

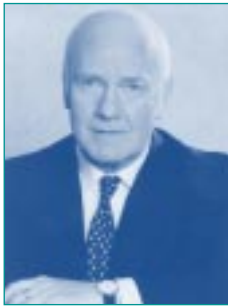
Creating a safer Northern Ireland through Partnership

a consultative document

**Issued by the
Northern Ireland Office**

April 2002

Foreword by the Secretary of State



I am pleased to present this consultation paper setting out our ideas on a new inclusive partnership approach to creating a safer Northern Ireland.

The development of this strategy was one of the key recommendations of the Criminal Justice Review. It is intended as a broad framework for the development of local strategies and action plans which will develop local solutions to problems.

Crime, the fear of crime and exposure to antisocial behaviour can destroy the lives of innocent victims. Even if we are not directly affected we all pay the price for high levels of crime directly through increases in insurance premiums and through the tax burden of funding additional resources for the health service to treat victims of crime and violence and unfortunately, funding additional security measures to protect health care staff. Indirectly the loss of business profits through crime leads to higher prices for goods and services.

Reducing crime and the fear of crime cannot be left to Criminal Justice Agencies alone, but requires joined up thinking and action from all of us in the public, private, voluntary and community sectors. This strategy represents an exciting opportunity to see what can be achieved when we all pull together. In the end its success will not be judged simply by statistical reductions in domestic burglary or car crime but by whether it really makes a difference to people's lives and their perceptions of safety.

This strategy focuses on crime, fear of crime and antisocial behaviour that impact on individuals and local communities. There is also grave concern in the community about organised crime and racketeering, which can impact on particular groups. This is being addressed through the separate, but complementary Organised Crime Task Force.

Many individuals and organisations have already contributed to the development of this consultation paper and I would like to thank them for their contributions. We have listened carefully to what they had to say and this document reflects their views and also the results of wider research initiatives. The publication of this document starts the next stage in the consultation process.

I want to encourage an open, informed and realistic discussion around the key issues and delivery mechanisms outlined in this document. Points for consultation are listed at the end of the document but please feel free to comment on any aspect of the paper. Over the next few months there will also be a range of organised events to engage individuals and organisations in debate about the issues. I will carefully take into account all the views and ideas that are put to me and these will be reflected in the final proposals which will be published later this year.



Executive Summary

- This consultation document sets out a range of proposed structures and actions to be delivered during the period April 2002 - March 2007, designed to create the conditions for improving community safety throughout Northern Ireland.
- People have the right to live without fear for their own or others' safety in the areas where they live, work or visit. Although individuals are less likely to be a victim of crime in Northern Ireland than in other parts of the world, some communities and citizens within communities do not feel safe and suffer from a reduced quality of life as a result.
- Using recorded crime data, research findings on victimisation and fear of crime and consultation with key personnel working in community safety, nine key issues have been identified as being of most concern and which need to be addressed during the period covered by this strategy. Objectives have been set as follows:

Car crime

- To reduce the theft of and theft from motor vehicles by 10% by 2007, using 2001/02 as the base year.

Domestic burglary

- To reduce the rate of domestic burglary in Northern Ireland by 15% by 2007, using 2001/02 as the base year.

Business and retail crime

- To slow down the rate of increase in business crime by 2005.

Offences against women, particularly domestic violence

- To publish, by December 2002, a strategy and action plan to tackle violence against women, including domestic violence.
- To provide services that recognise that men can be victims of domestic violence too.

Youth offending and reducing criminality

- To reduce the level of crime and criminality specifically attributable to young people, through the provision of an appropriate range of services.

Offences motivated by prejudice and hatred

- To work with community relations and other organisations to reduce the levels of crime with a sectarian motivation.
- To promote and enhance the safety of minority ethnic residents.

Fear of crime amongst older people, vulnerable adults, victims and children

- To reduce the fear of crime in Northern Ireland particularly amongst older people, vulnerable adults, victims and children.

Drug, substance and alcohol abuse

- To contribute to the achievement of the overall aims and objectives of the Northern Ireland Drug and Alcohol strategies.

Street violence, low level neighbourhood disorder and anti-social behaviour

- To reduce the level of street violence in Northern Ireland and to promote measures to combat low level neighbourhood disorder and antisocial behaviour.
- The objectives will be achieved through partnership working between the public, voluntary, private and community sectors at a local level, facilitated by a range of support measures provided by central government. A wide range of organisations will need to be involved so that programmes and actions are developed which will tackle the underlying causes of crime and anti-social behaviour rather than simply dealing with the problems which present.
- Delivering the strategy will involve regional initiatives, but most activity should take place at a local level in response to local problems. At this level partnerships will be needed between the statutory, voluntary and community sectors.
- Local Community Safety Partnerships will be expected to conduct a comprehensive audit and consultation exercise to inform the development of a local community safety action plan, targeting local problems. This will take account of, but will not necessarily include all of, the key issues identified in this document as it should reflect local circumstances and issues.
- The local community safety action plan should be an integral part of any District or Community Plan and should link with other quality of life strategies such as Neighbourhood Renewal and Investing for Health and with the local Policing Plan.
- This strategy represents a real opportunity to make a difference to the quality of lives of many people through a joined up approach and through targeting resources at a local level in response to identified problems. It requires commitment and investment but has the potential for real and lasting payback if we can get it right.

Chapter 1 - An Introduction to Community Safety

Introduction

What is community safety?

- 1.1 Northern Ireland has, over the past thirty years been one of the safest parts of the United Kingdom in terms of the numbers of crimes committed per head of population. Individuals are less likely to be the victim of crime in Northern Ireland than in many other parts of the world. Nonetheless, some communities in Northern Ireland do not feel safe and suffer from problems that cause a reduction in the quality of life. Many people have fears about crime and linked problems such as anti-social behaviour.
- 1.2 Community safety means preventing, reducing or containing the social, environmental and intimidatory factors which affect people's right to live without fear of crime and which impact upon the quality of life. It includes preventative measures which contribute to crime reduction and tackle anti-social behaviour. It is about local solutions to local problems which have been identified by local people.

Background

- 1.3 The Review of the Criminal Justice System in Northern Ireland (Chapter 11) recommended:

“the development of a Northern Ireland community safety strategy based upon extensive consultation with relevant agencies, political structures and the voluntary, private and community sectors”.

It saw the aim of such a strategy as being:

“to create the conditions which promote an inclusive partnership-based approach in developing community safety initiatives with a view to reducing crime and enhancing community safety”.¹
- 1.4 No one disagreed with these recommendations during the consultation period on the Review and indeed many organisations, groups and other bodies have expressed the need for such a strategy for some time.²

What does the strategy seek to achieve?

- 1.5 The main reason for developing this strategy is to bring about a more co-ordinated approach to tackling community safety issues across Northern Ireland, and to enhance the effective use of resources.

¹ [Para 11.51 Review of the Criminal Justice System in Northern Ireland]

² [Page 73 Research report 13, Community Safety: Partnerships and Local Government, Dermot Feenan]

- 1.6 At present, Government, statutory bodies and voluntary organisations often pursue separate initiatives (though normally in partnership with others). While some of these are successful in meeting their own objectives, there is clear merit in all this work and activity being channelled within a single framework or strategy. Moreover, where a single strategy has a set of clear objectives and targets that can be measured effectively, it will have a much greater overall impact on reducing crime and the fear of crime.
- 1.7 The value of a single overall strategy has been demonstrated in other parts of the world.³

In England and Wales, the Government's Crime Reduction Strategy, issued in November 1999, is defined by a series of initiatives working together to produce overall reductions in crime. Included in these initiatives are:

- Crime and Disorder reduction partnerships working in local councils.
- A £400m Crime Reduction Programme.
- Central targets for burglary and car crime.
- Youth Offending Teams.
- Dealing with offenders; and
- Supporting victims.

- 1.8 It is therefore both vital and appropriate that Northern Ireland should have its own community safety strategy that seeks to address the problems that have been identified locally.
- 1.9 This strategy sets out how the Government intends to create the conditions to deliver safer communities in Northern Ireland. It will require an enormous amount of hard work and effort on the part of many people to achieve this, both in Government, the statutory sector and the voluntary and community sector. But these groups alone will not be able to bring about the necessary changes. We all live in communities and so we all have a part to play in making them safer. These issues affect the quality of our lives and those of our families, friends and colleagues and it is only through the participation of everyone that the positive results identified in this strategy will be delivered.

Scope of the strategy

- 1.10 The three main strands of the community safety strategy are:
- Reducing crime;
 - Tackling anti-social behaviour; and
 - Reducing the fear of crime.

³ [Research report 8, Community Safety Structures: An International Literature Review
Adam Crawford and Mario Matasa]

- 1.11 There is now broad acceptance that crime cannot be tackled by criminal justice agencies alone. Research Report 8 of the Review of the Criminal Justice Review indicated that:
- "International evidence suggests that partnerships operate more effectively – in that social and welfare agencies as well as the public are more willing to become involved – when the topic of crime is expanded to include broader social and "quality of life" issues".⁴
- 1.12 This strategy attempts to set the issue in a context where a number of agencies and bodies take responsibility for ensuring that problems are tackled effectively. It also recognises that people living in communities have a clear and relevant stake in what goes on in those communities. The public must be able to express their views and have a means by which they can directly influence how community safety issues are tackled in their own areas.
- 1.13 The proper role for Government in this joint effort is:
- To ensure that strategic co-operation on community safety is established and maintained.
 - To create the conditions under which local arrangements can operate effectively.
 - To direct research and disseminate best practice.
 - To ensure that sufficient and fair funding arrangements are put into place.
- 1.14 Chapters 4 and 5 set out the proposed arrangements for achieving this. Setting the community at the heart of community safety while maintaining overall responsibility for community safety issues in central government is a complementary approach, consistent with the Criminal Justice Review.

This strategy aims to establish the right balance and to meet the objectives of reducing crime, tackling anti-social behaviour and reducing the fear of crime.

What's in this document?

- 1.15 This strategy has been informed by a number of sources. Clearly the recommendations of the Criminal Justice Review are central to future developments, along with the responses received during the consultation period for the Review. In addition, many of those currently involved in community safety were interviewed to establish their views about a number of the practical aspects of implementation of the strategy. Annex A contains a list of all organisations, groups and individuals consulted during the development of this strategy.
- Chapter 2 is [an examination and analysis of crime trends](#) in Northern Ireland. Northern Ireland has seen an increase in crime, with the rate of increase greater for some types of crime than others. This is an especially important

⁴ [Page 90 Research report 8, Community Safety Structures: An International Literature Review Adam Crawford and Mario Matasa]

exercise, because it is necessary to identify what the worst problems are in order to achieve the maximum impact.

