



Llywodraeth Cymru
Welsh Government

Report to the Public Accounts Committee

Safer Communities Programme Update

June 2019

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ONE

Summary

In 2016 the Wales Audit Office published a report into Community Safety in Wales. The report concluded that complex responsibilities make it difficult for public bodies to co-ordinate a strategic approach to community safety, which weakens collective leadership and accountability, and undermines the potential to help people stay safe.

We agree with the fundamental conclusion of the then Auditor General, however we would emphasise the point that community safety in Wales is a complex area for many reasons. These issues are addressed briefly below and in further detail in the main chapters of this report and include (but are not limited to):

(i) The complexity of delivering non-devolved functions in a devolved landscape. This is something which impacts across all levels, politically and operationally.

Policing in Wales is devolved to the four Police & Crime Commissioners (PCCs) , who, along with the four Chief Constables, have a close and productive working relationship with Welsh Government Ministers and officials. The Policing Board for Wales ensures dialogue between Welsh Government and the PCCs and Chief Constables on a quarterly basis – the February meeting earlier this year was Chaired by the First Minister and also attended by the Deputy Minister and Chief Whip (who will alternate the Chair between them going forward).

We work very closely with UK Government departments as criminal justice policy is developed to ensure the maximum alignment with devolved services in Wales. For example, we have recently responded to a Home Office consultation on a new legal duty to support a multi-agency approach to preventing and tackling serious violence. We questioned whether their preferred option (option one in the consultation document¹ - to legislate to place a new duty on specific organisations to have due regard to the prevention and tackling of serious violence) would have the legislative competence to place a duty on devolved service providers in Wales. This is just one example of many that illustrates how we work with UK Government departments to ensure so far as possible their policies and legislation are appropriate for the Welsh landscape.

(ii) The complexity and number of groups and organisations at regional and local level poses a significant challenge in terms of strategic and joined up leadership and alignment.

There are productive and collaborative meetings that cut across the devolved and non-devolved landscape held at national and regional level. For example, the All Wales Criminal Justice Board has representation from organisations including the Prison Service, Courts Services, PCCs, Chief Constables, Third Sector in Wales, local government in Wales and Welsh Government. This strategic all Wales Board

¹ <https://www.gov.uk/government/consultations/serious-violence-new-legal-duty-to-support-multi-agency-action>

provides direction and sets work priorities for the Integrated Offender Management (IOM) Cymru Board at a regional level². However, below the regional level the local landscape of organisations and groups is crowded, complex and often not joined up or aligned with the same people from the same organisations attending multiple meetings on similar or related themes. The “message” or ambition is not always clear or consistent across the various groups and may not best serve the national and regional priorities and objectives.

We have completed a piece of work that has identified the most significant national and regional groups. The Safer Community Programme’s local government manager is now meeting regularly with local authorities and other local groups and organisations (i.e. local SOC boards) to understand and where appropriate help these groups to better align with the national and regional structure. We recognise that this element of work of the programme will take time to achieve although there has already been some good progress, for example in Gwent all local organisations now operate under the umbrella of Safer Gwent³ which allows them to take a more joined up and holistic approach to the commissioning of services.

In addition, the Minister for Housing and Local Government has asked the Working Group on Local Government to present emerging work on mapping partnerships at the September meeting of the Working Group. The aim of this work is to look to reduce complexity in the governance of public services, local government and other public service partners, including Public Service Boards (PSBs) and Regional Partnership Boards (RPBs).

(iii) Data – at the moment a multitude of organisations are collecting data but it is not always consistent and used appropriately. And organisations are often not sharing it for use on a multi-agency basis.

Multi-agency data sharing and analysis is required to underpin effective community safety partnership working and this remains a major weakness across Wales. Significant barriers, such as lack of resources, a risk-averse data culture and ineffective personal information sharing protocol arrangements continue to hinder early intervention and prevention work on a multi-agency basis. Although good practice does exist in Wales, for example, the Newport SOC Board which, in February⁴, was praised for its multi-agency partnership approach in dealing with serious and organised crime at a local level, these instances are isolated.

A working group has is now developing a comprehensive business case for multi-partner investment in the necessary analytical resources and digital ‘data sharing’ technologies to support better strategic and tactical decision-making, service planning and commissioning.

² <https://www.iomcymru.org.uk>

³ <http://www.gwent.pcc.police.uk/engagement/partnerships/safer-gwent/>

⁴ <https://www.newport.gov.uk/en/Council-Democracy/News/articles/2019/February-2019/Praise-for-partnership-project-tackling-Serious-and-Organised-Crime.aspx>

(iv) Resources, in terms of money and frontline staffing.

