

# Review of Cwm Taf Morgannwg Region Community Safety Arrangements

**Practice Solutions Ltd**

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## Executive Summary

### Overarching aims and objectives of the review

The overarching aims of the review, as articulated in the tender documentation, were as follows:

***'To consider the opportunity to establish a single Community Safety Partnership (CSP) for the Cwm Taf Morgannwg (CTM) region, the governance arrangements required and any specific infrastructure and funding requirements that will ensure the CSP can operate as a strategic and effective partnership for the benefit of the CTM region'.***

The following supporting objectives were identified:

- Understand and map the existing meeting and partnership landscape for the Bridgend and Cwm Taf (CT) CSPs respectively, ensuring the current relationship with the CTM Safeguarding Board (SB) structures are identified.
- Understand areas of current CSP joint delivery on a CTM basis and consider further collaborative opportunities to maximise capability and capacity of all partners, especially resources.
- Develop a single CTM CSP map considering current and emerging statutory functions/mandated areas and challenges/governance and accountability/ business benefits. Ensure the new structure identifies the proposed relationship between the CSP and the Safeguarding Board (SB) structures.
- Identify appropriate representation for meetings/subgroups to deliver accountability across the Partnership. As far as practicable, ensure any new CSP proposal considers the emerging recommendations from the Home Office review of CSP requirements.
- Identify the strategic planning and delivery arrangements for the CSP and how these will align to the priorities of the PSB and each respective organisation's corporate and strategic priorities, to ensure the CSP operates as a key strategic partnership. Identify any recommendations for scrutiny and oversight of the work of the CTM CSP that need to be established.
- Identify the infrastructure required to facilitate an effective, strategic CSP, specifically considering the cost/ benefits/ opportunities to provide dedicated analytical capacity and business support/ co-ordination capacity.
- Ensure a value for money approach in the operation of a CTM CSP.
- Ensure that any review and recommendations incorporate not just the serious violence and counter-terrorism duties placed upon local authorities and policing, but also the new Welsh Government Strategic Plan in relation to preventing violence against women and girls and domestic violence and abuse (VAWDASV).

### Methodology

The review was conducted using a number of methods. A desktop review of relevant national and local literature was conducted, current arrangements were mapped, a series of one to one and group discussions were held to gather the views of stakeholders and staff supporting the operation of the existing CSPs. A steering group was established consisting of key managers representing many of the responsible authorities to guide the progress of the review and to support the review team in engaging local stakeholders.

Distinct stages of delivery were identified for the review. These included the development of proposals for terms of reference for, and membership of, groups within the recommended structure and more general governance. However, as the review progressed it became clear that the proposed merger of the existing CSPs into a single regional entity would require an incremental programme of managed change involving

significant structural adjustments within and across the statutory partners, or Responsible Authorities (RAs). The first step in that journey of change was agreed as obtaining RA approval in principle of the merger, based on evidence of shortcomings of the current arrangements and quantified opportunities of the proposed merger. Subsequent stages will involve detailed decisions on structures and support arrangements, which will need to take into account a number of considerations including Value for Money.

## Highlights from the research and key conclusions

Our conclusions are summarised as follows:

1. Highly significant and specifically relevant legislative and policy changes have been introduced in the 24 years since the commencement of the Crime and Disorder Act 1998 and the introduction of, what have become, Community Safety Partnerships (CSP).
2. The consequence of these changes has been an expansion in the number of RAs and an increase in the number of duties placed upon these authorities which have become somewhat confused and opaque.
3. Welsh Government has sought to increase the connectedness of the issues of community safety with those of wellbeing and health due to the overlaps between these issues.
4. The importance of community safety has been amplified and the complexity of the necessary partnerships has significantly increased with more agencies being held directly responsible and accountable for an expanded set of priorities. However, the resource available and targeted at community safety has not kept pace with these increasing demands.
5. Policy developments include a desire to see an increase in partnership between the RAs together with other partners in statutory and non-statutory services and a strengthening of the citizen voice.
6. Some of the growth and development both nationally and within the CTM region appears to have been ad hoc with piecemeal changes introduced in response to legislative and policy amendment. The resourcing of CSPs also appears piecemeal.
7. The Community Safety landscape is therefore confused, it is not streamlined and lacks the necessary infrastructure and sustainable resource to make community safety partnership evidence based, intelligence led and wholly supported at all levels by the necessary skills and knowledge.
8. The review concluded that in both Bridgend and CT the capacity to generate, collate and analyse data is insufficient. As a result, formulating the evidence to target action is difficult, as is the ability to evaluate the impact of CSP initiatives.
9. The strategic assessments and delivery plan are no longer in date and therefore accountability for actioning current priorities is extremely challenging.
10. The engagement of citizens is not comprehensive, and action taken to ensure prevention and early intervention in the CTM region is difficult to evidence due to the lack of data and an ability to evaluate outcomes and potential long-term benefits.
11. The evidence provided during the review suggests that the CSPs currently operate sub optimally, lacking the capacity to be as preventative as they should be, as evidence based as they should be, are not as accountable as they should be and are not currently sustainably funded to meet all their duties.
12. The governance frameworks currently operating within CTM and Bridgend CSPs lack clarity and connectedness to other partnerships operating at a CTM level. A robust communication process

designed to ensure that all RAs and other stakeholders are aware of work in train and outcomes achieved is essential for effective partnership working and accountability.

13. The existing CSPs have a relationship with the SB but these differ between the Bridgend and CT CSPs. These relationships together with those to the PSB should be strengthened and clarified.
14. In order to enhance performance, lines of accountability, a means of analysing outcomes and value for money need to be more fully established as do formal streamlined governance arrangements.
15. The review has therefore concluded that the vision for Community Safety Partnerships expressed by WG in its report 'Working Together for Safer Communities 2017' is not being fully realised within the current Bridgend and CT CSP arrangements.
16. The model adopted for the CTM SB is more rational than that for CSPs. It has an established funding stream with a formula applied to the various agencies engaged in its delivery. This funding allows for an administration and lead officers to support the Board, increasing its effectiveness, efficiency and accountability.
17. The review of CSP arrangements is extremely timely because further duties and responsibilities are soon to be placed upon them when the findings of the Home Office review of CSP requirements are published and the forthcoming Welsh Government Strategic Plan to prevent violence against women and girls and domestic violence and abuse is brought into being.
18. Whilst many people and organisations supported the potential merger many contributors, expressed concerns that there is potential for one or more LAs to dominate the partnership and that the focus on the local communities within individual LAs may be diminished or worse still lost.
19. In response to current shortcomings a strong weight of support exists for the merger of the Bridgend and CT CSPs. The benefits of merger are perceived to outweigh the potential negative impacts on localism.
20. An integrated CTM CSP will need to ensure a focus is established for both effective and targeted regional strategic planning which links the Police and Crime Commissioner Plan, Wellbeing assessment and delivery plan, together with local delivery and accountability. Partners have agreed a set of strategic priorities for a regional CSP moving forward which will assist in achieving the required integration.
21. Several strategic partnerships, most notably the SB, the PSB and the APB for substance Misuse already operate on a CTM basis and a number of the more recent developments to counter terror threats, and violence against women and girls, domestic violence and abuse have been established on this footprint.
22. To merge would offer a structural solution to simplify the partnership landscape and facilitate a unified strategy within which clear priorities can be actioned regionally, whilst allowing local interpretation and application of these integrated strategic plans to meet the needs of local communities and enable the pooling of resources.
23. The review of structures necessary to establish a regional CSP must deliver not only a suitable integrated regional structure but one which ensures that arrangements for local accountability are comprehensive and precise and should not impact adversely on those agencies successfully operating locally to deliver safety to the communities they serve.

## Recommended future arrangements

1. It is recommended that a CTM regional structure has at its centre a triumvirate of the CTM Public Service Board (PSB), the CTM Safeguarding Board (SB) and the CTM Community Safety Partnership Board (CSPB). The PSB, having generic responsibilities would sit at the head, but work in partnership with, the two regional boards specifically responsible for community safety and safeguarding. These three Boards should work in close partnership with aligned strategic priorities and a formal communication strategy.
2. The existing governance issues are in part due to the ad hoc development of the partnership landscape which has emerged around CSPs and the lack of a business unit to support the operation of good governance by means of a fully functioning secretariat with analytical capability and capacity.
3. It is recommended therefore that CTM should establish a common business unit supporting regional arrangements and building on the work of the already established SB Business Unit. Opportunities for further amalgamation with support arrangements for the planned CTM PSB should also be considered.
4. Whilst dedicated support for the merged CSP is one option, there is clear potential for alignment between the work of the SB and a future regional CSP, which would optimise value for money, enable pooling of resources from a variety of sources, and facilitate joint working between the respective partnerships and alignment of their programmes. There is a similar argument for potential alignment with the PSB.
5. The business unit would deliver a communication and analytical function. This would ensure that all RAs receive informed updates from the CSP and its membership including reports on progress, outcomes, delays, or an inability to progress strategic priorities.
6. The VAWDASV sub-group and the APB would straddle the work of the regional CSP and the SB. This is beneficial given the interrelated nature of the work of these groups to both community safety and safeguarding.
7. The three local authorities, Cwm Taf UHB, Probation, Fire and Rescue services, South Wales Police (SWP) and the South Wales Police and Crime Commissioner (SWPCC) should all be represented on, and feed into, the regional CSP.
8. Each LA should make arrangements for local overview and scrutiny which will be of central importance to ensuring effective governance and accountability of the regional CSP to the local authorities in the execution of statutory duties. Opportunities for joint scrutiny of regional activity should also be considered.
9. Other sub-groups operating at a regional level will also align with the regional CSP. This should include as a minimum the Serious Violence Subgroup and the Contest Board.
10. The Channel panels should continue to operate at local authority level together with other tactical and operational groups. However, the three panels should feed into the regional CSP via the CONTEST Board.

