

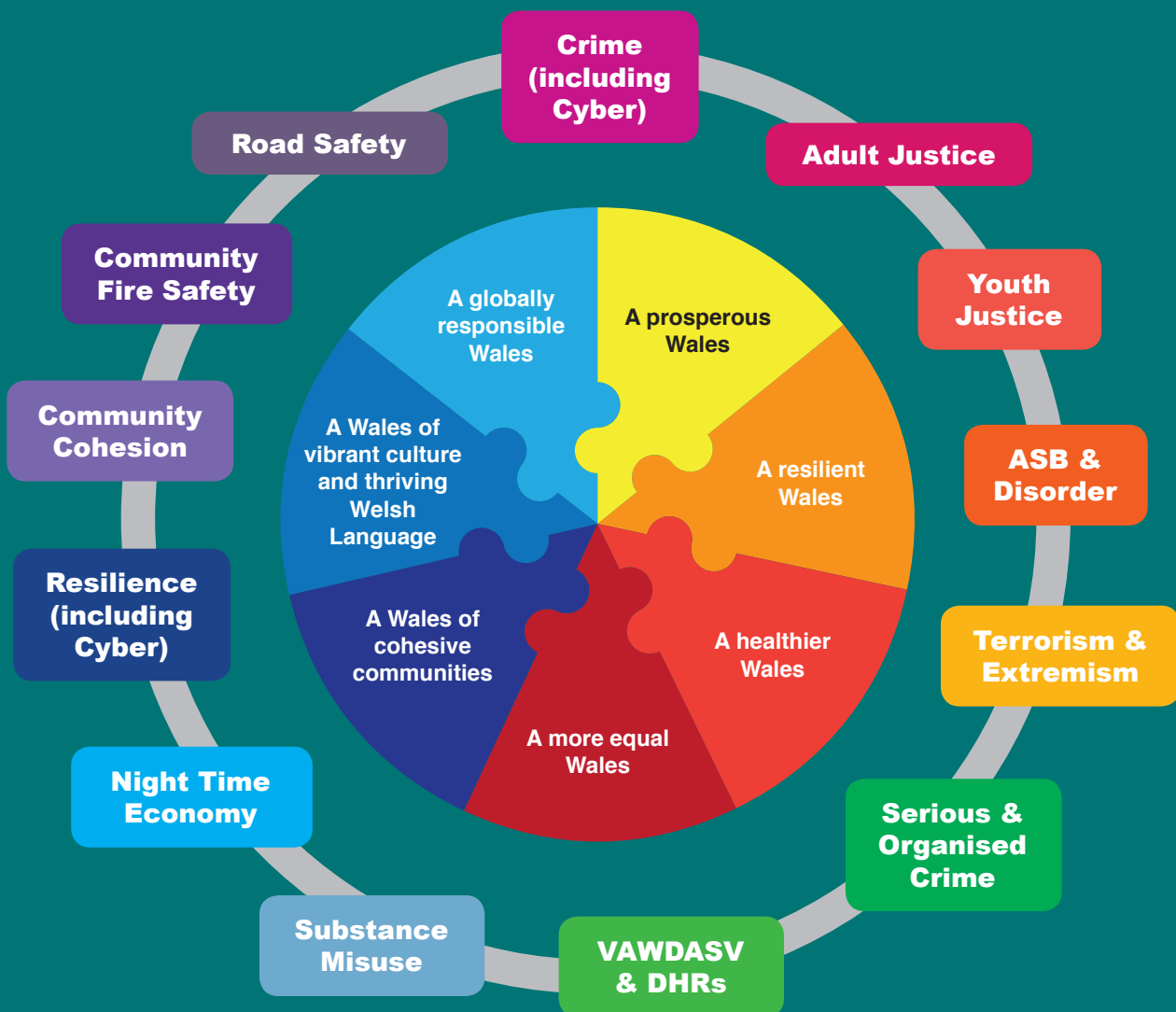


Llywodraeth Cymru
Welsh Government

Working Together for Safer Communities

A Welsh Government review of community safety partnership working in Wales

December 2017



Mae'r ddogfen yma hefyd ar gael yn Gymraeg.
This document is also available in Welsh.

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Our Vision for Community Safety in Wales

Our vision is a Wales in which:

- » Every community is strong, safe and confident in a manner that provides equality of opportunity and social justice, resilience and sustainability for all;
- » The shared responsibility of government, public and third sector agencies is to work together with the communities they serve and the private sector to address activity or behaviour that is unlawful, anti-social, harmful to individuals and society and to the environment;
- » Sharing knowledge and ensuring early intervention with prompt, positive action tackles local issues and addresses vulnerabilities.

This vision will be achieved through collaborative and integrated multi-agency activity that is:

- Evidence-based and intelligence-led;
- Supported by appropriate skills & knowledge;
- Sustainably resourced and locally appropriate;
- Engaging and involving citizens;
- Preventative and intervening as early as possible;
- Focused on long-term improvements and benefits.

Executive Summary

Next year will mark the 20th anniversary of the Crime & Disorder Act 1998 that enshrined the concept of statutory partnership working to address community safety issues and created a legal duty for local authorities, police forces and, ultimately, health, fire and probation services to work together to prevent and reduce ‘crime and disorder’ in their respective communities.

Wales Audit Office’s *Community Safety in Wales* Report last year suggested that community safety partnerships (CSPs) in Wales, were not as effective as they could or should be and highlighted a number of areas for significant improvement.

The Auditor General put forward seven recommendations that included the establishment of a national community safety strategy and governing body, supported by regional boards and comprehensive action plans, a review of funding arrangements and a new suite of key performance indicators. It was suggested that Police & Crime Commissioners (PCCs) and local authorities should revise monitoring and review mechanisms, based on risk, and that Wales’ Public Services Boards (PSBs) should lead on citizen engagement around community safety issues.

In response, the Welsh Government advised it would undertake a wider review of Community Safety and reform to “move the community safety agenda forward” and respond to the Auditor General’s recommendations.

Although the fundamental ‘partnership’ principle of the 1998 Act still holds true, the present social, political, economic and environmental conditions in Wales are now significantly different to the context in which ‘Crime & Disorder Reduction Partnerships’ (CDRPs) were established. Present day challenges for community safety partnership working in Wales include: the growing influence of devolution; a wider range of new ‘crime types’ such as modern slavery and hate crime; the escalating threat from international terrorism; and the influence of new psychoactive substances and cyber-enabled offending, to name a few. Public service structures in Wales have substantially altered since the late 1990s and there have been numerous alterations to the primary legislation itself.

Announcing the nature and scope of the review in March this year, Cabinet Secretary for Communities and Children Carl Sargeant AM stated: “I want the review

to be ambitious in its thinking and to develop a clear vision for community safety that is not only robust, relevant and responsive, but will be sustainable in the long term. We now have an unprecedented opportunity provided by the current implementation of the Well-being of Future Generations (Wales) Act 2015 to establish a sustainable approach to partnership working in Wales that will deliver safer communities for future generations.”

An Oversight Group was established by the Cabinet Secretary to ensure the delivery of a high quality evidence-based review, chaired by Welsh Government and consisting of representatives from the Home Office, Ministry of Justice, Her Majesty’s Prison & Probation Service (HMPPS), the Welsh Police & Crime Commissioners (PCCs), National Police Chiefs Council, Chief Fire Officers Association, Youth Justice Board (YJB) Cymru, Welsh Local Government Association (WLGA), Society of Local Authority Chief Executives (SOLACE), Community Justice Cymru (CJC) and Welsh Local Health Boards (LHBs).

The Oversight Group agreed to develop the review through six key phases, some of which ran concurrently, as follows:

- Community Safety Strategic Assessment & Planning Refresh
- Desktop review and analysis of existing evidence and data
- Consultation and submission of new evidence (including case studies)
- Formulation of recommendations based on findings
- Testing – or reality checking – draft recommendations
- Announcement of final recommendations

The Welsh Government review team utilised four lines of inquiry, developed in collaboration with the office of the Future Generation Commissioner for Wales to conform to the Sustainable Development Principle (known as the ‘Five Ways of Working’) within the Well-being of Future Generations (Wales) Act 2015, to try to identify the barriers and enablers affecting community safety partnership working in Wales:

1. What needs to change to enable public and third sector services in Wales to maximise/establish and sustain intelligence-led business processes

that identify the root causes of community safety issues in order to prevent them from occurring?

2. What needs to change to enable public and third sector services in Wales to establish and sustain effective and responsive delivery structures that work collaboratively to find long-term solutions to community safety issues?

3. What needs to change to enable public and third sector services in Wales to better integrate community safety strategic assessments and plans into other statutory assessment and planning processes (e.g. Programme for Government, PSB single planning processes, Police & Crime Plans)?

4. What needs to change to enable public and third sector services in Wales to provide visible and constructive accountability around community safety issues that engages and involves a diversity of the population in the decisions that affect them?

These lines of inquiry were employed by the review team to conduct a series of stakeholder consultation events and activities involving more than 500 individuals and agencies between February and October 2017, including a selection of partnership activity case studies. They were also used to conduct the desktop review of relevant documentation.

The review found evidence of significant weaknesses in intelligence-led and evidence-based community safety partnership activity – including strategic assessments, planning and multi-agency service or solution commissioning, particularly in relation to preventative action or early intervention. Community safety partners described a sense of ‘assessment fatigue’, with statutorily required strategic assessments (e.g. community safety, health, social care & well-being and well-being) being commissioned in a cyclical ‘stop-start’ fashion rather than being mainstreamed into a day-to-day ‘business intelligence’ approach.

Identified issues appear to be exacerbated by: operating in silos; significantly reduced analytical resources; over-reliance on police analysts and data; incompatible data sets and systems; a continued reluctance to share both personal and non-personal data between partner agencies; limited data development to better

understand and assess progress toward improving outcomes; and an inconsistent approach to the use of minimum common data sets that enable benchmarking and aggregation of relevant data to regional and national levels. There is also evidence of a limited and very mixed approach to service user engagement and data capture.

On the positive side, the review also found evidence of a growing recognition of the value of effective 'business intelligence' together with examples of effective data sharing utilising the Wales Accord for the Sharing of Personal Information (WASPI) or other 'gateway' protocols and processes and a number of initiatives to develop more systematic approaches to data-sharing and analysis including the development of software systems, greater co-location and networking involving analysts.

The review found evidence of negative impacts on community safety resources and delivery structures attributed to public sector austerity, although there has been an element of mitigation with increased Welsh Government funding available for specific workstreams such as Violence Against Women, Domestic Abuse & Sexual Violence (VAWDASV), community fire safety and substance misuse – together with some degree of protection of community safety partnership funding available from Welsh PCCs.

There is evidence of structural and resourcing conflicts and confusion posed by an array of both regional and local operational and strategic partnership 'footprints' at play within the community safety agenda, and by the growing divergence between Welsh and UK Government policy and practice that leaves non-devolved community safety partners caught in the middle and less than clear about implementing non-devolved policy within a devolved landscape and context. We also found a confusion of community safety funding streams from multiple governmental sources, with many of grants tied to quite prescriptive and inflexible terms and conditions and requiring significant levels of administrative effort, monitoring and reporting for what are usually comparatively small and short-term sums of money.

The review found a significant erosion of 'appropriate skills and knowledge' to support more effective community safety partnership working, particularly at an operational problem-solving level, together with a dilution of the local authority community safety 'lead officer' role which historically provided the drive, focus and

expertise around community safety agendas within the complex and confusing public sector 'partnerships' environment.

There is limited evidence of any significant shift in partnership investment toward 'invest-to-save' principles, supporting more prevention and early intervention services, with the majority of community safety resources appearing to be directed toward crisis management and 'treatment'. There is also limited evidence of public services, individually or in partnership, adopting more 'place-based' budgeting approaches that re-shape public service delivery to meet evidenced need. Respondents report mixed levels of engagement from health partners and inequitable relationships with third sector partners and service providers, particularly related to service planning and commissioning.

The review found that statutory partners face significant challenges in attempting to effectively integrate community safety partnership assessment, prioritisation and planning into the broader partnership landscape at national, regional and local levels, reflecting the increasingly 'confused and complex' community safety partnership landscape referred to by the Auditor General in his 2016 report. Evidence suggests that partners are having to balance competing and sometimes conflicting demands from different UK and Welsh Government departments, navigating a plethora of different pieces of guidance concerning the delivery of various community safety themes, some of which is deemed as 'over-prescriptive' by respondents. The mix of devolved and non-devolved responsibilities and blurring of the boundaries between them is seen as problematic by many and positive by some. Evidence suggests there is a growing body of support to harmonise via devolution of policing and justice to the Welsh Government.

The review also found a degree of confusion around the role of PSBs in meeting the statutory requirements of the Crime & Disorder Act while balancing the need to focus on well-being assessment and planning as required by the Well-being of Future Generations (Wales) Act. This confusion is exacerbated by the mix of local and regional partnership structures and governance arrangements that are interdependent with local community safety partnership working, such as regional safeguarding boards. Some respondents suggested audit and inspection regimes for individual community safety partners do not support more cross-cutting and holistic

working around, for example, reducing reoffending. There were also concerns that the drive towards 'single integrated partnerships' had diluted the community safety focus and expertise needed for effective partnership working.

Review respondents identified a number of challenges around providing visible and constructive accountability around community safety partnership working including a broadly held concern that public sector bodies focus too much on 'consultation' rather than active involvement and participation by citizens. Concerns were raised about the availability of expertise and evidence-based methodologies to enable more effective engagement. Third sector partners stated that early involvement in co-producing and resourcing community engagement activity would be more likely to prove successful in reaching out to a broader diversity of the population rather than hearing from the 'usual suspects'.

Evidence indicates there is a lack of public awareness and understanding around community safety partnership working, let alone the role and functions of newer public services boards that may have incorporated community safety boards, but it also suggests citizens themselves are more concerned with the effectiveness and appropriateness of service delivery and there is more value to be gained for community safety partners in service user – or 'customer' – engagement leading to improved service design and delivery.

The review found that the current mixed landscape of PCCs, Police & Crime Panels (PCPs), local authority overview and scrutiny and community safety portfolio holders within council cabinets or executives does not provide sufficiently clear or robust democratic accountability and challenge around community safety partnership working and effectiveness and that greater clarity would be welcomed. The review also found evidence that local councillors have the potential to play a greater role in community safety partnership working and citizen engagement if better informed and more closely involved by the statutory partners.

In order to address these identified challenges, the Welsh Government proposes to establish a long-term programme of work – in partnership with our devolved and non-devolved partners and stakeholders – to take forward and implement a new and ambitious vision for working together for safer communities in Wales.

The Safer Communities programme will:

- Work with the newly established Justice Commission for Wales in considering how we can do things differently in Wales and identify options to develop a distinct Welsh justice system, which improves people's access to justice, reduces crime and promotes rehabilitation and is truly representative of Welsh needs.
- Establish a dialogue with the Home Office to consider the appropriateness of the Crime & Disorder Act 1998 in a way that better reflects Welsh devolution.
- Develop a different relationship and strategic approach with non-devolved community safety partners that establishes a more effective leadership role for Welsh Government in areas of devolved responsibility related to community safety partnership working.
- Establish a community safety 'partnership' policy & practice leadership function within the Welsh Government, working in close partnership with the Home Office, Ministry of Justice and other relevant 'devolved' leads for UK Government.
- Develop new Wales-specific guidance that builds on the sustainable development principle and the Hallmarks of Effective Partnership and outlines how community safety partners and partnerships can ensure they are:
 - Evidence-based and intelligence-led;
 - Supported by appropriate skills & knowledge;
 - Sustainably resourced and locally appropriate;
 - Engaging and involving citizens;
 - Preventative and intervening as early as possible;
 - Focused on long-term improvements and benefits.
- Consider how to establish a new and inclusive national community safety network for Wales that will support future Welsh community safety policy and practice development and to help to build the 'appropriate skills and knowledge' required to implement the new vision;
- Consider how to establish an online community safety library and resources database for Wales;

- Explore opportunities for piloting joint thematic inspection arrangements for community safety partnership working around the 'reducing reoffending' theme with relevant devolved and non devolved audit and inspection regimes;
- Consider how to improve community safety funding programmes to secure longer term and more flexible 'outcomes focused' funding that supports more holistic, collaborative partnership service planning & commissioning arrangements, including co-production models and participatory budgeting elements.