It is clear from our partnership discussions with local government and other partners including (but not limited to) third sector organisations and safeguarding service providers, that there is a collective will to work with us to deliver this programme and respond to the threat of serious and organised crime at local, regional and national levels. However, a common theme is that after a long period of austerity there is a general lack of capacity and capability to move from a reactive to a proactive position of delivery. The numbers of organisations' frontline staff have been seriously depleted which has severely hampered the delivery agenda, with a significant impact of community safety functions and programmes. The Safer Communities Programme Board's Vice-Chair (Reg Kilpatrick, Director, Local Government Division, Welsh Government) has been very clear that the outlook for public finances remains very challenging and it is unlikely that there will be any additional funding or resources available to support the programme, other than the dedicated full time programme resource already provided by Welsh Government and jointly funded local government delivery manager. Partners will need to continue to spot opportunities to work smarter and together so as to align their community safety activities within "business as usual".

In some areas – such as North Wales and Pembrokeshire – ambitious work is under way to develop appropriate intelligence products to support and stimulate more effective partnership working. North Wales is also actively reviewing its partnership 'landscape' with a view to rationalising and simplifying structures, remove duplication and achieve better alignment around tackling vulnerability and criminal exploitation of communities and individuals (e.g. county lines, modern slavery, child sexual exploitation).

(v) Related policy areas are not consistently aligned across UK, Welsh and local government.

Misalignment of policy aims, objectives and implementation across the various partners is a significant issue. A key piece of work in this respect is the development of a Serious Violence Framework for Wales, commissioned jointly by the four PCCs and co-developed with the Home Office Violence & Vulnerability Unit and supported by Welsh Government.

The framework, to be launched in July, will provide an effective toolkit and guidance to underpin local partnership working – hand-in-hand with the ongoing work to develop locally appropriate intelligence around serious & organised crime, gangs and serious violence.

TWO

The Safer Communities Programme

In response to the WAO's 2016 report, the Welsh Government undertook a detailed review of community safety in Wales which concluded with the publication of the *Working Together for Safer Communities* report⁵ in December 2017. This report included 11 recommendations to improve community safety working in Wales.

The review also established a new shared vision for community safety in Wales in which:

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

It set out that this vision will be achieved through collaborative and integrated multi-agency activity that is:

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

These are the **key principles** that, together with 11 priority commitments designed to support the realisation of this shared vision for community safety partnership working in Wales, now form the Welsh Government's Safer Communities Programme (2018-2020).

The programme is being taken forward under the direction of a multi-agency programme board, chaired by Jane Hutt AM, Deputy Minister & Chief Whip.

Membership of the programme board includes representatives of:

- Welsh Government;
- Home Office;
- Ministry of Justice;
- Welsh Police & Crime Commissioners and Chief Constables (Policing in Wales Group);
- the Welsh Local Government Association (WLGA);
- Society of Local Authority Chief Executives (SOLACE);

⁵ <https://gov.wales/sites/default/files/publications/2019-03/working-together-for-safer-communities.pdf>

- Her Majesty's Prison & Probation Service (HMPPS);
- Youth Justice Board (YJB) Cymru;
- Welsh Fire & Rescue Services Chief Officers;
- Public Health Wales (PHW);
- Community Justice Cymru (CJC); and
- Welsh Local Health Boards (LHBs).

The programme delivery plan is based around workstreams for each of the six key principles in order to best deliver the 11 priority commitments within the programme, which include:

- working with the Commission on Justice in Wales to identify options for the development of a distinct Welsh justice system;
- establishing a dialogue with the Home Office over the appropriateness of the original Crime & Disorder Act as it applies to Wales;
- developing a more clearly defined strategic leadership role for Welsh Government in community safety partnership working;
- establishing a community safety partnership policy & practice function within Welsh Government;
- developing new Welsh guidance for community safety partnership working;
- considering how to establish a Wales Community Safety Network and online resources library;
- exploring opportunities for joint thematic inspection around the 'reducing reoffending' theme;
- considering how to improve community safety funding programmes to achieve longer term approaches, giving greater flexibility and focus on community safety outcomes;
- improving data sharing, data development and analysis arrangements for community safety partnership working.

The remaining two commitments have been temporarily deferred until the publication of the 'Commission on Justice in Wales'⁶ report is published later this year as they have a direct bearing on the future relationship of the UK & Welsh Governments and further devolution of justice policy to Wales, including consideration of whether the Crime & Disorder Act 1998⁷ (as amended) remains fit for purpose for delivery in Wales.

A Senior Responsible Officer (SRO) from the programme board has been appointed to lead each of the six workstreams. The board has agreed that the delivery plan will utilise dispersed leadership methodology to ensure it involves all key stakeholders, is collaborative and integrated in its approach, and places an emphasis on sustainable action that is preventative or intervening as early as possible.

Programme implementation will also initially focus on Serious & Organised Crime (SOC) and associated 'county lines' activity and serious violence, as these were agreed to be the most pressing priorities for all partners and areas within Wales.

⁶ <https://gov.wales/commission-justice-wales>

⁷ <https://www.legislation.gov.uk/ukpga/1998/37/contents>

THREE

Progress to Date

The Oversight Group which led the review of community safety in Wales became the Safer Communities Programme Board in early 2018. This retention of membership and expertise has provided continuity and consistent leadership.

