



POLICING AND COMMUNITY SAFETY PARTNERSHIPS

A review of governance, delivery and outcomes

December 2014

Criminal Justice Inspection
Northern Ireland
a better justice system for all





POLICING AND COMMUNITY SAFETY PARTNERSHIPS

A review of governance, delivery and outcomes

Laid before the Northern Ireland Assembly under Section 49(2) of the Justice (Northern Ireland) Act 2002 (as amended by paragraph 7(2) of Schedule 13 to The Northern Ireland Act 1998 (Devolution of Policing and Justice Functions) Order 2010) by the Department of Justice.

December 2014





Contents

List of abbreviations	3
Chief Inspector’s Foreword	4
Executive Summary	5
Recommendations	7
Inspection Report	
Chapter 1 Strategy and governance	9
Chapter 2 Delivery	25
Chapter 3 Outcomes	33
Appendices	
Appendix 1 Terms of reference	40
Appendix 2 Functions of Policing and Community Safety Partnerships	43
Appendix 3 Views of Policing and Community Safety Partnership members and officials in respect of governance	44
Appendix 4 Analysis of partnership working	45
Appendix 5 Examples of successful projects	47
Appendix 6 Involvement of volunteers	51



List of abbreviations

ASB	Anti-social behaviour
CJI	Criminal Justice Inspection Northern Ireland
DoJ	Department of Justice
DPCSP	District Policing and Community Safety Partnership
DPP	District Policing Partnership
NICCY	Northern Ireland Commissioner for Children and Young People
NILGA	Northern Ireland Local Government Association
NIPB	Northern Ireland Policing Board
NIPS	Northern Ireland Prison Service
OFMDFM	Office of the First Minister and Deputy First Minister
PCSP	Policing and Community Safety Partnership
PDO	Partnership Development Officer
PPCSP	Principal Policing and Community Safety Partnership
PSNI	Police Service of Northern Ireland
LGR	Local Government Reform
TBUC	Together: Building United Communities



Chief Inspector's Foreword

Amalgamating the functions of the previous District Policing Partnerships and Community Safety Partnerships into a new structure was always going to present a challenge for the Department of Justice, the Northern Ireland Policing Board and the District Councils.

Without a strong statutory framework to maximise the potential for partnership working amongst the statutory/voluntary and community sector providers, it was inevitable that there would be inconsistency of practice across the 26 District Council areas.

This inspection has found that the governance arrangements are overly bureaucratic and costly, and there is certainly scope for a more streamlined approach. Some Policing and Community Safety Partnerships (PCSPs) are successful in effectively monitoring the performance of the police and tend to be less adversarial and more strategic in their approach. Others monitor police performance by interrogating statistical data and seeking responses from the police in respect of more local/parochial issues.

Some PCSPs have delivered successful projects and events at a local level and the costs associated with their administration are proportionate with the overall budget. Others have struggled to evidence their worth and the added value they have brought to local communities. Many PCSPs are viewed as just another committee of the Council and have failed to get the active involvement of many statutory providers, and voluntary and community sector representatives are frustrated with the slow progress to date.

With a combined budget of £5.5million per year, PCSPs must prove their worth if they are to be retained. I acknowledge the significant potential created by a

smaller number of bigger Councils and the advent of community planning as a more effective mechanism to plan coordinate and deliver local services, and the important role that could be played by PCSPs in achieving these ambitions.

Delivering local police accountability and securing confidence in policing are shared political objectives and there are many feel-good factors associated with community safety initiatives and projects. I believe on balance that PCSPs should continue to evolve and we have made two strategic and nine operational recommendations, and identified a number of other areas for improvement to support their development.

This inspection was conducted by Dr Stephen Dolan and William Priestley. I would like to express my sincere appreciation to all those who have contributed to this work.

Brendan McGuigan
Chief Inspector of Criminal Justice
in Northern Ireland

December 2014



Executive Summary

Although PCSPs have delivered successful projects and events at a local level, the absence of reliable performance indicators limited the assessment of their overall impact. Working relationships with community partners were more successful than those with statutory agencies and police accountability meetings were most successful when operating in an open and transparent manner. At the end of the current four-year cycle, the efficiency and viability of PCSPs should be reviewed against baseline performance measures.

PCSP governance

The PCSPs are made up of elected councillors, independent members and designated members from statutory agencies. The PCSPs are overseen by a Joint Committee of the Northern Ireland Policing Board (NIPB) and the Community Safety Unit of the Department of Justice (DoJ). The Joint Committee provides the general direction for the PCSPs and sets strategic objectives for the Partnerships.

In practice, the governance structure of the PCSPs is tripartite as they are supported and partly funded by the local councils, with council employees playing a

major role in managing them. The governance arrangements focus heavily on compliance but the successful delivery of the Partnerships and the performance management of the Partnership members and staff could be strengthened. There is scope for the councils to manage the compliance aspects of PCSPs with the Joint Committee taking a more strategic role in setting standards for structure, resources and delivery. The costs of administration should be reduced and a rough benchmark against other public sector service agencies indicates around 20% of cost as an acceptable level – in the voluntary and community sector the level of administration is more commonly around 10 - 12%.



Monitoring police performance

Monitoring police performance was a key aim of the PCSPs Policing Committees although there was a high degree of variation in the nature and effectiveness of the Policing Committees. In certain areas the meetings focused on a formal presentation of police recorded crimes statistics and exchanges around low level operational matters. The more successful meetings contributed to the development of policing plans and led to improvements in local policing. Generally these meetings were less adversarial, the police reports were less corporate and the performance monitoring was not solely focused on individual transactions. Proposals that PCSPs should receive support through access to crime analysis and guidance on monitoring and challenging police performance appear reasonable.

Delivering community safety

The evaluation of individual projects and the work of PCSPs as a whole suffered from a lack of measureable indicators to signpost improvement. There is a need to develop a baseline measure against which projects can be assessed and the achievements of individual projects need to be evaluated as a programme to achieve sustainable improvements. Alongside the work of PCSPs there was a range of central government strategies and voluntary and communities organisations operating in the same space. Directly attributing significant success to the PCSPs was difficult and begs the questions 'are communities safer due to PCSPs?' and 'would the same result occur in their absence?'

Improving effectiveness

There were obstacles to successful engagement of statutory agencies in delivering the aims of the Partnership. The fusing of the local needs with the higher level aims of the statutory agencies needed a clear conduit to a decision-making level within the statutory body. With a community plan to focus outcomes and indicators to measure achievement across a reduced landscape of 11 PCSPs, the chance to strip back bureaucracy, reduce overheads and costs must be taken. The cost of administration and delivery must be rebalanced in favour of the front-line. The importance of community safety to underpin the achievements envisaged through community planning highlights the importance of PCSPs in assisting the newly formed local authorities to achieve their long term aims.



Recommendations

Strategic recommendations

1

From 2015 the Local Councils should provide the compliance and assurance framework for PCSPs. The Community Plan should be the focal point for delivery of the long-term aims of the PCSP. The action plans of the PCSPs should feed into the Community Plan and alignment with the aims of the statutory partners and other central government strategies should be explicit. The Joint Committee should retain oversight through the Policing Committee reports and regular review of the effectiveness of the PCSPs (paragraph 1.52).

2

Following implementation of the LGR, the cost of administration should not exceed 20% of the budget allocated to PCSPs (paragraph 2.27).



Inspection Report



Strategy and governance

The role and functions of PCSPs

- 1.1 The Northern Ireland Executive Programme for Government 2011-15¹ Priority 3 focuses on 'Committing to protecting our people, the environment and creating safer communities'. PCSPs and District Policing and Community Safety Partnerships (DPCSPs) were established by the Justice Act (Northern Ireland) 2011 - the 'Justice Act'. Their primary role is to work with local people to address local concerns in relation to community safety and policing issues and develop effective responses to help tackle crime, fear of crime and anti-social behaviour.² Each PCSP and DPCSP comprises political members drawn from the local District Council; independent members, who are appointed by the NIPB; and representatives of a number of statutory bodies who are designated as members of the partnership.
- 1.2 As each District Council has to appoint a PCSP there are currently 26 PCSPs in Northern Ireland. The Justice Act also provides that the District Council for Belfast shall establish a body to be known as a DPCSP. There are four DPCSPs established in the city, to try and reflect the different characteristics of the communities in North, South, East and West Belfast.

Governance: structure and process

Joint Partnership Committee

- 1.3 The work of the PCSPs is overseen by a Joint Committee established by the DoJ and the NIPB. The primary role of this body is to regulate the work of the PCSPs, hold them to account for delivery, agree the annual funding and develop the strategy that guides them. To do this the Joint Committee issued a Code of Practice to the PCSPs on the exercise of their functions. The Code set down guidelines for the Partnerships including engaging with the public, reporting to the Joint Committee, preparing a Partnership Plan and reporting progress on the Plan. The Committee assesses the level of public satisfaction with the performance of PCSPs and assesses the effectiveness of PCSPs in performing their functions. The PCSPs in turn report quarterly against the objectives set out in their Partnership Plans.

The Joint Committee also issued specific guidance on the processes by which the PCSPs could work in their communities, assess delivery and provide feedback to develop the strategic objectives of the PCSPs.

- 1.4 Alongside these high level governance structures, there is a wider framework of governance and accountability applied to the PCSPs arising from the relationship between the PCSPs and the local

¹ <http://www.northernireland.gov.uk/index/work-of-the-executive/pfg-budget-economic-strategy/pfg/strategic-online-report-2011-2015/pfg-p3-protecting-our-people.htm> Priority 3: 'Protecting Our People, the Environment and Creating Safer Communities' – nos 54-56

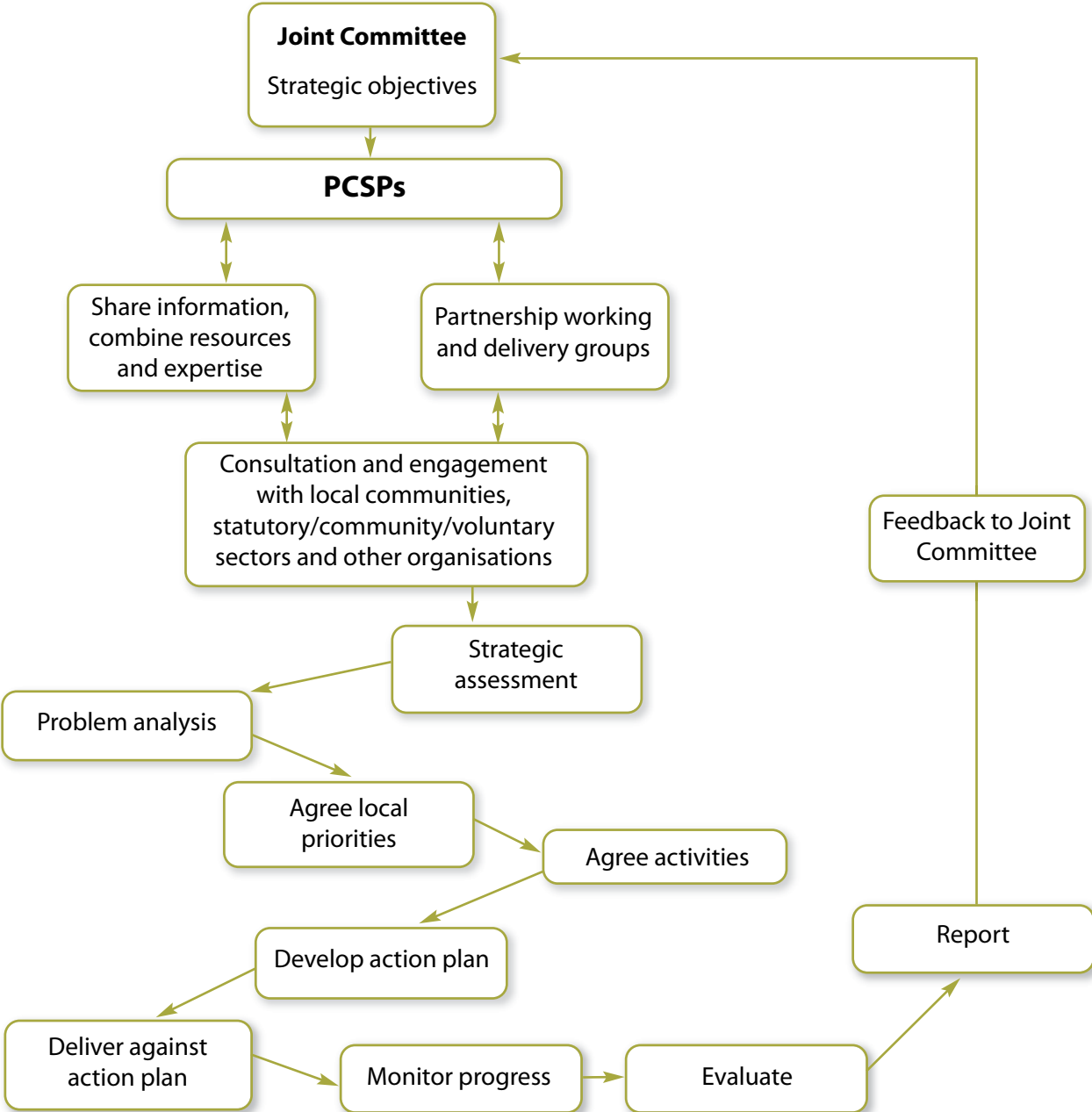
² The functions of PCSPs are given in Appendix 2.

authorities. There is also a localised governance link through the Policing Committee to the Police Service of Northern Ireland (PSNI), and a direct relationship through the PCSP designated members to a range of statutory agencies.

