

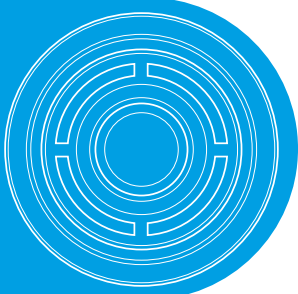


WORKING TOGETHER FOR SAFER COMMUNITIES

A REVIEW OF POLICING AND
COMMUNITY SAFETY PARTNERSHIPS
IN NORTHERN IRELAND

August 2019





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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.

August 2019





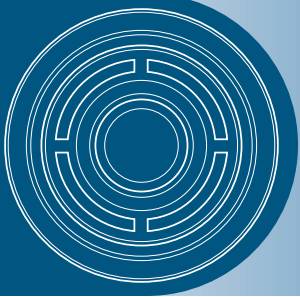
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List of abbreviations

ASB	Anti-Social Behaviour
CJI	Criminal Justice Inspection Northern Ireland
CJS	Criminal Justice System
CSP	Community Safety Partnership
DPP	District Policing Partnerships
DPCSP	District Policing and Community Safety Partnerships
DO	Designated Organisations
DoJ	Department of Justice
DV	Domestic Violence
EA	Education Authority
HSCT(s)	Health and Social Care Trust(s)
JC	Joint Committee
NIFRS	Northern Ireland Fire and Rescue Service
NIHE	Northern Ireland Housing Executive
NIPB	Northern Ireland Policing Board
OBA	Outcome Based Accountability
PBNI	Probation Board for Northern Ireland
PC	Policing Committee
PCSP(s)	Policing and Community Safety Partnership(s)
PfG	Programme for Government
PSNI	Police Service of Northern Ireland
UK	United Kingdom
VCSE	Voluntary Community and Social Enterprise Sector (also known as the Third Sector)
YJA	Youth Justice Agency



Chief Inspector's Foreword

Sometimes it can be useful to look back to see the distance travelled and so it is with the Police Community Safety Partnerships (PCSPs). The merging of the separate, District Policing Partnerships (DPPs) and Community Safety Partnerships (CSPs) and the reduction to 11 District Councils was challenging and when we last inspected in 2015, we identified significant scope for improvement.

Meeting the challenge of delivering meaningful accountability, respecting the principle of operational independence, giving the citizen and elected politicians greater opportunities to influence policing priorities and service delivery, engaging with designated bodies to increase partnership working, and improve community safety was never going to be easy. The potential of these structures are the envy of other jurisdictions and form a fundamental part of the new beginning to policing envisioned in the Patten Report.

This inspection report acknowledges the varying degree of progress that has been made by some of the PCSPs and the potential that still exists within these structures. Explaining the role of the PCSPs and developing meaningful community engagement remains a priority.

What is clear is what constitutes a winning formula:

- effective PCSP managers and support teams fully engaged in the progressive approach of District Councils to community planning and outcome based accountability;
- District Commanders and their management teams, who are fully prepared to move beyond statistical reporting to provide a local narrative on the challenges and effectiveness of service delivery; and
- designated partners who can make a meaningful contribution in support of the police to improving community safety.

We have made a small number of strategic and operational recommendations which I believe will support the direction of travel that is being actively pursued by Councils, and which are designed to improve outcomes for communities and increase the effectiveness and efficiency of the structures.



This inspection was conducted by Dr Stephen Dolan and Stevie Wilson from CJI. I would like to thank all those who supported their work.

Brendan McGuigan CBE
Chief Inspector of Criminal Justice
in Northern Ireland

August 2019

Criminal Justice Inspection
Northern Ireland
a better justice system for all





Executive Summary

Planning and Delivery

Since the Criminal Justice Inspection Northern Ireland (CJI) 2014 *Police and Community Safety Partnerships* report¹ there has been a greater sense of cohesion within and across the Policing and Community Safety Partnerships (PCSPs). The reduction in the number of PCSPs, setting strategic priorities, sharing good practice and the development of action planning had contributed to this greater consistency. The work of the PCSP managers and their support teams were essential elements and it is not an over statement to say that without them, the PCSPs would not function.

Recurring themes were the increasing efforts to further develop an Outcome Based Accountability (OBA) approach; improve engagement with hard to reach communities; integrate the potential resources of PCSPs members to a common cause; and raising the profile and recognition of PCSPs.

The 11 PCSPs and four District Policing and Community Safety Partnerships (DPCSPs) have created detailed action plans, funded major programmes of work with voluntary and community bodies, held numerous public and private meetings and identified local policing priorities to complement the 2017-18 Northern Ireland Policing Plan.

The compliance and management of the PCSPs was comprehensive and audit assurances were satisfactory. All of this was delivered within their overall budget of £4.28m with administrative costs held to 20% or less of their overall spend.

In 2017-18 PCSPs collectively held:

- over 200 public and private meetings;
- 12,000 people attended events and 43 projects were funded to promote confidence in policing;
- 6,000 plus people attended events focusing on drugs and alcohol abuse;
- 32,000 people were engaged in various ways about Anti-Social Behaviour (ASB);
- 19,000 individuals, mostly young people, engaged with Street Patrols on a range of safety issues;
- 5,230 young people attended road safety events; and
- over 700 victims of Domestic Abuse were offered assistance.

¹ CJI, *Policing and Community Safety Partnerships*, December 2014 available online at: <http://www.cjini.org/getattachment/aacda6ac-11fa-4d0a-944a-4ba2cd4eed28/report.aspx>



Management, Recognition and Achievement

Recognition of the role and achievements of the PCSPs matters as recognition will increase confidence in their ability to deliver, and in turn, this will encourage engagement with the communities they serve. Despite the extensive activity of the PCSPs, there were deficiencies in adequate engagement with communities. There is also the question raised as to how the PCSPs are held to account by the communities they represent. A higher profile would aid this. The visibility and identity of the PCSPs could be improved and this report makes a recommendation to this end.

Policing Committees

Every PCSP held Policing Committees² on a regular basis although the approach to these was flexible. The view of Inspectors was that integrating Policing Committees with the PCSP meeting reduced duplication, made better use of members' time and helped engage the Designated Organisations³.

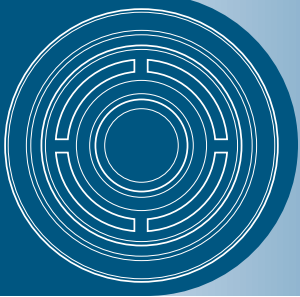
A template had been developed for police reporting to the PCSP. This provided consistency in reporting but tended to focus on reporting of crime statistics. The most effective reports were those that delivered an overall assessment of progress against the local Policing Plan and emphasised delivery of outcomes rather than single incident reports. Setting positive outcomes, rather than targets to reduce particular issues which tend to be handed over to the police, would be an improvement.

Training and development on adopting an OBA approach was evident. OBA practices were gaining ground with action plans increasingly reflecting an outcomes based approach. The challenge is to expand the metrics used to gauge achievement of outcomes as the reporting at meetings of the PCSP and the Policing Committee tended towards volumes of activities and post-event surveys.

The report makes recommendations around communication and promotion, as well as Policing Committees with some areas for improvement highlighted throughout the report.

2 Each PCSP operates a Policing Committee, comprising of Political and Independent Members, with Designated Members strongly encouraged, but not obliged to attend. Duties include identifying priorities for consideration in the development of the local Policing Plan and gaining the co-operation of the public in terms of crime prevention.

3 There are seven Designated Organisations with the same status as political and independent members. They are: the Probation Board for Northern Ireland (PBNi); Youth Justice Agency (YJA); Education Authority (EA); Northern Ireland Fire and Rescue Service (NIFRS); Police Service of Northern Ireland (PSNI); Health and Social Care Trusts (HSCTs); and the Northern Ireland Housing Executive (NIHE).



Recommendations

Strategic recommendations

- 1** The Belfast PCSP should be subsumed into the Belfast District PCSPs (paragraph 1.5).
- 2** Inspectors recommend a review (within 2019-20 planning cycle) of the current strategic approach to communications by an independent agent with subject expertise. Such a review should include a feasibility study in regard to a technical solution that offers a more unified singular entity and identity for the corporate PCSP brand (paragraph 2.24).
- 3** The PSNI should present a narrative update on achievement against the local Policing Plan that gives a cumulative measure of achievement to the PCSPs members with specific reference to delivery of Policing Plan outcomes (paragraph 2.48).
- 4** In response the PCSPs should have an agenda item to highlight the linkage between the delivery of the local Policing Plan, the PCSP Action Plan and the work of the PCSPs. They should then identify what needs to be done to improve delivery (paragraph 2.48).
- 5** The Designated Organisations of the PCSPs should increase recognition of the role of PCSPs and delivery of shared positive outcomes in their corporate planning (paragraph 2.57).

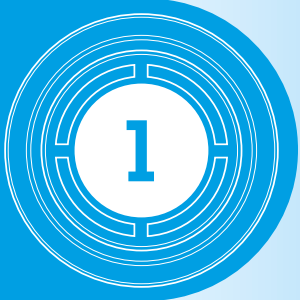
Operational recommendations

- 1** The PSNI should report on specific initiatives in the delivery of policing aimed at improving performance in dealing with Sexual and Domestic Violence and other local policing priorities such as human trafficking, rural crime and cyber-crime (paragraph 2.48).
- 2** The representatives of the Designated Organisations attending the PCSPs should have direction from their organisation and internal lines of reporting within their organisation to report on achievement through the PCSP (paragraph 2.57).

Areas for Improvement are highlighted in bold text throughout the report.



Inspection Report



Strategy, governance and accountability

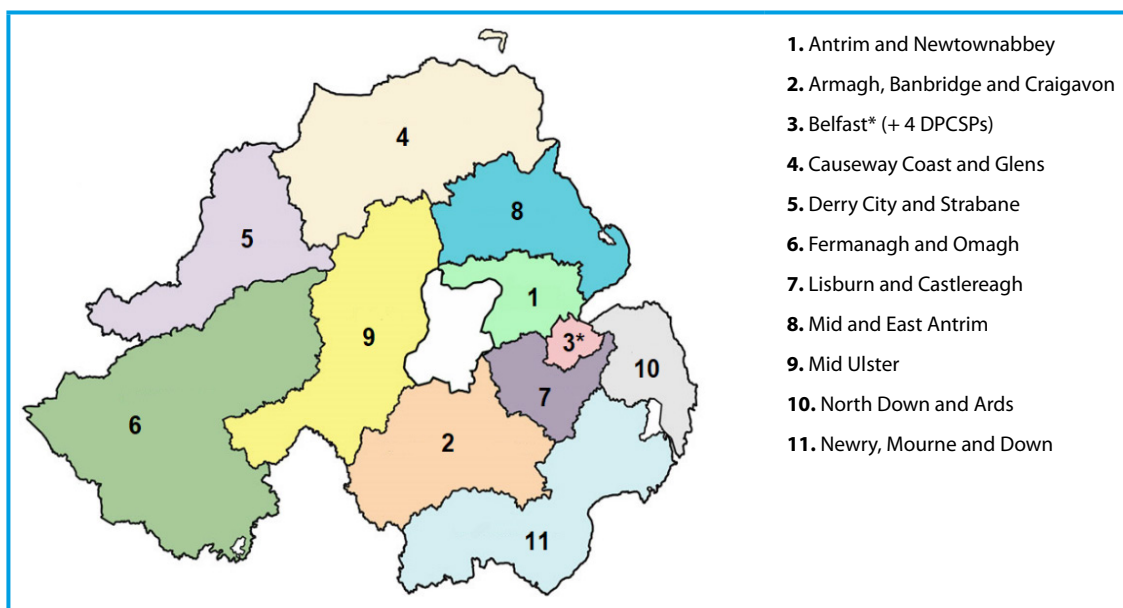
Justice Act (Northern Ireland) 2011: Establishment of PCSPs and DPCSPs

- 1.1 Under the Justice Act (Northern Ireland) 2011 each District Council in Northern Ireland established a Policing and Community Safety Partnership (PCSP). Belfast City Council also established four District Policing and Community Safety Partnerships (DPCSP) to mirror the Belfast City policing districts of North, South, East and West Belfast.
- 1.2 The functions of PCSPs and DPCSPs set out in the Act included the requirement to make arrangements for obtaining the cooperation of the public with the police in preventing crime and enhancing community safety in the police district.
- 1.3 Following the reorganisation of local government, the original 26 councils were reduced to 11 councils in 2015. Under these current structures there is therefore a requirement for 11 PCSPs and four DPCSPs.

