

Policing and Partnership in Wales

“Everything is connected to everything else”

PURPOSE

To outline some of the partnership arrangements that are “live” in Wales, at a local level, Police Force level and at an All-Wales level, showing the active engagement of Policing with both devolved and non-devolved agencies

BACKGROUND

Policing is essentially local in nature, and while Legislative and Ministerial responsibility for policing are not devolved to Wales, the police operate in a devolved environment with significant decision-making devolved to the Police & Crime Commissioners while operational leadership sits with the Chief Constable.

The demands on policing have changed. Since 1998, policing has been at the heart of the partnership approach to community safety and the police make a significant contribution to Youth Offending Teams. It is estimated that approximately 70% to 80% of calls now relate to non-crime issues including vulnerable people and mental health. Dealing with Serious and Organised Crime and Terrorism also links to local policing and partnership working, while there have been significant developments in terms of early intervention and prevention, with local partnership as a central theme.

DISCUSSION

There is sometimes a feeling that partners have a limited understanding of the contribution made by the police to the well-being and safety of our communities in Wales. On the one hand, since policing is not devolved in terms of legislation and Ministerial responsibility, both the contribution and the pressures on the police may be overlooked. On the other hand a “traditional” view of policing and being about “blue lights and pub fights” is often reinforced by the portrayal of police activity through film and television. In reality, policing in Wales is probably closer than ever to the twin principles set out by Sir Robert Peel.....

- The first responsibility of the Police is to prevent crime (success in policing is demonstrated by the absence of crime, not by the presence of activity) and
- The Police are the Community and the Community are the Police (in other words the police have to understand and be at the heart of the community)

The Police are often the “agency of last resort”, particularly at night and over the weekend and the expectation of their capacity to respond is almost unlimited, whereas the other blue light services tend to have more clearly defined roles.

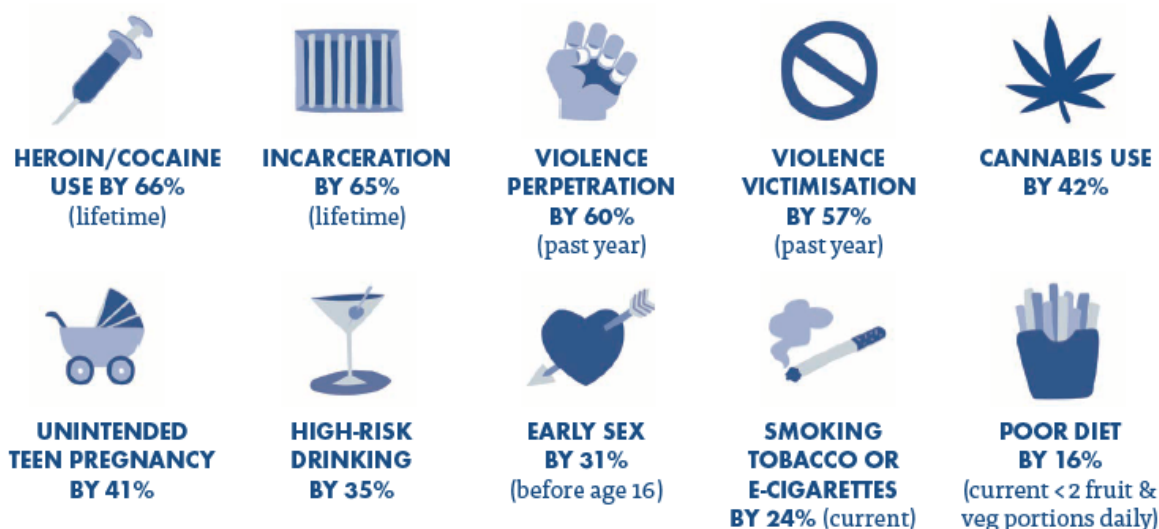
Mental Health

Nowhere is this more apparent than in relation to “mental health”. Front-line staff report that this is the most significant demand on their time, with significant delays when seeking a decision on individuals conveyed to mental health facilities. Following the Concordat on Crisis Care, launched at the Senedd, the use of Section 136 and 135 powers has been significantly reduced, but there are concerns that options available for those not specifically requiring psychiatric care are limited. From the start it was felt that this should not be seen as a “policing problem” but a “nowhere else to go” problem. Triage arrangements in police control centres or on the street are being tried and Welsh Government’s Oversight Group on Mental Health demonstrates the willingness of the police, professionals in health and social care and voluntary organisations to work together to tackle seemingly intractable problems.