In addition, it is proposed that a cross-governmental review of regional 'footprints' is undertaken to ensure they are fit-for-purpose and that an assessment of the WASPI arrangements is completed to ensure it remains effective and appropriately applied at a local level.

Background

Next year will mark the 20th anniversary of the Crime & Disorder Act 1998 that enshrined the concept of statutory partnership working to address community safety issues and created a legal duty for local authorities, police forces and, ultimately, health, fire and probation services to work together to prevent and reduce 'crime and disorder' in their respective communities.

There have been a number of significant changes since its introduction, arguably the most substantial of which was the Police Reform & Social Responsibility Act 2011 that introduced directly elected Police & Crime Commissioners to the community safety landscape and 'de-regulated' some of the more prescriptive elements of the original Act.

The 1998 Act remains in force and, with it, the legal responsibility for chief executives of local authorities and health boards, chief constables and chief fire officers and chief officers of probation services to work in partnership to prevent and reduce crime and disorder, anti social behaviour, behaviour adversely affecting the environment, substance misuse and re-offending.

However Wales Audit Office's *Community Safety in Wales* Report, October 2016 (**Appendix i**) appeared to suggest that Welsh community safety partnerships were not as effective as they could or should be and highlighted a number of areas for significant improvement. The Auditor General stated that: "...complex responsibilities make it difficult for public bodies to co-ordinate a strategic approach to community safety, which weakens collective leadership and accountability and undermines the potential to help people stay safe."

Paraphrasing the ten main conclusions of the Auditor General's report, it suggested that the statutory requirements of the 1998 Act were no longer being met as effectively as intended by the legislation. Furthermore, the report points to the other landmark change introduced by the UK Government in 1999 – devolution and the complexities of an agenda that straddles responsibilities for governments in both Westminster and Cardiff – as one of the main causes for the reported deterioration in community safety partnership working in Wales.

Community Safety in Wales talks of the growing divergence of both policy and practice between the UK and Welsh Governments, with community safety ‘partners’ effectively caught in the middle. It suggests there are issues around local and regional footprints that exacerbate the complexity of partnership arrangements – particularly in terms of governance and accountability. The report acknowledges the significant impact of austerity measures on partnership resources and suggests there have been conflicts between UK and Welsh Government funding arrangements. It also questioned the effectiveness of present partnership arrangements in relation to the use of data and information and in terms of performance management and evidencing successful outcomes for communities.

The report concluded that recorded crime appeared to be increasing and that communities are feeling less safe with a degree of citizen dissatisfaction around the effectiveness and accessibility of CSPs in Wales.

The Auditor General put forward seven recommendations that included the establishment of a national community safety strategy and governing body, supported by regional boards and comprehensive action plans, a review of funding arrangements and a new suite of key performance indicators. It was suggested that PCCs and local authorities should revise monitoring and review mechanisms, based on risk, and that Wales’ PSBs should lead on citizen engagement around community safety issues.

In response, the Welsh Government advised it would respond to address the Auditor General’s recommendations as part of a wider review and reform to “move the community safety agenda forward”.

In a letter to Nick Ramsay AM, chair of the National Assembly for Wales Public Accounts Committee in November 2016 (Appendix ii) the Welsh Government stated: “While there is significant evidence that the Welsh Government and other partner organisations are fully engaged in a range of activities across the community safety agenda, the report makes a much more fundamental observation which goes beyond a discussion of leadership or strategy. It highlights how the policy area has developed since devolution; and continues to develop at pace and how the different layers of government – and governance – have developed; and the numerous organisational changes which have taken place. We agree that there is a need to

address these issues and our response to the report provides the opportunity to review and refresh the arrangements for community safety in Wales, taking into account not just the context of today, but possible developments in the future.”

Announcing the nature and scope of the review in March this year (**Appendix iii**), Cabinet Secretary for Communities and Children Carl Sargeant AM stated: “I want the review to be ambitious in its thinking and to develop a clear vision for community safety that is not only robust, relevant and responsive, but will be sustainable in the long term. We now have an unprecedented opportunity provided by the current implementation of the Well-being of Future Generations (Wales) Act 2015 to establish a sustainable approach to partnership working in Wales that will deliver safer communities for future generations.”

Context

In order to better understand the Auditor General's critical assessment of the present circumstances for community safety in Wales and the remedial actions his report proposed for the range of stakeholders involved, it is worth first reflecting on the original rationale behind the establishment of statutory 'community safety partnerships' and the various and ever-changing requirements placed upon them over the two decades since their inception.

The Crime & Disorder Act 1998 represented a fundamental shift in the UK Government's policy approach to tackling 'crime and disorder' – formally introducing the much broader concept of 'community safety' and extending the statutory responsibility for working to address rising crime levels and declining perceptions of public safety to partners other than the police.

The legislation was a new and very different policy response to almost three decades of rapidly rising crime levels and social unrest many historians and criminologists attribute to a steady decline in heavy industries, high levels of unemployment and a growing poverty gap between wealthier and poorer communities contributing to the erosion of community cohesion. These underlying social conditions were fuelled by the influx of cheaper and more readily available Class A drugs, particularly highly addictive opiates, and the growth of mass produced electronic goods that were comparatively easy to steal and sell on the black market.

The Brixton riots in 1981 prompted the Scarman Report, which concluded that many police forces particularly in urban areas had become remote from the communities they policed and recommended that policing should adopt more proactive measures to ensure closer and more effective relationships with their respective communities. The report highlighted the growing divergence of modern policing from its original 1829 Peelian Principles – policing by consent via the 'citizen in uniform'. Among the changes it prompted to policing was the development of police/community liaison arrangements and the establishment of the 'police community liaison officer' role within all forces.

The early 1980s also saw UK Government beginning to explore the concepts of situational crime prevention, utilising both physical and social responses to crime, including emergent CCTV technologies, and the American concept of 'Problem-Oriented Policing' (POP) coined by University of Wisconsin-Madison Professor Herman Goldstein. In 1984 the Government issued Home Office Circular 8/84 which stopped short of placing a statutory duty on local authorities to help prevent or reduce crime but instructed they should "take some responsibility". The circular stated: "A primary objective of the police has always been the prevention of crime. However, since some of the factors affecting crime lie outside the control or direct influence of the police, crime prevention can not be left to them alone. Every individual citizen and all those agencies whose policies and practices can influence the extent of crime should make their contribution. Preventing crime is a task for the whole community."

In 1986 the UK Government established the 'Safer Cities' programme which became the main channel through which around £30m of government funding for crime prevention projects would be directed, leading to the establishment of third sector led programmes of community crime prevention such as Safer Cardiff and Safer Merthyr Tydfil. In 1988 it set up Crime Concern to stimulate the involvement of private sector organisations, particularly local businesses, in crime prevention. Crime Prevention Panels and Neighbourhood Watch Schemes, based on a model developed in Chicago, flourished in many areas of the UK. However these initiatives failed to significantly impact on levels and perceptions of crime and the Government response was to establish the Home Office Standing Conference on Crime Prevention in 1990, led by James Morgan.

The 1991 Standing Conference report – *Safer Communities: the Local Delivery of Crime Prevention Through the Partnership Approach* – which became known as the 'Morgan Report' coined the term 'community safety' and proposed a more 'holistic approach' to crime and disorder reduction that placed greater emphasis on prevention by focusing on the social, economic and environmental causal factors that result in criminality. It contained 19 recommendations, the fifth of which advocated that local authorities "...should have clear statutory responsibility for the development and stimulation of community safety and crime prevention programmes."

The Morgan Report stated: “Crime prevention inter-relates with many aspects of local government and the diverse elements of the criminal justice system. The term crime prevention is often narrowly interpreted and this reinforces the view that it is solely the responsibility of the police.” The report also highlighted that reducing crime alone would not necessarily improve people’s quality of life and that ‘fear of crime’ also had to be tackled by addressing indicators of lawlessness such as low level public disorder, graffiti and criminal damage.

However the core messages of the Morgan Report did not rise to public prominence and political debate until February, 1993, following the murder of two-year-old James Buldger by 10-year-olds Robert Thompson and John Venables. The case bore many of the hallmarks of issues raised by the Morgan Report...including truancy, poor educational attainment, unchecked low level disorder and acquisitive crime escalating to the most serious form of criminality. Public outcry and media reaction to the murder prompted renewed focus on the central ‘partnership’ message of the Morgan Report, debate about the appropriate management of ‘young offenders’ and also sparked the now famous soundbite ‘tough on crime, tough on the causes of crime’. Five years later the Morgan Report was to form the foundation of the new Crime and Disorder Act 1998.

Academics argue it represented the single most fundamental shift in UK Government policy on policing and criminal justice since the establishment of the modern British police with Sir Robert Peel’s Metropolitan Police Act 1829. In establishing the concept of statutory multi-agency partnerships of ‘responsible authorities’ with a legal duty to prevent and reduce crime and disorder, the new Act echoed the original Peelian ninth principle:

“To recognise always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them.”

The Morgan Report clearly identified that local authorities have as great a role, if not greater, than the police in preventing and reducing crime and disorder through more effective management of the local social, economic and environmental conditions that cause it.

Although the fundamental ‘partnership’ principle of the 1998 Act still holds true, the present social, political, economic and environmental conditions in Wales are now significantly different to the context in which CDRPs were established. Present day challenges for community safety partnership working in Wales include: the growing influence of devolution; a wider range of new ‘crime types’ such as modern slavery and hate crime; the escalating threat from international terrorism; and the influence of new psychoactive substances and cyber-enabled offending, to name a few. Public service structures in Wales have substantially altered since the late 1990s and – as the following ‘community safety partnership working’ timeline shows – there have been numerous alterations to the primary legislation itself.

The Auditor General’s 2016 report provided a timely opportunity to pause and reflect on the impact of such changes and assess how best to move forward in ensuring the original tenet of the Morgan Report and the Act it shaped remains relevant for Wales.

Timeline: The Evolution of Community Safety Partnership Working

1829 – Metropolitan Police Act and Peelian Principles for Policing

1970s – UK crime levels virtually double within the decade

1981 – Brixton riots prompt the Scarman Report which called for police to reconnect with communities

1984 – Home Office Circular 8/84 urges local authorities to take ‘some responsibility’ for crime prevention

1986 – UK Government launches Safer Cities programme of crime prevention led by the community and third sector

1991 – Home Office Standing Conference on Crime Prevention publishes *Safer Communities: the Local Delivery of Crime Prevention Through the Partnership Approach* (the Morgan Report)

1998 – Introduction of the Crime & Disorder Act leads to establishment of CDRPs, Youth Offending Teams (YOTs), Crime & Disorder Reduction Audits and Strategies and tools such as Anti Social Behaviour Orders (ASBOs)

2002 – Police Reform Act establishes requirement to produce substance misuse strategies and prompts the merger of CDRPs and Drug & Alcohol Action Teams (DAATs) in Wales to become CSPs; police and fire authorities become ‘responsible authorities’ under the 1998 Act; police required to become National Intelligence Model (NIM) compliant

2003 – Anti Social Behaviour Act introduces a wider range of powers for police and partners to tackle ASB and disorder, supplemented by new legislation for licensing and fireworks

2005 – Clean Neighbourhoods & Environment Act extends CSP powers and responsibilities to include ‘alley-gating’, graffiti, fly-tipping etc.,

2006 – Police & Justice Act updates the core definition of ‘crime & disorder’, replaces the requirement for ‘audits’ and ‘strategies’ with annual strategic assessments (in line with NIM) and three-year rolling action plans, reviewed annually; establishes a duty to disclose non personal or aggregated data & data sharing champions, together with a common minimum data set; introduces the ‘hallmarks of effective partnership’ and local authority ‘overview & scrutiny’ of CSPs

2009 – Policing & Crime Act adds ‘reducing reoffending’ to the list of statutory responsibilities for CSPs and their respective ‘responsible authorities’, changing the status of probation services from ‘co-operating body’ to a responsible authority

2011 – Policing & Social Responsibility Act introduces directly elected PCCs to replace police authorities, removal of Government crime reduction targets, de-regulation of ‘overly prescriptive’ elements of 1998 Act and a requirement for PCCs and CSP responsible authorities to ‘have regard’ to each others priorities

2012 – Crime and Disorder (Formulation and Implementation of Strategy) (Wales) (Amendment) Regulations 2011 paves the way for Welsh Government statutory guidance *Shared Purpose, Shared Delivery* to establish ‘single integrated partnerships’ (SIPs) and plans known as Local Service Boards (LSBs) and states: “The Welsh Government considers that a single integrated plan should be used to meet the statutory duties in relation to the development of plans and strategies required under the following legislation: Crime and Disorder Act 1998 (Part 1: S6) – strategies for the reduction of crime and disorder, strategies for combating the

misuse of drugs, alcohol and other substances, and strategies for the reduction of re-offending.

2014 – Welsh Government introduce the Violence against Women, Domestic Abuse and Sexual Violence Act (Wales) (2015) calls for public bodies to improve: arrangements for the prevention of VAWDASV; arrangements for the protection of VAWDASV; support for people affected by VAWDASV.

2015 – Well-being of Future Generations Act establishes well-being goals, the Sustainable Development Principle and replaces LSBs with PSBs with a requirement to undertake well-being assessments and develop plans

2016 – Auditor General in Wales publishes the *Community Safety in Wales* report and Welsh Government agrees to conduct a fundamental review of community safety partnership working

2017 – The Working Together for Safer Communities review is completed.

Aims & Objectives

This review is intended to ensure Welsh Government is better placed – through appropriate collaboration with non-devolved agencies and partners and via the well-being objectives published alongside the Taking Wales Forward Programme for Government – to provide effective leadership to the public service in Wales that supports the local delivery of safer and more confident communities.

The review has therefore made recommendations for:

- Establishing a strategic vision for community safety in Wales which all organisations involved understand, share and build into their national, regional and local planning;
- A sustainable approach to partnership working in Wales developed through the collection and analysis of evidence including UK-wide and international evidence about what works;
- Understanding, defining and clarifying the range of stakeholders and their leadership roles, including that of Welsh Government, Police and Crime Commissioners, Local Authorities and Whitehall Departments;
- Creating stronger, more effective and more accountable leadership from all agencies and organisations;
- Reflecting the new clarity around leadership by streamlining and simplifying governance to enhance accountability while refocusing activity so as to avoid duplication, and confusion;
- Achievement of the well being objectives published alongside the Taking Wales Forward Programme for Government; and
- Ensuring delivery in accordance with the Taking Wales Forward Programme for Government.

It has also taken account of the wider political and policy context including:

- UK and Welsh legislation and whether there is a need for further reform, including opportunities offered by the Wales Act 2017;
- UK policy, for example in prison reform and developments in youth justice and community cohesion and around PCCs etc.;
- The single planning process through PSBs;

- Interdependencies between devolved and non-devolved responsibilities (including PCCs) and the potential for better alignment; and
- Welsh Government's proposals for the reform of local government and in particular the regionalisation of services.

