National Framework, Local Delivery

Cutting Crime and Delivering Justice in the UK

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Community Safety in the UK: Presentation Outline

- The Story so Far
  - What was done?
  - How was it done?
  - Who did it?
  - Did it work?
- Review and Reform
  - What now?
- What has been learned?
“On crime, we believe in personal responsibility and in punishing crime, but also tackling its underlying causes - so, tough on crime, tough on the causes of crime, different from the Labour approach of the past and the Tory policy of today. “

Labour Party Manifesto, 1997
Drivers for Change

- Crime trends
- Public concern
- Political imperative

"On crime, we believe in personal responsibility and in punishing crime, but also tackling its underlying causes - so, tough on crime, tough on the causes of crime, different from the Labour approach of the past and the Tory policy of today. “

Labour Party Manifesto, 1997
UK Crime Trends 1981-2006

Sustainable Communities

- A fair, just, inclusive and responsible society
- Creating acceptable wealth and continuous employment
- Ensuring local and global environmental protection, and the careful use of natural resources
Community Safety

“Community safety is a term which achieved prominence after the 1991 Morgan Report...community safety is perhaps best seen as an aspect of ‘quality of life’ in which people, individually and collectively, are protected as far as possible from hazards or threats that result from the criminal or anti-social behaviour of others, and are equipped or helped to cope with those they do experience. It should enable them to pursue, and obtain fullest benefits from, their social and economic lives without fear or hindrance from crime and disorder.”

Community Safety Advisory Service
Overarching Goals

To reduce crime and anti social behaviour and to improve citizens’ satisfaction with and confidence in the justice system through

– Prevention
– Enforcement
– Criminal Justice Reform
National Community Safety Plan
2006-2009

Key priorities under the following five themes:
- making communities stronger and more effective
- further reducing crime and anti-social behaviour
- creating safer environments
- protecting the public and building confidence
- improving people’s lives so they are less likely to commit offences or re-offend

By:
- much closer collaboration between central and local government,
- Inter agency collaboration locally – not just a police responsibility,
- Involving voluntary and community groups who make a vital contribution to community safety
Main Strands

- early intervention and prevention,
- offender management,
- situational responses,
- detection technologies,
- use of powers,
- sentencing,
- criminal justice system reform.
National Governance
Governance

- Cross Government coordination;
- Policy and programme management by the main departments of Government with responsibility for tackling crime and the administration of justice;
- Implementation support and performance management through the Government Offices for the Regions
- First legislated local strategies by April 1999
- HO funded Crime Reduction Programme
Key Priorities
Target Crimes

■ Property
  – Crime Reduction Programme
  – Tackling drug related offending (DIP)
  – Prolific and Priority Offender programmes

■ Violent Crime
  – Tackling Alcohol Related Violence
  – Domestic Violence

■ Anti Social Behaviour
  – Respect Action Plan/Together We Can campaign
Offending and Offenders

Reducing Re-offending: UK target to reduce re-offending by 5% by 2007-08, rising to 10% by the end of the decade.

Rationale
- Social Exclusion Unit Report 2002: 58% reconvicted within 2 years (72% 18-20 year old), 36% go back to prison (47% 18-20 year old)
- Ex-prisoners are responsible for 1 million crimes per annum or 18% of recorded, notifiable crimes.
- Crimes committed by this group cost £11 billion per year
- Each crime costs the criminal justice system about £65,000, Court costs on average £30,500, imprisonment costs on average £25,902 per year.
Tackling Prolific & Priority Offenders (PPOs)

- 50% of all crime is committed by just 10% of offenders.
- And, the 5,000 most active offenders in the UK are estimated to be responsible for a staggering one in ten offences.
- By tackling this minority group of offenders, we can considerably reduce crime levels.
- The Prolific and other Priority Offenders Program does that by targeting the most prolific offenders, and young offenders who are at risk of becoming part of this group.

