations.

5.2.2 More specifically, the Safer Peterborough team are developing a new delivery model – the Community and Safety Delivery Model – in conjunction with Cambridgeshire Police and

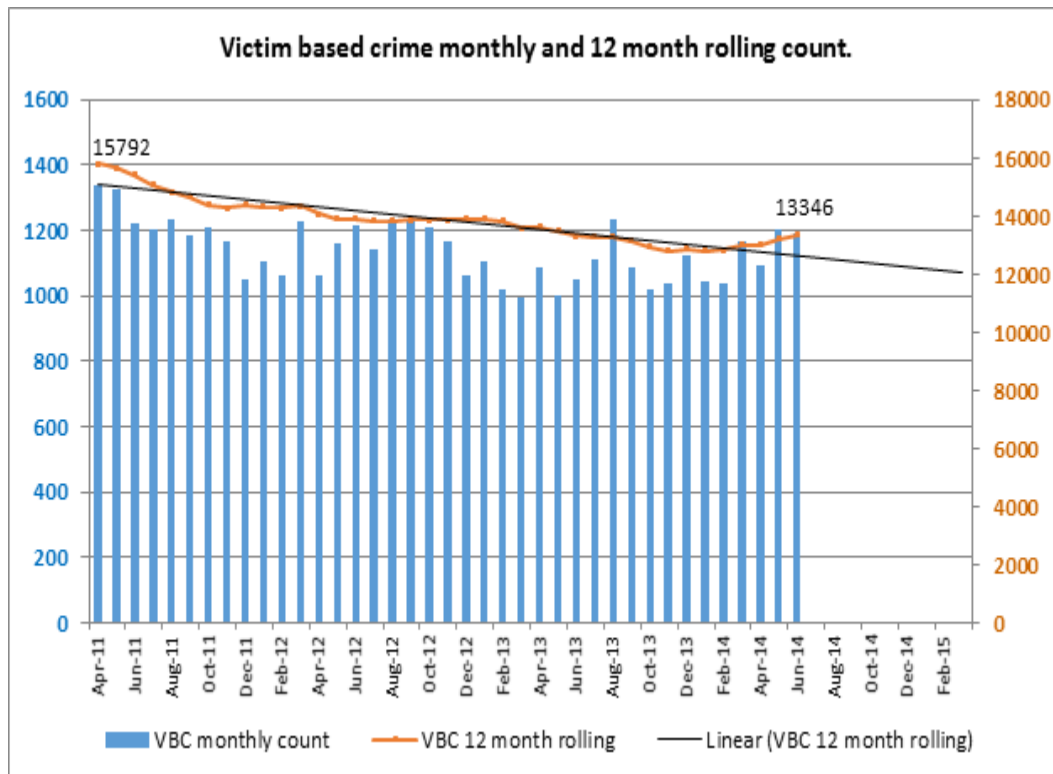
supported by other partners including Cross Keys Homes, Cambridgeshire Fire and Rescue and HMP Peterborough. Based on the 'Glasgow model', core principles include single, cross-agency, inspirational leadership, a clear focus on achieving better outcomes and improvements in quality of life for residents, investing time and resources in communities to help them do more things themselves, seeking opportunities to further diversify, and breaking down organisational barriers by being creative and flexible in the use of resources. As the work continues, benefits should include improved access for service users with simpler, clearer pathways and increased transparency, the breaking down of legislative and organisational barriers to problem-solving and the avoidance of duplication of activity, effort and resources. Whilst work to finalise a briefing and tasking model to prioritise issues and direct actions continues, achievements so far have been numerous and include the following:

- the posting of a police Chief Inspector to the new role of Head of Community and Safety Services to lead the new multi-agency team and to progress the delivery model
- the creation of a physical multi-agency hub at Bayard Place, including the relocation of police teams covering safer schools, licensing and cohesion and a fire prevention officer from the Fire and Rescue service, and the provision of hot desking for other relevant partners including registered social landlord ASB officers
- already improved inter-agency communication and working

