

**A CURRENT VIEW OF
COMMUNITY SAFETY
PARTNERSHIPS IN
SCOTLAND**



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ACKNOWLEDGEMENTS

SCSN would like to thank those partnerships which supported this research, for giving their time at such short notice and for the candid responses given. For SCSN this is the beginning of a journey to plot and maintain a picture of community safety structures, practise and issues in Scotland. With an ever diversifying range of local partnership arrangements we hope this research encourages a common sense of identity and a foundation for the sector to champion local and national practise.

With thanks to the following Community Safety Partnerships:

Aberdeen,
Aberdeenshire,
Angus
Argyll and Bute
City of Edinburgh
Clackmannanshire
Comhairle nan Eilean Siar
Dundee City
East Ayrshire
East Dunbartonshire
East Renfrewshire
Falkirk
Fife
Highland
Inverclyde
Midlothian
Moray
North Ayrshire
North Lanarkshire
Perth and Kinross
Renfrewshire
Scottish Borders
South Ayrshire
South Lanarkshire
Stirling
West Dunbartonshire
West Lothian

PURPOSE AND METHODOLOGY

PURPOSE

In autumn 2012, the Scottish Community Safety Network (SCSN) undertook a research project focusing on Community Safety Partnerships (CSPs) in Scotland. This piece of work is particularly timely given the current climate of austerity and substantial changes in relation to national public sector reform - including police and fire reform and the review of community planning; the latter of which has highlighted community safety as a specific priority theme and placed a new duty on partnerships to participate.

The purpose of this research was to begin to build an up to date and comprehensive evidence base of current structures and existing practise in the community safety sector in Scotland in order to:

- Build an evidence base of what works and why;
- Understand different structural arrangements and their impact, and;
- Understand the impact of evaluated practise especially around key themes.

Other areas covered in the interviews were CSP priorities and the use of evidence in strategic planning, CSP links with Community Planning Partnerships (CPPs), and response to the reform agenda.

An initial report on headline findings and some basic statistics was published and shared with the Scottish Government's Community Safety Unit (CSU) in December 2012; copies are available on the SCSN Website at www.safercommunitiesscotland.org.

This second report analyses the findings in more depth and builds an evidence base of what works and why, provides examples of geographical variations and identifies both good practise and areas for development. Through this research and further consultation with the sector SCSN will proactively seek to share examples of good practise and develop resources to support further development in the sector.

METHODOLOGY

During November 2012 SCSN staff visited 27 of the 32 CSPs in Scotland, covering both rural and urban areas across the country, and interviewed them using a proforma developed by the team as the basic structure for the dialogue. Unfortunately time did not allow SCSN to visit or contact the remaining five ahead of the publication of this final report - Dumfries and Galloway, East Lothian, Glasgow, Orkney Islands and Shetland Islands – but open source research using the internet was carried out, and sections of the proforma and Survey Monkey questionnaire completed where possible. The areas omitted will be contacted during phase two of this research. Of those interviewed, 10 rural and small town CSPs, 15 urban CSPs and two mixed CSPs were interviewed. Regionally this was nine east CSPs, 10 north CSPs and 13 west CSPs.

In order to assist analysis of the information, a Survey Monkey questionnaire was created and completed by the team on conclusion of the interview process. The findings within this analysis are based on discussions between team members and in depth exploration of the interview responses. This included a SWOT analysis of the Strengths, Weaknesses, Opportunities and Threats facing CSPs across Scotland.

Additionally, the Scottish Community Development Centre (SCDC), supported by SCSN, are undertaking 'light touch' research into current CSP community engagement practises and quality, partnership working, preventative spend and their links to Community Planning processes. The findings from the eight to ten case studies will be available on the SCSN website.

EXECUTIVE SUMMARY

STAFFING AND STRUCTURES

CSP structures and staffing have developed from local need and circumstances. Most have some form of hierarchy ranging from two to five tiers covering the basic functions of joint scrutiny, joint strategic planning and proactive operational delivery.

The majority of CSPs have devolved tasking through either thematic or geographical groups - these provide the operational arm to meet the targets of the CSP strategic assessment/strategy and to ensure timely responses to emerging issues. There is evidence that co-location of services further increases the ability of CSPs to identify and address issues through daily tasking/communication.

CSPs with higher staffing levels tend to report greater partnership integration and a stronger partnership ethos, whilst limited or reducing dedicated partnership staff appears to weaken partnership engagement, prompt a return to silo working and limits CSPs ability to develop and innovate.

Just under half of CSPs have elected member representation at a strategic level, although most local authorities have an elected member with a community safety portfolio. With varying levels of elected member involvement and awareness CSPs across the board have identified a need for a greater understanding of community safety by elected members and heads of service to ensure improved leadership and local direction.

DELIVERY APPROACHES AND ACTIVITIES

Although strategic plans provide a shared focus and direction it is service delivery which results in safer communities, and as such, high functioning CSPs appear to have a good balance between strategic development and operational service delivery.

There is extensive evidence that local thematic and geographical tasking structures have had an impact on reducing crime and antisocial behaviour (ASB). Building on this success, some partnerships are now engaged in joint operational working, with joint partner patrols.