By 2006 due to this program, 1,750 prolific offenders stopped or significantly reduced their offending. The programme is making an impact across all crimes, especially robbery, vehicle crime and domestic burglary.
3 Strands

- **Prevent and Deter**
  - To stop people (overwhelmingly young people) engaging in offending behaviors and graduating into prolific offenders.

- **Catch and Convict**
  - Actively tackling those who are already prolific or other priority offenders.

- **Rehabilitate and Resettle**
  - Working with identified prolific offenders to stop their offending by offering a range of supportive interventions. Offenders will be offered the opportunity for rehabilitation of face a very swift return to the courts.
PPO Programme Overview

- **End-to-end offender management** approach to tackle re-offending within local communities involving more joined-up working and information sharing between relevant agencies.
- Prolific & other Priority Offenders (PPOs) are subject to **intense police supervision and are offered interventions to change their offending behaviour or face a swift return to the courts.**
- 10,000 PPOs are being managed in over 250 Catch & Convict and Rehabilitate & Resettle schemes across England and Wales.
- 4,000 of the most active young offenders, identified as being most at risk of becoming the next generation of PPOs, are being managed by 179 Prevent & Deter schemes.
- Home Office scoping shows that a high proportion of PPOs, particularly in high acquisitive crime areas, are committing crime to fund a drug dependency and the alignment between the PPO and a drug intervention program is intended to grip these people effectively.
Interventions and Services

- Dedicated offender management teams
- Throughcare concept – continuity of ‘care’ through the justice system using case management approach
- Aftercare concept – package of support on leaving custody/completing community sentence
- Also addressing motivation/commitment & re-integration into community
- Existing services or facility to commission new ones
Tackling Drug Related Offending

- The Drug Intervention Programme key element of the strategy to tackle drug-related crime. It offers offenders whose crimes are drug-related the support they need to kick their habit.
- There is clear evidence that treatment works: for every £1 spent on treatment, at least £9.50 is saved in criminal justice and health costs.
- DIP targets the areas with the greatest need i.e. with the highest levels of drug-related crime.
- Programme on track to achieve the objective to direct 1,000 offenders each week into treatment this year via CJS.
- Around half of the drug misusers who come into contact with DIP through the custody suite showed a decline in offending of around 79 per cent in the six months following DIP contact.
- DIP and PPO programmes being integrated.
Enabling Legislation:
The Drugs Act

Aims
- Increase the effectiveness of the Drug Interventions Program by getting more offenders into treatment.
- Introduce a new civil order that will run alongside ASBOs for adults to tackle drug related anti-social behaviour.
- Enhance Police and Court powers against drug offenders.

Example of Provisions:
- Test drug offenders on arrest, rather than on charge.
- Require a person with a positive test to undergo an assessment by a drugs worker.
- Allow a court to remand in police custody for up to a further 192 hours those who swallow drugs in secure packages, to increase the likelihood of the evidence being recovered.
- Allow a court or jury to draw adverse inference where a person refuses without good cause to consent to an intimate body search, x-ray or ultrasound scan.
- Create a new presumption of intent to supply where a defendant is found to be in possession of a certain quantity of controlled drugs.
- Require courts to take account of aggravating factors - such as dealing near a school - when sentencing.
- Amend the Anti-Social Behaviour Act 2003 to give police the power to enter premises, such as a crack house, to issue a closure notice.
PPO Program: The Impact

- Full evaluation published February 2007
- 43% reduction in the offending of the entire PPO cohort.
- In the first 17 months of the scheme the PPOs had a reduction of 62% in the overall level of convictions compared to the beginning of the scheme.
- The PPO cohort processed faster by courts - marked decrease in the number of days between committing their offence and being sentenced in court in the year following entry on the program. On average, processed 13 days sooner in the first 12 months of the program than the corresponding period prior to scheme.
Lessons from Evaluation