Linked to the above, a restructure within the Communities Directorate has enabled further changes which will benefit and enable the Community and Safety Delivery Model, including:

- the creation of a performance, analysis and intelligence hub, critical in informing and directing activity, and assessing the impact
- the moving of youth services for the city to the leadership of the Head of Community and Safety Services, thereby providing additional resource, joining up information and better targeting activity to where demand is highest or risk is greatest. These teams include the Youth in Localities youth workers, the NEET/RPA team and the Adolescent Intervention Service who provide one-to-one support for vulnerable young people on the edge of or in care
- the moving of the Youth Offending Service into the Directorate and linking this service to Integrated Offender Management, thereby creating a focus on offender management for young people and adults

5.2.3 As reported in the SPP Plan, victim-based crime fell within the three year period of the previous plan by more than the target of 10%, as demonstrated by the graph below:



- 5.2.4 The Ministry of Justice has recently reported that the One Service social impact bond pilot scheme which provides support for and supervision of adult male offenders sentenced to less than 12 months upon release from HMP Peterborough has achieved, in respect of the first cohort, a reduction in re-offending of 8.4%. Due to changes in the structure of the Probation Service nationally, the pilot will end and transitional arrangements have been put in place. However the Safer Peterborough Partnership has signalled its intention to influence the activities of the new Community Rehabilitation Company to ensure that the good practices developed locally as a result of the One Service, in particular the “though the gate” support provided to offenders, is continued and further developed.
- 5.2.5 The development of good quality domestic abuse and sexual violence services has continued through the commissioning of Women’s Aid to continue to provide support to victims, leading to the creation of Specialist Abuse Services Peterborough (SASP). Further developments include a member of the Adolescent Intervention Service being trained as a Young Person’s Violence Advisor (YPVA) to provide guidance and resource to support young people involved in domestic abuse, and the Office of the Police and Crime Commissioner has recently made successful bids to the Ministry of Justice competed fund to support the provision of a young person’s Independent Sexual Violence Coordinator (ISVA) and a mental health pathfinder community psychiatric nurse, both of whom will be based within the SASP service and will give additional support to victims.
- 5.2.6 The SPP has a statutory responsibility under its remit of the local Drugs and Alcohol Action Team (DAAT) to combat substance misuse. Latest data shows the number of adults engaging in drug recovery journeys is falling nationally by 1.9%, however the adult treatment service in Peterborough has grown its numbers in treatment by 0.1%, a comparator swing of 2%. This is encouraging alongside a penetration rate into the local population of 62%, 10% above the national average of 52%, meaning that 62% of those who could be in treatment are in treatment. Adult drug treatment performance continues to be in the top quartile for our cluster group averaging 12.8% for successful completions of all clients in treatment against a national average of 8%. Re-presentation rates of all in treatment remain above the national

average of 7.8% at 10.7% and this remains an area of concern and challenge for the next financial year. This performance has been achieved against a backdrop of financial and budgetary changes which have resulted in a reduction of the staffing group and changes within service provision at the adult treatment provider, to still provide as much front line case management of clients and protecting outreach and hub centres. There has also been a significant restructure within the substance misuse team within the Local Authority. Strategic and contract management responsibilities have been separated to provide increased expertise in each area which will ensure closer scrutiny and support.

