

Northern  
Ireland  
Office

Northern Ireland Office

Local Partnership  
Working on Policing  
& Community Safety:  
A Consultation Paper

March 2010



# Northern Ireland Office

## Local Partnership Working on Policing & Community Safety: A Consultation Paper

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## Ministerial Foreword



I am pleased to be launching this public consultation on proposals to create new Crime Reduction Partnerships in Northern Ireland. The future delivery of local partnership working on policing and community safety is an issue which is important to everyone in Northern Ireland and which can make a real difference to the quality of life in every neighbourhood.

We look forward to responsibility for policing and justice being passed to a local devolved minister, and it will be for that new Minister to take the final decisions and implement any changes. However, the changes in council boundaries planned for May 2011 give us a golden opportunity to put public safety at the heart of local service delivery. If we are to have these new partnerships in place in time to coincide with these changes it is important to start planning now.

Over recent years, Community Safety Partnerships (CSPs) and District Policing Partnerships (DPPs) have been bringing substantial benefits to communities across Northern Ireland, by delivering local solutions and increasing local accountability. They show that partnership works.

The purpose of this consultation is to look at how the existing functions of DPPs and CSPs, which currently sit side by side, can be brought together in anticipation of the changing landscape in local government. There is an emerging consensus that the time is now right to create single partnerships. Moving from 52 partnerships to 11 will free up resources for frontline delivery and allow the new partnerships to have a bigger impact on the ground.

CSPs and DPPs have made a real difference. I pay tribute to those who have served as members and the staff who have supported them for the role they have played in helping to make communities safer. This review has been about building on those achievements, and taking partnership working to the next level.

Engaging with the public and responding to their concerns should be hardwired into any new partnership. There should be a stronger connection than ever between the issues brought to a partnership and the outcomes it can deliver.

I strongly encourage you to have your say by responding to these proposals.

**Rt Hon Paul Goggins MP**

Minister of State, Northern Ireland Office

## 1 | Introduction

This consultation paper seeks your views on the best way to deliver the functions of Community Safety Partnerships (CSPs) and District Policing Partnerships (DPPs) in the future through single partnerships.

At the moment, there are two sets of local partnerships delivering separate but complementary functions. The CSPs deliver initiatives on the ground to reduce crime, anti-social behaviour and the fear of crime, while the DPPs ensure local accountability for how policing is delivered. These partnerships have generally worked very well and there are a growing number of good examples of where the partnerships have come together to work on issues of common interest. But there is an emerging consensus that the time is now right to bring the functions of CSPs and DPPs together and for them to be delivered by single partnerships – one for each council area. It is important now to consider how these new partnerships should work in practice.

There are a number of reasons to believe that single partnerships are the best way forward. Taking a more joined-up approach will result in better local delivery and accountability, with efforts being more closely targeted on the real issues of concern in local neighbourhoods. New partnerships should also complement the introduction of community planning as part of the reform of local government under the Review of Public Administration. By streamlining the administration and overhead involved, we should be able to make better use of the resources available for partnership working by directing more of the funding to projects and initiatives on the ground. Finally, we have engaged with a wide range of groups and individuals with a close interest and involvement in the current partnerships. The clear consensus is that now is the right time to move to single partnerships.

This consultation paper sets out the background and context for our review of local partnership working, a proposed model on which we are seeking your views and the process we have undertaken to date to involve the main stakeholders.

## What Are We Asking?

We are being clear from the very outset that the best model for the future is a single partnership encompassing the functions currently delivered by both CSPs and DPPs. Our working title is “Crime Reduction Partnership”. This view has been reinforced through close consultation with a range of organisations already involved in this work.

The rest of this document has a number of sections providing fuller details on various aspects of the work of CSPs and DPPs and the types of issues we need to consider. The main questions are:

- What should the new partnership do?
- Who should be on it?
- What should it be called?
- Who should be responsible for the partnership?
- How can it provide best value?
- How should the public be consulted and engaged?
- How do you want to hear back from the partnerships on how they are addressing your concerns?

Policing and community safety are issues that matter to all of us. This is your opportunity to have your say on how they will be delivered in your neighbourhood in the future.

## 2 | Background

As part of the implementation of the Belfast Agreement (April 1998), there were two major reviews of policing and justice. These were the *Review of the Criminal Justice System in Northern Ireland* ('the Criminal Justice Review') and the *Independent Review of Policing in Northern Ireland* ('the Patten report').



## Community Safety Partnerships

Recommendation 196 of the Criminal Justice Review suggested the establishment of Community Safety and Policing Partnerships. Responding to this recommendation, Community Safety Partnerships (CSPs) were established in all local council areas by the Northern Ireland Office (NIO). The NIO's first Community Safety Strategy, published in 2003 (*Creating a Safer Northern Ireland through Partnership*), said that CSPs would be reviewed as part of the Review of Public Administration (RPA) and the introduction of community planning. CSPs were established as voluntary partnerships, although there is provision within the Justice (Northern Ireland) Act 2002 to put them on a statutory footing. CSPs are multi-agency partnerships drawing their membership from the statutory, voluntary, community, business and faith sectors.

## District Policing Partnerships

The Commission on Policing for Northern Ireland (also referred to as the Patten Commission) recommended the establishment of District Policing Partnership Boards. District Policing Partnerships (DPPs) were set up under the Police (Northern Ireland) Act 2000 and they report to the Northern Ireland Policing Board. DPPs comprise a mix of elected representatives and independent members; their number varies depending on the council area. The legislation states that DPPs must be co-terminous to Council boundaries, and so the effect of the reform of local government would be for these partnerships to reduce to eleven, in line with the proposed number of new councils.

## What Do These Partnerships Do?

While it is the case that the focus of the various partnerships can differ depending on local circumstances, the overarching remits for CSPs and DPPs are summarised below.

The overarching function of CSPs is to facilitate the implementation and delivery of local community safety strategies and action plans. This includes:

- carrying out regular audits in order to identify local problems and establish priorities;
- consulting the community in order to gather information on the perceptions of local residents;
- developing local strategies and action plans which seek to reduce crime and the fear of crime, and tackle anti-social behaviour;
- identifying which member organisation will be responsible for taking forward the appropriate action to achieve the defined objectives;
- carrying out evaluations of proposals in order to evidence good practice and improve performance; and
- helping to deliver crime reduction initiatives at local level, including regional initiatives.

The DPPs' main activities include:

- consultation with the public to find out what issues in relation to policing and crime are of concern within the council district;
- identification of local policing priorities arising from that consultation and recommending these to the District Commander so that they can be taken into account when the Local Policing Plan is being drawn up;
- monitoring police performance against the objectives contained in the Local Policing Plan and the Northern Ireland Policing Plan as it relates to the District;
- engagement with the community to obtain the cooperation of the public with the police in preventing crime; and
- acting as a general forum for discussion and consultation on all matters relating to the policing of the district.

Although both sets of partnerships have distinct roles, a number of the functions carried out by both can be seen as overlapping or duplicatory. On occasion, this has led to confusion and the perception of wasted resources. This is particularly likely in areas such as public engagement, consultation, and the delivery of local projects.

### **The CJINI View**

In an inspection of Community Safety Partnerships, carried out in November 2006, Criminal Justice Inspection Northern Ireland (CJINI) recommended that the optimum position post RPA would be to have one operational community safety/policing tier in each council area. This view was echoed in a subsequent inspection of Policing with the Community in Northern Ireland, undertaken in March 2009.

### **Changing Government Context**

The reform of local government under the Review of Public Administration (RPA) will reduce the current 26 local councils in Northern Ireland to 11. This restructuring, and the subsequent introduction of community planning, will see significant changes to local delivery. It is also considered to be the optimum vehicle and opportunity for rationalisation and streamlining across many government structures. This is not only the case for the criminal justice sector, but is also being implemented in other areas such as health and education.

### **Other Factors**

We also need to take into account the impact of the devolution of policing and justice, the changing financial climate, and forthcoming developments in the policing and justice field, all of which are considered in more detail in the next chapter.

The proposed amalgamation of DPPs and CSPs will not happen overnight and we must ensure that the functions of the existing partnerships continue to be delivered effectively in the interim. Steps are already being taken at local level to ensure the partnerships work more closely together.

## 3 | Context

The reform of local government will see the number of CSPs and DPPs reduce to 11. These planned changes provide an opportunity to consider whether amalgamation of the functions of DPPs and CSPs would benefit local delivery.

While it made sense at the time to have separate sets of partnerships, it was always accepted that the partnerships could be subject to change to reflect developments in local government. Standing still is no longer an option and we need to start to plan ahead.

When Community Safety Partnerships (CSPs) were first established it was envisaged that they would be re-assessed in light of the implementation of the Review of Public Administration (RPA). Likewise, District Policing Partnerships (DPPs) (as laid out in Section 14 of the Police (Northern Ireland) Act 2000), must be aligned with local council boundaries and so would have to reduce in line with implementation of the recommendations of the Local Government Boundary Commissioner. Even without this review, therefore, the reform of local government would see the number of CSPs and DPPs reduce.

This changing landscape provides an ideal opportunity to introduce single partnerships.

### **Impact of The Review of Public Administration (RPA)**

The current timetable for the implementation of the Executive's decisions on the future shape of local government will see the existing 26 councils reduce to 11 in May 2011. Local Government elections to the new councils will also see the number of local councillors

reduce by around 150. Responsibility for a number of functions will transfer from central to local government. These include: local development plan; development control and enforcement; public realm aspects of local roads; urban regeneration and community development; some housing related functions; and certain aspects of local economic development functions.