## Recommendations

1. **Bridgend Merthyr Tydfil Rhondda Cynon Taf County Borough Councils should together with their mutual responsible authorities seek to establish a regional CTMICSPB (Cwm Taf Morgannwg Integrated Community Safety Partnership Board), focusing on the delivery of strategic priorities**

agreed between RAs and with appropriate delegated responsibility. Our recommendations in Section 6 should be used to shape the new arrangements.

2. In formulating the arrangements for the CTMICSPB, RAs need to ensure, in collaboration with their legal departments and working collaboratively with WG officials, that under the proposed arrangements the duties placed upon them by the Crime and Disorder Act 1998, subsequently amended, continue to be fully met in line with the Act and its regulations.
3. When creating the regional arrangements, the role and functions of the CTMISCPB should be formally reviewed and agreed by the RAs.
4. An agreed rational structure which effectively dovetails with the new CTM PSB and the SB should be established for the CTMICSPB.
5. Given the broad range of responsibilities placed on CSPs the thematic sub-groups that have emerged at a regional level should be reviewed and, where appropriate, incorporated within the CTMICSPB.
6. Mechanisms need to be established by the CTMICSP working with all responsible authorities to engage with communities, paying heed to citizens' voices.
7. A business unit should be developed to serve the CTMICSPB to fulfil as a minimum the functions set out in this report.
8. Whether or not the business unit is stand alone for the CTMICSPB or integrated with that for the SB, a funding formula should be developed to resource support arrangements.
9. In addition to the establishment of the CTMICSPB appropriate local arrangements should be in place to scrutinise regional activity and oversee delivery of activity extraneous to, but supportive of, the identified regional priorities.
10. If the preceding recommendations are approved, a detailed plan for implementing the new arrangements should be developed, which would provide for:
  - Further engagement with stakeholders
  - Co-production of governance and support arrangements
  - Agreeing terms of reference for and membership of groups within the regional arrangements

# 1. Introduction

This review was commissioned by Rhondda Cynon Taf County Borough Council (RCTCBC) on behalf of its statutory partners Merthyr Tydfil County Borough Council (MTCBC) Bridgend County Borough Council (BCBC) and South Wales Police (SWP). The local authorities operate within the footprint of Cwm Taf Morgannwg University Health Board (CTMUHB). The report provides a review and analysis of current Community Safety Partnership (CSP) arrangements together with future options and proposals to be considered regarding future arrangements within the Cwm Taf Morgannwg (CTM) Region.

## Overarching aim of the review

This was articulated in the tender documentation as follows:

***'To consider the opportunity to establish a single CSP for the CTM region, the governance arrangements required and any specific infrastructure and funding requirements that will ensure the CSP can operate as a strategic and effective partnership for the benefit of the CTM region'.***

The following supporting objectives were identified:

- Understand and map the existing meeting and partnership landscape for the Bridgend and Cwm Taf (CT) CSPs respectively, ensuring the current relationship with the CTM Safeguarding Board (SB) structures are identified.
- Understand areas of current CSP joint delivery on a CTM basis and consider further collaborative opportunities to maximise capability and capacity of all partners, especially resources.
- Develop a single CTM CSP map considering current and emerging statutory functions/mandated areas and challenges/governance and accountability/ business benefits. Ensure the new structure identifies the proposed relationship between the CSP and the SB structures.
- Identify appropriate representation for meetings/subgroups to deliver accountability across the Partnership. As far as practicable, ensure any new CSP proposal considers the emerging recommendations from the Home Office review of CSP requirements.
- Identify the strategic planning and delivery arrangements for the CSP and how these will align to the priorities of the Public Services Board (PSB) and each respective organisation's corporate and strategic priorities, to ensure the CSP operates as a key strategic partnership. Identify any recommendations for scrutiny and oversight of the work of the CTM CSP that need to be established.
- Identify the infrastructure required to facilitate an effective, strategic CSP, specifically considering the cost/ benefits/ opportunities to provide dedicated analytical capacity and business support/ co-ordination capacity.
- Ensure a value for money approach in the operation of a CTM CSP.
- Ensure that any review and recommendations incorporate not just the serious violence and counter-terrorism duties placed upon local authorities and policing, but also the new Welsh Government Strategic Plan in relation to preventing violence against women and girls and domestic violence and abuse (VAWDASV).

Distinct stages of delivery were identified for the review. These included the development of proposals for terms of reference for, and membership of, groups within the recommended structure and more general governance. However, as the review progressed it became clear that the proposed merger of the existing CSPs into a single regional entity would require an incremental programme of managed change involving significant structural adjustments within and across the statutory partners, or Responsible Authorities (RAs).



The first step in that journey of change was agreed as obtaining RA approval in principle of the merger, based on evidence of shortcomings of the current arrangements and quantified opportunities of the proposed merger. Subsequent stages will involve detailed decisions on structures and support arrangements, which will need to take into account a number of considerations including Value for Money.

## 2. Background and methodology

### Current position

Two CSPs currently operate across the CTM region:

- Bridgend CSP (covering Bridgend County Borough)
- Cwm Taf (CT) CSP (covering RCT and MT)

Recent years have seen an increase in the adoption of regional footprints by Strategic Groups within the overall CSP framework, for example:

- The Area Planning Board (APB) for Substance Misuse
- The CONTEST (Counter Terrorism) Board
- The VAWDASV Steering Group

In addition, there is now a single Regional Safeguarding Board (RSB) and Regional Partnership Board (RPB) for the CTM Region and the establishment of a single PSB for CTM is scheduled to take effect from spring 2023. To that end, the Population Assessment and Wellbeing Assessments undertaken by the RPB and PSB respectively cover the CTM region as a whole and priorities identified in respect of community safety will be of relevance to all local authorities and strategic partners across the region.

The three local authority Chief Executives and Chief Superintendent of SWP (Northern Basic Command Unit) have agreed it is prudent to undertake a review of the CSP arrangements for CTM, given the context set out above, with the aim of consolidating the earlier amalgamation of arrangements across RCT and MT. In addition, it has been determined that the review should consider how any new, regional arrangements might support effective delivery of the new duties being placed on local authorities in terms of Counter Terrorism (Protect and Prevent requirements) and Serious Violence prevention duties.

The review was undertaken in a manner that recognises each organisation's independence and accountability for relevant operational and statutory duties, but that ensures that any future CSP arrangements are effective and efficient in supporting a strategic and cohesive approach to these matters across the CTM region.

### Policy and legislative background

#### The Legislative Framework

All local authorities in Wales have a statutory duty to participate in a Community Safety Partnership (CSP). The Crime and Disorder Act 1998<sup>1</sup> enshrined the concept of these new statutory partnerships, which replaced the former Crime and Disorder Reduction Partnerships (CDRPs) and were aimed at reducing crime and disorder in local communities.

Subsequent Home Office regulations and Acts, including the Police and Justice Act 2006<sup>2</sup>, have broadened the original requirements to deliver outcomes which relate to the prevention and reduction of crime and reoffending, fear of crime, anti-social behaviour, domestic abuse, and harm caused by substance misuse.

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<sup>1</sup> <https://www.legislation.gov.uk/ukpga/1998/37/>

<sup>2</sup> [Police and Justice Act 2006 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2006/42/)

More recently duties to reduce the threat of terrorism, of serious violence and crime and VAWDASV have been added to the community safety agenda.

Section 5 of the Act specifies that the Authorities responsible for strategies are:

‘(1) Subject to the provisions of this section, the functions conferred by or under section 6 shall be exercisable in relation to each local government area by the responsible authorities, that is to say—

(a) the council for the area and, where the area is a district and the council is not a unitary authority, the council for the county which includes the district;

(aa) every provider of probation services operating within the area in pursuance of arrangements under section 3 of the Offender Management Act 2007 which provide for it to be a responsible authority under this section;

(b) every chief officer of police any part of whose police area lies within the area.

(c) . . . . .

(d) every fire and rescue authority any part of whose area so lies;

(e) if the local government area is in England, every integrated care board the whole or any part of whose area so lies; and

(f) if the local government area is in Wales, every Local Health Board the whole or any part of whose area so lies.’

Subsequent amendments to the Act provide for the following:

‘(1A) The relevant local policing body in relation to two or more local government areas *in England* (our emphasis) may make a combination agreement with the responsible authorities in relation to those areas (the “combined area”).

(1B) A combination agreement is an agreement for the functions conferred by or under section 6 or by section 7 to be carried out in relation to the combined area as if it constituted only one local government area.

(1BA) The responsible authorities in relation to a combined area are all the persons who are the responsible authorities in relation to each local government area that falls within the combined area.

Whilst the provisions covering combined areas are not extant in Wales, devolved legislation and supporting policy point very much in the direction of partnership working across local authority boundaries, and have encouraged partnerships to scale up and to maximise the benefits arising from economies of scale and critical mass, albeit not at the cost of local accountability and securing the citizen voice. Examples of such policy include the Social Services and Wellbeing (Wales) Act 2014<sup>3</sup> and Well-Being of Future Generations (Wales) Act 2015<sup>4</sup>, as well as the national plan for health and social care ‘A Healthier Wales’<sup>5</sup>.

The review has been conducted within a complex, and to some extent confusing, legislative and policy agenda. Within this context, the brief set for this review was to understand the shape of existing services

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<sup>3</sup> <https://www.legislation.gov.uk/anaw/2014/4/>

<sup>4</sup> <https://www.legislation.gov.uk/anaw/2015/2/>

<sup>5</sup> <https://www.gov.wales/sites/default/files/publications/2021-09/a-healthier-wales-our-plan-for-health-and-social-care.pdf>

within Bridgend and CT and to identify the best means of delivering current, emerging and anticipated duties through fit-for-purpose, streamlined, efficient and cost-effective arrangements.

