Concluding Remarks: Partnership

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What's Coming up

- What is partnership?
- Why does crime prevention especially need partnership?
- Who is responsible for preventing crime?
- How does partnership fit within the crime prevention process?
- What is community?
- What are the problems and costs of partnership?
- What are the 'design-dimensions' of partnership?
- Development, maintenance, evolution or extinction of partnerships
- Importance of evaluation
- Conclusions

First, Some Background

Sources of knowledge/experience

- Involvement in UK crime prevention demonstration projects
- Supporting & evaluating UK crime prevention programmes e.g. Safer Cities
- Serving on Council of Europe Expert Group on Partnership in Crime Prevention, and COE team developing crime prevention in **Lviv, Ukraine**
- Working with Niedersachsen Beccaria Project on quality in prevention
- Various collaborations with
- Developing and applying 5Is process model to capture good practice in crime prevention, including on partnership
- Participating in projects undertaking co-design with designers, businesses and crime prevention practitioners
- Listening to descriptions of real-world crime prevention projects by the originators – including during this conference!

What is Partnership? Council of Europe Definition

- Partnership is an **institutional arrangement** that shades into a **philosophy**
- It is a way of **enhancing performance** in the delivery of a **common goal**
  - By taking **joint responsibility** and **pooling resources** by different agents
  - Whether these are public or private, collective or individual
- The **added value** from such a collaborative approach stems from an improved ability to tackle problems whose solutions
  - Span the **division of labour**, and/or
  - Centre on a particular **locality** or **non-geographic community**

What is Partnership? Council of Europe Definition

- The **agents** in partnership may bring with them conflicting or competing interests, and different perspectives, ideologies and cultures
  - So, in democratic and legally-regulated contexts, they seek to act together without loss of their separate **professional identities**, without unacceptable or illegal blurring of **powers and interests**, and without loss of **accountability**
- The **goal** in question may be
  - **Ultimate** – usually **crime prevention**, or perhaps tackling the consequences of crime for **quality of social and economic life**
  - **Intermediate –** on the direct route to that goal (e.g. strategically identifying a specific crime problem to tackle, or delivering a service which will reduce the risk of crime)
  - A **supporting task** (e.g. removing some constraining influence such as excessively rigid fire regulations which constrain security measures in buildings)

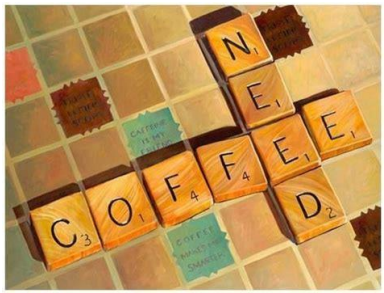
Why does Crime Prevention especially need partnership?

- While we think a lot about the technicalities of partnership, we should also remind ourselves of the **rationale**

- If we narrowly focus on the **crime** itself, its illegality and the '**evil intent**' of the criminal, the response to crime is traditional law enforcement and punishment

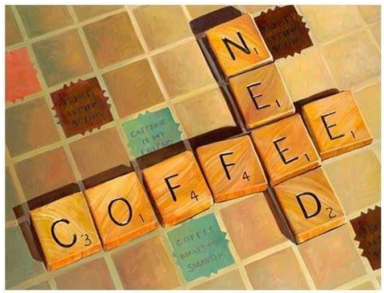
    - Here, partnership has only a narrow role: the only possible partners to the CJS and Law Enforcement agencies are those institutions supporting law enforcement (like private security companies) or dealing with moral education (like religious institutions and schools)

- But research shows that **enforcement-based solutions to crime are limited in scope, not always cost-effective, and can have serious side-effects**



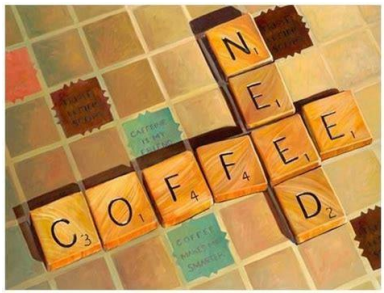
Why does Crime Prevention especially need partnership?

- And crime is a **complex problem – causation** is far wider than 'evil intent' of criminals
  - The **immediate causes of criminal events** range from **situational** to **offender-oriented**
  - In their turn, these can be linked to remoter influences and higher-level social causes involving **community, markets, networks, subculture, economic structure** etc
  - Often, crime seems to be an unwelcome **by-product of other aspects of civil life**, including everyday routine behaviour by victims, manufacturers and marketing strategists, and the policies and practices of official institutions pursuing quite different goals from crime prevention



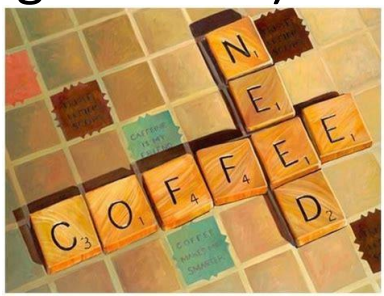
Why does Crime Prevention especially need partnership?