- 5.2.7 Work has continued to make the City's roads as safe as they can be by continuing to deliver road safety services in partnership including education across the age ranges and via a themed road safety plan. Peterborough is currently on track to meet the local targets in respect of KSI (killed or seriously injured) as set in the Local Transport Plan.
- 5.2.8 The Partnership delivered a very successful Safety Challenge in June 2014 which provided a range of safety messages to approximately 1,200 year 6 pupils from across the city.
- 5.2.9 An integrated City-wide approach to managing anti-social behaviour continues to be developed via the local Safer Neighbourhood Panel meetings, ensuring they are increasingly multi-agency focused, supported by the Neighbourhood Delivery Teams, problem-solving groups and ASB case review meetings.
- 5.2.10 A new app, 'My Peterborough', has been introduced which will enable members of the public to simply report environmental and quality of life issues via their mobile device and receive feedback on actions undertaken.
- 5.2.11 Preparatory work has been undertaken to ensure the Council is prepared for the significant changes to ASB powers and tools which will arise following enactment of the Anti-Social Behaviour, Police and Crime Act in October 2014.
- 5.2.12 Priorities for the Safer Peterborough Partnership for the year ahead include:
- Continuing to build the community and safety delivery model, in particular focusing on the development of a briefing and tasking product to drive the model and enhance existing processes
 - Ensuring that the performance of the Safer Peterborough Partnership as reported through its new performance plan and indicators is scrutinised and actions are directed to address any emerging issues
 - Completing alcohol and drugs strategies for the city, ensuring support is targeted and appropriately balanced between alcohol and drugs, this against the backdrop of likely further reductions in budget and a changing drugs market in the city
 - Using and embracing technology as an enabler, further developing the My Peterborough app, completing the refresh of the SPP website and positively engaging with transformation programmes including the ICT infrastructure programme and Customer Experience programme
 - Making best use of new ASB powers, following their successful local implementation, to address crime and disorder issues in the city
 - Developing community capacity, helping citizens to help themselves

5.3 **Connecting Families**

- 5.3.1 The Connecting Families Programme is the name given in Peterborough to the national Troubled Families programme. Troubled families are those that have problems and often cause problems to the community around them, putting high costs on the public sector. In

December 2011, the Prime Minister launched a new programme to turn around the lives of 120,000 troubled families in England by 2015.

- 5.3.2 Troubled families often have a whole host of agencies involved with them, often focussing on the individuals within that family, which can bring its own problems as families become confused by overlapping professionals, assessments and appointments. This costly and unfocussed activity can mask the lack of progress for that family. Some of the starkest evidence for this collective failure to properly help families is to be found in the frequency of problems which are transmitted from one generation of the same family to another.
- 5.3.3 The aims of the Troubled Families Programme are to get children back into school, reduce youth crime and anti-social behaviour, put adults on a path back to work and bring down the amount public services currently spend on them. All 152 upper-tier local authorities in England are taking part in the programme and have agreed the number of troubled families in their area that they will work with.
- 5.3.4 The Government is making £448 million available to councils on a payment-by-results basis. This represents a contribution of up to £4,000 per family, around 40% of the estimated costs of actions needed to turn a family around. Funding will come from a number of departments including Communities and Local Government, Education, Work and Pensions and Health, with full payment being made only when results are achieved. The other 60% will be covered by local authorities and other local partners who all benefit from the savings that result. A one-off average investment of £4,500 in work with each family is expected to reduce the annual £15,000 cost of dealing with their problems, by supporting families to access work, reducing anti-social behaviour, improving poor school attendance and reducing criminality.
- 5.3.5 For the purposes of qualifying to be part of the Connecting Families Programme, families are those who meet three of the following four criteria:
- Are involved in youth crime or anti-social behaviour
 - Have children who are regularly truanting or not in school
 - Have an adult on out of work benefits
 - Cause high costs to the taxpayer
- 5.3.6 The outcomes set out by Government required to achieve a payment by results are:
- 60% reduction in anti-social behaviour across the family in the last 6 months and/or a 33% reduction in youth offending
 - Each child in the family having fewer than three fixed term exclusions and/or less than 15% unauthorised absence in the last 3 school terms
 - At least one adult in the family to have either volunteered for the Work Programme or be attached to the European Social Fund (ESF) provision in the last 6 months
 - At least one adult in the family moving off out-of-work benefits into continuous employment in that last 6 months
- 5.3.7 In Peterborough, the Connecting Families programme works by assigning a dedicated worker to engage with a whole family on all of its problems, such as ensuring that the children attend school, appointments are met and appropriate services are accessed. Crucially, all of the public services involved with members of a family are coordinated and the demand on them reduced.
- 5.3.8 The analysis team in the Communities and Targeted Services department identify the families. The identification process involves a trawl of historic information from a wide range of data sources including school attendance data, school exclusions, children in Pupil Referral Units, Youth Offending Service data, Police data, Children's Social Care data and information from Registered Social Landlords.