Framework & Methodology

In March this year Cabinet Secretary for Communities and Children Carl Sargeant AM established the Working Together for Safer Communities Review Oversight Group. Its purpose was to ensure the delivery of a high quality evidence-based review following the Wales Audit Office report *Community Safety in Wales*. The task and finish group, chaired by Welsh Government, also consisted of representatives from the Home Office, Ministry of Justice, Her Majesty's Prison & Probation Service (HMPPS), the Welsh Police & Crime Commissioners, National Police Chiefs Council, Chief Fire Officers Association, Youth Justice Board (YJB) Cymru, Welsh Local Government Association (WLGA), Society of Local Authority Chief Executives (SOLACE), Community Justice Cymru (CJC) and Welsh Local Health Boards (LHBs).

Its inaugural meeting was on March 1st when terms of reference (**Appendix iv**) and the review framework (**Appendix v**) and methodology (**Appendix vi**) were agreed. In part, the review sought to address the issues raised in the Auditor General's 2016 report however, the remit of the review and the Oversight Group was wider and would also examine the way public services in Wales work together to help make our communities safer in order to develop an ambitious, shared vision within which organisations work together more effectively.

The review utilised and relied upon the Sustainable Development Principle from the Well-being of Future Generations Act (2015), known as the Five Ways of Working, to examine current public service frameworks (including legislative and budgeting), structures, policies and processes to ensure there is:

- Integration (e.g., mainstreaming, cross-cutting, place-based approaches);
- Focus on prevention (e.g. invest in effective upstream interventions, invest to save);
- Collaboration (e.g. pooled budgets, multi-agency teams);
- Involvement and engagement of citizens;
- Long term thinking (future-proofing).

The Oversight Group agreed to develop the review through six key phases, some of which ran concurrently, as follows:

- Community Safety Strategic Assessment & Planning Refresh
- Desktop review and analysis of existing evidence and data
- Consultation and submission of new evidence (including case studies)
- Formulation of recommendations based on findings
- Testing – or reality checking – draft recommendations
- Announcement of final recommendations

The foundational phase, which commenced in March at the Cabinet Secretary's request, involved the four Welsh PCCs working with their local statutory partners to 'refresh' community safety strategic assessments and plans in local areas within each force, providing information on progress and issues encountered to inform the work of the Oversight Group and review team.

The International Centre for Policing and Security (ICPS) within the University of South Wales (USW) was asked to undertake a desktop review of existing documentary evidence (**Appendix vii**) and to conduct a further baseline assessment of community safety partnership configuration and service provision across Wales. ICPS is an internationally recognised division of USW with a pedigree for conducting national and international research into policing and crime matters, including community safety. It works closely with many agencies involved within the criminal justice system and provides education for future and currently serving police officers.

A process of community safety stakeholder mapping was devised to develop an illustrative info-graphic document (**Appendix viii**) to better understand the complexities of the multi-layered and multi-themed structures and networks involved in community safety partnership working across Wales, identified in the Auditor General's 2016 report.

Lines of Inquiry for the review were developed in collaboration with the office of the Future Generation Commissioner for Wales to conform to the Sustainable Development Principle (known as the 'Five Ways of Working') within the Well-being of Future Generations (Wales) Act 2015:

- Looking to the **long term** so that we do not compromise the ability of future generations to meet their own needs;

- Taking an **integrated** approach so that public bodies look at all the well-being goals in deciding on their well-being objectives;
- **Involving** a diversity of the population in the decisions that affect them;
- Working with others in a **collaborative** way to find shared sustainable solutions;
- Understanding the root causes of issues to **prevent** them from occurring.

They also incorporated the ‘Hallmarks of Effective Partnership’ developed by the Home Office in collaboration with community safety planning practitioners from around the UK and utilised within the Police & Justice Act 2006 as the basis for the former Assessment of Policing & Community Safety (APACS) and the underpinning baseline for Overview and Scrutiny of CSP working:

- Empowered & Effective Leadership
- Intelligence-led business process
- Effective & Responsive Delivery Structure
- Visible & Constructive Accountability
- Appropriate Skills & Knowledge

These ‘Hallmarks’ were also used by the Auditor General as the central criteria for judging the effectiveness and efficiency of community safety partnership working in the 2016 report, although Welsh Government did challenge this approach at the time on the basis that the Hallmarks were devised for benchmarking and supporting improvement within individual partnerships rather than a methodology for conducting such a wide-ranging audit.

The Welsh Government review team utilised four lines of inquiry to try to identify the barriers and enablers affecting community safety partnership working in Wales:

1. What needs to change to enable public and third sector services in Wales to maximise/establish and sustain intelligence-led business processes that identify the root causes of community safety issues in order to prevent them from occurring?

2. What needs to change to enable public and third sector services in Wales to establish and sustain effective and responsive delivery structures that work collaboratively to find long-term solutions to community safety issues?
3. What needs to change to enable public and third sector services in Wales to better integrate community safety strategic assessments and plans into other statutory assessment and planning processes (e.g. Programme for Government, PSB single planning processes, Police & Crime Plans)?
4. What needs to change to enable public and third sector services in Wales to provide visible and constructive accountability around community safety issues that engages and involves a diversity of the population in the decisions that affect them?

These lines of inquiry were employed by the review team to conduct a series of stakeholder consultation events and activities (**Appendix ix**) involving more than 500 individuals and agencies between February and October, including a selection of partnership activity case studies that have informed the findings and recommendations and are referred to in the following chapters. They were also used to conduct the desktop review of relevant documentation.

The review also looked at the experience of Scottish community safety partnership working and the relationships between Scottish Government and its community safety delivery partners.

The penultimate phase of the review involved a series of four regional engagement events hosted by the PCCs for Dyfed Powys, Gwent, North Wales and South Wales to test the draft findings and conclusions within a Framework for Change (**Appendix x**) and to develop detailed proposals for the Cabinet Secretary to announce in December.

Findings & Conclusions

1. Evidence-based Problem-Solving:

CSPs were created from the outset to lead *evidence-based* collaborative and integrated activity to address the causes of crime and disorder – a dual agenda of evidence-led prevention and reduction. Having established the concept of statutory multi-agency partnerships and ‘responsible authorities’, the 1998 Act immediately directed these new partnerships to undertake local triennial crime and disorder ‘audits’ (Section 6) before going on to develop plans and programmes of partnership activity.

Although ‘audits’ were subsequently repealed by the Police & Justice Act 2006 and replaced with the requirement to undertake annual ‘strategic assessments’ – in line with the impetus around NIM and recognition of the value of adopting NIM principles within intelligence-led partnership problem-solving – the foundational activity for CSP working remains the effective gathering, collation and analysis of relevant information to drive business as effectively and efficiently as possible.

The Auditor General’s 2016 report highlighted a number of deficiencies in the use of relevant data by partners and partnerships to identify local priorities and plan necessary interventions and concluded:

“Some community-safety plans are not underpinned by good-quality information and have not been updated to reflect changing patterns and trends in community safety. Whilst 18 local community-safety partnership coordinators stated that the community-safety priorities in their plans are based on good evidence, our review of plans concluded that only nine of the 20 partnerships provided evidence that they regularly update their strategic assessments and 11 did not. Of the nine that did provide evidence, we found six of them to have based their assessment on a wide range of appropriate data and used the information to identify and focus on priorities that reflected local circumstances.”

The report revealed an over reliance on police data and police analysts by CSPs. The Auditor General recommended that Welsh Government, PCCs and local

authorities should work together to ensure effective management of performance of community safety by:

- setting appropriate measures at each level to enable members, officers and the public to judge progress in delivering actions for community-safety services;
- ensuring performance information covers the work of all relevant agencies; and
- establishing measures to judge inputs, outputs and impact to be able to understand the effect of investment decisions and support oversight and scrutiny.

The evidence gathered by this review certainly confirms that evidence-based, or intelligence-led business planning is an area of fundamental weakness in community safety partnership planning in Wales and confirms that the approach to strategic assessment, where it is still regularly carried out, remains dominated by the gathering and analysis of police and criminal justice data largely by police analysts, with limited use of wider partnership data available from local authorities, health boards, fire services and third sector community-based service providers and limited involvement of non-police analysts.

However, the challenge to community safety partnership working in Wales now exceeds the 'strategic assessment' requirement with a direction to "understand the root causes of issues to prevent them from occurring" (Well-being of Future Generations Act 2015). Effective strategic assessment to prioritise and plan community safety interventions therefore requires a more holistic and sophisticated approach in order to find shared sustainable solutions that look to the long term so that we do not compromise the ability of future generations to meet their own needs.

A sustainable development approach to performance measurement and management requires a fundamentally different way of thinking that recognises the interdependencies of often competing agendas in working toward more holistic and harder to measure population outcomes. Outcomes-focused thinking also recognises the risks of 'indicators' for individual agencies or partnerships becoming 'targets' that generate perverse consequences, or working against the overall objective. For instance, the 'reducing re-offending' theme is a prime example where previous police

performance imperatives for 'sanction/detection' of recorded crimes and bringing offences to justice could have impeded more restorative and diversionary approaches to young people who commit crime, had it not been for a number of senior officers within CSPs willing to risk taking a very different and more sustainable approach within the margins of police performance frameworks at the time.

Evidence has shown that putting first-time offenders through the criminal justice system is counter-productive. Instead, Welsh YOTs have sought to ask why the offence occurred and divert young people away from offending. This approach has led to a significant and sustained reduction in the number of first time entrants to the criminal justice system and an overall reduction in recorded crime, reducing the cost to criminal justice agencies involved in the management of young people who commit offences. Research by Public Health Wales (PHW) has enabled agencies and professionals to better understand the causes of offending behaviour such as adverse childhood experiences (ACEs) and adopting trauma-informed approaches through schemes such as Triage and Enhanced Case Management.

Reliance on criminal justice data – analysed by criminal justice analysts – within strategic and tactical assessments will tend to focus on 'symptoms' rather than 'causes' and is therefore unlikely to result in more sustainable partnership prioritisation and programmes of activity.

There is evidence that the responsible authorities are currently suffering from what might be termed 'assessment fatigue' – a constant churn of largely disconnected assessment mechanisms to meet the various statutory requirements around prioritising and planning for partnership activity around community safety, well-being and sustainability, children and young people and health and social care. Our engagement with analysts and researchers, among others, highlighted that this has been exacerbated by significant and sustained cuts in social research and analytical resources for all agencies as a result of public sector austerity measures.

With fewer analysts available to undertake effective 'assessment', respondents suggest the task is made more difficult by barriers such as: incompatible data sets that have to be 'cleansed' before they can provide any analytical value; disparate ICT systems that do not communicate with each other or allow for automated import/export of critical data resulting in high levels of double-keying for those

involved; significant doubt about the veracity and reliability of 'partner' data due to variable standards of data capture and recording; and complexities posed around the different geographical footprints for data collection – ranging from Lower Super Output Areas (LSOAs) through electoral wards and counties to a variety of regional structures that are far from co-terminous. Incompatible geographical sub-division of different data streams impedes analysis.

Evidence provided to the review also identifies that, despite the passage of almost 20 years since the Crime & Disorder Act Section 115 gateway was created to facilitate the sharing of personal data in order to prevent or reduce crime, there remains widespread reluctance among individuals within responsible authorities, and particularly frontline practitioners, to share data, both personal and de-personalised aggregated data sets, with mixed experience around the effectiveness of WASPI.

Inability to access personal data sources negatively impacts the assessment products provided by analysts but has an even starker impact on partnership problem-solving and service commissioning, with agencies tasked with developing appropriate interventions for individuals reliant on incomplete 'jigsaw puzzles' of information. Reluctance to share data also impacts on key activities such as the development of 'problem profiles' – for instance Counter Terrorism Local Profiles (CTLPs) or Serious & Organised Crime profiles which often contain significant gaps in knowledge that could be bridged with improved access to data.

The sharing of personal data is essential for operationalising community safety partnership working and problem-solving but the sharing of aggregated personal and non-personal data for analysis is essential for community safety planning and priority-setting. Section 17A of the Police & Justice Act 2006 both established a common minimum multi-agency data set to support this activity together with a 'duty' to share. We found widespread evidence that Section 17A is no longer central to the annual strategic assessment process. Furthermore, failure to consistently use a minimum common data sets for community safety assessment and planning also prevents benchmarking from area to area and makes it almost impossible for national organisations to aggregate up to a Wales 'average', never mind assess national progress toward improving outcomes. These issues were particularly highlighted in the Future Generations Commissioner for Wales' 2017 report *Well-*

being in Wales: Planning today for a better tomorrow which looked at lessons learned from the first round of the 19 PSB well-being assessments.

There are recent examples of partnerships where agreement was reached on the use of a common minimum data set, for instance in the approach of the five Gwent PSBs to their initial round of well-being assessments, enabling a degree of benchmarking and regional aggregation. It is interesting to note, however, that despite a wealth of supplementary non statutory guidance around effective analysis approaches and a recommended common minimum data set devised by the Wales Local Government Data Unit to support Shared Purpose Shared Future, it is clear from the appraisal of the first round of well-being assessments that this guidance was not widely applied. Concerns were also expressed by a number of review respondents about the general lack of ‘community safety’ data – other than flawed perception data – utilised in the recent round of PSB assessments.

It is also clear from evidence gathered at multiple review engagements that community safety service or solution commissioning is often based on incomplete needs, gaps and resources data analysis and limited evidence of ‘what works’ and, equally, what doesn’t work. A wide variety of community safety practitioners interviewed state that statutory partners are often committed to collecting data that reveals little about causal factors involved in community safety issues or improving outcomes, but focuses instead on inputs, outputs, throughputs and symptoms (e.g. prevalence of crime). This approach, often driven by government ‘performance data’ requirements, can be summed up as ‘making what’s measurable important rather than making what’s important measurable’.

An assessment of partnership ‘commissioning’ activity showed it is often fragmented and takes place within thematic or organisational silos, with commissioners frequently designing and planning services in the absence of critical data from other interdependent processes, a repeat of the ‘jigsaw puzzle’ syndrome. A clear example of this can be seen in the variety of different ways local and regional partnerships ‘commission’ separate support and intervention services for substance misuse, supported housing needs, mental health, VAWDASV while the service users themselves are often reliant on all of these services due to their complex needs. There is also evidence of a limited gathering and application of vital service user

feedback information in shaping and designing appropriate citizen-centred community safety services. Equally, practitioners advised that partnership 'commissioning' is often seen as 'additional to' core business for the responsible authorities involved, for instance involving only specific funding streams (e.g. VAWDASV, Substance Misuse) rather than fully mainstreamed. Efforts to strengthen the links with community safety partnership planning – such as the requirement for Area Planning Boards (APBs) to account for and sign-off the LHB ring-fenced core budget allocation for substance misuse treatment services – are a step in the right direction.

On the positive side, the review found evidence that there is growing recognition of the value of 'business intelligence' by the statutory partners in prioritisation of both core business and partnership activity, particularly in an effort to direct ever decreasing resources more effectively to reduce demand for costly public service interventions – what might be termed 'demand management'. There are indications that lessons are being learned from the commercial sector in recognising that disinvestment in business intelligence has a negative impact on the 'bottom line' while investment in socio-demographic segmentation and profiling data – systems such as Mosaic and CACI Acorn – can enhance rich picture intelligence for both strategic and tactical assessment purposes.

There is evidence that – where analysts from different community safety agencies are either co-located or at least work together utilising networks or ICT-enabled virtual networking – there is better understanding of the types of data available, improved sharing and richer analysis. Networks such as the Government Agency Intelligence Network (GAIN) and the Integrated Research Analytics & Performance (IRAP) group have demonstrated value in the effective assessment of trans-regional serious and organised crime activity and in effective integrated offender management (IOM) approaches respectively.