## Working together for Safer Communities

In December 2017 Welsh Government published a review of CSPs in Wales entitled 'Working Together for Safer Communities'<sup>6</sup>. The diagram on the front cover of the report (Figure 1) served to illustrate the broad agenda facing CSPs, the ambition Welsh Government had for these partnerships and the complex landscape in which they operate.

Figure 1



Importantly, the document set out a clear vision for community safety but recognised the level of complexity facing the agencies and stakeholders involved in delivery, and the fact that the legislative framework is far from simple.

The review set a vision for safer communities in Wales marked by the following characteristics:

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

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

- Evidence-based and intelligence-led

<sup>6</sup> <https://www.gov.wales/sites/default/files/publications/2019-03/working-together-for-safer-communities.pdf>

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

## More recent Welsh Government and UK Government community safety developments

Since the inception of the CSPs superseding their predecessor Crime and Disorder Reduction Partnerships (CDRPs), additional duties have been placed incrementally upon the responsible authorities. This expansion has reflected a broadening in the scope of the community safety agenda.

### VAWDASV

The recent expansion includes a Welsh Government strategy<sup>7</sup> to reduce violence against women and girls, domestic violence and abuse and sexual violence. The objectives of this strategy are to:

- Increase awareness and challenge attitudes of VAWDASV
- Increased awareness in children and young people of the importance of safe, equal and health relationships and that abusive behaviour is always wrong
- Increased focus on holding perpetrators to account and provide opportunities to change their behaviour based around victim safety
- Make early intervention and prevention a priority
- Ensure relevant professionals are trained to provide timely and appropriate responses to victims
- Provide victims with equal access to appropriate resources, high quality, needs led, strength based, gender responsive services
- Provide robust evidence to inform our work.

### Serious violence

The UK Government has also introduced additional duties to tackle the risk of terrorism, serious violence, and organised crime. Following consultation in 2019 the Government announced it would bring forward a Serious Violence Duty requiring local authorities, the police, fire and rescue authorities, specified criminal justice agencies and health authorities to work together to formulate an evidence-based analysis of the problems associated with serious violence in an area and then produce and implement a strategy detailing how they will respond to those particular issues. Statutory Guidance for Wales and England was published in December 2022<sup>8</sup>. Incidents of serious violence are thankfully low across the CTM region compared with larger towns and cities in Wales, but the duty will still apply.

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<sup>7</sup> [Violence against women, domestic abuse and sexual violence: strategy 2022 to 2026 | GOV.WALES](#)

<sup>8</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1125001/Final\\_Serious\\_Violence\\_Duty\\_Statutory\\_Guidance\\_-\\_December\\_2022.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1125001/Final_Serious_Violence_Duty_Statutory_Guidance_-_December_2022.pdf)

### **Counter terrorism duties**

In addition to serious violence further duties have been introduced to counter the threat of terrorism. This has seen the establishment of CONTEST Boards and CHANNEL Panels as required by the Prevent strategy<sup>9</sup>.

The broadening of the scope of community safety has been welcomed because it addresses issues seen as important and reflects the changing pattern of threats to safety within communities. However, the expansion is leading to a greater range of potential actions to be taken by partners but without additional resource to increase the capacity and capability of CSPs to achieve this.

A regional Serious Violence and Organised Crime Board came into being in late summer 2022. Whilst further work will be required to fully establish systems to tackle serious violence, work has nevertheless commenced. One issue raised by colleagues is the fact that a definition of what constitutes serious violence has not been provided. Whilst this provides flexibility that recognises serious violence will vary between localities due to the nature of prevailing crime and cultural factors, it is felt that some guidance on this would be helpful.

### **Home Office Review of CSPs**

It is also to be noted that a strategic review of CSPs by the Home Office has been in progress whilst we have been undertaking this review. We had hoped to reflect the outcomes of this in our work; however, delays in the Home Office work mean this was not possible. We would suggest that the opportunity is taken to feed our findings and recommendations and any resulting changes in arrangements within CTM into the national review as appropriate.

## **Methodology**

Our methodology for the review was informed by the specification issued by RCTCBC during the procurement phase. This comprised two key stages:

1. A desktop review which considering the national context and local arrangements, including governance and support capacity, along with progress made to date by the two CSPs established within Bridgend and RCT/MT. At this stage we:
  - Mapped existing structures in which both CSPs currently operate, including relationships with subgroups and wider partnerships
  - Considered terms of reference and membership of each CSP and their sub groups
  - Looked at the operation of the partnerships and how this supports delivery of key objectives
  - Assessed the level of support available to facilitate delivery of CSP business
2. Engagement with a wide range of stakeholders, identified with the support of the Client and aimed at validating our early observations. Specifically, they were invited to provide their perspectives on the advantages and disadvantages of current arrangements, what is working well and not so well, aspects they felt are ripe for improvement, and perceived opportunities and threats of the proposed merger. Engagement took a number of forms, including one to one interviews, meetings with small groups and attendance at meetings of relevant boards and other fora. Most of these conversations were online. In all, we met with the following:

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<sup>9</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97976/prevent-strategy-review.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/97976/prevent-strategy-review.pdf)

- VAWDASV Partnership Board
- CTM Contest Group
- CTM Prevent Delivery Group
- Bridgend Channel and Complex Case Panel
- CTM Exploitation Group
- Mid Glamorgan BCU Serious Violence and Organised Crime Group
- CTM Community Safety Board (CTMCSB)
- CT Offender Management Board
- CTM SB
- CTM Area Planning Board (CTMAPB)
- CTM Channel Group
- SWP
- South Wales Police and Crime Commissioner (SWPCC)
- CT Community Cohesion Board

Throughout the duration of the review, we met regularly with a multi-agency steering group to update partners on progress and test findings. We also met with a smaller group of representatives from the statutory partner agencies on a fortnightly basis to provide more detailed progress updates.

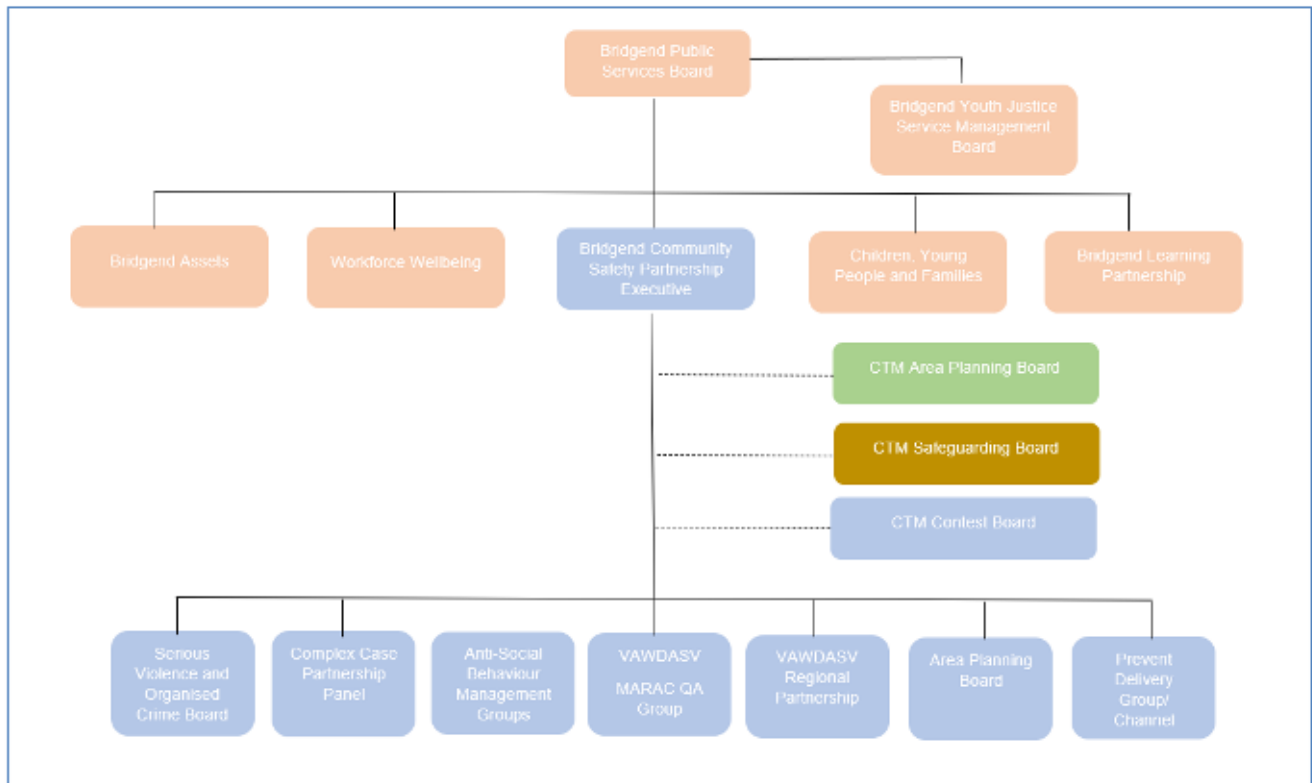
### 3. The current position

#### Existing structures

Current structures in the two areas differ markedly in numerous respects, both in terms of their inward structures and their relationship with separate partnerships such as the PSBs. In respect of the latter, the Bridgend CSP sits directly under the PSB, whereas in CT the CSP reports to a Strategic Partnership Board, which then reports to the PSB. This suggests the relationship is less direct than is the case in Bridgend.