Policing Committee

1.5 The PCSP Policing Committee is the formal mechanism for monitoring the performance of the police and therefore providing the broader assessment of the activities of the police that is needed to extend the trust of individuals to the wider confidence of the community. There are regular meetings of the Policing Committee to give the PCSPs an opportunity to assess the performance of the police and also to provide feedback to develop and update the Local Area Policing Plan.

Guidance issued by the Joint Committee



Designated members

- 1.6 Seven statutory bodies³ were asked to designate a member to sit on the PCSP and represent their parent organisations. The aim was to provide a direct linkage between the needs, concerns and issues raised at a local level and the relevant statutory body.

Belfast Principal and District Policing Partnerships

- 1.7 The arrangements in Belfast differed from the other PCSPs with the creation of four DPCSPs and an overarching Principal Policing and Community Safety Partnership (PPCSP). The role of the DPCSPs is similar to the role of the PCSPs in the other council areas.

Governance: strategies and objectives

- 1.8 Overlying the structural architecture of the PCSPs is a Code of Practice for the exercise of functions by the PCSPs that sets out a framework of aims and objectives. The Code reiterates the functions of the PCSPs and their constituent parts as outlined in Sections 21 and 22 of the Justice Act (Appendix 2). In summary, the overall purpose of the PCSPs is to help make communities safer, and to ensure that the voices of local people are heard on policing and community safety issues. The high level aims of the PCSPs are to:
- **consult and engage** with the local community, the statutory and voluntary sectors and other relevant organisations in order to identify local issues of concern in relation to policing and community safety, and to improve co-operation with the police;
 - **identify and prioritise** the local issues of concern and prepare plans for how these can be tackled;
 - **monitor** performance to ensure delivery against the PCSP Action Plan. The Policing Committee will monitor the performance of the police to ensure that local policing provision is delivering for local communities; and
 - **deliver** a positive difference to communities, contributing to a reduction in crime and enhancing community safety in the district, directly through their own interventions, through the work of their delivery groups or through support for the work of others.
- 1.9 These strategic aims are complemented by three strategic objectives.
- **Strategic objective 1** – to form and successfully deliver the functions of the PCSP for the area.
 - **Strategic objective 2** – to improve community safety by tackling crime and anti-social behaviour (ASB).
 - **Strategic objective 3** – to improve community confidence in policing.
- 1.10 The Joint Committee in its guidance to the PCSPs indicated that they should also take into account other strategic priorities that include the:
- Community Safety Strategy;
 - DoJ Desistance Strategy;
 - Strategic Framework for Reducing Offending;
 - A Shared Future strategy;
 - Neighbourhood Renewal;
 - Good Relations Strategy;
 - Delivering Social Change;
 - Our Children and Young People;

³ PSNI, Probation Board for Northern Ireland, Youth Justice Agency, Health and Social Care Trusts, Education and Library Boards, Fire and Rescue Service and the Housing Executive.

- Policing with the Community; and
- Together: Building United Communities

to name a few. There is also advice on working alongside the voluntary and community sector to maximise relevant delivery at a local level.

Assessment of governance arrangements

- 1.11 The governance landscape is extensive both in terms of structures and strategies and would challenge organisations of a much greater scale than the PCSPs. There were claims by PCSPs that the perceived separate lines of governance created interference patterns that duplicated effort and increased costs. The views of PCSP managers and members were that the Joint Committee contributed to the complex governance landscape by replicating monitoring and accountability requirements. They felt it was overly bureaucratic and required experienced PCSP managers to navigate and respond to the demands of the centre and to receive responses to their queries. The duplication of audit enquiries was cited as an example of additional overheads being imposed on the PCSPs. Similarly, the verification visits of the Partnership Development Officers (PDOs) were regarded as less valuable than the advice and support provided by the PDOs to the managers and members. (Appendix 3 presents the detailed views of PCSPs in respect of the governance arrangements).
- 1.12 The forthcoming reduction in the number of PCSPs offers the opportunity to review the administrative and support arrangements and reduce the exceedingly high administration costs (*cf Table p31*). At present the PDOs attend all the PCSP meetings within their area of responsibility offering support and guidance and carry out a programme of expenditure verification visits. A risk assessment of the PCSPs should inform the extent and frequency of the verification visits. Moving forward, the role of PDO should be recast to focus more on performance evaluation and reporting to the Joint Committee than duplicating the work of auditors. The PDOs could use analysis of best practice in the field to assist the development of suitable performance metrics and outcome measures across the PCSPs leading in the longer term, to an assessment of the collective achievements of the PCSPs. The PDOs should also be responsible for knowledge sharing among the PCSPs to promulgate best practice.
- 1.13 Alongside the difficulties presented by layered governance structures highlighted at 1.11 is a matrix of strategies that influence the PCSPs. Recently a number of high level programmes attempting to achieve change through partnership have been reviewed and the findings have relevance to the work of PCSPs. The main problems encountered in synchronising efforts and providing adequate performance oversight in wide ranging partnership projects are highlighted in the examples below.

Children's and Young People's Strategy

- 1.14 The Strategy set goals in key areas affecting children and young people including within the criminal justice system. One of the findings of the Criminal Justice Inspection Northern Ireland (CJI) Review of Youth Diversion (published July 2011) found that the strategy was not driving the work done by the criminal justice operatives, education and social welfare, or members of the voluntary and community sector in a specific direction. The *Children's and Young People's Strategic Partnership* had oversight for delivery with a sub-group of the Criminal Justice Board providing governance and oversight of the criminal justice elements. In practice, officials and youth justice professionals told Inspectors that the key departments which have an impact on outcomes such as education, employment and learning and social services were **not represented** on the sub-group. Similarly, representatives of the criminal justice agencies interviewed for this inspection '**did not highlight the 10-year Strategy as influencing their work**'.

Prison Service Desistance Strategy

- 1.15 The Prison Review Team reported in 2011 and *inter alia* recommended that the Prison Service *Desistance Strategy* developed in Northern Ireland Prison Service (NIPS):

'must involve partnership with and support for families and community organisations to build social capital and prevent social exclusion, drawing upon and extending existing initiatives and experience.'

The conclusion of CJI Inspectors was that the work on developing a desistance approach in the criminal justice system is not yet complete. Among the obstacles to successful delivery were the **lack of engagement with the voluntary and community sector**, partnership with community organisations and **aligning the efforts of the various groupings** into a coherent strategy.

Neighbourhood Renewal Scheme

- 1.16 The Neighbourhood Renewal Scheme - one of the most significant partnership initiatives in community regeneration - was reviewed mid-term. The reviewers noted the tendency for Neighbourhood Renewal to focus on internal solutions to the needs of areas and concluded that whilst the area-based solution might deliver the strategic objectives of community and physical renewal, the broader achievement of economic and social reform **required linkage to wider policies**.

Common themes

- 1.17 The common theme in each of these reviews was the difficulty in delivering pan-agency strategies and making partnerships prevail. The sheer scale of the action plans with different governance pathways makes it a challenge to co-ordinate a response and measure progress. Using the Community Safety Strategy delivered by the DoJ - which has particular significance for the PCSPs - illustrates the complexity of the landscape. There are eight action plans:
- early interventions;
 - anti-social behaviour;
 - business and rural crime;
 - older people;
 - domestic and sexual violence;
 - alcohol and drugs;
 - hate crimes; and
 - interfaces.
- 1.18 Each action plan has a range of outcomes, actions and measures with lead delivery agencies associated with each specific measure. One excerpt illustrates the relevance of the action plan to PCSPs.

Excerpt of Community Safety Action Plan

Develop community capacity to address anti-social behaviour (ASB) at a local level	Organise information events for PCSPs to highlight good practice in developing community capacity locally, nationally and internationally.	Ongoing	NIPB, DoJ
	To promote examples of good practice initiatives regionally and locally.	Ongoing	NIPB, DoJ, PCSPs
Deliver tried and tested prevention and diversion programmes locally	Support PCSPs to develop and deliver effective ASB initiatives.	Ongoing	ASB delivery group
	Identify opportunities to rollout regional ASB initiatives	Ongoing	DoJ, PCSPs
Support a sense of pride and ownership within neighbourhoods, to address disorder (graffiti, litter, vandalism) that acts as a signal for ASB	Implement Clean Neighbourhoods and Environment Act (NI) 2011	Ongoing	PCSPs and Dept. of the Environment

- 1.19 In discussion with PCSPs, Inspectors found that although PCSP managers were aware of the various strategies and in some cases the departmental action plans, the main focus was on the Joint Committee strategic objectives. On the other hand, the PCSP members tended to view local priorities developed through community engagement as the primary driver for their efforts.
- 1.20 The PCSPs action plans stated links to the overriding strategic objectives set by the Joint Committee but measuring the level of achievement was difficult and this was more so when gauging how they contributed to the strategies outlined at paragraph 1.10 or to the more specific strategy action plans, such as that described at paragraph 1.15.
- 1.21 The need to collate the various projects to form programmes with the critical mass to delivery outcomes and not simply activities and outputs, was specifically identified in the review of the Neighbourhood Renewal Initiative. A similar state of affairs was found in the approach to PCSPs. There were many projects and activities taking place but how each of them contributed to some form of overall improvement or its sustainability was not apparent. **As an overall assessment either a combination of the PCSPs' annual reports of progress against a baseline or, an overall separate assessment of the entire initiative against a number of high level indicators is needed.**
- 1.22 The conclusion of the various reviews and one with which Inspectors would concur was that complex multi-agency approaches operating under layers of oversight and accountability do not always deliver and a more direct relationship between intent and delivery is needed. The PCSPs exhibited a high degree of variation in the level of staffing, the approach to measuring performance and the manner in which they prioritised local delivery. The Joint Committee could provide more guidance by setting standards for

staffing, structure and delivery against a number of key themes in the DoJ Community Safety Strategy, such as alcohol and drug abuse, domestic violence and/or hate crime, with localised priorities added to the PCSP action plan. The PCSP action plan should distil the relevant elements of the various strategies into a single action plan owned by the PCSP and forming the basis for delivery and assessment without continual referral back to the originating departmental plans. The need to have post project evaluation against a recognised baseline of agreed measures was evident. Using projects that make a positive contribution should be sustained and those that cannot evidence a contribution are discontinued.

The Joint Committee needs to be more prescriptive around structures, staffing; delivery and setting priorities. The chairs of the PCSPs should report directly to the Joint Committee at least annually and account for the performance of the PCSP. Feedback should inform the development of the future action plans.

The Policing Committee and PSNI accountability

- 1.23 The concept of local accountability and policing through policing partnerships was a cornerstone of the Independent Commission on Policing for Northern Ireland (The Patten Report). The reconstitution of the District Policing Partnerships within the PCSPs was explicit recognition of this and the fact that many of the issues facing communities are best resolved through joint working of the police, the community and other agencies. The Policing Committees of the PCSPs are highly valued as tangible and visible reflections of the original concept of local accountability.
- 1.24 One of the criticisms of the District Policing Partnerships (DPPs), especially towards the end of their lifespan, was the low level of public attendance at events and the often confrontational nature of the interchanges between police and members. The effect of this was to limit community engagement and reduce the accountability process to a superficial review of police recorded statistics. However, DPPs introduced communities to local engagement with the PSNI in districts that previously had little positive interaction with the PSNI.
- 1.25 Building upon this it was intended that PCSPs would be a more discursive and productive environment and at their best, the PCSP accountability process brings together the PSNI and the community representatives with an exchange of views, ideas and information that leads to a programme of action. At its worst, the relationship is reminiscent of the more combative DPP meetings and the accountability process is lost in answer and counter response over a series of statistics.
- 1.26 Conversations with PCSP members gave rise to the following observations of what makes for a **good** relationship with the police:
- *“The approach... is to blend accountability with developmental aspects... it is not all about historic accountability.”*
 - *“Monitoring of police delivery is not just their stats but also action points for change or improvement that are carried forward to the next meeting.”*
 - *“The views of the PCSP are reflected in the area policing plans, either as specific elements or reprioritisation.”*
 - *“PSNI reports are better when not [in] corporate language.”*
 - *“Police are contactable and respond to members.”*

And what makes for a **not** so good relationship:

- *“Very parochial meetings focusing on specific and sometimes low level incidents that take up a lot of time without result.”*
- *“Police resort to defensive line and use statistics to blind the members.”*
- *“Communication with PCSP members is poor and incidents come as a surprise.”*

- “Meetings are hostile or confrontational.”
- “Police don’t give answers.”
- “Police give promises but don’t follow-up.”
- “Police don’t respond when they say [they will] and are hard to contact.”

These observations clearly indicate the differing views of political and independent members and those who are members by virtue of their designated status. The findings in paragraph 1.33 and Appendix 4 give more examples of these observations.

A positive example

1.27 The positive working relationship between the police and the Policing Committee in the Derry City PCSP is one example of a good working model. One of the main contributors to their success is the establishment of Neighbourhood Community Safety Forums that include neighbourhood policing teams, community representatives, council safety wardens and PCSP members. These fora discuss and resolve many local issues leaving the discussions at the quarterly Policing Committee to look at the more strategic statistics on crime and police performance. As a result, the Policing Committee meetings focus on programmes to alleviate issues affecting the whole area rather than getting bogged down in parochial issues that only affect small groups of people. Similarly, members of the Policing Committee of Magherafelt PCSP reported that the relationship with the local policing team was more constructive than under the DPP with emphasis on monitoring and improving performance rather than simply holding individuals to account.