However, even analysts operating in these comparatively effective networks highlight issues with 'slow time' exchange of data posed by incompatible systems and/or data. Multi-agency ICT solutions such as NOMADS, linking police and probation offender management systems to create real time data sharing point the way toward more

effective interventions and has led to a significant increase in the number of risk-based prison recalls.

Slow time sharing and analysis of data for partnership strategic and tactical assessment purposes is perhaps most stark in current partnership responses to cyber-enabled crime, particularly acquisitive crime, which can be fast changing and dynamic by its very nature. Although a number of police forces are currently piloting work led by the Home Office Research, Information and Communications Unit (RICU) to better understand cyber-enabled crime trends and patterns and victim profiles, to facilitate improved prevention activity by local police teams it is clear that the current delay in providing meaningful intelligence briefings to neighbourhood officers and divisional Crime Reduction Tactical Advisors (CRTAs) is too long.

Newport Public Services Board Pill Area Focus (Case Study)

Pillgwenlly (Pill) is an inner city district to the south of Newport centre that became a focus for both local and national media attention following a spike in crime and anti-social behaviour. Pill had seen an increase of violent incidents following a crackdown on crime that had focused on the Newport city centre area.

Pill was originally identified by Newport LSB as an emerging priority and further research and analysis into identified concerns was commissioned as part of the development of 'ward profiles'. In October 2016, Pill once again made headlines following a number of disturbances where several arrests were made by police. There was an initial response by the police and local authority to address the immediate community concerns followed by further intelligence gathering and analysis which showed that the issues were significantly impacting just two LSOAs within the Pill ward rather than the whole ward.

The PSB, which had replaced the LSB, issued a strong mandate to all partners to prioritise action in Pill and a specific area focus group workstream was established by the PSB, chaired by the divisional commander. The focus group developed a draft action plan which has been subsequently refined as a result of further 'rich picture' intelligence gathering and analysis using a broader spread of multi-agency data and information from the local community.

The ongoing Scanning-Analysis-Response-Assessment (SARA) approach adopted by the PSB workstream leads has resulted in a better understanding of the causal factors behind the community safety issues and concerns being experienced by the local community – including an unusual clustering of privately rented Houses in Multiple Occupation (HIMOs) owned by absent landlords, creating a significant population of transient, low income tenants with a range of complex needs within the two LSOAs, and also identifying links between Organised Crime Groups (OCGs) and local street gangs of disengaged young people.

The PSB focus group has now extended its engagement with a wider range of partners and community representatives in order to better understand and address the identified issues and is developing a multi-agency neighbourhood management approach. Although it is still work in progress, the Pill community have acknowledged the initial success of the combined efforts and subsequent media coverage has been significantly more positive.

Some key conclusions drawn by the review team from this case study include:

- The importance of better understanding the causal factors behind identified community safety concerns in order to develop more effective responses and solutions – utilising tried and tested methodologies such as SARA to continue gathering and analysing multi-agency data and community information until the possible solutions and interventions become apparent;
- The value of intelligence products such as ward or neighbourhood profiles in early identification of potentially more serious issues;
- The need for investment in multi-agency analysis – in this case it was fortunate that a senior local authority manager with experience in analysis was involved in the PSB work and therefore able to bridge the gap in local authority analytical resources;
- The absence of ‘effective practice’ case studies, toolkits and templates led to Newport PSB effectively ‘reinventing the wheel’ to establish a neighbourhood or locality focused approach to address the issues when similar approaches to such issues had been tried, tested and evaluated in other nearby inner city areas and police and YOT responses to OCG issues were available from counterparts in Merseyside and elsewhere;

- The importance of community involvement in shaping and sustaining potential solutions, including understanding community preferences for engagement – in this case it became apparent that face-to-face contact and outreach was preferable to contact via written format.

Maesteg Early Help Hub (Case Study)

The Early Help Hub in Maesteg is an innovative collaboration between Public Health Wales, South Wales Police, the South Wales PCC, Bridgend Council, Barnardo's and NSPCC to pilot a new ACEs and trauma-informed approach to the policing response to vulnerability and risk.

It follows extensive analysis of calls for service to South Wales Police that generated Public Protection Notices (PPNs), 89% of which were found to have been closed with no further action. The analysis showed the scale of 'vulnerability' demand that traditional policing methods and training are not designed to meet and recognised the need for multi-agency early intervention.

The Maesteg Hub was established to test and evaluate a structured multi-agency early intervention approach to vulnerability with Neighbourhood Policing Teams (NPTs) and to pilot a training programme using an ACEs-informed approach to policing vulnerability. The initial phase is focussing on police contact with children, young people and their carers/parents. If this proves to be effective, this will be widened out to include other groups of vulnerable people.

The aims of the pilot include ensuring neighbourhood and response police teams are trained and equipped to recognise and respond to vulnerability at the earliest opportunity and to work with partners to ensure vulnerable people receive appropriate help and support when they need it.

When police attend an incident and assess that there are vulnerability issues these are recorded and often passed to Social Services via a PPN. The next working day, the NPT screens the incident record for further information and shares this with the Early Help Hub (provided that consent has been given by the vulnerable person). Decisions are then made as to whether Early Help will pick up the case for further involvement, whether the police feel there is further action for them and whether a joint visit would be helpful.

Police officers and Police Community Support Officers (PCSOs) have received training, alongside schools, social landlords and other agencies. This activity is supported by an ACE co-ordinator whose role is to work with agencies to promote and develop ACE understanding and early intervention.

The pilot has been running since June 2017 and an initial evaluation has shown increased confidence in the police responding to vulnerability, an increased understanding of ACEs and an increase in police understanding of the role of partner agencies. It also links with a broader programme of work that aims to better understand the indicators of risk and harm within communities, support strategic assessment of prevalence and causal factors and develop more appropriately targeted interventions, building on local community assets.

Some key conclusions drawn by the review team from this case study include:

- The information review and sifting process is time consuming and ‘on top of the day job’ for NPT officers and, although the (invest to save) approach can reduce the demand for policing resources in the longer term, still requires up-front investment in appropriate staffing levels;
- The intention is to achieve a rapid turn-around from referral to intervention but the scale of demand was not anticipated so additional resources are needed to keep pace with the workload, particularly as those involved are also required to undertake normal NPT duties (unlike the Lancashire model where dedicated resources were allocated);
- The approach requires new thinking around measuring positive and more holistic outcomes for vulnerable people instead of using standard key performance indicators for the individual agencies involved in order to evidence success and value for money;
- The initial success seems to rely on the enthusiasm of PCSOs (as police officers are less engaged) and there is currently a low level of retention among the PCSO cohort;
- There are logistical issues such as travel time and incompatible data-sharing systems that build in additional delays in responding (e.g. screening takes place in Bridgend which is an hour’s drive for a return journey)

2. Resources and Structures

Austerity measures for public sector budgets and third sector funding – much of which comes from the public sector in the form of grants or service commissioning – has had a significant impact on community safety partnership working in Wales.

The Auditor General stated:

“Funding of community safety has changed significantly in the last six years. Authorities used to receive grants from the Home Office but these are now part of the Police Main Grant...in real terms (their) spending on policing and community safety has fallen. The amount of grant monies provided by the Welsh Government to support public bodies in tackling community safety is growing. The complexities of the overall funding regime for community safety, and its short-term nature, are reducing opportunities to improve value for money. Spreading money widely reduces the benefits that can be realised from pooling and targeting funding.

“Cuts to local-authority budgets have resulted in a real terms funding reduction of 32.7% for the management and co-ordination of community safety. Community-safety partnerships recognise that they need to secure alternative sources of funding to sustain their existence but to date little work has been undertaken to access new finance streams. With resources continuing to fall, it is questionable if the current structures for community safety are sustainable or able to deliver what is needed.”

The Auditor General went on to recommend that Welsh Government, PCCs and local authorities should review current grant-funding arrangements and move to pooled budgets with longer-term funding commitments to support delivery bodies to improve project and workforce planning that focusses on delivering the priorities of the national community-safety strategy.

It was also recommended that PCCs and local authorities should revise the systems for managing community-safety risks and introduce monitoring and review arrangements that focus on assuring the public that money spent on community safety is resulting in better outcomes for people in Wales.

The review has identified that decreasing resources has placed community safety partnership working at risk. The WLGA survey of local authority leads has estimated that approximately 60% of Home Office funding for CSP working has been lost in recent years while the USW research points to direct impacts upon community safety teams and structures, analytical capacity, training, community engagement activity and expertise as well as community safety services such as CCTV, wardens, etc.,. Shrinking community safety teams has also created a tendency towards generalists – officers whose roles encompass wider policy area and partnership management or broader responsibilities for managing a number of community safety related services – rather than specialists. Equally, we can see community safety leads being given additional, sometimes unrelated responsibilities ('community safety and...') or the addition of community safety responsibility to an already large and complex portfolio (e.g. 'housing and community safety').

This has contributed to a significant dilution of 'appropriate skills and knowledge' within CSPs, exacerbated by the Home Office's decision in 2010/11 to remove the Crime Reduction website together with a comprehensive programme of accredited multi-agency problem-solving training, resources, toolkits, guidance, effective practice case studies, academic research and evaluations. Peer support networks such as the National Community Safety Network (NCSN) and Wales Association of Community Safety Officers (WACSO) have struggled to survive and no longer play a significant role in policy and practice development. In contrast, Scottish Government continues to support the Scottish Community Safety Network (SCSN) as an arm's length charity, in partnership with CoSLA (Convention of Scottish Local Authorities), and maintains a programme of policy and practice development work together with fostering appropriate skills and knowledge among Scottish community safety professionals – despite the absence of a statutory basis for community safety partnership working under Scottish legislation.

The cuts to partnership funding identified above coincide with a 20% reduction of police core budgets since 2010 and a 27% reduction in Welsh local authority funding (after education funding is excluded) with corresponding average service spend reductions as high as 52% for areas such as regulatory services, 42% for cultural and leisure services and 25% for housing services, all of which make a significant contribution to the community safety agenda.

It is claimed that the consequences of these reductions in resources available to support partnership working are that the responsible authorities have tended to 'shrink back into silos' and focus on what is deemed to be 'core business' or achieving the statutory minimum requirement, with partnership working viewed as 'nice to' but not essential. The very nature of partnership working is both time and labour intensive, involving attendance at a number of multi-agency meetings, lengthy discussion and negotiations and follow up actions, not least cascading information internally to others within respective organisations who need to be involved or to make further decisions to support partnership action. For those officers whose role encompasses a broad spectrum of community safety themes this means having to prioritise which meetings to attend, creating gaps that undermine the very fabric of partnership working. Although this affects all partners, the impact is felt most acutely by smaller third sector agencies involved in the delivery of community safety services.

Although it could be argued that regionalisation reduces the number of meetings needed to progress partnership working, a complexity of multiple regional footprints in some areas combined with duplicate local structures to facilitate operational delivery of strategic priorities and unclear governance has led to a proliferation of partnership networks and structures as evidenced in the review's stakeholder mapping exercise (**Appendix viii**). Furthermore, although there has been an increase of both teleconferencing and video-conferencing to facilitate 'virtual attendance' at meetings, particularly regional and national boards or networks where greater travelling distance is involved, the uptake of technology to facilitate virtual networking has been limited and there is still a reliance on physical meetings.

The key issue with regionalisation identified by respondents is that although it may suit strategic approaches to community safety partnership working it can become a barrier to more effective tactical and operational approaches, which are generally local and specific in nature. Different communities may experience similar community safety issues but applying uniform solutions rarely works. Regionalisation also presents a significant challenge around democratic accountability – with councillors increasingly required to make decisions on strategic regional boards that reflect a broader regional interest rather than the more colloquial interests of their

specific constituencies or local authorities whose interests they were elected to represent.

Regional partnership arrangements also present a particular challenge for smaller third sector organisations and community safety service providers that, on one hand can bring additional and much-needed resources in the shape of volunteering and unrestricted funding together with their community-based strengths to the table but, on the other, struggle to participate in the range of necessary meetings or scale up to meet regional delivery requirements that also undermine their local foundations and community roots.

Community safety practitioners state that stretching resources too thinly also leads to a vicious circle of having to prioritise the most urgent areas of work, leaving no time or capacity to look ahead – what has been described as ‘fire fighting’ and reacting to immediate crises with no opportunity to be proactive and shift the focus toward prevention and future demand management. With fewer analytical resources available to partnerships, and the majority of those that are available being provided by the police, there is an inevitable focus on the analysis of crime and community safety incidents, patterns and trends rather than the underlying causes when undertaking assessments that direct partnership priority setting. This reinforces the reactive ‘fire-fighting’ theme.

The sustainable development principle within the Well-being of Future Generations Act clearly focuses on planning for the long term and investing to save by reducing future demand for public service ‘crisis interventions’ – something that community safety partnership working has traditionally aimed to achieve, such as the significant reduction in first time entrants to the criminal justice system through supporting youth justice teams with diversion and early intervention initiatives.

However the opportunities for investing to save are becoming more limited while present demand is rising – for instance in working to identify unmet need in violence against women through increased reporting – and the immediate need for crisis intervention is growing. Almost half of the total Welsh Government budget is spent on healthcare, the majority of which is focused on ‘treatment’, with a predicted £2.5b NHS funding gap in 2025/26 unless the current trend in demand is addressed. There is evidence that although community safety partners are trying to reduce future

demand – for instance by investing grant funding in violence prevention, trauma-informed practice and work to tackle ACEs and to prevent and reduce substance misuse – the proportion of preventative spend remains comparatively low.

Thresholds for accessing statutory support services – particularly social services and mental health – often work against the focus on prevention and early intervention sought by partnership initiatives such as the Multi-Agency Safeguarding Hub (MASH) or Early Intervention Hub.

A positive example of agencies combining to invest to save can be seen in Swansea's HelpPoint, praised by the Cabinet Secretary for Communities & Children as effective practice. Initiated by the South Wales PCC in response to late night economy issues in the city, it is now jointly funded to the tune of £105,000 per annum by South Wales Police, the Welsh Ambulance Service NHS Trust (WAST) and Abertawe Bro Morgannwg University (ABMU) Health Board. In 12 months it saved 1,300 ambulance journeys, 1,100 admissions to A&E and on 1,300 occasions allowed police officers back onto the street instead of having to wait with a vulnerable person for the arrival of an ambulance. Police Student Volunteers and St John Ambulance volunteers enable the system to work and, while partners have to make their contributions from existing resources, it allows existing resources to be deployed more effectively and those behind the scheme say it is as good as increasing the number of staff available at times of excessive pressure for all three services. A Health Economics Evaluation of the HelpPoint conducted by Swansea University estimated the facility saves an annual cost to public services of £655,360. This saving is distributed at: £414,843 for ABMU Health Board (people diverted from Emergency Departments); £180,224 for WAST (reduced ambulance calls) and £60,293 for South Wales Police (3,120 hours saved).

The Home Office previously co-ordinated periodic research to audit and quantify the annual 'cost of crime' to the public purse and UK economy which provided CDRPs and CSPs in England and Wales with the basis of rudimentary 'cost benefit analysis' business cases for prevention investment as well as a means to engage otherwise reluctant partners in joint working to prevent and reduce crime. This exercise does not appear to have been repeated since 2010 and community safety leads indicate that they now struggle to quantify the value of the work they undertake, which hampers efforts to engage more reluctant partners such as LHBs.