The introduction of community planning will, in addition, see significant changes to the role of councils and the way in which local services are delivered. This new responsibility will provide the framework whereby councils, central government departments, statutory bodies and other relevant agencies and sectors can work together in linking the delivery of public services with local needs and aspirations.

These proposals have already been the catalyst for major change and will create significant opportunity for greater synergy and cross governmental working. This closer working, across the whole range of priorities, will have a major impact on the work of the new partnerships and other areas relating to good relations, Neighbourhood Renewal and some of the work undertaken by the Department of the Environment. A more joined up approach in all these areas has the potential for a substantial and positive impact on more effective local delivery, and the well-being of local communities.

## Devolution of Policing and Justice

Devolution of Policing and Justice to the NI Executive will mean significant change. It will see the establishment of a Department of Justice (DoJ) under the direction of a locally accountable Executive Minister. In addition an Assembly committee will be established to oversee and scrutinise the work of the DoJ.

Devolution will provide considerable opportunities for close collaboration with all government departments and agencies; this in turn should mean better joined-up delivery. There will be major advantages in the Northern Ireland Executive setting priorities across justice and policing as well as the social and economic fields.

## Financial Climate

Whilst the devolution of policing and justice powers will be supported by an additional allocation of £800m, the DoJ will not be immune from future financial pressures.

It is more important than ever that resources are targeted at front line delivery. While this review is not in itself a cost-cutting exercise, it is vital that the new arrangements provide good value for money.

At present, for CSPs administrative costs account for approximately £1.15m out of their total budget of £3.28m, and approximately £3.5m out of the total budget of £4.1m for DPPs. The proposed new arrangements should facilitate a reduction in these overhead costs and enable more resources to be targeted at front line delivery.

## Related Policing & Justice Developments

### • Re-Constitution of DPPs

DPPs comprise a mix of elected representatives and independent members. DPP members are appointed to serve up to a date following the next local government election. The make-up of each DPP is reflective of all sections of the local community as far as possible.

The process of nomination and selection of independent members is a significant undertaking and takes a considerable length of time to complete. Being mindful of this the Northern Ireland Policing Board, who oversee

the selection exercise, will, during 2010, commence the process of selection of independent members for post 2011 partnerships. This process will therefore run in parallel with this review of future structures. It should be noted that if there is a reduction in the overall number of partnerships, this will mean that the number of elected representatives and independent members involved may also reduce.

### • Community Safety Strategy

Work is ongoing to produce a new Community Safety Strategy for Northern Ireland – *Together, Stronger, Safer*. The main focus of this revised strategy is to put communities at the heart of service delivery and includes:

- Creating safer neighbourhoods;
- Focus on families and young people; and
- Building strong, confident communities.

Again the work on this strategy is progressing in tandem with, and is complementary to, this review.

### • Community Policing

The PSNI Chief Constable, Matt Baggott, has placed a particular emphasis on visible and responsive personal policing in shaping the future strategy for the PSNI. The Policing with the Community Strategy is being refreshed and a number of other local structures, operating below the DPPs and CSPs, are already in place, or being planned. These include initiatives such as Partners and Communities Together (PACTs) and Community Police Liaison Committees (CPLCs) which will make a positive contribution to local partnership working. It will be essential that the new partnership arrangements take account of, and where possible complement rather than replicate, existing structures. It is also important to recognise that a “one-size-fits-all” approach may not be appropriate and the arrangements should be sufficiently flexible to ensure they can take account of local circumstances.

Against the backdrop of these developments, the challenge now is to devise a model for new Crime Reduction Partnerships that can maximise the impact of local partnership working within local communities.

## 4 | Assessing the Options

In preparation for this public consultation, there has been substantial engagement with a range of key stakeholders, both to test the practicability of amalgamating local partnerships, and to ensure that the right issues were identified.

We are extremely grateful to all those who took the time to contribute to this pre-consultation process, the feedback from which is reflected throughout this document.

In summary, there was an overall consensus among the main stakeholder organisations on the principle of closer working, but some very important points have been registered about the need to get this right if we are to ensure that these new partnerships really deliver for local communities.

One of the key pieces of feedback received during the pre-consultation process was that there should be a clear line of sight from the consultation document through to the final policy decisions. In order to achieve this, we have developed the following set of key principles against which the policy options have been assessed and the comments received on them are to be analysed.

The new partnerships should:

- Join-up policing and community safety activities and be capable of aligning with broader arrangements at council level for community planning
- Ensure that the policing accountability function is not diluted
- Facilitate meaningful public engagement by enhancing the involvement of local communities and responding to their concerns
- Deliver improved value for money
- Deliver improved quality of service
- Positively promote equality of opportunity
- Give equal weight to the functions of accountability, delivery and engagement
- Facilitate the sharing of best practice across Northern Ireland
- Focus on outcomes/solutions rather than activities/analysis of problems
- Be capable of being easily understood by the public

The main issues underlying these key principles are set out in more detail in chapter 6.

## 5 | Models

This chapter sets out the options we have considered for new Crime Reduction Partnerships and outlines our preferred model.

Each model preserves the current responsibilities that will fall to the Department of Justice (DoJ) and the Northern Ireland Policing Board and they would continue to provide strategic direction.

We also see there being an important role for local councils in providing local leadership, building on existing best practice, and ensuring the partnerships link effectively into community planning in the future. We have allowed for a degree of local flexibility. In particular, local councils are likely to need some flexibility in how the Partnership delivers the engagement function – there should be scope, for instance, to have additional engagement activities on a more localised basis (which would be important for rural councils covering large geographic areas) or on a thematic basis (which could vary from one area to another, depending on local needs).

The role of the centre – the DoJ and the Northern Ireland Policing Board - would be to ensure that the work of the partnerships reflects strategic priorities and achieves the right outcomes. Councils would determine the operational details. There would be a Partnership Plan, which would be developed by all partners and informed by meaningful consultation with the community. Once community planning is introduced, the Partnership Plan would need to feed into the local Community Plan and align with it.

In developing a model for Northern Ireland, we have taken account of what is happening in the rest of the United Kingdom, and Annex C describes the partnership arrangements that apply elsewhere. However, we cannot simply lift an existing model and transpose it to Northern Ireland. Special accountability arrangements apply to the police here to meet our unique circumstances. From the pre-consultation discussions, we are clear that there is a strong body of opinion that this accountability mechanism should be maintained and this has been reflected in our key principles (chapter 4). It must be an integral part of the partnership and has been mapped onto each of the models proposed below.

We are using “Crime Reduction Partnership” as a working title but are open to others’ views on the name of the partnership.

## Proposed Models

### Model One

This model proposes a fully integrated single partnership. The DoJ and the Northern Ireland Policing Board would jointly set regional priorities. These would be reflected, along with the local council’s priorities, in an overall local Partnership Plan.

The Plan would contain specific actions which would be delivered by multi agency task groups established at the operational level. These groups would be monitored by the strategic tier of the Crime Reduction Partnership. The Partnership would be responsible for public engagement and consultation, and the identification of the local issues of concern. The Partnership would be required to hold regular public meetings which would be inclusive of all sections of the community.

### Model Two

This model proposes a single Crime Reduction Partnership incorporating a separate monitoring group on policing. The DoJ and the Northern Ireland Policing Board would jointly set regional priorities which would then be communicated to local councils. Councils would identify the local issues of concern for the Crime Reduction Partnership, which would be responsible for the development of a Partnership Plan to address these issues and for informing the Local Policing Plan.

The Delivery Group (or Groups) would be responsible for the outworkings of the Partnership Plans. As with model one, regular dialogue with the community will be the responsibility of the Crime Reduction Partnership.

### Model Three

This model proposes a single strategic partnership with separate monitoring, consultation and delivery groups. Again, the regional priorities would be set jointly by the DoJ and the Northern Ireland Policing Board and communicated to local councils. These regional objectives, combined with locally identified issues, would be used to develop a Partnership Plan. The Partnership would also inform the development of the Local Policing Plan. Project delivery would be taken forward by a separate Delivery Group with police monitoring and community engagement and consultation under the control of two further sub-groups.

In summary, model 1 has the police monitoring function incorporated as part of the overall partnership function while models 2 and 3 retain this as a separate function outside the main partnership body.

| Overall Assessment |   |  |   |
|--------------------|---|--|---|
|                    | Model One   | Model Two  | Model Three   |
| Pros               | This model scores well against all but one of the key principles.   | This model is strong on linking public engagement and delivery.                              | This model would allow for a very clear allocation of responsibilities within the partnership and would be a natural progression from the current partnership arrangements. |
| Cons               | This model is seriously undermined by the requirement to ensure that the policing accountability function is not diluted. | There is a risk that police monitoring could be seen as an “add-on” to the main Partnership. | This model is closest to what we currently have, and so the potential to join-up functions and improve value for money and effectiveness would be more limited.             |

### Proposed Way Forward

All three models were built around the key principles. The accepted need to retain a specific local monitoring function for policing effectively rules out model one. Model three is considered too similar to the current arrangements and would not deliver the full potential for improving service to the public under this review.

**Model two, we believe, would deliver the right balance in terms of joining up the functions currently delivered by CSPs and DPPs while retaining a distinct local police monitoring role.**

We have included greater detail for each model and how we assessed the models against our key principles at Annex A.