- Likewise, the range of **solutions** to crime has been extended to match our understanding of the causes they aim to block
- These solutions may go wider still
  - If we **holistically** address inter-related problems in a given neighbourhood
  - Or if a strategy to tackle **organised** crime reaches beyond individual criminal events and transactions to intervene in **markets, building controls** etc
- With the broader focus on **community safety**, our interest goes beyond reducing the risk of the immediate **criminal event**, to mitigating the wider harmful **consequences** of crime in terms of
  - The **quality of life** of individual victims and others
  - **Collective interests** such as economic and social **regeneration**



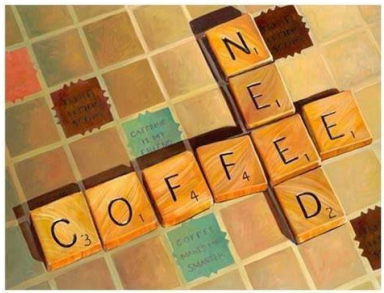
Why does Crime Prevention especially need partnership?

- From the perspective of **government**, crime was seen as a problem in isolation, with isolated causes and isolated solutions
- As we have moved from perspectives focused purely on blame or psychopathology, we now view crime from a much wider angle, both causally and practically
- This 'joining up' of understanding and response works in both directions
  - **Crime** can be the focal problem we wish to address – and may be increased or reduced by the policy of other government departments (e.g. Finance or Environment)
  - Or crime can interfere with the policies of those **other departments** (e.g. Health or Transport)
  - **Solutions to crime problems** can be a by-product of solutions to other issues such as social exclusion or poor education of children; but sometimes, too, solutions to crime can potentially **exacerbate** other policy problems (e.g. hindering rapid transit of air passengers through borders)
  - Thus crime and other policies interact and require **co-ordination**, by one institutional means or another, including partnership



Why does Crime Prevention especially need partnership?

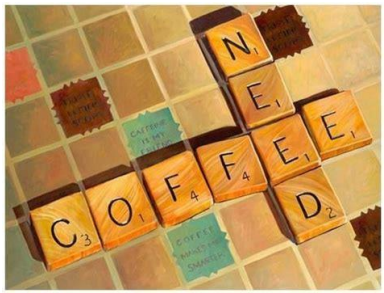
- Taking this broad view further,
  - Most crimes are not simply matters for **control** or repression
  - They may often also require the pursuit of **care** (welfare), and avoidance and resolution of civil **conflicts**
  - But we live in societies with much **division of labour** – these three tasks have often been the province of different specialist organisations or sectors of the community
  - Rather than problems being treated in the round, the organisations that deal with them may act in **isolation** from one another and from the informal community, out of step, sometimes in **opposition** and pursuing **institutional autonomy**
  - A problem taken to the police (as often happens in a crisis) is very likely a '**law enforcement**' response; if to social services, a '**welfare**' one



Why does Crime Prevention especially need partnership?

- So, **Partnership** is an institutional arrangement which is fundamentally about correcting the shortcomings of this division of labour, in tackling a range of social problems and solutions which cut across it

- Partnership seeks to re-arrange or re-connect the distribution of **competence** in tackling a particular social problem, **coverage** of the extent of that problem on the ground, **responsibility** for dealing with the problem, and **acceptability** of the information assembled and actions taken



Who is Responsible for Preventing Crime?

- **Responsibility** is an important aspect of partnership, that is worth considering further
- The roots of crime, and the solutions, extend deeply into a whole range of '**civil**' activities from the design of cars and town centres to the process of parenting, the subculture of schools and the relations between different groups within society
- This means that an **equally-wide range of institutions and individuals** can now be said to have some – usually non-criminal – responsibility for causing, curing or alleviating the consequences of crime
- It is important to distinguish between responsibility which is purely **causal**, and that which is also **legal or moral**

Who is Responsible for Preventing Crime?

1. Deliberate, culpable, causation of crime – the **criminals** themselves

2. **Deliberate, culpable 'crime promoters'** who

- Knowingly supply offenders with information, weapons, equipment, moral support etc
- Knowingly purchase stolen goods; neglect an official duty to react to crime
- Otherwise encourage and assist offenders
- **Partnerships** exist between networks of organised **criminals** and crime promoters as much as on the 'good' side

Who is Responsible for Preventing Crime?

3. **Indifferent, careless or intimidated crime promoters** who may contribute to a moral climate or subculture supporting crime, by inadvertently failing, or actively refusing, to carry out these tasks:
   - Protecting themselves and/or their property
   - Exercising social control on offenders and potential offenders
   - Reporting crimes to the police
   - Acting as witnesses
   - Altering the products, services or environments under their control to make it harder to commit crime
   - Inhibiting others from preventing crime, or reducing their incentive for doing so

Such people, or corporations, have a **moral responsibility** which falls short of culpability, but may amount to **negligence**

Who is Responsible for Preventing Crime?