Adverse Childhood Experiences

Policing in Wales has been significantly influenced by the Public Health Wales research that quantified the impact of four or more Adverse Childhood Experiences (ACEs) which provided dramatic evidence of the potential benefits for health, harm reduction and well-being of preventing ACEs and ameliorating their impact, summarised in the following table:

PREVENTING ACEs IN FUTURE GENERATIONS COULD REDUCE LEVELS OF:



We support initiatives where ACEs are already present. If its too late for prevention its not too late for prompt positive action.

The first five are directly relevant to policing, and the partnership agreement for joint working between South Wales Police and Public Health Wales has now been extended to all four Forces and to other Criminal Justice Agencies operating in Wales.

The ACEs research captured the imagination of Welsh Government Ministers and of Police Leaders, and a police pilot project in Maesteg is showing significant benefits to the police, to local government and to other partner agencies of working co-operatively in an ACE-informed way.

That has now resulted in a £6.8million grant from the Police Transformation Fund for an all-Wales Police ACEs initiative, with the programme linking closely to the Welsh Government's ACEs Hub and to the work of Public Health Wales. Oversight is being provided by the All-Wales Criminal Justice Board, which brings together the Criminal Justice Agencies with Policing and Welsh Government, with the added presence of Public Health Wales and Local Government (WLGA). There is real determination to transform the way we address ACEs over the next two years in the belief that this will assist in tackling and reducing both criminality and health & well-being issues

Community Safety Boards / Partnerships

Community Safety Partnership working as required under the 1998 Crime and Disorder Act was hit hard by the cuts from 2010 onwards, with both Police and Local Government losing both expertise and analytic capacity that supported joint working. Commissioners generally maintained their financial support, but capacity became a significant issue. When the Cabinet Secretary announced plans to refresh Community Safety in Wales, the Police & Crime Commissioners and Chief Constables welcomed the opportunity to be part of the Oversight Group. This was already a key area of partnership working, with Police and Crime Commissioners providing Community Safety Funding to assist in targeting local issues through a partnership approach. We welcome the fact that there is an increasingly consistent model whereby community safety is clearly aligned to the work of the Public Service Board, thus enabling policing activity to support and inform other initiatives. Each Commissioner agreed to take the lead in refreshing local community safety arrangements, working with the Chief Constable, Local Government and partners and efforts are being made to develop the analytic capability to inform "baseline audits" of community safety.

Neighbourhood Policing

Despite having lost roughly a third of the money that comes to Policing through the Home Office's Police Grant since 2010, the Forces in Wales have not stepped back from Neighbourhood Policing into a "response-only model", are more engaged than

ever in a partnership approach, with a focus on early intervention, and prompt positive action.

The contribution of an additional 500 Community Support Officers by Welsh Government has been a crucial element of engagement with local communities. Local Councillors and other partners frequently comment on the value of this local engagement but it relates directly to some major issues, such as engagement and reassurance with Muslim communities and an increasing capacity for there to be a “problem solving” with the local community.

Strategic Engagement

The most obvious example of strategic engagement is with the Public Services Boards (PSBs) established under the Well-Being of Future Generations Act. While Policing cannot be required to participate, Welsh Government decided that the Police & Crime Commissioner and the Chief Constable should be “statutory invitees” to each PSB. In general, that has been seized with alacrity and they have made a significant contribution to the local work.

Public Services Boards

Progress has been made on aligning strategic priorities across Public Service Boards. In South Wales, there is a clear connection between the priorities within the Police and Crime Plan and Well-being Plans. This is especially the case in relation of community safety and the ambition to create safe, confident and resilient communities, but also in relation to those priorities with a focus on improving health and well-being. It is a common theme in Well-Being Plans and reflects the reality that “everything is connected to everything else” and the need for early intervention and prompt positive action to tackle the drivers of criminal behaviour. The next phase of translating words into action and implementing the delivery of priorities will allow us to align activity in terms of night time economy, youth offending, violence against women, girls, and young people much of which is already partnership based. Again, these are common themes in several Well-Being Plans as illustrated in the tables in Annex A.