## How Would Model Two Work in Practice?

The next section further expands model two to illustrate how it might operate in practice. This worked example has been informed by the feedback received during the pre-consultation responses.

### Statutory Duty

We would place a statutory duty on local councils to establish Crime Reduction Partnerships.

The Crime Reduction Partnership would be required by statute to tackle local issues of serious harm and anti-social behaviour, to contribute towards reducing levels of offending and to implement measures designed to facilitate early intervention. It should operate on the basis of clear, evidence-based criteria, and one of its primary areas of focus should be on maintaining or improving public confidence.

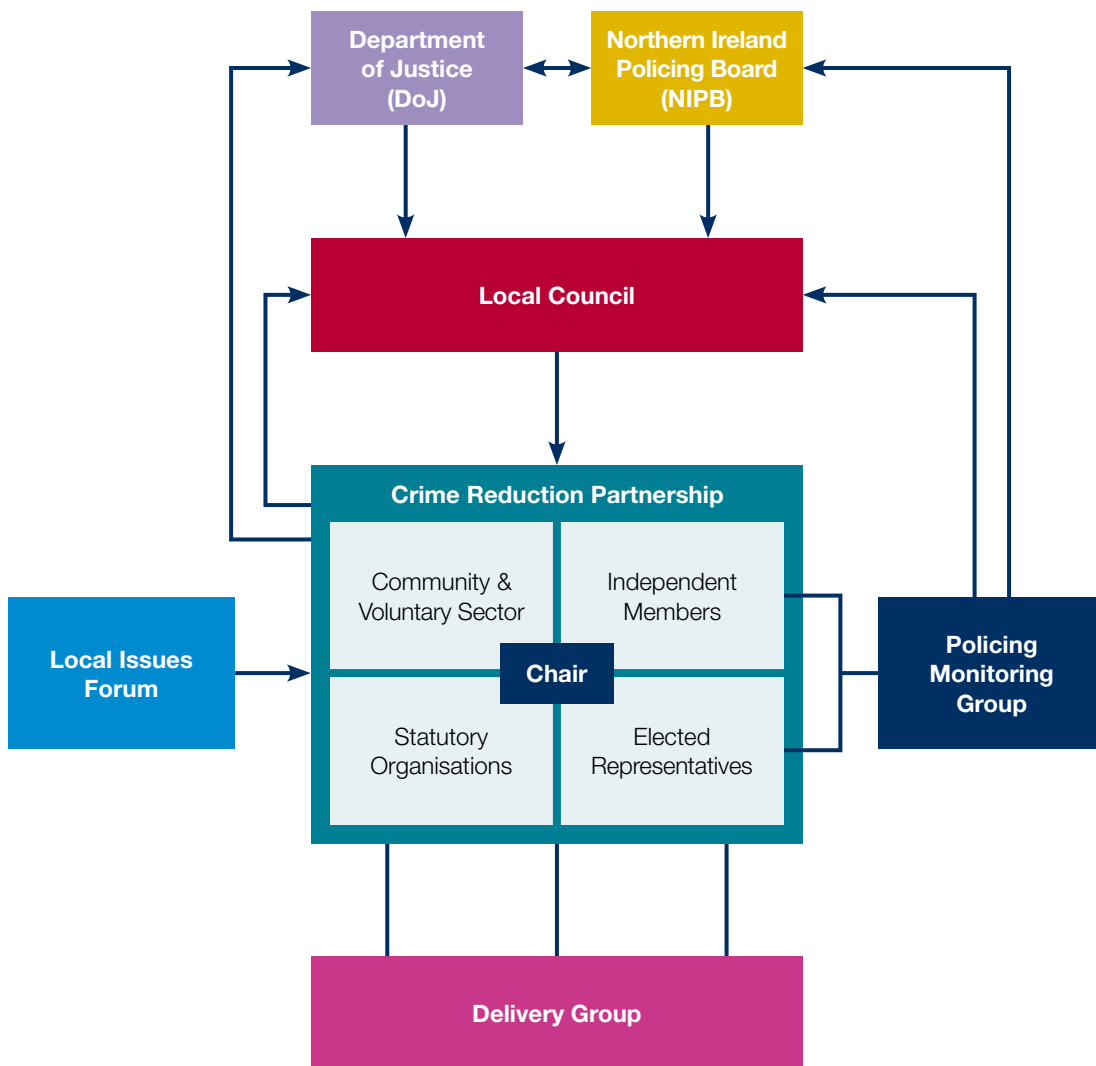
The legislation would also carry across to the Policing Monitoring Group legislative duties that currently apply to District Policing Partnerships. The role of this Group should be to focus on local policing issues, critical incidents and broader geographical differences in policing confidence.

### Membership

The membership would be drawn from four main areas – elected representatives, statutory organisations (which could include, for example, criminal justice agencies and representatives from the social development, health and education sectors) , community & voluntary sector (which could include the business community and/or faith based organisations) and independent members. Councils would appoint elected members and could invite nominations from statutory agencies and third sector organisations. Independent members would be appointed by the Northern Ireland Policing Board.

All sectors would be represented (possibly up to eight from each sector, not including the Partnership Chair) with the overall chair of the partnership to be agreed locally. For the purpose of the example below we have suggested an elected member be the chair, though we would welcome your views on who you think should chair the Partnership. The example below uses membership of thirty three for illustrative purposes.

**Model Two**  
**Single Partnership with Separate Monitoring Group on Policing**



Elected members would be nominated by local councils proportional to their party representation. For the purposes of this example we have suggested the Chair would be an elected member proposed by the local council, bringing the total number of elected members to nine.

Statutory members would be nominated by their respective organisations and would be of a sufficiently high rank to be able to take decisions on behalf of their organisation and to implement actions on behalf of the partnership. While some organisations could be specified in the legislation (for example the Police Service of Northern Ireland, other justice agencies, the Northern Ireland Housing Executive and relevant health and education organisations) there would be a degree of local flexibility built in to allow for a specific response to locally identified issues.

The independent members would be appointed by the Northern Ireland Policing Board. For the purposes of ensuring that the Policing Monitoring Group remains representative of the local community, we would envisage this following a similar process to that currently used for appointing independent DPP members.

The membership from the community and voluntary sector may vary depending on the council location and the specific locally identified issues. Some views were expressed, during the pre-consultation process, that it would be difficult to fully represent all interest groups on the partnership itself. It was further suggested that the views of this sector should also be sought through the Local Issues Forum (or Fora) suggested in this model.

### Public Engagement

The local council would be required to set up a local forum, or fora - which could subsume existing structures and engagement mechanisms - for the purposes of engaging with the public on the full range of issues to be addressed by the Crime Reduction Partnership, including policing matters. Depending on local circumstances, this could be on a thematic or geographic basis. The remit of the fora would have the potential to expand in the future as community planning is introduced.

### Accountability

The Crime Reduction Partnership would be collectively accountable to the local council for delivery against the local Partnership Plan, and the council would in turn account to the DoJ for the Partnership's performance and how the council is exercising its statutory duties. In addition to the specific arrangements for the monitoring of police performance (which are outlined in more detail below), other statutory agencies would be accountable for their contribution towards the achievement of the Partnership Plan, and their deployment of public funds, to their respective departments.

The local fora would be used to provide feedback to the public on the Partnership's performance against the Plan. The Partnership would be expected to contribute to the achievement of the DoJ's regional strategic objectives, as well as to relevant strategic objectives set by other central government departments.

Over time, the Crime Reduction Partnership would also be expected to contribute to the wider community plan for the council area, once the community planning framework has become embedded in local government.

The independent members and elected representatives (including the chair of the Crime Reduction Partnership) would, in addition to their role on the full partnership, form the separate Policing Monitoring Group. The Policing Monitoring Group would be responsible for monitoring the local police against achievement of the local policing plan and would be accountable to the Northern Ireland Policing Board, through the local council, for this specific area of work.

Funding would continue to be provided by both the DoJ and the Northern Ireland Policing Board, though both organisations will consider how to provide a more streamlined and consistent approach for accounting to each organisation for how this funding is used, with a greater focus on achieving positive social outcomes.

It would also be envisaged that local councils and other statutory partners would continue to contribute to the overall budget of the Partnership, though it is hoped that a smaller proportion of this funding would be consumed by running costs and a higher proportion could be targeted on front-line delivery.

### **Delivery**

The Delivery Group(s) would be responsible for front-line delivery of the Partnership Plan objectives. The make-up and membership of this group would be left to the local Partnership to decide, though some overarching principles should be consistently applied across all areas.

The make-up of the Delivery Group could be based on a thematic or geographic basis, depending on locally identified priorities. It should be mindful of and, as far as possible, dovetail with, other local delivery mechanisms (for example, Neighbourhood Renewal or Peace III).

It should include members of the Crime Reduction Partnership with a specific knowledge or interest in the issue to be addressed and led by a 'champion' who would be responsible for reporting back to the main Partnership on progress and delivery. This advocate would also lead the liaison between the Local Issues Forum (or fora) and the main Partnership for their respective theme. This would allow for a continual flow of information between the Partnership, the community and what is being delivered on the ground.

The Delivery Group should also include additional members from relevant statutory organisations (who are responsible for front-line delivery), community and voluntary sectors and appropriate third party delivery organisations.