4. **Innocent crime promoters** going about perfectly **legitimate** business entirely unaware that this may cause crime

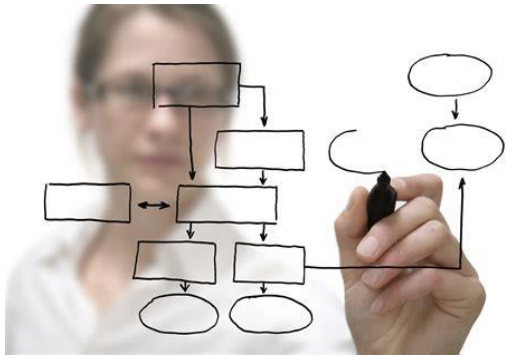
5. **Crime preventers** who **choose to carry out** the tasks *not* done by crime promoters, above, and especially choose to

    - Protect themselves and their property – in other words, potential victims acting out of self-interest
    - Protect others – out of self-interest or a sense of duty, responsibility or altruism
    - Help others choose a life without crime

- Often, prevention involves **changing promoters into preventers**
- With **corruption**, the task is often about stopping people who *sh* preventers, from becoming promoters

How does Partnership fit within the Crime Prevention Process?

- To capture and share knowledge of **practice** and to improve **performance** of individual practitioners and organisations, it's important to have a **process model** of crime prevention



- Partnership fits well with the **problem-oriented** approach to crime prevention
  - This seeks to renounce the traditional, **method-based** approach ('if you are equipped with a hammer, every problem looks like a nail'), or the single **agency-based** approach ('if it's a crime problem, it belongs to the police')
  - Instead, the aim is to give primacy to identifying the **problems** that come to the attention of the police and other agencies, and then selecting the **most appropriate solutions** or developing customised ones
  - Rather than solutions being compartmentalised, the philosophy is to **draw on the resources of whichever agencies and individuals are most competent and acceptable** in providing them
  - The agencies may then act **alone, co-ordinated, or in partnership**

How does Partnership fit within the Crime Prevention Process?

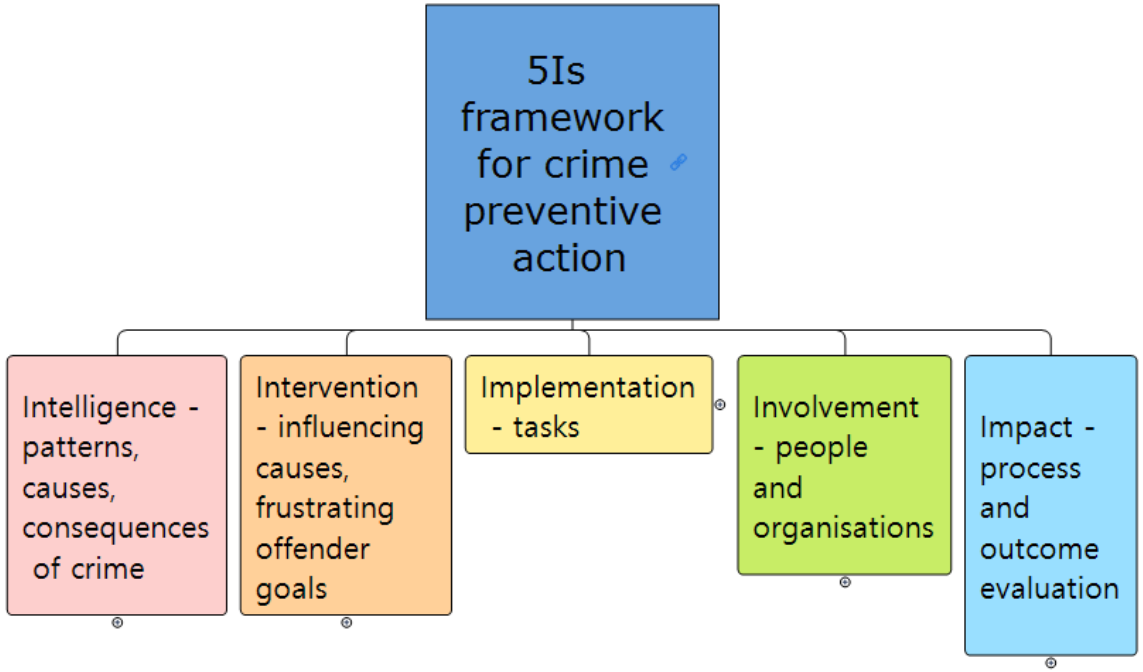
- Real-world crime prevention is **complex and messy**
- We need to capture, organise and share the relevant practice knowledge in some **detail**
  - To make the best use of **past** experience
  - To guide design of **future** preventive action that is customised to **context**
- The **5Is framework** is designed to handle this complexity
- In fact, it was produced for **EUCPN** in 2002