1.28 This approach is supported by a recent study⁴ that concluded: *‘that as part of understanding the drivers of confidence in the PSNI, the emphasis on the ‘community end’ of police-community interaction should be a key concern.’* The study went on to say *‘...the findings would point to the fact a much greater degree of depth and measurement to capture views of police - community interaction is required at the local level....this would not only help PSNI understand specific drivers of confidence within particular localities or districts, but so too it would allow PSNI to locally tailor messages and information...’*

In many of the PCSP areas there are community engagement groups, some a legacy of the previous Community Safety Strategy, some created by the councils and others that originate within the community. Whatever the genesis of these groups, the PCSPs should utilise them to identify community safety issues and engage with the local policing team to improve delivery.

1.29 Ideally there would be a free flow of ideas between the various parties that would influence not only delivery at the local Policing Plan level, but also resonate at the more strategic level where thematic issues would be recognised. Most recently the pressure on PSNI resources has increased the need for the Police Service to evaluate its priorities and there is a risk that senior commanders fail to see value in PCSPs and disengage. It is important that PCSPs seek to add value to the policing role as well as monitoring performance.

Operational recommendation

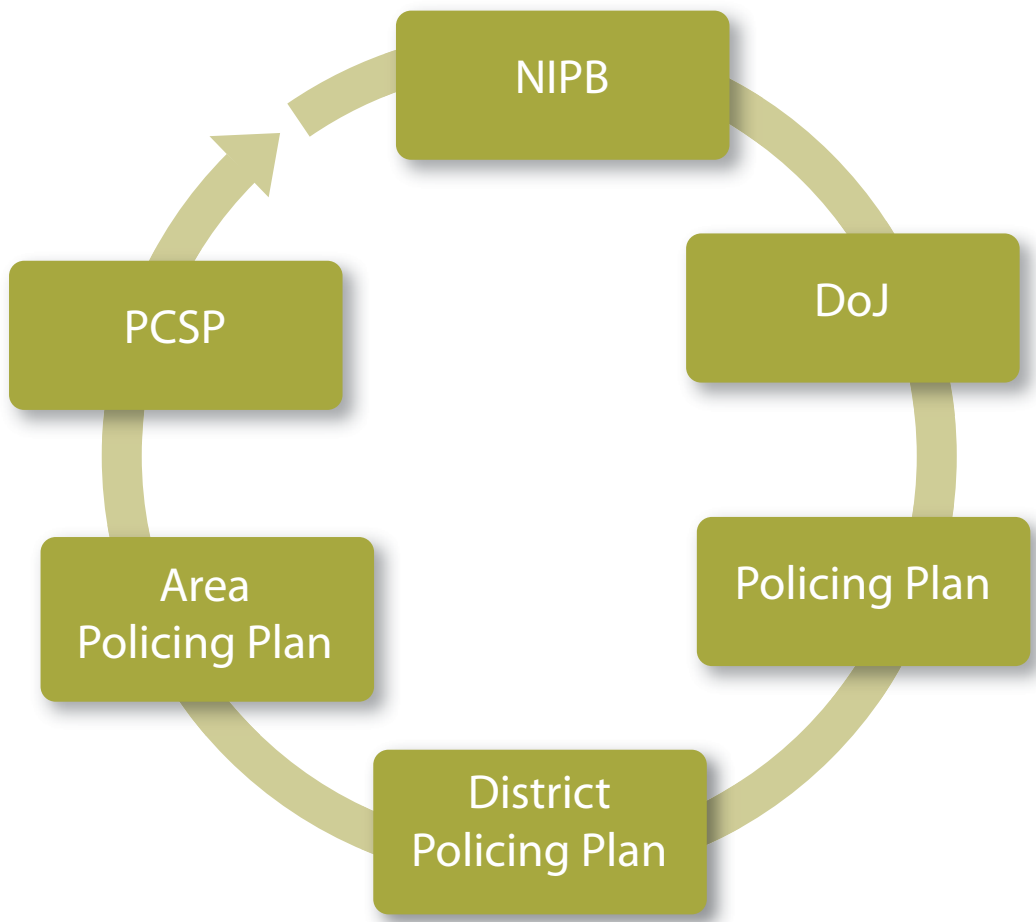
Following Local Government Review (LGR), the PCSPs should create effective local community safety fora with representatives from neighbourhood policing teams, local PCSP members and members of the local community to discuss localised issues.

⁴ Northern Ireland Policing Board: Confidence in policing research; ‘The key drivers of public confidence in NI’: Byrne J, Topping J, Martin R, 2014.

1.30 An effective accountability mechanism requires both parties to the process having access to data and management information to monitor challenge and report.

Operational recommendation

The PCSPs should receive more detailed crime analysis data and guidance on data interpretation and lines of questioning to improve the monitoring process.



Statutory bodies

1.31 The governance/strategy relationship between the other statutory bodies is less formulated than that which exists between the police and PCSPs. The police and the PCSPs have a requirement to consult and reflect issues/concerns in their strategies and plans, whereas no such compulsion exists in respect of statutory agencies and the PCSPs.

1.32 Notwithstanding the effectiveness of the arrangements between the police and PCSPs, the communication channel between the PCSPs and the statutory bodies limits their co-operation to a much more tactical and reactive level.

- 1.33 It is self evident the statutory bodies have business strategies and plans already in place and are accountable to their management boards and ultimately their departmental ministers. The ability of the PCSPs to influence these strategic plans is centred on localised and relatively infrequent communication channels. Whilst the PCSPs' members represent community up swell and reflect a wide range of local need, the representatives of the statutory agencies have access to limited local resource and therefore only provide a short-term or tactical response. The leveraging of strategic assets remains inaccessible and the contribution of the statutory bodies is viewed as limited.
- 1.34 Inspectors discussed with the statutory bodies the issues they faced in dealing with PCSPs and reacting quickly to their demands. The common theme was a lack of understanding of the role of the statutory body and its relationship with the PCSP. The members of the PCSP echoed similar sentiments as they were often unclear how to interact with the statutory body. There were many exceptions to these general observations but mostly at a reactive and localised level.

Operational recommendation

An induction programme for newly appointed members should be developed by the Joint Committee with delivery completed before June 2015. The aims should be to clarify the role of the PCSP members, the nature and process of PCSP business and include an early effort at defining the joint outcomes that they should seek to agree in the PCSP action plan.

- 1.35 Equally, attendance at PCSP meetings was an ineffective mechanism to influence the strategic direction of the statutory organisation. This was also complicated by the replication of PCSPs within the boundaries of a statutory body and the localised nature of PCSPs business being viewed by statutory bodies as creating a lot of noise but little substance. A more structured engagement between PCSPs and the statutory bodies is required from which a plan of engagement is crystallised that operates in the longer term. ***Within the statutory body, the nominated policy lead should develop a meaningful communication channel that allows PCSPs to influence the development of the statutory body's delivery plan in areas of shared priority.***
- 1.36 Inspectors canvassed the designated members and they offered no support for the principle whereby designated members for the statutory authorities would exercise voting rights.

Operational recommendation

The voting rights of the designated members should be deferred for the duration of this PCSP cycle and reviewed by the Joint Committee in 2019.

Impact of the Local Government Reform (LGR)

Structure of PCSPs

- 1.37 The LGR is a major change to local government structures as the number of councils is reduced from 26 to 11 with a similar reduction in the number of PCSPs.
- 1.38 The impact on local representation is the main issue for PCSPs. In one scenario where large rural areas with low representation find themselves alongside urban areas with high representation, the possibility of a loss of influence was seen as a risk. This gave rise to a preference for area based sub-groups reflecting the previous geographical spread so that smaller communities do not suffer from a low level of representation.

- 1.39 The other approach voiced by PCSP members was to target specific themes, for example ASB, car crime, night time economy and rural crime through a series of working sub-groups that prioritised PCSP efforts across the entire Council. Supporters of this view stated that the main concerns across all the PCSPs were very similar and their surveys of residents confirmed this. The point being that dealing with priority issues rather than geography is more likely to ensure an equitable approach based upon need rather than who shouts loudest for a particular area. Inspectors were persuaded by the latter approach and believe thematic sub-groups offer greater flexibility; whilst accepting the risk that sub-groups proliferate to unreasonable levels. **Following the merger of the PCSPs in-line with LGR, the PCSPs should form sub-committees to address specific themes. These sub-committees can respond to topical and seasonal matters.**

Belfast PPCSPs and DPCSPs

- 1.40 The Belfast model established a PPCSP to provide strategic direction for each of the DPCSPs and exercise a level of governance over them. In practice, this was fatally flawed as each DPCSP was set up as an independently constituted body. Interviews with members of the respective bodies served to underline the relative ineffectiveness of the PPCSP whether in an oversight role or executive role. The views of the PPCSP members were stark; they were not sure what role they were meant to fulfil. They also said the disbursement of PPCSP funding was perfunctionary with the entire budget distributed equally between the four DPCSPs, potentially leaving the PPCSPs without funds – although Belfast City Council allocated some of its funding to the PPCSP. Similarly, the meetings between the DPCSPs and the PPCSP was process driven without any identified outcomes and no evidence of accountability, monitoring or performance assessment. The potential to analyse and disseminate best practice across the city and also to engage communities outside their normal hinterlands through the PPCSP was also being missed.
- 1.41 The special arrangements for Belfast were in part due to the larger scale of the Belfast Council area but the differential between Belfast and some of the other merged council areas is not as significant. This lessens the argument for a different approach and it would make more sense for the PCSPs to have a common boundary with the council area – including Belfast.

Operational recommendation

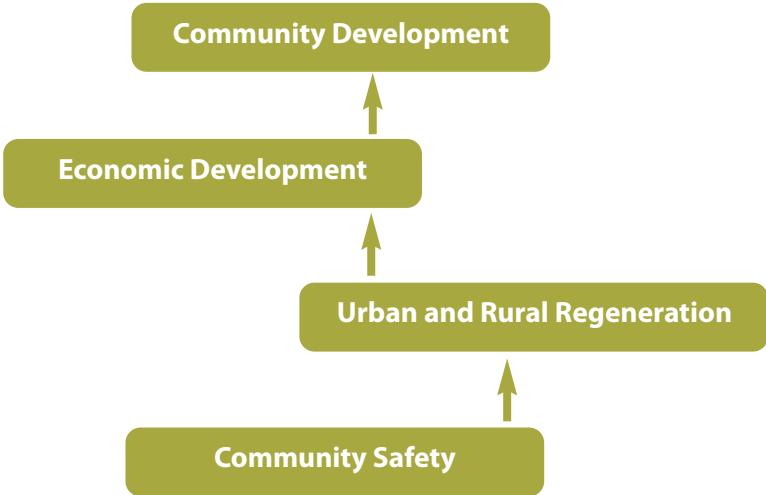
There should be one PCSP for each local council area – including Belfast without the need for DPCSPs.

Community planning

- 1.42 Community planning is defined as a process led by councils *'in conjunction with partners and communities'* to develop and implement a shared vision for their area. The vision will be for the long-term (at least 10-15 years) and relate to all aspects of community life. It will also involve organisations working together to plan and deliver *'better services which make a real difference to people's lives.'* As stated by Northern Ireland Local Government Association (NILGA) community planning is not just local government's responsibility as government departments will be required to *'promote and encourage'* the concept in their work. (Phrases in italics are quotes from the Local Government (Northern Ireland) Act 2014).
- 1.43 Community planning is a citizen – centric approach to capture community priorities and translate those into a vision for the future. Community plans and PCSP action plans are both outcome focused and the importance of community safety in underpinning all the other elements of community planning and local regeneration and development, creates a key role for PCSPs. In fact, Local Authorities could reasonably utilise the PCSPs to deliver a significant element of their community planning objectives under the banner of community safety. There is a risk that the closer alliance of PCSPs with Local

Authorities reduces the influence of the Joint Committee and could hinder the delivery of their objectives. This should be offset by the Joint Committee maintaining oversight of the work of the PCSPs through the setting of specific aims and objectives for policing and community safety, supported by regular reporting and assessment of delivery and outcomes. A welcome move away from input and activity compliance testing to evaluation and assessment of delivery and outcomes.