**Do you agree that model two is the best option?**

**How do we ensure this model works most effectively?**

## 6 | The Main Issues

This chapter sets out the main issues that we have considered in taking this work forward, and explores in more detail how we have captured the feedback received through our pre-consultation process.

Where we have made firm proposals for the way forward these are highlighted, though we recognise that there are a number of issues which would benefit from further debate, through this public consultation. In this way, we are aiming to provide a clear line of sight between earlier discussions with stakeholder interests and the proposals on which we are now consulting.

### Structural Issues

The main purpose of our review of local partnership working was to find the best way of bringing together the key functions of the current partnerships – engagement, delivery and monitoring - so that these could be joined up more effectively. The outcome was a strong appetite for bringing together the functions of CSPs and DPPs in a smaller number of single partnerships.

### Engagement

A strong theme throughout our discussions with stakeholders was that effective community involvement and engagement was paramount to the success of the new partnership. While considerable work has been undertaken to engage with local communities since CSPs and DPPs were established, there is a real appetite for finding fresh ways of engaging at local level; ensuring that not only are their specific concerns understood, but that good quality feedback is given on any action taken.

This will be even more important once there are eleven, geographically larger, council areas.

There was also a strong feeling that there should be room for local flexibility – what works in Belfast might not work in Ballymena, Banbridge or Belcoo.

During the stakeholder engagement process our discussions with representatives of the community and voluntary sector helped us to look beyond the structural issues, such as lines of accountability and reporting arrangements, which had been more prominent in the consultations with statutory bodies. During these wider discussions, views on the extent to which local communities felt connected to the existing arrangements differed greatly. It was suggested that the existing partnerships did not always appear to take community concerns on board and that it was imperative that the partnerships reported back to communities on what was being delivered; this was just as important when they did not deliver as when they did.

It was proposed that new methods of engagement, particularly with the traditionally harder to reach groups (for example, young people, ethnic minorities, emerging communities) would need to be explored by the new partnerships. The possibility of using representative groups could be a useful channel for encouraging participation.

In addition there was a recognition that the community sector might also need to change in order to respond to the changing landscape under RPA, so as to ensure they were an effective voice in raising community concerns.

### **Proposed Way Forward**

The new Crime Reduction Partnerships should be required to have an effective mechanism for engaging with local communities in order to capture their concerns and provide feedback on how those concerns are being addressed. A couple of different mechanisms were explored in the previous chapter and we have outlined our preference for a Local Issues Forum or Fora. However, local councils should be given some flexibility in determining how these fora should work in practice. **How can the new Crime Reduction Partnerships encourage local communities to become involved? How should they provide feedback to the public?**

### **Monitoring and Accountability**

While accountability was highlighted as vitally important to the new partnership, this was expressed in a number of different ways. The new partnership needed to be accountable to its funding bodies; but it was equally important to be accountable to communities. There was also consensus that the function of local accountability for policing, through the monitoring function currently provided by DPPs, needed to be retained.

### **Current Arrangements for Accountability**

DPPs are established by district councils and the council has overall responsibility for ensuring the effective operation of the DPPs. The Northern Ireland Policing Board has a statutory responsibility to assess the effectiveness of DPPs in performing their statutory duties and to fulfil this requirement the Board undertakes an annual performance assessment of each DPP against an Effectiveness Framework. The Board also provides the council with 75% of the reasonable costs incurred by the DPP and the council funds the remaining 25%.

CSPs currently report to the Community Safety Unit (CSU), as their primary funder and are also required to report against the achievement of local strategic objectives. The majority of CSPs also receive funding from local councils and draw in local delivery monies from a number of other funding streams.

In response to the pre-consultation process, the majority of CSPs and DPPs indicated that it would be more efficient if a single funding stream was established with standardised financial returns and accountability frameworks established. There were also suggestions that the Northern Ireland Policing Board and CSU should work more collaboratively at the centre with more streamlined processes, including joined up planning timescales and training programmes. While a lot of joint work is already undertaken between CSU and the Policing Board, this review has provided a springboard for further ideas to foster even closer working.

The majority of statutory bodies currently report against different and, in some cases, competing targets and agendas. It is essential, therefore, that a way is found for all members of the new partnerships to be held accountable for delivery against the local Partnership Plan.

### **Proposed Way Forward**

We propose that the main funding for these partnerships should come from the DoJ and the Northern Ireland Policing Board. But we should seek to ensure that strategic priorities are set in a complementary way and streamline the way in which the partnerships are required to account for their use of public funds. This will require close working between the CSU and the Northern Ireland Policing Board. **Do you agree?**

### **Policing Accountability**

There was a clear consensus throughout the pre-consultation process that local policing accountability should not be diluted. The challenge is to ensure this continues while

recognising that the police would be an essential member of the Partnership. This is the principal reason why we need a model unique to Northern Ireland in order to preserve and enhance the public's confidence in policing.

### **Proposed Way Forward**

Chapter 5 outlined our preferred option for accommodating the monitoring function and the requirements of the Northern Ireland Policing Board.

### **Delivery**

Ultimately, the new partnerships will be judged by what they deliver on the ground.

Chapter 2 listed the functions currently undertaken by CSPs and DPPs. The pre-consultation exercise suggested that all of these functions should be carried through to the new partnership. However, they will not be delivered separately but collectively against a jointly agreed overarching plan, and bearing in mind that the evolution of community planning may require us to refresh the functions and responsibilities of the new Partnership in the future.

We envisage the local Partnership Plan taking direction from a number of regional plans and strategies. In particular, it will be shaped by DoJ strategic targets, the Community Safety Strategy, the priorities in the Northern Ireland Policing Plan and other locally identified policing targets. In addition the partnership will also take direction from the Executive's Programme for Government, flowing through departmental and strategic objectives down to local delivery plans. Equally important will be the views of local communities and it is imperative that the Partnership

seeks out and listens to these views in developing its priorities and local delivery plans. The potential for a closer connection between the views of the community and the content of the local Partnership Plan is one of the key benefits of having single partnerships.

### **Proposed Way Forward**

Whilst all the functions of the CSPs and DPPs should be retained in the new Crime Reduction Partnerships, they should operate in ways that make the best use of public funds, are clearly understood by the public, and maximise the local impact on crime, fear of crime and anti-social behaviour. There should be an overall Partnership Plan which should be shaped by a combination of relevant regional strategies and local priorities. **Do you agree?**

DPPs and CSPs are accountable for their performance to their main funders - the Northern Ireland Policing Board and the CSU. In addition the Policing Board has a statutory responsibility to assess the effectiveness of DPPs and public confidence in them. As the partnership will in future be working against a single plan, there should be a single system of performance reports. In addition, a generic monitoring framework, setting performance and monitoring parameters, needs to be developed and agreed, in order to measure the impact made by the Partnership. **How do you think the partnership's delivery performance should be measured?**

In addition PSNI are held to account on delivery against the local policing plan by the DPP and, again as highlighted previously, this function will be retained in the new Partnership.

### When Should We Do This?

As outlined in Annex B, while there is a strong consensus on the principle of creating single partnerships, there were differing views from stakeholders with regard to the timescale for achieving this. Many stakeholders thought early implementation was preferable and that the introduction of new local government structures in May 2011 was the best time to make this change. Some believed that this was optimistic, and risked being out of step with whatever structures are required for the implementation of community planning further down the line. A few suggested that a phased approach may be more pragmatic – perhaps continuing with separate partnerships (i.e. 11 CSPs and 11 DPPs) for a limited period (possibly 1-2 years) to allow community planning to settle in, before moving to single partnerships. A common theme was the importance of avoiding a series of structural changes within a relatively short period of time and unnecessary upheaval for the partnerships. Another key theme was the need, in the context of devolution of justice and policing, to have the full buy-in of the incoming Minister and Executive to whatever decisions are reached. Consequently, some respondents believed this should mean putting the review on hold pending the completion of devolution of policing and justice.

### Proposed Way Forward

One of the main reasons for undertaking the stakeholder engagement exercises was to explore these types of concerns and look at the options. Having listened to the debate, we believe the balance of interest lies in moving ahead now. To do otherwise would prolong uncertainty and potentially involve two major sets of changes: reducing the number of CSPs and DPPs from 26 to 11 in May 2011; followed by their amalgamation into single partnerships at some point thereafter.

There will be considerable change as the new local councils take shape. Given the importance that local communities attach to policing and community safety, it is vital that these issues are given early consideration alongside the delivery of other local services linked to health and well-being, good relations, community and economic development, education and learning, and neighbourhood renewal.

We recognise that there are some risks in moving ahead before there is a clear direction on community planning. In order to minimise this risk, we have had ongoing discussions, at ministerial and official level, with the Department of the Environment (DOE). The DOE Minister, Edwin Poots, has been fully supportive of the review process and regards it as complementary to the development of community planning.

We have also sought to keep in contact with the local political parties throughout the review process, so as to help achieve a seamless handover of this work at the point of devolution. The clear consensus points to pressing ahead with planning for the introduction of single partnership arrangements, co-terminous with the revised council boundaries in May 2011.



## Other Issues

There are some other organisational elements of the new Crime Reduction Partnership on which we would also welcome your views.