While information sharing between community safety partners has been standard practise for a number of years, there is evidence that this is becoming more frequent with the introduction of monthly, weekly and daily tasking; and that it is more targeted to support proactive multi-agency working focussing on at risk and vulnerable individuals e.g. Early and Effective Intervention (EEI) projects, Victim support and fire safety programmes to name a few.

The increase in joint working has also resulted in wider partner training for operational staff in areas such as terrorism, organised crime, adult protection and domestic abuse; increasing awareness and generating valuable intelligence.

Community engagement is a priority for almost all CSPs although CSP capacity was raised as a barrier to fully integrating community engagement principles into local practise.

EVALUATION AND PREVENTATIVE SPEND

CSPs are accomplished at evidence based planning and evaluation principles are core to their work, however confidence in evaluation is highly varied. Despite this apparent lack of confidence, CSPs regularly monitor and evaluate their performance against strategic and local performance indicators and can demonstrate their contribution to national targets and outcomes.

Around half of partnerships state that they do preventative spend however there is a general sense that the lack of proxy baselines make evidencing the cost benefits difficult; resulting in reduced confidence in the figures.

CROSS FUNCTIONAL WORKING

Relationships with Community Planning are well established and proportionately reflected within local structures. The majority of CSPs are happy with their level of involvement in the development of Single Outcome Agreements (SOAs). There are early signs of a shift towards joint CSP and Community Planning partnership plans with some areas developing a CPP strategic assessment. This was noted as both an opportunity, creating a more robust strategic assessment with community safety at its core; and a threat with the risk of CSP being marginalised.

There is mixed feedback regarding partnership working with Community Learning Development (CLD) with only a few having CLD as a partner at the table. Relationships with CLD appear to be mainly operational; however there are some good examples of joint working in relation to youth justice, ASB work in hotspot areas and intergenerational projects.

There is evidence that joint working between police, fire and local authorities is becoming the norm, however only a few exhibited partnership working with equal buy-in and responsibility and workload shared between all partners. These tended to be in areas where there was some degree of colocation and/or strong leadership.

POLICE AND FIRE REFORM

CSPs are working well, with a proven track record of adapting to a changing landscape of public sector reform. CSPs are, in the main, keeping pace with public sector reform, although they do not always feel involved or in a good position to be able to influence the process as much as they would like. An example of this is in relation to new local scrutiny arrangements, with a number of partnerships anticipating that a review of CSP structures and reporting methods will be required.

Indeed it is emerging that there is likely be a diverse range of local arrangements; the challenge for SCSN and other national bodies will be around servicing and supporting the diversity of local arrangements and establishing a common language.

It would appear that very few of the interim annual plans have been developed jointly. While this is likely due to initial time pressures, CSP have expertise in partnership working, evidence-based planning and problem solving structures and are keen to embed these in future plans and services.

EVIDENCE, PRIORITIES AND PLANNING

Evidence continues to take a central role in strategic planning and operational resource deployment within partnerships. The majority of CSPs use the strategic assessment process to develop strategic plans; while others use a workshop-based approach to developing priorities. The spread of partnership strategic assessments is largely in line with the location of partnership analysts.

While the use of strategic assessments is regarded as national good practise, initial findings from SCSN's recent training needs analysis on evidence-based strategic planning indicate that a number of CSPs lack capacity to develop a strategic assessment.

Around 65% of CSPs have action plans (linked to the strategic assessment where present) and most CSPs that do a strategic assessment have a corresponding community safety strategy. Other commendable approaches include joint strategies which incorporate the ASB strategy or where the community safety strategy is embedded within the CPP strategy.

Some CSPs have indicated that a requirement to submit their strategic assessment to the government and/or national organisation would help to add value and weight to the process and, in some cases, help facilitate their partnership to adopt the strategic assessment as an integral priority setting process, and elicit increased buy-in from elected officials and senior officers.

Some CSPs are moving towards an outcome-based approach, tackling cross-cutting themes and embedding prevention.

Traditional police priorities are now less prominent across the board which may indicate a more equal partnership than in the early days of CSPs. ASB, violence, home and road safety and drug and alcohol misuse are priorities that feature heavily in CSPs.

FUNDING

In contrast to previous consultations, there were very few negative comments in relation to funding. In the main there appears to be an acceptance of austerity, with CSPs focused on doing the same, if not more, with less money; and still delivering on outcomes by becoming smarter about service delivery.

However a number of partnerships have raised concerns that expected further cuts will have an impact on the quality of services and while core community safety services should be maintained opportunities for development work, particularly around problem solving, preventative spend and early intervention will be severely limited.

Where partnerships retain a level of discretionary funding there is a sense that this provides more creative solutions and wider partner engagement.

ANALYSIS

OVERVIEW

Twenty five areas still have a CSP, two no longer have a CSP and one never had a formal CSP and still does not. Community safety remains a priority for most CPPs – the SOA and report from the Christie Commission would appear to have aided this focus.

The landscape is changing in community safety, both as an individual theme in community planning, and within the wider public sector. Changes to the profile of community planning and the public sector reform programme – particularly police reform – present both threats and opportunities for CSPs: the chance to work closer together to jointly deliver safer communities contrasts with the threat of loss of identity. The sector also highlighted the potential for an increasingly police-centric approach and fears about the impact of continuing internal reviews.