1.44

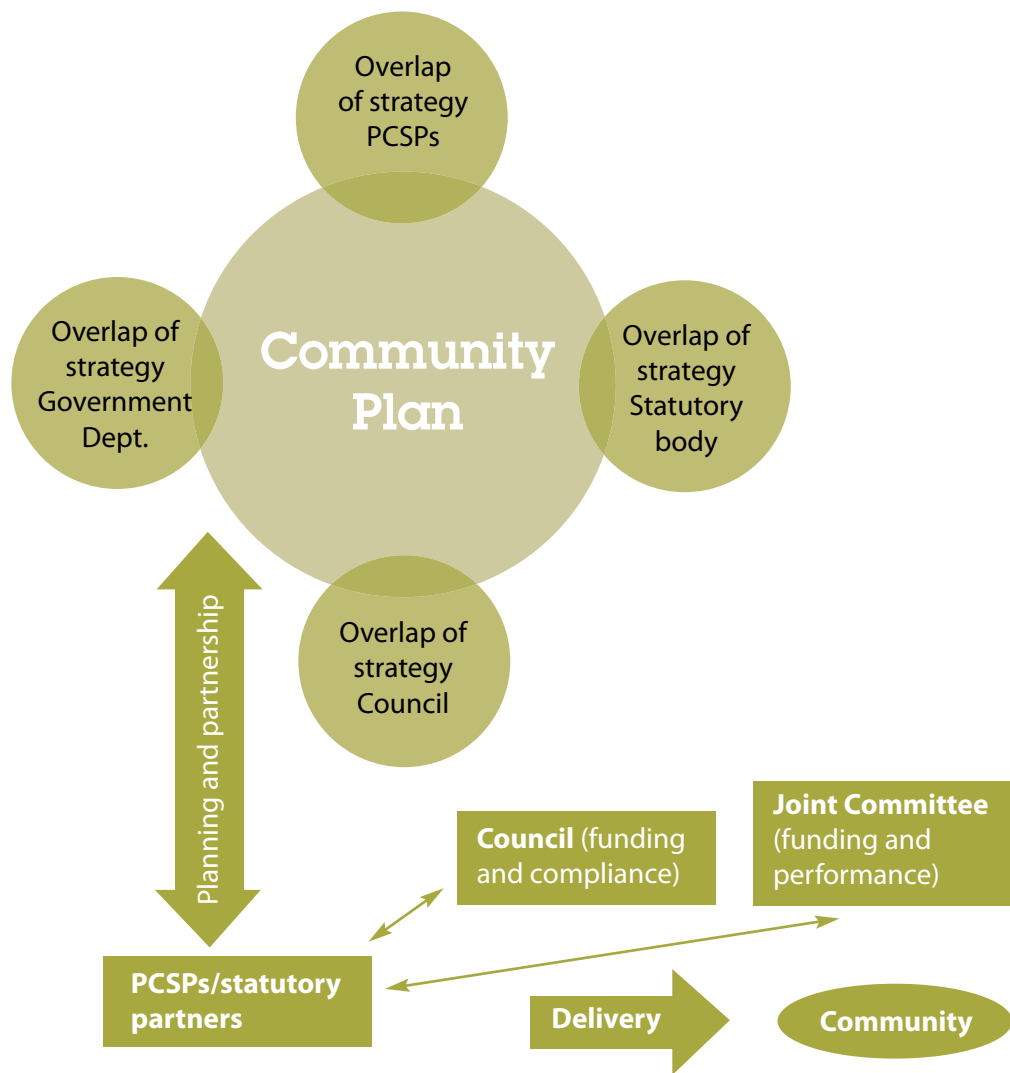


- 1.45 The PCSPs already provide a forum that brings together the various agencies and the community, and acts as a conduit for providing bottom-up community needs from both indicator and anecdotal sources. It is not as effective as it should be because the plans of the various partners are already set. The Community Planning process now offers a channel to align the various partners aims in one plan.
- 1.46 Ownership of the plan will lie with the local authority, and the PCSPs already work very closely with the Councils. It makes sense to simplify the accountability and governance arrangements and at the same time, provide a single source of reference for the work of the PCSPs by aligning them more closely with the work of the Council and using the Community Plan to bring together the various threads at a community level. Compliance with protocols, policies and financial management practice should fall to the Council auditors and officials with the Joint Committee taking assurance from these audits. ***The governance arrangements for the PCSPs should be reviewed with an aim of simplifying the accountability arrangements. The Joint Committee should confirm the process for identifying projects to be adopted by the PCSPs. (If necessary new documentation should be issued).***

Although the reduction in the number of PCSPs could be seen as a reduction in local representation, it can also be seen as an opportunity to increase the influence of PCSPs, not only through increased funding to communities but also through increased influence over the statutory bodies. With a lower number of PCSPs within the boundary of a statutory authority, there is less chance of them ignoring the views of the PCSPs, and also designated members will only be attending one or two Partnership meetings and should gain a clearer insight into the strategic or thematic issues affecting communities.

Co-terminosity – aligning boundaries

1.47 The questionable panacea of co-terminosity can be realised through the development of outcome agreements reflecting shared strategies rather than shared geography. Inevitably, there will be boundary issues no matter what structures are in place as centralised functions, shared services and regional delivery units render co-terminosity subject to debate. Rather a unifying construct that draws together the shared elements of a number of strategies, identifies the PCSP contribution and creates a point of delivery and accountability, is more likely to overcome the complexities of multi-agency delivery and governance mentioned earlier. This leads back to the Community Plan as the centrepiece for governance and delivery.



Aligning strategies

1.48 Similarly, the Community Plan can help to simplify the landscape of strategies that influence the work of PCSPs. Taking the relevant elements of the prevalent strategies to which they contribute and incorporating those into the Community Plan creates a single point of focus, delivery and evaluation.

1.49 As an example, Together: Building United Communities (TBUC) is a major new strategy launched by the Office of the First and Deputy First Minister (OFMDFM) aimed at delivering shared communities. It presents four key priorities:

- our children and young people;
- our shared community;
- our safe community; and
- our cultural expression.

1.50 As part of the TBUC Strategy a revised set of good relations indicators will be used to inform and monitor the outcomes of the key priorities and will help measure progress against each of the strategic priorities. The TBUC Strategy includes development of an oversight and monitoring role through a review of the Councils’ Good Relations Strategy and associated delivery programme, and presumably this will incorporate the work of the PCSPs. The danger arises that monitoring would require PCSPs responding to each department responsible for a specific strategy. However, a series of agreed indicators along the lines of the Good Relations Indicators might be adapted to provide a community safety index as a baseline against which PCSP activity could be assessed. An example of a good relations indicator and the process for evaluating progress over time is highlighted in the table.

1.51

Example of a Good Relations Indicator

Issue	Assessment	2005	2006	2007	2008	2009	2010	
% of people who see town centres as safe and welcoming places for people of all walks of life	Respondents were asked to score target, where 1=Definitely not achieved and 10=Definitely achieved	69% scored this 5 or less	65% scored this 5 or less	56% scored this 5 or less	59% scored this 5 or less	58% scored this 5 or less	54% scored this 5 or less	In 2010, 54% scored this target five or less which is 4% lower than the view expressed in the previous year and 15% below that assessed at baseline

1.52 A similar approach should be adopted for the other strategies that interface with PCSPs and incorporated within the Community Plan. The departmental monitoring of progress against their strategies will not require PCSPs to respond to the departmental action plans - as discussed at paragraph 1.17 - but rather to the relevant elements in the Community Plan. The Community Plan then supersedes the departmental strategies in terms of prioritisation and delivery - for a specific time period after which the Plan is recast to reflect new strategies, funding and priorities.

Operational recommendations

In line with the approach to good relations, a series of community safety indices should be developed and agreed. These should form the basis for the ongoing and longer term assessment of the success of PCSPs.

Strategic recommendation

From 2015 the local Councils should provide the compliance and assurance framework for PCSPs. The Community Plan should be the focal point for delivery of the long-term aims of the PCSP. The action plans of the PCSPs should feed into the Community Plan and alignment with the aims of the statutory partners and other central government strategies should be explicit. The Joint Committee should retain oversight through the Policing Committee reports and regular review of the effectiveness of the PCSPs.

PCSP action plans and funding post LGR

- 1.53 The PCSPs are in a transition period as the elected and designated members will only be confirmed towards the end of 2014-15. In light of this the PCSPs should see out the current action plan for 2014-15. The new members should develop an action plan for 2015-16 incorporating any performance indicators or baseline measures, and use this as a transitional action plan for the new PCSPs. Also they should develop a three-year plan covering 2016-17 to 2018-19 giving in effect a four-year planning profile that would parallel the four-year cycle of elections and appointments to the PCSPs.
- 1.54 The PCSPs could identify the annual objectives and outcomes of the plans but also attempt to measure the cumulative achievements for the complete PCSP cycle. This would reflect the time scales that are needed to effect change. It would also provide a mechanism to assess the achievements delivered by a programme of expenditure that will exceed £20 million over the lifespan of the PCSPs. A budgeting package that also mirrored the four-year period would not only promote more realistic planning, but it would remove the likelihood of PCSPs operating at risk whilst waiting for a letter of offer and deliver continuity of project work. There would need to be in-year confirmation of funding and suitable adjustments made, but the principle of funding the PCSPs for their life span should be confirmed rather than placing them at risk each year.
- 1.55 The introduction of Community Planning provides both challenges and opportunities for the PCSPs. Developing a wholesale approach to integrated delivery across a range of agencies, councils and community based bodies will present difficulties. As the PCSP four-year cycle draws to a close it is likely that the PCSP action plans and the Community Plans will only then be coming together.

Operational recommendation

Following the appointment of the new members to PCSPs an action plan for 2015-16 should be formulated. Once completed, a three-year plan covering the remaining period of the PCSP tenure should be developed and integrated with the developing Community Plans. The funding provided to PCSPs should also be outlined over this four-year lifespan of the PCSP to reduce the risk of programmes being halted.

Planning profile for PCSPs post LGR

2014-15	2015-16	2016-17	2017-18	2018-19
Members appointed. Current action plan implemented.	LGR implemented. Members' induction training. Action plan evaluated. New transitional action plan prepared. Draft three-year plan prepared with baselines.	Transitional action plan evaluated. Year 1 of plan developed and delivered. Three-year plan updated. Early draft of community plan.	Year 1 of plan evaluated. Second year developed and delivered. Three-year plan updated. Elements of PCSP planning in draft community plan.	Year 2 of plan evaluated. Third year developed and delivered. Three-year programme evaluated against original baselines. PCSP plan incorporated into community plan.
26 PCSP funding model continued.	New funding model for 11 Council areas developed.	Funding profile agreed for three-year plan.		

- 1.56 At the end of the four-year period, the effectiveness of the PCSPs should be evaluated in terms of their impact on improving the baselines indicators of community safety, increasing police performance and community confidence. The performance measures should be agreed in advance of the move to the new structures and the opening or baseline position should include qualitative and quantitative measures. The four-year evaluation should consider not only the effectiveness of the PCSPs but also their longer term viability and possible alternative options for delivery - such as direct delivery of their functions by the local authorities and even assimilation of the policing accountability role into the local authorities.



Delivery

Strategic objectives

2.1 Strategic objectives outlined below have been set for each PCSP by the Joint Committee of the DoJ and NIPB.

Strategic objective 1 – to form, and successfully deliver the functions of the PCSP for the area by:

- engaging with local community and statutory groups, to identify local concerns in relation to community safety, and to invite their contribution to addressing those concerns;
- preparing the PCSPs Plan, and organising the work of the Partnership to meet priority needs; and
- putting in place implementation structures and delivery mechanisms that will contribute to a reduction in crime and the enhancement of community safety in the Partnership's area, directly through the Partnership's own interventions, through the work of its delivery groups or through support for the work of others.

Strategic objective 2 – to improve community safety by tackling crime and ASB through:

- ensuring that local statutory bodies and agencies deal with the ASB and crime-related issues that matter in their area; and
- working in partnership with the police, local statutory bodies, agencies and the community to reduce the impact of ASB and crime on the community.

Strategic objective 3 – to improve community confidence in policing through:

- ensuring local accountability through the Policing Committee's role in monitoring police performance;
- ensuring that policing delivery reflects the involvement, views and priorities of local communities;
- ensuring improved policing service delivery in partnership with local communities; and
- ensuring effective engagement with the police and the local community, with specific emphasis on engagement with working class communities and young people.

2.2 The delivery of the strategic objectives was a cornerstone for each PCSP with reference to them in the PCSP action plans. At the operational level, the individual projects sponsored by the PCSP must also make reference to achieving the strategic objectives. Overall, the PCSPs have been more successful in achieving strategic objective 1 than objectives 2 and 3. The sub text in strategic objective 2 that commits the PCSP to '*ensuring that local statutory bodies and agencies deal with the ASB and crime-related issues that matter in their area*' would challenge the most robust lines of governance, not to mention the rather tenuous linkage between the PCSP and the statutory bodies. In practice the efforts of PCSPs to leverage the resources and expertise of the statutory bodies were challenged in two ways. Firstly, the statutory bodies independently identified their corporate priorities and these were not easily changed, and

secondly PCSP meetings were not particularly suited to strategic planning.

- 2.3 Similarly, the assurances demanded in strategic objective 3 assume a much greater level of command and control bestowed on PCSPs than is the case. Improving policing service delivery in partnership with local communities demands certain conditions such as a high level of confidence and trust in the local police, before any progress can be made. Although confidence in the police has increased each year since 2001, attributing this to the PCSPs is unclear. The concept of confidence in policing is complicated by the definition of confidence and the measures available to assess the levels of confidence in policing. The need to distinguish confidence *per se* from notions of trust and legitimacy is recognised and what this means for an understanding of the relationship between the police and the public.⁵
- 2.4 Trust in the police is seen as an experiential relationship usually arising from an individual's interaction with them. However, as relatively few people are regularly placed in a situation to make such a judgement, the leap from trust to confidence must be additionally based upon a broader and more remote assessment of the process and activities of the police.⁶ This assessment of the police engagement with the community is a key role of the accountability process intrinsic to the PCSPs with the consequent impact on confidence of the community in policing. Thus PCSPs face challenges from the outset in holding the police to account for delivering at a community level and relying solely on crime statistics is not the way. This harks back to the point made at paragraph 1.30 proposing PCSPs receive additional support from crime analysts and interpretation of data. ***The Policing Committee should agree accountability measures in addition to the police statistics. The Committee should prepare a quarterly evaluation of police performance with recommendations. The evaluation should include analysis of the agreed targets and measures and also a more reflective element of police process and attitude. This should be evidenced.***

Rationale for a partnership approach

- 2.5 The whole rationale for a partnership approach and hence the PCSPs, is largely built on the premise that no single agency can deliver solutions, or be responsible for delivering solutions to, complex community and crime problems. Focusing on a police response to dealing with crime is a purely transactional viewpoint that ignores the complexity of factors that motivates individuals⁷. Although there is limited systematic social research, evidence of the effectiveness of partnership working in the criminal justice field the report by Berry *et al*⁸ found that, on balance, the evidence suggests that the principle of applying partnership working as a component of initiatives to tackle complex crime and disorder problems is effective. The key features of partnership working in the PCSPs are given in Appendix 4.