- PPO program has brought clear benefits in data sharing and partnership work between agencies involved.
- Multi agency involvement allows a much more rounded view of the offender which allows better management of PPOs.
- PPOs appear to have specific needs in terms of accommodation, drugs misuse and education, training and employability problems compared to other offenders.
- Multi-agency approach needed - crucial that relevant services are involved e.g. housing and drug treatment.
Policing

1. Reduce overall crime, including focusing on more serious violent crime, drug related crime and alcohol related crime and disorder;

2. Introduce a neighbourhood policing team in every area by April 2008; working in close collaboration with local government and other community safety partners; and reducing the public perception of anti-social behaviour;

3. Continue to bring offences to justice, in partnership with other Criminal Justice agencies through improved performance on sanction detections, especially in relation to more serious crime

4. Strengthen public protection by increasing capacity and capability for dealing with widespread threats, and in particular by tackling serious and organised crime;

5. Protect the country from both terrorism and extremism.
Neighbourhood Policing

Aims:
- Increase public confidence in the police and the public’s perceptions of safety
- Reduce types of crime and anti-social behaviour prioritised by local communities

By:
- Increased contact between the police and the public in a locality
- Increased responsiveness by the police to the needs of local people
Youth Justice

Strategy to tackle youth crime:
- stop it before it starts
  - Preventative programmes and services (Surestart)
- rehabilitate offenders through sentencing
  - Referral Orders
  - Action Plan Orders
  - Reparation Orders
  - Intensive Supervision and Surveillance
- provide dedicated Youth Offending Teams
‘Respect’ Action Plan has six main strands:

- Supporting families
- A new approach to the most challenging families
- Improving behaviour and attendance in schools
- Activities for children and young people
- Strengthening communities
- Effective enforcement and community justice
Victims

- **Victims Code of Practice (April ’06)**
  - A right to information about your crime within specified time scales, including the right to be notified of any arrests and court cases.
  - A dedicated family liaison police officer assigned to bereaved relatives.
  - Clear information on Criminal Injuries Compensation
  - Flexibility with regard to opting in or out of receiving services to ensure victims receive the level of service they want.

- **Increasing use of restorative justice**
  - Aiming to offer 75% of all victims of youth crime option of restorative processes
Local Governance

- Establishment of Crime and Disorder Reduction Partnerships
- First legislated local strategies by April 1999
- HO funded Crime Reduction Programme to stimulate action
What are CDRPs and what do they do?

Five responsible authorities under legislation: Police, Local Authorities, Police Authorities, Fire Authorities, and Primary Care Trusts.

Drug Action Teams (DATs) set up in 1995 following the publication of the White Paper *Tackling Drugs Together*. Responsible for delivering national drug strategy targets at a local level. Now integrated with CDRPs.

CDRPs have a statutory duty to work in partnership to produce and deliver a local crime and disorder reduction strategy by:

- Conducting an in-depth study of the levels and patterns of crime, disorder and drugs misuse in their local area
- Including carrying out extensive public consultation.
Partnership Working: Local Criminal Justice Boards

- Set up April 2003
- 43 across England (co-terminous with Police and Crown)

Responsible for Justice System locally, to:
- Increase offences brought to justice
- Reduce ineffective trials
- Improve timeliness in courts
- Enforce fines
- Meet young offender pledge (accelerating time from arrest to sentence for persistent young offenders)
Partnership Working:
Local Strategic Partnerships

- Overarching local co-ordination
- Local Government, service providers, community/voluntary sector and business as equal partners
- Local Government – the lead partner
- Delivering improved services, meeting Govt targets
- Developing & delivering a Sustainable Community Strategy
Local Strategic Partnerships

- **Community, voluntary and faith sectors**
- **Local economic development** & reduce joblessness
- **Learning** to improve GCSE scores
- **Housing** improvement & resident participation
- **Health** reduce mortality rates
- **Crime** reduction & community safety
- **Employment** Local economic development & reduce joblessness