Figure 2

#### Bridgend CSP structure



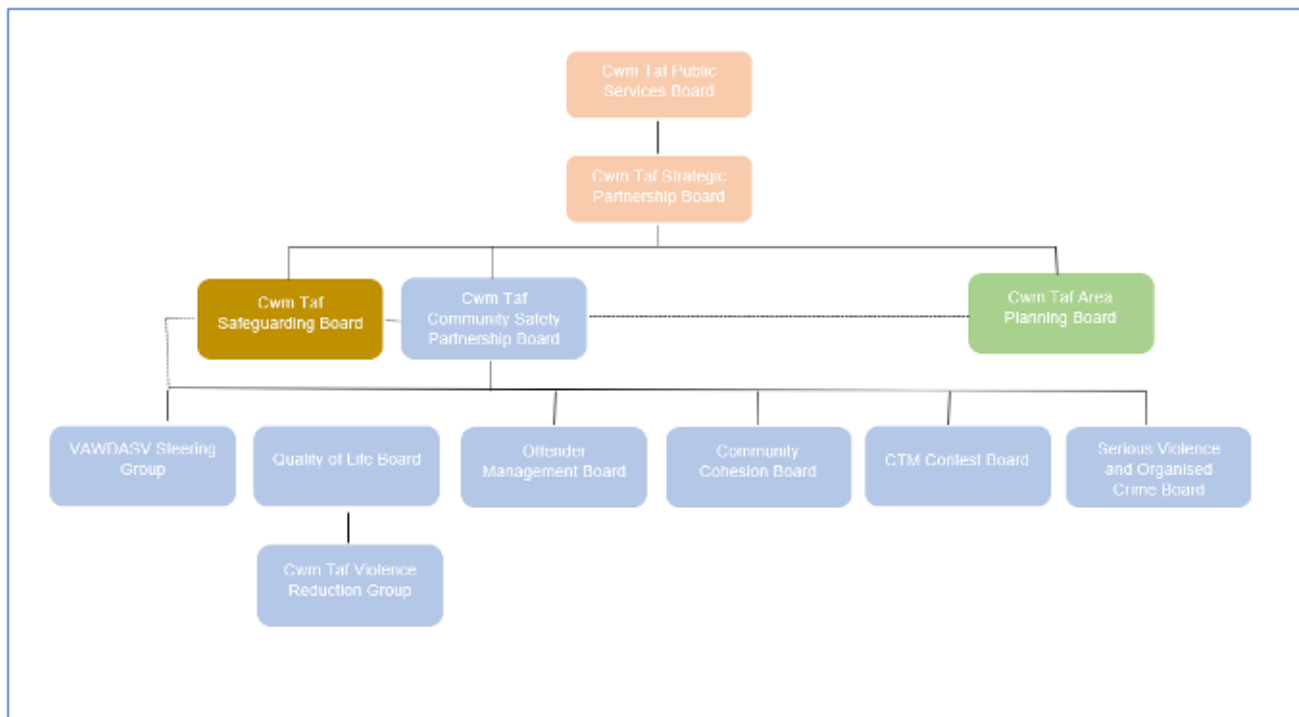
The chart above demonstrates that in Bridgend the CSP, sitting beneath the PSB, recognises the necessity to draw together a range of interrelated plans and strategies. Those identified specifically are the PCC Crime reduction plan, the Bridgend Wellbeing Plan, and the Community Cohesion Strategy. It also shows that some functions and duties are currently delivered both locally and at CTM level, for example, the Bridgend and CTM APBs. The former is depicted as having a solid line to the Bridgend CSP whilst the latter has a dotted line suggesting an indirect relationship. The relationship of the CSP to the Contest Board (CB), and the Safeguarding Board (SB) are also depicted by a dotted line. The accountability and reporting of the Contest Board, the Safeguarding Board and the CTMAPB are not therefore entirely clear, but the organogram does identify a necessity for the work of these boards to be recognised and addressed in some form by the Bridgend CSP.

The structure in the CT area is different in a number of respects, as illustrated below:



Figure 3

**CT CSP structure**



The groups that feed into the respective CSPs in each area are listed below.

Figure 4

CT	Bridgend
The VAWDASV Steering Group	SVOC
The Quality of Life Board *	Complex Case Partnership Panel
The Community Cohesion Board *	ASB Management Groups
The Community Cohesion Board *	VAWDASV MARAC QA group
The Contest Board *	VAWDASV Regional partnership
The Serious Organised Crime Board	APB
APB *	Prevent Delivery Group/Channel

\* Sub-group chair sits on the CSP

A single Contest Board has also been established for CTM. Participants in the review believe that to be most effective this function should be established at a regional level. However, they take the view that, due to the necessity for local intelligence and the operational nature of CHANNEL, this should be established at a local authority area level with the operational arms of the CSP RAs feeding into the local CHANNEL Panels. These in turn should inform the contest Board with the three Panels feeding information to the Board. In England steps are being taken for CHANNEL to revert from regional structures to local structures because it is believed they are more effective within this arrangement.

## Terms of reference and membership

Terms of reference for the CSPs and membership of each are markedly different in each area. Provisions within the terms of reference for each area are set out below.

Figure 5

CT	Bridgend
Purpose	Purpose
Membership	Responsibilities
Roles & responsibilities	Sustainable development
Principles of effective partnership delivery	Membership
Governance & management	Deputising arrangements
Accountability	Chairing
Working methods/ways of working	Task and finish groups
Constructive challenge	Frequency of meetings
Resolving disagreements	Review
Review	Co-ordination/support.

With respect to membership, arrangements appear in some cases to have evolved through historic and other local arrangements. The key differences between both areas appear to be as follows:

- Different organisations represented on the CSP itself. Bridgend has 16 representatives each of whom has a nominated deputy. CT has 18 members but they do not appear to have deputies.
- Variance in the number and roles of local authority representatives: Bridgend CSP has 6 Council representatives (including the relevant Cabinet Member who chairs the Partnership), whilst the number across the 2 authorities in CT is 4 and only includes officers. Unlike in Bridgend, the CT Partnership has Children’s Services representatives.
- Third sector involvement: Bridgend’s CSP has 1 representative from the sector, compared with 5 in CT
- Different membership of workstream groups
- Commonality of membership between the CSP and its sub groups: The CT CSP has representatives from some sub groups sitting on it whilst this is not the case in Bridgend

CSP membership in each area is summarised below:

Figure 6

	RCT/MT	Bridgend
Local authority	2 reps (one each from MT and RCT). There are 2 others from children's services. 4 in total	6 reps
CTM UHB area planning board		1 rep
CTM UHB	2 reps (one of whom is chair of the area planning board)	1 rep
Bridgend College	No college reps	1 rep
DWP	No DWP reps	1 rep
National Probation Service	1 rep plus 1 HM Courts rep	1 rep
South Wales Police		1 rep
South Wales Police & Crime Commissioner	1 rep	1 rep
South Wales Fire & Rescue Service	1 rep	1 rep
Valleys to Coast		1 rep
WCADA (3 <sup>rd</sup> sector – drug/alcohol)	Interlink/VAMT – 2 reps plus 1 from Learning Disability Wales, 1 from Community Rehabilitation Cymru and one other third sector rep.	1 rep

Our review has identified that for some partners the primary purpose for attending meetings is to receive information, and it is not always clear whether they have delegated strategic powers, whether they are there as formal members or to whom they report. This does need to be addressed to ensure those attending are able to take effective decisions, and are consistent in their attendance, ensuring the CSP accounts for its performance.

In RCT the work and activities of the CSP are reported into the Community Services (Crime and Disorder) Scrutiny Committee as required. In MT the Partnership currently reports to the Regeneration and Public Protection Scrutiny Committee. However, in Bridgend reporting is directly to the PSB.

### CSP operation and delivery of objectives

It has not been possible within the scope of this review to assess fully the output and outcomes achieved by the sub-groups or workstreams. Whilst these groups have their own terms of reference setting out their roles and expectations, their future plans and anticipated outcomes are not clear. We found no clear evidence of consistent reporting on delivery by these groups or their impact.

The variance between the two CSPs is a consequence of local infrastructure alongside historical arrangements and priorities. This results in different forms of engagement by agencies committed to partnership working in relation to community safety, together with those organisations for whom the work of the CSP is fundamental.

The issue of membership is important. So too is the potential that those attending the CSP - whether as members, as observers or in attendance to report is not clear - may not have authority for executive decision making on the basis that they represent a senior officer within the organisation. Where this is the case, they will not be able to agree actions, or sign off strategic intent within a meeting of the CSP. They may be required to seek this sign off or authorisation from a senior manager following a meeting and this is likely to lead to delay and disrupt the work of the group. We believe that consideration should be given to the use of formally delegated powers to the CSP membership.

### **Level of support available to facilitate delivery of CSP business**

The level of support available to CSPs to facilitate delivery of their business is critical. Adequate capacity in this area can be crucial in terms of:

- Horizon scanning and interpreting national policy drivers within the local context
- Developing strategies and plans and monitoring delivery against agreed outcomes and performance indicators
- Establishing performance frameworks in support of the above
- Producing formal reports
- Providing a secretariat for the Partnership (producing agendas, reports, meeting arrangement etc.)
- Financial monitoring and reporting
- Communications
- Representing the partnership in national groups and fora

Insufficient capacity, particularly with regard to intelligence and evidence, can be a major impediment in effective delivery by CSPs, including development of robust plans, assessing progress and impact, and communication and engagement. Currently neither CSP has a dedicated support team unlike other statutory strategic partnerships. Feedback received during our review suggested this is therefore a major area for improvement and investment.