Recent guidance from the Scottish Government has firmly placed community planning partnerships at the heart of services, and CSPs need to work within this. CSPs are well placed to work within this wider agenda as they are well-respected within the public sector, have proven themselves to be flexible and adaptive over the years and are continuing to deliver safer communities; even in times of reduced funding. All of these are strengths in this changing landscape. Furthermore, other threads of community planning have adopted principles seen in community safety; most recently using strategic assessment principles. These strengths should assist CSPs to continue to deliver, without becoming marginalised.

Overall CSPs seems well placed to navigate this new landscape, and there are new opportunities for the sector as a result of reform, new SOA guidance and Community Empowerment and Renewal Bill (the draft Bill will be out for consultation in summer 2013).

Yet the capacity of CSPs to seize these opportunities may be a concern; with CSPs seeing decreased core staffing, increased staff turnover and a pull between operational and strategic demands. Other potential weaknesses were around confidence to deliver on community engagement principles, the need for engagement with wider partners and the scale of evidence-based planning. Reduced funding has resulted in limited funds for development, but has also bred innovation in some localities to great effect.

SCSN, as well as the Scottish Government and other national bodies, need to support the sector to adapt to the changing landscape, but at the same time enable them to retain their identity. Working to develop a common language and retaining the ability to speak for the sector will be fundamental for SCSN. The sector themselves must also take heed of the change, and consider ways to use existing strengths and develop new approaches to minimise the risk from threats posed by reform and ensure they are in a position to take the opportunities presented.

STAFFING AND STRUCTURES

Community Safety Staffing

Most community safety staff continue to be based either within the office of the Chief Executive, Housing or in Communities/Neighbourhood – almost an equal split. For larger CSPs a common split is the location of the strategic and operational elements of this business: operational staff managed under Housing/Communities; and strategic staff under the office of the Chief Executive.

In recent years there has been an increased tendency for colocation of these services - there are various degrees of this in Scotland; from no colocation, up to full civic hubs, and everything in between. At time of writing, there is only one civic hub in Scotland, however two more are planned. Three CSPs have colocation of some community safety staff and/or partners, two have colocation of ASB services only and one has colocation at a strategic level

Geographical Analysis – staffing & structures

CSPs were more prevalent in urban areas with almost 100% having a CSP, compared to 80% of rural and small towns.

Proportionally, urban areas are more likely to be undergoing / planning a review – 57% of urban areas were undergoing/planning a review compared to 20% of rural and small town CSPs.

Urban CSPs were more likely to identify some areas for improvement than rural and small town CSPs. One reason for this may be that they are larger, more diverse areas.

Large populations or a wide geographical area gives rise to geographic tasking. Areas with a mix of highly populated areas and less populated rural areas fuels development of a thematic structure.

only. The remaining 20 that were interviewed have minimal (if any) colocation.

22 out of 29 CSPs in Scotland had a small or very small community safety team. Although a few of these had a decent size of ASB or other community safety operational staff, there are examples of CSPs with only one community safety officer, a part time officer or a part-time officer who has more than community safety in their remit. Around two to five have a 'medium' or large community safety staff; these tend to be larger CSPs with high levels of integration and a strong partnership ethos. The notably small staffed CSPs are either smaller local authority areas or ones of disparate geography. There is no correlation between size or colocation, strategic and operational balance or CSP structures.

Seventeen said there had been a change in personnel or structure, or they were anticipating a change. This was very varied, ranging from streamlining of local authority directorates to an additional strategic group added to the CSP structure or a new head of service. Where reviews are on-going and local authority directorates are being streamlined, community safety is sometimes managed under 'Environment' or 'Communities and Environment'. This will become clearer when reviews are finalised and is thought to affect around 10 to 12 CSPs in total. In phase two SCSN will seek to identify the benefits and weaknesses CSPs perceive as a result on departmental reviews and realignments.

At the time of the interviews there were 23 partnership analysts split between 19 local authority areas. 80% of urban CSPs have a partnership analyst compared to 50% of rural and small town CSPs. Most of these are concentrated in the North and East CSPs - six west CSPs don't have a partnership analyst compared to two CSPs in the east and two in the north.

Further work could be carried out via the planned partnership analyst's forum to ascertain the degree to which this is truly a partnership resource.

Elected Member Representation

Following the May 2012 local elections in Scotland, only nine councils had a majority Administration – three Independent Councils (Orkney, Shetland & Western Isles), four Labour (City of Glasgow and parts of the Strathclyde area) and two SNP (Dundee and Angus). There are various coalitions in the remainder.

Urban areas were more likely to have seen a change in elected member representation as a result of the 2012 local elections. Regionally, east had the most change in elected member representation – around 2/3 of east CSPs had experienced a change. North CSPs had the least change, where almost 80% of them saw no change in elected member representation possibly because they tend to have a higher proportion of independent Councillors so are less influenced by shifts in support for the larger parties.

Just under half of CSPs have some form of elected member representation at a strategic level. In the absence of representation on any CSP groups there is an assigned Councillor in local authorities for the community safety portfolio. For most CSPs, elected members are involved at this very high committee/board/executive level and/or at a very local ward level.