Measuring and delivering community safety

- 2.6 Improving community safety is a mainstay of the PCSP programme and the starting point has to be 'how safe do communities feel they are'. In January 2013, nine out of 10 respondents (91%) to this question⁹ in the NIPB Omnibus Survey felt very/fairly safe in their local community, a statistically significant increase from 88% in January 2012. Similarly, a survey of Belfast PCSPs found that 83% of respondents felt very/fairly safe in their communities during the day falling to 63% at night.

5 Bradford and Jackson, 2011; Bradford and Myhill, 2014.

6 Bradford et al., 2008.

7 The effectiveness of partnership working in a crime and disorder context: Berry, Briggs, Erol, van Standen; Home Office Research Report 52, 2009.

8 Ibid.

9 Public Perceptions of the Police, PCSPs and the Northern Ireland Policing Board; report based on the Northern Ireland Policing Board module of the January 2013 Omnibus Survey.

- 2.7 There are many examples of PCSPs delivering projects with the PSNI and local communities, involving young people and contributing to their main aims of reducing crime and ASB. It is however more difficult to make a general assessment of the overall contribution of PCSPs. Confidence in policing was high with 70% of people thinking that the police did a very/fairly good job as a whole in Northern Ireland,¹⁰ but at local level confidence in local police working in partnership with other agencies was low at 41%. Similarly, the proportion of respondents agreeing that police and other agencies seek peoples' views about (40%) and deal with ASB and crime issues (42%) remained low.

Defining community safety

- 2.8 As a general observation the terminology around community safety was unclear and the potential to introduce relevant measures was limited. In many projects the measures of success were subjective and the time span of the project was such that it would not be possible to influence the most commonly used metrics, namely national indicators. In the Policing Committee meetings, the fallback position was to use police recorded crime statistics which are limited, in that recorded crime is not always reflective of the concerns within a community and crime is not always the measure of what constitutes community safety.

Establishing baseline measures

- 2.9 The guidance issued by the Joint Committee to PCSPs recommended reporting the impact of PCSP work on levels of ASB and developing measurable outcomes, such as establishing a baseline. It was not just in the field of ASB that a measurable baseline was needed. At a local level linking evidence of need with a significant change following any PCSP intervention was in short supply. There is anecdotal reporting by councillors and members of specific need and subsequent improvement, but measuring actual change after intervention is difficult.
- 2.10 There were reasons for this. The data were not always available and establishing a clear linkage between a particular project and an outcome is not clear cut as there are other variables at play. The approach of Newry PCSP to developing an evidence based process to identify projects and target resources is worthy of note. Using proprietary software that draws upon the statistical data of statutory agencies an up-to-date record of recorded incidents and activities can be accessed. This may be displayed in a variety of ways (geographic, by council ward, PSNI area, economic index and so on) and analysed over time. Changes in the various factors may be analysed before and after interventions which gives a more accurate and timely assessment of the impact of the PCSPs and the work of other agencies. At the least it provides a basis for developing baseline measurements. ***The evidence of need should focus more heavily in the assessment of applications for funding. The evaluation should include specific measures that evidence how the level of need is reduced or eliminated. The approach adopted in Newry PCSP should be evaluated to assess the suitability of roll-out to the other PCSPS.***
- 2.11 Looking specifically at the interface between the PCSP and the local Area Commander it was for the most part, focused on transactional accountability. The exchanges were characterised by requests for information about specific PSNI actions and responses that often relied on crime statistics that did not meet the specific needs of the PCSP. At the strategic level, there was no formal channel to incorporate the output of the PCSPs into the overall Policing Plan and arguably, there was no reason why such localised input should have a strategic influence. At local level the impact was mostly tactical with no strong evidence of changes in the police modus operandi or improved performance attributable to the PCSP intervention.

¹⁰ Ibid.

Evaluating projects

- 2.12 There were a range of projects aimed at engagement with the PSNI and communities/young people. In some instances PSNI personnel visited schools and youth groups, undertook joint activities or delivered talks. The *Be-Safe* programme and Internet and cyber bullying projects were delivered across many of the PCSP areas. The general assessment of these activities across most of the PCSPs was successful although the evaluations were very varied. In a couple of examples they recorded the success using a variety of statements to evaluate the achievement of outcomes such as *'team building'* and *'awareness raising'* recording that the *'session worked well and targets were met in terms of team building'* or the *'PSNI officer attended and took session around community safety'*.
- 2.13 At the other end of the spectrum, projects recorded much more detailed assessments of the views of participants linked to enumerated outcomes. Two projects were delivered by the Belfast DPCSPs bringing together the police and young people. In each of these the data collection methods included video interview, mixed surveys and participant observation. The outcomes included:
- *'six young offenders will want to become community builders rather than community breakers;*
 - *10 adults and young people will have positively changed their perceptions of the police and be more willing to co-operate with them...'*
- 2.14 In one of them the evaluation recorded that only one of the 10 participants actually changed their attitude to community participation and the police, and in the other seven out of 10 said that attitudes towards the police had changed. The difference in delivery between the two projects was that the first project did not directly include police participation whereas the second did.
- 2.15 A straight comparison of the projects using the recorded evaluation would determine one project to be successful and the other to be unsuccessful. Yet both were successful encounters as the intelligence gathered around the nature and extent of the attitudes towards the police was more honest than would be gathered from general surveys and provided the groundwork to developing approaches that will make a difference. It also provided a realistic baseline of attitudes in hard to reach areas and among disenfranchised young people. The harnessing of the feedback from the individual projects needs to be analysed as a development tool rather than simply defining a successful or unsuccessful project against a range of inconsistent criteria and then used to develop a programme approach to delivery. ***The dissemination of best practice among the PCSPs should be developed through a series of workshops and other events, a web based knowledge network and possibly a facilitator to highlight what works best.***
- 2.16 A selection of successful PCPS projects is given in Appendix 5 although it is by no means an exhaustive list

General success factors

- 2.17 Overall, the projects that make the greatest impact are those that:
- evidence need for some form of intervention;
 - identify the most suitable projects that target the need;
 - agree baseline measures – pre-project; and
 - measure improvement in the baseline - post project.

- 2.18 The most recent review of effectiveness¹¹ of PCSPs focused on an analysis of their annual reports and by necessity, had to focus on an assessment of the success or otherwise of individual projects at the local level with the high level omnibus surveys providing more strategic analysis. The issue was that many variables lie between the work of the PCSPs and the higher level analysis, and the analysis at local level lacks reliable measurement. The development of localised indicators that provide a baseline against which progress could be measured would be worthwhile and was a recommendation by the Joint Committee following its annual assessment of the PCSPs.

PCSP action plans

- 2.19 To work successfully the direction of travel at the strategic level and the needs of the local community have to be reflected in the final PCSP action plan (as a brief aside the action plans should be easily accessed through the PCSP website as in some cases, it was not readily available). The action plans should not only document the individual projects aims and outcomes, but also assess the projects as a programme and measure the extent to which the action plan changes the baseline measures. There should be a regular report on the progress of each project with costs and an overall assessment of the effectiveness of the programme of projects. The level of assessment should be proportionate to the amount of funding to prevent overly bureaucratic processes being imposed on small grants programmes. ***The PCSP should separate projects into delivery programmes that translate the short term and localised gains into the achievement of longer term and wider outcomes.***
- 2.20 Delivering a successful community safety programme was made difficult in instances where PCSPs were not involved in the discussion. The most contentious issues in Belfast often remained immune to the influence of the PCSPs. In one specific instance in the case of South Belfast DPCSP, a local policing decision announced without discussion or dissemination frayed local confidence. In North Belfast the PCSPs are not visibly engaged in the most contentious issues which leaves their effectiveness open to question.

Involving volunteers

- 2.21 Volunteers are involved by the PCSPs to directly or indirectly deliver their work. It includes very substantial inputs such as those found in Lisburn and Omagh, where the financial value is measured in tens of thousands of pounds. Although, even in the instances where PCSPs state they do not directly involve volunteers, the neighbourhood watch schemes which are prevalent in every area involve volunteers and many of the funded projects involve volunteers. Appendix 6 highlights the involvement of volunteers.
- 2.22 The approach to recruiting volunteers is predominantly through engagement with community groups, sporting clubs or faith based organisations. The PCSPs do not have a stated aim or objective to target and attract a specific level (or cost equivalent) of volunteers' involvement, and there is no evidence of a concerted effort to use any of the established volunteering organisations. This is an area of possible growth.
- 2.23 The value of volunteering is recognised as not only providing the obvious additional resources but also as a direct mechanism for community involvement and engagement across sectoral lines. The successful projects in Lisburn brought together volunteers from communities that hitherto had little cross community engagement and resulted in a sharing of experience and best practice.

¹¹ Assessment of the effectiveness of PCSPs and DPCSPs; DoJ/NIPB Joint Committee Report, 2012-13.

- 2.24 There is a database offering opportunities in volunteering developed by VolunteerNow that provides a portal to attract volunteers. **PCSPs should consider expanding the involvement of volunteers using the services of volunteering bodies such as VolunteerNow.**

Young people

- 2.25 Engaging with young people is a priority area for the PCSPs and the more successful initiatives showed that young people were willing and able to act as positive role models. Even so the level of representation of young people across the PCSPs was low and the evidence is that young people do not formally engage with the PCSPs or apply to become members. The appointment process to PCSPs might be off-putting to young people and they also might not want to undertake a long-term commitment. Whatever the reason, the traditional mechanism of engagement through Committee and meeting structures could be improved upon. One possible avenue is to approach existing youth bodies, community groups and activists to set up informal discussion groups with young people and initially explore how best to engage with them. The aim should be to create some form of young people's advisory group to inform the PCSPs and provide useful feedback. The Northern Ireland Children's Commissioner for Children and Young (NICCY) people have a youth panel that provides ideas and feedback to the Commissioner and acts as a touchstone for various projects and initiatives. The panel is also a direct communication channel with the young people's communities.
- 2.26 Presenting evidence of experience can also be a barrier to the recruitment of young people through formalised processes. VolunteerNow also provides a portal on its website to the Millennium Volunteer scheme for young people to create a validated volunteer logbook that acts as a CV and is endorsed by universities and companies. **PCSPs should aim to create a young people's advisory group along the lines of the NICCY Youth Panel.**

Operational recommendation

The recruitment process should actively encourage applications from young people and ethnic groups to increase diversity. This should include requirements to have community experience of working with young people and ethnic groups. The experience requirements for young people should be flexible and diverse to include a range of experiential equivalents such as the Millennium volunteer scheme.

Leveraging funding

- 2.27 The DoJ/NIPB programme funding is the primary source of funding available to PCSPs. There are other sources of funding available that have been accessed to a greater and lesser extent. Table One gives a breakdown of the level of funding to each PCSP for 2013-14. The DoJ and NIPB provided joint funding of £5,107,549 to PCSPs with an additional £615,148 for specific projects. In addition to this approximately £420,000 of funding was provided to cover meeting and travel expenses. The administration costs are significant and there are other undisclosed administration costs in the form of support from council finance branches. Offsetting this is funding from the councils that would reduce the relative proportion of administration costs. Also some of the work of the PCSP staff classified as administration could be re-classified as delivery. Notwithstanding any such adjustments the scale of administrative costs remains high. A rough benchmark across some public sector service agencies in procurement and property services indicated overhead levels of 20% and in the voluntary and community sector, the rate was between 10 -12%.

Strategic recommendation

Following implementation of the LGR, the cost of administration should not exceed 20% of the budget allocated to PCSPs.