Chiming with the Auditor General's 2016 report, the review team identified a confusion of community safety funding streams from multiple governmental sources, with many of grants tied to quite prescriptive and inflexible terms and conditions and requiring significant levels of administrative effort, monitoring and reporting for what are usually comparatively small sums of money. With many of the funding streams the funding is usually annual in nature and providing insufficient timescales and stability to allow for the effective commissioning and contracting of community safety services or time for the benefits of interventions to be realised. Community safety practitioners also point to 'end-of-year' spend deadlines as counter-productive with perennial last minute rushes to spend budgets by March 31st when longer term investment would be more prudent.

Although PSBs are still comparatively new, having just completed their initial well-being assessments and presently developing their inaugural set of priorities and plans, their evolution from LSBs provides a strong foundation of several years of integrated planning and partnership experience to build upon. However, many of those who engaged with the review reported there is still a focus on changing structure and process – 'ticking boxes' against the statutory guidance, as one respondent described it – with insufficient effort to changing organisational cultures. There still appears to be a widespread reluctance to pool core budgets or to reshape core services in what might be described as a 'total place' or 'total budget' approach that would really bring PSBs to life and fundamentally change the way public services are configured and delivered to provide sustainable solutions to citizens' needs. There is evidence that some LSBs and, latterly, PSBs have considered the potential of 'Total Place' pilots such as Total Cumbria in developing their thinking however local authority chief executives in particular report a general reluctance among key partners to give serious consideration to re-shaping the overall public service expenditure in their areas to redesign core services in line with the Well-being of Future Generations Act.

Several PSBs are experimenting with new approaches to intelligence-led and evidence-based multi-agency neighbourhood or locality management, including establishing co-located multi-disciplinary teams with a focus on long term problem-solving in some of Wales' most deprived communities. Links between such initiatives and the ACEs agenda together with developments in early intervention 'hubs' appear

to be showing encouraging signs of early success. Combined service centres and neighbourhood or locality 'hubs' which bring multiple services and partners closer to citizens and communities are also demonstrating benefits, not least greater levels of citizen engagement. There is evidence that co-location of multi-disciplinary teams reduces the requirement for meetings and increases capacity, capability and information sharing – with the principle of the whole being greater than the sum of its parts – however co-location can also prove problematic in austere times where professionals have been given multiple roles and responsibilities – some of which do not accord with being co-located.

One of the foundational elements of the original 1998 Act – and still as relevant today – is Section 17, commonly known as the community safety 'mainstreaming requirement'. Section 17 applies to the 'responsible authorities' under the Act and states:

“Without prejudice to any other obligations imposed upon it, it shall be the duty of each authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to **prevent** crime and disorder, anti social behaviour, behaviour adversely affecting the environment and substance misuse and to reduce re-offending in its area.”

Although Section 17 requires a similar approach to the Equalities Act – in other words robust consideration of the impact of any decision-making and service planning in terms of community safety – there is presently no sanction for a responsible authority that disregards its responsibility under the 1998 Act. A number of review respondents describe Section 17 as a 'lamb in wolf's clothing' and have called for this component of the legislation to be strengthened, particularly in relation to the responsible authorities' involvement in strategic planning partnerships such as PSBs or in core service planning and commissioning. The lack of sanctions associated with Section 17 has been attributed by review respondents to sustained 'core budget' disinvestment in community safety resources since the introduction of public service austerity measures and the changes to Home Office funding streams that reduced the overall funding available to CSPs.

Evidence shows that there remains a mixed level of engagement and involvement of LHBs and other health service providers in community safety partnership working, particularly those services and programmes focused on prevention and early intervention, with community safety partners stating that the 'health focus' remains firmly on treatment. There is a growing body of work – led by PHW and linked to Welsh Government's ACEs Hub – looking the benefits of adopting trauma-informed practice and focusing on ACEs in areas such as violence prevention, tackling substance misuse and addressing child sexual exploitation. However our engagement with practitioners, particularly those involved in youth justice services and clinical psychology, show the current level of mental health service provision is insufficient and the way services are presently delivered may not be appropriate to meeting the needs of more chaotic service users. An estimated 70% of police service demand is generated by mental and emotional health conditions with forces identifying a lack of services to more appropriately manage these demands.

Many partnerships report that LHB representatives attending their meetings are generally willing partners however they state that the complexity of LHB organisational structures and the urgent demands of meeting present health treatment needs mitigates against more effective engagement and involvement in more preventative community safety partnership activity. LHBs are generally well embedded within some community safety programmes, such as substance misuse and VAWDASV, but still tend to focus on the provision of treatment services. LHBs can bring a wealth of service planning and commissioning expertise to partnership working, where engagement and involvement is effective. There are some reported tensions between some of the substance misuse APBs and community safety leads and it is apparent that the lines of governance and accountability to CSPs – established by the Police Reform Act in 2002 – are no longer clear.

LHB leads who attend multiple community safety strategy and planning groups for different counties within their region also report their organisation experiences difficulty in meeting significantly divergent and highly individual approaches required by local problem-solving, with limited flexibility or capacity to adopt contrasting approaches in neighbouring counties. They suggest that traditional partnership structures and processes do not lend themselves easily to better engagement with 'health' and there is often a lack of understanding about how health services are

structured and configured, and the differing roles of health professionals within them. This was particularly highlighted by respondents from Betsi Cadwaladr, Hywel Dda and Aneurin Bevan Health Boards who regularly attend several local partnerships in their respective areas.

Third sector agencies are increasingly providing a wide range of community safety services – from victim support through to perpetrator programmes and from anti social behaviour diversion schemes through to counter radicalisation activity. Much of this activity is funded by grant schemes – some within the ‘CSP remit’ and some independent of partnership activity – while other programmes are delivered via public sector commissioning and contracting arrangements. Respondents from both the third and public sectors state that the benefits of involving third sector organisations include a greater degree of flexibility and adaptability and the ability to implement change more quickly than statutory agencies, combined with an enthusiast-borne commitment for the subject area and specialist expertise and experience together with the added value of unrestricted funding, volunteering and strong community links and engagement. Respondents also acknowledge that such strengths can also result in weaknesses like fixation on single-issues, unrealistic lobbying and failure to ‘see the bigger picture’.

However, respondents from third sector agencies have reported that statutory agencies often pay ‘lip service’ to notions of involvement and co-production, and that they are not always fair, open or transparent in their dealings with the sector. They suggest there is a tendency toward ‘marketization’ of small, specialist third sector agencies – fuelled by fiercer competition to secure ever decreasing resources and traditional competitive tendering procurement approaches. Where third sector consortia arrangements are developed by statutory agencies to try to remove the sting of marketization and protect community-based specialist services, these often try to over simplify in an effort to only deal with a single lead agency, leading to erosion of specialisms and the encouragement of generalist agencies.

There is a suggestion that competitive procurement processes with a focus on achieving lower costs and value for money can also result in the commissioning and/or funding of services that may appear cheaper in the short term but prove to be less cost effective in the longer term through ‘revolving door’ syndrome, with service

users requiring repeated interventions. Some agencies report that a lack of nationally agreed and adopted quality standards for many areas of community safety service delivery – such as those employed by substance misuse commissioners – contribute to an unequal market place where commissioners struggle to compare like for like when considering submitted tenders, with apparently more costly services that work to meet higher standards unable to compete with cheaper providers who do not.

Public sector leads, on the other hand, report issues with a lack of robust governance and financial management arrangements when dealing with third sector providers, a lack of clarity around the true costs of providing services, particularly what are known as ‘core costs’, and ‘who is paying for what’, with suspected double counting of inputs and outputs when providing project monitoring and evaluation reports for multiple funders. Public sector commissioners also struggle to ‘upscale’ highly effective but small community-based services to ensure equality of provision across a county or regional area, creating postcode lottery of provision.

Cwm Taf Multi-Agency Safeguarding Hub (MASH) (Case Study)

Cwm Taf MASH was commissioned by the regional Safeguarding Board in response to recommendations arising from the serious case review into the tragic death of child MM in the local area and has been fully operational since May 2015. The review highlighted a need for greater connectivity and collaboration between the relevant teams of professionals and agencies, together with improvements to information sharing.

Located in Pontypridd Police Station and comprising of a number of co-located services including children’s and adults’ services from both Rhondda Cynon Taf and Merthyr Tydfil County Borough Council’s, education services, Cwm Taf LHB, probation, police and third sector services, its remit includes child protection, safeguarding vulnerable adults and domestic abuse multi-agency risk assessment conferences (MARAC).

The objectives of the unit are to ensure: improved coordination and consistency of threshold-for-service/decision-making when a concern is raised; improved response

times leading to earlier and more effective interventions; a reduction of repeat referrals.

Key to its success is a 'team ethos' with representatives of the contributing services mixed together within a single room deliberately designed to look and feel different to a police office, with the only demarcations used being 'adult' specialisms and 'children's' specialisms. A multi agency information management and case-handling tool called M-Hub sits at the heart of the approach with a drive toward real-time live information sharing.

The team had to overcome issues such as lack of awareness among wider teams, such as police call handlers and response teams and schools and initial reluctance to share personal data, with the team now 'by-passing' the need to establish a WASPI protocol and using a simple 'legal gateway' to sharing document. Data and systems incompatibility and 'double-keying' remain issues for the team, as do service thresholds.

In its first year, the MASH established baselines for measuring future success and has already evidenced reduced costs for agencies associated with attending case management and client meetings, the release of resources for other purposes, greater efficiency and speed in securing effective interventions and improved outcomes for service users with early evidence of reductions in repeat referrals.

Importantly, the co-location and improved information sharing has led to early identification of additional risks and vulnerabilities – for instance referrals around domestic violence issues have more quickly identified children at risk while referrals of child safeguarding concerns have identified issues of domestic violence in the home.

Some key conclusions drawn by the review team from this case study include:

- The importance of real-time personal information sharing between agencies in understanding and managing the issues, risks and vulnerabilities involved in individual cases and avoiding the delayed piecing together of the 'jigsaw puzzle' of crucial data;

- The need for improved awareness-raising around WASPI and legal gateways to information sharing among front-line practitioners who otherwise do not feel confident to share;
- The need to improve compatibility of data from different agencies as well as the compatibility of systems to reduce the need for ‘double-keying’ and limit the opportunities for error or data loss;
- Concerns that the current ‘thresholds’ for vital specialist services such as social services and mental health treatment can mitigate against earlier and therefore more effective and less costly interventions when it is highly likely the threshold will be met at some future point;
- The need for greater resilience within small co-located specialist teams – for instance there is only one education worker to cover all the schools and safeguarding leads for two county boroughs, with no holiday cover;
- The need to ‘mainstream’ effective practice developed through multi-agency co-located teams into day-to-day core business for the agencies and services involved.

3. Governance and Leadership

The Auditor General’s 2016 report concluded that complex responsibilities make it difficult for public bodies to co-ordinate a strategic approach to community safety, which weakens collective leadership and accountability and undermines the potential to help people stay safe.

“As a result of devolution the Welsh and UK Government’s policy approach to the various elements of community safety are however developing in different ways and may therefore diverge in practice and approach. Local policing in Wales is not devolved and is delivered via four police forces and four Police and Crime Commissioners. They take their lead from the Home Office. To be truly effective the police need to work with local authorities because local government is responsible for managing the local community safety partnerships.

“However, community safety partnerships operate at a local authority, not police force, level. The guidance for partnerships is produced by the Home

Office to whom they are accountable. However the bulk of public funding to local authorities comes from Welsh Government. The complexities of the lines of accountability means that no single body either leads on or takes responsibility for all aspects of community safety within Wales.

“The Welsh Government has no single strategy for community safety and has focussed its activity on delivering the Programme for Government. Whilst all local authorities and the four Police and Crime Commissioners have plans, these are not consistently aligned to ensure the best use of resources and maximise impact and there are no areas where national, regional and local bodies have the same priority. Disjointed planning and poor co-ordination can create a risk of organisations either duplicating activity or no one focussing on the most important issues.”

The Auditor General recommended that Welsh Government, the Home Office, PCCs and local authorities should improve strategic planning to better co-ordinate activity for community safety by replacing the existing planning framework with a national strategy supported by regional and local plans that are focused on delivering the agreed national community-safety priorities. These regional and local plans should be supported by the creation of comprehensive action plans that cover the work of all partners and clearly identify the regional and local contribution in meeting the national priorities for community safety. The 2016 report also recommended improvements to strategic partnership working by formally creating effective community-safety boards that replace existing community-safety structures that formalise and draw together the work of Welsh Government, police forces, local authorities, health boards, fire and rescue authorities, WACSO and other key stakeholders.

The Welsh Government, in corresponding with Nick Ramsay AM, chair of the National Assembly for Wales Public Accounts Committee in November 2016, acknowledged many of the challenges outlined in the Auditor General’s report and agreed this review and refresh of community safety could, among other things, take account of:

- the need for a shared understanding of Community Safety;

- developments in UK and Welsh legislation and whether there is a need for further reform, including the opportunities offered by the Wales Bill;
- developments at the UK policy level, for example prison reform;
- developments in single planning processes through Public Services Boards;
- recognising interdependencies between the activities of UK and Welsh Government and PCCs and the potential for aligning these better;
- developing streamlined planning, governance, assurance and performance mechanisms in a structure which will include all partners and recognise the opportunities offered by our proposed reforms in local government; and
- that those mechanisms will be efficient and effective, accountabilities will be transparent and duplication of effort will be minimised.

The review has predictably identified that the ‘governance and leadership’ challenges identified by the Auditor General are unarguably the most significant and problematic to be overcome if the community safety agenda in Wales is to be “moved forward” by any refresh. However the strategic planning framework described in the 2016 report’s first three recommendations is highly unlikely to deliver the required progress and – worst still – would not meet the requirements for integrated and collaborative public services partnership arrangements prescribed by the Well-being of Future Generations Act.

An overwhelming number of respondents who engaged with the review team identified a complexity of often conflicting or, at the least, confusing operational delivery guidance and prescription issued by different government divisions – both in terms of the already identified divergence between Cardiff and Westminster but also within the respective governments themselves. Although there are mechanisms in place for dialogue between officials from UK and Welsh Governments, and for officials to discuss cross-cutting themes with colleagues from different divisions within their own organisations, it is apparent that these are not as effective as they could be. CSPs point to an era when the Home Office Crime Team Wales and Welsh Government’s Community Safety Division were largely co-located and with effective exchange and secondment arrangements between the two as the time when they were provided with the most consistent and least contradictory messaging about practice and approach, although it should be noted that the political differences

between the two governments were less stark. Community safety practitioners, particularly those who have been leading partnership working for some time, state that the historic debate seems to polarise around an over-simplified viewpoint with some echoes of truth that ‘UK Government doesn’t get Wales and Welsh Government doesn’t get community safety partnerships’.

Respondents suggest that there is good engagement with Welsh-based or devolution-focused officials from UK Government, who have a better understanding of the complexities of delivering UK Government policy within a devolved landscape. However there are questions about the capacity of a very limited number of officials to keep abreast of the scale and pace of UK Government policy developments that impact on Wales – particularly as the UK prepares for Brexit. There are questions over how much consultation takes place with Welsh-based or devolution-focused UK Government officials to try to assess the implications for agencies operating in Wales or even Welsh Government itself before UK policy announcements are made. Nevertheless there is a body of evidence to show that non-devolved policing and justice agencies take a very pragmatic approach in their efforts to implement UK Government policy and welcome full engagement and dialogue with the Welsh Government to minimise the negative aspects of approaches that have not fully considered the devolved landscape.