Since moving from review to implementation and delivery stage in mid 2018, the group has:

- Embedded a “public health” approach⁸ at the heart of our programme, in keeping with the Public Health Wales partnership agreement with policing and criminal justice agencies across Wales, ensuring the recognition of ACEs and trauma-informed practice within community safety partnership working⁹;
- Continued work to better align specific aspects of community safety working in Welsh Government including; substance misuse, VAWDASV, community cohesion and youth justice, safeguarding, housing and health (for example, by taking a joined up policy approach for development of the justice blueprints);
- Established a workstream to consider options and develop a case to overcome the various identified barriers and issues to partnership data sharing, data development and analysis – a paper has been prepared for the next meeting of the AWCJB and the next steps will be to develop a detailed business case for additional analytical support;
- Established a workstream to develop a community safety network for Wales, which will include an online portal, training and reference programmes and materials and guidance documents, by the end of this year;
- Refocused The Wales Association of Community Safety Officers (WACSO) group so that it is more strategically focused and driven. WACSO is arranging an all-Wales community safety two day conference which will be opened and closed by the PCCs in Wales and will feature plenary and workshop sessions on matters including exploitation, serious crime, and data sharing. The event is to be held at the Coldra Court Hotel, Newport¹⁰ and will sound-test the approach and methodology we have developed so far for the community safety network for Wales;

⁸ By definition, public health aims to provide the **maximum benefit for the largest number of people** by exposing a broad segment of a population to **prevention measures** and to reduce and prevent violence at a **population-level** and seek to improve the **health and safety of all individuals** by addressing **underlying risk factors** that increase the likelihood that an individual will become a victim or a perpetrator of violence.

⁹ *Public health, policing and criminal justice organisations in Wales are leading transformational change which is addressing the root causes of criminal behaviour, taking an ACE-informed and public health approach and enabling police to take preventative measures when dealing with vulnerable people to keep them out of the criminal justice system, breaking the generational cycle of crime and improving lives.*

¹⁰ <https://www.eventbrite.com/e/building-safer-communities-tickets-62045592036>

- Started work with local authorities, police forces and SOC groups to refresh community safety at regional and local level and ensure alignment, synergy and join up. Local problem profiles for each of the 22 local authorities are in development and will be considered further at the next meeting of the Safer Communities Programme Board in September to, for example, be able to take a national picture of local activity in order to further consider matters such as alignment, duplication, commonality and resources.

Each SRO was invited to provide a project update for this report and where applicable these are included as annexes to this report. In addition, a brief summary of specific progress against each of these work-streams is as follows (as extracted from a recent programme board report):

I. Evidence-based and intelligence-led – SRO: Dafydd Llywelyn, Dyfed Powys PCC

- A multi-agency workstream group is exploring opportunities for improving information sharing arrangements, analytical and research capacity across community safety, policing and criminal justice and to seek better alignment of data & analysis systems and processes. The group has completed a ‘stocktake’ to understand the issues, barriers and potential solutions to improved data sharing and analytical capacity.
- Utilising the initial data gathered via the stocktake, the group is now supporting the All Wales Criminal Justice Board (AWCJB) and Integrated Offender Management Board Cymru (IOM) to develop a business case for additional ‘partnership’ analytical capacity – either nationally, regionally or both – and to develop appropriate data/analysis tasking and commissioning mechanisms within community safety, policing and criminal justice.
- Workstream group members are looking at improving the alignment between current programmes to establish multi-agency data sharing platforms (data observatories/repositories) and systems (bridging, data-mining & cleansing, machine learning, etc.).
- Group members are also involved in the development of specific Information Sharing Protocols (ISPs) (under the “Wales Accord on the Sharing of Personal Information” (WASPI) umbrella) and regional/local multi-agency data-sharing arrangements to support the development of effective multi-agency needs assessments, or problem profiles, focused on county lines and other forms of criminal exploitation. These will help inform local partnership working.

II. Supported by appropriate skills & knowledge – SRO: Chris Davies, Chief Officer, Mid & West Wales Fire & Rescue Service

- This workstream is split into three areas (in priority order): development of an all Wales community safety network; an all Wales on-line training database; and development of Wales-specific community safety guidance.
- Work has progressed well and has already refreshed and refocused WACSO to be the focal point for the development of the three work areas (see above)

bullet) and a two day conference will be held on 1 & 2 July (as detailed on page 7) to disseminate and launch this work. By September we want to see significant progress and a road map of how we will deliver the three priorities.

- The working group has pulled together a whole host of existing community safety guidance and reference material and the next step will be to consider this further on a multi agency basis and look to remove (the existing) duplication and complexity. The guidance document(s) will be considered and developed by the end of the year and will include an update of existing material to reflect the Welsh legislative landscape (for example The Well-being of Future Generations (Wales) Act 2015).