Table One: PCSP funding breakdown 2013-14

PCSP	Admin % of total funding	Admin Running costs	DoJ/NIPB Operational Funding	DoJ Community Warden Scheme	DoJ Priority Youth Intervention	DoJ Assets Recovery Community Scheme	Total
Antrim	34.34%	71,500	87,313	20,000	29,375		£208,188
Ards	43.68%	84,177	88,520	20,000			£192,697
Armagh	55.76%	99,012	69,846		3,000	5,700	£177,558
Ballymena	35.31%	68,675	105,387	20,000		438	£194,500
Ballymoney	35.98%	64,723	70,141		10,000	35,000	£179,864
Banbridge	52.21%	95,588	61,166	20,000		6,340	£183,094
Belfast	34.81%	275,000	500,000		15,000		£790,000
Carrickfergus	55.37%	92,050	59,180		15,000		£166,230
Castlereagh	44.29%	67,916	77,274		5,000	3,155	£153,345
Coleraine	43.59%	85,061	97,866			12,210	£195,137
Cookstown	62.66%	87,731	52,270				£140,001
Craigavon	38.79%	81,439	121,489		7,000	8,000 (DoJ Offender Levy)	£217,928
Derry	19.13%	60,368	192,800	20,000	14,9202	7,500	£315,588
Down	61.76%	123,443	56,440	20,000			£199,883
Dungannon	51.60%	95,783	66,329	20,000		3,500	£185,612
Fermanagh	44.83%	84,095	83,500			20,000	£187,595
Larne	100.00%	88,607	-				£88,607
Limavady	38.96%	68,963	88,040	20,000			£177,003
Lisburn	47.49%	149,303	87,341		9,000	68,763	£314,407
Magherafelt	40.93%	59,092	68,779		1,500	15,000	£144,371
Moyle	62.11%	97,078	36,214	20,000	3,000		£156,292
Newry	48.66%	105,449	105,253		6,000		£216,702
Newtownabbey	23.84%	45,087	131,8561			2,197	£189,140
North Down	40.20%	70,857	85,391	20,000			£176,248
Omagh	44.46%	84,935	74,099	20,000	4,500	7,500	£191,034
Strabane	42.20%	73,544	74,199	20,000	3,500	3,050	£174,293
Total	43.21%	2,379,476	2,540,693	£240,000	£126,795	£228,353	£5,515,317

2.28 In similar fashion to the involvement of volunteering as a useful resource, the leveraging of additional funding should also be a priority for the PCSPs. Each PCSP has objectives centred on reducing ASB and engaging young people and over half the PCSPs accessed additional funding aimed at this area. Only one PCSP accessed DoJ Offender Levy Funding which is aimed specifically at victims and witnesses of crime, although the relevance to the PCSP aims of reducing fear of crime would appear high. There is also a direct link to the provision of advocacy services for victims of hate crimes that PCSPs support and could perhaps apply funding. The Community Safety Warden Scheme disbursed £240,000 to PCSPs and the proposed discontinuance of this Scheme will affect all of the newly configured PCSPs to a greater or lesser extent. ***The loss of some discretionary funding sources should be offset by reducing the relatively high level of administration costs once the LGR is implemented.***



Outcomes

Perceptions of policing

- 3.1 The DoJ survey (*Perceptions of Policing, Justice and Anti-Social behaviour*) poses a set of questions relating to levels of public confidence in the local police and their working in partnership with other agencies to address ASB and local crime issues. In the 12 months to December 2013, overall confidence in engagement at 41% was unchanged compared to the previous year. Over similar periods the proportion of respondents agreeing that police and other agencies seek peoples' views about (40%) and are dealing with (42%) ASB and crime issues remained unchanged.
- 3.2 The survey also indicates that less than half the community have confidence in the level of engagement by the local police and other agencies and that it is not improving.
- 3.3 The other relevant question to the PCSPs is the level of confidence communities have in policing and a recent piece of research commissioned by the NIPB¹² drew the following conclusions: *'According to official surveys, public confidence in the PSNI has steadily increased since the organisation was formed in 2001 (Nolan, 2013:66). The DoJ have recorded an overall confidence rating in the PSNI and police accountability arrangements at 79.3 percent, remaining on par with the previous year's figure (80.3 percent) (DoJ, 2014). Further details of confidence in the PSNI are provided by the three police-specific indicators from the DoJ, whereby:*
- 85 percent thought the police provide an ordinary day-to-day service for all the people in Northern Ireland;
 - 72.7 percent thought the police do a very or fairly good job in Northern Ireland as a whole;
 - and 78.6 percent believed that the police treat Catholics and Protestants equally in Northern Ireland as a whole' (DoJ, 2014).
- 3.4 These are high percentages and as a brief point of comparison, the general confidence levels in the police (and local councils) in England and Wales for 2010-11 was 52%: perhaps begging the question as to why there is a perceived problem with policing in Northern Ireland and would things be any different in the absence of PCSPs?
- 3.5 The answer is that levels of public confidence do fall when the focus of the questions shift from the PSNI at a Northern Ireland level to a local level associated with 'people's own area'. *'The NIPB survey showed 67% rated the police as doing a very/fairly good job in their local area compared to a very/fairly good job in Northern Ireland as a whole; 46% were very/fairly satisfied with the levels of police patrols in their area; and 26% were very/fairly dissatisfied' (NIPB, 2013) - a sizeable minority.*

12 NIPB: Confidence in policing research: 'Key drivers of Public confidence in Northern Ireland'; Byrne J, Topping J, Martin R; May 2014.

- 3.6 The DoJ survey (*Perceptions of Policing, Justice and Anti-Social Behaviour*) found that:
- 54% of respondents were confident that the local police could be relied on to be there when you need them;
 - 66% had confidence that the local police treat everyone fairly regardless of who they are; and
 - 52.7% were confident that the local police could be relied on to deal with minor crimes (DoJ, 2014).
- 3.7 The conclusion is that the main surveys are useful in highlighting general trends in public confidence but *'rather less useful in highlighting police-community relations in specific neighbourhoods and among specific social groups'*. The issue is that within the relatively high levels of confidence in policing there are specific areas where the figures are very low. As evidence of this Ellison *et al*¹³ found that just 35% of respondents in a localised survey felt *'positive change'* had occurred within policing.
- 3.8 There is an extensive body of evidence – too substantial for inclusion in this report – that proposes that procedural fairness has a greater impact on building confidence than outcome-based concerns. Going as far as saying that even when delivering negative outcomes, police officers could build legitimacy by acting in fair ways.¹⁴ Most recently the PSNI Chief Constable said *"Keeping people safe is our job...but in order to improve community confidence; it's not just what we do; it's how we do it."*¹⁵
- 3.9 What this means for the PCSPs is a need to agree the local measures of confidence that they will use to assess the police across the PCSPs area. Whilst holding the police to account for the recorded crime statistics and other targets in the Local Policing Plan is a formal role

Operational recommendation

PCSPs need to extend their assessment into the manner and procedural approach of the local police and provide written feedback to the area command. Specific measures can be identified through local focus groups and follow-ups of policing events and interventions. The transitional action plans of the PCSPs could usefully focus on establishing baseline data for future comparison.

Perceptions of PCSPs

- 3.10 Within the 2014 Omnibus Survey a series of questions in respect of PCSPs was posed. Of the surveyed community, 46% of people had heard of PCSPs down from 51% and 38% knew how to contact their local partnership, although only 3% of the surveyed population knew who their local members were.
- 3.11 Although 38% of people felt their local PCSP had helped to improve policing in their area almost the same number - 35% of people - felt that their PCSP had not helped improve policing.
- 3.12 In answer to the question *'Who would you normally contact on policing and community safety issues locally?'* 55% said they would contact the police; 29% said they would contact their councillor or MLA; and only 6% said they would contact the PCSP. These figures present room for improvement.

13 Ellison, g et al. (2012a) Assessing determinants of public confidence in the Police; a case study of a post-conflict community in Northern Ireland, *Criminology and Criminal justice* 13(5), 522-576.

14 Tyler & Huo, 2002 *Trust in the Law; Encouraging Public Co-operation with the Police and Courts*; New York: Russell Sage Foundation. Tyler & Fagan, 2008 *"Why do people Co-operate with the Police?"* *Ohio State journal of Criminal Law* 6, 231-275.

15 NIPB Board questions to Chief Constable – July 2014 meeting.

3.13 A local survey of Belfast was more encouraging with almost 90% of people having heard of the partnerships. Even so, less than half those questioned understood the role of the PCSPs and only 5.3% of people said they would normally contact the PCSP about policing and community safety concerns, with a greater proportion (7.9%) indicating they would contact some other unspecified body or person about their concerns.

Survey of attitudes to PCSPs – Belfast 2014

Have you heard of Belfast PCSP/DPCSP?	
88.2%	<i>Yes</i>
10.5%	<i>No</i>
Can you name a member of your PCSP?	
34.2%	<i>Yes</i>
65.8%	<i>No</i>
Do you understand the role and function of the PCSP?	
44.7%	<i>Yes</i>
53.9%	<i>No</i>
Who do you normally contact for policing and community safety concerns?	
57.9%	<i>PSNI</i>
5.3%	<i>PCSPs</i>
0.0%	<i>Neighbourhood Watch</i>
7.9%	<i>Politicians, Councillors or MLAs</i>
19.7%	<i>Voluntary or community groups</i>
7.9%	<i>Other</i>
Do you feel that the PCSPs help make your community a safer, shared or more confident place to work, live or socialise.	
15.8%	<i>A lot</i>
23.7%	<i>A little</i>
60.5%	<i>Don't know</i>

3.14 This indicates there are problems in publicising the work and role of the PCSP, extending its influence into certain areas, engaging with other agencies and identifying actions that will have the greatest impact on the measures of success most relevant to community safety and policing.

3.15 The branding of the PCSPs could be improved by giving the PCSP logo greater prominence and also insisting that funded events display the PCSP logo. The logos of the DoJ and the PSNI are distinctive and in one instance, Inspectors observed that they tended to overshadow the PCSP logo. There were also instances of the PCSP funding projects but no acknowledgement of the PCSP involvement was made.

3.16 The other sources of data that might reflect on the performance of the PCSPs are the PSNI recorded crime figures and the NI Crime Survey. Table Two shows the recorded crime figures collated by the PSNI. It highlights a downward trend in all categories of recorded crime.

Table Two: PSNI Recorded crime figures

Crime	2003	2007	% change	2013	% change
Overall Crime Rate	144.1	134.8	-9.3	100.4	-25.5
Burglary Rate	12.6	10.9	-1.7	9.17	-15.9
Thefts Rate	42.4	33.0	-9.4	26.6	-19.4
Violent Crime Rate	41.6	44.6	+3	30.7	-31.2
Anti-Social Behaviour	73360	62734	-10626	60,706	-2,028

3.17 The Northern Ireland Crime Survey quantifies the level of crime by measuring crime victimisation rates experienced by people regardless of whether or not these crimes were reported to, or recorded by, the police. The most recent findings show that the victimisation rate of all surveyed households fell from 11.2% in 2011-12 to 10.9% in 2012-13 representing the lowest victimisation (prevalence) rate reported by the NI Crime Survey since this measure was introduced. Both the recorded crime figures and the survey of crime show a downward trend.

3.18 The downward travel is welcome news although attributing this to the work of PCSPs is not obvious as many other factors play an equal or greater part. For their part the PCSPs have been trying to engage with local communities, identify priorities and develop suitable metrics. A review of the action plans of the PCSPs indicated an awareness of the issues affecting local people, either through direct surveys, discussions with the police, councillors and community representative and public meetings/events. Similarly, the plans included specific targets to reduce the incidents of those crimes and behaviours that were identified by the majority of respondents. The Down PCSP Action Plan typifies the types of targets set by the PCSPs:

- reduce the number of burglaries;
- increase the number of drug seizures and drug arrests;
- reduce the number of anti-social behaviour incidents;
- reduce the number of repeat victims of anti-social behaviour; and
- in partnership reduce the number of people killed or seriously injured in road collisions.

3.19 Identifying targets focused on meeting the concerns of the local population directly related to crime and safety issues is not the problem and arguably the PSNI would do this anyway. Rather increasing public understanding of the role and work of the Partnership, leveraging the work of the big statutory agencies and delivering actions that directly reduce crime or fear of crime, are the main areas to improve.

Lessons from Neighbourhood Renewal Initiative

3.20 Some lessons of community-led projects can be learned from the review of the Neighbourhood Renewal Initiative which is transferring to local government as a result of LGR. The findings of the interim review of neighbourhood renewal could have been written for the PCSP initiative.

'... Reviewing progress in relation to the Community Renewal objectives has been difficult not least because of the lack of any clear definition or quantifiable baseline position. It is possible to quantify inputs and list activities which are construed as having a community development dimension (in terms of promoting the activities above) but there are no quantifiable outcomes per se. Anecdotally, activities... Can all be put forward as evidence... (but) there remains a need to clarify outcomes...'

3.21 Similarly, the recommendations resonate with the PCSPs:

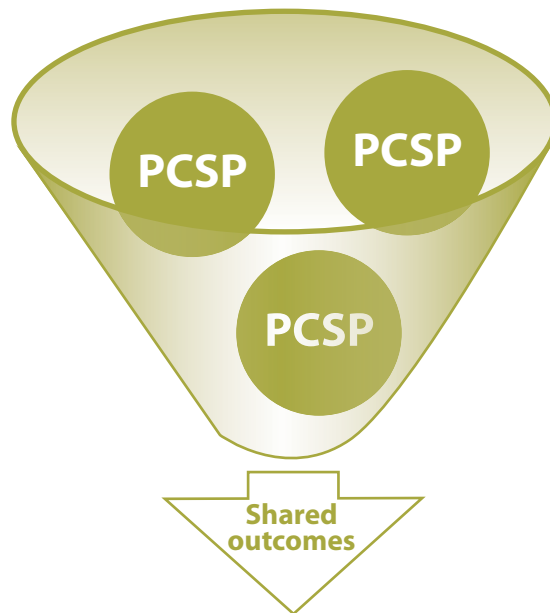
- *Local policies need to be linked with wider policies operating at a broader spatial scale (this is relevant in the context of PCSPs and Community Planning).*
- *Action Plans should be reviewed to ensure that connections are made between areas of need and areas of opportunity (the Newry PCSP approach is noteworthy here).*
- *An annual report on expenditure, project activity and progress against outcome measures for each Neighbourhood Renewal Area (read PCSP area) should be published (this would greatly assist the Joint Committee assessment).*
- *Move towards programmes and away from one off projects. (The guidance from the Joint Committee should be more prescriptive of the role and overall achievements of the PCSPs).*
- *Bring together project and mainstream spending in a more complementary way (hence the proposed four-year cycle of planning and funding for PCSPs).*
- *Projects which do not display the ability to contribute to agreed outcomes should not continue to be supported and more effective methods of achieving outcomes should be found (funding groups and events can become established despite evidence of need indicating otherwise).*
- *Success should be measured by the outcomes that it delivers (not activities) (applies to all PCSPs)*
- *Move towards outcome focused planning (relevant to all PCSPs and Community Planning).*
- *There should be a greater emphasis on self-help (volunteering in PCSPs).*

Taking some of these themes as a general formula for the PCSPs modus operandi the emphasis has to be on:

- baselines and metrics to measure success;
- shared outcomes;
- a joined up planning process;
- rigour in measuring performance;
- evidence of need; and
- focus on partnership and co-operation.