### Name of the Partnership

A number of ideas were put forward for the name of the new partnerships. In addition to “Crime Reduction Partnership”, these were:

- Community and Police Partnership;
- Community Planning Partnership;
- Community Safety and Policing Partnership;
- Community Safety Integrated Partnership;
- Crime and Community Safety Partnership;
- Crime and Disorder Reduction partnership;
- Crime Reduction and Policing Partnership;
- District Policing Community Safety Board;
- Policing and Community Partnership;
- Policing and Community Safety Partnership; and
- Public Safety Partnership.

### Proposed Way Forward

Whilst all of these give a clear indication of the role of the new body, we have already stated our preference for **Crime Reduction Partnerships**. This would give the partnerships a strong focus on crime prevention and reduction. And by avoiding direct references to either policing or community safety, we remove any suggestion that one of the current partnerships is subsuming the other. Some respondents have suggested that this title risks focussing too narrowly on “crime” rather than encompassing wider issues, such as diversionary activities and education, but it remains our preference from among the ideas that have previously been put forward. **Do you agree that the new partnerships should be called Crime Reduction Partnerships or do you have a suggestion for a different title?**

### Membership

We have received large numbers of representations regarding who should be on the new Crime Reduction Partnerships and how many members there should be.

CSPs currently draw their membership from elected representatives, the main statutory agencies, the voluntary and community sector as well as the faith and business communities. There is no prescriptive model for selection of members for CSPs nor is there a limit on the numbers. While the exact make-up of each CSP differs their membership includes MLAs, other local elected representatives, Police Service of Northern Ireland, Northern Ireland Housing Executive, Northern Ireland Fire and Rescue Service, Northern Ireland Association for the Care and Resettlement of Offenders, Victim Support, Women’s Aid, DPP members and local community representatives. The majority of CSP meetings are held during working hours. Some CSPs have wider networks or sub-groups either on an area or a thematic basis.

DPP membership is governed by Schedule 3 of the Police (Northern Ireland) Act 2000. (The Belfast sub-groups are governed by section 21 of the same Act.) The number of members (outside Belfast) ranges between 15 and 19 as determined by local councils. They include elected representatives (who always hold the majority of seats) and independent members, and as far as possible reflect the make-up of the local community. The independent members are selected through a recruitment process and are appointed to serve up to a date following the next local government election. DPP meetings are a mix of private and public fora which enable members and the public to hold police to account against the delivery of the local policing plan. Meetings tend to be in the evenings.

One key difference in relation to the two sets of membership is that whilst DPP members are currently remunerated membership of CSPs is on a voluntary basis, although some members of CSPs, particularly those from the statutory sector, represent their respective organisations as part of their paid employment.

No overall consensus emerged from the stakeholder engagement exercises on this issue, although two main themes were identified. One set of respondents felt that an in-built majority (of any type of member) went against the concept of partnership, while the other main view was that politicians should have a majority of one given their mandate to represent local communities.

In terms of the size of the partnership, those who quantified their response gave a membership ranging between 13 and 40, with the majority view that more than 30 members would be impractical. Respondents expressed the view that the partnerships should comprise elected representatives, statutory and non-statutory members. There was a strong sense that independent and community members should have an equal place on the partnerships as well.

### **Proposed Way Forward**

We envisage the new partnership members being mainly drawn, as now, from the statutory sector (including PSNI), elected representatives, independent members and third sector organisations. In some circumstances, it may be appropriate to broaden the membership to encompass other organisations that have a role to play in delivering local interventions - for example, the business community could be involved in delivering retail crime or night-time

economy initiatives. We have included, in chapter 5, a worked example informed by the views expressed during the practitioner engagement exercise. We propose that Councils should be allowed to establish the machinery within certain parameters. While we would wish to afford this flexibility to meet local needs there would be a uniformity of expectation and a set of minimum standards that all partnerships would have to meet. **Do you agree?**

From the feedback received, there appears to be a good argument for limiting partnerships to around 30 members since larger membership would prove unwieldy. **Do you agree that there should be up to around 30 members?**

We also expect the Crime Reduction Partnerships to ensure they have channels of communication with representative groups and local communities and clearly outline in their local Partnership Plan how these groups have been consulted with and how ongoing feedback will be facilitated.

The overall annual budget for the existing partnerships is close to £8 million and sixty percent of this is presently consumed by administration and expenses. In the current financial climate we believe that this level of expenditure on running costs is not sustainable and would like to see more funding directed to delivery. **Do you agree that less should be spent on administration and expenses, and more re-directed towards delivery?**

The remuneration of members is part of that cost and there have been arguments for and against paying some or all of the members. **Do you believe members of the new Crime Reduction Partnerships should be paid?**

## 7 | Legislation

There has been overwhelming support for the proposal that the new Crime Reduction Partnerships should have legislative underpinning.

This view has also been echoed, on various occasions, by CJINI and the PSNI Chief Constable. We agree that legislation is necessary for the new partnerships. As highlighted earlier, DPPs are governed by the Police (Northern Ireland) Act 2000. Section 72 of the Justice (Northern Ireland) Act 2000, if enacted, could put CSPs on a statutory footing. However neither piece of legislation would be a perfect fit for the new structures because each is predicated on the existence of separate partnerships. Therefore, rather than amending or enacting existing legislation, we propose to bring forward specific new legislation.

### Elsewhere in UK

In England and Wales similar partnerships are governed by section 17 of the Crime and Disorder Act 1998. This established obligatory partnerships between the police, local authorities, probation service, health authorities, the voluntary sector, and local residents and businesses. In Scotland CSPs operate under the community planning banner.

### Proposed Way Forward

As highlighted throughout this paper implementation will be a matter for the NI Executive. Therefore the intention is that legislation establishing the new partnerships should be taken through the Northern Ireland Assembly. This will afford locally elected members the opportunity to fully discuss the options, allowing for greater ownership of the process and ensure the appropriate linkages are made to community planning. **Do you agree that new legislation should be taken through the Northern Ireland Assembly to place the new Crime Reduction Partnerships on a statutory footing?**

## 8 | Equality

Equal treatment by public authorities, and fair representation in government and public life, are among the core principles underpinning Northern Ireland society today, and were central themes in the Belfast Agreement.

Section 75 of the Northern Ireland Act 1998 specifically requires public authorities to have due regard to the need to promote equality of opportunity and to the desirability of promoting good relations between certain groups of people.

### What Are The Equality Issues?

There are three main sets of issues. The first is what are the equality impacts of the proposed change in policy, both in terms of moving from two sets of partnerships to single partnerships and also in respect of the different ways in which this might be done.

The second issue is what equality duties should be placed on the partnerships themselves.

Thirdly, are there potential equality implications once the partnerships are in the process of being established? This will include looking at how to achieve balance in membership and ensure the voices of different groups within society can be heard.

Meeting our equality duties should be a process rather than an event. This means keeping equality issues to the fore the whole way through the policy development and implementation phases and to mainstream equality considerations into the fabric of the new partnerships.

### The Process To Date

An initial equality screening exercise (which can be viewed at [www.nio.gov.uk](http://www.nio.gov.uk)) of the proposals has been completed. This looked at the **high level policy** objective of moving to single partnerships. To help inform the screening of the policy at this early stage, we drew on the views we received through the two focus groups which were arranged through the Northern Ireland Council for Voluntary Action with voluntary and community organisations and from the two stakeholder engagement events held in October (which included facilitated break-out sessions and covered questions specifically relating to equality).

While there was no evidence put forward at this stage in the policy's development of how the policy would have an adverse differential impact to any group, a number of people flagged up the need for the policy development process to be constantly alert to the needs of section 75 groups, and in particular young and older people and women. This will need to be explored further as more detailed proposals are being developed locally, including those in relation to membership of partnerships and engagement structures.

Some people also felt that there were a number of positive opportunities. It was suggested that, under the framework of community planning, there would be increased opportunities to promote good relations and to contribute to the general well-being of all parts of society. A number of people also thought that by taking a fresh look at ways of engaging the public, there was the potential to give a stronger voice to those who feel marginalised or under-represented.

In the absence of evidence being provided of actual adverse differential impacts on any section 75 grouping, it is not our intention to undertake a full Equality Impact Assessment at this stage. The current focus is on high level structures, rather than how projects and initiatives will be delivered on the ground, which makes it difficult to determine what the effect might be at a working level. We will, however, need to continue to review the equality implications of these proposals. In particular, as it was suggested that the proposals may adversely impact on young people, older people and women, we intend to engage directly to elicit views from these sectors on the consultation proposals. If evidence emerges from the consultation that the policy has, or is likely to have, a significant impact on equality of opportunity we will look again at undertaking a full Equality Impact Assessment.

**What are your views on what the impact of the new partnerships on equality of opportunity might be?**

**What do we need to do to prevent any section 75 grouping being adversely affected?**

**What opportunities are there to promote equality of opportunity and good relations?**

### Future Partnership Duty

At present CSPs are not public authorities in their own right and so are not subject to the requirements of section 75 of the Northern Ireland Act 1998. DPPs are, however, regarded as individual public authorities. Each DPP must produce an equality scheme and run a disability awareness programme. In addition, equality and disability awareness training must be undertaken by all DPP members every two years. DPPs must also have individual Freedom of Information policies.

This raises the question of whether the new partnerships should be regarded as public authorities, and subject to the same requirements as DPPs currently are, or whether (as is the case for CSPs), each partner is responsible for contributing to its own organisation's equality scheme. Placing a specific duty on the new partnerships could be said to be an effective way of ensuring there is a strong focus on promoting equality of opportunity. However, during the stakeholder events, those involved in the DPP arrangements reported that having such a duty generated a disproportionate amount of bureaucracy.