- Chapter 3 deals with the [specific issues that most concern people in Northern Ireland](#). A number of targets are proposed against which the effectiveness of the strategy will be measured.
- Chapter 4 identifies [structures for delivering community safety in Northern Ireland](#). The key theme is the need to establish local partnerships to devise local strategies to tackle local problems. It identifies roles for all the key players and comments on important issues such as accountability and relationships.
- Chapter 5 deals with [funding and other key issues that are integral to the success of the strategy](#). It is important that a new community safety strategy is backed with additional resources to help cement its implementation. This chapter outlines the sources of funding available from government and how partners to the strategy might also make resource contributions to aid delivery of the aims and objectives. It also sets out how [research and evaluation](#) can be used to inform the strategy and community safety issues in general.

Chapter 2 - Crime in Northern Ireland – The Context

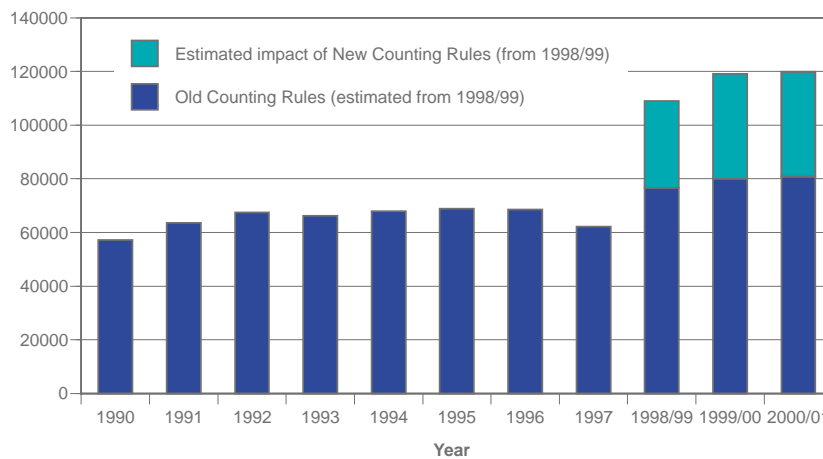
Introduction

- 2.1 This chapter provides an overview of the extent of crime and fear of crime in Northern Ireland, as recorded by the police, experienced by victims and perceived by members of the public.
- 2.2 More detailed information is contained in two recent NIO research and statistical bulletins, “Experience of crime in Northern Ireland” and “Patterns of crime in Northern Ireland and related factors 1998/99”.

Crime levels in Northern Ireland

- 2.3 Figure 1 shows that since 1990 Northern Ireland’s recorded crime level has increased, particularly since 1997. In 1998/99 a new counting system⁵ was introduced which was the main contributory factor in a 75% increase on the previous year. The number of recorded offences in 2000/01 is 10% higher than in 1998/99.

Figure 1: Crimes recorded in Northern Ireland 1990 - 2000/01



Source: Report of the Chief Constable 2000/01

- 2.4 The new counting rules and a greater propensity of people to report crime to the police⁶, may account for some of the substantial increase since 1997. However Figure 1 also shows that estimates based on the old counting rules indicate that crime in Northern Ireland is on the increase.

Crime facts

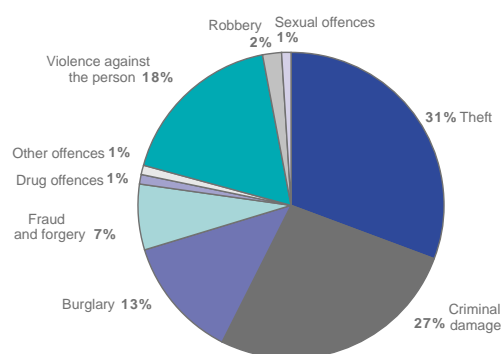
- 2.5 Research suggests there is a perception among the general public in Northern Ireland that most crime involves violence. This is not the case.

⁵ [The new counting rules attempt to measure one crime per victim and include offences not previously recorded, for example, common assault, assault on police, harassment and “minor” criminal damage (valued at under £200)]

⁶ [Recorded crime totals contain around a quarter of crimes committed (Kershaw, C et al., 2000)]

- Over three-quarters of the crimes recorded during 2000/01 were property related (theft, criminal damage, burglary, fraud and forgery).
- Violent offences (violence against the person, robbery, sexual offences) accounted for only one fifth of crimes, the vast majority of which were violence against the person (VAP) offences (Figure 2).

Figure 2: Crimes recorded in Northern Ireland by offence type



Source: Report of the Chief Constable 2000/01

Violent crime

- The recorded level of violent crime in 2000/01 was almost unchanged compared with 1999/00.
- There were fewer violence against the person and sexual offences but robbery offences increased by over one quarter.
- Common assaults accounted for almost half of all violent offences recorded.

Domestic violence / Offences against women

- During 2000/01, the police attended 14,325 domestic incidents, half of which involved physical violence against either the person or property.
- The violence against the person and sexual offences relating to these incidents equated to over a fifth of the combined recorded crime total for such offences.
- 87% of the victims were female. A high proportion of recorded physical attacks on women are therefore linked to domestic violence.

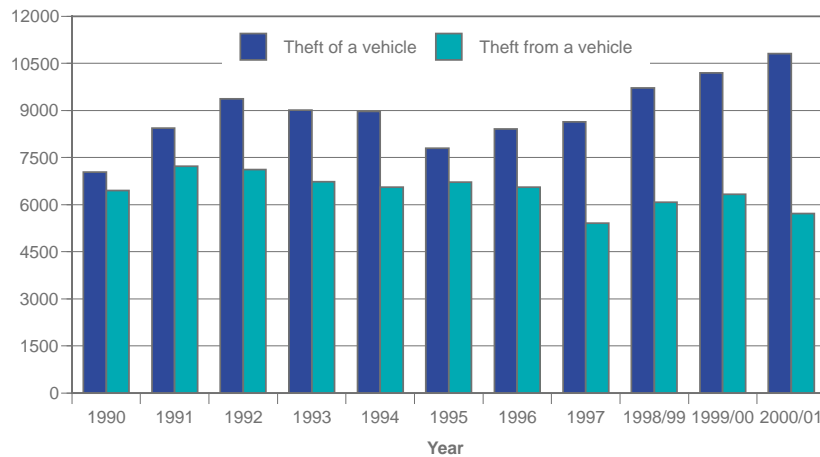
Property crime

- The number of property crimes recorded in 2000/01 was similar to that in 1999/00.
- Three-quarters of these offences were either theft or criminal damage.

Vehicle crime

- Vehicle crimes, including criminal damage to a vehicle and tampering, made up a quarter of all recorded crime during 2000/01.
- Incidents of theft of motor vehicles in 2000/01 were up 6% on the previous year, continuing a steady increase since 1995.
- The 2000/01 figure for theft from motor vehicles was 10% lower than that for 1999/00 (Figure 3).

Figure 3: Theft of and theft from vehicle offences recorded in Northern Ireland 1990-2000/01

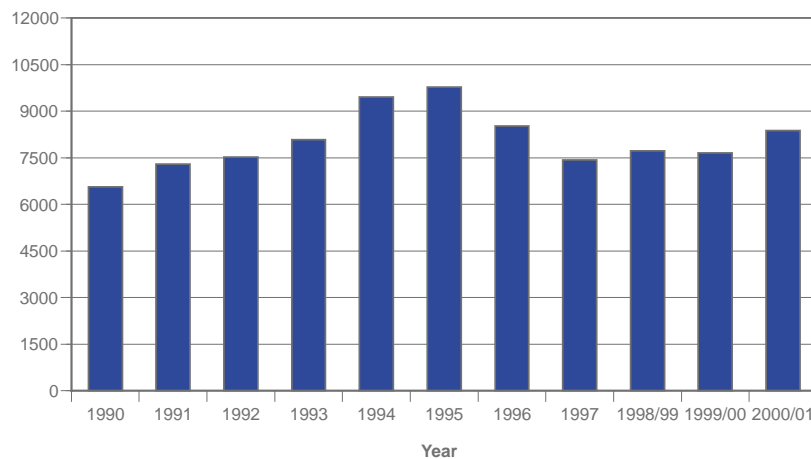


Source: Report of the Chief Constable 2000/01

Domestic burglary

- The number of domestic burglaries recorded during 2000/01 was up by 8% on 1999/00 but 14% below the peak in 1995 (Figure 4).

Figure 4: Domestic burglary offences recorded in Northern Ireland 1990-2000/01



Source: Report of the Chief Constable 2000/01

Retail and business crime

- The number of recorded "making off without payment" offences increased by a third between 1999/00 and 2000/01.
- Over the same period, there was a slight increase in shoplifting incidents, but an 11% fall in non-domestic burglaries.

Anti-social behaviour / Criminal damage

- Respondents to a recent survey, "Anti-social behaviour in Housing Executive Areas" (NI Housing Executive, 2000) considered anti-social behaviour to mainly consist of:
 - Theft and burglary from property.
 - Theft of or from cars.
 - Vandalism and criminal damage.
- Before the inclusion of "minor" incidents, the recorded level of criminal damage increased five-fold between 1990 and 1998/99.
- The inclusion of "minor" incidents almost tripled the 1998/99 total for criminal damage.
- Further increases occurred in 1999/00 and 2000/01.

Drug offences

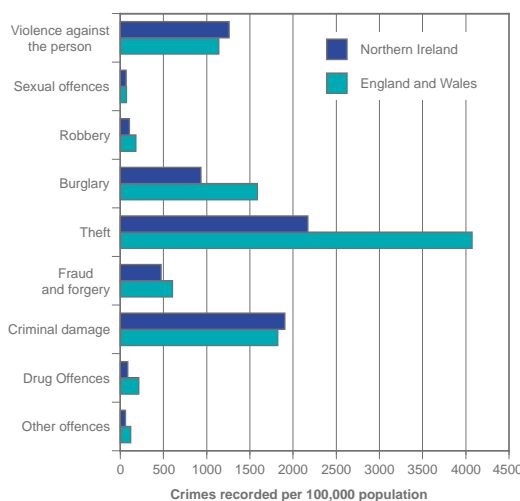
- Although there was a fall in the number of drug offences recorded between 1999/00 and 2000/01, this followed an eight-fold increase in the level of such offences between 1990 and 1999/00
- The vast majority of these were possession offences.