Schools Liaison Scheme

A partnership between Welsh Government and the four Police Forces has led to significant and much-admired placement of police officers in schools, presenting to pupils on a variety of issues including substance misuse and abuse. This has been refreshed in recent times, with a greater emphasis on engagement with the wider school community and links to the local policing team. Following an announcement by the Cabinet Secretary for Health that the Welsh Government share of funding might lead to the project being ended in 2019-2020, there are on-going talks about the possibility of recognising the wide benefits of the scheme and avoiding the closure.

Support for Victims

Police & Crime Commissioners have been given a key role in supporting victims, and have established models of providing support for victims, utilising a partnership approach with third sector providers and a victim-centred model of service delivery.

Just as an example, South Wales Victim Focus is delivered by Victim Support and is our core service for victims. It provides free and confidential needs-led, help and support to anyone affected by crime. Last year 59,965 people were referred into the service, 12,646 people received a needs assessment and 3,721 people received in depth support from our local teams. People who accessed the service were helped to understand the information, advice and services available to them, and said that they felt safer and their health and wellbeing had improved. We also use the Community Fund to provide money for third sector partners to support victims through innovative community initiatives

Major Events and the profile of Wales

In recent times, Wales has had an increasing profile on the international stage, with events such as the NATO Summit, the UEFA Championship League Cup Final and the recent Joshua fights. In each case, this has required significant joint planning by the police, the Council and Welsh Government. It is a success story but comes at a heavy price in terms of police time – and it is a constant problem that the Home Office provides no “Capital City Funding” to recognise the burden on policing in Wales that result in higher security demands and an unremitting programme of major events.

Night time Economy

A number of initiatives have made people safer in the night-time economy in different parts of Wales. The example that is easiest to quantify is the HelpPoint in Swansea, which was an initiative by the Commissioner’s team through which student volunteers and St John medics look after vulnerable people instead of relying on ambulances and Emergency Department treatment.

In 12 months the initiative.....

- Saved 1,300 ambulance journeys
- Saved 1,100 admissions to A&E and
- On 1,300 occasions put police officers back on the streets to keep the peace.

It is funded jointly by South Wales Police, ABMU and WAST. Similar benefits come from the Alcohol Treatment Centre in Cardiff and other initiatives.

Working with the alcohol education charity Drinkaware, the Commissioner launched a new scheme to safeguard students and raise awareness of sexual harassment within the night-time economy. The Drink Aware “Club Crew” work in student

venues across the five universities in South Wales and have received specialist training to support those who are vulnerable as a result of drinking too much alcohol. Their support means many students can be kept safe from becoming victims of crime. Since the launch, over 520 vulnerable individuals have been supported, which has helped to keep our students safe while reducing demand placed on frontline services.

Other examples of work to keep students and others safe include

- Drink Less Enjoy More Campaign
- Student Safety Bus
- Vulnerability Training

Youth Offending and young people

Partnership working and collaboration is crucial in maintaining links between police officers working in schools, youth offending teams and local police teams to identify underlying issues and tackling them through early intervention and prompt, positive action. A review of Police Officers attached to YOS was undertaken in March 2017, and the recommendations were implemented in 2017/18 to expand on what the role has been able to achieve to date.

The Youth Offending Service (YOS) continues to receive funding from Police & Crime Commissioners as well as seconded police officers as part of the YOS team. YOS continues to be a success story, with the number of first-time offenders who reoffend still coming down year on year. Using evidence from the ACEs research, and working with the Youth Justice Board, Public Health Wales and Youth Offending Service (YOS) managers, we have been developing an ACE-informed way of assessing and intervening at the point of a second offence as well as supporting the delivery of Enhanced Case Management approach that has been developed by the Youth Justice Board in Wales.