Shared outcomes

3.22 The Community Plan creates a single vision for development and the planning process should funnel the aims and objectives of the various players with agreed outcomes indicating success. Aggregating the aims of Neighbourhood Renewal, Community Safety and Good Relations Strategies with PCSPs should aim to simplify the strategy landscape. Agreeing the outcomes to be achieved, having a structure that brings the players around the table and having funding through a single source, is the start of a process to vest governance, accountability and delivery in the new council structures.



3.23 Moving to larger PCSPs provides an opportunity to overcome the 'David and Goliath' relationship with statutory bodies, but the communication channels must rise above the monthly meeting if there is to be a meaningful level of influence. Where the aims of the statutory bodies, the PCSPs and the community need overlaps, gives the greatest hope of a successful outcome. The approval process for individual projects can be at the transactional level with specific local outcomes, but the overall assessment of the PCSPs should be based on outcome agreements that make a contribution to the achievement of the Community Plan.

Shared governance

3.24 The community planning process also provides a platform to address the governance issues facing the PCSPs that arises from the tripartite nature of the current arrangements (DoJ, the NIPB and the local council) and their overlapping and duplicated efforts to gain assurances of PCSP activity. Going forward the Council Chief Executive will be Accounting Officer for any expenditure channelled through the council with the council auditors and the Local Government Auditor should provide assurances to all the funders. The delivery of the Community Plan will be overseen by a Council committee and although the delivery of PCSP objectives through the community planning process will be some time downstream, the mechanism will be there to assess performance and report on this to all stakeholders.

3.25 In a future arrangement, the DoJ Partnership Development Officers could carry out risk-based verification visits on behalf of the Joint Committee. This should not duplicate the work of the auditors but should focus on the achievement of the set outcomes for individual projects and also review the overall performance of the PCSPs. The Partnership Committee would retain strategic oversight of the performance of the PCSPs and to assist this, should consider issuing more prescriptive advice to PCSP Chairpersons on the management of business and the development of action plans that deliver a cumulative effect by co-ordinating the projects around specific objectives. The assessment of the PCSPs through bi-annual and annual reports should continue with the Partnership Committee inviting the PCSP Chairpersons and Managers to regular meetings to discuss achievements and challenges. Raising the standards of the PCSPs must avoid the trap of promoting the success of the many whilst encouraging tolerance of the failure by the few. A serious debate on the causes of failure is the pre-requisite of success.



Appendices



Appendix 1: Terms of reference

Introduction

Criminal Justice Inspection Northern Ireland (CJI) proposes to undertake an inspection of Policing and Community Safety Partnerships (PCSPs). The PCSPs are statutory bodies established under the Justice Act (Northern Ireland) 2011, specifically Sections 20 to 34 and Schedules 1 and 2 of the Act. Under this Act district councils are obliged to establish a PCSP structure in their locality. There are 26 PCSPs - one for each district council. In addition to the overarching PCSP established in Belfast, there are four District Policing and Community Safety Partnerships (DPCSPs) operating.

Role of the PCSPs

The overall purpose of the PCSPs is help make communities safer and to ensure that the voices of local people are heard on policing and community safety issues. The aim is to empower communities to help develop solutions to tackle crime, fear of crime and anti-social behaviour. The PCSPs should endeavour to provide a more integrated approach by bringing together, in a single body, the functions previously undertaken by the District Policing Partnerships (DPPs) and Community Safety Partnerships (CSPs). The intention is that PCSPs would incorporate the most effective aspects of the previous arrangements, whilst operating in a more holistic, streamlined and joined up way.

Aims of the inspection

The aims of this inspection are to examine a broad set of issues around the governance, performance and accountability of the PCSPs, including:

- The establishment of the structural aspects of the PCSPs including:
 - the requisite memberships – including a review of the effectiveness of the operation of designation;
 - the committee structure (including the Policing Committee);
 - reporting lines and adequate administrative arrangements;
 - and the effectiveness of the structures in place for Belfast – specifically the role of the Principal PCSP and the governance arrangements in respect of DPCSPs.
- A review of the effectiveness of the Memorandum of Understanding governing the operation of the Joint Committee.
- Evidence of contributing at a strategic level to the achievement of the targets set in the Programme for Government and the Northern Ireland Policing Plan, the Community Safety Strategy and to wider justice issues.
- The definition of clearly defined outcomes to achieve improved community safety reflecting the needs of communities and other stakeholders.
- Evidence of the PCSP consulting and engaging with local communities, identifying and prioritising issues of concern with suggested approaches, monitoring performance and delivering a positive difference to communities.
- Actual improvements in community safety - including reductions in crime, fear of crime and anti-social behaviour.
- Evidence of improvements in the channels for communities to engage with statutory authorities and actual improvement.
- Emphasis on the role of policing in the community with improved levels of confidence, higher level of delivery, reporting and engagement with disadvantaged communities and young people.
- Overall, a structure and process providing clear lines of accountability, performance review, transparency of decision making with clear improvements over the previous arrangements.



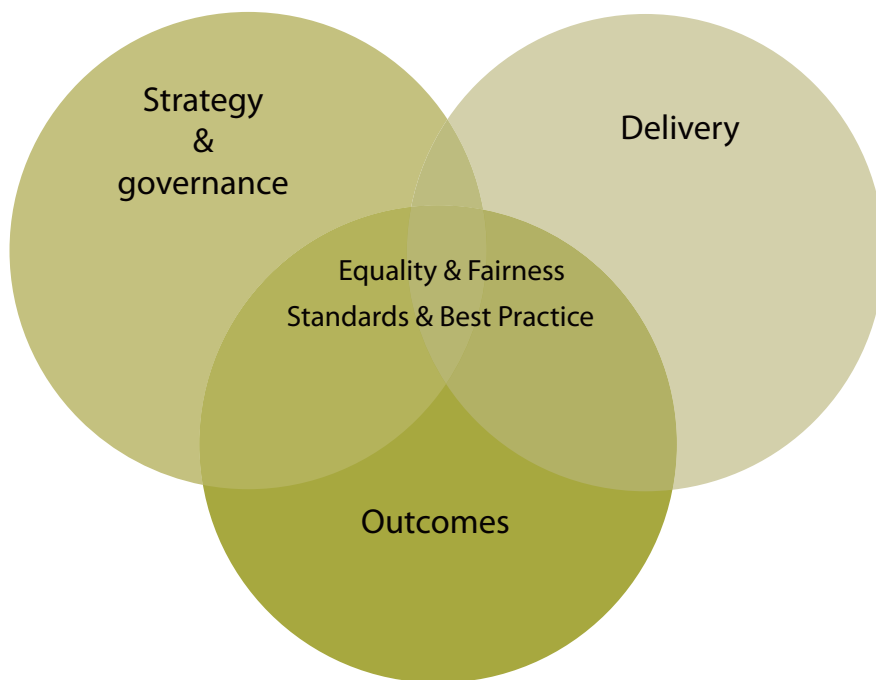
Methodology

The inspection will be based on the CJJ inspection framework, as outlined below. The three main elements of the inspection framework are:

- strategy and governance;
- delivery; and
- outcomes.

Constants in each of the three framework elements and throughout each inspection are equality and fairness, together with standards and best practice. Inspectors will look for evidence in strategy, service delivery and in outcomes that equality and fairness are integral to the work of the PCSPs.

CJJ inspection framework



Research and review

Collection and review of relevant documentation such as strategic objectives, plans, external reports, internal strategies, policies, minutes of meetings, performance management, financial management and monitoring information, business statistics, risk registers, stewardship statements, and other relevant risk-related material, communications strategies, internal and external surveys and any other relevant internal reviews, papers and correspondence.

Fieldwork

- Terms of reference will be prepared and shared with the Northern Ireland Policing Board (NIPB) and the Department of Justice (DoJ) Community Safety Unit (CSU) prior to the initiation of the inspection. A liaison person from the NIPB and CSU should be nominated for the purposes of this inspection;
- interviews will be conducted with NIPB, DoJ, the Police Service of Northern Ireland (PSNI), PCSPs, councils, senior management and staff, and other criminal justice organisations and relevant stakeholders to give an insight into the PCSPs;
- evidence of planning and decision-making leading to performance improvement and recognition of future changes in demand and operating environment will be gathered; and
- analysis of performance data, observation at meetings, review of documentation, compliance with models of governance and delivery will be made. CJI may also engage specific assistance to assess governance, policing and community safety policy development.

Feedback and writing

Following completion of the fieldwork and analysis of data, a draft report will be shared with the sponsors for factual accuracy check. The Chief Inspector will invite the sponsors to complete an action plan within six weeks to address the recommendations and if the plan has been agreed and is available it will be published as part of the final inspection report. The inspection report will be shared, under embargo, in advance of the publication date with the sponsors.

Inspection publication and closure

- Upon completion a report will be sent to the Minister of Justice for permission to publish;
- when permission is received the report will be finalised for publication;
- any CJI press release will be shared with the Joint Committee prior to publication and release; and
- a suitable publication date will be agreed and the report will be issued.



Appendix 2: Functions of Policing and Community Safety Partnerships

The statutory functions of PCSPs, listed in Section 21 of the Justice Act, are to:

- provide views to a relevant district commander and to the Policing Board on any matter concerning the policing of the district;
- monitor the performance of the police in carrying out
 - the policing plan in relation to the district; and
 - the local policing plan applying to the district or any part of the district;
- make arrangements for obtaining the co-operation of the public with the police in preventing crime and enhancing community safety in the district;
- make arrangements for obtaining the views of the public on the policing of the district and enhancing community safety, and consider any views so obtained;
- act as a general forum for discussion and consultation on matters affecting the policing of the district and enhancing community safety in the district;
- prepare plans for reducing crime and enhancing community safety in the district;
- identify targets or other indicators by reference to which it can assess the extent to which those issues are addressed by action taken in accordance with any such plans;
- provide any such financial or other support as it considers appropriate to persons involved in ventures designed to reduce crime or enhance community safety in the district; and
- carry out such other functions as are conferred on it by any other statutory provision.

In summary, PCSPs must:

- **consult and engage** with the local community, the statutory and voluntary sectors and other relevant organisations in order to identify local issues of concern in relation to policing and community safety, and to improve co-operation with the police. The Policing Committee has a distinct responsibility to provide views on policing matters to the relevant district commander and the Policing Board;
- **identify and prioritise** the local issues of concern and prepare plans for how these can be tackled;
- **monitor** performance to ensure delivery against the PCSP action plan. The Policing Committee will monitor the performance of the police to ensure that local policing provision is delivering for local communities; and
- **deliver** a positive difference to communities, contributing to a reduction in crime and enhancing community safety in the district, directly through their own interventions, through the work of their delivery groups or through support for the work of others.

The functions of DPCSPs in Belfast are similar to the PCSPs.

Appendix 3: Views of Policing and Community Safety Partnership members and officials in respect of governance

PCSP members and officials see governance having a positive impact when:

- The relationship with the council is supportive, but administrative and not directive.
- The role of the chair is clarified as leading the PCSP rather than reflecting council or political affiliations.
- The nature of the meetings is not adversarial although robust discussion and challenge is not discounted.
- There is a clarity of purpose reflected by an agreed action plan that is owned by the members of the PCSP
- The approach of the PCSP is to blend the accountability function with developmental aspects i.e. it is not all historic accountability but also a partnership to improve services.
- The monitoring of the police delivery is accompanied by action points for change or improvement that are actively followed up at the next meeting.
- The role of the designated members is made clear and that they are not held to account by the PCSP.
- Funding process is compliant with procedures and is understood by the members.
- Managers provide professional support.
- PCSPs see themselves as and are regarded as separate entities, not subordinate to the council or treated as council sub-committees.
- The role of the DoJ Partnership Development Officer is clear, supportive and communicated at all stages of the process.

PCSP members and officials see governance having a negative impact when:

- PCSP meetings are so formalised by either structure, location or process that they resemble mini-councils.
- Line of accountability from Joint Committee is not fully understood.
- The PCSP has no clear brand and is either seen as a tool of DoJ, NIPB or the council – this restricts engagement with the community.
- The district council either through direct intervention or behavioural praxis influences PCSPs and restricts their community role.
- Political representatives do not partner with independents.
- Focus is solely on holding the PSNI (and sometimes designated bodies) to account.
- Funding of projects is ineffective due to non-compliance with set protocols.
- Managers stray into operational aspects of the PCSP role by being overly prescriptive of action plans.
- Poor communication between the various bodies and feedback from the PSNI to PCSP members.
- Inadequate training, induction and guidance leads to time wasted on building structure, process and relationships.
- No overall accountability mechanism for the PCSP to assess their effectiveness.
- Compliance audits excessive and duplicated.
- Non-attendance not addressed.



Appendix 4: Analysis of partnership working

Researchers identified a number of themes that were common to the achievement of crime-related outcomes by partnership working. These are described briefly below and indicate some resonance with the emerging findings around the effectiveness of the Northern Ireland PCSPs.