Comparisons of crime and victimisation rates

Comparisons with England and Wales

- 2.6 Compared with England and Wales, Northern Ireland has a relatively low recorded crime rate. In 2000/01, the crime rate per 100,000 population in Northern Ireland was 72% of the rate in England and Wales.
- 2.7 During 2000/01, the recorded rates for most crime types were lower in Northern Ireland than in England and Wales. For example, Northern Ireland's property crime rate was two-thirds of that for England and Wales. However Northern Ireland's rate for violent crime was 3% higher than that for England and Wales (Figure 5).

Figure 5: Crimes recorded per 1000,000 population in Northern Ireland and England and Wales by crime classification 2000/01



Source: Report of the Chief Constable 2000/01 - Recorded crime statistics, England and Wales, by crime classification

- 2.8 The vehicle crime rate in England and Wales during 2000/01 was one and a half times that in Northern Ireland. In England and Wales, the rate for theft from a motor vehicle during 2000/01 was almost double that for theft of a vehicle. However, the picture was reversed in Northern Ireland, where the rate for theft of a vehicle approached twice that for theft from a motor vehicle.
- 2.9 The 1998 Northern Ireland Crime Survey (NICS) and British Crime Survey (BCS) showed that a quarter of Northern Ireland households experienced at least one crime during 1997, compared with a third of those in England and Wales. People in Northern Ireland experience a lower incidence of property crime, but a similar level of violent crime.
- 2.10 The same surveys found that males are much more likely than females to be victims of violent offences. Males in the two jurisdictions had similar violent crime victimisation rates. Females in England and Wales are 50% more likely than females in Northern Ireland to suffer a violent crime. Younger people are most likely to be victims of violent offences.

International comparisons

- 2.11 The European Sourcebook of Crime and Criminal Justice Statistics (1999) shows that, although Northern Ireland’s crime rates per 100,000 population for theft of motor vehicle and domestic burglary were lower than for the other UK countries, they were higher than in many Western European countries. Northern Ireland had higher rates than most jurisdictions for violent offences such as homicide and rape.

Fear of crime

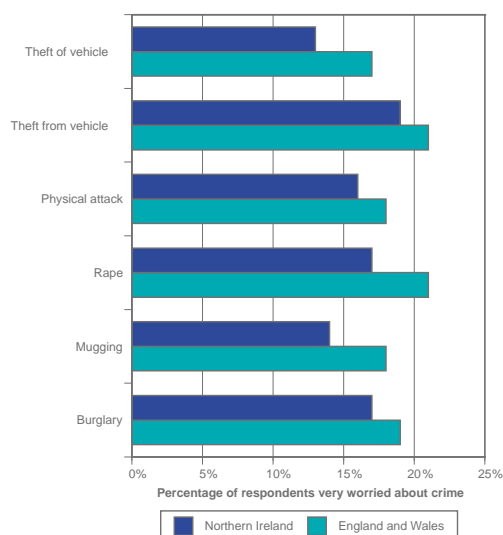
Beliefs about local crime rates

2.12 A fifth of those interviewed for the 1998 NICS responded that their local area is experiencing a rising crime level. However, the findings from the 2000 Community Attitudes Survey (CAS) show that most people in Northern Ireland do not believe that crime is common in their area. Vandalism (28%) and vehicle crime (27%) are most likely to be considered common by CAS respondents, followed by domestic burglary (23%) and illegal drug abuse (18%).

Concern about risks of victimisation

2.13 According to the 1998 NICS and BCS, the proportion of people in Northern Ireland who are very worried about becoming a victim of crime, or don't feel safe on the streets or at home after dark, is lower than that in England and Wales. The largest differentials between the two surveys related to mugging, rape and theft of a car (Figure 6). Victims of crime, women and young people are more likely to worry about crime. Women worry more about physical and sexual attack, whereas men are concerned mainly with vehicle crime.

Figure 6: Worry about crime in Northern Ireland and England and Wales by type of crime 1998



Source: NI Crime survey 1998, British Crime Survey 1998

Summary

2.14 This chapter has shown that:

- Recorded crime has increased in Northern Ireland.
- Most recorded crime in Northern Ireland is property related.

The crimes of most concern to the people of Northern Ireland are:

- Violence against the person and sexual offences, including domestic violence.
- Vehicle crime, including damage to a vehicle.

- Domestic burglary.
- Criminal damage and other vandalism.
- Illegal drug abuse.
- Although Northern Ireland has a relatively low crime rate compared with England and Wales, it has higher rates of homicide and rape than most European jurisdictions.

Chapter 3 - The Issues and crimes of most concern

Introduction

3.1 This chapter sets out proposals on how to tackle those issues and crimes that have been identified as being of greatest concern to people in Northern Ireland. The identification of those issues and crimes of greatest concern has been informed by:

- The Criminal Justice Review.
- Statistical analyses of crime (summarised in Chapter 2).
- Surveys on Fear of Crime and Victimisation (summarised in Chapter 2).
- Views expressed during the consultation on the Review.
- Views of key personnel working in community safety.

3.2 In choosing the key issues for this strategy emphasis was placed on:

- Crimes that are of concern to the community.
- Crime whose volume is such that significant reductions can be demonstrated with appropriate interventions; and
- Crimes which have particularly robust recording.

Also included are crimes where the volumes involved may be small but the crime itself is totally abhorrent to the community and where the fear of crime has a major impact on quality of life - for example, attacks on older and vulnerable people.

The nine key issues

3.3 The aim of this strategy is to reduce crime or criminal activity and change behaviour in **nine key areas** that have been identified as the issues or crimes of most concern. These areas are:

- Car Crime.
- Domestic burglary.
- Business and retail crime.
- Offences against women, particularly domestic violence.
- Youth offending and reducing criminality (i.e. addressing the factors that lie behind criminal behaviour).
- Offences motivated by prejudice and hatred.
- Fear of crime particularly amongst older people, vulnerable adults, children and victims.
- Drug, substance and alcohol abuse; and
- Street violence, low level neighbourhood disorder and anti-social behaviour.

- 3.4 The Criminal Justice Review recommended that seven of these should be addressed by the strategy, while separate research has indicated the need to include domestic burglary and business and retail crime. There are several reasons for this:
- Domestic burglary and business/retail offences are high volume crimes.
 - A recent survey by an Independent Retail magazine claimed that in Northern Ireland, 34% retailers had been the victims of violent crime (the highest in the UK) and that 55% felt they were always or frequently at risk from retail crime⁷.
 - There is evidence to suggest that fear of domestic burglary is considerable in Northern Ireland, even though the rate of burglary per 1,000 population is less than in the rest of the United Kingdom.
 - A number of respondents to the Criminal Justice Review specifically indicated that domestic burglary should be included within the list because of its impact on victims.

Objectives and action points

- 3.5 For each key issue this chapter:
- provides a brief synopsis of the problem;
 - identifies broad objectives for tackling the problem; and
 - outlines a number of actions to be completed both centrally and locally during the five years covered by the strategy.
- 3.6 Local community safety partnerships should take account of these key areas when developing their local strategies but it is recognised that not all issues will be applicable in all areas and equally there may be some local problems that we have not identified as priorities in this strategy.

Achieving the objectives

- 3.7 Those organisations, including Departments, Agencies and Non-Departmental public bodies, with a direct interest in and responsibility for community safety are encouraged to reflect these objectives within their own strategies, plans and programmes. This is especially important where specific targets have been set for reducing crime.
- 3.8 Progress towards achieving the aim and objectives can be delivered in tandem with local partnerships. Local partnerships will, of course, concentrate on the issues that primarily affect their own area.

Chapters 4 and 5 discuss ways in which the strategy can be delivered and the support which will be available from central government to create the conditions for delivering safer communities.

⁷ [Independent Retail News, August-September 2000 edition]

Key Issue: Car crime

Key facts

- In 2000/01, 10,806 vehicles were stolen in Northern Ireland. This represents an increase of 33.5% in three years.
- 2/3 of all vehicle crime in Northern Ireland is accounted for by theft of vehicles. In the rest of the UK most vehicle crime is through items stolen from cars.
- "Joy-riding" is more common in Northern Ireland than other parts of the UK.
- There is a large proportion of "high value" vehicles per head of population.
- The land border with the Republic of Ireland can make disposal of stolen vehicles easier than other parts of the UK.

Objective

- To reduce the theft of and theft from motor vehicles by 10% by 2007, using 2001/02 as the base year.

Action points

To meet the objective set out above, the following action will be initiated over the next five years:

- Provide financial support for a pilot project dealing with car crime in West Belfast.
- Improve information gathering and sharing about incidence of car crime in Northern Ireland.
- Provide funding for regional and local campaigns to raise awareness of vehicle security with motorists.
- Promote anti-theft devices and conduct research into provision of incentives to allow individual owners to improve vehicle security.
- Consult with the motor trade with a view to heightening awareness of vehicle security with buyers.
- Consult with the insurance industry in order to obtain more knowledge about vehicle crime.
- Consider introducing regulations to regulate the salvage industry and the production of vehicle number plates.
- Review the penalties for theft of motor vehicles.

Key Issue: Domestic burglary

Key facts

- There were 8,375 domestic burglaries in Northern Ireland during 2000/01, equating to over 160 per week.
- Domestic burglary accounts for 7% of all recorded crime in Northern Ireland.
- The 1999 Fear of Crime and Victimization in Northern Ireland Survey, indicated that 51% of the population over 16 years old, were concerned that their homes would be burgled.
- Domestic burglary has one of the lowest police clearance rates of all crime.

Objective

- To reduce the rate of domestic burglary in Northern Ireland by 15% by 2007 using 2001/02 as the base year.

Action points

To meet the objective set out above, the following action will be initiated over the next five years:

- Provide funding for regional and local campaigns to raise awareness of domestic burglary.
- Examine the feasibility of providing home security devices for the over 65s in a targeted campaign.
- Improve information gathering and sharing about the incidence of domestic burglary in Northern Ireland.
- Promote home security devices and conduct research into provision of incentives to allow individual home-owners to maximise their protection.
- Consult with the building trade to improve security in new homes.
- Review penalties for domestic burglary offences.
- Provide funding for anti-burglary projects within local areas.
- Examine whether restorative justice can play a role in reducing this type of offending.
- Make evaluated results available to local partnerships.