In any future model as we set out in this report, it is clear to those with whom we engaged that adequate resources to support the business areas listed above would be essential in mobilising the work needed to develop the regional community safety strategies and work programmes. It was felt that this is not the case currently and that the deficit has been exacerbated by the growing expectations and responsibilities of CSPs over the recent period.

A core factor here is the level of financial resources available. In his 2022 – 2026 plan, the South Wales Police and Crime Commissioner (SWPCC) committed to *“continuing to help fund Community Safety Partnerships to ensure they have the resources they require to meet local needs”*. In 2020-21 the Commissioner provided £82,300 via the CSPs to support a Safer RCT and £56,100 for a Safer Bridgend. However, the resource provided currently is directed toward and focused on project work which is operational in nature, supporting the wider strategic objectives of both the CSPs and the Commissioner. However, there is no explicit recognition of the need for a proportion of the resources to be allocated to the infrastructure required to support the running of the CSPs, and financial allocations to support local work will vary from year to year. It is also noted that current levels of resourcing are not guaranteed in the future and could conceivably be withdrawn.

In the current financial climate, statutory partners are clearly struggling to identify ringfenced funds for this purpose. A significant amount of work is therefore undertaken by officials employed by the local authorities and others, linked to their main roles within those statutory bodies that make up the CSPs.

There is a sense that the present system has to a significant extent relied on staff goodwill, and the juggling of priorities to provide the leadership, management, support and delivery of a range of work programmes that fall under the CSPs.

The proposed merger provides an opportunity to address this deficit. Any move to a new regional strategic partnership would be placed at risk if partner bodies failed to establish how such an arrangement could be appropriately supported. We set out possible solutions later in the report.

## 4. Issues Raised by stakeholders concerning the Development of a CTM Strategic CSP

In our discussions with stakeholders, we asked for views on (1) those aspects of existing arrangements in both areas which were felt to be effective and which should therefore be built upon in any merged arrangements moving forward, and (2) areas that were not felt to be working well and in respect of which the proposed merger presented potential opportunities for remedial action. In this section we summarise themes that emerged under each of these categories.

### Strengths of current arrangements

It is clear that there are positive elements in the current arrangements that participants in our discussions were anxious not to lose under new arrangements. The commitment and engagement of current staff was valued and appreciated, and there was a concern that those roles should not be devalued under any new arrangements.

It was striking that the CSP infrastructure in both areas is currently serviced by a small number of dedicated, well-informed staff. The limited dedicated resource available to progress this agenda has not prevented a comprehensive response to the growing expectations and requirements set out earlier in our report.

Whilst current arrangements may provide some benefits in terms of continuity and familiarity with the agenda, this situation also presents clear risks. Were one of the key staff to leave their role, there would be an immediate gap not just in resource but in accumulated intelligence, wider contacts etc. Whilst we commend the professionalism and commitment of individuals, we are clear that a more robust and sustainable support infrastructure is desirable.

Some believed that there was value in having a mixture of operational and strategic staff attending CSP meetings, feeling that this helped to keep the discussions grounded in operational practicalities. They also valued the opportunity to share information and intelligence. There was a clear view that, should the CSP itself move to a more clearly strategic membership, alternative mechanisms for information sharing would need to be developed.

The flexibility to respond to local priorities and concerns inherent in current arrangements was valued by some participants. They believed that there was a risk that taking a one size fits all, approach would reduce the effectiveness of community-based initiatives and reduce engagement. There was a view that any new regional arrangement for the CSP should focus on delivering what was best delivered regionally, allowing space and resources for more local work where appropriate, particularly where this would allow an effective response to local issues and encourage greater participation.

While most participants acknowledged the need for change and welcomed the opportunity for greater clarity and clearer lines of accountability, there was a concern that the positives of current arrangements should not be lost.

### Areas for improvement identified within current arrangements

A wider range of issues emerged from our conversations in relation to areas for improvement and there was energy and enthusiasm for taking the opportunity presented by the proposed merger to address these issues. There were clear and consistent themes, as follows:

### **Clarity of purpose**

Community Safety is an enormous and growing agenda and the relationships required to enhance community safety are complex. To fully achieve its outcomes a CSP requires connectivity between the responsible authorities (RAs) together with relevant stakeholders. Furthermore, it necessitates an approach which recognises other strategic agendas being addressed by other partnerships because frequently responsibilities overlap.

CSPs should not function in isolation as this invariably leads to a siloed approach with the potential for duplication of effort.

We heard that papers taken to the CSPs, generally following considerable work to prepare them, are frequently received for information only. Furthermore, with a crowded agenda little scrutiny may be applied to the papers in terms of their detail and without decision making to action that which has been proposed. It was stated that exception reports submitted to CSPs may lead to action but that these tend to be related to issues such as resource and HR rather than the core outcomes of the CSP.

Whilst the current approach may meet the legal duties required by the Crime and Disorder Act it does not always deliver the spirit of the legislation or actively drive the delivery of intended outcomes.

### **Communication**

Operating effective reporting and communication channels is not simple. For CSPs this is compounded by limited human and financial resource being available to manage these complex relationships. Much work falls to a limited number of people who are critical to sustaining the operation of the CSPs. These staff have delivered good work, but their efforts have frequently been hampered by a lack of resources.

One concern raised by some contributors was that some attendees of CSPs attend primarily to receive information and that in some instances they do not attend with executive authority related to their post or delegated to them by senior officers. It was considered that by enhancing communication in a more streamlined CSP system and an assurance that attendees have either assigned or delegated executive authority that far greater efficiency could be achieved and membership more effectively managed.

### **Accountability**

We heard that, as a result of an expansion in the responsibilities of the CSPs and increased complexity of the system within which they operate, the lines of accountability and scrutiny have become unclear. This may be as a result of indirect reporting to some organisations within the system or a need to report to multiple boards and organisations. The lack of clarity in accountability impacts on both effective governance and in the measurement of achievement.

### **Adopting regional arrangements**

There was a clear sense in many of our conversations that continuing to operate CSPs solely at the local authority level would be suboptimal. Since the Crime and Disorder Act was introduced, additional strategic partnerships have been established within Wales operating within similar arenas to CSPs but using the footprint of local health boards. This regional approach has led to improved integration between agencies and an ability to increase the sustainability of partnerships by realising the benefits emanating from greater economies of scale.

A merger of the existing CSPs within a regional structure would facilitate greater consistency in structures, membership and terms of reference and provide an opportunity to address existing inconsistencies. This would reduce confusion, clarify purpose and support joint working across the CS agenda and in relation to

broader agendas such as safeguarding and wellbeing due to enhanced co-terminosity and easier joint working with bodies such as the RSB and planned single CTMPSB.

The development of a regional CSP would facilitate working between the local authorities and CTMUHB as a key partner. Similarly South Wales Police, Probation Service and Fire and Rescue Services whilst covering other LAs beyond those in CTM region would benefit from a regional approach. It would enable shared challenges to be tackled more systematically and in a more streamlined manner.

However, it was clear that any regional arrangements should not compromise delivery at a local level, and that care should be taken to ensure that the needs and interests of all communities continue to be recognised and addressed. Broadly stakeholders felt that there was a clear role for a regional CSP in setting a high-level vision, priorities and supporting objectives. Tactical and collaborative working to address the needs and concerns of specific communities, and the oversight of operational delivery, sits better at local level.

A two-tiered structure of this nature would also safeguard against one partner becoming over-dominant and allow an appropriately 'federal' approach to the delivery of CSP responsibilities. Furthermore, it would accommodate the continuation of existing local groups where these add value and deliver objectives at a sub-regional level, and the continued involvement of relevant partners such as colleges in Bridgend (in response to suicide prevention work) and the courts in CT reflecting wider trends in offending. The need for this was expressed particularly by colleagues in Bridgend who have not to date been involved in the existing shared arrangements across CT but was also raised by stakeholders in the other areas.

It was also felt that a regional structure could provide a valuable mechanism for local groups to share practice, learning and intelligence.

Greater integration would enable the ability to apply more scrutiny to the achievement of community safety goals and to align the evaluation of the related strategies being delivered in CTM.

It would be important to ensure appropriate and robust scrutiny of activity and delivery by RAs at both regional and local levels. This would provide assurance to partners around delivery by a regional CSP of relevant statutory duties alongside a clear accountability for delivery at local level.

Careful consideration should be given to the membership of the regional partnership to ensure that the membership delivers effective leadership and decision making.

Fundamentally, and critically for this review, various stakeholders expressed concern over the lack of clarity regarding the lawfulness of a merger under the terms of the Act and secondary legislation. Whilst we discern a general congruence with the wider policy direction, we feel that further legal advice should be taken before proceeding with a merger and this is reflected in our recommendations.

### **CSP support**

The lack of capacity to support the functioning of CSPs impacts upon their capability. Colleagues working within the CSP system described a lack of access to comprehensive and dependable data. This gap is exacerbated by limited capability to analyse data and feed it into meaningful planning and performance management. Services lack comprehensive data and analysis to determine what they should do and only limited ability to know how well they have done it.

Without adequate capacity to operationalise the CSP strategy there is potential for them to become 'talking shops' which may have clear ambitions but which lack the ability to realise them.



Reflecting the aforementioned concerns regarding the risks of limited support resource, many of those who commented on current arrangements recognised a need to 'scale up' and to resource a regional CSP adequately. A desire was expressed for a structure akin to the RSB with defined funding delivered through a clear resource formula applied to the agencies making up the CSP.

In addition, given the breadth of the CSP agenda an effective secretariat could organise the agenda focusing on themes where appropriate and inviting in additional membership where this would improve outcomes.