III. Sustainably resourced and locally appropriate – SRO: Naomi Alleyne, Director, WLGA

- The programme is working with the 22 local authorities in Wales to support the Wales-wide ‘refresh’ of local community safety partnership working and sharing of effective practice and learning across Wales.
- This work has three specific areas: supporting local partnership working; alignment to the priorities of local partnerships within the regional and national picture; and resourcing. The position is variable across authorities but it is imperative that local partnerships understand and define what their local problems are – ie where are the vulnerabilities and where is early intervention and prevention required, which will enable the development of the local problem profile work (as previously referenced).

IV. Engaging and involving citizens – SRO: Bernie Bowen-Thomson, Chair of Community Justice Cymru

- This workstream is developing and testing an approach to involve service user/citizen voice in informing and participating in the development of services for women in the criminal justice system. This includes the delivery of engagement events for women to discuss their experiences (including what prevented positive progression, what helped them/would have helped them); and case studies relating to women with lived experiences of the criminal justice system. This work will feed into the development of the female offending blueprint. Additional benefits arising from this tangible opportunity is the potential for the development of an engagement methodology that can inform guidance to partners and agencies seeking citizen/user voice strategy in a wider context: providing principles, guidance and examples to inform any toolkit developments.
- Two events (in North & South Wales) were held in March to update Community Justice Cymru’s 2015 manifesto¹¹. The manifesto details how third sector organisation will engage and deliver for citizens and seek to influence (UK & Welsh) Government thinking (ie the female offending blueprint development). This work identified opportunities and a willingness from the third sector to engage in the criminal justice arena, which will be included within the updated manifesto for the first time as a specific policy area.
- The development of a Young Persons Vision Statement is continuing, in

¹¹ https://www.wcva.org.uk/media/2436889/cjc_manifesto_-_final_2015_eng.pdf

conjunction with YJB Cymru, and this will be completed in the autumn.

V. Preventative and intervening as early as possible – SROs: Janine Roderick, Public Health Wales programme lead and Julian Williams, Chief Constable for Gwent

- This workstream is seeking to build on the established Public Health Wales partnership with policing and criminal justice across Wales, managed via the All Wales Criminal Justice Board by extending the partnership agreement to include local government, fire & rescue services, Welsh Ambulance Service Trust and Community Justice Cymru. This will promote the use of the ‘public health approach’ – embedded in the partnership agreement – across community safety, policing and criminal justice partnership working and allow AWCJB to truly reflect a ‘whole system approach’ to policing and justice in Wales.
- The PHW workstream SRO is supporting the programme board to develop a ‘quality assurance’ approach to the ongoing work and activity of the other 5 complementary workstreams based on the four-step model now defined as the ‘public health approach’ – 1) define and monitor the problem; 2) identify risk and protective factors; 3) develop and test prevention; 4) implementation.
- The PHW workstream SRO is supporting the programme board in the development of a robust research/evidence base¹² for community safety, policing and criminal justice policy and practice (closely linked to first and second workstreams) including joint working to establish an all-Wales violence surveillance system and a Wales Violence Reduction Unit.
- The Chief Constable SRO is overseeing discussions between the devolved and non-devolved inspectorates and audit regimes to pilot ‘joint thematic inspection’ approaches from November 2019 onwards, initially focused on safeguarding in the context of partnership working to address criminal exploitation, but looking to the broader ‘reducing reoffending’ theme.

VI. Focused on long-term improvements and benefits – SRO: Reg Kilpatrick, Director of Local Government and Public Services, Welsh Government

- Cross-government dialogue between both officials and Ministers from Welsh and UK Government Departments (Home Office and Ministry of Justice) to improve delivery across the devolved/non devolved landscape are continuing, with focus around the development of distinct justice delivery blueprints for young people and women, the reform of the Welsh Probation Service and the ongoing engagement through the Policing Board for Wales.
- Inter-departmental dialogue between relevant Welsh Government officials on key community safety, policing and criminal justice themes are being established with a focus on structures (e.g. CSPs, PSBs, APBs, RPBs, Safeguarding Boards, etc.) and local/regional footprints, with exploration of opportunities for greater collaboration between local authority areas.

(See page 20 for more detailed narrative).

¹² <https://www.rsph.org.uk/our-work/resources/early-action-together-learning-network/about-the-programme.html>

FOUR

Next Steps

The implementation of the programme is being maintained and we expect further progress to be made by the time of the next update report requested by the Public Accounts Committee in November.

The programme is on track to conclude its work by the spring 2020, before the end of this period of Government, where we expect that delivery will move from a “task and finish” approach, such is the work of the Safer Communities Programme, to an approach that is embedded in “business as usual”, with the continuation of community safety delivery within the existing funding and resource envelope that is available.

We will look to explore options of sustainability in order to derive a “business as usual” approach over the coming months, including how local government and other stakeholders/ groups can work smarter and within the structures of the finite resources available, for example, through better multi-agency working and better sharing of data and analytical information and for example, by ensuring the AWCJB has strategic oversight and responsibility.

We are aware many challenges have been discussed within this report which have a direct and indirect impact on our ability to deliver this programme. However, we benefit in Wales from a “can do” attitude from all our delivery partners and the willingness of all to improve services for the citizens of Wales.