Key Issue: Business and retail crime

Key facts

- A total of 15,144 offences of non domestic burglary, robbery and shoplifting were recorded in 2000/01.
- These offences account for 12.6% of all recorded crime in Northern Ireland.
- Shoplifting offences have risen by 29% over the past three years.
- Armed robberies rose by 36% in 2000/01 over 1999/00.

Objective

- To slow down the rate of increase in business crime by 2005.

Action points

To meet the objective set out above, the following action will be initiated over the next three years:

- Evaluate the current small business grant scheme and expand if shown to be successful.
- Consult with the Retail Action Crime Team in England and Wales and with local business to develop at least one further initiative to tackle business crime.
- Improve information gathering and sharing on business crime in Northern Ireland.
- Establish the Northern Ireland Crime Prevention Panel as a source of expertise in relation to business crime.
- Evaluate radio-watch schemes and if proven effective as a deterrent, to assist with their establishment across Northern Ireland.
- Promote best practice from elsewhere, within Northern Ireland.
- Evaluate CCTV systems installed in town centres across Northern Ireland and make this available to partnerships to demonstrate where this can be used effectively.
- Advise on options and solutions on tackling shoplifting, including extension of radio watch schemes, restorative approaches for young offenders and advice on improved shop layouts.

Key Issue: Offences against women, particularly domestic violence

Key facts

- In 2000/01 the police attended over 14,000 domestic incidents. Over 7,000 of these involved violence.
- In 2000/01, a total of 1,176 sexual offences were recorded including 209 rapes.
- In 1999/2000, Women's Aid received a total of 25,547 calls, including over 10,000 on their dedicated help-line.
- Women's Aid estimate that 1 in 4 women experience domestic violence at some stage in their lives.
- 75% of domestic violence is perpetrated by husbands/partners.

Objective

- To publish by December 2002 a strategy and action plan to tackle violence against women to include domestic violence.
- To provide services that recognise that men can be victims of domestic violence too.

Action points

In order to meet the objectives set out above the following action will be initiated:

- Establish an inter-departmental working group to support the development of a strategy to tackle violence against women and involve statutory and voluntary groups fully in the process.
- Consult extensively before publishing the final strategy.
- Consider a media campaign aimed at increasing reporting of domestic violence.
- Continue to contribute to the Domestic Violence Forum.
- Encourage local community safety partnerships to form close relationships with local domestic violence fora.

Key Issue: Youth offending and reducing criminality

Key facts

- In the United Kingdom, two out of five known offenders are under the age of 21 and a quarter are under 18.
- There is considerably less recorded juvenile crime in Northern Ireland than in many other jurisdictions.
- Many young people engage in some form of anti-social behaviour and criminal activity during their teenage years, however most young people "grow out" of these activities.
- Collaborative efforts of the family, social services, the education network, the economic environment and the community are considered to be effective in tackling the root causes of youth crime.

Objective

- To reduce the level of crime and criminality specifically attributable to young people, through the provision of a range of appropriate services

Action points

To meet the objective set out above, the following action will be initiated over the next five years:

- Work in partnership with others to manage known risk factors through the following actions:
 - Tackling low attainment in education.
 - Reducing school exclusion and truancy.
 - Supporting parents and promoting parental responsibility.
 - Promoting citizenship.
 - Mentoring.
- Encourage each local partnership to develop a youth crime strategy as part of their community safety action plans.
 - Local youth crime strategies should be co-ordinated with and complement existing strategies developed by Area Children and Young People's Committees.
- Make funding available to partnerships for community based projects.
- Ensure that interventions in relation to youth offending are targeted at three groups:
 - Low risk category who behave in an anti-social manner and commit minor offences.
 - High risk group persistently committing a range of offences at the lower end of the scale; and
 - Those already involved in serious crime.
- Develop new interventions in line with recommendations in the Criminal Justice Review.

Key Issue: Offences motivated by prejudice and hatred

Key facts

- Crime resulting from sectarianism and paramilitary activity continues to increase and severely impacts on the quality of life and health of many people in NI.
- There is evidence that racial prejudice and racially motivated crime, while not widespread or commonplace in Northern Ireland, is increasing at a significant rate.
- The rate of racial incidents in NI is estimated at 16.4 per 1,000 non white population compared to 12.75 per 1,000 in England & Wales.
- Racial and Sectarian “incidents” include:
 - Attacks on home and property.
 - Graffiti.
 - Physical assault.
 - Verbal abuse and written material.

Objective

- To work with community relations and other organisations to reduce the levels of crime with a sectarian motivation.
- To promote and enhance the safety of minority ethnic residents.

Action points

To meet the objectives set out above, the following action will be initiated over the next five years:

- Publish a consultation paper reviewing the current legislative arrangements in relation to racial and sectarian crime.
- Continue to support the “Creating Common Ground” consortium in providing environmental solutions in contested space.
- Conduct research on the extent and nature of racially motivated crime.
- Consult with minority ethnic groups about protective and preventive security schemes.
- Provide funding for local schemes aimed at reducing crime motivated by racial prejudice or sectarianism.

Key Issue: Fear of crime amongst older people, vulnerable adults, victims and children.

Key facts

- The 1998 Northern Ireland Crime Survey revealed an increase in the proportion of people who believe that crime is rising in their local area.
- In this survey twice as many females as males claimed their lives are greatly affected by concern about crime.
- Older people are also likely to claim that concern about crime seriously affects their quality of life.
- People with disabilities, people living in public sector housing, people with low incomes and single parents are most likely to be greatly affected by concern about crime.
- Recent research⁸ found that there is widespread concern about the safety of children in the street or neighbourhood.
- Residents of Belfast are more likely than those in other areas of Northern Ireland to state that their lives are greatly affected by crime.

Objective

- To reduce the fear of crime in Northern Ireland particularly amongst older people, vulnerable adults, victims and children .

Action points

To meet the objective set out above, the following action will be initiated over the next five years:

- Establish baselines that identify the level of concern about crime by May 2002.
- Provide funding for “visible” crime prevention/reduction measures at regional and local level. For example:
 - Environmental – lighting, fencing, signage, safe routes to school.
 - Preventive – home security assessments, locks.
- Co-ordinate the ‘Be safe’ campaign and provide funding for various initiatives.
- Promote measures that increase safety on public transport.
- Seek improvements in information gathering and sharing about the incidence of repeat victimisation in Northern Ireland.

⁸

[“Crime, Community and Locale: the Northern Ireland Communities Crime Survey”
O’Mahoney, D et al., 2000]

Key Issue: Drug, substance and alcohol abuse

Key facts

- The police estimate that alcohol is a contributing factor in 60% of all crime.
- Recent research indicates that in the age group 15 –16 over 76% of boys and 68% of girls had experienced being drunk and that over 60% of boys had taken 5 drinks or more within the past month⁹.
- 50 persons were killed and nearly 1,000 injured in road accidents during 2000/01 where alcohol or drugs were a principal factor.
- The police seized almost £10m of illegal drugs during 2000/01, including almost 400kg of cannabis resin, in 1,750 seizures.
- Recent research has shown that 38% of boys and 29% of girls aged 15 and 16 have used cannabis.
- There are nearly 9 seizures of Class A drugs every week.

Objective

- To contribute to the achievement of the overall aims and objectives of the Northern Ireland Drug and Alcohol strategies.

Action points

To meet the objective set out above, the following action will be initiated over the next five years:

- The NIO and Northern Ireland Executive will invest over £9m to March 2004 in tackling drug abuse and drug related crime.
- Produce Action Plans to implement the Northern Ireland Drug and Alcohol strategies.
- Introduce initiatives to reduce anti-social and criminal behaviour resulting from alcohol misuse and underage drinking in line with the Northern Ireland Alcohol strategy.
- Provide funding for local projects to tackle drug and alcohol abuse that will also have an impact on crime and anti-social behaviour.

⁹

[Miller and Plant - Drinking, Smoking and Illicit Drug Use amongst 15 and 16 year old School Students in Northern Ireland - May 2001]

Key Issue: Street violence, low level neighbourhood disorder and anti-social behaviour

Key facts

- Most street violence and anti-social behaviour is committed by young men against young men.
- Violent crime accounts for 20% of all recorded crime (1999/00).
- Common assaults, assaults against the police and aggravated assault account for 89% of violent crime.
- Vandalism, litter, drugs and teenagers hanging around are most likely to be considered major social disorder problems in people's own areas, particularly in Belfast.

Objective

- To reduce the level of street violence Northern Ireland and to promote measures to combat low level neighbourhood disorder and anti social behaviour.

Action points

To meet the objective set out above, the following action will be initiated over the next five years:

- Establish baselines for the extent of male street violence by March 2003.
- Provide support for mediation and reparation services that aim to resolve conflicts and disputes within local communities.
- Introduce up to three demonstration projects in neighbourhoods/locations with extensive problems around anti-social behaviour by December 2002.
- Consider a range of solutions including:
 - Improved street lighting.
 - Mobile CCTV.
 - Better night time public transport.
 - Improved design of estates etc.
 - Involving young people in designing and implementing environmental projects.
- Examine the legislation that has been introduced in England and Wales to deal with these incidents to see if these are appropriate in Northern Ireland. These might include anti-social behaviour orders, fixed penalty notices for a range of disorderly behaviour and curfews on young people.

Chapter 4 - Delivering the strategy – structures and accountabilities

Introduction

- 4.1 The success of this strategy will be dependent on determining appropriate and effective arrangements for partnership working and accountability for achieving of objectives.
- 4.2 The Criminal Justice Review made a number of recommendations about structures for the delivery of community safety in Northern Ireland. The objective behind these recommendations was to ensure that responsibility for tackling local problems would be devolved to local level. There was also a clear responsibility on central government to create the conditions for effective delivery by providing advice, help, support and guidance to local partnerships.

The main structures recommended by the Review were:

- Community Safety Policing Partnerships;
- A Central Community Safety Unit; and
- A Community Safety Council.

- 4.3 This chapter examines how each of these individual strands might work in practice, and looks at the relationship and accountability arrangements between the three strands and how they might work together. It also places structures in the wider framework of government policy and policing reforms.

As a first step, it would be useful to set out the arrangements that currently exist in Northern Ireland for the delivery of community safety.

Current position

- 4.4 At present there are no **formal** structures for delivering community safety in Northern Ireland. However a number of agencies and other bodies have statutory responsibility for elements of community safety, or are involved in specific projects or initiatives.