Tackling offending in the 18 – 25 age group

Police funds in South Wales have been used to develop an initiative that tackles offending at the time of a first offence and provides young people with an alternative pathway to the criminal justice system. Initial reviews have highlighted the benefits of early intervention and prevention approach and uncovered some of the underlying factors driving behaviour, such as mental health, emotional/relationship issues, anxiety with clear links to ACEs and the benefits of early intervention.

Violence Against Women and Girls

We continue to deliver against the Tackling Violence against Women and Girls Plan, not least by funding the introduction of services like IRIS (Identification and Referral to Improve Safety). This is a health-based initiative was designed to enable GPs and staff within doctors' surgeries in Cardiff & Vale UHB area to identify and respond to

patients who show signs that they may be affected by domestic abuse or violence. This resulted in referrals for 212 people and for 140 of them it was the first time they had ever told someone who could offer them help and support. Increased referrals are enabling support for abused women and earlier intervention, leading to a reduction in demand on a variety of services. Both Cardiff & Vale and Cwm Taf UHB have now taken on the responsibility for continuing the service and it is hoped that others will follow. Again, there is support for a number of initiatives as well as close engagement by Public Protection policing with Councils and other partners on a day-to-day basis.

Offending by women

Police Forces in Wales have worked together and with Welsh Government and with the National Probation Service and other partners to develop an intervention service known as the Women's Pathfinder for reacting quickly when a woman starts to offend by identifying the background and challenges that might lead to further offending and associated issues such as childcare and protection issues. The approach has received recognition outside Wales and a decision from Welsh Government is currently awaited on the next stage of a significant development for Wales.

Housing - Anti-social Behaviour and Vulnerability

A programme to work 'with' organisations and tenants, enabling social landlords to deal effectively with Anti-social Behaviour and vulnerability, has been commissioned, through the Welsh Government 'Preventing Homelessness Fund'. Bonnie Navarra, Assistant Police and Crime Commissioner for South Wales and a team of six secondees from within the housing sector, with a Chief Inspector providing project support, leads the work.

From a Policing perspective, it is important to prevent minor neighbourhood issues escalating, and becoming a policing issue. A number of previous, paper based tools, issued by Welsh Government (since 2004) to improve standards across the housing sector, have not had the intended impact so instead a practical, 'Facilitated Self-Assessment' model will be delivered in-house by experts. It is being trialled in Trivallis (RCT Homes) and Cardiff Council Housing, and an independent evaluation will be submitted to the Minister, Rebecca Evans, by the end of May.

Information Sharing Pilot

A pilot between the Police and Trivallis Homes has developed an innovative solution to sharing information between the Police and Housing, showing how identification of vulnerable people can be improved in order to intervene at the earliest opportunity and prevent issues escalating. Half of the properties of social landlords are now on the police system, NICHE, enabling closer partnership working with housing.

Newer challenges, including Cyber Crime

Police constantly have to respond to new demands, not least the changing face of terrorism and extremism, and the threat of cyber-crime as people increasingly live their lives online. It is challenging to develop the necessary digital skills within police training while putting a clear focus on digital forensics, cyber-crime and data analytics, both as a specific module and worked into other existing training. What requires partnership working is making cyber security a corporate social responsibility for police forces, for companies and for other public bodies.

Other issues

This paper has highlighted a number of areas of public policy in which Policing in Wales makes a significant contribution to partnership working. Other examples of “Added Value” would include the Police Youth Volunteers (Cadets) which have been developed in recent years and continue to expand. So this paper is not exhaustive and there are many basic areas of working and a variety of challenging circumstances in which the police work with partners to prevent or respond to harm to vulnerable people. This includes missing persons, combatting Child Sexual Exploitation and tackling Modern Slavery – and the ACEs work referred to earlier has direct relevance to much of this day-to-day work. There is also a plethora of operational partnerships and joint working arrangements with which partners at this table will be familiar.

The intention behind this paper is simply to highlight some of the varied initiatives and contributions made through the work of Police & Crime Commissioners and Chief Constables and their respective teams to well-being in Wales and to the work of a variety of partners, not least in Local Government and the Health Service, which is in addition to the “basics” of policing – public safety, investigation of crime, public order, neighbourhood policing work with other Blue Light Services and the rest.