Councils – PCSPs and DPCSP

- 1.4 The 11 new constituted PCSP areas across Northern Ireland are as follows:

Figure 1 PCSP areas in Northern Ireland



- 1.5 One of the factors in creating four in Belfast and an overarching PCSP was the existence, at the time, of four policing districts and also the scale and population of the Belfast area. This no longer applies as the amalgamation of the other council areas has increased their size. The Belfast DPCSPs are of similar size to the other PCSPs and operate in a similar manner. Inspector observations of the Belfast PCSP did not lead to the conclusion that it provided a significant benefit relative to the time and resources consumed. The DPCSPs Action Plans cover all the local priorities and there is scope to allocate any of the priorities from the PCSP to individual DPCSPs. It is noteworthy that responsibility for the centre of Belfast already falls to the South Belfast DPCSP.

Strategic recommendation 1

The Belfast PCSP should be subsumed into the Belfast District PCSP.

Membership of the PCSPs

Political Members

- 1.6 The Act stipulates that PCSPs should have between eight to 10 political members and DPCSPs six political members. So far as practicable PCSPs and DPCSPs should reflect the balance of parties on the Council immediately after the local election. In total PCSPs and DPCSPs were made up of 133 Political Member posts and 118 Independent Member posts. The Chairs of the PCSPs are appointed from the political members and serve for one year.

Independent Members

- 1.7 Independent members should be appointed by the Northern Ireland Policing Board (NIPB) from among persons nominated by the Council with the aim that political and independent members of PCSPs and DPCSPs (taken together) are representative of the community in the district.
- 1.8 The legislation decrees that only political members can chair PCSP meetings. On multiple occasions Vice Chairs substituted for the Chairs and the evidence was they performed this duty competently. Opinion was divided on the issue of Independents becoming PCSP Chairs although Inspectors' saw benefits in this approach from a diversity angle, increased community engagement and, as will be discussed later, PCSP identity vis-à-vis that of the Council.
- 1.9 It is worth noting that the Vice Chair of the PCSPs can hold this position for up to three years. This provides a basis for continuity given that the Chairs are re-appointed annually.

- 1.10 A review of the recruitment process was commissioned by the NIPB and the impartial assessor appointed reported in October 2015⁴ that: “... *the process to appoint independent members to the PCSPs and DPCSPs has been conducted in a manner that is fair, robust, open and transparent and complies with the Code of Practice issued by the Department of Justice in March 2015.*”
- 1.11 One particular area to be addressed in the previous impartial assessors’ report was the low number of young people applying to the PCSPs. The NIPB’s awareness campaign included the use of social media and liaison with key stakeholders, through the Youth Advisor. This approach was relatively successful with 14% of the independent members appointed to PCSPs and DPCSPs in 2015 being under 25 compared to 7% in the 2012 competition.
- 1.12 The under-representation of ethnic minorities across the PCSPs was an issue and the NIPB is considering a number of options to increase ethnic representation with multi-lingual literature and the possibility of interpreters to provide assistance. The challenge to fully represent local communities still needs to be addressed.

Designated Members

- 1.13 There are seven Designated Organisations with the same status as political and independent members. They are the:
- Probation Board for Northern Ireland (PBNI);
 - Youth Justice Agency (YJA);
 - Education Authority (EA);
 - Northern Ireland Fire and Rescue Service (NIFRS);
 - Police Service of Northern Ireland (PSNI);
 - Health and Social Care Trusts (HSCTs); and
 - Northern Ireland Housing Executive (NIHE).

Strategic Guidance for PCSPs

Draft Programme for Government (2016-21)

- 1.14 The ultimate strategic guidance for PCSPs lies in the draft Programme for Government (PfG). The latest draft PfG⁵ proposed a different approach that focused on the impact on peoples’ lives rather than actions taken in Government. The second aspect was a commitment to engage outside Government to develop plans with local government, the voluntary, community and social enterprise sector (VCSE, also known as the Third Sector) and beyond.
- 1.15 There are 14 strategic outcomes in the draft PfG with 42 associated indicators. Although the outcomes are in many ways interrelated, the most relevant to PCSPs is Outcome 7: *‘We have a safe community where we respect the law and each other.’* The three indicators (with associated measures) most relevant to the PCSPs are:

4 Report to the Northern Ireland Policing Board on the appointment of Independent Members to the PCSPs, available at <https://www.nipolicingboard.org.uk/publication/impartial-assessors-report-2015>

5 The last draft Programme for Government 2016-21 was published following the May 2016 Northern Ireland Assembly election.

- reducing crime (prevalence rate);
- reducing reoffending (reoffending rate); and
- increase efficiency of the criminal justice system (proportion of criminal cases completed within guideline time limits).

1.16 Whilst the PCSP Action Plans reflect the PfG aims, a direct linkage between their activities and the achievement of the PfG goals remains a challenge. There are many variables contributing to a reduction in crime and it should not be regarded as a binary measure of the success of PCSPs. The development of outcome based measures in the Action Plans will improve performance measurement and the training of the PCSPs in OBA is being delivered by the Joint Committee⁶.

Northern Ireland Annual Policing Plan 2017-18

- 1.17 The Northern Ireland Policing Plan⁷ gives explicit recognition to the role of the PCSPs in supporting delivery of policing at a local level. It states: *“PCSPs Have a key role in supporting delivery against targets in the policing plan where community engagement and a collaborative approach are required.”*
- 1.18 It confirms the responsibility of the PCSPs to monitor local police performance and work with the community and key statutory partners to make communities safer. It goes on to say that: *“the Policing Board will consult and engage with PCSPs to ensure the best possible policing service.”*
- 1.19 The NIPB met with the PSNI to discuss what support they could give PCSPs. On 1 March 2017, PCSP Managers and PSNI Engagement Officers agreed a process and standard template for reporting on the Local Policing Plan. Members of the PCSPs told Inspectors that **earlier and more extensive consultation on the local Policing Plan would be welcome.**

NIPB Corporate Plan 2017-20⁸

- 1.20 The Board’s Corporate Plan makes specific reference to its role of supporting PCSPs to make communities safer. It also highlights its responsibility to consult local people on policing; setting priorities for police performance; ensuring local people get best value from the PSNI; and informing local people what they can expect from their police service - all areas that fall within the remit of the PCSPs.
- 1.21 Officials from the Joint Committee scrutinise the delivery of the PCSPs annual Action Plans and prepare a report on the effectiveness of the PCSPs.

6 The Joint Committee comprises representatives from the NIPB and the Department of Justice (DoJ). The Joint Committee agrees the annual funding package with the relevant Local Council to deliver the work of the PCSP as detailed in the PCSP Action Plan.

7 Northern Ireland Policing Plan 2017-18 available at <https://www.nipolicingboard.org.uk/publication/annual-policing-plan-2017-2018>

8 NIPB Corporate Plan 2017-20 available at <https://www.nipolicingboard.org.uk/publication/corporate-plan-2017-2020>

- 1.22 The most recent report acknowledges the extent of the PCSP work programmes and the compliance with financial and other regulations. There remains the challenge of expanding the outcome measures beyond levels of activity and post-event surveys.

Executive Programme for Tackling Paramilitarism

- 1.23 The Independent Panel, known as the 'Fresh Start'⁹ panel, working towards the disbandment of paramilitary groups noted that a "*lack of confidence in the rule of law*" and cultural issues towards reporting to the police make delivery of justice outcomes more difficult. The role of PCSPs in promoting confidence in local policing is a key element of their role.
- 1.24 The Joint Paramilitary Crime Task Force made a presentation in January 2017 explaining the work of the Task Force and requesting input from the PCSPs to this initiative. A series of training events and workshops to inform members of the PCSPs about the work of the Task Force were held.
- 1.25 The impact of the PCSPs in this area remains a challenge and Inspectors found that PCSP members were unsure of their role and what 'lawfulness' actually meant in the context of their community engagement role. When expressed as a need to increase lawfulness, it may be that they are unsure of what they can do and how they can do it. Recent training and development commissioned by the Joint Committee framed the outcomes in a more positive manner and early indications are that the members have a greater understanding of the direction of travel.

9 The 'Fresh Start' Agreement set out actions agreed by the Northern Ireland Executive and the United Kingdom (UK) and Irish Governments to implement two key themes: implementation of the Stormont House Agreement and dealing with the impact of continued paramilitary activity. It is available at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/479116/A_Fresh_Start_-_The_Stormont_Agreement_and_Implementation_Plan_-_Final_Version_20_Nov_2015_for_PDF.pdf

Guidance on PCSPs Strategic Planning and Priorities 2016-19

1.26 The Joint Committee set out three strategic priorities for PCSPs and outlined the approach to be taken.

Strategic Priority 1:	Strategic Priority 2:	Strategic Priority 3:
<p>To successfully deliver the functions of the PCSPs for each area, by:</p>	<p>To improve community safety by tackling actual and perceived crime and ASB, by:</p>	<p>To support community confidence in policing, by:</p>
<p><i>Engaging with local community and statutory groups to identify local concerns in relation to policing and community safety, and to invite their contribution to prioritising and addressing those concerns;</i></p> <p><i>Preparing the PCSP's plan and organising the work of the partnership to meet priority needs;</i></p> <p><i>Putting in place implementation structures and delivery mechanisms and facilitating resident focused participatory community safety structures, that will contribute to a reduction in crime and the enhancement of policing and community safety in the Partnership's area, directly through the collaborative working of the membership of the Partnership, through the work of its delivery groups or through working in partnership with, or supporting the work of others; and</i></p> <p><i>Increasing PCSP awareness with the public and key stakeholders by planning communications activity to more proactively inform and promote the work of the PCSPs.</i></p>	<p><i>Working in partnership with designated partners, local statutory bodies/agencies, the voluntary sector and the community to deal with, and reduce the impact of, actual and perceived ASB and crime related issues that matter in their area;</i></p> <p><i>Providing comprehensive community input into decision making processes about tackling actual and perceived ASB and giving feedback on the effectiveness of interventions on meeting outcomes;</i></p> <p><i>Identifying and implementing ways to educate communities about the realities of anti-social behaviour and crime; and</i></p> <p><i>Contributing to the delivery of the Community Safety Strategy Action Plans, and initiatives that improve community safety.</i></p>	<p><i>Ensuring local accountability through the Policing Committee's role in monitoring police performance;</i></p> <p><i>Ensuring that policing delivery reflects the involvement, views and priorities of local communities;</i></p> <p><i>The inclusion of initiatives/projects in PCSP Action Plans aimed directly at meeting the objectives of the Northern Ireland Policing Plan;</i></p> <p><i>Identifying priorities from the PCSP Action Plan for consideration in the development of the local Policing Plan which are consistent with the Northern Ireland Policing Plan;</i></p> <p><i>Improving policing service delivery in partnership with local communities to build and strengthen public confidence in policing;</i></p> <p><i>Supporting effective engagement with the police and the local community, with specific emphasis on engagement with children, young people, at risk communities and disadvantaged communities; and</i></p> <p><i>Building community confidence in the rule of law and embedding a culture of lawfulness by supporting locality based engagement that will emerge from local co-design in taking forward the Executive Action Plan as set out in Fresh Start and the draft PFG.</i></p>

Letter of Offer and Funding Agreement Templates

- 1.27 The compliance arrangements are extensive and Inspectors observations were that they were comprehensively delivered. At PCSP meetings the procedures were adhered to with prepared agendas, review of conflicts of interest and at a number of meetings, specific interventions to ensure compliance with grant assessment and awards. As will be discussed later on, there was possibly too much emphasis on the procedural aspects of the meetings to the detriment of the content. Inspectors believe that there would be merit in an **assessment of the level of compliance demands the NIPB places on the managers and the value of each of the returns they request and receive.**

Internal Audit Plans: Local Councils

- 1.28 The Joint Committee sought assurances from the local Councils that the PCSPs would be included in the Internal Audit plans of the local Councils. These assurances were received by the Joint Committee and documented as such. Inspectors reviewed a sample of the Internal Audit reports provided by the Councils. The Internal Audit reports examined provided satisfactory assurance that there was an adequate and effective system of governance, risk management and control.