Partnership Structures

In the 25 CSPs where the structure is known, structures have clearly developed over time as a result of local need. Most partnership groups have varying levels of hierarchy (for example scrutiny and governance, strategic and tactical) and are either split thematically or have no thematic groupings and groups discuss all community safety issues ('non-thematic'). Thirteen CSPs are two-tier and ten are three or four-tier CSPs. Table one overleaf provides a summary of the different CSPs structures.

Table 1		
Structure	Number of CSPs	Brief description
1-tier (strategic)	2	Single strategic level, no tasking
2-tier (geographic)	2	Strategic level (single group) and tasking level (geographic groups)
2-tier	4	Either board level and strategic level (strategic level is either a single group or thematic groups)
2-tier (thematic)	7	OR
		Strategic level and tasking level (both are a combination of single or thematic groups)
3-tier	2	Board level, strategic level (either a single group or thematic groups) and tasking level (either a single group or thematic groups)
3-tier (thematic)	5	
4-tier	3	Board level, strategic lead group, strategic thematic level groups and a tasking level (either a single group, thematic groups or geographic groups). In one case this structure is a Board, strategic group, lead tasking level and geographic tasking groups

Geographical groups, typically at a tasking level, also exist – characteristically these are in areas with large populations or those covering a large geographical area.

In partnerships that do not have an executive or board level, often the executive function is carried out by the local authority committee and/or CPP.

At a basic level a partnership scrutiny group, strategic group and tasking group look after the core functions of a partnership.

Joint scrutiny of some kind is valuable and is a good way of ensuring delivery of a joint vision. In some smaller areas the scrutiny and strategic function is carried out by the same group; a way of working that could easily be adopted by other areas.

For strategic leadership, a single group or multiple groups based on themes is a strong way of setting and delivering the strategic vision of the CSP. Area based strategic groups are not often seen, but could be a viable way of strategic planning in some CSPs; particularly those that cover quite different types of communities.

At this tier, CSPs have strategic groups that meet all year round; some will also have additional short-term working groups to set the strategy – the latter is less common in CSPs with thematic strategic groups as the workload is shared.

Some strategic groups also have budgetary responsibility which can include the budget for the whole CSP, or a pot of money that members can apply for during the year.

Generally tasking groups complement the strategic work of partnerships. At present, about 15 do some version of National Intelligence Model (NIM) tasking and coordinating - this tends to correlate with the location of partnership analysts. Depending on the capacity of the CSP and nature of the CSP area, tasking groups can be a single group covering all aspects of community safety or geographic or thematic groups. Geographic and thematic tasking groups are seen less often and usually in larger partnerships. In some areas, partnership tasking still only covers ASB. Some work to ascertain the extent of this and barriers would be beneficial, particularly as this model is regularly promoted as good practise.

Geographical Analysis – NIM tasking

Urban areas are slightly more likely to have NIM-style partnership tasking (13 compared to nine of rural and small town CSPs).

Within about 10 of the partnership tasking meetings, high demand individuals are discussed. In terms of managing persistent offenders, around four CSPs have confirmed that they have a formal scheme, with an additional two monitoring those involved in ASB only. If there is capacity, both approaches have merit within a wider proactive approach to early intervention and reducing reoffending. This could be developed as part of stage two of the research.

In addition to partnership tasking on problem locations, there is evidence of some good practise of partnership meetings and/or protocols where the focus is problem *individuals*. Support for this has increased further since the introduction of Early and Effective Intervention (EEI) for young people, and similar principles are being used for adults too.

Partnership daily or weekly tasking is now present in a number of CSPs. This is often aided by colocation and can offer a more rapid response to issues of interest for the CSP if there are sufficient incidents.

Thematic groups are typically representative of the priority areas of the CSP, however there are a small number of CSPs and CPPs developing groups around cross-cutting issues, e.g. alcohol or poverty, and/or principles such as prevention or early intervention. This approach enables a partnership to address root causes and intervene earlier; indications are that more and more partnerships are adopting this approach.

Meeting frequency varies and often depends on the volume of community safety issues there are in a CSP area – scrutiny and strategic groups tend to meet quarterly (around 65%) or six-weekly, and tasking groups meet monthly.

DELIVERY APPROACHES AND ACTIVITIES

A number of activities of common best practise were seen in a number of CSPs and, as they are not area-specific, should be shared as positive partnership approaches.

- *Victim support joint working*

Victim Support Scotland (VSS) is a member of a number of CSPs and attends strategic groups. In addition a number now work in closer partnership with VSS attendance at tasking meetings. This facilitates more timely referrals and this relationship has also aided the development of support being provided to repeat victims. In at least one area VSS is co-located with other community safety partners with shared access to some of the same systems.

Fire safety information sharing

Information sharing between community safety partners has been standard practise for a number of years. However, more recently, information sharing with the fire service has increased and become more targeted, particularly supporting multi-agency work with vulnerable individuals and fire hotspots.

In a number of partnerships fire safety advice and home safety checks are provided to people assessed to be at risk of a deliberate fire, for example when threats have been made in a neighbour dispute.