COUNCIL, Mayor cabinet, public institutions, private companies

Residents in the community, voluntary and faith sectors.
Sunderland LSP: Sustainable Community Strategy

Goals:
- Creating a Prosperous City
- Extending Cultural Opportunities
- Improving the Quality, Choice and Range of Housing
- Improving Health and Social Care
- Reducing Crime and the Fear of Crime
- Raising Standards and Increasing Participation in Learning
- Developing an Attractive and Accessible City
- Creating Inclusive Communities
Sunderland??
“Crime and disorder, and the fear it generates affects everyone’s quality of life and it is consistently identified by local people as a priority issue. Low levels of crime and disorder are essential to support the sustainable and economic prosperity of the city (of Sunderland)…

No one agency can work in isolation to tackle it - it needs to be addressed by working in partnership…

The CDRP will continue its multi-agency problem solving approach, in line with good practice, and will develop improved information systems so that it focuses action and resources in the best way to reduce crime and disorder. This means tackling problems in partnership, from every angle.”

The Sunderland Strategy
Local Government: Strategic Leader and Place Shaper

- Sets the strategic vision for an area
  - Sustainable Community Strategy
- Negotiates a Local Area Agreement (high level delivery plan)
- Brings together key partners
Local Strategic Partnerships

- Community, voluntary, and faith sectors
- Public institutions
- Private companies

**LOCAL STRATEGIC PARTNERSHIP**

- **Health**: reduce mortality rates
- **Crime**: crime reduction & community safety
- **Employment**: Local economic development & reduce joblessness
- **Learning**: improve GCSE scores
- **Housing**: improvement & resident participation

Residents, community, voluntary, and faith sectors
Safer Sunderland CDRP

- City of Sunderland Council
- Northumbria Police
- Northumbria Police Authority
- Tyne and Wear Fire and Rescue Service
- Sunderland Teaching Primary Care Trust
- National Probation Service
- Sunderland Youth Offending Service
- Sunderland Victim Support
- Crown Prosecution Service
- National Treatment Agency
- Children’s Trust
- HM Prison Service
- Magistrates Court
- Northumbria Coalition Against Crime
- North East Chamber of Commerce
- Sunderland Housing Group
- Sunderland Race Equality Forum
- Wearside Domestic Violence Forum
- Wearside Women in Need
- Nexus2 (transport provider)
- South of Tyne and Wearside Mental Health Trust
- Sunderland University
- Sunderland Echo (local newspaper)
- Community Development Network
- Government Office North East

Plus a range of other service providers
The Audit Process (1)

- Crime and Disorder Act (1998) required an audit to be conducted every 3 years.
- Detailed review of levels and patterns of crime, disorder and drugs issues in a local area, together with extensive public consultation. Informed priorities in a 3 year community safety strategy.
- Involved collecting, analyzing and interpreting data about what had been happening in a locality, region and nationally. Contained detailed information from partner agencies as well as from surveys and consultations with local people.
- Agencies providing data included the Police, Council, Health, Fire Service, YOS, DAT and many more. Analysis was carried out on a wide range of issues.
The Audit Process (2)

- Information was analyzed from a city level down to neighbourhood level and placed within a national and regional context to assess:
  - What the problems were
  - When and where they took place
  - How they happened
  - Who they happened to, and
  - Who committed them

- The local data were combined with information from the Home Office (on national trends in recorded crime), the British Crime Survey, and a range of other research, in order to help explain the patterns and causes of crime, disorder and drugs misuse in a locality.
Sunderland’s Priorities: Aligning Local and National Targets

Local targets contribute towards achieving a number of key national targets linked to National Public Service Agreements, for example, to:

- Reduce crime (Home Office)
- Reduce harm caused by illegal drugs and alcohol (joint PSA, Home Office, Dept of Health, Ministry of Justice)
- Increase number of young people on the path to success (Dept for children, schools and families).
- Increase the proportion of socially excluded adults in settled accommodation, employment, education and training (Cabinet Office).
National Policing Priorities Translated into Local Priorities