Organisations with a statutory or other key status for crime prevention:

- The **police** have a statutory responsibility for law and order issues. They are tasked with the detection and, of more relevance, the prevention of crime.
- The new **Policing Board** has a statutory responsibility to make arrangements for obtaining the co-operation of the public with the police in the prevention of crime. The Policing Board has recently replaced the Police Authority.

Case study

The Police Authority was responsible for managing two rounds of a Town Centre CCTV Challenge Competition. Over £2m was provided to install CCTV cameras in 19 town centres across Northern Ireland, helping to make them safer places for people to live, work and visit.

- **District Policing Partnerships** will be set up shortly. Their functions will include holding the police to account locally, obtaining the views of the public on policing in the district and obtaining the co-operation of the public with the police in preventing crime.
- **The Probation Service** has statutory authority to "give effect to schemes for the supervision and assistance of offenders and the prevention of crime". It has promoted a number of individual projects and through its community development programme seeks to involve communities in the promotion of safety initiatives.
- **Social Services** have statutory responsibility for taking steps to prevent children (those under 18) from engaging with the criminal justice system. They too have a range of individual programmes that seek to do this, including providing and purchasing services that seek to divert young people from crime.
- The Secretary of State has policy responsibility for criminal justice, supported by the **Northern Ireland Office (NIO)**. The NIO has, for many years, promoted crime prevention and reduction through its policies and in funding initiatives for individual projects.

Other organisations undertaking activity tackling community safety issues

A range of other organisations also directly contribute to community safety work, including:

Body	Responsibility
Department of Health, Social Services and Public Safety	Alcohol, drugs, domestic violence, children's issues and prevention of fires
Department of Regional Development Department of Environment	Road safety issues including drinking, use of drugs and driving
Department of Education	Education and development of children and young people
Northern Ireland Housing Executive	Management of housing estates including tackling disorder and anti social behaviour
Translink	Transportation issues including passenger and driver safety
District Councils	Range of issues affecting quality of life, including noise, dog fouling, litter and graffiti
Community Police Liaison Committees	Local policing activities
Chamber of Commerce	Safety of business community

Body	Responsibility
EXTERN	Voluntary organisation providing range of services for young people to social service purchasers and others. "Need to know" community audit projects
NIACRO	Voluntary organisation providing community safety programmes, based on community development
Victim Support Northern Ireland	Voluntary organisation providing services to victims of crime
Area Children and Young People's Committee	Multi agency representation to plan services to tackle a range of issues, including children and young persons in conflict with the law
Regional forum on domestic violence	Multi agency representation to raise awareness of domestic violence and available support

Case study

EXTERN is a voluntary organisation that works with people of all ages affected by crime and social need. It provides effective residential services, employment training, youth and family support and community safety programmes. "Need to Know" is a multi-agency community awareness programme that offers households within designated neighbourhoods information and discussion forums about how concerns in their areas can be tackled. It has operated in areas of Londonderry and Belfast and more recently in Newtownabbey and South and East Belfast.

This is not an exhaustive list, but simply provides an idea of the type of organisations that already contribute to activities that fall within the definition of community safety and that could have a significant role to play in the development of local community safety strategies.

Community safety through partnership

- 4.5 Improvements in community safety cannot be delivered by a single agency but require a range of stakeholders from the public, voluntary, private and community sectors to work together to tackle the negative impacts that crime, concern about crime and other safety issues have on quality of life.
- 4.6 A key challenge therefore is to establish an appropriate and effective partnership structure that will deliver improvements in community safety which are sustainable and make a real difference to people's lives. It is vital that those organisations with responsibility for the various elements or factors that contribute to community safety are fully engaged in any partnership and are represented at a level with authority to commit resources.
- 4.7 The Criminal Justice Review recommended that Community Safety Policing Partnerships (CSPPs) should be the main delivery agent for community safety at local levels. It also recommended that CSPPs should be put in place rather than

the District Policing Partnerships (DPPs) recommended by the Patten report on policing¹⁰.

- 4.8 The Government gave this recommendation careful consideration, taking account of a range of factors. First of all the DPPs are a new concept and are not yet in operation. It would be inappropriate to give them additional functions at this time. In addition, they are being established as a local mechanism to hold the police to account and not as a service delivery body. Finally, the organisations that have responsibility for delivering services that contribute to community safety are not represented on DPPs and it is far from clear that this model would produce the effective co-operation and partnership with whose agencies with responsibilities relevant to community safety. Consequently Ministers concluded that it would not be appropriate to give statutory responsibility to DPPs at this time and that a more suitable mechanism would have to be found to deliver community safety activity at a local level. Whatever mechanism is established, it is clear that DPPs will have a keen interest in community safety and should be encouraged to play their part.
- 4.9 The Government published its response to the Criminal Justice Review in November 2001 in the Criminal Justice Review Implementation Plan. This signalled that the recommendations on community safety required further consideration taking account of a number of developments since the Review was completed. These developments include:
- The announcement of a wide-ranging Review of Public Administration in the Northern Ireland Executive's Programme for Government.
 - The creation of Local Strategy Partnerships to replace District Partnership Boards.
 - Evaluations of Community Safety partnership working in Scotland, England & Wales.
- 4.10 As the Review of Public Administration will be extensive it would not be sensible to fix long term partnership arrangements until findings start to emerge from it and the future shape of public administration in Northern Ireland becomes clearer. While the Bill therefore contains an enabling power to permit, in the longer term, the establishment of community safety partnerships, in the meantime it is necessary to give consideration to the interim arrangements for partnership working.
- 4.11 The discussion of partnership structures in this chapter has been informed by independent reviews of partnership working in Scotland, where community safety partnerships are voluntary rather than statutory, and in England and Wales where community safety partnerships were formed following the 1998 Crime and Disorder Act.

¹⁰

[Paragraphs 11.61 - 11.62 of the Review of the Criminal Justice System for Northern Ireland

Creating an effective partnership

- 4.12 Recent studies of community safety partnerships in Scotland by the Scottish Executive¹¹ and Audit Scotland¹² have concluded that to be effective partnerships need to:
- Develop an appropriate membership and structure.
 - Ensure that community safety is an integral part of the local authority's community planning framework.
 - Manage links to other partnerships and initiatives at regional and local levels.
 - Maintain the momentum of the partnership and ensure the continued commitment of key partner organisations.

To achieve the above, they recommend that partnerships should establish a three tier structure:

- A strategic group (to commit their organisations, direct, agree and review action).
 - An operational group (to manage, task and implement).
 - Task groups (to deliver on key priorities).
- 4.13 A Home Office study of the Crime and Disorder Act 1998 Statutory Partnerships in England and Wales¹³ also emphasised the need for effective engagement of stakeholders and highlighted the difficulties of non-coterminous boundaries. This is a potential difficulty for many statutory and voluntary organisations in Northern Ireland that are structured on a regional rather than local basis.

Delivering community safety through partnership in Northern Ireland

Structures

- 4.14 The Review of Public Administration is likely to result in significant changes to existing roles and responsibilities across the various organisations that could be expected to contribute to community safety. Until long term partnership structures can be established on a statutory basis, the formation of voluntary partnerships to progress community safety will be encouraged and supported. The Strategy recommends that in the interim Community Safety Partnerships (CSPs) are established and based on District Council areas which helpfully are coterminous with PSNI District Command Units.
- 4.15 The experience set out above at 4.12 suggests that local community safety arrangements can usefully operate at three levels, although in considering this account needs to be taken of the large number of areas suggested:
- Strategic - to commit service delivery organisations, ensure links to other strategies, agree and review local action plans.

¹¹ Threads of Success - A Study of Community Safety Partnerships in Scotland 2000

¹²

Safe and Sound - A Study of Community Safety Partnerships in Scotland May 2000]

¹³

[Crime and Disorder Act 1998 Statutory Partnerships Pathfinder Sites Report]

- Operational - to devise, deliver and implement the local action plan for community safety.
- Task groups - to take responsibility for specific parts of the action plan e.g. specific issues or specific areas within the district.

The following table sets out **typical functions** and suggested membership appropriate to the functions for each of the three tiers.

Structure	Typical membership	Typical functions
Community Safety Partnership - Strategic	<ul style="list-style-type: none"> ● Chief Executive/Director level from: <ul style="list-style-type: none"> ➢ Council ➢ NIHE ➢ PSNI ➢ ELB ➢ HPSS bodies ➢ Other relevant agencies ● Elected Representatives (may also be members of DPPs) ● Social Representatives 	<ul style="list-style-type: none"> ● Co-ordinate a strategy to reduce crime, anti social behaviour, fear of crime and other safety concerns with overall District Plan ● Approve and publish finalised community safety action plan ● Approve a financial plan and bid annually for resources ● Review a quarterly progress report from the operational group ● Account for the budget allocation
Community Safety Partnership - Operational	<ul style="list-style-type: none"> ● Community Safety Co-ordinator ● Senior/Middle Managers from statutory organisations including PSNI ● Managers and representatives of social partners - voluntary, business, faith groups, community 	<ul style="list-style-type: none"> ● Initiate and complete a community safety audit including recorded crime data, information data from other service delivery organisations and consult local community ● Ensure protocols are agreed for sharing information ● Publish community safety audit results for consultation ● Devise action plan, targets, performance indicators and costs ● Produce an action plan with targets, indicators and costs for submission to strategic group ● Secure service level agreements from service providers ● Maintain monitoring systems ● Meet monthly to review monthly progress reports from the community safety co-ordinator ● Receive feedback from strategic group ● Review targets quarterly and annually
Community Safety Partnership - Task Groups	<ul style="list-style-type: none"> ● Community Safety Co-ordinator ● Community representatives ● Young people ● Faith groups ● Service providers 	<ul style="list-style-type: none"> ● Implement local action plan ● Produce a local implementation project plan ● Review progress of plan against audit data and targets ● Meet monthly ● Report to the operational group

Models for the strategic tier

- 4.16 In the Northern Ireland context it may be appropriate to amalgamate the strategic and operational tiers. Much will depend on local circumstances and this strategy will not be prescriptive. However to facilitate links with other strategies and plans consideration should be given to incorporating into the structure a partnership that already exists or is about to come into existence. There are a variety of possible models and three are described below.
- Link to District Policing Partnerships.
 - Link to Local Strategy Partnerships.
 - A new strategic group (which might also incorporate the operational tier).
- 4.17 The [District Policing Partnerships](#) are being set up under the Police Act 2000 as a means of holding the police to account for the delivery of a local policing plan and as a mechanism to promote dialogue and co-operation between the police and the local community. Their membership is made up of councillors and independent members. They are an important player in ensuring the success of police reform and the development of Community Policing.
- 4.18 [Local Strategy Partnerships](#) were set up in 2001 to replace District Partnerships. Their remit is intended to be wider than the distribution of Peace II monies and includes drawing up a strategic plan for the District. They will also play a key role in the delivery of the government's Neighbourhood Renewal Strategy. Their membership is comprised of 50% statutory organisations and 50% social partners (voluntary and community).
- 4.19 [A new Strategic Group](#) could be formed if a local area considered that neither of the other two models were suitable. One such model might be to form a company limited by guarantee which could then have a senior partners group, an operational group and task teams within one structure.
- 4.20 The studies in Scotland, England and Wales identified criteria for successful community safety partnerships. Using those criteria, the table below provides an analysis of the relative strengths of each of the models identified above.