- *Training for operational partnership staff*

In order to increase awareness of 'signs to spot', operational staff from partner agencies are being trained in adult protection, domestic abuse, substance misuse and organised crime. This can provide opportunities for early intervention and prevention, as well as valuable intelligence, and has led to a broader range of officers submitting adult protection referrals.

- *Home security / repair projects*

This involves repair and/or home security; initially established for the elderly but in many areas broadened out to include victims of domestic abuse, hate crime, and those suffering persistent ASB.

- *Partnership serious incident reviews*

Akin to a serious case review more often seen in child protection; this process has been adopted in some CSPs to take place following a fatal fire, a serious ASB incident or hate crime incident. This can allow the partnership to examine the case history and learn lessons for the future.

- Weekly joint briefings and proactive joint deployment

For some CSPs, partnership working has developed into joint working, with community safety staff and community police officers being proactively deployed together. In some partnerships this deployment is preceded by joint briefings on a daily and/or weekly basis, sometimes aided by analytical products where partnership analysts are employed.

- Early and Effective Intervention (EEI)

This is a multi-agency approach to preventing young offending through principles of early intervention via appropriate, proportionate and timely intervention. In more developed CSPs this is only one part of a strategy of a reducing reoffending framework. EEI is only for young people who have committed their first offence and there are frequently incidents preceding this. An area for development is to develop a referral framework based on incidents as well as offences; this is being considered by some CSPs.

EVALUATION AND PREVENTATIVE SPEND

Despite the guidance, training and support available through the Safer Communities Programme (SCP), confidence in evaluation is highly varied; with only one in two CSPs able to provide examples of evaluated projects. Conversely, CSPs are accomplished at evidenced based *planning*.

Further analysis will be required to ascertain any perceived barriers to success and whether the confidence in evaluation processes is related to evaluating their contribution to shared targets. Establishing whether evaluation processes are used as a form of evidence-based planning would also be valuable. This

Geographical Analysis – Preventative spend and evaluation

It would appear that urban CSPs, particularly in the west, are slightly better at evidencing preventative spend: eight examples from urban CSPs were highlighted compared to five from rural and small town CSPs.

Urban CSPs are also more likely to have evaluated projects that could evidence impact.

will be further explored through SCSN's Practitioner's event evaluation workshops, and through SCSN planned evaluation training courses.

Around half of CSPs interviewed state they do preventative spend, examples of which will be shared with the sector.

Further research is required in relation to what extent this methodology is used and the

impact preventative spend projects are having. Challenges discussed focused on evidencing the preventative spend with the absence of a cost matrix for Scotland, an area SCSN is progressing with the sector. Another was the difficulty in budgeting for preventative spend in addition to paying for the 'crisis' services required now.

CROSS-FUNCTIONAL WORKING

This section covers joint working, relationships with community planning and Community Learning and Development (CLD); and will consider the nature of local community engagement and the strategic and operational working balance of CSPs.

Community Planning

Relationships with the CPP are well established, with only two CSPs purporting to have no link to the CPP. Typically, the link is formal reporting from the CSP and/or a member of the CSP sits on the CPP. In smaller CSPs, or ones where the CSP and CPP are highly integrated, a member of the community planning team attends strategic community safety meetings.

Similarly, most are happy with their level of involvement in SOA development. Only four CSPs felt they have no influence on the SOA, and only six felt involvement could be improved. In terms of the level of involvement – 10 CSPs are involved in developing indicators only; 14 are involved in all aspects. For those that are involved, SOAs are developed in a workshop fashion and some use the CSP strategic assessment or strategy.

A lot of variance exists across Scotland with regards the CPP profile in community safety. Most (18) CPPs have a high profile in community safety. At the other end of the scale about five CPPs had a minimal presence/role within the CSP. In small local authority areas where the CSP and CPP have a good relationship, the CPP often leads on strategic community safety matters.

Geographical Analysis – CPP & SOA

West is the only region with CSPs (two) who don't link to their local CPP and also appears to be the least integrated region 82% of west CSPs link to community planning only through reporting. Conversely, in addition to reporting links, 75% of east and north CSPs actually sit on CPP groups.

East are the most involved in SOA development – 75% purport to be involved in all aspects compared to only 50% in north and west regions – and this is reflected in their satisfaction with the level of involvement: 100% east are happy compared with 75% of north and 64% of west CSPs.

There are early signs of a small shift towards CSP planning through the SOA or community plan only and, to a lesser extent, SOAs becoming the delivery vehicle(s) for the community plan. In some areas, a CPP strategic assessment has supported this shift.

Strategic - Operational Balance

Eleven out of the 28 CSPs purport to have a fairly balanced strategic and operational commitment. Nine had a highly operational and/or project-based approach focus, and the remaining seven were more focused on strategic delivery. High-functioning CSPs appear to have a good balance between strategic development and operational delivery and all CSPs should strive to achieve this balance. Support to build capacity for this is likely to be required for CSPs to attain this.

Joint Working

Only two areas were assessed to have poor levels of joint working, with most having fairly strong joint working. However for a number of CSPs this joint working was only between the local authority and police, or local authority, police and fire rather than between the wider partnership. Only two to three exhibited partnership working with equal buy-in and responsibility/workload shared between all partners.