## 5. Conclusions

Highly significant and specifically relevant legislative and policy changes have been introduced in the 24 years since the Crime and Disorder Act 1998 introduced the Crime and Disorder reduction Partnerships (CDRPs) which have subsequently become Community Safety Partnerships. Some of this change has been introduced by UK Government and since devolution much has been introduced by subsequent Welsh administrations.

The consequence of these changes has been an expansion in the number of RAs involved in the CSP agenda and an increase in the duties placed upon these authorities. The driver for much of the legislative and policy change has been a consequence of a perceived increase in the nature and range of threats to community safety and an increased focus on some longstanding threats such as violence to women and girls and domestic violence and abuse. Government has also sought to increase the connectedness of issues of safety with those of wellbeing and health due to the overlaps between these issues.

As a result of these changes the importance of community safety has been amplified and the complexity of the necessary partnerships has significantly increased with more agencies being held directly responsible and accountable for an expanded set of priorities. However, the resource available and targeted at community safety has not kept pace with these increasing demands.

One component of the policy drive has been a desire to see an increase in partnership working between the RAs together with other partners in statutory and non-statutory services together with a strengthening of the citizen voice in community safety matters. An increase in the effectiveness and sustainability of partnerships and the initiatives has been sought.

Some of the growth and development of partnership approaches appear to have been ad hoc with piecemeal changes introduced in response to legislative and policy amendments. The resourcing of CSPs also appears piecemeal with some limited funds committed to CSPs and some resource being directed at specific issues which in some instances is time limited. As a result, the Community Safety landscape is confused, it is not streamlined and lacks the necessary infrastructure and sustainable resource to make community safety partnership evidence based, intelligence led and wholly supported at all levels by the necessary skills and knowledge. The engagement of citizens is not comprehensive and action taken to ensure prevention and early intervention is difficult to evidence due to a lack of data and an ability to evaluate outcomes and potential long-term benefits. Whilst many of these issues are likely to exist in many if not all CSPs they were all in evidence within the Bridgend and CT CSPs.

One consequence of legislative reform is the fact that the duties placed upon strategic partnerships have become confused and opaque. This has made it challenging for agencies to reform partnership arrangements and in doing so to be satisfied that they are meeting their duties as required by the various legal frameworks that overlap.

The review has concluded that in both Bridgend and CT the capacity to generate, collate and analyse data is insufficient. As a result, formulating the evidence to target action is difficult, as is the ability to evaluate the impact of CSP initiatives. The evidence provided during the review has suggested that papers developed for the CSP are frequently treated as being for information only, they do not tend to generate a formal response or action on the part of the CSPs. This has led to a sense of frustration from many contributors and a sense that the CSPs operate in name only and lack the capacity to be as preventative and evidence-based as they should be. Furthermore, there is a sense that CSPs are not sufficiently accountable, nor are they adequately

funded to meet all their duties. Moreover, the funding is not currently sustainable and this is seen as a key risk.

The review has concluded that whilst CSPs have a relationship with the SB these differ between the Bridgend and CT CSPs. These relationships together with those to the Public Service Board should be strengthened and clarified. Lines of accountability, a means of analysing outcomes and value for money need to be established as do formal streamlined governance arrangements.

Many contributors to the review suggested that the model adopted for the CTM SB is more rational than that for CSPs. It has an established funding stream with a formula applied to the various agencies engaged in its delivery. This funding allows for an administration and lead officers to support the Board. This increases the effectiveness and efficiency of the Board and strengthens its accountability. It is reported to have a more streamlined infrastructure and benefits from increased critical mass and economies of scale by operating on a regional basis.

The review has therefore concluded that the vision for Community Safety Partnerships expressed by WG in its report 'Working Together for Safer Communities 2017' is not being fully realised within Bridgend and CT.

The request from the Bridgend and CT CSPs to conduct this current review is therefore extremely timely not least because the local "responsible authorities" in Wales await further duties and responsibilities to be placed upon them when the findings of the Home Office review of CSP requirements are published and the forthcoming Welsh Government Strategic Plan to prevent violence against women and girls and domestic violence and abuse is brought into being.

In response to these identified shortcomings the review team found a strong weight of support for the merger of the Bridgend and CT CSPs. The view held by many was that the benefits of merger outweigh the potential impacts on 'localism'. A number of strategic partnerships, most notably the SB, the Public Service Board and the Area Planning Board (substance Misuse) already operate on a CTM basis. Furthermore, a number of the more recent developments to counter terror threats, and violence against women and girls, domestic violence and abuse have established on this footprint. To merge would offer a structural solution to simplify the partnership landscape and facilitate a unified strategy within which clear priorities can be actioned regionally but importantly allowing local interpretation and application of these integrated strategic plans to meet the needs of their local communities.

The potential benefits of merging the CSPs, includes the pooling of resources. This may be both financial resources and the workforce capacity and capability existing within the three LAs. Pooling resources and workforce capacity will assist the more effective and integrated delivery of community safety functions. Duplication of effort and waste could be reduced and combined strategic endeavour could be more easily realised between the LAs, which operate within the boundaries of CMTUHB, and the Police Service, Fire and Rescue Service and Probation service all of which have boundaries wider even than those of the Health Board.

Whilst many individuals and organisations supported the potential merger, this was not without reservations. Many contributors, including those very much in favour of merger, expressed concerns that there is potential for one or more LAs to dominate the partnership. They were also concerned that by merging, the focus on the local communities within individual LAs may be diminished or worse still lost. In order to allay these concerns and retain local autonomy and accountability any review of structures must deliver not only a suitable integrated regional structure but one which ensures that arrangements for local accountability are comprehensive and precise. Furthermore, the development of a regional strategic

partnership should not impact adversely on those agencies successfully operating locally to deliver safety to the communities they serve.

If the decision is taken to establish an integrated CSP for CTM, it will be necessary to ensure a focus is established for both effective and targeted regional strategic planning which links the Police and Crime Commissioner Plan, Wellbeing assessment and delivery plan, together with local delivery and accountability.

## 6. Recommended future arrangements

Based on the findings of our desktop analysis (including considering arrangements in other areas), and the themes raised by stakeholders, we have developed a recommended structure which we suggest should underpin future arrangements. The added value of a regional approach across CTM is clear and our recommendations are framed accordingly.

Stakeholders who engaged in the review believe that it is necessary to rationalise strategic priorities to ensure that the new duties can be adequately addressed and core imperatives delivered, and that CSPs have clarity concerning their shared priorities. A clear view was also expressed by stakeholders that the boards and partnerships aligned to CSPs should take stock of the new and emerging responsibilities and priorities to determine the most appropriate body or bodies to lead in delivering them, rather than assuming automatically that the CSP should assume primary responsibility. This will mean accountability sits at the most appropriate level and that the CSP focuses on those areas to which it is best suited from a point of view of its agreed responsibilities and membership. For example, work is already in train within the CT area, with the two local authorities working together to build upon existing CSP partnership arrangements that have been in place for a number of years.. The view expressed by those contributing to the review is that due to the nature of this work, it would be best progressed at the CTM level rather than within individual localities.

During the review partners agreed a set of strategic priorities for a regional CSP moving forward. The arrangements we recommend are designed to facilitate effective regional oversight of delivery against these strategic priorities, with operational responsibility remaining at local level where appropriate, thereby enabling sub-regional imperatives to be addressed. The priorities are as follows:

- Tackling Violence against Women and Girls, domestic abuse and sexual violence
- Reducing the impact of alcohol and substance misuse on our communities
- Divert offenders and reduce re-offending
- Counter Terrorism- preparation and prevention duties including community cohesion.

### What future arrangements might look like

In this section we set out a recommended regional structure, also clarifying the relationship between a merged regional CSP and local delivery arrangements. The structure is presented at a high level for in-principle approval. If accepted, it would form the basis for working through arrangements in more detail.

At the centre of the proposed CTM regional structure is a triumvirate of boards, consisting of the CTM PSB (due to come on stream in spring 2003), the CTM SB and a new CTM Integrated Community Safety Partnership Board (CTMICSPB). The PSB, having generic responsibilities would sit at the head, but work in partnership with, the other two boards specifically responsible for community safety and safeguarding. These three boards would work in close partnership with common strategic priorities and a formal communication strategy. This would align their work, avoid duplication, and clarify responsibilities. If a combined regional business unit were to be created, this alignment would assist the efficiency of the unit and the work of the three boards.