We have said all along that this is a multi-agency programme and there is the collaborative requisite to continue to implement this programme of work on a multi-agency, dispersed leadership basis, with each SRO accountable for delivery of their own workstream area. We will continue to prioritise early intervention and prevention techniques (to look to divert people away from the criminal justice process in the first place, through our policies and initiatives) as we implement this programme, against a backdrop of finite and diminishing resources and the challenges posed by the unknowns associated with BREXIT for example.

We will provide a further written report as requested by the end of November. Should the Committee wish to discuss the contents of this report in more detail, then we would be content to provide a verbal update, further to our previous verbal update last November, at a convenient date.

Annex A

SRO Update: Evidence-Based & Intelligence-Led, Dafydd Llywelyn

The Working Together for Safer Communities Review concluded in 2017 that the multi-agency data sharing and analysis required to underpin effective community safety partnership working remains a major weakness across Wales and that significant barriers such as lack of resources, risk-averse data culture and ineffective personal information sharing protocol arrangements continue to prevent responsible authorities from adequately meeting their statutory requirements under the Crime & Disorder Act 1998 (as amended).

The Safer Communities Programme Board is therefore committed to working towards addressing these issues to support partners in achieving the shared vision for 'evidence-based and intelligence-led' partnership working to address community safety issues. A working group of key stakeholders from all relevant sectors was established in November and quickly identified a number of key strategic programmes that are struggling to overcome barriers to data sharing and effective analysis including:

- Integrated Offender Management (IOM) arrangements across Wales;
- Wales Reducing Reoffending Pathways programmes and development of the 'justice delivery' blueprints for women and young people who offend;
- Public Health Wales' violence surveillance reporting and work to embed the Early Action Together Police & Partners ACEs programme approach;
- Partnership understanding and involvement in needs assessments/problem profiles and multi-agency plans to address Serious & Organised Crime, serious violence and county lines type activity.

These issues and barriers have been repeatedly discussed at the IOM Cymru Board, the All Wales Criminal Justice Board (AWCJB) and other related national forums and, at the request of AWCJB, the working group completed a rapid 'stocktake' survey of all key community safety partners across Wales with the intention of informing the development of a 'business case' for investment in additional 'partnership' analysts and technical solutions to support improved information sharing.

The working group is now developing a comprehensive business case for multi-partner investment in the necessary analytical resources and supporting digital 'data sharing' technologies to support better strategic and tactical decision-making and service planning and commissioning, recognising the significant overlap of the agendas illustrated below.



The business case being developed will also seek to address current systematic inefficiencies by not only boosting the analytical capacity across partner agencies and partnership working, but also by ensuring a more holistic, or ‘whole system’, approach to the commissioning of analytical products and the tasking of both the proposed and existing analytical resources.

The aim is to finalise this business case for submission to the IOM Cymru Board and the AWCJB July meetings, with a further update to the Safer Communities Programme Board meeting in September. Other key aspects under active consideration by the data & analysis working group, which meets again in late June, include:

- Promoting a culture of data sharing across all partner agencies;
- Encouraging greater use of personal data sharing protocols by all partner agencies;
- Encouraging greater use and alignment of digital technologies (e.g., data bridging, data repository and data mining/machine learning) by all partner agencies;
- Stimulating more effective and meaningful data development (e.g., making what’s important measurable rather than what’s measurable important) among all partner agencies.

Annex B

SRO Update: Supported by Appropriate Skills & Knowledge – Chris Davies

As part of the implementation of the Welsh Government Safer Communities Programme a project team has been established under the Supported by Appropriate Skills and Knowledge workstream with the aim of:

- establishing a Safer Communities Network.
- establishing an online community safety library and resources database; and
- development of skills and knowledge training programmes and Welsh guidance.

The Project Team consists of members from the Fire & Rescue Service, Police, WAST, Youth Justice Board, Home Office, HMPPS, Community Justice, WACSO, Public Health and WG, to deliver the above aims with the purpose of the group being to discuss and agree content of guidance/resource/training material applicable and relevant for a Welsh community safety landscape, how this material will be amended (if applicable) and structured for its intended target audience and the most appropriate platform for dissemination.

Progress to date

In order to ensure focus and momentum the Project Team has agreed the following objectives, which are extracts from the delivery plan for the Project Team:

Establish a new and inclusive national community safety network for Wales, drawing on the Scottish model and building on the foundations established over many years by WACSO, which will support future Welsh community safety policy and practice development and help to build the appropriate skills and knowledge required to implement the new vision.

5. National Community Safety Network for Wales (NCSNW)
Research existing models (eg Scottish website)
Spec requirements of Welsh model
Options for hosting/design/cost analysis - produce paper
Draft website "on paper" produced
Paper to Safer Communities Board to agree
Website/web-area design & build
Third party links/material added to site
Library/resources database/training prog material & guidance added to site (see workstreams above)
Testing
Go Live

Establish an online community safety library & resources database for Wales. Hosting guidance, toolkits, online learning, effective practice, case studies, research and evaluation, together with re-establishing a specific Welsh programme of community safety Learning and Development (L&D), incorporating the various themes of partnership problem solving, intelligence

led business process, analysis, project management and evaluation, commissioning and community engagement.