The 5Is Process Model for Crime Prevention

5Is comprises 5 distinct kinds of activity or **task stream**

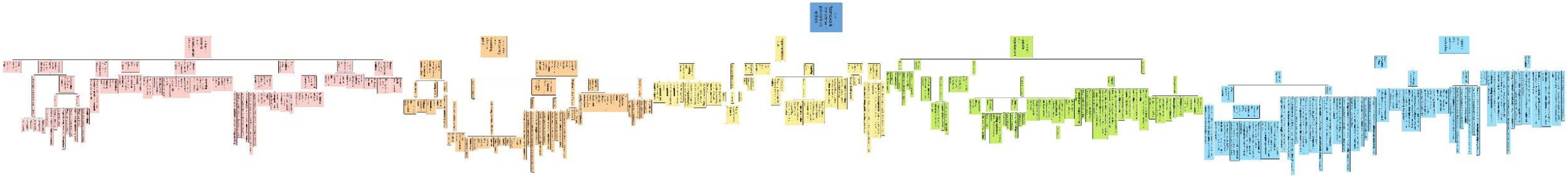
- **Intelligence** – gathering and analysing information on crime problems and their consequences; then diagnosing their causes, and identifying 'risk and protective factors' in earlier childhood associated with later criminality
- **Intervention** – considering the range of possible interventions that could be applied to block, disrupt or weaken those causes and manipulate the risk and protective factors
- **Implementation –** converting the in-principle interventions into practical methods, putting them into effect in ways which are appropriate for the local context
- **Involvement** – covering both **partnership** itself and the more asymmetrical **mobilisation** of other agencies, companies and individuals in the community to play their part in implementing the intervention
- **Impact**, cost-effectiveness and process evaluation – assessment, feedback and adjustment