There are some good examples of CSPs moving towards joint working being the norm; particularly in areas where some degree of colocation is present, although pooled budgets are not yet commonplace.

Further work to determine what joint working means in reality and to develop some common language and understanding around this would be beneficial. Work to explore the benefits and barriers of pooled budgets could be considered.

Community Engagement

Community engagement is a priority for almost all and a formal priority for 12.

**Geographical Analysis –
Community engagement**
Rural and small town CSPs were slightly more likely to have community engagement as a formal priority.

Although there appears to be a poor understanding of the difference between consultation and genuine community engagement, CSP capacity was raised as a barrier to fully integrating community engagement processes into local practise. Other

interviewees felt community engagement principles were better delivered by CLD or community regeneration, however often they were not part of the CSP, and joint working relationships were weak.

Community Learning and Development

There is mixed feedback around relationships with Community Learning and Development (CLD) – 12 CSPs work a lot with them, 11 a little and two not at all.

At the very least it is generally accepted that this needs to be an area for development – only a few CSPs have CLD as part of the partnership regularly, and this approach could be more widely adopted. More typically, project working happens, and for others the link is through Early and Effective Interventions or detached youth work.

Barriers to a positive working relationship are that community safety and CLD are predominately based in different departments and have different working cultures. There is also a perception that local relationships have been damaged due lack of consultation /communication in relation to CashBack programme delivery. A further barrier is the perception that CLD is primarily about youth work, although its wider remit includes adult education, community empowerment and work with all ages.

Improving work with CLD would help to better tackle cross-cutting issues and share learning between different professional approaches. There are a number of good examples that could be built upon including joint working around youth justice; ASB work in hotspot areas; intergenerational work and local diversionary activities. SCSN will look to promote such examples of good practise and encourage local dialogue between services.

POLICE AND FIRE REFORM

Only five CSPs classed themselves as ‘very involved’ in police and fire reform, 12 a little (which included being kept verbally updated) and 10 not involved.

As part of reform, there appears to be strong working around scrutiny with a number of joint committees planned. There are, however, very few joint police and fire local plans or community safety plans incorporating all three. This could be due to initial time pressures and will likely be addressed in the development of subsequent local plans.

There is clearly a requirement to support and champion the benefit of increased CSP involvement in the development of subsequent local plans, ideally moving towards joint plans in the future.

Geographical Analysis – Reform

Urban areas, particularly in the west, are least involved in reform – 40% of urban CSPs not involved compared to 30% of rural and small towns.

37% of rural and small town CSPs, particularly in the north, classed themselves as very involved in reform compared. Only one urban CSP said they were very involved.

This is reflected in the level of engagement in developing local police and fire plans – rural and small town CSPs are more involved than urban CSPs. Of all areas, east CSPs were better at reflecting local CSP priorities in local plans.

Interestingly, despite being less involved in reform, urban CSPs are more likely to have an existing scrutiny panel which will be used for the single services, compared to rural and small town CSPs which were creating new ones.

There is a good foundation to build on for scrutiny and engagement, however the challenge for SCSN and other national bodies will be around servicing and supporting the resultant diverse range of local arrangements.

Concerns about local scrutiny arrangements were also highlighted; namely some confusion around the future role of elected members. The Collaborative statement of good local scrutiny will hopefully have gone some way to clarifying the position.

Some CSPs were concerned about the impact of an increasingly police-centric approach with the new single force. No such concerns were raised in relation to the fire and rescue service

EVIDENCE, PRIORITIES AND PLANNING

This section covers Strategic Assessments and Single Outcome Agreements (SOA); and approaches to priorities and cross-cutting themes.

Evidence

Most SOAs are due for review in 2013. They vary in duration but are typically for one to three years. A number of CPPs are beginning to use the SOA as the short-term delivery vehicle for the much longer term, often ten to twenty years, community plan.

Geographical Analysis – Strategic Assessments

The spread of partnership strategic assessments across Scotland is, with a few exceptions, in line with the spread of partnership analysts; to which there is no real geographical trend.

Just over a third of west CSPs used different systems to identify priorities, whereas the rest of Scotland is more likely to use the traditional strategic assessment approach. This may be due to a lower number of partnership analysts in the West regions.

West CSPs carry out shorter-term planning - 60% do it annually and 40% 3-yearly. All north and half of east CSPs do it every three years.

Likely to be linked to the lower level of CSP/ CPP integration; west CSPs lag behind in terms of plans for CPP strategic assessments.

Twenty one CSPs use the strategic assessment process to develop strategic plans; the remainder use a workshop-based approach to developing priorities.

The actual level of 'joint' planning will require further research and phase two will explore the extent of multi-agency involvement in the Strategic Assessment process.

Some CSPs have indicated that a requirement to submit their Strategic Assessment to the government and/or national organisation would help to add value and weight to the process and in some cases help facilitate their partnership to adopt the Strategic Assessment as an integral priority setting process.

Community planning strategic assessments are becoming more common, with five already written and another eight planned. This would go some way to ensuring evidence-based planning is embedded in future SOAs. While there are significant opportunities and benefits of this approach some CSPs have raised concerns that community safety could be marginalised and lost within wider national and local priorities.