Internal Audit – PCSP Financial Control

- 1.29 A recent audit within the Department of Justice (DoJ) reported that there is a satisfactory system of governance, risk management and control. A recommendation for the DoJ's Community Safety Division to monitor examples of best practice and promulgate these ideas across the PCSPs as a guide to what has worked, what it cost and what outcomes were achieved was being implemented.

Community Plans and PCSP Action Plans

- 1.30 Community Plans are overarching strategies that set out a roadmap for the improvement of services and quality of life for the Council District. The PCSPs are viewed as the key delivery mechanism for community safety actions within the plans as well as supporting other outcomes envisaged in the Community Plans. An example is given below.

Overall Aim -

'Getting the public, private and community/voluntary sectors working together better towards a shared vision with three themes and eight long term outcomes.'

(Fermanagh and Omagh Community Plan 2017-18)

- 1.31 The shared outcomes under the People and Communities Theme within the Fermanagh and Omagh Community Plan are representative of the themes across all of the Council areas and include:
- our people are healthy and well – physically, mentally and emotionally;
 - older people lead more independent, engaged and socially connected lives;
 - our communities are inclusive, safe, resilient and empowered; and
 - our people have the best start in life with lifelong opportunities to fulfil their potential.
- 1.32 Fermanagh and Omagh PCSP leads on:
- maintaining and extending the Neighbourhood Watch Initiative; and
 - investigating initiatives and developing programmes to deliver early warning communications aimed at preventing incidents of crime.
- 1.33 The Fermanagh and Omagh PCSP also supports:
- exploring further opportunities to increase positive engagement between young people and the PSNI, the NIFRS and other emergency services;
 - increasing awareness of and work to improve/increase capacity to support those at risk of domestic and sexual abuse;
 - developing/extending initiatives to prevent and increase awareness of cyber-crime and cyber-bullying; and
 - delivering road safety programmes across a range of age groups.
- 1.34 This planning process was effectively replicated across the other PCSPs. Inspectors concluded that the planning process was well managed with PCSP managers playing a key role. It also delivered the first strategic recommendation in CJI's 2014 report on PCSPs.¹⁰ In Chapters 2 and 3 of this report the action planning and reporting processes will be discussed further.

Joint Committee Meetings

- 1.35 The Joint Committee comprises representatives from the NIPB and the DoJ. The Joint Committee agrees the annual funding package with the relevant Local Council to deliver the work of the PCSP as detailed in the PCSP Action Plan. The Joint Committee held regular meetings at which key points around the governance of and delivery by PCSPs were raised. PCSPs' Managers, Chairs and Vice Chairs, representatives of the Designated Organisations and Council Chief Executives also attended meetings with the Joint Committee.
- 1.36 Some of the salient issues from these meetings are highlighted below. They included:

¹⁰ CJI, Policing and Community Safety Partnerships: A review of governance delivery and outcomes December 2014, available at <http://www.cjini.org/getattachment/aacda6ac-11fa-4d0a-944a-4ba2cd4eed28/report.aspx>

- performance and effectiveness; measuring and reporting;
- strategic planning and alignment of priorities – including policing priorities;
- Joint Committee considered how awareness of PCSPs could be raised;
- the role of PCSPs in tackling paramilitarism and embedding a culture of lawfulness;
- Designated Organisations and the Joint Committee discussed the importance of a joined up and collaborative approach. Aligning Designated Organisations organisational plans with PCSPs' plans. Themed meetings and working groups with greater engagement and less initiatives;
- induction training of Chairs and Vice Chairs. Training on paramilitarism and tackling organised crime arranged, OBA and 'turning the curve' training arranged;
- Joint Committee felt a focus on two or three regional initiatives along with local engagement would be beneficial;
- case studies of best practice were presented; and
- addressing lack of synergy between the PCSP Action Plans and the local Policing Plans with lack of clarity about what the NIPB wants Policing Committees to deliver.

This supports Inspectors view that the reporting format of the Policing Committee may distract from the outcomes achievement element. ***Developing the narrative around regional issues and what local police, and other Designated Organisations such as the PBNI, are doing to implement the specific initiatives for example, Child Sexual Exploitation, Domestic Violence and tackling paramilitarism, and engaging the PCSP in specific delivery initiatives is needed.***

PCSP Governance meetings

1.37 A series of Governance meetings were held with every PCSP and DPCSP in 2017 to help the Joint Committee assess the effectiveness of the PCSP. Many of the issues discussed at the Joint Committee Meetings were reiterated at the Governance meetings. Some other themes centred on:

PCSP Operational Delivery

- Focus on bigger projects in 2017-18 reflected a move to support regional type issues, such as Domestic Violence. Trade-off between large projects and the small grants programme which is seen as essential for community engagement.
- Financial issues around annual budgets and monthly returns. Longer term budgets requested.
- One suggestion around budgets being allocated per theme rather than per project with the question posed by a manager...

"Is there scope to create a programme of projects around particular themes and amalgamate the outcome metrics for the sum of the projects, annually and over time?"

PCSP Governance Meeting

PCSP Governance Meeting

- Guidance on action plans was welcomed as were examples of good practice. **There is scope to review some successful projects at the PCSP meetings to have immediate impact as well as the issue of good practice examples by the Joint Committee.**

Paramilitarism

- 'Fresh Start' funding initiatives and getting people to speak with the PSNI.
- Role/capacity/understanding of PCSPs' role in tackling paramilitarism.

Format of PCSP Meetings

- Formality of meetings – community venues?
- Working groups, thematic and sub groups all seen as beneficial.
- Chairs and Vice Chairs seen as role in engaging Designated Organisations.

Format of Policing Committee meetings

- There was no consensus for the style of meeting, although back to back meetings made for a long evening.
- The police report can be repeated at each meeting.
- Centralised reports a bit generic.
- Need advance notice and sight of the District Commander's report. Change in attitude required from "what are you going to do about this?" to "what can we do to help?"
- Loss of Neighbourhood police lamented.
- What does the NIPB require from the Policing Committee?

PCSP Management Meetings

1.38 There were also quarterly meetings of the PCSP Managers from all of the PCSPs (and DPCSPs in Belfast) attended by Department of Justice (DoJ) and NIPB officials. The meetings included local issues such as:

- ASB, interface areas, bonfires, ethnic minorities;
- lack of capacity in communities and grass roots bodies to engage with the OBA process and the potential for PCSP support;
- [Northern Ireland] Omnibus Survey and need to raise profile of PCSPs and confidence in policing in certain areas and with certain age groups; and
- more focused engagement to raise awareness of issues on the street.

1.39 PCSPs commitments included:

- improve self-promotion;
- seek means to reduce the resources required to manage community safety wardens, small grants programme, administrative returns and procurement processes;
- improve the poor turnout at public meetings; and
- develop evidence of impact of long term summer diversionary projects.

- 1.40 The evidence is that governance arrangements are comprehensive and engagement with the Joint Committee and the PCSPs is more extensive and meaningful since the last CJI inspection. The volume and scale of the various meetings indicates significant investment of time and energy in keeping up to date with the PCSPs. This provides a solid base for aligning planning and also disseminating good practice.
- 1.41 The contribution of the PCSP managers was considerable with the only risk that they take on too much and therefore could be seen to dominate proceedings. One very effective counter-balance to this was the presence of working groups that encourage the membership to identify issues and problem solve. The issues around communication, Designated Organisations, outcomes and policing outcomes are reflected upon in greater detail in the following chapters.

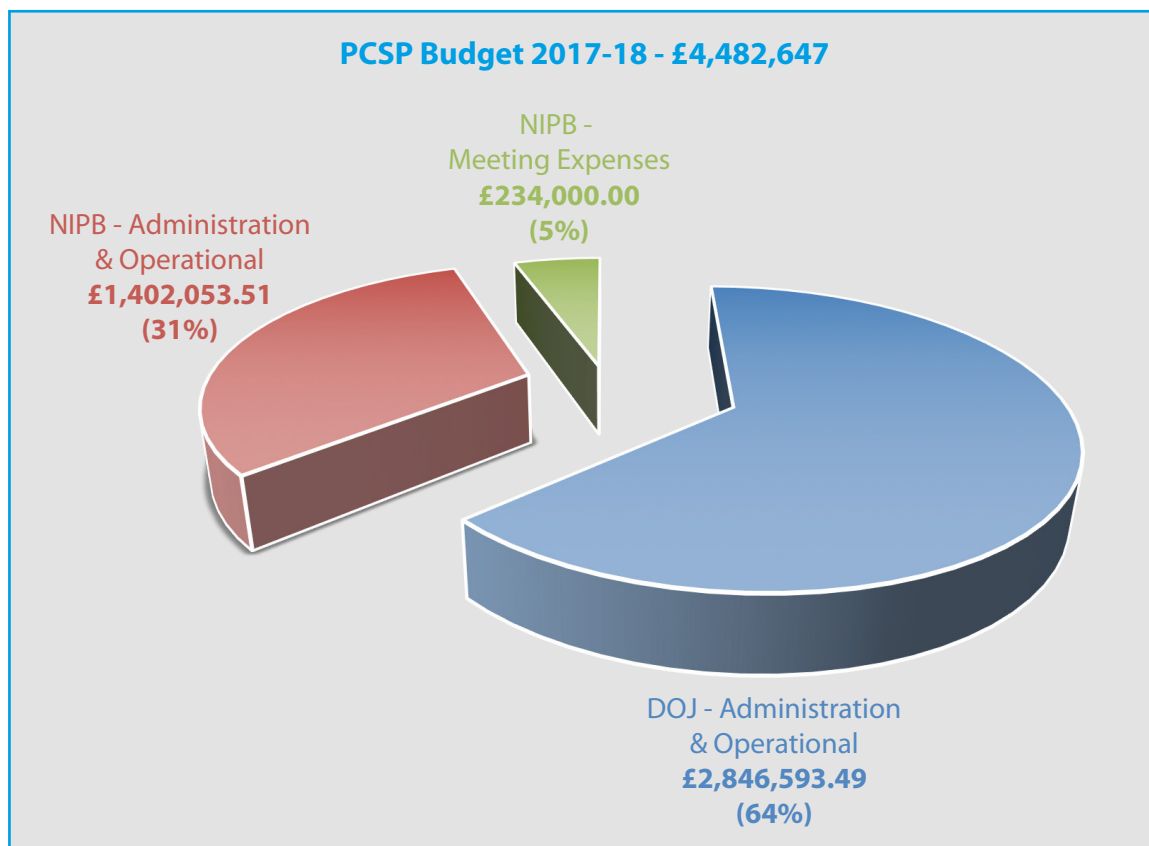


Delivery

Financial Management

2.1 The total amount of funding provided to PCSPs in 2017-18 for administration and operational purposes was £4.248 million with two thirds coming from the DoJ and one third from the NIPB. An additional £18,000 is provided by the NIPB to cover the meeting expenses of each PCSP and DPCSP (total £234,000). Budget allocation at the Council level was made up of three elements: a basic amount (30%) of the budget was given to each PCSP; a further 45% was allocated according to the population in the Council Area and the remaining 25% allocated using figures from the Northern Ireland Multiple Deprivation Measure¹¹.

Figure 2 PCSP Budget 2017-18



11 NISRA, Northern Ireland Multiple Deprivation Measures give an assessment of need, available at <https://deprivation.nisra.gov.uk/>

2.2 The administration costs for each PCSP is capped at 20% of the operational expenses excluding the meeting expenses. All of the PCSPs met this challenging target. (This was the second strategic recommendation in the 2014 CJI report on PCSPs.)¹² In some instances spend was less than 20%; in Antrim and Newtownabbey the costs of the PCSP manager were allocated to other roles, in Newry, Mourne and Down the manager's position has been vacant for some time. Although not detailed some of the Council areas contribute additional resources to support the administrative function; notably Belfast City Council.