Criteria for success	DPP	LSP	New CSP
Appropriate membership	X	✓∅	✓
Integral part of the District Planning Framework	✓*	✓	?
Can deliver commitment of key players	X	✓	✓
Links with other partnerships and strategies	✓*	✓	X
Provides access to other funding	X	✓	X
Reduces bureaucratic burden	✓	✓	✓+

∅ though not all LSP currently have police representatives

* link to policing plan only

+if strategic and operational tiers amalgamated

4.21 The studies of community safety in England, Scotland and Wales recommended that the community safety strategy should be part of an overall strategic plan for the local area. This recommendation is endorsed as a means of mainstreaming community safety and ensuring links with other partnerships and strategies. **The community safety strategy should therefore be presented to and endorsed by the body responsible for developing and ensuring delivery of the local strategic plan.** This will ensure that there is endorsement of the community safety strategy by elected representatives and independent members in the context of an overall strategy for the local area. In many local areas the local strategic plan is being taken forward by the LSP. This may also provide an opportunity to secure matching funding from Peace II.

4.22 The strategic group cannot deliver community safety on the ground but it is clear that a strategic view will be important, and it is recognised that different approaches may be adopted in different areas. Evaluation of such different approaches will contribute to the identification of the optimum model which will in the longer term be established on a statutory basis. It would also be helpful to establish clear links between the DPP and the community safety arrangements.

Other membership issues - Operational and Task Groups

- 4.23 A vital element in any successful partnership will be the inclusion of the community. Local community safety partnerships should examine methods of including community organisations, groups and individuals within the wider community into partnerships. This will help to generate ownership for the strategy at community level with those who will be directly affected by the strategy. District Council Community Forums may be a good source of potential representatives, but others could include NIHE’s Tenants Associations or groups affiliated to the Rural Community Network.

- 4.24 A number of voluntary operational partnerships have already been established in Northern Ireland. The two examples below of existing partnerships give an indication of the range of organisations involved.

Case Studies - Community Safety Partnership Members	
Antrim	Ards
Antrim Borough Council	Ards Borough Council
PBNI	PBNI
NIHE	NIHE
Police	Police
Homefirst Trust	Ulster Hospital Community Trust
Youth Service	SEELB
Community Forum	Chamber of Trade
Women’s Aid	NIHE Consumer Panel
Women’s Group	Youth Forum
Town Centre Management	
Local Clergy	

Local Community Safety Strategies

4.25 Local community safety partnerships will require detailed information on the issues in their areas in order to inform the local strategy. Much information will already be available, but further work will be needed to develop a complete picture. A community safety audit will help identify local problems and establish priorities. The audit will involve the collation and analysis of relevant statistical information held by each of the partner organisations and will involve consultation with the local community.

4.26 The first stage in the audit process is to assess what local information is already available from the partner organisations. [Examples](#) of the type and source of information are illustrated in the table below.

Data type	Source
Recorded crime	Northern Ireland Office
Local crime information	DPP/PSNI
Road traffic incidents	PSNI
Drug users, drug seizures	Drugs Co-ordination Team, Probation Board, PSNI
Vandalism	Council, NIHE, Education and Library Board, Translink
Unemployment	Department for Employment and Learning
Truancy	Education and Library Board
Violence/assaults	Hospitals, Women’s Aid, Rape Crisis

4.27 The second stage is to consult the community. The purpose of this consultation is to gather information on the [perceptions](#) of local residents, the business community and town centre users about community safety issues. Again the first action should be to ascertain what relevant consultation has already been conducted by individual partner organisations and then use the consultation process to fill gaps in the available information. All the partner organisations should work closely together to identify their information needs and collectively develop a strategy for obtaining that information. This should ensure that the community is not being consulted on the same issues by different groups at different times. A guidance paper has been published on conducting a community safety audit “Community Safety Auditing Sound Options - Hard Facts”.¹⁴

¹⁴ “Community Safety Auditing Sound Options - Hard facts” available from the Community Safety Policy Unit, Massey House, Stony Road, Belfast BT4 3SX

- 4.28 Detailed guidance on developing a local community safety strategy using the community safety audit information can be found in the document “From Audit to Action” issued by the Community Safety Policy Unit.¹⁵
- A local strategy should seek to reduce crime, disorder and the fear of crime in the district council area.
 - It should also, as far as possible, seek to reduce the causes of crime.
 - It should reflect:
 - the concerns expressed by local people
 - the recorded rate of crime for the area
 - the level of anti social behaviour and
 - other problems identified and quantified in local housing estates or town and village centres.
 - It should clearly set out what it is going to do about these issues, set objectives and put in place measurements to show how successful it has been in delivering this.
 - Most importantly, the strategy should be clear about which organisations will be responsible for taking forward the appropriate action to achieve the defined objectives. An example of an action plan can be found at Annex B (at the end of this document).
- 4.29 Clearly partnerships will need assistance to get started, especially where there is no legislative requirement to undertake this role. The proposed Community Safety Unit will be responsible for providing help, guidance and funding to partnerships.

Community Safety Unit

- 4.30 The Criminal Justice Review recommended the creation of a central government Community Safety Unit (CSU). Government endorses this recommendation and work has already begun to establish the CSU. In September 2001 the NIO established a Community Safety Policy Unit to take forward the recommendations in the interim. This section of the strategy will examine the role of the CSU, its position within central government and its relationship with other bodies.

Roles and functions of a central Community Safety Unit

- 4.31 The main functions envisaged for the CSU are set out below:
- Develop a community safety strategy for Northern Ireland.
 - Influence other Government Departments’ policies to ensure that community safety issues are recognised and addressed.

15

“Implementing Community Safety and Crime Reduction, From Audit to Action” available from the Community Safety Policy Unit, Massey House, Stony Road, Belfast BT4 3SX

- Provide information, advice and guidance to local community safety partnerships.
- Fund projects that assist to deliver central government crime targets.
- Fund projects that deliver local targets and innovative projects.
- Forge relationships with those dealing with community safety in other countries.
- Advise Ministers on community safety issues.

Develop a community safety strategy for Northern Ireland

- 4.32 This document represents the first step in devising a community safety strategy. There will be a period of extensive consultation on this document and based on this consultation a final document will be issued. The Central Unit will be responsible for promoting that document and for assisting with any legislative changes that require to be made. The CSU will also monitor the progress of the strategy and make any changes that are necessary to make implementation easier and smoother.

Influence other Government Departments' policies

- 4.33 The Criminal Justice Review recommended that on devolution the Central Unit should be housed within the Office of the First Minister and Deputy First Minister. This would be a matter for the Northern Ireland Executive to decide in due course. Until devolution of criminal justice issues, the CSU will be located within the Northern Ireland Office. The CSU will seek to establish relationships with OFM/DFM and other NI departments to ensure that crosscutting issues can be dealt with effectively.

Provide information, guidance and advice to local community safety partnerships

- 4.34 The Community Safety Centre has already published a series of useful guides designed to assist with the creation of successful partnerships. The CSU will continue this work and will not only develop other written materials, but also provide practical first hand assistance to new partnerships to help them get started.
- 4.35 The CSU will also publish material on good practice and successful projects. It will help partnerships to establish evaluation systems to monitor how successful projects and overall strategies have been.
- 4.36 Finally the CSU will take the lead in establishing accredited training programmes. These will be essential for community safety co-ordinators but will also be of interest to community groups who may wish to develop programmes and projects of their own to assist with achieving local strategic targets.

Fund projects that assist the meeting of central Government crime reduction targets

4.37 Chapter 3 of this strategy set out the Government's targets for the reduction of certain types of crime. Funding will be made available to the CSU to assist with the achievement of these targets. The CSU will therefore be responsible for supporting a programme of projects and activities to undertake this function. These will include:

- Regional projects designed to have an impact across Northern Ireland.
- Supporting local partnership projects that will impact on regional targets.

Fund local projects and new and innovative projects

4.38 The CSU will also make available funds to support local partnerships and take forward projects that will impact on local problems. It will mainly be made available to projects that have been shown to be successful elsewhere, though money will also be targeted at new and innovative projects.

Forge relationships with those dealing with community safety in other countries

4.39 The CSU will develop and maintain close relationships with other countries with community safety programme and strategies. The closest links will be formed with neighbours in the rest of the United Kingdom and the Republic of Ireland, though opportunities will be taken to take lessons from elsewhere. The aim of this is to ensure that Northern Ireland is kept up to date with best practice elsewhere. Information will be provided on a regular basis to partnerships and opportunities for partnerships to visit projects elsewhere will be made.

Advice to Ministers on community safety issues

4.40 It will be an essential part of the CSU's remit to keep Government Ministers informed about developments in community safety. There may, for example, be a requirement to introduce new legislation to deal with problems specific to Northern Ireland. In addition, Ministers will need a Northern Ireland perspective on changes to UK domestic legislation. Ministers will also need to be informed about progress on achieving regional targets and how successful local partnerships have been in tackling local crime problems.

Staffing the Community Safety Unit

4.41 The core staff of the CSU will bring together individuals with a working experience of community safety on the ground together with those who have experience in developing programmes within government.

4.42 In line with the Criminal Justice Review, secondments will also be sought from a range of organisations to the Unit, both to deal with specific issues and to enable them to bring their experience and learning to the Unit. This could include individuals not only from criminal justice agencies, but other agencies with an interest in community safety issues such as the Housing Executive and

Social Services. Secondments from the private sector will also be welcome and if funds permit, attachments will be offered for short periods to the voluntary and community sector.