Although a non-devolved institution, PCCs in Wales consider themselves to be ‘devolved’ and able to apply UK Government policing and justice policy in a way that best suits Welsh circumstances and arrangements and the 2011 amendments to the 1998 Act provides them with considerable scope for flexibility and autonomy from the Home Office when determining their Police & Crime Plans. It is also worth noting that PCCs are not ‘responsible authorities’ under the 1998 Act and have no statutory requirement to either be invited to or participate in a CSP. The 2011 amendments require PCCs and CSPs to have ‘regard’ to each others plans and priorities while the PCC is also able to call community safety ‘responsible authorities’ in their area to a meeting to discuss force-wide issues and to request a written report from the CSP. In practice they see themselves as community safety partners operating in a devolved environment and all four commissioners have stated their view that the importance of partnership working in Wales is such that the devolution of responsibility for policing

and criminal justice to Welsh Government is desirable and will eventually prove inevitable.

The 2011 Act specifies that these PCC powers do not apply to matters related to 'devolved functions' however, in community safety partnership working, there are no clear demarcations between 'devolved' and 'non-devolved' functions for local government, fire service and health. For example, a PCC can request a report on how devolved partners are meeting their non-devolved statutory requirement to 'reduce re-offending', but the provision of education, training and support or health and social care interventions for offenders are all devolved areas of responsibility, seemingly making a nonsense of the qualifier.

PCCs nevertheless retain control over a significant proportion of funding previously allocated by the Home Office directly to CSPs and remain committed to supporting local partnership working in their respective force areas. For example, Safer Gwent was established to support the five Gwent local authorities and their partners in maintaining a focus on community safety at a time when austerity and 'partnership rationalisation' was negatively impacting the local CSPs. All four Welsh PCCs continue to invest their budgets in the programmes and activities developed by the partnerships within their regions, often supporting vital community safety services at risk of collapse through the withdrawal of other funding mechanisms.

Despite the strengths and influence of Welsh PCCs in supporting community safety partnership working, practitioners – particularly those within local authorities and policing – point to the disbanding of the Home Office Crime Team Wales as a turning point in the drive for improved CSP working and performance, coming at the same time as austerity measures and Welsh Government calls for 'partnership rationalisation'. Home Office officials clearly saw PCCs as having an integral role in progressing community safety partnership working but local authority leads in particular suggest the start-up challenges for the newly elected commissioners, some of whom were not fully committed to co-operating with and supporting CSPs, resulted in a 'perfect storm' of partnership dilution and disbandment. Many respondents suggest that, with increasing policy and practice divergence around community safety issues and the Home Office retaining a comparatively 'hands-off' approach to CSPs, Welsh Government now needs to step up and provide more

effective leadership of the agenda. This view is supported by the four Welsh PCCs who say that, because of the crucial need to work locally with devolved bodies, they look to Welsh Government rather than to the Home Office and that they frequently have to intervene in meetings held on an England and Wales basis to say 'It's different in Wales'.

However, practitioners also complain that 'over prescription' – particularly around the operational delivery of community safety but also concerning mandated regional structures – assumes a 'one-size-fits-all' approach that does not allow for regional or local variations or the flexibility to respond most appropriately to local needs. Over-prescription by government, whether UK or Welsh, also indicates a lack of trust in delivery partners and there is a call for greater focus within government monitoring arrangements on the outcomes delivered rather than the means by which they are delivered. This criticism is particularly applied to the terms and conditions applied to government funding streams where there is a tendency to focus on measuring inputs and outputs rather than the intended outcomes. As a result, key performance indicators – whether set by government or the individual agency – often become key performance 'targets' which then lead to unintended and sometimes perverse consequences including the failure to meet intended outcomes.

Opportunities for regular and meaningful dialogue between policy makers from both governments and community safety practitioners are presently limited and the suggestion is this has resulted in unrealistic policy-making not grounded in 'real world' practicalities or evidence of 'what works'. In his report, the Auditor General noted: "The suspension of the All-Wales Community Safety Advisory Board (AWCSAB) and the diminishing role of the Wales Association for Community Safety Officers (WACSO) are seen by some partners as having reduced opportunities for joint working on community safety." It could be argued that AWCSAB provided a useful forum for discussion, but many review respondents suggest it was little more than a 'talking shop' with little or no connectivity to local community safety partnership working and its relationship with other relevant national networks such as the All Wales Criminal Justice Board (AWCJB) was vague with the suggestion of duplication of remit. It is clear that the erosion of the local authority 'community safety officer/manager' role since public sector austerity has left WACSO in a

parlous state with no active chair and recent meetings focused on debate about the network's future existence.

One respondent, actively involved in WACSO since 2003, commented that the review itself has prompted more dialogue with Welsh Government officials about community safety in its broadest sense during the past eight months than in the previous five years. It was suggested that previous Welsh Government involvement with WACSO was largely restricted to discussion around specific 'devolved' themes such as substance misuse, youth justice and community cohesion with a reluctance to engage on what were deemed to be 'non-devolved' matters. Home Office engagement with WACSO has been substantially curtailed since the 2011/12 changes to the Home Office Crime Team Wales significantly reduced capacity for regular dialogue.

Other national and regional forums such as the AWCJB, Local Criminal Justice Boards (LCJBs) and IOM Cymru Board arrangements may have the capacity for supporting community safety policy and practice development, as well as providing an element of governance, but do not currently have the necessary wider engagement and involvement of devolved agencies such as local authorities, social services and LHBs to venture much beyond core criminal justice themes. Respondents also identified that these national and regional boards evidence a degree of overlap and duplications and suggest that rationalisation and simplification is required. Additionally, respondents express concerns that these forums sometimes struggle to provide linkages and 'line-of-sight' between their strategic policy and practice deliberations and priority setting and how these are operationalised by front line teams and community safety projects.

The Auditor General noted the complexity and confusion of the community safety partnership landscape, describing a plethora of interdependent and often overlapping multi-agency boards at national, regional and local levels. Lines of governance and accountability are further muddled by the range of regional footprints, dependent on theme, that do not always map comfortably against regional organisational boundaries. The report's recommendation is to "Improve strategic partnership working by formally creating effective community-safety boards that replace existing community-safety structures." It also highlights the non-statutory

regional community safety boards presently operating in North Wales and Gwent as opportunities for reducing duplication and facilitating better partnership working.

However, the Well-being of Future Generations Act challenges public bodies to act in a more integrated, collaborative and cross-cutting way and sets out the requirement for PSBs to establish well-being plans in which the: "...well-being goals must be considered as an integrated set of seven to ensure that the relevant links are made in the context of improving the economic, social, environmental and cultural well-being of Wales." As a result, many PSBs have incorporated community safety themes within their assessment, prioritisation and planning processes and include 'safer' themed boards within their structures in place of a 'stand-alone' CSP.

The precedent for such 'single integrated planning' and 'partnership rationalisation' was set by the Welsh Government's 2012 statutory guidance *Shared Purpose, Shared Delivery* which urged local authorities to discharge their responsibilities under the Crime & Disorder Act via the LSBs established at the time. Until 2011, councils were required to have a community safety strategy group with an identified 'chair' and a minimum number of meetings per year, one of which had to be open to members of the public. The Police Reform & Social Responsibility Act 2011 introduced a number of changes to the 1998 Act including the de-regulation of a number of elements prescribing the operation of CSPs, allowing their statutory functions (strategic assessment, planning and working together) to be discharged via more flexible partnership and planning arrangements. These changes were formalised within the Crime & Disorder (Formulation and Implementation of Strategy) (Wales) (Amendment) Regulations 2011.

Although the intent of *Shared Purpose, Shared Delivery* was to streamline partnership structures and governance arrangements and promote more effective cross-cutting activity involving public services, it is clear from the review's stakeholder mapping exercise (**Appendix viii**) that LSBs and, subsequently PSBs, have not fully achieved this aspiration and – if anything – the partnership landscape is more cluttered and confused now than it was prior to 2012. Many of the structures and 'sub groups' – particularly at a local level – are historic in nature and prompted through well meaning efforts to engage a wide range of stakeholders who want to ensure their specific area of focus is adequately recognised by the over-arching

partnership. However respondents point to political imperatives from both Welsh and UK Governments that have resulted in the establishment of additional national and regional bodies intended to progress specific themes such as serious & organised crime, cohesion, counter terrorism and modern slavery. These often spawn replicate local boards to manage local delivery of national and regional priorities.

The added complexity of discharging statutory community safety responsibilities via PSBs is that non devolved agencies such as the police, PCCs and probation are only 'invited participants' under the Well-being of Future Generations Act and are not statutory members under obligation to conform to the principles of the 2015 Act. Equally, regional arrangements, such as the Gwent and North Wales community safety boards or Cwm Taf PSB, which has responsibility for community safety functions across its region, can only achieve 'statutory' status with the full agreement of all the 'responsible authorities' listed in Section 5 of the Crime & Disorder Act including all council chief executives within the region. With the emergence of regional boards responsible for the management of specific community safety issues – such as VAWDASV, substance misuse or CONTEST – governance is derived from the 'responsible authorities' cited within the 1998 Act (as amended).

Review respondents state there is currently widespread confusion about governance and accountability around both community safety partnership working per se and individual community safety themes where regional arrangements and PSBs are concerned. For instance, addressing vulnerability, risk and harm are common factors for community safety partners to focus on in developing plans and services around issues such as VAWDASV, substance misuse, Child Sexual Exploitation (CSE) and PREVENT – presenting considerable overlap with regional safeguarding arrangements which derive governance from the Social Services and Well-Being (Wales) Act that applies to devolved organisations.

Other regional and national organisations – particularly agencies responsible for the delivery of criminal justice services such as courts, probation, prisons, prosecution etc., that do not benefit from geographic divisional structures – report difficulties in effectively engaging with PSBs due to limited capacity to attend multiple meetings. This can become problematic where a PSB is fulfilling the role of a CSP.

On the positive side, PSBs, like their LSB predecessors, have the potential for developing more 'place-based' integrated public service approaches including place-based budgeting and locality or neighbourhood focused multi-agency teams or service hubs. With more robust engagement from health, education and social services, they also present opportunities for greater focus on understanding and working to resolve the causal factors that can lead to crime and disorder, such as ACEs. Community safety leads suggest that, where PSBs have fully engaged with the community safety agenda, there is a commitment at the most senior level to prioritise and resource appropriate activity and, conversely, where PSBs do not consider community safety to be a priority that senior level commitment is lacking. There is a counter argument, however, that PSBs should not be over-burdened by routine 'community planning' requirements including community safety.

In areas where PSBs have assumed a community safety mandate, local authority community safety lead officers report tensions around their roles and remits – fluctuating from managing the community safety elements within an integrated partnership structure and planning process, often as part of a wider 'policy brief', and simultaneously trying to ensure a balance between partnership strategy and planning and operational delivery of community safety services. The contrasting approach of Wales' 22 unitary authorities to the 'community safety officer/manager' role is not a new phenomenon and was identified in the Cardiff University research report commissioned by WACSO in 2007/8. Although almost all councils at the time benefited from an officer with a 'community safety' job title, the levels of remuneration varied significantly as did the size and nature of responsibilities – ranging from 'one-man-bands' to large community safety departments and from policy-based roles to operational service delivery managers. Despite these variances the WACSO report did identify a common bond in that the leads from all 22 areas benefited from a baseline of 'appropriate skills and knowledge' centred around partnership co-ordination and intelligence-led multi-agency problem-solving.

It is often said that 'personalities drive partnerships' as they do organisations – a recurring theme identified in many of the engagements conducted as part of the review process. CSPs – in their entirety or within thematic sub groups – have always struggled with the constant churn of individual leaders and champions who come and go – particularly given the significant influence of policing where there is a

culture of rotation to provide officers with a wide remit of experience and skills that often leads to promotion and re-posting. Other responsible authorities also struggle to maintain consistency of personalities, for instance with austerity prompting redundancies, early retirement or much wider portfolios for local authority officers and changes to cabinet or executive portfolio holders with every successive council election. In 'group dynamics' terms, it leaves partnership boards forever in a phase of 'forming and storming' and rarely able to sustain 'norming and performing' for any length of time. These issues have been consistently and repeatedly identified throughout review engagements but with no obvious solution.

As previously highlighted, the community safety officer/manager role – where it still exists – has been significantly diluted but respondents identify the importance of having a 'chief whip' to guide and champion community safety priorities through a more complex partnership environment. The precise nature of such a role is debatable, with some respondents suggesting a refresh of the local authority community safety manager/officer role while others believe a more senior chief officer role or even an elected cabinet member would be more influential. Others argue that a 'chief whip' would detract from corporate responsibility for community safety. Overall, it was felt that the key ingredients to such a role are focus, appropriate skills and knowledge and continuity although it is also vital to ensure that partnership systems and processes are designed to mitigate changes in personnel.

Welsh Government's January 2017 consultation paper on local government reform *Reforming Local Government: Resilient and Renewed* posed a question about whether or not CSPs should move to regional footprints. Although 63% of respondents were supportive, almost 65% of local authorities who responded were not in favour of a mandated regionalisation but many were supportive of flexibility to regionalise CSP arrangements if locally appropriate. Safer Gwent, a non-statutory regional CSP established by the Gwent PCC, is (at the time of writing) negotiating with the five local authorities to seek formal agreement for assuming responsibility for discharging their statutory responsibilities under the 1998 Act. There is also discussion about the feasibility of establishing a single PSB for Gwent. The challenge for such partnerships – covering a large region with a diversity of communities – will be in translating strategic priorities into local actions. Community safety is, after all, community-based.

Regional 'statutory' CSPs also pose a new challenge in terms of accountability. In the 2016 report the Auditor General commented that "Processes for overseeing and challenging performance are not aligned..." and added that risk management processes and mechanisms for both CSPs and PCCs are wanting. Both CSPs and PSBs are subject to local authority 'overview and scrutiny' although there are subtle differences between the two processes in terms of the powers to call witnesses from non-devolved agencies, with the 2015 Welsh Act governing PSBs only applying to 'statutory members' of the board. Cwm Taf PSB, incorporating the statutory community safety responsibilities of its two constituent local authorities is therefore subject to joint PSB/CSP 'overview and scrutiny' arrangements but involving only two councils whereas Gwent will need to consider its relationship with five local authorities.

Having 'too many masters' was another recurring theme among review respondents, with many stating that organisational behaviour – whether within partnerships or independent of them – is largely driven by audit, inspection and scrutiny frameworks. This was described as the principle of 'what gets measured gets done'. Individual agency 'inspections' can result in organisational behaviour being driven in ways that conflict with a partnership ethos and approach, particularly with policy divergences between the UK and Welsh Governments influencing non-devolved and devolved inspection regimes very differently. With the exception of community safety 'overview and scrutiny', which is intended to take an holistic view of partnership working and the contributions of individual agencies, and thematic inspection of youth justice services, there is little in the way of holistic thematic inspection.

The addition of the 'reducing reoffending' to the list of statutory responsibilities for CSP working in 2009 prompted some Home Office experimentation around 'light touch' walk-throughs of partnership offender management arrangements but there has been little since.

4. Citizen Involvement

The *Community Safety in Wales* report identified a significant challenge around the citizen engagement, involvement and participation agenda:

“The complexities of delivery and accountability arrangements are reflected in the findings of our citizens’ survey where many respondents are not clear on who is responsible for community safety in Wales. Only 23 per cent of citizens who responded to our public survey stated that they know where to access plans for community safety in their area and only 18 per cent felt that the plans focussed on addressing the most important community-safety issues in their area.”

Welsh Government raised concerns at the time about the very small sample size and limited response that informed this conclusion, nevertheless the Auditor General recommended that the 19 PSBs in Wales should take responsibility for improving engagement and communication with citizens in developing plans and priorities for community safety; agreeing priorities for action; and reporting performance and evaluating impact.