ACTION

Members of the Partnership Council are asked to note the contribution made by Policing in Wales to local partnership working and to the general Well-Being of people in Wales.

Rt Hon Alun Michael

(Police & Crime Commissioner for South Wales, representing the four Police & Crime Commissioners in Wales)

23 April 2018

Annex A – Highlight engagement examples

Highlights from Arfon Jones, Police & Crime Commissioner for North Wales

Local Partnership Name	Summary
Flintshire Early Intervention HUB	Multi agency arrangements for early intervention to address adverse childhood experiences. Provide the greatest level of knowledge and analysis of intelligence and information across the multiagency partnership to ensure all children, young people, and families had access to advice and information about relevant early support to build coping skills and address any problems before they became entrenched
Vulnerable Adult Risk Management	A framework for health and police to co-ordinate risk assessment and management for those service users who have the potential for high-risk taking behaviours and reduce vulnerability.
Local Implementation Teams (LIT's) re mental health but also chaotic individuals	LITs are delivering the 'Together for Mental Health' North Wales strategy. These LITs will have lead responsibility for implementation of the Mental Health Strategy for North Wales in their area; they may however pool their resources and responsibility across wider areas by local agreement. The agreed first year priority is to ensure an effective urgent care system for people in an acute mental health crisis.
WEDFAN (Welsh Emergency Department Frequent Flyers Network)	Providing an integrated response to frequent attenders to emergency and minor injury departments.

Highlights from Jeff Cuthbert, Police & Crime Commissioner for Gwent

1. Regular attendance at all five Gwent PSBs by my Office and Gwent Police at a senior level.
2. Collaboration with all five in terms of Community Safety through Safer Gwent.
3. Work with key partners such as Newport City Council, SWF&R, Newport City Homes and range of third sector organisations to reduce anti-social behaviour and organised crime in Central Newport.
4. Diversionary schemes in collaboration with partners such as Positive Futures and Women Pathfinders.
5. Work with LEAs to develop the "Mini-Police" scheme to help build good citizenship.

6. Development of mental health professionals in the Force Control Room in partnership with the ABUHB.
7. Working with all public sector organisations, third sector and other community/faith based groups to raise awareness of people trafficking and modern slavery.

Examples of Themes/Objectives from PSBs across South Wales

The table below illustrates the strategic links, especially in terms of community safety, in PSB Well-Being Plans across South Wales.

Local Authority Area	Well Being Objectives/Themes
Bridgend	<ul style="list-style-type: none"> ▪ Best Start in Life ▪ Support Communities in Bridgend to be safe and cohesive ▪ Reduce Social and Economic Inequalities ▪ Healthy Choices in a Healthy Environment
Cardiff	<ul style="list-style-type: none"> ▪ Cardiff is a great place to live, work and play ▪ Cardiff has a thriving and prosperous economy ▪ People in Cardiff are safe and feel safe ▪ People in Cardiff are healthy ▪ People in Cardiff achieve their full potential ▪ People in Cardiff have a clean, attractive and sustainable environment
Neath Port Talbot	<ul style="list-style-type: none"> ▪ Support children in their early years, especially children at risk of adverse childhood experiences ▪ Create safe, confident and resilient communities ▪ Encourage ageing well ▪ Promote well-being through the workplace
Cwm Taf (RCT Merthyr) +	<ul style="list-style-type: none"> ▪ To promote safe, confident and strong and thriving communities improving the well-being of residents and visitors and building on our community assets ▪ To help people live long and healthy lives and overcome any challenges ▪ To grow a strong local economy with sustainable transport that attracts people to live, work and play in Cwm Taf
Swansea	<ul style="list-style-type: none"> ▪ Children have a good start in life to be the best they can be ▪ People live and age well ▪ Working with nature to improve health ▪ Building stronger communities
Vale of Glamorgan	<ul style="list-style-type: none"> ▪ Enable people to get involved, participate in their local communities and shape local services ▪ Reduce poverty and tackle inequalities linked to deprivation ▪ Give children the best start in life ▪ Protect, enhance and value the environment