- Reducing overall crime including violent and drug-related crime
- Reduce people’s concerns about crime, anti-social behavior and disorder
- Provide a citizen-focused service which responds to the needs of communities and individuals, especially victims and witnesses, and inspires confidence in the Police, particularly among minority ethnic communities
- Take action with partners to target prolific and priority offenders and increase sanction detections (clearance rates) so bringing more offenders to justice
Sunderland's Priorities 2005-8

- Tackling Offenders
- Focusing on Victims
- Targeting Priority Areas
- Reducing Anti-social behaviour
- Tackling Domestic Violence
- Tackling Hate Crime
- Tackling drug and alcohol misuse and disorder
Crime Reduction in the UK: Research and Analysis

- British Crime Survey
- Police Recorded Crime
- National frameworks for management of information and intelligence
- Home Office Research Programme
- iQuanta
- Performance management
- Quality assurance
What does success look like?
Progress to date

- Crime has fallen by 35 per cent since 1997 and violent crime has also fallen significantly over the same period (British Crime Survey 2005/06).
- The risk of becoming a victim of crime is the lowest since the British Crime Survey began in 1981.
- After falling for a number of years, public confidence in the criminal justice system is now on the rise (British Crime Survey 2005/06).
- Worry about anti-social behaviour has fallen by almost a quarter since introduction of Respect programme (British Crime Survey 2005/06).
PSA 1 – Reduce crime by 15% by 2008, more in high crime areas
After ten years of sustained investment and progress, we are now moving into a new phase of tackling crime. Cutting crime will not get any easier: rates of reduction have slowed across a whole range of problems from anti-social behaviour to violent crime. We need to consolidate the record investment of recent years, to ensure that resources are used as effectively as possible, with the police and local partners given the flexibility to focus on priorities. Making further reductions will be challenging, but absolutely vital to those individuals and communities who still experience high levels of crime.

Jacqui Smith, Home Secretary, July 2007

“There is, above all, a worrying gap between what the decent majority expect of a criminal justice system and what they see it delivering. The public believe that the system shows more concern for protecting the rights of those who break or ignore the law than those who keep it… we must ensure that … the criminal justice organisations live up to their duty of protecting the rights of victims and communities. We must build a criminal justice system which puts protection of the law-abiding majority at its heart.”

Tony Blair, former Prime Minister, July 2006
Security, Crime & Justice
Policy Review, 6 February 2007

- Continue to tackle the underlying causes of crime
- More effective use of non-custodial sentences
- More visible and locally accountable policing
- CJS as an effective public service
- Target the offender not the offence
- New types of powers (summary, preventative & civil)

“Action is needed in a number of areas, building on the core principles of the past decade.”
Review and Reform

- New public service agreements
- Key Strategies 2008-2011
- Priorities Refocused:
  - What the public want
  - ‘Gripping’ offenders
  - Improving the system
  - Getting things done
- Streamlining governance arrangements
Public Service Agreements: Making Communities Safer

- Reduce violent crime
- Reduce acquisitive crime
- Tackle local priorities & increase public confidence
- Reduce re-offending
Public Service Agreements:
Reduce the Harm Caused by Alcohol and Drugs

- Reducing the harms caused to the development, achievement and well-being of young people and families
- Reducing the harms caused to the health and well-being of drug users and those using alcohol in harmful ways
- Reducing the harms caused to the community as a result of associated crime, disorder and anti-social behaviour.
Public Service Agreements: Justice for All

- Improve effectiveness and efficiency of the CJS in bringing offences to justice
- Increase public confidence in the fairness and effectiveness of the CJS
- Increase victim satisfaction with police and other CJ agencies
- Increase recovery of criminal assets
- Increase compliance and enforcement
Key Strategies

- Cutting Crime – A new partnership, 2008-2011 (July ’07)