Table 1 2017-18 Year-end expenditure (Total budget)

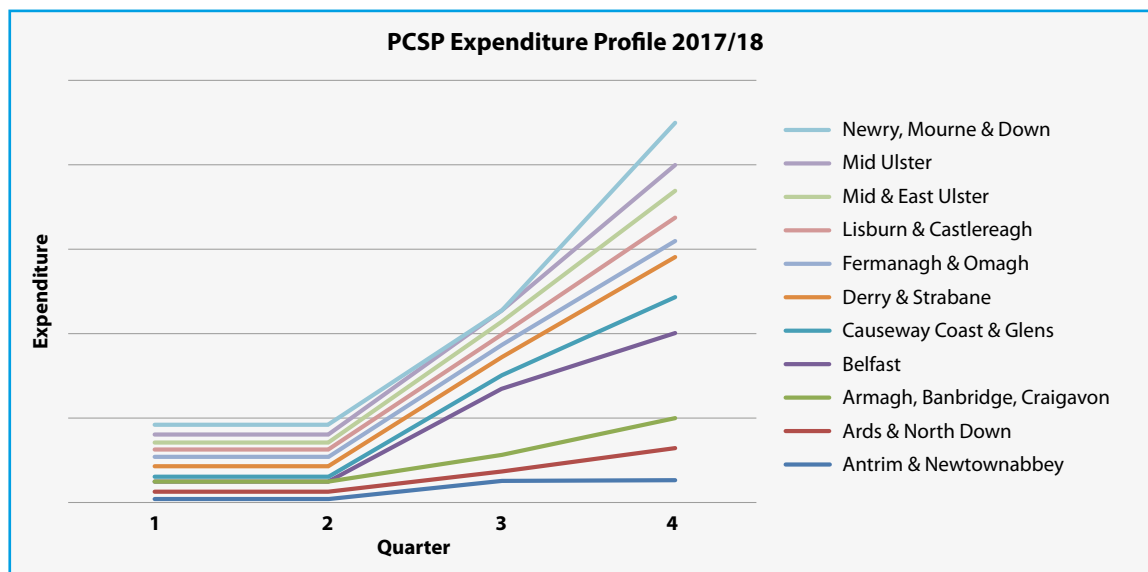
PCSP	Budget Total (£)	Year End Expenditure declared (£)	Expenditure (year-end %)	Admin Costs (% of spend)
Antrim and Newtownabbey	332,068	318,177	95.8	10.42
Ards and North Down	331,933	317,328	95.6	20.00
Armagh, Banbridge and Craigavon	432,514	408,684	94.5	0
Belfast	929,678	904,644	97.3	20.00
Causeway Coast and Glens	343,854	336,590	97.9	20.00
Derry and Strabane	479,701	473,941	98.8	19.43
Fermanagh and Omagh	281,951	274,703	97.4	20.00
Lisburn and Castlereagh	291,113	281,376	96.7	20.00
Mid and East Antrim	337,896	325,420	96.3	20.00
Mid Ulster	314,889	312,229	99.2	20.00
Newry, Mourne and Down	407,050	366,595	90.1	18.64
Total	4,482,647	4,319,687	96.4%	-

2.3 In common with many publicly funded agencies the actual funding is often made available after the commencement of the new financial year. This can lead to lag times in getting initiatives off the ground. Figure 3 shows the expenditure profiles for the PCSPs with a characteristic flat line in Quarter 1 and Quarter 2 and increasing expenditure in Quarter 3 and Quarter 4.

12 CJI, Policing and Community Safety Partnerships: A review of governance delivery and outcomes, December 2014 available at <http://www.cjini.org/getattachment/aacda6ac-11fa-4d0a-944a-4ba2cd4eed28/report.aspx>

- 2.4 PCSP managers followed guidance that budget profiling should reflect delivery rather than a flat-line over 12 months. This provided a more realistic picture of expenditure against forecast. PCSP managers had requested that returns to the NIPB could be one month in arrears and that there would be a two week period at the year-end to compile expenditure. Unfortunately, this did not meet audit requirements.

Figure 3 Profile of PCSP Expenditure 2017-18¹³



- 2.5 Despite the delayed start, the PCSPs managed to largely expend their budgets with 96.4% of funding spent by the year end. One consequence of the funding cycle is the compression of the commissioning of projects and initiatives into shorter time scales making delivery more difficult and straining the PCSPs capacity to adequately monitor all the work streams. There is no simple solution to the short-termism that defines the funding cycle although a recent CJI report¹⁴ reported some efforts being made by central government to introduce an element of flexibility through “operating at risk” (essentially allowing some work to be progressed in anticipation of the funding).¹⁵ Letters of comfort from the Joint Committee had been issued to PCSPs at the start of the 2017-18 and 2018-19 financial years committing at least 90% of the preceding year’s budget to enable continuity of planning and service.

13 Joint Committee figures. March 2019 available at <https://www.nipolicingboard.org.uk/publication/pcsp-effectiveness-report>

14 CJI, *Equal Partners? An inspection of the Voluntary, Community and Social Enterprise Sector’s engagement with the criminal justice system in Northern Ireland*, May 2019 available at <http://www.cjini.org/TheInspections/Inspection-Reports/2019/April-June/Equal-Partners>

15 The requirements of OBA stretched many community based bodies funded by PCSPs with efforts to build capacity in this area a feature of the work delivered by PCSP managers and support staff.

Delivery of the Three Strategic Priorities

- 2.6 Every PCSP has an approved three-year Strategic Plan and one-year Action Plan. These take the format of strategic priorities with outcomes and indicators. A list of aims with key activities and performance measures with milestones for delivery are then identified. In line with the Guidance on PCSP Planning for 2016-19, the Joint Committee agreed three PCSP Strategic Priorities to underpin all Action Plans, namely:

Strategic Priority 1: To successfully deliver the functions of the PCSPs for each area.

In assessing the successful delivery of Strategic Priority 1 during 2017-18, the Joint Committee effectiveness report recorded that PCSPs cumulatively achieved the following:

- 78 private PCSP meetings were held;
 - 45 public PCSP meetings were held;
 - 42 training events for PCSP members were delivered;
 - 104 working/steering group meetings were held; and
 - 7,739 Facebook 'likes' of PCSP posts during 2017-18.¹⁶
- 2.7 All of the action plans reviewed by Inspectors reflected the NIPB Corporate Plan commitment *'to assessing the level of public satisfaction with the performance of the police and improving the performance of and assessing public satisfaction with Policing and Community Safety Partnerships (PCSPs)'. The Corporate Plan sets a specific demand to 'partnership working with PCSPs and other stakeholders to make arrangements to gain the co-operation of the public with the police in preventing crime.'*
- 2.8 As a measure of successful delivery the figures in the most recent Northern Ireland Omnibus Survey were reported. In April 2017, 44% of respondents had heard of PCSPs (2016: 44%).
- 2.9 Of the 44% of the respondents who had heard of PCSPs, 41% felt that their local PCSP has helped to improve policing in their local area, (April 2016: 37%). Almost a quarter of respondents (23%) recorded a 'Don't know' response or did not respond to this question.
- 2.10 The survey identified 1,761 eligible addresses from which 917 interviews were achieved. As this is less than 50% of the survey population, the 44% of respondents who had heard of PCSPs was therefore low. Of this 44%, less than half, knew what the role of the PCSP was indicating that there is a major challenge to promote the work of the PCSPs.

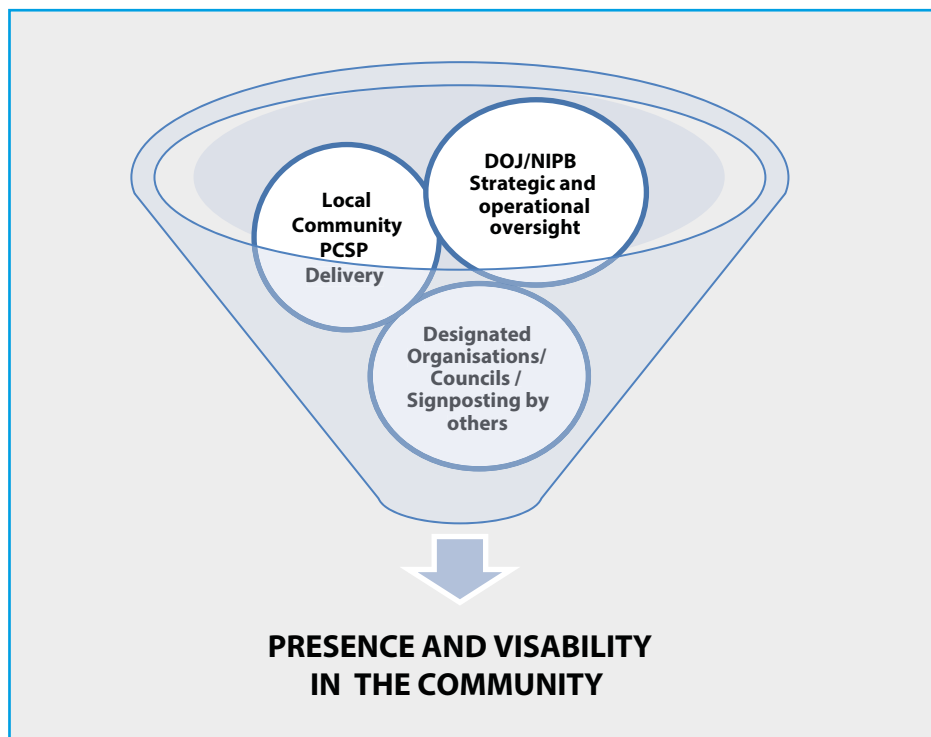
16 Arguably these are all measures of activity and emphasise the need to further develop measures of impact and delivery of outcomes.

Communication and promotion

- 2.11 Given the levels of activity by PCSPs and the link between those activities and PCSP performance, it is disappointing that only 44% of those responding to the Northern Ireland Omnibus Survey had heard about PCSPs. Inspectors acknowledge that many activities engaged young people and that the most recent Omnibus Survey does not capture the contribution of those under the age of 16. Nonetheless, this lack of awareness is cause for concern given the vital link between public co-operation and the prevention of crime.
- 2.12 During 2017-18 each PCSP had been active in raising the profile of their role and functions using various mediums, for example:
- press releases;
 - leaflet drops;
 - information stands at events;
 - articles in Council publications;
 - bespoke PCSP monthly magazines;
 - public events;
 - websites; and
 - social media.
- 2.13 PCSPs have pursued a number of approaches to improve external engagement. In addition to the required public meetings, PCSP members participated in local inter-agency forums and groups, including:
- Ardoyne Interagency group (North Belfast DPCSP);
 - Pensioners' Parliaments (members from all PCSPs);
 - Community Policing Liaison Committee (Ards and North Down);
 - Inner East Neighbourhood Partnership (East Belfast DPCSP); and
 - Drugs and Alcohol Steering Group (Mid and East Antrim).
- 2.14 For their part the DoJ and the NIPB have promoted the work of the PCSPs through literature, promotional events and the extensive meetings with partners and stakeholders. In addition, the NIPB maintains and manages a corporate PCSP website and social media accounts which contain and promote information on the role, work and membership of PCSPs. The NIPB has also established localised social media platforms to assist and support PCSP awareness raising.

- 2.15 The 2017-18 Action Plans of the PCSPs included priorities covering young people, vulnerable people and those subjected to common types of offence such as:
- anti-social behavior;
 - crime involving vulnerable people;
 - drugs and substance misuse and dealing;
 - domestic violence;
 - personal safety and night-time economy;
 - sexual violence;
 - schools and young people's engagement;
 - crime prevention and home security;
 - hate crime; and
 - youth engagement.
- 2.16 Therefore, although all this shows significant activity by the PCSPs, the recognition of their work is not as prevalent as it should be.
- 2.17 During the inspection Inspectors became acutely aware that there was a great deal of activity and energy around efforts to promote the work of the PCSPs. Often the events run by PCSPs are attributed to more visible partners, such as the NIFRS and the PSNI – an inevitable consequence of being in a partnership.
- 2.18 There are also separate funding streams into the community from the Councils that sit alongside PCSPs in some cases whereas in other instances, they emanate from the PCSP perhaps diluting the recognition of the PCSPs' contribution.
- 2.19 Inspectors also found that accessing the web pages of the PCSP hosted within the Council websites was inconsistent and made navigation less intuitive. There was a lack of a corporate approach, out of date information and information that was simply wrong, for example, PCSP membership details.
- 2.20 In looking for a connection with and reach across the Designated Organisations, Inspectors found little by way of effective linkages (key services offered etc.) by the Designated Organisations and likewise there was little reciprocal linking back to the work of the PCSPs by the Designated Organisations.
- 2.21 Inspectors asked stakeholders, PCSP committee members and the public how they might best access information about PCSPs (Where would you go to look?), and found an overwhelmingly negative response. Surprisingly, some PCSP members did not even know or did not visit their own local website. Broadly speaking there were three core areas of PCSP business (see Figure 4) that were the focus of efforts to communicate and promote the role and work of the PCSPs.