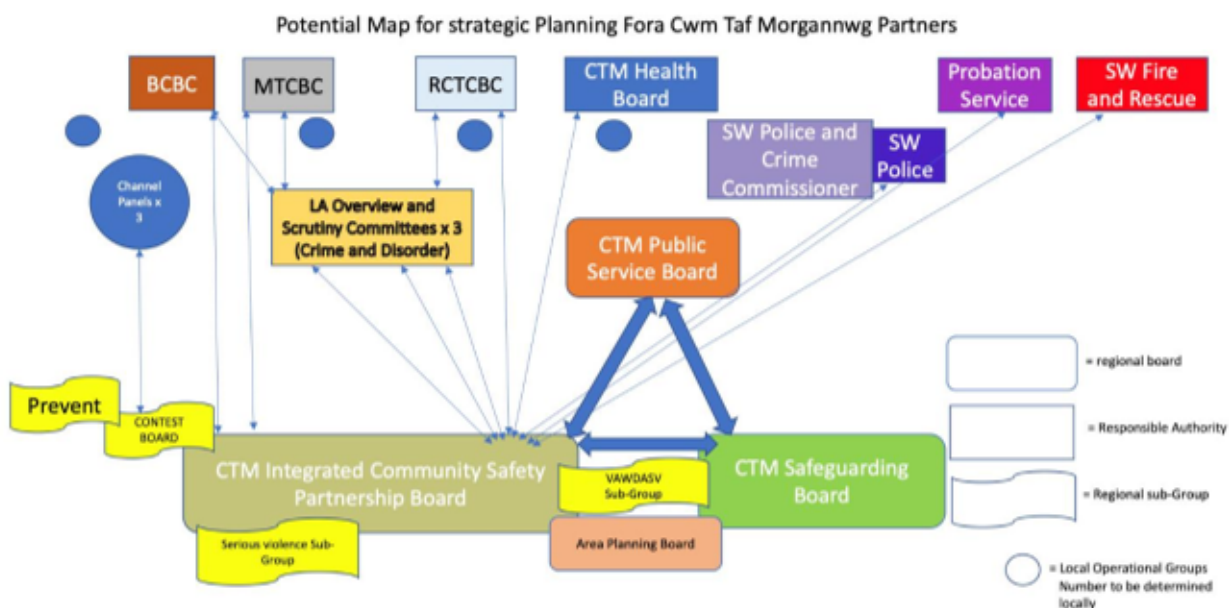
The VAWDASV sub-group and the APB would straddle the work of the CTMICSPB and the SB. This would be beneficial given the interrelated nature of the work of these groups to both community safety and safeguarding. As RAs, the three local authorities, CTMUHB, SWP, the SWPCC and Probation and Fire and Rescue services should all be represented on, and feed into, the CTMICSPB.

Other sub-groups operating at a regional level would also align with the CTMICSPB. This would include as a minimum the Serious Violence sub-group and the CONTEST Board. These are illustrated as overlapping the CTMICSPB because whilst technically operating separately, they would be integral to the delivery of its regional functions.

The Channel panels should continue to operate at local authority level together with other tactical and operational groups. However, the three panels should feed into the CSPB via the CONTEST Board.

Figure 7

**Recommended future structure**



Concerning new and emerging strategic requirements, the regional CTMICSPB would need to engage with other regional partnerships in considering the following:

- What are the core responsibilities of the new Board referencing the identified priorities?
- How should other related responsibilities that do not come under the CMTICSPB be dealt with and where should accountability lie?
- What are the arrangements to ensure, where overlap in responsibility between boards and other strategic partnerships exists, that the RAs have defined the responsibilities of the various groups and have in place mechanisms to ensure effective communication and collaboration between these groups?

A communication framework would be required to ensure that developments and required actions are understood by all relevant stakeholders and by the public living within the communities served. This would have the effect of informing stakeholder bodies and the public and provide a basis for a co-productive approach. It would also avoid the necessity for some staff to attend meetings merely to remain up to date rather than acting as full participants.

An engagement framework designed by the CMTICSPB but delivered at a locality level would serve to reach and hear the citizen voice. This would need to use a dynamic approach reaching out at times to relevant cohorts of the population to gain views on specific topics and proposals as necessary.

## Governance and accountability to the CSP and to local leadership

A vital part of the review was to examine the existing governance arrangements within which the current Bridgend and CTM CSPs operate, in order to consider how the future governance arrangements could work within a merged CTMICSPB.

Effective accountability and governance arrangements within partnership bodies is essential. This is particularly important in statutory partnerships made up of multiple organisations. Governance ensures that the execution of statutory functions can be monitored, that organisations are not exposed to unnecessary risks and that an audit trail relating strategic intent to achieved outcomes is in place.

Clear structures and terms of reference which delineate roles and responsibilities can assist in avoiding the potential for duplication of effort and waste arising from membership overlap. This can increase the potential for greater synergy of the various partnerships within a given locality whilst enabling a managed interface with other strategic agendas and groups. The breadth of the potential CSP agenda is vast, it can include not just issues that relate to crime, disorder and violence, but aspects of public health and public mental health such as suicide prevention, personal harm from the misuse of substances and alcohol and addressing the specific safeguarding needs of vulnerable groups such as older people and care leavers.

The governance frameworks currently operating within CTM and Bridgend CSPs lack clarity and connectedness to other partnerships operating at a CTM level. A robust communication process designed to ensure that all RAs and other stakeholders are aware of work in train and outcomes achieved is essential for effective partnership working and accountability. The strategic assessments and delivery plan are no longer in date and therefore accountability for actioning current priorities is extremely challenging.

The existing governance issues are in part due to the ad hoc development of the partnership landscape which has emerged around CSPs and the lack of a business unit to support the operation of good governance by means of a fully functioning secretariat with analytical capability and capacity.

The map drawn up for a regional CSP identifies mechanisms for the governance of the regional partnership and for local accountability and assurance.

The CTMICSSPB, CTMSB and CTMPSB triumvirate structure would ensure close collaboration in strategic intent. They would routinely share information and align strategies to avoid the overlap and duplication described by current stakeholders. The business unit or business units would also work in close partnership to deliver a communication and analytical function. This would ensure that all RAs receive informed updates from the CSP and its membership including reports on progress, outcomes, delays or an inability to progress strategic priorities.

Where a number of sub-groups work in closely aligned spheres of interest, they should form affiliations to ensure co-ordination and collaboration and the achievement of maximum value for money. For example, the prevent CHANNEL and Contest Board could develop a specific affiliation working collaboratively and feeding issues into the Regional CSP.

This approach would ensure that both the CSP, its related partnerships and the accountable authorities are sighted on the work of the Regional CSP and related sub groups and can inform their work.

In addition to this relationship each local authority should put in place appropriate overview and scrutiny arrangements which will be of crucial importance in ensuring effective governance and accountability of the CTMICSPB in the execution of their statutory duties and that local imperatives are met. Opportunities for joint scrutiny of the regional function should also be explored.

## **A hypothetical example**

For illustrative purposes, we provide below a hypothetical case example of governance and accountability arrangements for the regional CSP, its RAs and stakeholders. The hypothetical case relates to domestic violence and abuse.

The Welsh Government's National Strategy on VAWDASV highlighted the importance of addressing the issue of domestic violence and abuse. Intelligence gathered by a number of RAs has highlighted an emerging trend in an increased incidence of domestic abuse and serious violence related to substance misuse.

The CTMICSPB receives reports of these concerns from attending RA membership.

As an existing priority, the CTMICSPB identifies a need for action. It requires all RAs to submit data to the business support unit in order to identify the scale and nature of the issue. A request is also made to the regional partnership board and the regional safeguarding board for data in order that a comprehensive needs assessment can be conducted. Because of the relationship of the issue to substance misuse the APB is also requested to submit data and to participate in planning.

The membership from the RAs are required to feedback this action to local tactical and operational services to inform them of the action being taken and for them to participate in data submission. Relevant Overview and Scrutiny Committees are notified of the action.

The business unit receives data from local services, the RPB and SB and produces a report to the CTMICSPB on the nature and extent of demand and the current service capacity available within each locality to respond to the need.

An integrated action plan is devised by the CTMICSPB in partnership with the chairs of the RSB, the APB and the RPB. Tasks are assigned to tactical and operational groups. A communication strategy forms part of the action plan identifying individuals in each agency and service with an interest in resolving the priority action to form a distribution list. Key to this list are the named personnel responsible within each local authority to oversee action and other RAs to ensure that they are satisfied that suitable action is being taken.

The action plan is cascaded via the CTMICSPB, APB, SB and PSB using the distribution list to inform stakeholders of the actions required.

Monthly briefing reports are developed by agencies cited in the action plan. These are submitted to the business unit which compiles quarterly reports for the CTMICSPB membership.

Examples of positive practice identified within localities are highlighted and shared as are delays or failures to achieve necessary actions.

At year end a report on progress and any further action or adjustment to the plan is provided to the CTMICSPB and cascaded to all RAS.

This hypothetical example illustrates the means by which demand and capacity data can be shared to quantify the scale of a problem and the capability for organisations to respond. This would be significantly bolstered by a business unit integrated with the three regional boards. It also serves to illustrate the means by which action can be taken regionally, whilst local accountability is retained via the use of a communication strategy and the role of the Overview and Scrutiny Committees (Crime and Disorder). Importantly it illustrates the close relationship of Safeguarding and the work of the PSB and APB in support of strategic delivery. Of note technological advances such as the use of video conferencing can significantly enable enhanced communications in a scenario such as that used here, in support of the delivery of CSP business.



## CSP support

Earlier in the report we set out shortcomings and risks in relation to the level of support currently in place for both CSPs, and the opportunity presented by the merger to address this.

A solution to the current shortcomings could usefully draw on models in place for supporting other strategic partnerships. These include:

- Coordinating capacity for regional safeguarding boards across Wales is resourced through contributions from statutory partners, calculated using a statutory formula. In the CTM region, total expenditure exceeded £290,836 and individual agency contributions were as follows:
  - The three local authorities provide 60% of the total funding with RCTCBC providing 55%, Bridgend CBC 32%, and MTCBC 13% of that share
  - CTUHB UHB provides 25%
  - SWP provides 10%
  - Probation Services provide 5%
- Receipt by RPBs of core funding through the Welsh Government's Regional Integration Fund to support strategic and programme coordination, which in some areas is supplemented by additional financial contributions from partners. In addition, the legitimacy of top slicing project-specific funding to provide project management capacity is recognised.
- Coordination and support capacity for local PSBs, SBs and APBs and their sub-groups across the CTM area. This support includes the development of needs assessments and other areas of work in line with those listed above.

The following information published by the SB in its Annual Report for 2021/22 suggests an overlap between the strategic and operation work of both the SB and the CTCSP. There is a reliance on the activities of both organisations which affects the work of the other particularly in the areas of Anti-Social Behaviour Team, Prevent/Channel Panel, Licensing and Domestic Abuse Services. There is also a shared agenda around the coordination and delivery of responses to organised crime and sexual violence.