Initial findings from SCSN's recent training needs analysis on evidence-based strategic planning indicate that a number of CSPs lack capacity to develop a Strategic Assessment and are seeking support and training. Where CSPs use Strategic Assessments there is an expressed need for support and guidance on how to use them; particularly around the wider context in which they sit. Guidance in other methods of evidence-based strategic planning for those who lack the capacity to carry out a full strategic assessment was also highlighted. A number of CSPs also spoke of the challenge in getting buy-in for the process from elected officials and senior officers.

In addition to training modules, CSPs would find value in additional support tools such as a forum, peer review, troubleshooting advice, templates and good practise examples.

Around 65% of CSPs have action plans (linked to the strategic assessment where present) and most CSPs that do a strategic assessment have a corresponding community safety strategy. Other commendable approaches include joint strategies which incorporated the ASB strategy and/or where the community safety strategy is incorporated within the CPP strategy.

The majority of CSPs have indicators in the SOA, and for most this is the only way performance is measured. Eight to ten do additional scrutiny at a local level as a partnership. Others will only do scrutiny as individual organisations, not as an overall partnership.

The use of Strategic Assessments is regarded as national good practise. A priority for SCSN is therefore to ensure that CSPs are equipped to develop and use evidenced-based approaches. SCSN is working with a focus group from the sector to develop resources and training that will meet the sectors current and future needs.

While there are clearly immediate resources required specifically for the community safety sector, in future proofing resources SCSN will also develop evidence-based planning training that equips and supports the development of CPP Strategic Assessments. To achieve this SCSN will require to building on existing relationships with the community planning sector in Scotland.

Priorities

Positive developments have been seen as CSPs move away from lists of crimes into outcomes and broader cross-cutting / thematic areas or approaches. Typically the subject themes covered by most CSP priorities are:

- Public safety.
- Road and fire safety.
- ASB.
- Alcohol and drugs.
- Public protection.
- Domestic abuse.

Traditional police priorities are now less prominent across the board which is positive and may indicate a more equal partnership than in the early days of CSPs. Less frequently, but appearing more often than a few years ago, there are priorities such as community engagement, early years, early intervention and prevention. This allows a holistic approach to causal themes which lie at the root of, amongst others, a number of community safety issues for individuals and communities.

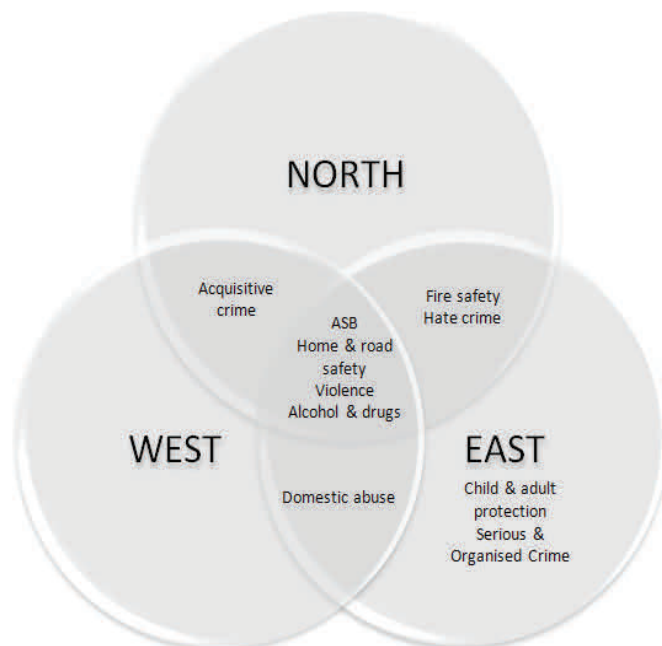
Geographical Analysis – Priorities

ASB and road safety featured heavily in the priorities of all types of CSPs. Stand out priorities in each region were: fire safety and ASB in the north, ASB and road safety in the east and ASB and domestic abuse in the west.

Urban CSPs were slightly more likely to have identified cross-cutting themes. Deprivation and inequalities were frequent cross-cutting themes, particularly in urban areas. East CSPs were least likely to have cross-cutting themes.

Proportionally, rural and small town CSPs were more likely to have outcomes than priorities – urban CSPs were still quite traditional regarding priorities.

Urban CSPs, particularly those in the east, were more likely to have seen a change in priorities than rural and small town CSPs.



The move towards outcomes by about nine CSPs has enabled CSPs to communicate the *change* they wish to make and corresponds with the outcomes-based approach within the SOA.

The priority areas that featured the least were:

- A specific focus on youth-related ASB and crime.
- Serious and Organised Crime.
- Poverty, inequality and deprivation are absent in many CSPs.
- Domestic abuse.
- Hate crime.
- Sexual crime is absent as a specific priority in most CSPs.
- Child and adult protection.
- Fire safety.
- Terrorism and acquisitive crime absent in most CSPs.

Priorities infrequently mentioned, often due to challenges around data, but that a number of CSPs recognised deserve more prominence, were e-safety/ e-crime, falls and accidents in the home and the role of partnerships in economic and Serious Organised Crime (SOC).

Working closer with other strands of community planning, for example Community Health and Care Partnerships (CHCPs) and economic partnerships should help with tackling falls and accidents in the home and SOC.