Figure 4 Identified core areas of PCSP business



2.22 In recognising current efforts, Inspectors found disconnect and lack of a single strategic approach. There was a general sense of frustration across the PCSPs that something needed to be done to create a real time solution that provided a greater and more unified singular entity and identity for the corporate PCSP brand. This increasingly pointed to a technical solution to enable and facilitate all three core business areas. There was a general sense that this cohesive approach would positively impact on presence and visibility in the community.

2.23 Some of the consistent issues identified as needing this approach include the following:

Join and connect:

- The three core business areas;
- all PCSPs – a common shared working platform (i.e. not split across councils and their websites);
- the community/general public;
- s.75 (of the Northern Ireland Act 1998) groups¹⁷; and
- Designated Organisations.

17 S.75 (1) of the Northern Ireland Act 1998 provides for the statutory 'equality duty' in Northern Ireland. As with all designated public authorities, those within the criminal justice system are required to have due regard to the need to promote equality of opportunity between the nine categories of person identified. The requirements of s.75 (1) are set out in Schedule 9 of the 1998 Act.

Local PCSP Delivery - Promote local understanding/vision of:

- The PCSP;
- the functionality, purpose and work of local PCSP meeting(s);
- the functionality, purpose and work of the local Policing Committee meeting(s);
- the roles, recruitment exercises and opportunities to participate locally;
- Direct contribution by PCSPs to content:
 - accuracy;
 - relevance; and
 - currency.

Promote:

- Activities/events/projects;
- scheduled meetings/forums;
- good practice;
- achievement; and
- reward/acknowledgement.

Continue to develop use of appropriate social media, for example:

- Facebook;
- Snapchat; and
- Twitter.

2.24 The reach and visibility of PCSPs is absolutely critical to their work in reducing crime. An effective communication strategy is key to making any business successful and none more so than that of keeping communities safe. In this regard, Inspectors do not undervalue the importance and impact of the good work that is taking place but recognise an opportunity to move current approaches forward. Finding out about PCSPs should be uncomplicated and needs to be easily accessible by everyone.

Strategic recommendation 2

Inspectors recommend a review (within 2019-20 planning cycle) of the current strategic approach to communications by an independent agent with subject expertise. Such a review should include a feasibility study in regard to a technical solution that offers a more unified singular entity and identity for the corporate PCSP brand.

Strategic Priority 2: To improve community safety by tackling actual and perceived crime and ASB

2.25 During 2017-18, the PCSPs undertook the following:

- 6,042 people attended 253 events to raise awareness or to educate on drugs or alcohol misuse;
- 65,000 prescription/non-prescription drugs were disposed of through the RAPID Bins initiative;
- 32,000 individuals have engaged or benefited from initiatives/projects implemented under the ASB theme;
- 14,678 'on street' patrols have been carried out through the Community Safety Wardens/ Street Pastors/Angels Schemes engaging with 18,765 individuals;
- 97% of individuals (133/137) surveyed in Derry and Strabane, stated that they felt safer because of the Community Safety Wardens Scheme;
- 2,790 older people attended 42 home safety awareness/educational events;
- 1,254 homes were assessed under the Safe Home/Home Security Schemes with 1,152 of these fitted with additional security measures;
- 766 Neighbourhood Watch Schemes were operational by the end of the reporting year;
- 62 road safety events were held with 10,962 participants;
- 5,230 young people attended a Roadsafes Roadshow; and
- 744 women have been assisted by four Domestic Abuse Workers with 25% assisted through court proceedings.

Strategic Priority 3: To support community confidence in policing

Delivery during 2017-18, included the following:

- 61 private Policing Committee meetings were held;
- 68 public Policing Committee meetings were held;
- 27 Support/Concern Hub meetings were held dealing with over 127 referrals;
- 12,228 attended 190 PSNI engagement events and 105 PSNI forum meetings;
- 43 projects were delivered to improve confidence in policing; and
- over 10,000 individuals subscribed to the Text Alert Scheme.

2.26 At its simplest level this work would not be achieved in the absence of the PCSPs. The PSNI District Commanders told Inspectors that they needed the PCSPs to complement their efforts, especially in a climate of reducing resources.¹⁸

18 The total PCSP budget would fund around 100 police officers (cost of training 1 FTE ~ £45,000) which is less than 2% of PSNI manpower and in the view of one PSNI officer, would make no significant contribution to the achievement of the outcomes set for the PCSPs.

Delivering Local Priorities

2.27 Complementing the Strategic Priorities each PCSP identified a range of key themes reflecting local need. Table 2 highlights the key themes of each of the PCSPs. ASB is a strategic priority and is in every plan alongside Neighbourhood Watch schemes and Road Safety which are key priorities in every area. Domestic/Sexual Violence and Abuse was recognised as a key priority in 10 of the 11 PCSP action plans with a significant level of activity dedicated to this issue.

Table 2 PCSP Thematic Areas (2017-18)

	Alcohol	ASB	Burglary	Business / Retail Crime	Drugs	Domestic / Sexual Violence	Elderly	Hate Crime	Human Trafficking	Internet Safety	Neighbourhood Watch	Night Time Economy	Road Safety	Rural Crime	Community Safety Wardens / Street Pastors
Antrim & Newtownabbey		X	X		X	X					X		X		X
Armagh Banbridge & Craigavon	X	X	X	X	X	X		X			X	X	X	X	X
Ards & North Down	X	X	X		X	X		X			X		X	X	X
Belfast	X	X	X	X	X	X	X	X	X		X		X		X
Causeway Coast & Glens	X	X	X		X	X	X			X	X		X	X	
Derry & Strabane	X	X	X	X	X	X	X	X			X		X	X	X
Fermanagh & Omagh		X		X		X					X	X	X		X
Lisburn & Castlereagh	X	X	X		X	X		X		X	X		X		X
Mid & East Antrim	X	X	X	X	X	X			X	X	X		X	X	X
Mid Ulster	X	X		X	X	X	X			X	X	X	X	X	
Newry Mourne & Down	X	X	X		X			X			X		X	X	X

A major area of criminality is Domestic Violence where crimes represented 15% of all reported crime during 2017-18; an increase of 1% from 2016-17. Table 3 highlights the increases at District level in terms of both domestic abuse incidents and domestic abuse crimes.

Table 3 Domestic abuse incidents and crimes by policing district, 2016-17 and 2017-18

Council District	Domestic Abuse Incidents			Domestic Abuse Crimes		
	2016-17	2017-18	Change (+/-)	2016 -17	2017-18	Change (+/-)
Belfast City: of which	7,803	8,031	228	3,834	3,848	14
<i>East</i>	1,592	1,733	141	840	881	41
<i>North</i>	2,988	3,178	190	1,332	1,337	5
<i>South</i>	1,177	1,160	-17	677	632	-45
<i>West</i>	2,046	1,960	-86	985	998	13
Lisburn and Castlereagh	1,627	1,613	-14	779	886	107
Ards and North Down	2,349	2,215	-134	987	966	-21
Newry, Mourne and Down	2,142	2,268	126	1,147	1,210	63
Armagh City, Banbridge and Craigavon	2,915	2,871	-44	1,568	1,652	84
Mid Ulster	1,500	1,673	173	752	839	87
Fermanagh and Omagh	1,691	1,726	35	766	744	-22
Derry City and Strabane	2,783	3,080	297	1,316	1,369	53
Causeway Coast and Glens	2,187	2,119	-68	959	945	-14
Mid and East Antrim	2,267	2,191	-76	926	1,047	121
Antrim and Newtownabbey	1,902	2,126	224	896	1,054	158
Total	29,166	29,913	747	13,930	14,560	630

2.28 A total of 10 PCSPs and two DPCSPs funded or supported initiatives aimed at Domestic Violence ranging from direct support to educational or awareness raising activities.

2.29 Four PCSPs, namely; Mid and East Antrim, Lisburn and Castlereagh, Causeway Coast and Glens and Antrim and Newtownabbey partly or fully funded a Domestic Abuse worker within their District. As a result of this intervention, a total of 744 women have been assisted, with

approximately 25% assisted through court proceedings. This is an important outcome in light of Sir John Gillen's preliminary report on sexual crimes in which he stated: *"currently approximately 83% of complainants are not reporting to the police and where acquittal rates are already very high."*¹⁹

2.30 Five PCSPs implemented or supported the 'Safe Place' or 'Safe Churches' initiative which provides support in a range of settings for people requiring information on domestic violence. Notably, all PSNI stations have been designated as Safe Places.

2.31 The PCSP support for the Safe Place initiative has led to tangible improvements.

- **Mid and East Antrim PCSP** supported ONUS, a social enterprise established by Women's Aid Northern Ireland which resulted in a steady increase in the number of referrals to a range of support agencies.
- **Antrim and Newtownabbey PCSP** also supported ONUS. As a result, 51 new referrals were received with 32 accepting support and continue to engage or were exited from the service with a successful outcome.
- **Ards and North Down PCSP** held two 'Safe Place' Awareness raising sessions which were attended by local businesses, churches and primary schools.
- **Armagh, Banbridge and Craigavon PCSP** delivered three 'Safe Place' training sessions to council staff and registered all Leisure and Community facilities as part of the 'Safe Place' Scheme. In addition, ABC [Armagh, Banbridge and Craigavon] also implemented the 'Safe Churches' initiative developed by ONUS. A total of 16 participants from the Church of Ireland and Roman Catholic Cathedral congregations participated.
- **North and East Belfast DPCSPs** engaged with 13 churches to provide support through ONUS for the 'Safe Churches' registration.



2.32 Awareness raising and preventative education activities have also been key PCSP interventions. Examples include:

- **Mid Ulster PCSP** delivered the Positive Relationships Programme to 1,300 10-16 year old students across the district. The 'Behind Closed Doors' campaign targeted both male and female victims of domestic violence and abuse and sexual violence and abuse and signposted them to the Domestic and Sexual Violence Helpline.
- **Mid and East Antrim PCSP** funded the Rowan Centre to deliver a 'Supporting Victims with Vulnerabilities Post-Sexual Assaults' Conference. The conference led to a number of referrals to support services.

19 Retired Lord Justice Sir John Gillen issued a report into the law and procedures dealing with serious sexual offences in Northern Ireland. The preliminary report is available at: <https://gillenreview.org/sites/gillenreview/files/media-files/Gillen%20Report%20-%20Executive%20Summary.pdf>. The final report was published on 9 May 2019.

- **Fermanagh and Omagh PCSP** funded the Aisling Centre to deliver a Domestic and Sexual Violence Counselling Pilot Programme. A total of 202 sessions were delivered with 22 participants availing of the service. This resulted in 26 referrals for support with 95.5% of 'clients' stating that they felt more positive about the future because of the service.
- **Belfast PCSP** launched a Domestic Violence App in November 2017. The App provides details of support services available to potential and actual victims and had 279 downloads by April 2018.

2.33 All of this activity is contributing to prevention of domestic violence and supporting victims of domestic violence and abuse. Whilst acknowledging the level of commitment of the PCSPs to combating domestic violence and abuse, it remains a very significant challenge and reports of domestic violence incidents and domestic violence crimes continue to increase. The recently published CJI report 'No Excuse' looks at domestic violence and abuse and discusses the issue in more detail.²⁰ The PCSPs have a duty to monitor PSNI performance and there is an opportunity to highlight their performance around specific issues such as domestic violence at the Policing Committees.

Accountability for PSNI Performance at Policing Committee Meetings

- 2.34 An in-depth report sponsored by the NIPB looked at the effectiveness of the Policing Committees²¹ and noted the variety of approaches in their structure and delivery. Each PCSP operates a Policing Committee, comprising of Political and Independent Members, with Designated Members strongly encouraged, but not obliged to attend. Duties include identifying priorities for consideration in the development of the local Policing Plan and gaining the co-operation of the public in terms of crime prevention.
- 2.35 CJI Inspectors noted the same variety of approaches to the Policing Committee. Some PCSPs held the Policing Committee on a different night to the PCSP meeting, while some held the Policing Committee meeting either before or after the PCSP meeting. Others incorporated the Policing Committee meeting into the PCSP meeting, treating it as an agenda item, although it was an item that was made significant by being first on the agenda and introduced as such by the Chair. The view of Inspectors **was that the integration of the Policing Committee into the overall PCSP was more convenient for members, reduced duplication and led to greater involvement of the members from the Designated Organisations.**
- 2.36 Inspectors found that the conduct of the Policing Committee meeting ranged from a report by the local PSNI Chief Inspector with a list of statistics and a call for questions at the time of the meeting. Others held a public Policing Committee meeting - such as Lisburn and Castlereagh where the public were asked for input.