5Is – Detail

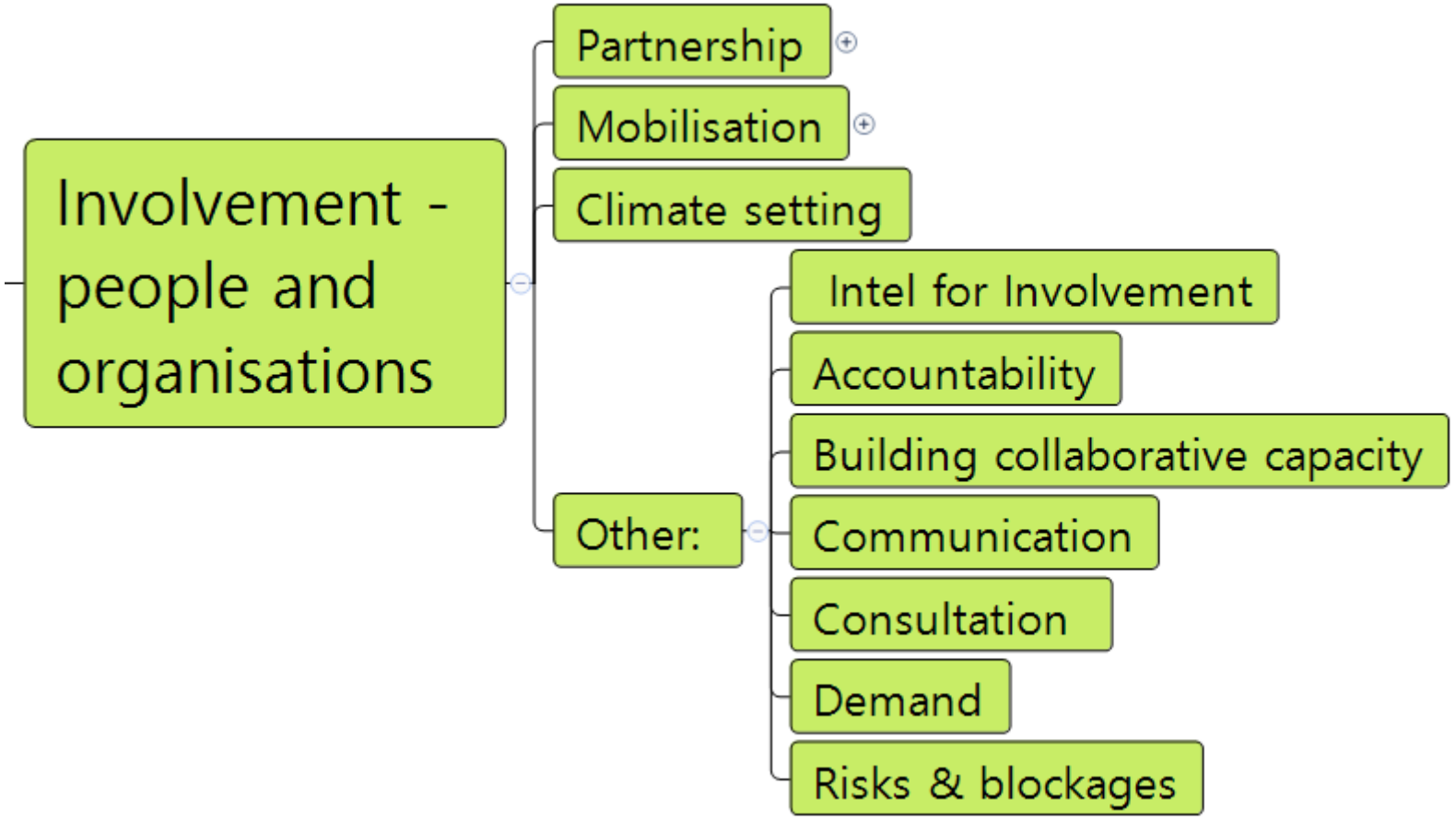


https://5isframework.wordpress.com

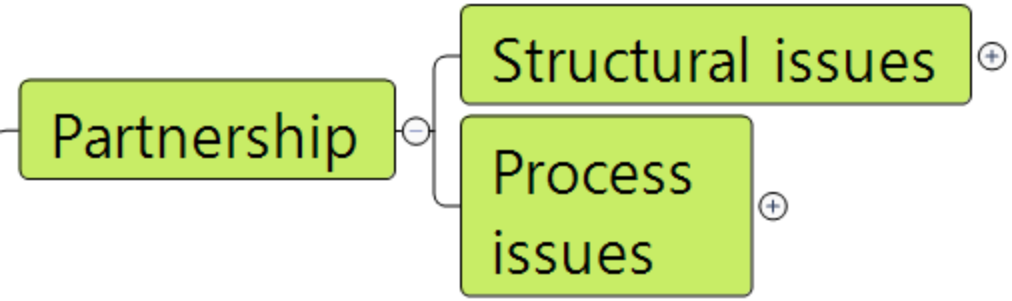
- Lots of it!
- Each task is broken down into many **subheadings** to capture necessary detail
- But every heading represents a distinct aspect of **practice knowledge**