3. Online community safety library & resources database
Identify and catalogue archive HO material
Scope & research other/3rd party community safety relevant material/links to websites
Meeting schedule for consultation & engagement purposes
Task & Finish Group - identify gaps & develop outline material
Wider (email) stakeholder engagement to "sound test" work of the task & finish group
Analysis of stakeholder engagement & material further developed/refined/completed
Progress paper to Safer Communities Board
Completion: material to dovetail into NCSNW workstream

Develop new Wales-specific guidance that builds on the sustainable development principle and the Hallmarks of Effective Partnership and outlines how community safety partners and partnerships can deliver more effectively and efficiently.

4. Development of skills & Knowledge training prog & development of Welsh guidance
Scope & research existing training programmes, e-learning material & guidance
Meeting schedule for consultation & engagement purposes
Task & Finish Group - identify gaps & develop outline material
Wider (email) stakeholder engagement to "sound test" work of the task & finish group
Analysis of stakeholder engagement & material further developed/refined/completed
Progress paper to Safer Communities Board
Completion: material to dovetail into NCSNW workstream

Deliverables

WACSO has been commissioned to develop and deliver on the 1st and 2nd July 2019 a key conference for the Appropriate Skills & Knowledge workstream of the Safer Communities Programme.

The aim of the conference is to support the above programme’s objectives of refreshing and reinvigorating community safety partnership working across Wales, but with a particular emphasis on building the ‘appropriate skills & knowledge’ needed to underpin effective multi-agency working.

A key theme running across the 2 days will therefore be how best to take forward the Safer Communities Programme commitments to:

- develop a proactive network for practitioners, policy makers and academics/researchers;
- to establish an online resource for community safety practice, policy and research in Wales; and
- to work toward the development of specific Welsh guidance that supports community safety partnership working.

It is intended this online resource would be the main 'go to' place for all those involved in community safety wanting a single point of access for information ranging from serious organised crime, arson through to tractor theft.

The online portal will aim to sign post existing information and not generate duplication. If any gaps in information are identified then new information would be created and thus signposted. Additionally, the site will also host the latest learning and development material, however, it will be essential that a gatekeeping process is established in order to validate the accuracy and currency of any of the information uploaded. It is planned to facilitate interactive discussion on these topics across the 2 day conference (1 & 2 July) via plenary, workshops and use of technology.

Additionally, considerable work is already being progressed to achieve better alignment of the multitude of existing L&D/effective practice programmes (e.g. ACEs Hub, Early Action Together Learning Network, WAO Good Practice Exchange, WLGA Good Practice Wales, College of Policing What Works, WCCSJ, WISERD, FGC Live Labs etc).

Project Risks

The need to engage and consult with all relevant stakeholders on the requirements and potential models for the appropriate skills and knowledge network and digital products & resources and L&D products.

Scope the existing curriculum and online content (e.g. Crime Reduction Website, ACEs Hub etc.) for transferable or refreshable content and resources.

Identification of key forums (e.g., social scientists, analysts, participation leads, service improvement leads, peer networks, professional networks) to work with in taking forward this workstream.

That WACSO have the ability and capability to ensure a sustainable model is created and the daily management via the WACSO network resilient and effective.

Funding

Whilst every intention is being made to absorb the start up costs for the Appropriate Skills and Knowledge workstream from within the existing Project Team, via each organisations re-prioritising their work. It must be recognised in order for the on line resource/ database to be developed there may be a need for WG support to pump prime and support future on-going costs for the management of the on line portal.

Greater clarity will be provided as this work stream progresses.

Annex C

SRO Update: Sustainably Resourced & Locally Appropriate, Naomi Alleyne

The Working Together for Safer Communities Review concluded in 2017 that there was significant evidence of negative impacts on community safety resources and delivery structures attributed to public sector austerity, although there has been an element of mitigation with increased Welsh Government funding available for specific workstreams together with some degree of protection of community safety partnership funding available from Welsh PCCs. Structural and resourcing conflicts and confusion posed by an array of both regional and local operational and strategic partnership ‘footprints’ also impact, along with the growing divergence between Welsh and UK Government policy and practice that leaves non-devolved community safety partners caught in the middle and less than clear about implementing non-devolved policy within a devolved landscape and context.

In response, Welsh Government, the Welsh Local Government Association (WLGA) and Policing in Wales agreed to jointly fund a dedicated resource to directly support the refresh and reinvigoration of local community safety partnership working across the 22 local authority areas – embedding the six key principles of the shared vision – and work to better align local, regional and national community safety, policing and criminal justice structures and programmes. A support offer letter was circulated to all key stakeholders in October 2018.