20 CJI, *No Excuse Public Protection Inspection II: A thematic inspection of the handling of Domestic Violence and Abuse cases by the criminal justice system in Northern Ireland*, 19 June 2019 available at <http://www.cjini.org/TheInspections/Inspection-Reports/2019/April-June/Domestic-Violence>

21 The Effectiveness of Policing Committees; Duncan Morrow, Jonny Byrne and Richard Good; Ulster University; November 2017 available at <https://www.nipoliceboard.org.uk/sites/nipb/files/publications/research-report-on-the-effectiveness-of-policing-committees.PDF>

- 2.37 Within North Down a separate Policing Committee monitoring sub-group was operated by the PSNI and to this sub-group performance questions were raised in writing by the PCSP. Police were asked to respond formally to the questions with which they had been provided in advance. This allowed members to take a considered view of the policing report. Other PCSPs, such as Causeway Coast and Glens received the policing report a week in advance which was circulated to members so they could raise questions. Where the practice was to issue the police report on the night of or shortly before the meeting, it clearly reduced the level of scrutiny or questioning that was possible.
- 2.38 Within the context of holding the police to account for the delivery of the local Policing Plan, PSNI officers who regularly attended Policing Committee and PCSP meetings the general consensus when asked the question: 'To whom do you feel accountable or to whom do you feel answerable in terms of the local issues and how police perform?' was overwhelmingly that they felt this was to internal accountability and not to the PCSP/Policing Committee. Similarly, when asked 'What impact does the policing committee meeting have on you and your work?' the answer was overwhelmingly – *"usually reactive and case specific"*.
- 2.39 The point was made that this was not because the PSNI ignored the Policing Committee meetings but rather that the police had developed their approach to the accountability process. As one officer remarked: *"We are used to this type of accountability, it's what we normally do, we're used to doing it and we've got good at it"*.
- 2.40 Officers told Inspectors that the PSNI had evolved an approach to the accountability structures that originated in the District Policing Partnerships (DPPs). The DPP meetings were described as *"frank exchanges"* and not something to which the local police commander looked forward. Although at times they were overly focused on individual incidents, the accountability aspect was recognised.
- 2.41 Since then the PSNI had developed structured reports prepared by their analysts and presented to the PC/PCSPs. The policing reports presented quarterly statistics on recorded crime types with variances and forecasts. The local Inspector/Chief Inspector gave a run through of the figures often highlighting any changes and opening the meetings to the floor for questions.
- 2.42 In a majority of cases the introductions to the Policing Committee were couched as a review of the local Policing Plan. In some instances, there was a narrative that highlighted local achievements. Mostly it was a delivery of the recorded crime statistics for the past couple of months. Inspectors did not observe a narrative around the achievement of the strategic priorities in the local Policing Plan or a meaningful measure of delivery of the outcomes identified in both the local Policing Plan and the PCSPs' action plans. Where the action planning expressed police accountability as a key aim, and not all did, the outcome measures (specifically is anyone better off?) were the percentage of participants and PCSP members with improved awareness of local policing delivery.

- 2.43 This made it difficult to assess the overall achievement of the work of the PSNI and the PCSP. The crime figures could go up or down and there would be a rational explanation for these short term variances and, usually, a reference that over the long term, crime levels were reducing. Inspectors observed a number of Policing Committee meetings where the reports presented by the police did not elicit any particularly demanding response. In one meeting where statistics for sexual offences increased by over 50% in a three month period, there was no questioning of the basis for this increase or what the police response would be.
- 2.44 Many meetings often concluded with a 'to do' list for the police, usually around specific incidents and requests for the police to follow up. Although there was a matters arising review at the meetings they did not always go into the detail of the action points for police arising from the previous meeting.
- 2.45 Inspectors did discuss this with both police and PCSP managers and whilst there may not be a formal recorded review, there was follow-up between the PCSP manager and the police with the majority of actions completed. One possible development is to frame the issues in terms of need with members then offering solutions to problems rather than ascribing particular actions to the police. This would also provide the basis for a follow-up of the actions of the Designated Organisations and move the sole focus away from the police.
- 2.46 The appearance of a lower level of accountability at the PCSP meeting could also reflect a more relaxed working relationship between the partnerships and the police which could be improved with more formal analysis of the achievement of the Policing Plan and reporting on police implementation of projects to improve policing effectiveness. The most productive policing reports were presented well in advance of the meetings and included a narrative by the police giving some background to the more significant events.

Developing the Policing Committee Meetings

- 2.47 The Policing Committee meetings need more edge to the proceedings if the PSNI are to be held to account for their performance. There are priorities in the Policing Plan that could be reported on at every meeting. As an example, there is an opportunity for the local PCSP to review police performance against Sexual Violence and Domestic Violence incidents – these are areas in which the PCSPs are heavily invested. A recent CJI report on Sexual Violence and Abuse²² highlighted the failings in the criminal justice system and one of the issues was the lack of accountability within the system with the Chief Inspector of Criminal Justice in Northern Ireland registering disappointment at having to repeat recommendations. The PCSPs offer a community level and focused conduit to challenge police performance in this and other important areas.

22 CJI, *Without Witness Public Protection Inspection 1: A thematic Inspection of the handling of Sexual Violence and Abuse cases by the criminal justice system in Northern Ireland*, November 2018, available at <http://www.cjini.org/getattachment/9bb62408-dcf2-4376-a13c-75d6c053cd91/report.aspx>

2.48 The recent report on Policing Committee effectiveness²³ made 10 recommendations covering training, communication, co-ordinating response, creating outcome frameworks and so on. CJI endorse these and propose the following:

Strategic recommendation 3

The PSNI should present a narrative update on achievement against the local Policing Plan that gives a cumulative measure of achievement to the PCSPs members with specific reference to delivery of Policing Plan outcomes.

Strategic recommendation 4

In response the PCSPs should have an agenda item to highlight the linkage between the delivery of the local Policing Plan, the PCSP Action Plan and the work of the PCSPs. They should then identify what needs to be done to improve delivery.

Operational recommendation 1

The PSNI should report on specific initiatives in the delivery of policing aimed at improving performance in dealing with Sexual and Domestic Violence and other local policing priorities such as human trafficking, rural crime and cyber-crime.

Designated Organisations and PCSPs

2.49 As previously stated in Chapter 1, there are seven Designated Organisations that send attendees to the PCSP meetings. They are the:

- Probation Board for Northern Ireland;
- Health and Social Care Trust(s);
- Northern Ireland Housing Executive;
- Education Authority;
- Youth Justice Agency;
- Northern Ireland Fire and Rescue Service; and
- Police Service of Northern Ireland.

23 The Effectiveness of Policing Committees; Duncan Morrow, Jonny Byrne and Richard Good; Ulster University; November 2017 available at <https://www.nipolicingboard.org.uk/sites/nipb/files/publications/research-report-on-the-effectiveness-of-policing-committees.PDF>

- 2.50 There was good evidence of positive interactions with the PCSPs and the Designated Organisations through working groups that focused on particular problem areas, such as the night-time economy, vulnerable people and ASB. In similar fashion, the PCSPs and the voluntary and community sector worked well in responding to local issues either raised through concern/support hubs and other local fora, such as tenancy meetings and public meetings around specific incidents.
- 2.51 At a more strategic level there was an opportunity for the Designated Organisations to have greater input to the PCSP planning and the PCSP meetings. In reviewing the corporate and business plans of the Designated Organisations references to the PCSPs were not focused on delivery and did not commit resources to delivering joint outcomes but rather focused on commitments to attend and support PCSPs. The Joint Committee identified an action point at its October 2017 meeting to ask Chief Executives of each of the Designated Organisations to provide an update on how their local representatives are prepared/briefed to contribute to PCSPs/DPCSPs as an equal member and to provide feedback on how their local representatives are finding PCSPs.²⁴ The Joint Committee meeting in December 2017 noted that *'the lack of a joined-up approach between PCSP action plans and organisational plans of the Designated Members (sic) as referenced in the CJI 2014 inspection report was still an issue'*.
- 2.52 Some of the officials from the Designated Organisations to whom Inspectors spoke said that their attendance at the PCSP meetings was as much about corporate obligation as it was about contributing to the PCSP agenda. Discussions with senior officials in a number of the Designated Organisations supported the view that PCSPs were not their highest priority. This was not necessarily that they did not see them as a valuable resource. It was often the case that the Designated Organisation had community meetings through other fora that included a range of statutory partners, the PCSP and the Council. These other meetings usually had some statutory underpinning that gave greater impetus to the input of the Designated Organisations that was missing from the PCSPs.
- 2.53 The common feature that where a specific theme and response could be identified (as is the case in Concern/Support Hubs) the organisations worked well together, was reflected in discussions between the Designated Organisations and the Joint Committee. At a meeting of officials from the Designated Organisations, Councils and the Joint Committee²⁵ the focus provided by working groups on specific issues was noted. One comment highlighted the issue of ensuring the right person attended the PCSP meeting, especially in the case of the Health Trusts (as there are 22,000 employees) going on to say, *'it can be a struggle for a Designated Member to contribute because they can't work out what the PCSP agenda is in relation to their organisation.'*

24 Joint Committee Governance Meeting 3 October 2017 (hard copy provided to Inspectors; not available on public website).

25 Minutes of the Policing and Community Safety Partnership Joint Committee meeting with the Chief Executives of the Designated Organisations and SOLACE NI; 6 December 2017.

- 2.54 Learning from where the most effective interactions occur, namely, where there is a focus on a particular result, the input of the Designated Organisations could be improved through greater priority being given to the work of the PCSPs through the Corporate and Business Plans of the Designated Organisations.
- 2.55 One senior director of a Designated Organisation told Inspectors that a more flexible approach could help improve engagement. Their experience at the meetings was requests for updates on their projects and ad hoc requests for input to delivery with less emphasis on agreeing joint outcomes and designing delivery solutions. **Possible improvements are to identify shared areas of need, what outcomes are desired and how the various bodies will contribute to achievement.** This could also lead to **increased direction given to the officials attending the meetings with subsequent accountability and reporting procedures within their parent designated body.** The end result is to give a sharper edge to the collaboration between Designated Organisations and the PCSPs.

Public Health approach to delivery

- 2.56 With better collaboration between the various elements of the PCSP in mind there are some examples of co-operation to tackle what are essentially criminal justice focused issues outside the purely criminal justice arena. Known as a public health approach to criminal justice issues, a key element is the involvement of a range of stakeholders in solutions giving a range of inputs that can be applied. PCSPs have a role as crime/violence/ASB are multi-causal and, crucially, communities are more likely to buy-in to efforts that have a public health framework rather than a criminal justice focus because the emphasis is on improvement rather than individual blame²⁶. This also fits in with the definition of outcomes in terms of positive alternatives to crime rather than simply a reduction in crime statistics.²⁷
- 2.57 PCSPs are uniquely positioned to deliver this type of co-ordinated approach as they have all the relevant players around the table. There is evidence that the planning processes within the PCSPs involve greater consultation with the communities and also the PCSP partners. However, the dependence upon the PCSP Manager to do most, if not all, of this and also to manage the delivery of the various projects is a potential risk. Identifying some areas to adopt a public health approach could assist the planning process by encouraging the input of all the agencies to providing a positive alternative to, say Looked After Children being declared missing and returned by the police. Targets that focus on a reduction in numbers can simply lead to responsibility falling to the body that records the numbers.

26 Recent research has identified the areas of intersection between public health and criminal activity, showing that some programs originating out of a criminal justice focus are compatible with a public health approach to community violence (Akers and Lainer, 2009, McDaniel et al., 2014, Welsh et al., 2014) link available at <https://www.sciencedirect.com/science/article/pii/S2211335516300833#bb0005>

27 An example closer to home was the decision to treat knife crime in Scotland as a public health issue – rather than simply a police matter. As, Susan McVie, professor of quantitative criminology at the University of Edinburgh, pointed out, the police, working alone, have a limited capacity to prevent knife crime. Fewer than 2% of stop and searches in Scotland resulted in the recovery of a knife. Once violence was seen as a public health issue, the conversation changed: “We started to talk to offenders and ex-offenders and to challenge behaviours and the culture of violence,” says McVie.