CSPs have, since their inception, been required by statute to regularly engage and consult with the community about their priorities, plans and progress toward achieving them. This requirement was strengthened by the Police & Justice Act 2006 which established ‘visible and constructive accountability’ as one of the ‘Hallmarks of Effective Partnerships’. The legislation required CSPs to co-ordinate so-called ‘Face The People’ sessions together with a minimum of one public meeting of the ‘strategy group’ each year which had to be attended by senior officials from each responsible authority.

In September 2007 when the Home Office refreshed its guidance to CSPs and introduced the Hallmarks, LSBs were being piloted in Wales and the *Delivering Safer Communities: A guide to effective partnership working* document describes them as: “...Wales’s new model for engaging the whole of the Welsh public service in a new way of working, by defining shared outcomes, integrating services, and responding more effectively to citizens’ needs.”

When the 2011 changes were introduced – removing some of the more prescriptive requirements for CSPs including that of holding at least one strategy group meeting in public – Welsh Government subsequently advised that statutory strategy and planning requirements of CSPs ‘should’ be discharged via the ‘Single Integrated Planning’ (SIP) structures being developed via LSBs with a clear message that

streamlining of partnership structures was necessary. In many areas CSP identities – such as Cardiff’s ‘Safer Capital’ – were lost as they became sub-boards of their respective LSBs.

The 2012 *Shared Purpose, Shared Delivery* statutory guidance states:

“With regard to the four statutory plans and strategies to which this guidance refers, there is only one statutory partnership, identified as a ‘strategy group’ in regulations made under the Crime and Disorder Act 1998. In practice this role is generally fulfilled by the community safety partnerships. It is however possible for members of a LSB to fulfil the role of the strategy group, so long as the strategy group members identified in the regulations are members of the LSB, and they meet with the purpose of discharging the duties of the strategy group.”

The fact that LSBs were eventually replaced by PSBs might suggest, as the Auditor General recommended, that citizen engagement and communication now sits within the PSB remit. However, the review has identified there is a divergence of views about the nature of PSBs and whether or not community safety is, or should be, a PSB responsibility. In some areas stand-alone CSPs have been retained while, in others, the ‘CSP’ has transitioned into a ‘safer’ themed board within the PSB structure. Other areas have taken a hybrid approach, with a separate CSP that has a reporting mechanism linked to the local PSB. This mixed picture of current arrangements therefore means the *Community Safety in Wales* recommendation, if implemented, would not fulfil the statutory requirement in all areas. This inconsistency of approach also makes it doubly difficult for members of the public to be clear about who, or what constitutes their ‘community safety partnership’ and who or what is responsible for consultation over priorities and plans.

There is a fundamental question to be answered around how important a ‘partnership’ identity is to the general public – whether a CSP or a PSB with a ‘safer’ board – given that since 2011 there is no longer a requirement to have a ‘partnership entity’ but simply to work together in partnership and ensure partnership assessment and planning take place. Research shows limited recognition of CSP logos and branding, even following extensive marketing and awareness raising activity, with members of the public identifying more readily with the individual partners within a

CSP – police, council, fire service etc. There is an element of what might be termed ‘black box’ syndrome, with the citizen not particularly aware or indeed interested in how community safety services are configured or branded and more concerned with the level and effectiveness of service provided at the point of need.

Service user feedback of all varieties almost always highlights the critical issues as: ease of contact (e.g. ‘tell us once’ approaches, available outside of office hours, well signposted); the ability to raise issues on the first point of contact rather than having to repeat details over and over; and having issues addressed or needs met efficiently and quickly, with feedback provided by the agency particularly where responses are delayed or issues cannot be resolved. CSPs have long wrestled with confusion and complexity around who should lead on responding to complaints of ASB, for instance, with attempts to join up service responses behind a single ‘front door’ or point of contact such as 101 seeing mixed results. Nevertheless, the focus of community safety partnership working should be on establishing seamless integrated and collaborative services that deliver for the citizen rather than whether or not the citizen understands the complexities of current public sector structures and working practices that underpin a ‘CSP’ brand.

In the absence of clear understanding among the general public about what a ‘CSP’ is, what it does and where its responsibilities begin and end, any ‘CSP’ will struggle to engage more effectively with the communities it serves. Equally, communities themselves are becoming more challenging to clearly identify and define, with increasing emphasis on ‘virtual’ communities linked by common interest and social media rather than the traditional geographic communities focused around local neighbourhoods and amenities. The individual citizen may well be as concerned about community safety priorities in their work location and where they tend to socialise as they are in their home location – and a different ‘CSP’ may be responsible for each of these domains with entirely different structures, resources, priorities and ways of operating.

Irrespective of the partnership identity issues, review respondents underlined the importance of better engagement, involvement and participation of communities in the design and provision of effective community safety services, pointing to lessons

from the private sector where failure to engage with ‘customers’ ultimately leads to business failure and unsuccessful products.

It is too soon to assess whether or not members of the public have a better understanding of who/what a PSB is, however it is evident that, as part of their initial round of well-being assessments, PSBs demonstrated much greater levels of community engagement than their predecessor LSBs – with some adopting quite innovative approaches. *Well-being in Wales: Planning today for a better tomorrow* (Learning from Well-being Assessments 2017) states:

“Engagement and involvement is clearly an area where PSBs have focused considerable effort, and in some cases, have sought to really understand how local people, including young people, feel about well-being and the future of their communities. However, this isn’t a consistent picture. There is the opportunity to build on this through well-being planning, enabling deeper conversations about what should happen in different areas and how to address the tensions this may create. PSBs also need to better understand the way people live their lives and consider more innovative and diverse ways to involve people.”

A number of PSBs made greater use of social media and face-to-face outreach activities outside of office hours, utilising community events and opportunities such as street stalls or pop-up stands outside supermarkets or inside GP surgeries. Others invested greater effort in citizens’ panels as a means to facilitate ongoing dialogue rather than rely on periodic survey and questionnaire responses. There are risks associated with greater use of social media for community engagement, including key messages being hijacked or undermined by trolling or ‘fake news’ orchestrated by so-called ‘keyboard warriors’, and strength of feeling notoriously difficult to assess as quantity does not necessarily equate to endorsement (the number of retweets or followers is not always an indication of support for a viewpoint).

However, as stated above, not all community safety partnership working is incorporated within the PSBs and even those PSBs that assume responsibility for discharging the statutory function are unlikely to have met their statutory requirements around visible and constructive accountability and engagement via the

recent round of well-being assessments, which were designed to inform more generic well-being priorities and plans rather than community safety ones.

This review found that – irrespective of whether or not community safety falls within the remit of a PSB – statutory partners generally fall into the trap of conducting ‘too much consultation’, with limited examples of mechanisms to provide meaningful feedback to communities (i.e., ‘you said, we did’), and failing to develop citizen engagement into more active participation, for instance in decision-making processes, using approaches such as participatory budgeting. Third sector respondents point to a tendency for statutory partners to call them in to support consultation and engagement activity, particularly for so-called ‘hard to reach’ sectors of society, but the involvement is generally late in the process and still largely built around questionnaire and survey type approaches rather than looking for more meaningful ways of engaging and involving. Third sector partners state that early involvement in co-producing and resourcing community engagement activity would be more likely to prove successful in reaching out to a broader diversity of the population rather than hearing from the ‘usual suspects’.

Practitioners, particularly those involved in both community safety and PSB well-being assessments, point to the limited availability of resources and expertise to plan, design and conduct meaningful citizen engagement and the result is a patchwork quilt of sporadic community engagement, often consisting of duplicated and overlapping efforts by different agencies leading to a growing sense of community disengagement with traditional consultation methodologies. Initiatives such as the ‘Ask Cardiff’ annual survey attempt to overcome the duplication and overlap element and reduce citizen ‘consultation fatigue’ but are still reliant on survey responses that, according to social science research, provide limited value or insight and stop well short of ‘involvement’.

Indeed researchers have long questioned the benefits of conducting ‘fear of crime’ and other perception surveys as they are not reliable indicators of an individual or a community sense of safety – with those areas experiencing the lowest levels of crime and anti social behaviour often returning the highest levels of fear of crime and vice versa. Studies of traditional community safety engagement mechanisms such as police Partners & Communities Together (PACT) meetings highlight fundamental

flaws with the process, particularly around diversity and inclusivity, and call into question the merits of prioritising police and partner action using this approach. PACT priorities have also been found to be overly influenced by political campaigning and single issue lobbying.

Visible and constructive accountability does, however, rely on effective democratic structures and processes. Local authority 'overview and scrutiny' of CSPs was introduced in 2007 and directly elected PCCs and PCPs were added to the 'performance and accountability' landscape in 2012. The role of Welsh PCCs in driving the performance and effectiveness of community safety partnership working is less than clearly defined within the devolved context. PCCs and CSPs must 'have regard' to each other's priorities and the PCC has the power to call CSP representatives to a meeting to discuss force-wide issues and to request a written report – except in relation to a devolved function. That proviso alone is open to interpretation, particularly in the context of community safety partnership activity in Wales where it is almost impossible to define the line between devolved and non-devolved contributions to community safety from devolved partners.

The review heard that community safety issues often become political 'footballs' that are seen by opposition councillors as opportunities to score points against council cabinet or executive members, or even PCCs themselves. Community safety officers and managers, together with neighbourhood police leads, state there is also a tendency for ward councillors to be viewed as 'problematic' in raising concerns on behalf of their constituents, some of which are deemed to be overtly political, unjustified or unrealistic. Like 'fear of crime' and perception surveys, it is felt there is too much focus on the voices of the 'dissatisfied' or single issue lobbyists and not enough is heard from constituents who are generally content.

Community safety practitioners also question if ward councillors make sufficient efforts to be truly representative and question whether councillors are reaching out to marginalised and often non-voting sections of their ward such as young people engaging in ASB following the loss of council youth services and facilities, chaotic substance misusers who need local treatment services in the face of NIMBYism or BME communities who feel their voices are being ignored. Conversely, there is evidence that councillors – whether representing their respective wards or acting as

cabinet or executive members – actively campaign for improved community safety services and interventions and champion the needs of under-represented and marginalised sections of their communities.

On the positive side, there is evidence that public services are becoming more adept at utilising consultation and engagement based on harnessing citizen ‘stories’ rather than gathering simplistic questionnaire responses from self-selecting segments of society (e.g. the ‘worried well’). Respondents cite greater and more effective use of tools such as Planning for Real, the Kafka Model and SenseMaker which provides richer results in terms of both citizen perception and aspiration. The obvious drawback is these sophisticated methodologies are more time consuming and labour intensive than questionnaires, require a depth of knowledge and understanding of the context, can be more susceptible to subjective interpretation and do not lend themselves easily to quantitative data capture.

Community connectivity and engagement is generally much greater in localities where public services have adopted community ‘hub’ or one-stop-shop type approaches, often providing co-location with a number of agencies including local charities and community groups. In some cases, partnerships also have the support of neighbourhood wardens or front line service teams with regular and direct contact with local citizens. CSPs that have retained close ties with their regional community cohesion networks also benefit from facilitated access to a broader diversity of local communities – both geographic and virtual ‘communities of interest’.

Evidence shows that PCSOs continue to play a significant role in community engagement, seen as a vital source of community intelligence as well as gathering and highlighting community concerns to community safety partners. PCSOs are also often seen as the ‘police link’ within community safety partnership activity at a very local level, engaging more broadly with local authority responsibilities and functions as well as policing. Whereas some parts of England have seen PCSO numbers cut or even removed, numbers have been maintained in Wales through the direct provision of funding by the Welsh Government, paying for 500 PCSOs across Wales, and by the ongoing commitment from PCCs and Chief Constables.

Invisible Walls Wales – Firefighter for a Day (Case Study)

HMP Parc is a category B men's prison and young offenders Institution in Bridgend, operated by G4S and houses around 1,300 adult male prisoners. In 2013 The Ministry of Justice described the Welsh prisoner re-offending rate as "appalling" with figures showing that a higher than average rate of ex-prisoners commit further offences.

Research has also shown that 60% of boys with a father in prison will go on to serve time in prisons themselves.

Parc was given funding to run its Invisible Walls Wales project, which aims to work with offenders and their families during their sentence and after their release. The project works in partnership with Barnardo's Cymru, Gwalia, Bridgend County Borough Council and the Welsh Centre for Crime & Social Justice.

The project team works closely with prisoners, their families and their children during the custodial sentence and for 6 months post release. They offer support to the whole family through a package of interventions which include parenting and relationship programmes, education, housing advice, physical health and support in moving towards employment.

Parc Supporting Families is a dedicated team of staff and community-based workers who are committed to maintaining and developing relationships with both family and the community. The aim is to provide support, encouragement and guidance to re-integrate prisoners and also encourage them to be effective parents. Every unit provides support via a Family Link Officer.

The Family Intervention Unit at Parc has created a culture which is conducive to successfully engaging and motivating prisoners to progress through the interventions that are set as targets for them. Almost every intervention involves direct working with their children and families and all child and public protection factors and restrictions are adhered to.

The unit has a dedicated 64-bed facility and a new approach to partnership working, with community and statutory services, with charities and other organisations with whom prisons might never normally engage. In June 2016 HM Inspectorate of Prisons declared that children and families work at Parc is 'innovative, radical' and 'probably the best they have seen in the UK'.

Among the interventions utilised since December 2015 is South Wales Fire & Rescue Service's 'Firefighter for a Day' programme, based on the successful programme also run in local communities.

Prisoners and their children are provided with home fire safety and water safety messages and information and also, depending on the age of the children, shown the causes and effects of vehicle accidents and arson, including the impacts on emergency services staff, family, friends and victims. The afternoon session involves fathers and their children engaging in team building and problem solving exercises as well as learning basic firefighting skills.

Since the start of the project, Parc has graduated over 500 men through the Invisible Walls Wales programme, with anecdotal local tracking suggesting that less than a third have returned to custody. The father-and-child bonding time achieved via Firefighter for a Day is seen as critical to changes in prisoner motivation to stop offending behaviour on release as well as greater levels of engagement with the overall programme while inside.

Some key conclusions drawn by the review team from this case study include:

- The importance of building strong connections between prison (and other criminal justice) reducing reoffending programmes and local communities and the wider range of public, private and third sector agencies who can support offenders and their families – both within and beyond the prison walls;
- Positive reinforcement of relationships – both with children and families but also with service providers – as a means of promoting empathy among offenders to better understand the impacts of offending or destructive behaviour and risk-taking on others;
- The strength of utilising positive role models (e.g. uniformed and disciplined service) in service user and wider community engagement.

What Needs to Change?

As identified at the outset, the Crime & Disorder Act is now almost 20 years old. The two decades that have elapsed since it established our shared approach to tackling community safety issues have seen a myriad of changes to the landscape in which statutory partnership working operates.

Our community safety ‘timeline’ on pages 17 and 18 lists a significant body of amendments to the original England & Wales act that have left practitioners and policy makers unclear at best, and confused at worst, about the current statutory requirements of the much amended primary legislation. Getting to grips with the Act ‘as amended’ is like trying to piece together a jigsaw puzzle and we have yet to find a ‘clean’ copy of the Act itself ‘as amended’, having to rely instead on navigating a maze that starts with:

<https://www.legislation.gov.uk/ukpga/1998/37/contents>

In conducting this review, the team have themselves faced challenges in interpreting how some of the more recent changes to the Act have fundamentally changed key aspects of both the original and subsequent amendments. Throughout the course of the various engagements we have received numerous inquiries from respondents – many of whom have been involved since the very implementation of the Act – about which aspects remain valid, which have been repealed or superseded.