- **Partnership focus** – clarity regarding the problem to be targeted, and the activities to address the problem identified.
- **Shared values** – at a strategic level shared values are critical to the success of partnerships.
- **Leadership and roles** – strong leadership, clear structure and defined roles and responsibilities with a full time manager was seen as essential.
- **Partnership experience** – prior experience was as an important factor.
- **Partner communication and co-location** – the co-location of partnership teams, shared data and research to guide decision-making.
- **Flexible structures** – that avoided burdensome bureaucratic structures and processes was an important factor in securing effective delivery of outcomes.

Using the headings above taken from the research study, the findings of this inspection were grouped relatively easily under the various themes. The common ingredients leading to successful delivery by PCSPs were found to be:

Partnership focus

- The PCSP members act as a voice for their community and identify problems.
- Projects should have evidence of achievement so that relevant activities are delivered.

Shared values

- The recognition of need in the community is agreed and the proposed programme is agreed. (This was evidenced in those PCSPs where voting was not used and consensus was reached on the programmes and action plan).
- The ethos of partnership working should be enshrined in the corporate documentation circulated by the Joint Committee and political, independent and designated members of PCSPs should receive relevant training in how to achieve it.
- The views of the PCSP are reflected in the area policing plans, either as specific elements or reprioritisation.
- The business community is engaged and some measures of economic benefit are linked to the PCSP activity to promote wider buy-in.
- There was co-operation between the clusters of local authorities prior to the Local Government reforms.

Leadership and roles

- All members of PCSPs, including those representing the designated bodies, should be clear about their roles on the PCSP.
- The reps of the designated bodies are decision makers or have a clear recognised pathway into the decision makers in their organisations.

Partnership experience

- The independent members are networked in their communities and actively bring this knowledge to the table.
- The PCSP membership is diverse with young people and minorities represented.

Partnership communication

- Sharing of best practice, among PCSPs, of what works is evident.
- PCSP have knowledge of the work and plans of the designated bodies to align their proposals and leverage resources and delivery channels.
- Shared data through a database provided evidence of need and assessment of delivery and outcomes.
- Public meetings are themed and public are engaged through specific events that may or may not be primarily organised by PCSP.

Flexible structures

- The PCSP is formally constituted with meetings being run strictly on the lines of council meetings.
- Reporting and accountability focused on compliance and outputs of individual PCSPs without more strategic analysis of the success of the whole programme.

Identifying the general themes that contribute to the success or otherwise of the PCSPs is relatively easy, but assessing the success of individual PCSPs and the overall effectiveness of the PCSP initiative is more challenging.



Appendix 5: Examples of successful projects

The **Carrick** PCSP ran projects including the Castle Boxing project and a project funded by the Priority Youth Interventions (PYI) programme 2013-14 – ‘Diverting, developing and challenging’. Both projects engaged large numbers of participants, including young people and adults. The lessons learned were:

- Youth engagement as part of a community safety strategy requires time, resources, focus and commitment which also required a strategic and co-ordinated approach amongst all statutory, voluntary and community agencies.
- Schools are significant contact points in local youth work and offer the opportunity to disseminate information to all young people in the Borough.

The target age group of those involved was sometimes changed to meet local needs (to include younger or older young people). Older and more experienced young people are often better able to understand and continue the work of community safety and offer opportunities for peer education.

Carrick also developed a mobile telephone app. that may be accessed via Smartphone, providing safety awareness advice to young people amongst other things.

Midnight street soccer and cage soccer are regular projects run by the PCSPs to divert young people away from crime and anti-social behaviour. Alongside the actual soccer the opportunity is taken to involve young people in other activities such as drug and alcohol awareness sessions, sessions with the local PSNI, nutrition and fitness guidance.

There were many successful examples illustrated by the project delivered in **Castlereagh** PCSP where the last programme involved almost 700 children and young people. The PSNI reported lowered levels of anti-social behaviour; evaluations with young people gave a positive view of the event and at a total cost under £8,500 (£12 per participant) represented value for money. The potential to enumerate the changed levels in anti-social behaviour and a survey of local residents would add further value to this project.

Lisburn PCSP run two very successful Community Safety Warden Schemes that utilise large number of volunteers, reduced crime, tension and anti-social behaviour, increased engagement with the police and improved cross-community involvement.

South Belfast District PCSP delivered a programme of training to 135 participants from 35 bodies alongside police officers covering vulnerability training in the night time economy. This was a timely programme of training and complemented the Get Safe Home Campaign.

There are many other examples of successful projects and particularly encouraging was the work of the PCSPs in **Moyle, Limavady, Coleraine and Ballymoney** in delivering projects across their respective areas in anticipation of the merger of these council areas following local Government reform.

Armagh PCSP organised installation of home security equipment in 100 homes per year and raised awareness of home security, and community safety issues through presentations and information stands. There were a range of other projects aimed at young people, rural communities, and older people. The evaluation of the schemes includes, recording the number of referrals, the actions taken as a result of the referral and the total

number of security items supplied, a customer satisfaction survey to try and assess the impact of the scheme, a pre and post analysis of patterns of domestic burglary and bogus callers. Reports will be made to Armagh PCSP and an annual report will be produced outlining the progress of the project.

The **Ballymena** PCSP initiated a priority youth intervention scheme in response to persistent low levels of harassment in the Dunclug, Moat Road and Ballykeel areas – sectarian as well as racist. The PCSP launched a series of workshops aimed at raising awareness and understanding of the impact of race hate crime and understanding of the cultural identity of other communities. The success factors were measured as an increased awareness and understanding of the impact of race hate crime and an understanding of the cultural identity of other communities.

In **Coleraine** the PCSP ran a project to provide a service to ensure that victims of domestic violence had immediate response to crisis issues and were enabled to reduce risk of harm. The success factors were deemed to be:

- increased understanding of the risks associated with domestic violence;
- increased safety through development of safety plans;
- increased uptake of a range of support services through supported referral and signposting; and
- resolution of immediate crisis issues.

The Brighter Futures Project run by **Derry** City PCSP addressed a number of issues highlighted by young people in their community. This was a broad ranging project and provided young people with the opportunity to engage in a variety of youth-led projects. The benefits of the scheme were identified as establishing and developing relationships between young and old people in the estate and increasing the sense of security in the estate.

The **Down** PCSP conducted a Community Safety Survey which indicated community concerns over high levels of anti-social behaviour in a particular area. As a result an action plan was developed following consultation with identified stakeholders. The action plan incorporated three different projects: a youth drop-in on Friday evenings, a Primary School's art project and a reminiscence event for the elderly in the area.

Towards the completion of the action plan a further Community Safety Survey was undertaken. PSNI statistics comparing figures pre- and post-action plan demonstrated a drop in violence against the person from 27 to eight; criminal damage dropping from 13 to two and anti-social behaviour incidents dropping from 39 to 29.

The **Dungannon** PCSP ran successful projects such as, 'Safe Borough', a domestic violence training, awareness-raising and signposting project, delivered by Mid-Ulster Women's Aid and an engagement project delivered by the PSNI/Speedwell Trust that brings local Primary Schools and PSNI together to build understanding and trust, and to look at issues like cultural diversity, sectarianism, flags and emblems. Upon completion of the projects participants were surveyed for their views.

- Participants' evaluation feedback shows increased awareness of domestic violence.
- Participants' evaluation feedback shows increased knowledge regarding 'what to do/where to go'.
- Participating children's evaluation feedback shows increased awareness across this spectrum.
- Participating children's evaluation feedback shows increased awareness of safety issues.
- Participating children's evaluation feedback shows increased awareness of policing, police officers and their work.



Fermanagh PCPS in conjunction with Extern ran a project using the medium of fishing as part of a diversionary campaign. The evaluation noted the following achievements:

- Increased number of young people associated with the diversionary fishing project.
- Further development of peer mentoring within the club.
- Greater uptake in the summer leagues.
- On-going support and guidance from Fermanagh District Council and financial support of £2,500 from PCSP.
- Grant aid of £1,500 from the Youth Justice Agency to purchase 40 additional buoyancy aids.
- Support from the Department of Culture Arts and Leisure (DCAL) by the donation of 60 fishing rods seized from non-licensed anglers.
- Sponsorship from DCAL to the value of £5,000 to host a major training/fishing event for 100 young people, including free fishing licences and permits for all participants.

Agewell is a partnership covering the Mid-Ulster area, (**Cookstown, Magherafelt, Dungannon & South Tyrone** council areas) working together to improve services for vulnerable older people in the community. Agewell commenced on 24 May 2010 and will run for five years, as part of the ongoing monitoring of the impact of the project on its stakeholders, Agewell commissioned Business Improvement Solutions (BIS) to carry out a Social Return on Investment (SROI) analysis on the project covering the period May 2010 to May 2013. The aim was to deliver the following outcomes:

- Reduced isolation for 2,100 vulnerable older people (700 per district) in their homes over the lifetime of the project.
- Increased community ownership of issues affecting vulnerable older people through involvement of 30 community organisation (10 from each district), recruitment and training of 50 volunteers who will implement initiatives and 100 young people who will be involved with intergenerational initiatives.
- Reduction in poverty levels (including fuel poverty) of 300 vulnerable older people (60 each year of the project) by promoting energy saving schemes and providing benefit advice.
- Improved security and safety of 1,500 vulnerable older people in their homes and a reduced fear of crime over the lifetime of the project.
- Enhanced collaboration and joined up working between at least 20 services and agencies to improve services and access to services for vulnerable older people throughout the three districts measured against the partnership agreement which will have yearly targets across the five years.
- Improvement in the physical and mental health and well-being of 600 vulnerable old people (200 in each district) over the lifetime of the project.
- BIS estimated that the SROI for every pound spent on Agewell over the three year period was £2.43, a 243% return on investment.

Omagh PCSP launched the Street Safe initiative providing support and first aid to vulnerable groups of people, particularly young people socialising within Omagh Town Centre. Volunteers, recruited through Omagh Volunteer Centre, and staff provided assistance for young people, who have lost contact with their friends, been refused entry to licensed premises or have become incapacitated through the use of drugs or alcohol.

A detailed record of activity is maintained and an excerpt is given below:

Drinks provided	Flip Flops provided	Blankets provided	General advice given	Emergency Services called	Referral to other agency/service	Calls to CCTV	Disturbance /ASB	First Aid provided	Place of Safety provided	Bottles/glasses lifted	Referral from PSNI
1415	423	69	724	16	12	12	43	46	77	42	11


Strabane PCSP ran a Where is Your Child Tonight? Campaign that included an advice booklet aimed at providing information and sign-posting for parents, community workers, teachers etc on six key issues that commonly affect young people in the district, namely drugs, alcohol, suicide, self-harm, internet safety and cyber bullying. A large response led to a re-print of the booklet. The largest post-primary school in the district hosted a series of information evenings for parents based on the content of the booklet and doctors in the local medical centre stated that they would hand these out to parents of teenagers. This was supported by an advertising campaign using a range of electronic media at key times of the year, such as Halloween, Christmas and St. Patrick's Day, panels on the side of council refuse lorries, to ensure that the messages were disseminated throughout the district and beer mats were used in licensed premises to encourage parents to think about what their children are doing while they are out socialising.



Appendix 6: Involvement of volunteers

PCSP	Nature of volunteering involvement	Number of volunteers	Source of volunteers
Ards	Applicants for funding involve volunteers in projects	Variable	Recruited by the funded bodies and not PCSP
Armagh	No volunteers	N/A	N/A
Ballymena	Bee Safe - Mediation project. Normally for both mediators Neighbourhood Watch Schemes Farmwatch Reduce Rural Crime Ballymena Secured Scheme. Clean Neighbourhood Programme	1 volunteer for 20 hours Two mediators up to 40 hours Variable amounts of input but likely to be substantial number of hours.	Local community recruited through the community engagement process. PCSP members acting in a voluntary capacity.
Carrick	Majority of PCSP projects involve volunteers	Substantial	Recruited from communities
Craigavon	Neighbourhood Watch	65 people plus helpers – vary in hours provided ranging from three hours per week or three hours per month	Recruited from communities
Derry	Neighbourhood Watch	32 volunteer co-ordinators operating 26 schemes.	Recruited from communities
Down	Volunteers help Down PCSP roll out many elements of its Action Plan. E.G. Anti-Social Behaviour Action Plan in Newcastle	Deliver and collect surveys from over 500 local households.	Community groups and local community organisations.
Fermanagh	No volunteers directly involved in the delivery of PCSP work. Community groups accessing small grants would involve the use of volunteers. Used as match funding usually calculated at £10 per hour	Variable	Community groups

PCSP	Nature of volunteering involvement	Number of volunteers	Source of volunteers
Larne	No volunteers		
Limavady	Summer Diversion Small Grant Scheme	Variable	Individual applicant groups cite numbers of volunteers and number of hours for their proposed initiative.
Lisburn	Two of the PCSP Projects – Lisburn SAFE and Colin Safer Neighbourhood Project. Volunteer Warden Schemes.	Over 100 volunteers working in both schemes.	Recruited from the community and trained with the assistance of funding from Policing With the Community, DoJ and PCSP Small Grants
Omagh	StreetSafe	Circa 2,500 hours annually	Community groups
Strabane	Outdoor events	Four volunteers, five hours each	Fire and Rescue Service.



Copyright© Criminal Justice Inspection Northern Ireland
All rights reserved

First published in Northern Ireland in December 2014 by
CRIMINAL JUSTICE INSPECTION NORTHERN IRELAND
14 Great Victoria Street
Belfast BT2 7BA
www.cjini.org