Eighteen of the 22 local authority community safety leads have now met with the local government Safer Communities Programme manager to discuss the level and nature of support needed, together with issues and barriers facing those responsible for the local co-ordination of community safety partnership working. Meetings with the remaining four authorities have been arranged. Based on the engagement to date it is clear that all areas of Wales share a commitment to, and enthusiasm for effective partnership working around a wide range of community safety themes – and all localities recognise the current threat and harms posed by serious & organised crime, illicit drug supply and gang-related serious violence.

However, all local authorities report significant resourcing barriers that would enable them to: support the co-ordination of partnership working within a complex and confusing partnership landscape (CSPs, APBs, PSBs, RPBs, RSBs, etc.); develop urgently needed intelligence products and needs assessments around key issues; provide effective responses to identified vulnerabilities and risks (e.g., youth services and mental health support for young people and vulnerable adults at risk of involvement in ‘county lines’ type activity).

In some areas – such as North Wales and Pembrokeshire – ambitious work is under way to develop appropriate intelligence products to support and stimulate more effective partnership working, but this is largely reliant on police analysts who are having to defer core duties to accommodate this priority activity as a ‘one-off’. North Wales is also actively reviewing its partnership ‘landscape’ with a view to rationalising and simplifying structures, remove duplication and achieve better alignment around tackling vulnerability and criminal exploitation of communities and individuals (e.g. county lines, modern slavery, child sexual exploitation).

Gwent is also looking at partnership rationalisation and closer collaboration within a regional footprint. Newport – through the establishment of a joint ‘intelligence hub’ with Gwent Police and the investment of Home Office ‘pathfinder’ funding to tackle serious & organised crime – has been able to pilot new approaches to building community resilience, prevention and early intervention work with children and young people as well as more effective criminal investigation, prosecution and disruption tactics.

The ability of the local government Safer Communities Programme Manager to link across all areas of Wales, liaise with regional and national structures and programmes and draw on effective and emerging practice when providing localised support for community safety partnership working has now temporarily filled a gap left by the disappearance of the former joint UK and Welsh Government ‘Home Office Crime Team (Wales) in 2010.

A key piece of work in this respect is the development of a Serious Violence Framework for Wales, commissioned jointly by the four PCCs and co-developed with the Home Office Violence & Vulnerability Unit. The framework, expected to be launched in July, will provide an effective toolkit and guidance to underpin local partnership working – hand-in-hand with the ongoing work to develop locally appropriate intelligence around serious & organised crime, gangs and serious violence.

At a strategic level, discussions are under way to facilitate closer collaboration between policing and local government across Wales, to address the complexities and confusion posed by the current strategic partnerships landscape and to consider the community safety partnership working and co-ordination resourcing issues identified.

Annex D

SRO Update: Preventing & Intervening As Early As Possible; Joint Thematic Inspections, Julian Williams

Devolved and non-devolved inspectorate bodies are siloed and presently sit separately from each other. There's a clear case for a more joined up approach in Wales and an Inspectorate Group (IG) consisting of a range of partners across devolved and non-devolved agencies has been created. Although an ambitious task, the IG has focused on three areas namely:

- The scope of the inspection
- Theme identification – Child Sexual exploitation and Missing Children
- Governance – review of current partnership arrangements

The IG is adapting the English JTAI model and converting it into an all Wales version, namely the Joint Inspections of Child Protection Arrangements (JICPA). The identified themes (CSE & missing children) is being scoped further prior to the pilot inspections. One aspiration is that longevity and resilience can be built into the methodology so the model could be further developed and adopted for future adult inspections too. This would then facilitate and underpin the alignment of the model with the justice blueprints. The joint thematic inspection has a clear focus around reducing reoffending, and takes a 'whole systems approach' to support the aforementioned blueprints.

Currently, the IGs direction of travel is focusing on examining case studies of children at the point of entry into the system. This will then be further explored via a deep dive into cases totalling ten children. As a result the group will be able to map the child's journey from the point of referral to entry into child protection arrangements.

A pilot inspection is planned for November 2019 with a further 5 expected to occur April 2020 onwards. A reference group has also been established and will conduct a post inspection review between after first and before the second round of inspections to provide feedback on effectiveness, good practice and lessons learned.

Next steps

The IG are to confirm the pilot inspection themes. It is also of note that the inspection themes may be subject to change dependant on where the focus is at the relevant time.

Our focus of achieving a programme of joint thematic inspection around the reducing reoffending requirement (particularly linked to the new justice deliver 'whole systems approach' blueprints) will be considered once the joint thematic inspection approach involving both devolved and non-devolved inspectorates has been initially trialled and evaluated.

Annex E

SRO Update: Focused on Long Term Improvements & Benefits – Reg Kilpatrick

This workstream is about ensuring relations between WG & UK Government at official and Ministerial level are effective and maximise the delivery of devolved and non devolved services to users in Wales.