Does Section 17A of the Police & Justice Act 2006, establishing minimum common data sets and a ‘duty’ to share such information, still apply? If the statutory requirements of the Act are now being discharged via a PSB, as permitted, is there still a requirement for the community safety ‘strategy group’ to meet ‘in public’ at least once a year and, if so, who must attend? While a PCC in England has powers to ‘merge’ CDRPs in England, and there is reference to the same powers for Welsh PCCs, how would this mechanism actually work in a devolved landscape where some CSPs are actually integral to PSBs?

The Auditor General’s 2016 report *Community Safety in Wales* clearly identified that devolution itself has resulted in fundamental structural and policy differences between England and Wales in the application of the 1998 Act, with increased legislative powers of the National Assembly for Wales and a broader remit for Welsh

Government that were not necessarily envisaged by those responsible for turning the Morgan Report into legislation. Specific Welsh legislation such as the VAWDASV Act and Well-being of Future Generations Act now require Welsh CSPs to behave very differently to their English counterparts.

Two decades of continuing evolution for community safety partnership working now add resonance to the once common community safety manager observation that successive Home Office guidance for CDRPs/CSPs would normally include the famous line ‘...and in Wales it’s different’.

This begs the question...is the Crime & Disorder Act ‘as amended’ still fit for purpose within the Welsh policy and practice landscape in 2018? Or is it time for a refresh, to create a ‘clean’ version of the Act that will provide the much-needed clarity for community safety partners in Wales, not least around the role of Welsh PCCs?

In establishing the objectives and the scope, Welsh Government stated this review should take account of “whether there is a need for further reform, including the opportunities offered by the Wales Bill.” However there is currently no provision for the Assembly to amend primary legislation for England and Wales, particularly while policing and justice remain outside of its legislative competence.

Many respondents to the review believe that most of the identified issues and challenges explored at length in the Auditor General’s 2016 report could ultimately be addressed most effectively and efficiently through the devolution of policing and justice to Welsh Government, removing the divergence in practice and approach highlighted throughout *Community Safety in Wales* and creating a seamless join between ‘criminal justice’ and the much broader world of ‘community safety’. The four Welsh PCCs have previously issued a joint statement of their unanimous view that the relationship between the police and devolved bodies (local government, local health bodies, agencies of government and Welsh Government itself) is so important that the devolution of responsibility for policing policy is essential. Both the Commissioners and Chief Constables have stressed the operational importance of working effectively in a devolved environment and using their individual authority to make that effective. They have jointly appointed a Deputy Chief Constable, accountable to the Commissioners and Chief Constables, whose brief includes

collaboration and preparing the ground for the devolution of responsibility for policing.

It is interesting to note that, although the separation of policing and justice in Scotland pre-dates Scottish devolution and the Crime & Disorder Act 1998 no longer applies to Scottish councils, regional health boards or their fire service, the spirit of the Act remains very much alive today and Scottish CSPs continue to oversee local community safety assessments and plans that are now a foundation stone for more integrated community planning arrangements introduced by Scottish Government.

First Minister Carwyn Jones AM has this year announced the establishment of a new Commission on Justice in Wales that will provide an opportunity to undertake a comprehensive review of the justice system and policing in Wales and to consider how the system can achieve better outcomes for Wales. However, it is impossible to pre-empt the findings and conclusions of the new Commission on Justice in Wales, so the Working Together for Safer Communities Review will focus instead on proposals that will realise the opportunities for change and improvement within the current bilateral UK and Welsh Government arrangements and frameworks that pertain to community safety partnership working.

In the absence of full devolution, it is clear from the evidence gathered by the review that a different relationship and strategic approach is required to address the many challenges and issues identified by the Auditor General and Welsh Government therefore needs to take more of a leadership role in the devolved areas related to community safety partnership working. This could even include early dialogue with UK Government about the need for a timely refresh of the 1998 Act to at least recognise the differences brought about by two decades of amendments and devolution and to help provide a greater level of clarity around the range of Welsh community safety stakeholders and their leadership roles, including that of Welsh Government, PCCs, local authorities, HMPPS and Whitehall departments.

The first step in establishing a new and distinct approach to community safety partnership working in Wales is to outline our ambition in a vision statement that will accord with the sustainable development principle, the *Prosperity for All* national strategy for taking the key commitments outlined in the *Taking Wales Forward* Programme for Government and the Prudent Public Services Principles. It will need

to be a strategic vision for community safety in Wales which all organisations involved understand, share and can build into their national, regional and local planning. This has been achieved and has been included at the very start of this report.

In order to drive forward this ambitious new vision in the absence of policing and justice devolution or a refresh of the 1998 Act it will be necessary for Welsh Government to lead the development of Wales' first specific guidance around the expectations of devolved agencies in working together for safer communities in co-operation with non-devolved partners – including PCCs. This guidance will need to build on the sustainable development principle and the Hallmarks of Effective Partnership to create stronger, more effective and more accountable leadership from all agencies and organisations involved and to streamline and simplify governance wherever possible to enhance accountability and refocus activity to avoid duplication and confusion.

This guidance, which could form part of a wider Welsh Government led Safer Communities programme of work, should outline how community safety partners and partnerships can ensure they are:

- Evidence-based and intelligence-led;
- Supported by appropriate skills & knowledge;
- Sustainably resourced and locally appropriate;
- Engaging and involving citizens;
- Preventative and intervening as early as possible;
- Focused on long-term improvements and benefits.

It is clear from the evidence gathered by this review that our approach to engaging and involving citizens in community safety partnership working needs to change, that there are significant barriers and obstacles to the use of what we might term 'business intelligence' and evidence of 'what works' in developing community safety priorities and plans and that public service delivery to improve community safety needs to shift to become more preventative, collaborative and integrated. However Welsh Government cannot achieve this alone and will need a more collaborative and integrated approach to community safety policy and practice development.

This will entail establishing closer and more effective arrangements that support both internal departmental dialogue around cross-cutting community safety themes and issues, and dialogue with UK Government departments responsible for key areas of work – such as the Home Office and Ministry of Justice. It will also involve close co-operation with the WLGA and SOLACE together with others such as PCCs to reinvigorate the WACSO network and replace it with a more inclusive community safety practitioner network for Wales that will support policy and practice development and help to build the ‘appropriate skills and knowledge’ required to implement the new vision. This network could also take responsibility for the development and ongoing management of Wales’ first community safety resources library, as well as supporting or working closely with other related networks to progress improved research and analysis, community engagement, involvement and participation and stronger relationships with third sector providers of community safety services.

Respondents evidence that inspection, audit and scrutiny are all significant drivers of individual organisational behaviour that can obstruct more integrated, collaborative and outcomes focused approaches – particularly when many of the inspection regimes are non-devolved and take limited account of policy and practice divergences between UK and Welsh Governments. There is evidence that more holistic thematic inspection and scrutiny – which required a fundamentally different and outcomes-focused approach – not only supports improvement in multi-agency joint working arrangements but can actually lead to more effective and supportive inspectors, auditors and scrutinisers. It also highlights areas where individual agency ‘indicators’ or ‘targets’ – which can become one and the same – are working against shared outcomes and, instead, driving toward unintended consequences such as criminalising young people and mothers who can’t pay their TV licenses. There is certainly scope to explore and pilot a more sustainable approach to accountability.

As identified by the Stakeholder Mapping exercise undertaken by the review, it is clear that the current maze of overlapping and duplicative national, regional and local partnership structures with responsibility for delivering safer communities is simply not sustainable. There are also clearly concerns around the impact of a variety of regional footprints at play when the current statutory responsibility for community

safety partnership management rests at a local level, with the chief executive of every local authority. While Welsh Government can consider the effectiveness and duplicity of current regional footprints, and whether or not prescription to establish regional thematic boards helps or hinders, there is certainly an onus on local CSPs and PSBs to fundamentally review their own partnership structures to ensure they remain both necessary and fit for purpose. This requires no guidance or mandate to achieve better streamlining.

The effectiveness of WASPI in facilitating information sharing between community safety partners has been questioned throughout the review, echoing concerns expressed by the Auditor General in 2016. It is therefore recommended that current arrangements should be assessed to ensure they remain effective – particularly in light of 2018 changes to data protection regulations – and that the Wales-wide accord is being applied consistently and effectively where it matters most – with front-line practitioners directly involved in the operation of community safety services.

And, finally, it is not feasible for Welsh Government to significantly increase its investment in community safety services. However, there is scope to modify present community safety and other interdependent funding streams in a way that seeks to provide longer term and more flexible 'outcomes focused' finances to support more holistic, collaborative partnership service planning & commissioning arrangements. These will need to ensure that third sector providers of community safety services are afforded greater levels of parity through more collaborative co-production models and that communities themselves have greater levels of engagement and involvement through elements of participatory budgeting.

The Way Forward

It is proposed to establish a Safer Communities long-term programme of work – in partnership with our devolved and non-devolved partners and stakeholders – to take forward and implement our new ambitious vision for working together for safer communities in Wales:

Our vision is a Wales in which:

- » **Every community is strong, safe and confident in a manner that provides equality of opportunity and social justice, resilience and sustainability for all;**
- » **The shared responsibility of government, public and third sector agencies is to work together with the communities they serve and the private sector to address activity or behaviour that is unlawful, anti-social, harmful to individuals and society and to the environment;**
- » **Sharing knowledge and ensuring early intervention with prompt, positive action tackles local issues and addresses vulnerabilities.**

This vision will be achieved through collaborative and integrated multi-agency activity that is:

- Evidence-based and intelligence-led;**
- Supported by appropriate skills & knowledge;**
- Sustainably resourced and locally appropriate;**
- Engaging and involving citizens;**
- Preventative and intervening as early as possible;**
- Focused on long-term improvements and benefits.**

In order to achieve this, the Welsh Government's Safer Communities programme will:

1. Work with the newly established Justice Commission for Wales in considering how we can do things differently in Wales and identify options to develop a distinct Welsh justice system, which improves people's access to justice,

reduces crime and promotes rehabilitation and is truly representative of Welsh needs.

2. Establish a dialogue with the Home Office to consider the appropriateness of the Crime & Disorder Act 1998 in a way that better reflects Welsh devolution.
3. Develop a different relationship and strategic approach with non-devolved community safety partners that establishes a more effective leadership role for Welsh Government in areas of devolved responsibility related to community safety partnership working.
4. Establish a community safety 'partnership' policy & practice leadership function within the Welsh Government, working in close partnership with the Home Office, Ministry of Justice and other relevant 'devolved' leads for UK Government.
5. Develop new Wales-specific guidance that builds on the sustainable development principle and the Hallmarks of Effective Partnership and outlines how community safety partners and partnerships can ensure they are:
 - Evidence-based and intelligence-led;
 - Supported by appropriate skills & knowledge;
 - Sustainably resourced and locally appropriate;
 - Engaging and involving citizens;
 - Preventative and intervening as early as possible;
 - Focused on long-term improvements and benefits.

Proposed areas for the guidance to cover will include:

- Clarifying expectations around strategic assessment and intelligence-led business approaches, including partnership service planning & commissioning and the sharing of both personal and aggregated data;
- Strengthening the impetus for compliance with the statutory requirements of the Crime & Disorder Act Section 17 'mainstreaming' (closely linked to the sustainability requirements of the Well-being of Future Generations Act);

- Streamlining national, regional and local partnership structures to ensure more effective governance & accountability and clarification of the link to/role of PSBs while still meeting the statutory requirements around CONTEST, Substance Misuse APBs, Reducing Reoffending, VAWDASV, Substance Misuse, Modern Slavery etc.,;
 - Ensuring every local authority chief executive in Wales is able to evidence compliance with the Crime & Disorder Act – whether via local or regional partnership arrangements – including provision of a recognised lead function for community safety with the stability and appropriate skills and knowledge to drive forward the Safer Communities agenda within the local and regional partnership context;
 - Strengthening the role and status of third sector organisations within community safety partnership working and developing and promoting more effective public sector procurement approaches that minimise the impact of ‘marketization’ on third sector providers;
 - Clarifying the role of elected politicians (including PCCs, local councillors and PCP members) in scrutinising the activities and effectiveness of community safety partnership working;
 - Clarifying expectations around citizen engagement and involvement in community safety partnership working and service planning & commissioning.
6. Consider how to establish a new and inclusive national community safety network for Wales, drawing on the Scottish model and building on the foundations established over many years by WACSO, that will support future Welsh community safety policy and practice development and to help to build the ‘appropriate skills and knowledge’ required to implement the new vision.
7. Consider how to establish an online community safety library and resources database for Wales hosting guidance, toolkits, online learning, effective practice, case studies, research & evaluation, together with re-establishing a specific Welsh programme of community safety learning & development incorporating the various themes identified throughout this document

(partnership problem-solving, intelligence-led business process, analysis, project management & evaluation, commissioning, community engagement, etc.).

8. Explore the opportunities for piloting joint thematic inspection arrangements for community safety partnership working around the 'reducing reoffending' theme with relevant devolved and non devolved audit and inspection regimes.
9. Consider how to improve community safety funding programmes to secure longer term and more flexible 'outcomes focused' funding that supports more holistic, collaborative partnership service planning & commissioning arrangements, including co-production models and participatory budgeting elements.
10. Recommend a cross-governmental review of regional 'footprints' to ensure they are fit-for-purpose.
11. Recommend an assessment of the WASPI arrangements to ensure it remains effective and appropriately applied at a local level.

Glossary

A&E – Accident & Emergency
ABMU – Abertawe Bro Morgannwg University
ACE – Adverse Childhood Experience
AM – Assembly Member
APACS – Assessment of Policing & Community Safety
APB – Area Planning Board
ASB – Anti Social Behaviour
ASBO – Anti Social Behaviour Order
AWCJB – All Wales Criminal Justice Board
AWCSAB – All Wales Community Safety Advisory Board
BME – Black & Minority Ethnic
CCTV – Closed Circuit Television
CDRP – Crime & Disorder Reduction Partnership
CJC – Community Justice Cymru
CoSLA – Convention of Scottish Local Authorities
CRTA – Crime Reduction Tactical Advisor
CSE – Child Sexual Exploitation
CSP – Community Safety Partnership
CTLP – Counter Terrorism Local Profile
DAAT – Drug & Alcohol Action Team
GAIN – Government Agency Intelligence Network
HIMO – House in Multiple Occupation
HMP – Her Majesty’s Prison
HMPPS – Her Majesty’s Prison & Probation Service
ICPS – International Centre for Policing & Security
ICT – Information & Communications Technology
IOM – Integrated Offender Management
IRAP – Integrated Research Analytics & Performance
LCJB – Local Criminal Justice Board
LHB – Local Health Board
LSB – Local Service Board
LSOA – Lower Super Output Area
MARAC – Multi Agency Risk Assessment Conference
MASH – Multi Agency Safeguarding Hub
NCSN – National Community Safety Network
NHS – National Health Service
NIM – National Intelligence Model
NIMBY – Not In My Backyard
NPT – Neighbourhood Police Team
OCG – Organised Crime Group
PACT – Police/Partners & Communities Together
PCC – Police & Crime Commissioner
PCP – Police & Crime Panel
PCSO – Police Community Support Officer
PHW – Public Health Wales
POP – Problem-Oriented Policing
PPN – Public Protection Notice
PSB – Public Services Board

RICU – Research, Information & Communications Unit
SARA – Scanning, Analysis, Response, Assessment
SCSN – Scottish Community Safety Network
SIP – Single Integrated Partnership/Plan
SOLACE – Society of Local Authority Chief Executives
USW – University of South Wales
VAWDASV – Violence Against Women, Domestic Abuse & Sexual Violence
WACSO – Wales Association of Community Safety Officers
WASPI – Wales Accord for the Sharing of Personal Information
WAST – Welsh Ambulance Service NHS Trust
WLGA – Welsh Local Government Association
YJB – Youth Justice Board
YOT – Youth Offending Team