### Proposed Way Forward

Since it is intended that the new Crime Reduction Partnerships would, locally, be under the direction of the council, one option would be for the new partnerships to be governed by the statutory requirements of the council and not regarded as public authorities in their own right. This arrangement would avoid unnecessary bureaucracy while allowing for transparency and accountability of the partnership. In addition, all of the partners from statutory agencies would still be under a requirement to promote equality of opportunity under their own organisation's equality scheme.

**Do you agree that the new Crime Reduction Partnerships should contribute towards meeting the local council's equality duties, rather than having separate duties placed on them?**

## 9 | Next Steps

We will publish a summary of the consultation responses on the Department's website, alongside other key papers relating to this review.

It has always been expected that future partnership arrangements would be implemented, post devolution, by a local justice minister. Now that a date has been set for the devolution of policing and justice, what we are aiming to do is to start a debate on these proposals before this work passes to a locally accountable Minister, with a view to enabling the Minister to create new Crime Reduction Partnerships in time for the changes to local council boundaries.

The aim is to have the new arrangements in place as close as possible to the introduction of the new council boundaries, which is due to happen in May 2011. This is a challenging timescale but should be achievable given the willingness to date of all partners to actively engage in creating these new arrangements.

The new partnership will need legislative underpinning. This process will take a number of months to complete and will give locally elected Assembly members the opportunity to shape the legislation as it passes through its various stages.

It is important, in the meantime, for the existing CSPs and DPPs to work even more closely together to ensure the services they deliver to their local communities are as seamless as the current structures will permit. We will also consider opportunities to pilot elements of the proposed future arrangements alongside the operation of the existing structures.

### Consultation Arrangements

Your views matter and can make a difference. Please take the time to give us your thoughts on the proposals presented in this document.

There has already been a pre-consultation exercise on the principles underlying the creation of single partnerships. This consultation will run for 8 weeks and responses are therefore requested by **6 May 2010**. Comments on the proposed creation of Crime Reduction Partnerships can be sent by post to:

Future Partnership  
Working Arrangements  
Room 45  
Massey House  
Stoney Road  
Stormont Estate  
Belfast BT4 3SX

Email responses should be sent to  
csp-dppconsultation@nio.x.gsi.gov.uk.

Responses can also be faxed to (028) 9082 8566. Please call (028) 9082 8554 for queries in relation to this consultation. The textphone number is (028) 9052 7668.

This consultation document is available on our website:  
<http://www.nio.gov.uk/index/public-consultation/documents.htm>

Printed copies of this consultation document may also be obtained free of charge from the above address. You may make additional copies of this document without seeking permission. This document can also be made available on request in different formats, for individuals with particular needs.

If you are responding on behalf of a group or organisation please make this clear. We are committed to publishing a list of those organisations that comment on this consultation and to making available, to anyone who asks for it, a copy of the comments and our response to them.

The information you send us may be passed to colleagues within the Department, the Government or related agencies. **Individual responses may also be published on the internet at [www.nio.gov.uk](http://www.nio.gov.uk), unless a respondent has requested otherwise.**

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes. These are primarily: the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations (2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice, with which public authorities must comply, and which deals, amongst other things, with obligations regarding confidence. In view of this, it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances.

Please ensure that your response is marked clearly if you wish your response to be kept anonymous. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department. Confidential responses, included in any statistical summary of numbers of comments received and views expressed, will be anonymised. The Department will process your personal data strictly in accordance with the Data Protection Act. In most circumstances this will mean that your personal data will not be disclosed to third parties.

If you have any concerns or complaints about the consultation process you should contact our consultation co-ordinator, Brendan Giffen:

Central Management Unit  
Room 4.4, Block A  
Castle Buildings  
Stormont Estate  
Belfast BT4 3SJ

Telephone (028) 9052 8138  
Email [brendan.giffen@nio.x.gsi.gov.uk](mailto:brendan.giffen@nio.x.gsi.gov.uk)





# Annex A | Models Considered During The Development of This Consultation Paper

## Model One

This model proposes a fully integrated single partnership.

It most closely reflects the Crime & Disorder Reduction Partnerships (CDRP) approach and suggests a fully integrated single partnership. However, a specific monitoring function for policing would not sit easily in this model. This model may, therefore, be a possible future structure once all partners are accountable to a single performance management framework.

## Priority and Objective Setting

The DoJ and the Northern Ireland Policing Board would, in close consultation with one another, set the strategic priorities for community safety and policing respectively, which would then be communicated to councils.

These regional priorities would then feed into the local council's priorities, set at area level (in conjunction with other agencies on the partnership). Both these sets of priorities would inform a single, thematic community safety and policing plan produced by the strategic tier of the partnership.

## Delivery

This plan would contain strands covering each of the key issues around policing and community safety for the area. The plan's actions would be delivered by multi agency task groups established at the operational level, each one responsible for a different area of the plan. For instance, there could be task groups for anti-social behaviour, alcohol-related crime, the safety of older people or hate crime, depending on what the main problems and concerns of the local area might be. All of these groups would take their direction from the single partnership plan and report back to the main partnership. It would be important to avoid duplication in the work of these groups and ensure good communication between them.

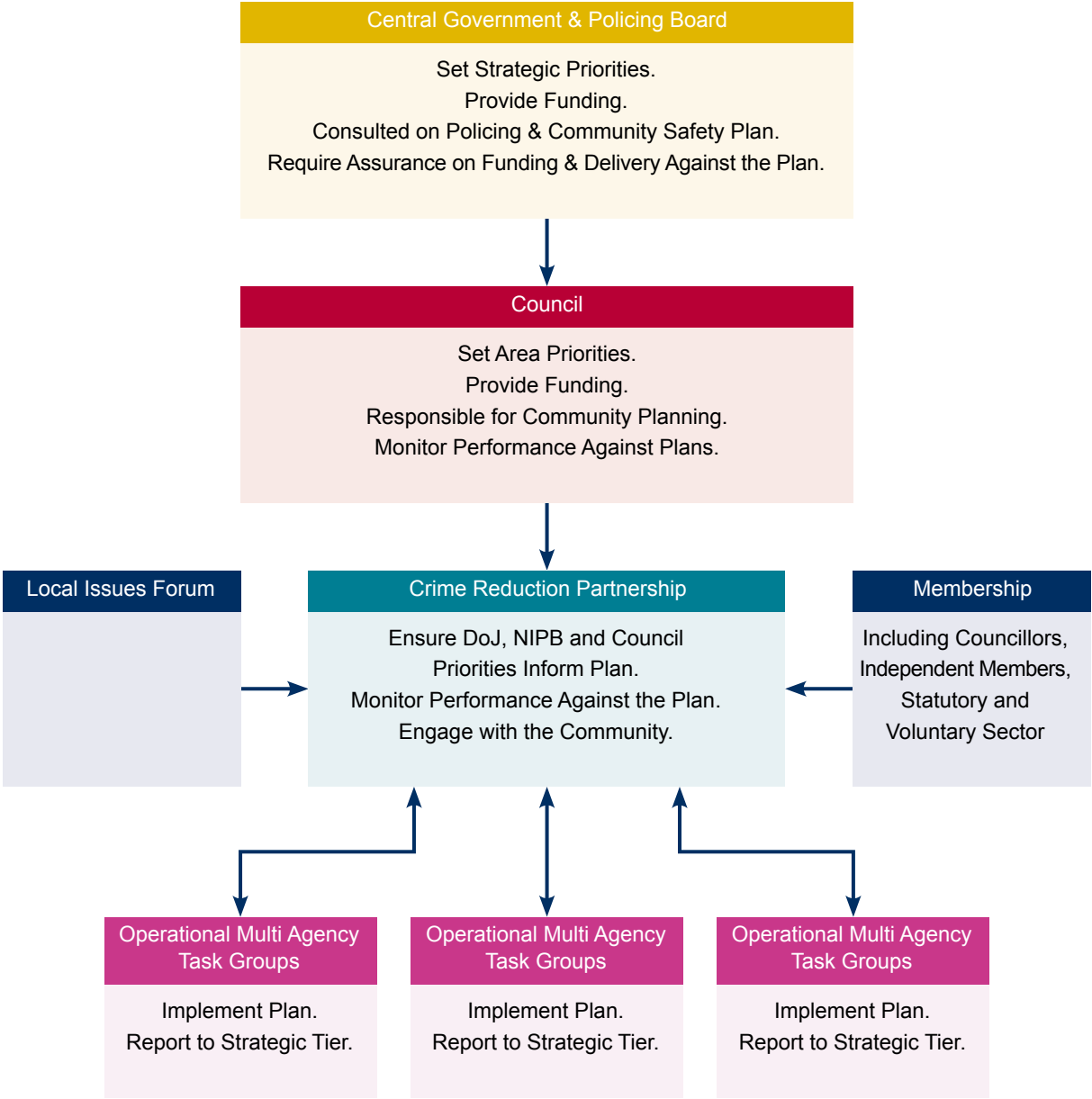
## Monitoring

The plan would be monitored by the strategic tier of the Partnership; membership of this group would include representatives from relevant statutory and voluntary organisations, councillors and independent members.