Strategic recommendation 5

The Designated Organisations of the PCSPs should increase recognition of the role of PCSPs and delivery of shared positive outcomes in their corporate planning.

Operational recommendation 2

The representatives of the Designated Organisations attending the PCSPs should have direction from their organisation and internal lines of reporting within their organisation to report on achievement through the PCSP.



Outcomes

Outcome Based Accountability (OBA)

- 3.1 The OBA approach endorsed in the draft PfG, focuses on outcomes that are desired and monitoring and evidencing progress towards those desired outcomes. Key features of OBA include:
- population accountability which is about improving outcomes for a particular population within defined geographical areas; and
 - performance accountability which is about the performance of a service and improving outcomes for a defined group of service users.
- 3.2 Another key feature of OBA is the use of performance management categories which distinguish between 'How much did we do?', 'How well did we do it?' and, the most important category, 'Is anyone better off?'

PCSP Action Planning

- 3.3 All of the PCSP Action Plans in 2017-18 were couched in OBA parlance. The key questions of:
- How much we do?
 - How well did we do it? and
 - Is anyone better off?

were central to all the plans reviewed by Inspectors. The PCSP plans identified priorities and matched activities to these with measures to assess how well they would do. A good example of the approach to incorporating the OBA approach was the Belfast Partnerships' plans.

- 3.4 The planning process began with a strategic assessment of need early in 2016-17 to identify priorities for 2016-17 year. The PCSPs analysed:
- crime, ASB and fear of crime statistics;
 - citywide consultation (2,800 respondents);
 - seven thematic focus groups; and
 - responses following consultation with statutory partners.

3.5 The assessment also took into account other strategic plans such as the draft PfG, the Northern Ireland Policing Plan and Belfast City Council’s Community Plan. From this assessment the PCSP priorities were identified with associated outcomes, assessment of impact with population goals and also a baseline for statistical comparison. Table 4 provides some examples:

Table 4 Linking Priorities and Outcomes

Strategic Priority	Outcomes	Indicators	Baseline	Population Goals
Improve community safety by addressing crime and ASB	Reduce crime	Recorded crime statistics	33,086 in 16-17	PfG Outcome 7 We have a safe community where we respect the law and each other
	Reduce ASB	ASB incidents	16,334 in 16-17	PfG indicator 1 % of population who were victims of crime
		Hate crimes	492 crimes 2016	
	People feel safer	Confidence in policing drugs/ alcohol	46%	Community Safety Strategy/Northern Ireland Policing Plan Outcomes: Crime rate ASB Rate Fear of Crime % public confidence in policing
	Reduce impact of crime on vulnerable groups	Reduce people worried about crime in survey	7.0% very worried	Belfast Agenda Outcome: Belfast will be a city that is welcoming, safe, fair and inclusive

Best practice examples from the PCSPs' 2017-18 annual reports

The Inter-Ethnic Forum (Mid and East Antrim): Service to victims and witnesses of domestic violence and abuse.

The Forum provides services to and facilities for victims and witnesses of domestic violence and abuse. This is seen as a safe place by victims and witnesses who can go and discuss initial concerns with bi-lingual advocates who offer support. Facilities are available to meet with the police without going to the police station in the first instance. This goes far beyond any concept to provide a simple alternative method for reporting crime. This collaborative approach working with the police and others ensures that victims and witnesses of domestic violence and abuse are well informed and supported giving them the confidence to meet with the police. Such an approach ensures that cultural differences, language barriers and fears of the 'system' are addressed very early on.

Fermanagh and Omagh PCSP

Domestic and Sexual Violence: Project Name: Peer Student Forum

Project partners: Western Domestic and Sexual Violence Partnership

Funded amount: £4,500

Raising awareness of sexual and domestic violence is a key activity for the PCSP with under reporting, particularly in rural areas being an issue. Fermanagh and Omagh PCSP, in collaboration with the Western Domestic and Sexual Violence Partnership, delivered a series of awareness raising events across the District. Working with facilitators from NEXUS, a Peer Student Forum was established in both Enniskillen and Omagh campuses of the South West College.

The Forum developed key messages to create greater awareness of domestic and sexual violence and designed appropriate merchandise for publicity campaigns in South West College and the wider area.

This work has laid the foundations for future initiatives for the PCSP working collaboratively with the Western Domestic and Sexual Violence Partnership, to deliver appropriate interventions around domestic and sexual violence in South West College Enniskillen and Omagh campuses.

3.6 In its OBA assessment Fermanagh and Omagh PCSP measured:

How well did we do it?

All 27 students who participated reported their experience to be positive and beneficial. It also led to piloting domestic and sexual violence awareness training for health and beauty students.

Is anyone better off?

All 27 students reported that they are much more aware of domestic and sexual violence and of the services offered by NEXUS, MAN and Women's Aid.



PCSPs addressing local priorities

Youth Support	<p>The PSNI Neighbourhood Team engaged with Ogras/Krafty Kids Club in Coalisland to deliver an awareness raising and engagement programme for children aged between four - 11 years. There were 69 participants aged five -11 years, 88% now know their local police officer better and 94% know who they can go to for help.</p>
Older People	<p>Events were delivered in partnership with Agewell, PSNI Crime Prevention, Mid Ulster District Council Home Safety, Community Organisations of South Tyrone and Areas (COSTA) and Cookstown and Western Shores Area Network (CWSAN) which are networks involving communities in Health Improvement.</p> <p>Of the 146 attending 95% agreed/strongly agreed they had an increased awareness of crime prevention and 97% understood how to secure their home. A total of 91% of those attending agreed/strongly agreed they were more aware of the Mid Ulster PCSP.</p>
Road Safety	<p>Six Emergency Services Road Traffic Collision Reconstructions were held in Moneymore; Loughrey College, Cookstown; St Mary's High School, Magherafelt and Tesco's, Dungannon. The reconstructions were delivered to approximately 300 people. There was 100% positive feedback on the reconstructions and the road safety message delivered.</p> <p>A Young Drivers Event was held in conjunction with NI Cruise in Moneymore in June 2016 with approximately 145 in attendance. A total of 97% of people surveyed rated the event good/very good. In addition 75% said the event had increased their awareness of road safety and 55% said their attitude towards policing had changed for the better.</p>
Night Time Economy	<p>The PCSP continued to provide resources to Street and Club Angels in Cookstown and Magherafelt.</p> <p>A drugs/alcohol awareness session for vintners was delivered by Ascertain in March. A total of 13 people attended the training with 100% assessing their participation as positive. Counter Measures (responsible alcohol trading) training was also delivered to 13 vintners' bar staff in Cookstown with 100% of participants assessing their participation as positive and all trainees received a Certificate.</p>

Vulnerable Persons

A Domestic Violence bus and adshel advertising campaign was delivered over the Christmas period in conjunction with Crimestoppers and Women's Aid.

Mid Ulster Women's Aid delivered two Healthy Relationships programmes in schools. A total of 22 participants were surveyed. Results showed that 95% said they found the programme useful; 86% had an increased knowledge of Healthy Relationships; 91% had an increased knowledge of Unhealthy Relationships; 86% had an increased knowledge of Domestic Violence; 82% had an increased knowledge of Domestic Violence support services; and 95% rated the programmes as good/very good.

Speedwell Trust and the PSNI delivered the Parents Internet Safety Programme. A total of 88% of participants strongly agreed they had an increased awareness of the dangers and challenges associated with using the internet; 70% strongly agreed they were more confident in talking to/challenging their children in the use of social media sites; and 79% strongly agreed that they were provided with advice on how to keep themselves and their children safe while using the internet and social media.

Beam Creative Network delivered 16 'Who's at The Door' workshops in 15 schools. 100% of participants surveyed understood more about keeping safe on the internet and understood and remembered the rules when using the internet. 100% enjoyed the workshops and 89% said they felt safe to tell someone they trust about an upsetting incident online. A total of 100% of teachers surveyed felt the drama workshop was of benefit to them.

Spanner in the Works delivered 16 performances of the Domestic Violence play 'Mind Games' to 1,200 post primary school pupils. Of 562 attendees surveyed, 75% said they found the project useful; 70% had an increased knowledge of domestic violence; and 65% had an increased knowledge of domestic violence support services.

Mid Ulster Volunteer Centre delivered 11 Safe and Wellbeing workshops. A survey indicated that 91% of those who attended said they found the programme useful; 83% said that it changed their attitude towards policing for the better.

ASB

Working with partners from the PSNI, Transport NI, the local Council and the Fairhill Residents Group, a 'Fair Warning for Fairhill' awareness raising and enforcement initiative was developed to address anti-social driving in the Fairhill area of Cookstown. Approximately 30 residents' homes were visited by the PSNI and a letter given to each resident providing information on the initiative and encouraging the reporting of incidents. In addition, 80 leaflets were given to motorists at a static check point advising of the campaign.

There were 20 participants in the Hebron Summer Youth Diversionary Project. 100% of participants surveyed had an increased awareness of who they could go to for help and support and 95% had an increased awareness of how to stay safe.

Maghera Cross Community Link between July and December 2017-18 held a number of youth diversionary activities including a summer scheme, drama, boxing classes and music sessions. Between 70 to 80 young people participated in the various programmes.

Cornstore Youth Club provided Halloween Diversionary Activities and 30 young people participated in this programme.

Fivemiletown Youth Annex delivery of cage soccer programme over five weeks in Fivemiletown. 100% of participants enjoyed the programme and 89% reported being more aware of ASB with 81% more aware of the impact that ASB has on others. In addition, 81% also said that after this programme they know their local police officers better.

Dungannon Swifts FC delivery of a Midnight Soccer programme over six weeks. A total of 67 young people participated in the programme with 96% reporting they enjoyed the programme. Of those surveyed 97% indicated they were more aware of ASB; 70% were more aware of the impact ASB can have on others and 67% knew their local police officer better.

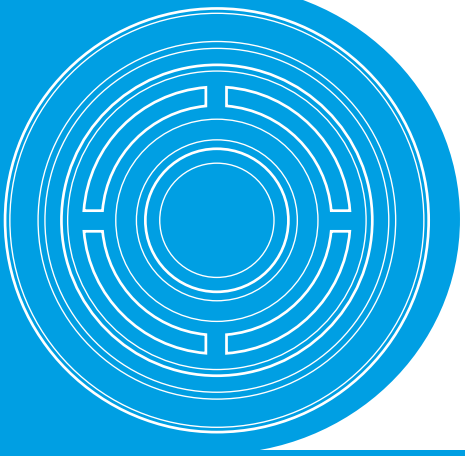
Lisburn Safe is a volunteer community warden scheme currently operating in areas across Lisburn City and other outlying areas. Lisburn Safe addresses issues of low level crime, ASB, reporting of crime and acts as a signposting service. Key outcomes were identified as:

- to provide opportunities for local communities to have a say in local policing;
- to reduce levels of ASB, crime, drugs misuse, environmental damage and deterioration in public order;
- to decrease sectarian violence and hate crime;
- to strengthen and develop relationships with the PSNI, other statutory and voluntary organisations and political representatives;
- to raise the profile of Lisburn Safe in relation to community safety;
- to professionalise the role of Lisburn Safe; and
- to monitor performance of Lisburn Safe Volunteers.

- 3.7 All of the projects listed above were making a contribution to the PCSP priorities but in nearly every case, the outcomes were measured as percentage changes in attitudes and awareness of the target audiences. The main indicators were reductions in certain activities which are not outcomes but specific issues. Whilst these are useful, they are not necessarily measuring the higher level outcomes as they were aimed at discrete issues. As mentioned at one of the PCSPs governance meetings²⁸ couching the outcome measure in terms of a positive vision of what something would look like if the outcome was achieved, should be developed. Thus instead of attempting to reduce drug and alcohol abuse and holding awareness sessions around support etc, the vision is what would the landscape look like if the drug and alcohol abuse scheme was successful.
- 3.8 Causeway Coast and Glens PCSP undertook a project to improve feedback from the local community. They developed a stratified sampling approach to better reflect the mixed urban and rural nature of their District. A detailed explanation of the process is available in the September 2018 edition of the Community Evaluation Northern Ireland newsletter.²⁹
- 3.9 A big benefit of this approach was the data produced by the survey can be tested, plotted on a map, compared across areas and age groups, and even revisited in three or four years to see what has changed. Previously, the predominately qualitative data from focus groups did not permit this level of comparative analysis. **Causeway Coast and Glens intend to share this approach with the other PCSPs and this should be completed as soon as possible.**
- 3.10 Feedback from some of the action planning workshops reflected an opinion that PCSPs do not discuss the real issues with too much political emphasis and the role of the PCSP was diluted to that of provision of grants. Some of the suggestions from participants included task and working groups; project development using evaluation of what works; linkages between the agencies; and PCSPs using shared outcomes.
- 3.11 All of these views chime with the findings of Inspectors and generating greater buy-in and collaboration is accepted by all the PCSPs. Identifying positive outcomes is the starting point for this. Thus measurements that define outcomes in terms of reducing a particular occurrence, say, ASB or the impact of crime on vulnerable people (single issue indicators) tend towards target setting that focus on the agency responsible for the target. This doesn't necessarily mean a positive outcome is achieved. There may be scope **to define the outcome as what the alternative to ASB or fear of crime would look like.** There is more subjectivity in defining outcomes as positive alternatives to the issues but this also allows for a more integrated response.