- 4.43 Proposals for the staffing of the CSU will be developed in Spring 2002, following consultation, with a view to establishing the Unit in October 2002.

Community Safety Council

- 4.44 The Review recommended the creation of a non-statutory and advisory Community Safety Council which should comprise representatives from local partnership bodies together with representatives of the relevant departments and statutory agencies and be supported by the CSU.
- 4.45 The Government accepts the need for such a body broadly on the lines described and will conduct further research on the optimum model. For example the Scottish Executive has recently established such a body and its terms of reference and membership will be examined along with other similar bodies in other sectors to ensure that such a body would add value to the proposed structure for community safety.

Accountability

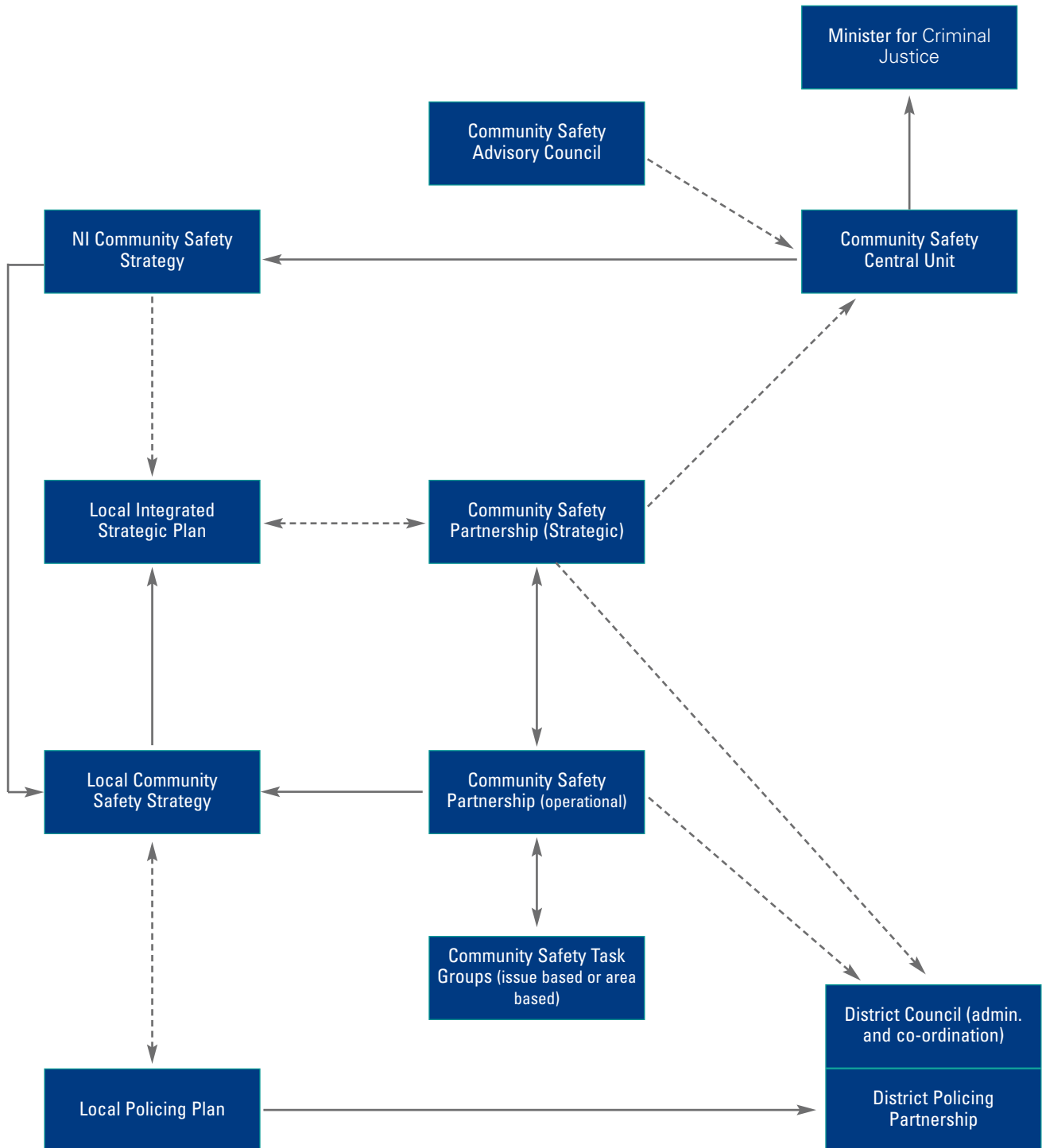
- 4.46 There are important issues around accountability and relationships between the various structures set out in this chapter.
- The Community Safety Unit will be accountable for its functions and actions to Ministers. In particular, it will have to account for its programme expenditure and for the overall impact of the strategy on community safety, especially the reduction of crime and fear of crime.
 - With regard to local strategies, where local community safety partnerships are established, LSPs or whichever other bodies fulfil the strategic role might take on this responsibility on a voluntary basis in the interim.
- 4.47 Local partnerships are encouraged to seek the advice and guidance of the CSU before local strategies are published. The CSU will be happy to review and comment constructively on local strategies and when appropriate make recommendations for improvement. The final document will however remain the responsibility of the local partnership and its partner bodies.
- 4.48 The CSU will also seek to influence and guide partnerships in addressing local problems and to provide direct help and assistance where this is required. In addition, the Unit will draw up guidelines setting out conditions for funding of local projects. The guidelines will include establishing clear links between projects and the local community safety plan.
- 4.49 Local partnerships should consider publishing their community safety strategies and producing an Annual Report outlining progress in achieving the aims and objectives. This will be a requirement when partnerships are placed on a statutory footing.

Key relationships

- 4.50 The CSU will need to liaise closely and establish good working relationships with the NI departments developing strategies for social inclusion/tackling social exclusion, neighbourhood renewal, community relations and equality to ensure congruence. This could be achieved through membership of relevant interdepartmental working groups and/or could be part of the terms of reference of the Community Safety Advisory Council.
- 4.51 It will be important that policing plans also reflect the Government objectives for the reduction of crime and fear of crime and that the policing plan will directly contribute to these. It will be vital therefore for the CSU to establish an effective working relationship with the Policing Board, in view of that body's direct responsibility for policing and, most critically, for local CSP's to have close links with the District Policing Partnership established in their area to hold the police to account. The local police and Council members serving on DPPs will play a crucial role in providing this link. This will ensure that there is consistency, will minimise any potential duplication and will maximise the benefits from cross fertilisation.
- 4.52 The following line drawing sets out how different bodies **might** relate to each other.

Outputs

Accountability



Chapter 5 - Delivering the strategy – resource implications

Introduction

5.1 Clearly it would not be possible to achieve the targets set out in Chapter 3, nor to expect others to contribute to their achievement, without resources. There is a variety of sources of funding available to assist local partnerships and these sources are identified in the paragraphs below.

Funding from Government

5.2 In order to support this strategy, the NIO will provide the following funding;

Year	2002/03	2003/04	2004/05	2005/06	2006/07
Funding	£2,500k	£2,500k	£2,500k*	£2,500k*	£2,500k*

*SR2002 bid submitted

This money will be used to directly assist the implementation of the strategy in the following ways.

Partnership Development Fund

- 5.3 Community safety is a relatively new concept in Northern Ireland and partnerships will require support to work effectively. Thirty per cent of the available funding will be ring fenced for partnership capacity building.
- 5.4 Partnerships need to draw up local community safety plans that will not only set out clear aims and objectives for tackling crime, the fear of crime and the causes of crime, but also detail those organisations responsible for delivering the different parts of the plan.
- 5.5 Experience elsewhere clearly shows that partnerships work best when a co-ordinator is appointed to:
- Bring together all the various partners into a partnership.
 - Be the driving force to ensure plans are developed and completed; and
 - Act as the main overseer for the implementation of plans.
- 5.6 Financial support will be provided towards the employment of a co-ordinator over 3 years as follows:
- 100% in Year 1.
 - 100% in Year 2.
 - 75% in Year 3.

- 5.7 A full evaluation of the co-ordinator role will be conducted in Year 3 to inform future funding arrangements.

This funding will be made available where:

- There is evidence that an appropriate partnership has been formed.
- The partnership is willing to work with and be advised by the central community safety unit; and
- One of the partner organisations is willing to be the employing body for the co-ordinator.

Other activities that would be funded from the partnership fund include:

- Training for co-ordinators and others involved in delivering community safety.
- Capacity building seminars and other capacity building activities for example assistance with community safety audits.
- Access to best practice through networking and the provision of information and guidance manuals.

Community Safety Challenge Competition

- 5.8 Seventy per cent of the total available funding will be set aside for local and regional projects that tackle the key issues outlined in Chapter 3. An initial notional allocation to district council areas will be made based on crime rates and social disadvantage.

Local partnerships can apply for funding for projects to tackle the specific crimes in their area identified by conducting a community safety audit. The projects must appear in the local action plan and can be delivered by statutory, community or voluntary organisations.

Local Community Safety Partnerships will submit bids for specific projects and these will be assessed in accordance with a set of funding criteria. Projects could include community audits, small scale capital projects, a contribution to revenue projects, evaluation for larger projects and feasibility studies.

The funding criteria will be designed to ensure that partnerships have identified their needs through an appropriate process and that the projects have the support (financial and other) of a range of statutory, voluntary and community organisations, including the police. The funding criteria and application guidance packs will be published following consultation on this strategy.

Funding from other Regional Schemes

- 5.9 Partnerships can apply to a range of sources to assist with the development and implementation of community safety plans. The National Lottery has already been successfully approached by a number of organisations with community safety initiatives. Peace II funding (and Transitional Objective 1) also creates

further opportunities to attract funds for community safety purposes. These could include regeneration of rural and urban areas, safer transport links, employment and training opportunities (both general and community safety related) and environmental projects.

Funding from other strategies

- 5.10 There are other existing strategies which could provide funding for community safety partnerships. For example, the Northern Ireland drugs strategy has provided funding in the past for projects that tackle drug related crime. Further funding may become available from this source and from the implementation of the alcohol strategy.
- 5.11 There are other Departmental strategies that can be used to help tackle some of the underlying causes of crime. Education, health and employment strategies can be examined and projects designed to take advantage of the funding that is available.
- 5.12 Finally, local strategies designed to improve facilities and the quality of life in specific areas, can provide a further source of funding. In particular, the Belfast Regeneration Office and the Londonderry Regeneration Initiative have funded community safety projects in the past and it may be possible to use these schemes in the future.