*'In the past year, the Board and its partner agencies continued the drive to align and strengthen links with a range of other partnerships across the region. At an executive level, this has involved working with the Regional Partnership Board and its supporting governance structure.*

*Good links have been maintained with the Community Safety Partnership at both a strategic and operational level. There are good collaborative working arrangements with the Anti-Social Behaviour Team, Prevent/Channel Panel, Licensing and Domestic Abuse Services that sit within the Community Safety Partnership.*

*A Regional Prevent Delivery Group has been established and partner agencies have been involved in the testing of a new Prevent eLearning platform, designed to safeguard individuals who are vulnerable to radicalisation. Board partner agencies also have representation on the Regional Serious and Organised Crime Board, the MAPPA Strategic and Operational Groups, and the Violence against Women, Domestic Abuse and Sexual Violence Steering Groups'.*

## Future options for support

Dedicated support for the merged CTMICSPB is one option. However, there is clear potential for alignment between the work of the SB, a future regional CSP. There are responsibilities and interests that overlap. We suggest this presents an opportunity for considering shared support arrangements, which would optimise

value for money, enable pooling of resources from a variety of sources, and facilitate joint working between the respective partnerships and alignment of their programmes. There is a similar argument for potential alignment with the PSB.

When discussing the relationship of the CSPs and the CTM SB colleagues identified various potential shared functions that would benefit both partnerships. Those specified included training and communications. We assess different options for future support in Figure 8 below.

Figure 8

Option	Cost considerations	Benefits	Challenges
Carry on as now	<p>Approximately £138,000 is allocated from the PCC, although unclear what proportion if any would be used to resource the infrastructure, as this finance appears to support programme delivery.</p> <p>Resources largely in kind from partner bodies.</p>	The potential for utilising the capacity of both current CSP arrangements together with financial support of the PCC.	There are limitations to the work that staff can undertake, in coordinating and delivering the CSP agendas, including the need for analytical and research support
A single business unit utilising support from the PCC and statutory partners	A dedicated business unit for the CSP, with roles similar to other arrangements with a unit Manager, Administrative support, and analytical/research capacity.	<p>A unit would provide for specific support to enable the new CSP to function effectively with staff delivering the range of functions as set out above.</p> <p>This model would also allow staff to focus more attention to the work of the CSP and supporting partner agencies to engage.</p>	<p>To commence a new dedicated unit would require financial contributions from partner bodies potentially on a % allocation like the Safeguarding Board. This requires buy-in from each of the organisations for this to be effective.</p> <p>It would potentially duplicate work undertaken by those supporting the work of the Safeguarding Board</p> <p>The current financial support from the PCC is for programme delivery only and not guaranteed at previous levels.</p>

Option	Cost considerations	Benefits	Challenges
<p>A common business unit supporting regional arrangements across CTM</p>	<p>The SB has a business unit. The role could be extended through additional resources currently available to the CSPs and PSB and from statutory partners to widen the scope of the business unit role.</p>	<p>There is a clear alignment between the work of the SB and the CSPs, and in many ways their interests overlap.</p> <p>Augmenting the capacity and remit of the current SB arrangements could provide a significant strategic and operational boost to the regional CSP model, building on current experience of the other groups.</p> <p>Further amalgamation with support for the new regional PSB could also be considered.</p> <p>The approach may provide improved VFM reducing potential additional management costs and duplication inherent in individual business units.</p>	<p>Gaining agreement would be critical and would probably necessitate a review of the current SB, and potentially PSB, business unit functions.</p> <p>Commitment to financing, reporting, and accountability for the operation of the business unit would need to be shared between the SB and CSP, and possibly the PSB. This would need to be scoped out.</p>

Having considered the range of responses during our engagement work, and working through the potential solutions, our recommendation would be that CTM should establish a common business unit supporting regional arrangements across the region and building on the work of the already established arrangements for SB. Given clear areas of overlap and the need for alignment in the respective programmes, there would be significant strategic value in pooling resources to provide core business unit support across the region through which boards would be jointly supported. This would enable further development of the synergy by sharing resources to advance the strategic and operational agendas of both. Whilst detailed arrangements would need to be worked through, we could envisage how CSP statutory partners could buy in to the current SB business unit, expanding the capacity and remit to support both organisations. There are further opportunities for amalgamation with the support function for the forthcoming regional PSB.

There is a risk if agreement is not sought from those CTMICSPB statutory partners to provide direct resourcing to this model, that the proposed alignment between the CSPB, SB and potentially PSB would not be realised. However, we believe anticipated benefits outweigh any potential challenges.

## 7. Recommendations

- 1. Bridgend Merthyr Tydfil Rhondda Cynon Taf County Borough Councils should together with their mutual responsible authorities seek to establish a regional CTMICSPB, focusing on the delivery of strategic priorities agreed between Responsible Agencies and with appropriate delegated responsibility. Our recommendations in Section 6 should be used to shape the new arrangements.**

*The CTMICSB should serve the communities represented by these local authorities and the Cwm Taf Morgannwg University Health Board*

*To avoid the bureaucracy and delays associated with RAs having to sign off or ratify CSP decisions, we recommend that consideration be given to the use of formally delegated powers to the CSP membership.*

*Consideration should also be given to the chairing of the CTMICSBP. Rotation between the representatives of the RAs can help to spread the responsibility placed upon each organisation and has the potential to strengthen the engagement and participation of the various RAs in the CTMICSPB. It would also guard against the domination of one partner in the arrangements.*

- 2. In formulating the arrangements for the CTMICSPB, RAs need to ensure, in collaboration with their legal departments and working collaboratively with WG officials, that under the proposed arrangements the duties placed upon them by the Crime and Disorder Act 1998, subsequently amended, continue to be fully met in line with the Act and its regulations.**

**When creating the regional arrangements the role and functions of the CTMICSPB should be formally reviewed and agreed by the RAs.**

*Consideration should be given during this review to:*

- *Defining the responsibilities of the new Board and the local tactical and operational groups*
- *Where specific related responsibilities would lie if not with the CTMICSPB*
- *How tactical and operational groups might continue to deliver strategic intent locally, escalating issues to the CTMICSPB as required.*
- *Relevant arrangements to ensure, where overlap in responsibility exists between boards and other strategic partnerships, that the responsible authorities have defined the responsibilities of the various groups and have in place mechanisms to ensure effective communication and collaboration between these groups*

- 3. An agreed rational structure which effectively dovetails with the new CTM PSB and the SB should be established for the CTMICSPB.**

*The structure should set out arrangements for regional integration and local delivery and scrutiny. It should be signed off by all partners and forwarded to the National Board. In formulating this structure, it will be necessary to clearly delineate the roles and responsibilities of each Board to ensure that responsibility for the range of actions necessary to deliver community safety is vested in the most appropriate body. This may be achieved by means of a review of the terms of reference of each relevant body.*

- 4. Given the broad range of responsibilities placed on CSPs the thematic sub-groups that have emerged at a regional level should be reviewed and, where appropriate, incorporated within the CTMICSPB.**

*Those groups not incorporated within the CTMICSPB should define explicitly within their terms of reference to which board or strategic partnership they are accountable and whether their function is strategic, tactical or operational. These should be mapped against other strategic partnerships where responsibility overlaps. In their relationship to the CTMICSPB, relevant groups should not act in silos but report in unison to the Board wherever practicable. For example, the groups established to counter extremism and terrorism should collaborate in their relationship to the board. Any new groups established should be established applying the principles of clarity of function and accountability.*

- 5. Mechanisms need to be established by the CTMISCSP working with all responsible authorities to engage with communities, paying heed to citizens' voices.**

*This engagement should not be homogeneous, but dynamic, providing an approach which is able to capture the various themes relating to community safety and community cohesion, by engaging with subsets of local communities as required. Extant groups successfully engaging subsets of the CTM communities could be expanded or replicated as necessary.*

- 6. A business unit should be developed to serve the CTMICSPB to fulfil as a minimum the functions set out in this report.**

*The unit could serve the CSP alone or could be an integrated unit serving the CTMICSPB, and SB. The feasibility of extending arrangements across the new PSB should also be considered. As a minimum it would serve to provide a functioning secretariat to the board/s, act as a repository for local and regionally aggregated data, provide analytical capacity to the board/s, address new and emerging responsibilities, formulate funding bids where appropriate on behalf of the CTMICSPB, manage and co-ordinate the workforce dedicated to CSP activity and ensure that intelligence led reports are developed to satisfy the need for scrutiny of each board. To fulfil these functions the business unit would need to be adequately resourced with dedicated funding and personnel.*

- 7. Whether or not the business unit is stand alone for the CTMICSPB or integrated with that for the SB, a funding formula should be developed to resource support arrangements.**

*If an integrated approach is to be taken this could be pooled with the statutory funding of the SB with integrated functions.*

- 8. In addition to the establishment of the CTMICSPB appropriate local arrangements should be in place to scrutinise regional activity and oversee delivery of activity extraneous to, but supportive of, the identified regional priorities.**

*This will ensure that the regional Board is adequately informed of local activity, that local scrutiny can be applied and services operating in the delivery of services at a local level are adequately informed about regional intent and action by means of a formal communication and promotion strategy.*

*Appropriate arrangements should be put in place for overview and scrutiny at regional and local levels.*

- 9. If the preceding recommendations are approved, a detailed plan for implementing the new arrangements should be developed, which would provide for:**

- **Further engagement with stakeholders**
- **Co-production of governance and support arrangements**
- **Agreeing terms of reference for and membership of groups within the regional arrangements**

*The implementation plan should be overseen by an appropriately constituted steering group comprising representatives each of the RAs.*