“The Crime Strategy and other related strategies and action plans, sets out the Government’s overarching strategic framework. The PSAs match this strategy and set out the Government’s priority objectives, and act as a signal to the public about what is important.”
Overarching Priorities

- Serious violence
- Anti social behaviour
- Young people
- Designing out crime
- Reducing re-offending
- Greater national partnership
- Enabling local partnership
- Building confidence
Framework for Community Safety 2008-2011

Approach -

- Early Intervention
- Situational Prevention
- Enforcement
- Reducing Re-offending

Priority Crime Type -

- Antisocial Behaviour
- Volume Crime
- Serious violent crime & sexual offences
- Organised crime and terrorism
What the public want

- Better services and better treatment;
- A stronger voice for victims and witnesses;
- Fairer sentencing; better enforcement;
- More responsive policing.
‘Gripping’ Offenders

To cut crime, reduce re-offending and protect the public

– Deal with full spectrum of offences and offenders, from minor offences and anti-social behaviour, to prolific offenders, serious and dangerous offenders

– Prevention

– Quick, firm responses to minor offences that do not clog up courts

– Targeted action for persistent offenders

– Sharp focus on serious offences
Improving the System

- Stop technicalities and bureaucracy getting in the way,
- Make best use of technology.
Getting things done

- Plans for action
- Clear targets, timescales and milestones,
- Clear roles, responsibilities and accountability for delivery
- Capacity and capability to deliver
National Governance

2007 -
Governance

- Wider Community Safety Policy and Delivery
  - Shared by 13 Government Departments

- Joint Leadership of Crime Reduction and Justice Reform
  - Home Secretary, Attorney General, Lord Chancellor

- Supported by:
  - National Criminal Justice Board, Office for Criminal Justice Reform (National)
  - National Crime Reduction Board, Crime Reduction and Community Safety Group (National)
  - Crime and Disorder Reduction Partnerships (local)
  - Local Criminal Justice Boards
Managed Performance

Common Performance Frameworks
- Assessments of Policing and Community Safety (APACS)
- Local Criminal Justice Board Performance Framework

Shared Targets
- Offences Brought to Justice (OBTJ)
- Young Offender Pledge
- Crime Reduction Target (15% by 2008)
- Drug Misuse Reduction
- Possible joint target to reduce re-offending
Community Safety Strategic Assessment: Purpose

- Understand the patterns, trends and shifts relating to crime and disorder and substance misuse;
- Set clear and robust priorities for partnerships/boards;
- Develop activity that is driven by reliable information and intelligence and meets the needs of local communities;
- Deploy resources effectively and present value for money;
- Undertake regular (annual) reviews and plan activity based on a clear understanding of the issues and priorities.
Components in the CS Strategic Assessment

- Analysis of the levels and patterns of crime, disorder and substance misuse;
- Identify changes in the levels and patterns of crime, disorder and substance misuse since the last strategic assessment;
- Analysis of why these changes have occurred;
- Assessment of the extent to which previous plan was implemented and with what results.
The analysis

Sufficient analysis needed for a Partnership to:

- Identify priorities.
- Identify topics that require further analysis and why.
- Produce profiles of these topics, containing:
  a. Scale of the problem (numbers and proportions) and any reasons for changes,
  b. Suggested causes of the problem,
  c. Relevance of location, victim and offender in addressing the problem.
- These can be written from:
  a. Additional analysis from data sources,
  b. Recently completed local analysis, research and evaluation
  c. Evidence from national/provincial research or examples of effective practice elsewhere
Lessons Learned?
Local Government at the Helm
Our success in achieving the goals of safety and wellbeing can not depend solely on the police, the courts and the correctional system. Community safety is equally dependent on the commitment and work of other sectors including municipal planners, public health officials, educators, employment agencies, child welfare services, and many others who play a critical role in making our communities safer and healthier places to live, work and play.
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