Welsh Government already has a good working relationship with key UK Government departments, including the Home Office (HO), and Ministry of Justice (MoJ). We take a holistic approach to working with these UK Government departments to help identify and overcome any challenges to effective delivery of non devolved services in the devolved landscape. That is, the delivery of non devolved policing and crime and justice policies in a devolved setting including health, education, wellbeing/safeguarding and housing.

We have already worked closely with HMPPS to jointly develop a framework to support positive change for those at risk of offending in Wales. The purpose of the Framework is to improve services for those at risk of entering or those already in the criminal justice system. The Framework will also promote continued collaboration in order to further reduce the number of offenders entering the criminal justice system, support offenders not to re-offend and to keep communities safe.

In addition, in response to Welsh Government's consultation response and further engagement, HMPPS has agreed with our view that most offender management services should be returned to the public sector for an integrated whole-system delivery approach in Wales¹³ (Community Rehabilitation Companies (CRCs¹⁴) will remain in the private sector environment until 2021). We note that the UK Government has since announced that this approach will also apply to England from 2021¹⁵.

We have worked closely with HO and Office of the Police & Crime Commissioners for Wales (OPCC) to ensure that the SOC launch event for Wales, held on 9 May at the Celtic Manor, Newport, focused on the Welsh devolved landscape and included themes and information directly relevant to Wales (for example the work of the Newport SOC Board which has taken a fully integrated multi-agency approach to reduce serious crime in the Newport area). The event included contributions from the Gwent PCC and Chief Constable and a presentation from the Newport SOC Board setting out how the model could be replicated across Wales.

We are also working closely with HO and OPCC colleagues to develop a Serious Violence Strategy event for Wales on 18 July in Cardiff.

We will continue to work closely with UK Government departments to seek to ensure that UK Government policy is reflective of the Welsh devolved landscape and the

¹³ https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence/supporting_documents/strengtheningprobationbuildingconfidence.pdf

¹⁴ <http://walescrc.co.uk/>

¹⁵ <https://www.bbc.co.uk/news/uk-48288433>

impact that non-devolved service provision will have on the devolved landscape. For example, we have recently responded to a Home Office consultation on a new legal duty to support a multi-agency approach to preventing and tackling serious violence. We questioned whether their preferred option (option one in the consultation document¹⁶ - to legislate to place a new duty on specific organisations to have due regard to the prevention and tackling of serious violence) would have the legislative competence to place a duty on devolved service providers in Wales. This is just one example of many to illustrate how we work with UK Government departments to ensure that policies and legislation are appropriate for the Welsh landscape.

With regards to the complexities of non-devolved service provision (such as policing and probation services) delivering services in a devolved landscape, one area we have developed strong relationships is with PCCs and Chief Constables in Wales. These already operate effectively in a devolved manner by developing and delivering joined-up services for Wales through various delivery mechanisms (e.g. the All Wales Serious Violence Group). We have established a Policing Board for Wales and this presents the opportunity for regular direct access between Welsh Ministers and the PCCs and Chief Constables, facilitating constructive engagement on an all-Wales basis.

Welsh Government is also a member of the AWCJB¹⁷ which is another opportunity to ensure alignment and read-across between devolved and non-devolved partner agencies. This Board has made a positive contribution and engagement across the devolved and non-devolved landscape.

Internally, we are also looking to ensure alignment across Welsh Government departments and portfolio areas that have an interest in the delivery of devolved services in non-devolved settings in Wales such as prisons. These include violence against women, domestic abuse and sexual violence (VAWDSV), safeguarding, Adverse Childhood Experience (ACE) and substance misuse (this list is not exhaustive),

The Deputy Minister & Chief Whip announced the blueprints and associated implementation plans for youth justice and female offending in Wales in an oral statement in Plenary on 21 May¹⁸. These blueprints had been drawn-up in partnership with UK Government, HM Prison & Probation Service and the Youth Justice Board. The Youth Justice Blueprints and Female Offending Blueprints set out Wales' key aspirations and guiding principles for women and young people in, or at risk of entering, the criminal justice. Both blueprints focus on: early intervention and prevention; how support is provided to divert people away from crime in the first place; and a holistic and rehabilitative approach to those who slip through the net. Both blueprints are intentionally ambitious and set out a number of recommendations, many of which will have an impact for our devolved services within various ministerial portfolios (health, social services, education, and housing).

¹⁶ <https://www.gov.uk/government/consultations/serious-violence-new-legal-duty-to-support-multi-agency-action>

¹⁷ The All Wales Criminal Justice Board brings together relevant Welsh Government departments and partners to develop policy and strategy aimed at reducing reoffending and crime across Wales

¹⁸ <http://record.assembly.wales/Plenary/5806#A51254>

We are now working with partners, including HM Prison & Probation Service and Youth Justice Board Cymru to deliver upon our implementation plans.

We have contributed, at Ministerial and official level, to the work of the Commission on Justice in Wales¹⁹ (also referred to as The Thomas Commission) and have provided written and oral evidence to the Commission. The Commission is due to report its' findings this October.

¹⁹ <https://gov.wales/commission-justice-wales>