28 Joint Forum and PCSP managers' meeting; December 2017 (hard copy only provided to Inspectors; not available on public website).

29 http://ceni.org/wp-content/uploads/2019/02/Doing-Data-Differently.pdf?utm_source=Newsletter+subscribers&utm_campaign=c70474a999-EMAIL_CAMPAIGN_2019_04_01_10_21&utm_medium=email&utm_term=0_1b48557408-c70474a999-134119093



Appendices



Appendix 1: Terms of reference

Introduction

An inspection of the Policing and Community Safety Partnerships (PCSPs) was included in the 2018 inspection programme of Criminal Justice Inspection Northern Ireland (CJI). The PCSPs were established under the Justice Act (Northern Ireland) 2011, specifically sections 20 to 34 and Schedules 1 and 2 of the Act. Under this Act Local Councils were obliged to create a PCSP in their local government district. Originally 26 PCSPs were created; reduced to 11 following the implementation of the Local Government (Boundaries) Act (Northern Ireland) 2008. In addition an overarching PCSP was established in Belfast within which four District Policing and Community Safety Partnerships (DPCSPs) operate. Previously, CJI carried out an inspection of the 26 PCSPs in 2014 and progress against the recommendations in that report will be evaluated.

Role of the PCSPs

The overall purpose of the PCSPs was to contribute to safer communities, to give voice to the views of local people on policing and community safety issues and deliver projects and programmes to achieve this. The PCSPs were also tasked with providing a more integrated approach by bringing together, in a single body, the police, statutory bodies, local representatives and members of the community. In so doing PCSPs would empower communities to develop local solutions to tackle crime, fear of crime and anti-social behaviour.

Aims of the inspection

- Assessing progress of PCSPs in achieving their overall aims and contributing to the outcomes of their sponsoring bodies.
- Inspecting implementation of the recommendations made in the 2014 CJI report.
- Reviewing if the consolidation of the PCSPs structures from 26 to 11 had improved their efficiency, effectiveness and day to day operations.
- Evaluating the effectiveness of:
 - the operation of designation (statutory partners);
 - the committee structure (including the Policing Committee);
 - the role of the PCSP manager;
 - the funding model and management of projects;
 - the relationships among the council, the PCSPs, the Northern Ireland Policing Board and the DoJ to establish the level of shared outcomes, joint governance and accountability; and
 - the voting rights, attendance and quorum.
- Identifying how the input of the major influencers of the PCSP and the management team translates into delivery.
- Determining the most effective PCSPs from the viewpoint of engaging with local communities and maximising funding to delivery partners to make a positive difference to communities.
- Assess the level of improvements in community safety - including reductions in crime, fear of crime and Anti-Social Behaviour (ASB).

- Assessing the impact of the work of the PCSPs in the community to improve levels of confidence in policing, improve reporting by and engagement with disadvantaged communities and young people.

Methodology

The inspection will be based on the CJI Inspection Framework, as outlined below, for each inspection that it conducts. 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.

Fieldwork

- Terms of reference will be prepared and shared with the Northern Ireland Policing Board and the DoJ Community Safety Unit (CSU) prior to the initiation of the inspection;
- A liaison person from the Policing Board and CSU should be nominated to the Lead Inspector for the purposes of this inspection;
- Interviews will be conducted with the Policing Board, DoJ, 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;
- Analysis of performance data, observation at meetings, compliance with models of governance and delivery will be made; and
- Collection and review of relevant documentation such as policies, strategic plans, minutes of meetings, risk registers, stewardship statements, internal and external reports and surveys.

Feedback and writing


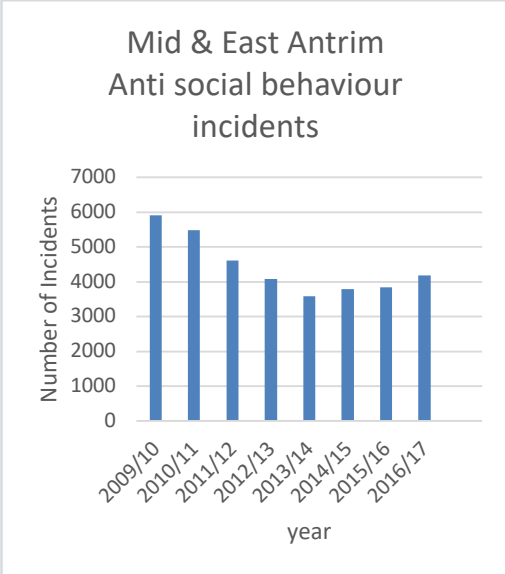
Following completion of the fieldwork and analysis of data a draft report will be shared with the sponsors for factual accuracy check. The Chief Inspector will invite the sponsors to complete an action plan within six weeks to address the recommendations and if the plan has been agreed and is available, 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/DoJ Permanent Secretary for permission to publish;
- When permission is received the report will be finalised for publication;
- Any CJI press release will be shared with the partners prior to publication and release; and
- A suitable publication date will be agreed and the report will be issued.

Appendix 2: Example of Thematic Report Card

<p>PCSP: Mid and East Antrim (MEA) Theme: Those perpetrating acts of anti-social behaviour (ASB) and those experiencing ASB in MEA area.</p>	 <p>PCSP Policing & Community Safety Partnerships <small>making our community safer</small></p>																		
<p>Indicators Outcome: People in MEA feel safe and live, work and visit free from the impact of ASB.</p>  <table border="1"> <caption>Mid & East Antrim Anti social behaviour incidents</caption> <thead> <tr> <th>Year</th> <th>Number of Incidents</th> </tr> </thead> <tbody> <tr><td>2009/10</td><td>5800</td></tr> <tr><td>2010/11</td><td>5400</td></tr> <tr><td>2011/12</td><td>4600</td></tr> <tr><td>2012/13</td><td>4000</td></tr> <tr><td>2013/14</td><td>3600</td></tr> <tr><td>2014/15</td><td>3800</td></tr> <tr><td>2015/16</td><td>3800</td></tr> <tr><td>2016/17</td><td>4200</td></tr> </tbody> </table>	Year	Number of Incidents	2009/10	5800	2010/11	5400	2011/12	4600	2012/13	4000	2013/14	3600	2014/15	3800	2015/16	3800	2016/17	4200	<p>Story behind the theme</p> <p>ASB covers a vast range of problematic and troublesome behaviours that impact on quality of life including criminal damage, littering, dog fouling, noise pollution, underage drinking and young people congregating in large numbers.</p> <p>Partnership work between statutory and community bodies is a key enabler to tackling ASB.</p> <p>While ASB can happen at any time, we tend to see an increase in reports at key times throughout the year including the summer and Hallowe'en.</p> <p>Activities include 'on street' youth activity delivered by Bytes and Community Safety Wardens and targeted programmes for hotspot areas.</p> <p>There is also a rapid response fund to react to issues as and when they arise.</p>
Year	Number of Incidents																		
2009/10	5800																		
2010/11	5400																		
2011/12	4600																		
2012/13	4000																		
2013/14	3600																		
2014/15	3800																		
2015/16	3800																		
2016/17	4200																		
<p>What are we doing to improve performance?</p> <p>2.3a: Working Group on ASB and agree future focus of ASB projects linked to both young people and older people alike and commission projects accordingly.</p>	<p>How are we performing?</p> <p>How much did we do?</p> <ul style="list-style-type: none"> • 2 of working group meetings held in Quarter 2 (24 July and 4 Sept); • 5 projects identified (Detached youth workers, CS Wardens, Blackout Play, Banjaxed Play and GodModeX Bus in Ballykeel); and • 1 review undertaken on reduction in ASB over summer period. 																		



2.3b: PCSP to support the continuing delivery of the Community Warden Scheme (CWS).

How well did we do it?

- 12 agencies are engaged in Working Group including PSNI, YJA, NIHE, CS Wardens, YM CA, EA, Health Service, Bytes Detached Youth Workers, PCSP members, Inter Ethnic Forum, Carrick Community Forum, and MEA Council.
- 100% of participants wither strongly agree or agree that their participation as positive/beneficial.

Is anyone better off?

- 100% increase in the partners on Working Groups satisfied that collaborative gain has been achieved on addressing hate crime and the fear of crime through working together.
- 100% of participants have improved their levels of awareness of information, resources and support available to them in relation to ASB.

How much did we do?

3 CWS steering group meetings held

- 108 incidents of ASB addressed;
- 26 litter incidents addressed;
- Thematic Focus Group on specific stubborn ASB issues established and solutions found;
- 12 referrals; and
- 579 patrols of Estates carried out.

How well did we do it?

- 100% of participants who have confidence in the Community Warden Scheme
- 111 contacts with NIHE
- £2500 additional match funding secured

Is anyone better off?

- 90% of participants have improved their levels of awareness of information, resources and support available to them in relation to ASB

2.3c: Rapid Response Fund

How much did we do?


- 5 Rapid Response allocations in Quarter 2

<p>2.3d: Awareness raising programme (Blackout Play, Banjaxed Play & GodModeX Bus in Carrickfergus and Ballykeel)</p>	<p>How well did we do it?</p> <ul style="list-style-type: none"> Over 500 participants benefited from the rapid response allocation in Quarter 2 <p>Is anyone better off?</p> <ul style="list-style-type: none"> 100% of participants who have improved their levels of awareness of information, resources and support available to them in relation to ASB <p>Not required until Quarter 3.</p>
<p>Initiatives Under Development (<i>List of key projects or activities that have not yet commenced</i>)</p> <p>Lyric Theatre Blackout Play – October 2018 Banaxed Play – October 2018</p>	<p>Reason why project has not commenced</p> <p>Projects will be run in Quarter 3.</p>
<p>Any Additional Comments (<i>please use this space to provide any additional comments about this theme</i>)</p>	



Appendix 3: Good practice examples

- BYTES project tackling ASB.
- Counselling around ASB.
- Pizza and Police - engagement events with police.
- Street Pastors.
- 'Good Morning' project and 'Get Home Safe' bus.
- Engagement with local NPTs.
- Social Media to engage with the community. Text alerts for Neighbourhood Watch.
- Campaigns; Drug Dealers Don't Care, Battle not the Bottle.
- Chillax women's group.
- Bonfire steering groups.
- Internet safety workshops at Primary Schools.
- Provision of DV 'Safe Place' initiative well received.
- Positive feedback on themed meetings, e.g. suicide prevention.
- Criminal Justice Support worker dealing with vulnerable women.
- Alive and Well initiative.
- Community Safety Workers.
- Diversionary activities.
- 'Safer homes' project and 'YES' programme has reduced burglaries.
- Projects working with Woman's Aid; NEXUS and Rowan centre.
- Concern hub and introduction of information sharing protocol with statutory agencies.
- Piloting of Body Worn Video (BWV) cameras in Derry.
- Collaboration between PCSPs on car crime initiatives.
- 4 tier home security scheme.
- Call blockers scheme.
- DV liaison post with woman's aid worker co-located in Lisburn Police Station.
- Themed sub-groups and collaborative working hailed as success.
- Upscaling of local initiatives into regional ones, e.g. the trailer marking scheme.
- 'One Punch' campaign worked well.
- Transient Youth project involving NI Alternatives.
- Titanic PACT group.
- RAPID drugs bins.
- Beat the Burglar initiative.
- Safe Zones.
- YMCA outreach.
- Drugs and Alcohol Group – conference organised.
- Armagh connect together.
- Youth Council.
- Kids Courts.
- Elderly driving course.



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