18 CSPs have identified cross-cutting themes, six have not. Substance misuse (particularly alcohol) and, to a lesser extent, poverty/deprivation are the most prevalent across CSPs. Reduced access to services due to 'rurality' is also a consideration for a proportionate number of rural communities.

FUNDING

In contrast to previous CSP consultations, there were very few negative comments in relation to funding. In the main there appears to be an acceptance of austerity, with CSPs focused on doing the same, if not more, with less money; and still delivering on outcomes by becoming smarter about service delivery.

15 out of 20 CSPs who answered the questions on funding have a direct budget on top of their mainstreamed funding. However there were significant variations in the amount of discretionary money available. Some CSPs are moving towards pooled budgets but for most the CSP budget is solely from the local authority.

Geographical Analysis – funding

71% of urban CSPs have a budget compared to 64% of rural and small towns CSPs.

Rural CSPs, particularly those in the north, were more likely than urban CSPs to have seen a reduction in their direct budget 75% of them said it was lower compared to 36% of urban CSPs.

50% of north, 88% of east and 64% of west CSPs have a direct CSP budget.

Although there was no geographical classification consensus on the general state of CSP funding, north CSPs were concerned that the next round of cuts will affect quality of service and east were not concerned about service delivery but mentioned development work was limited. There was no consensus for the west.

There are various approaches to distributing the discretionary monies: some provide funding to long term projects, others provide a fund which partners can apply to for project work or to support initiatives identified from local tasking groups. In all cases projects must be in line with CSP priorities.

More information on CSP's funding would be of value, particularly in relation to the level of partner contributions. This would evidence the added value that partnership working can achieve, and provide an indication of the true risks and potential impact of partner's funding reviews. It would also be valuable to determine the extent to which community police officers, campus/school officers and partnership analysts are funded by CSPs.

NEXT STEPS

FURTHER RESEARCH

SCSN has a commitment to work with its membership, to maintain a current overview of community safety structures, practise and issues so that membership views and experiences can be represented to appropriate stakeholders. This initial research is only the first step in this process. Within this report a number of areas for further research have been identified which will increase our understanding and provide a more in depth picture of community safety in Scotland.

- The impact of departmental reviews and re-alignment of community safety services.
- The level of partner involvement in evidence based planning.
- Partner contributions to partnership funding and/or resources.
- The range and remit of partnership tasking groups.
- Why confidence in evaluation is so varied.
- Extent and methodologies of preventative spend being used.
- Work to determine what joint working means in practise, particularly beyond the key partners (Local Authority, Police and Fire).

SHARING GOOD PRACTISE

Through this research project SCSN has begun to collect evidence of where early intervention, partnership working and prevention approaches have demonstrated an improvement. SCSN will now identify opportunities to promote these good examples so that members can evidence the impact of community safety interventions with communities, across partnerships and nationally. We will share with the sector and key partners the evidence and learning from the research to increase partnership working around cross-cutting issues. Examples include:

- Practise around community engagement and preventative spend.
- Joint working with victim support.
- Examples of different local tasking structures and remits.
- Early and Effective Intervention approaches, including adult offenders.
- The use of ASBOs in tackling Domestic abuse.

PUBLIC SECTOR REFORM

SCSN will endeavour to work with partners to ensure the value of community safety is embedded within public sector reform at a national and local level by providing appropriate support to partnerships and ensure that future annual plans are developed in partnership.

We will do this by supporting the sector to:

- Build and strengthen relationships with the local CPP - including organising a joint Chairs and lead officer event with CPP partners.
- Providing regular updates on public sector reforms - at events, in Safety Net-works and the knowledge hub.
- Work towards development of joint local plans and scrutiny - by sharing good practise and providing training on evidenced based priority setting and evaluation.

EVIDENCED BASED PRIORITIES

SCSN will provide appropriate support to develop the capacity and confidence of local CSPs in using evidence led and problem solving approaches so that local community planning priorities are based on evidence. To do this we will support the sector:

- By providing training and resources on evidence-based and proactive approaches to both strategic planning and operational service delivery.
- By establishing a partnership analyst's forum.
- To access national data and trend analysis via the safer communities website.
- To access proxy baselines to support cost benefit analysis.
- Strengthen relationships with partners including community learning and development, criminal justice and health.

TRAINING AND SUPPORT

SCSN will expand the Safer Communities Programme to support those working in community safety. We will do this by developing guidance notes, eLearning packages and training events to meet the needs of the sector identified through this research and the Annual Members Survey 2012. Areas identified as part of this research include:

- Leadership and direction in relation to senior official and elected member buy-in.
- Evaluation training.
- Evidence-based planning for those without access to an analyst.
- Social media.
- Conflict resolution and mediation.
- Information sharing and 'back to basics' partnership working.
- Working with community planning and influencing Single Outcome Agreements.

PROMOTING COMMUNITY SAFETY AT A NATIONAL LEVEL

SCSN aims to influence the Scottish Government and other key decision makers with regards to community safety and will share the findings of this report with the Scottish Government and other key stakeholders in a bid to promote an understanding of community safety, and to share current good practise.

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Registered in Scotland, Company No:SC357649

SCSN is Registered Scottish Charity No: SC040464

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