## Engagement and Consultation

The Partnership would be responsible for ensuring effective public engagement and consultation across the area, including identification of the issues of concern for the constituent neighbourhoods. This would include establishment of a Local Issues Forum, providing a dialogue between the Partnership and the community. The structure of such a forum (or fora) would vary depending on local circumstances, size of area, etc and may well incorporate a network of existing community engagement structures. The Partnership would also be required to hold regular public meetings, which would include a wide community safety and policing agenda, and to explore other methods of engagement and consultation, including with those groups representing section 75 interests.

**Model One**  
**Fully Integrated Single Partnership**



## Model Two

This model proposes a single partnership with separate monitoring group on policing.

### Priority and Objective Setting

The DoJ and the Northern Ireland Policing Board would, in close consultation with one another, set the strategic priorities for community safety and policing respectively, which would then be communicated to councils. The Council then leads on the identification of area level priorities in conjunction with other agencies. These combined priorities are used to develop a Partnership Plan for community safety and policing by the strategic tier of the Partnership and to inform the development of the Local Policing Plan.

### Delivery

The delivery group of the Partnership would be responsible for completing the actions in the Partnership Plan.

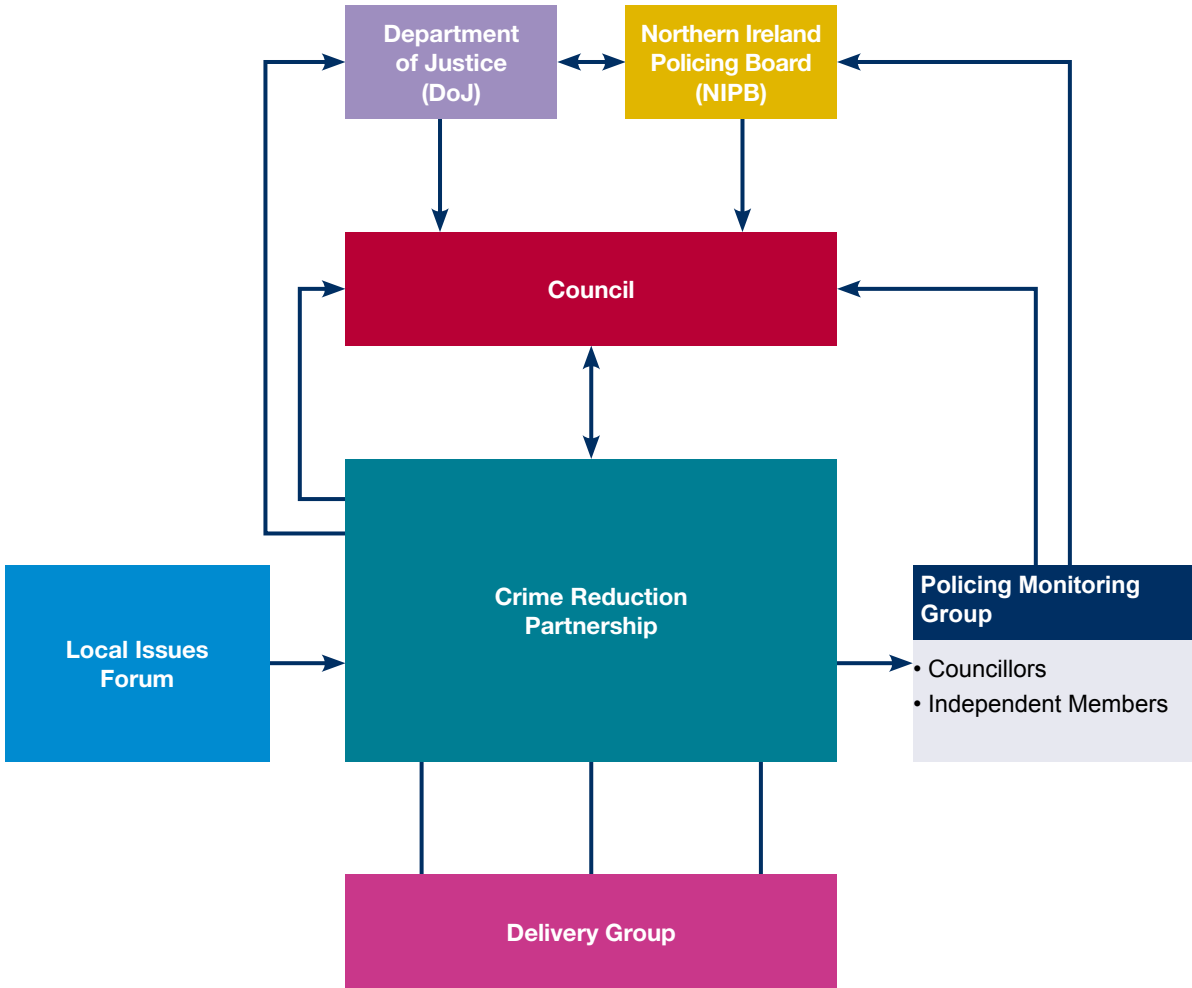
### Monitoring

The Partnership Plan would be monitored by the strategic tier of the Crime Reduction Partnership. The Local Policing Plan would be monitored by a separate Policing Monitoring Group, reporting to the Northern Ireland Policing Board. It would also communicate with the Crime Reduction Partnership to ensure alignment. This group would be made up of councillors and independent members.

### Engagement and Consultation

The Crime Reduction Partnership would be responsible for ensuring effective public engagement and consultation across the area, including identification of the issues of concern for the constituent neighbourhoods. This would include establishment of a Local Issues Forum, providing a dialogue between the Partnership and the community. The structure of such a forum (or fora) would vary depending on local circumstances, size of area, etc and may well incorporate a network of existing community engagement structures. The Partnership would also be required to hold regular public meetings, which would include a wide community safety and policing agenda, and to explore other methods of engagement and consultation, including with those groups representing section 75 interests.

**Model Two**  
**Single Partnership with Separate Monitoring Group on Policing**



## Model Three

This model proposes a single strategic partnership with separate monitoring, consultation and delivery groups.

### Priority and Objective Setting

The DoJ and the Northern Ireland Policing Board would, in close consultation with one another, set the strategic priorities for community safety and policing respectively, which would then be communicated to councils. The Council then leads on the identification of area level priorities. These combined priorities are used to develop a Partnership Plan by the strategic tier of the Crime Reduction Partnership.

### Delivery

The project delivery group of the Partnership would be responsible for completing the actions in the Partnership Plan. It may also need to establish specific task groups.

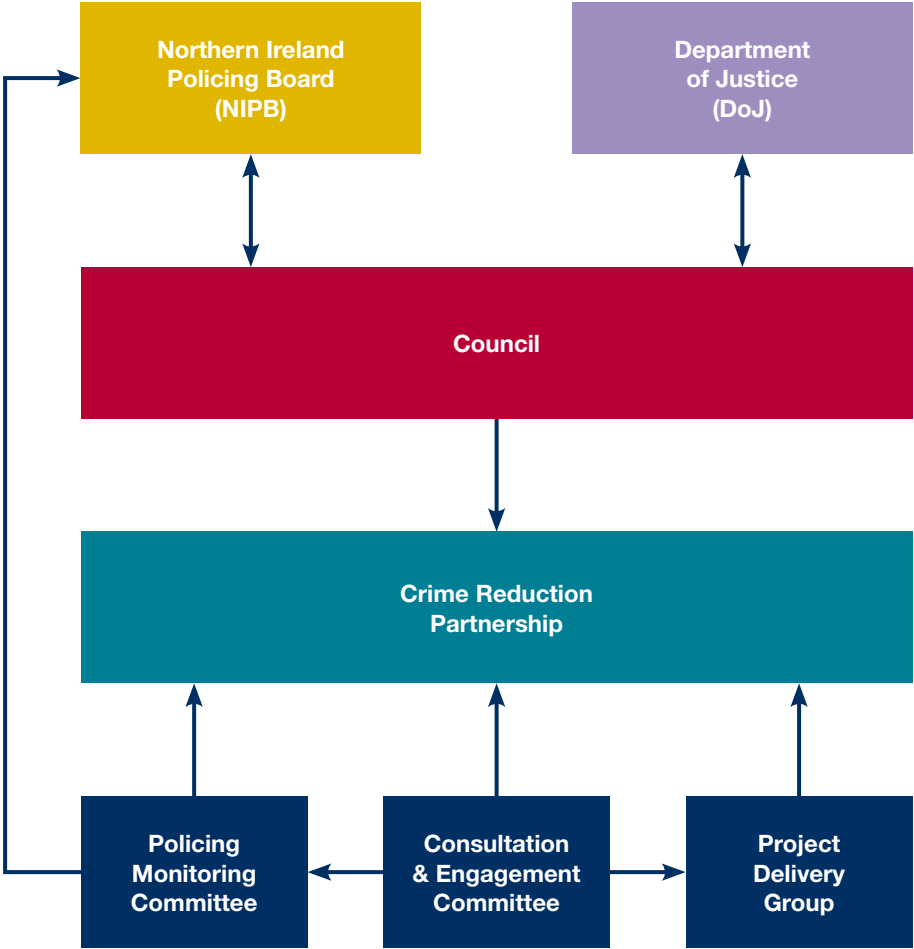
### Monitoring

The Partnership Plan would be monitored by the strategic tier of the partnership. The Local Policing Plan would be monitored by a separate Policing Monitoring Committee, reporting to the Northern Ireland Policing Board. This group would be made up of councillors and independent members.