5.3.9 Peterborough has a target of turning around the lives of 450 families by May 2015. To date 415 families have been identified as qualifying for the programme, 281 of these families have or are actively being worked with by the Council or our partner agencies. At the time of writing this report 187 families have been successfully 'turned around' under the rules of the programme which includes 36 adults who have moved from out of work benefits into continuous employment. This means that children in these families have improved their school attendance over three consecutive terms; crime and/or anti-social behaviour has reduced; and/or adults have moved from out of work benefits into continuous employment.

5.3.10 Due to the nationally recognised success of the programme, a commitment to Troubled Families phase 2 has been announced by the Government. This will extend the programme for another five years, committing a new £200 million to the budget. The future of the programme from 2015 onwards is still to be approved by Ministers, however DCLG have announced some details of the expanded programme. In addition to the problems targeted in the current programme, the expanded programme will also focus on families who are:

- affected by domestic violence
- with vulnerable children, and
- with a range of mental and physical health problems
- at high risk of worklessness; and
- involved in crime from generation to generation.

The programme will still focus on families with multiple problems (at least 3 of the above), but giving areas more flexibility to draw from a range of indicators to find the families of greatest concern and cost.

5.4 Youth Offending Service

5.4.1 The three key measures around service performance for the Youth Offending Service are the re-offending rate, both binary and frequency, the number of young people entering the criminal justice system for the first time, and the number of custodial sentences made on Peterborough young people. These are measured and reported on nationally.

5.4.2 Of the three measures the re-offending rate is key, given the purpose of the youth justice system is to prevent offending. Currently Peterborough is performing very well which has been the case for the last three years. At present 30.6% of young people commit a further offence within 12 months of coming into the system which is significantly better performance than both the national position (35.3%) and our statistical neighbours (39%).

5.4.3 The frequency rate outcome is also performing well at 0.8 compared to 1.02 (national rate) and 1.19 (statistical neighbour rate). This places the service second in their statistical neighbour group.

5.4.4 The rate of first time entrants coming into the youth justice system has fallen from the same period 12 months ago, dropping from 605 per one hundred thousand to 433. This places the service second in their statistical neighbour group.

5.4.5 The use of custody has fallen from the same period twelve months ago from 0.82 to 0.49 per thousand. This places the service second in their statistical neighbour group.

5.4.6 However in order to maintain and improve performance over the coming months the service is undertaking a number of specific actions:

- There will be a significantly greater focus on helping those young people returning to the community after serving a custodial sentence to ensure that they have suitable accommodation to return to and have the opportunity to access education, training and employment support at an early stage following release. This is intended to reduce the likelihood of them re-offending
- Given the increasing representation of young people from new accession countries in the criminal justice system the service intends to recruit a number of volunteer mentors from those communities to try to reduce the offending level of this group of vulnerable young people
- The use of restorative justice will be further developed allowing victims to have their voice heard and to as far as possible repair the hurt caused by the young person's offending

5.4.7 The service overall continues to perform in the top 20% of YOSs nationally and the recent Full Joint Inspection delivered the best outcome to date of any service inspected under that process.

6. IMPLICATIONS

6.1 It is anticipated that the Scrutiny Committee will comment on and make recommendations relating to the updates provided in this report in order that delivery potential is maximised for the benefit of our communities

7. CONSULTATION

N/A

8. NEXT STEPS

8.1 Comments and recommendations made by the Scrutiny Committee members will be considered as part of the ongoing development and delivery of specific business areas.

9. BACKGROUND DOCUMENTS

9.1 N/A

10. APPENDICES

N/A

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