Training

- 5.13 Community safety plans should have clear objectives, outcomes and performance indicators. A range of organisations will have the responsibility for meeting specific targets that will add up to the sum of the overall plan. On top of this, there is a need for easy, accurate and reliable measurement of the success of initiatives.
- 5.14 It is therefore reasonable to expect those engaged in and tasked with community safety should do so to a level of competency, that is transparent and of an agreed minimum standard. To facilitate this the CSU will work with partnerships, training providers and other community safety practitioners to develop a training strategy which will define standards and help those involved in community safety meet public expectations.

The Training Strategy

- 5.15 The training strategy would include the following activities:
- Development of comprehensive training manuals. These would incorporate topics such as:
 - Developing local schemes.
 - Working together to achieve a common target.
 - Crime auditing.

- Setting achievable targets.
- Work plan management.
- Monitoring and evaluation.
- Formal accredited training in community safety delivered locally.
- The provision of technical assistance and expert guidance to local partnerships

and would be aimed at the following groups:

- **Local Community Safety Partnerships.**
 - Local government employees dedicated to the task of community safety as their primary responsibility.
 - Statutory sector employees whose core function is community safety, e.g. Probation, Youth Service, Social Services, Police.
- **Town centre partnerships.**
 - Employees of the Town Centre Management or local council dedicated to the task of ensuring public safety, contributing to reducing the fear of crime and the opportunity for crime.
 - Employees contributing to increased community safety in public spaces, e.g. "stewarding" in crowd control (youth events, preventing youth disorder in public spaces of clubs and dances).
 - Accredited "door attendants".
- **Neighbourhood Schemes.**
 - Public sector housing initiatives.
 - Employees dedicated to the task of reducing fear of crime and increasing community safety as neighbourhood wardens, potentially delivered through the NIHE or Housing Association.
 - Community groups working with partnerships or independently; and
 - Rural "good neighbour", "neighbourhood alert and watch" projects.

Resources

- 5.16 The CSU will co ordinate the training strategy and develop associated accredited training programmes to meet the requirements of the strategy. It will however require the assistance of others working in the community safety field to provide the multi-disciplinary approach required. It may therefore be necessary to set up a training sub-group to include the Unit and several agencies in order to obtain the necessary technical support and to deliver components of the training.
- 5.17 The CSU will be responsible for funding the foundation seminars and the proposed training sub-group. However there would be an expectation that individual organisations would take on some of the expense of putting individual candidates through the courses.

Publicity

5.18 Since 1989, the Government, with assistance from a range of advertising companies has developed a number of public advertising campaigns aimed specifically at tackling crime. Media used has included:

- Television advertising (Lock around the Clock).
- Bill boards.
- Free booklets.
- Radio advertisements.
- Newspaper distribution and advertisements.

Depending upon the type of media chosen to address the crime issue, the expenditure on individual projects has ranged from £50k to over £800k.

Targeting information

5.19 Advertising and publicity can serve to raise the public's awareness about crime. People can be encouraged to install security devices or improve their own personal security through public information campaigns.

Other examples have included localised crime campaigns addressed at a particular community, relating to a seasonal issue eg Christmas shopping or to a group of people such as caravan and/or boat owners.

However, ensuring that television campaigns target the "right" group in relation to specific crimes is a difficult objective to achieve. While not always possible it can be simpler to target groups by directing information through other means e.g. hand out advice on bogus callers to pensioners when they collect their pension at the Post Office.

Advertising campaigns are also useful opportunities to involve the business sector, for example the insurance industry. They may regard expenditure on crime prevention leaflets as an opportunity to advertise their services, while encouraging policyholders to adopt advice which will reduce claims and settlements.

Recommendations

- Government believes that publicity and awareness campaigns around crime prevention/community safety can be effective.
- Opportunities will exist for regional and localised advertising, targeted at a small geographical location or a certain target group.
- Any campaign should target an identified and quantified crime problem.
- Where a crime, such as theft from caravans is cyclical or seasonal in nature, pre-emptive education and awareness campaigns should be adopted.

- Evaluation should be carried out for all programmes, but the methodology chosen should be appropriate to the level of expenditure being incurred.
- Localised campaigns should be published and circulated to the CSU.
- The CSU will offer advice on best practice. Resources are usually scarce, and every effort should be made to avoid duplication of effort, and to maximise the potential benefits from any designed campaigns.
- Where possible, local crime prevention campaigns should involve local communities and businesses. Local CSPs can assist in the delivery of such work. The business, or non government contribution to any campaign could take many forms. It need not be cash based, but examples could be reduced cost or free design / printing / distribution, access to distribution through commercial associations, secondment of a member of staff for a period.

5.20 At a regional level the CSU will concentrate on the nine key issues identified in this strategy and especially those where specific targets for reducing crime have been identified. The CSU will publish annually the themes to be addressed in a campaign programme. In turn local partnerships can integrate their advertising campaigns with these themes. The regional campaign will be rigorously evaluated and the results of this evaluation will be published.

Research and evaluation

The need for research and evaluation

5.21 In their international literature review of community safety structures¹⁶, Crawford and Matassa note that:

“It is widely recognised that evaluation is the most deficient aspect of crime prevention and community safety practice...” “The international review reveals that methodologically rigorous research in the field of crime prevention and community safety is the exception rather than the norm.” (p. 118)

Research and evaluation is needed in three key areas:

- Local evaluations of programmes which have been found to be effective in significantly different circumstances (e.g. North America).
- Evaluation of programmes which have been inadequately evaluated elsewhere (e.g. interventions with offenders and drug users).
- Long-term evaluations of programmes aimed at reducing criminality (e.g. multi-faceted programmes including interventions with children, parents, schools and the community).

The Criminal Justice Review recommended that:

- Evaluation should be an integral part of business planning for the development of new policies and programmes.
- Provision for evaluation should be included in the funding of crime reduction projects.

¹⁶
[Crawford, A. and Matassa, M. (2000) *Community Safety Structures: An International Literature Review*, Research Report 8, Criminal Justice Review Group]

Crawford and Matassa also stress the importance of including process evaluation in addition to outcome evaluation, as research suggests that “implementation failure” is a major reason for the lack of success of many crime prevention initiatives.

Managing evaluations - minimum requirements and best practice

- 5.22 The cost of carrying out a full-scale evaluation in accordance with recommended standards can be prohibitive and may often seem out of proportion to the actual project budget.

In recognition of this, it is proposed that the bulk of evaluation funding should be targeted at a smaller number of projects in accordance with guidelines to be published following consultation. This would ensure that, although the total number of full evaluations may be small, they could all be of a high standard.

However, there will still be a need to ensure that project money is spent in an appropriate manner, and this will necessitate some minimum requirements for monitoring and evaluation of all funded projects.

Funding

- 5.23 The allocation of funding for evaluations will therefore prioritise programmes where:
- No previous evaluations exist; or
 - Previous evaluations did not meet required standard; or
 - Previous evaluations were carried out under significantly different local conditions.

Evaluations managed by partnerships

- 5.24 Funding for evaluations can be allocated to local partnerships along with project money, leaving the local partnership to either carry out or commission and manage the research. Local partnerships will need to demonstrate that they have the necessary minimum level of expertise and capacity to take on the task.

Role of the CSU

- 5.25 There is also a need for practitioners to be able to access information about what works and what does not work in the area of community safety interventions, in order to avoid repeating mistakes made elsewhere and to take advantage of successes. The CSU will commission a review of the ‘what works’ literature for community safety to provide a searchable database of evaluated programmes which will be easily accessible by community safety practitioners.

List of Organisations consulted in Developing this Strategy

Belfast Education and Library Board

Chamber of Commerce and Trade

Community Relations Council

Department for Education

Department of Health, Social Services and Public Safety

Department for Regional Development

Extern

NIACRO

Northern Health and Social Services Board

Northern Ireland Housing Executive

Northern Ireland Office

Police Service for Northern Ireland

Probation Board for Northern Ireland

Society of Local Authority Chief Executives

Translink

Victim Support

Youth Council for Northern Ireland

Extract from Action Plan

Aim: To create a safer environment for people using the city centre at night

Objective	Lead Co-ordinating Agency	Actions Timescales	Relevant Partners	Performance Indicators	Outcome Targets	Costs	Budget
To reduce alcohol related anti-social behaviour	Town Centre Management	To introduce a training scheme for door staff by x	Council Police	Number of alcohol related anti-social incidents	A reduction in disorder incidents in the city centre by x%	£x	
	Police	To introduce targeted police patrol at pub and club closing time by x	Police Town Centre Management			2 Police Officers patrolling between 11pm and 2am	
	Health Promotion	To introduce a health promotion code on beer mats by x	Health Promotion	Number of beer mats circulated		£x	

Questions for consultation

Chapter 1

- Is the strategy structured correctly?
- Is the scope of the strategy relevant?

Chapter 3

- Do you consider that the nine key areas listed in this Chapter are the relevant areas on which the strategy should focus? Could others be added without diluting or stretching resources too far?
- Are the areas listing specific reductions in reported crime, ie car crime and domestic burglary the most relevant ones? If not, what else should be covered?
- What are realistic targets in these areas?
- Does the strategy strike the right balance between Government activity and what local partnerships can do?

Chapter 4

- Are the interim arrangements for establishing local community safety partnerships feasible?
- Where should statutory responsibility lie?
- Are the suggested working arrangements feasible? In particular, should local strategic partnerships and the District Council approve community safety plans, before implementation?
- Is the membership of the operational group sufficiently flexible to meet different local needs?
- Are the functions envisaged for the Community Safety Unit appropriate?
- Is there a case for a Community Safety Advisory Council?
- Is there sufficient accountability for community safety plans?

Chapter 5

- Is the split of resources between partnership development and funding projects appropriate and at the right level?
- Are there other activities which should be funded separately?
- What safeguards should be built into the funding criteria to ensure that resources are used appropriately?
- Is specific training required for community safety?
- Does the outline strategy cover all the right areas? Are there omissions?
- Where there are limited resources should these be targeted to those areas where targets for reductions have been set?
- Is there evidence available to suggest which type of media campaigns are the most successful?
- Are there other methods of raising awareness not covered in this section?
- Should evaluation of projects be mandatory for all projects?
- Should evaluations be commissioned and managed centrally or locally?