### Engagement and Consultation

The Crime Reduction Partnership would be responsible for ensuring effective public engagement and consultation across the area, including identification of the issues of concern for the constituent neighbourhoods. This function would be provided by a Consultation and Engagement Committee tasked with establishing a dialogue between the Partnership and the community. The Partnership would also be required to hold regular public meetings and to explore other methods of engagement and consultation, including with those groups representing section 75 interests.

**Model Three**  
**Single Strategic Partnership with Separate Monitoring, Consultation and Delivery Groups**



## Assessing The Models Against Our Key Principles

In terms of assessing these three models against the key principles set out in chapter 4, each model has particular strengths and weaknesses. We have included below a synopsis of how we consider each model rates against each principle.

### Key Principle 1

**Join-up policing and community safety activities and be capable of aligning with broader arrangements at council level for community planning.**

All three models allow for more joint working. Model one would be the most joined-up, while model three would maintain a highest level of separation between policing and community safety activities, including at the highest level.

### Key Principle 2

**Ensure that the policing accountability function is not diluted.**

While all three models should ensure that the policing accountability function is retained, models two and three explicitly reflect existing arrangements, with a separate policing accountability function. All three models would preserve the line of accountability between the police monitoring function and the Northern Ireland Policing Board.

### Key Principle 3

**Facilitate meaningful public engagement by enhancing the involvement of local communities and responding to their concerns.**

Models one and two both involve the creation of a Local Issues Forum. Model three has a Consultation and Engagement Committee as a sub-group of the main partnership. Model three would probably work best for responding to particular issues of concern, though models one and two would probably allow for a wider range of interests to be represented on a standing basis. These issues would have to be central in the development of any preferred model.



**Key Principle 4****Deliver improved value for money.**

All three models have the potential to deliver improved value for money, with more funding targeted at front-line delivery and less on overhead. Model three would probably cost more, since there would be more groups to be serviced. Whatever model were adopted the expectation would be that resources should be channelled to activities that make the biggest impact on reducing crime, the fear of crime and anti-social behaviour.

**Key Principle 5****Deliver improved quality of service.**

All three models have the potential to provide an improved quality of service because they bring together the key functions of engagement, accountability and delivery.

**Key Principle 6****Positively promote equality of opportunity.**

Provided the public engagement mechanism works well, and the partnerships are proactive in seeking out the views of all sectors of society, each of the models has the potential to promote equality of opportunity. Achieving this objective will be crucial when developing any preferred model. It is recognized that the wider community planning process will, in the future, influence local engagement frameworks.

**Key Principle 7****Give equal weight to the functions of accountability, delivery and engagement.**

Models one and three are more likely to satisfy this principle. There is the scope for greater emphasis to be given to police monitoring in model two.

**Key Principle 8****Facilitate the sharing of best practice across Northern Ireland.**

Model one is probably more likely to facilitate the sharing of best practice, as the most integrated approach. In order for this principle to be satisfied, implementation will need to ensure that mechanisms for communication and benchmarking are managed by the centre, and by partnerships.

**Key Principle 9****Focus on outcomes/solutions rather than activities/analysis of problems.**

Bringing together the engagement, delivery and accountability functions should help the partnerships focus on outcomes and solutions under any of the proposed models, though model one (as the most integrated model) would probably best achieve this.

**Key Principle 10****Be capable of being easily understood by the public.**

Most people will be more interested in what the partnerships do than how they are structured. However, model one, as the most streamlined, would probably be most easily understood.

In summary, the following is how we would rank the models against the key principles and overall.

| <b>Ranking Against the Key Principles</b> |                  |                  |                    |
|---|------------------|------------------|--------------------|
| <b>Key Principle</b>                      | <b>Model One</b> | <b>Model Two</b> | <b>Model Three</b> |
| KP 1                                      | 1                | 2                | 3                  |
| KP 2                                      | 3                | 2                | 1                  |
| KP 3                                      | 1                | 1                | 2                  |
| KP 4                                      | 1                | 2                | 3                  |
| KP 5                                      | 1                | 1                | 1                  |
| KP 6                                      | 1                | 1                | 2                  |
| KP 7                                      | 2                | 3                | 1                  |
| KP 8                                      | 1                | 2                | 2                  |
| KP 9                                      | 1                | 2                | 2                  |
| KP 10                                     | 1                | 2                | 2                  |

Footnote: Where we do not see a significant difference between particular models we have given them equal ranking.

## Annex B | The Pre-consultation Process

Throughout the review, we have engaged with key stakeholders to take their views on what the way forward should be.

Work on the closer alignment of CSPs and DPPs began with the establishment of a steering group in June 2007. This group drew its membership from the Northern Ireland Office (NIO), the Department of the Environment (DOE), Belfast City Council, the Northern Ireland Housing Executive (NIHE), the Police Service for Northern Ireland (PSNI) and the Northern Ireland Policing Board (NIPB).

This group was a pre-cursor to the current Local Partnership Working Group (LPWG) which was established in May 2009 to take forward the development of proposals to deliver closer integration. Whilst similar in make-up, the LPWG also has representatives from the Northern Ireland Local Government Association (NILGA) and the Society of Local Authority Chief Executives (SOLACE).

### Practitioner Engagement Exercise

In March 2009, we began to seek practitioners' views on the future delivery of the functions of CSPs and DPPs. This exercise had two parts. Firstly views were sought on the principle of integrated partnerships and the steps required to align the existing partnerships more closely. The second aspect was a more in depth examination of some of the practical implications of closer working.

### First Part

The majority (around 80%) of respondents to the first phase indicated that they were in favour of an integrated partnership and that the proposal to integrate was a logical and welcome path to take. The two strongest themes to emerge were that the new partnerships would need to fit within the strategic framework established by the RPA and that the police accountability function should not be diluted. Many respondents believed that whilst the strategic oversight of Ministers and the Northern Ireland Policing Board should be retained, district councils should have a leading role and be allowed as much flexibility as possible in tailoring local arrangements to best meet local needs. There was also a high level of agreement that any new partnership should be placed on a statutory footing, and that the principal focus needed to be on meeting local needs.

Some suggested that the scope of the review should be widened to consider linkages to other existing partnerships (such as PACTs) whilst affirming their opinion that the good practice that was already in place should not be diminished.

There was a great appetite for closer working in the interim and a number of areas were identified for early action.

## **Second Part**

The second part focused on the practical implications of closer working. In response the majority of respondents again re-iterated support for the principle of integration, though there was a recognition that the proposed timescale of delivery of the new arrangements by May 2011 was extremely challenging. Many respondents recognized that the issue of accountability would be crucial for the new partnerships.

This was reflected in views on funding, with the majority of respondents envisaging that funds would come from a combination of local and central government sources.

The majority of respondents also supported closer working in the interim with a number of suggestions based on existing good practice. There was a clear desire for even closer co-operation.

## **Engagement with the Third Sector**

In recognition of the important contribution of third sector organisations, the practitioner engagement exercise was extended to voluntary and community sector organisations with an interest in criminal justice issues over the summer. Two focus groups were held with the sector in September. The points raised during these events were, for the most part, similar to those from respondents to the practitioner engagement exercise.

The main challenge identified by those who participated in these events was of ensuring that effective community engagement was not lost within the larger council structure. They recommended the establishment of a clear remit and roles, including a mechanism for partnerships to report back to local communities as a means of mitigating this risk. It was again emphasized that the local accountability of the police should be preserved in the new arrangements.

The view was also expressed that communities were less worried about who and how many sit on the partnerships than about what it delivered. As with the earlier practitioner engagement exercise, the importance of community planning and the overall delivery of the changes of the RPA was clearly recognized.

## **Engagement Events**

Finally, we invited a wide range of key representatives, including representatives of political parties, to come together for two stakeholder events in October. These events focused on the key issues which are set out in Chapter 6 of this consultation paper.

If you are interested in learning more about the pre-consultation process, you can access our records of the various engagement exercises and events at the following website address [www.nio.gov.uk](http://www.nio.gov.uk).

## Annex C | Partnership Working in the Rest of The United Kingdom

### Crime & Disorder Reduction Partnerships (CDRPs) operate in England, while Scotland and Wales have Community Safety Partnerships (CSPs).

CDRPs (in England) and CSPs (in Wales) have a statutory duty to work with other local agencies and organisations to develop and implement strategies to tackle crime and disorder and misuse of drugs in their area. Each partnership comprises the police, police authorities, local authorities, fire and rescue authorities, primary care trusts (in England) or local health boards (in Wales), as well as other private and voluntary agencies

Following a review of the partnership provisions in the Crime and Disorder Act 1998, legislative changes in the Police and Justice Act 2006 introduced minimum standards for CDRPs in 2007. These include producing a strategic assessment (a document which identifies the crime and community safety priorities in the local area) and a partnership plan which lays out the approach for addressing these priorities. The local community is given a chance to influence the strategic assessment, for example through public meetings and questionnaires. Most CDRPs sit within the community planning framework and are included in Local Area Agreements signed between regional government and local government.

In Scotland, CSPs are local authority-led partnerships that bring together representatives from the local authority, police service and fire and rescue services. Health, education and other public sector interests are also represented in many partnerships. Under the community planning process, the partners sign up to single outcome agreements and are held accountable for delivery.

These CSPs work to reduce anti-social behaviour and fear of crime and to promote safer, more inclusive and healthier communities. They provide a wide range of day-to-day services such as community warden teams, CCTV operations and diversionary activities for young people.