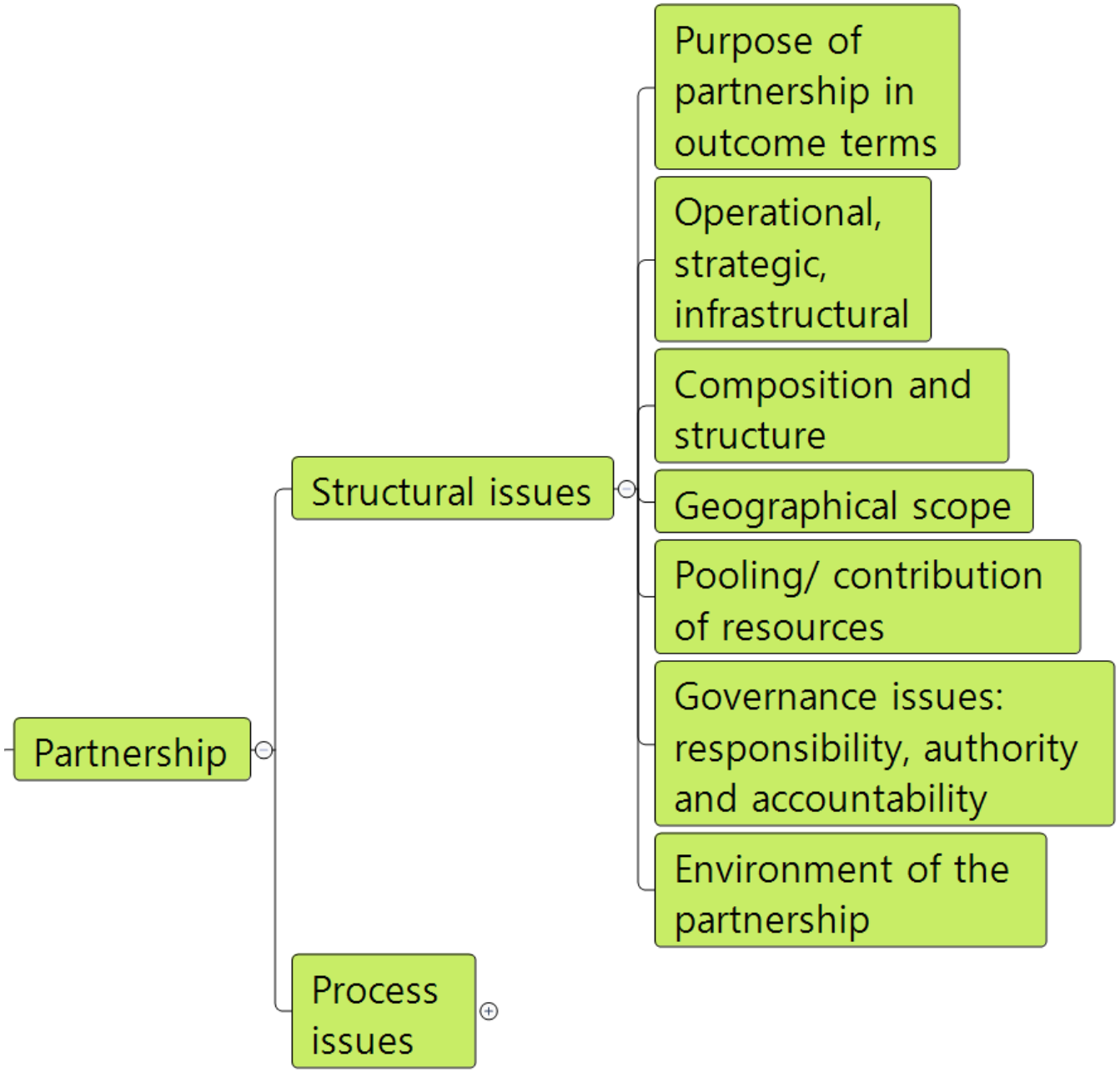
5Is – Detail - Involvement



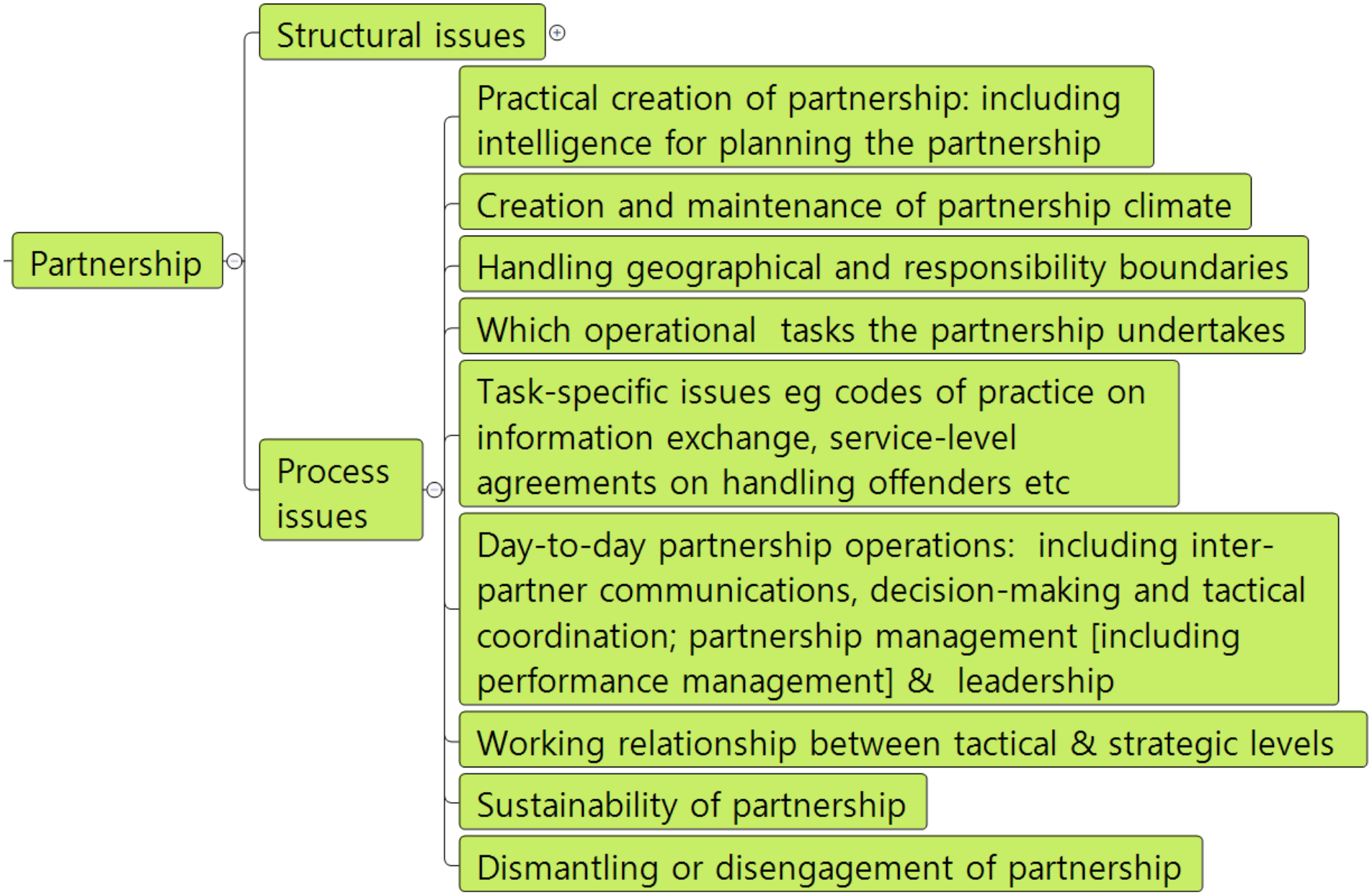
5Is – Involvement – Partnership



5Is – Involvement - Partnership

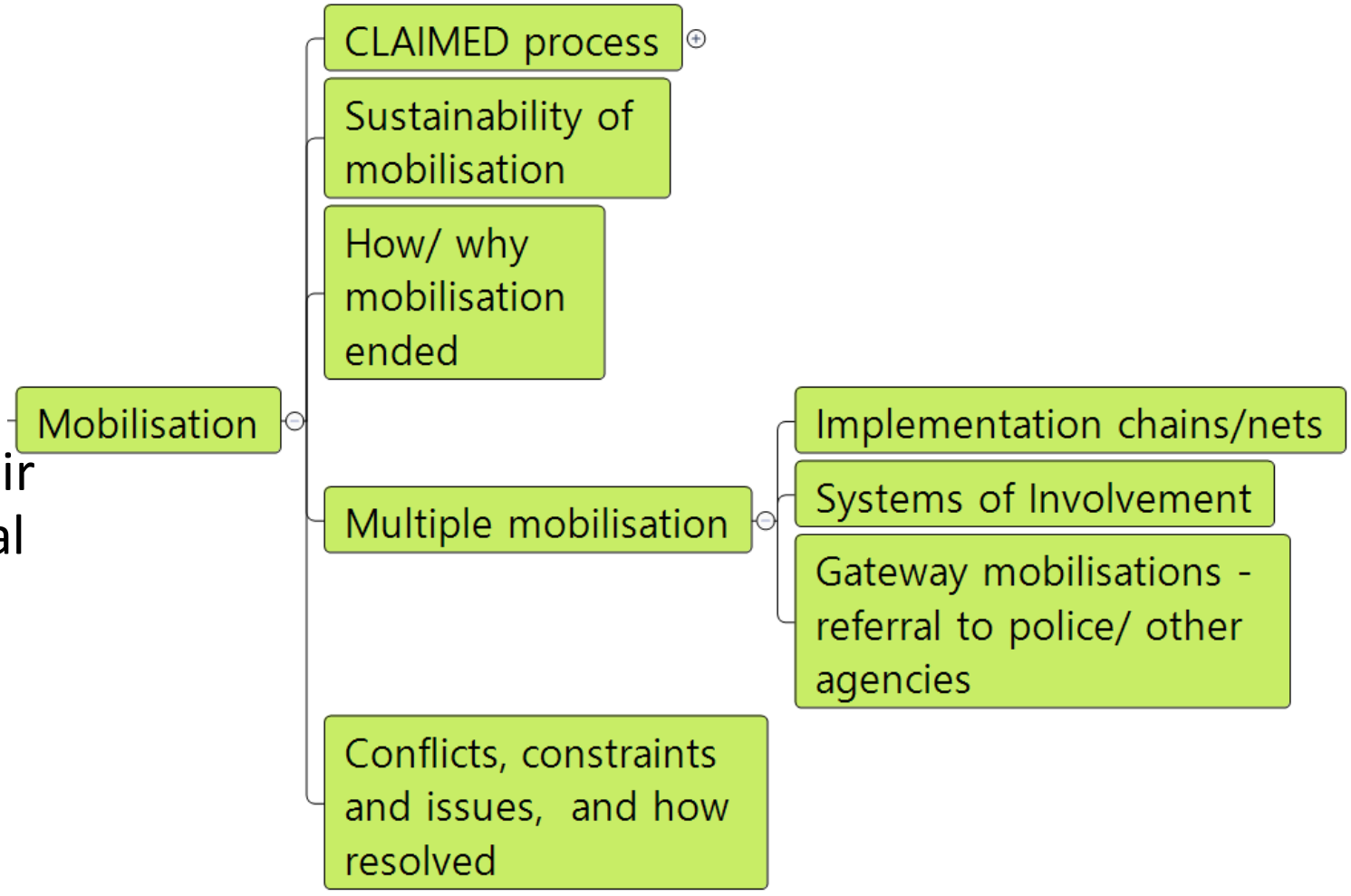


5Is – Involvement – Partnership

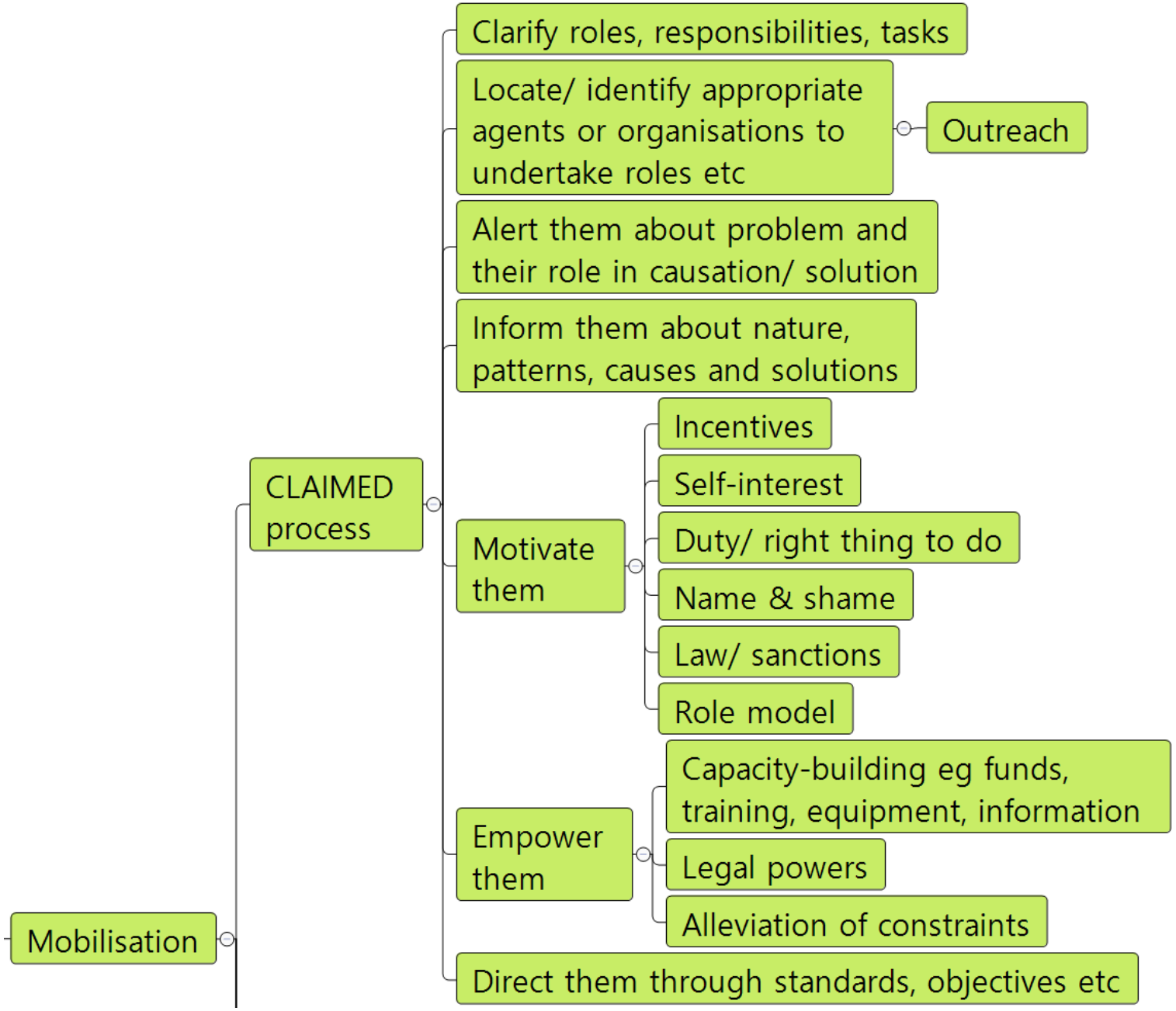


5Is – Involvement – Mobilisation

- **'Official' crime preventers** such as governments, the police and crime prevention partnerships must often act through other public and private institutions and ordinary citizens that are better-placed to play particular roles in crime prevention
  - e.g. architects, clients of architects, or those who train architects)
- They must also stop those who are inadvertently **promoting crime** by their everyday private, public or commercial activities
- This is **mobilisation** – where one agency or partnership deliberately extends responsibility to other institutions or individuals



5Is – Involvement – Mobilisation – CLAIMED process



Mobilisation is a '**top-down**' view with professional/official preventers engaging other individuals/institutions

Bottom-up engagement also occurs

- Local residents, say, may organise to act collectively (such as establishing neighbourhood watch associations, or local shopkeepers initiating anti-theft campaigns) which then attract support from police or local government

Likewise, **co-production** of preventive action, with advantages including local experience and ownership, blurs the divide between partnership and mobilisation

What are the Problems and Costs of Partnership?

- As suggested, partnership appears to be a means of **bridging the division of labour to tackle crime problems** – whose nature, causes and cures respect no institutional boundaries

- But problems of extreme **division** of labour are matched by those from extreme **integration**

  - **Dividing responsibilities** may lead to a narrow treatment of problems, institutional arrangements which are hostage to social change; and an illusion that the responsibilities are being met

  - But **broadening responsibilities** can make a problem nobody's job; and excessive concern with the **crime** consequences of other policies such as education, distorts broader priorities

  - And self-policing or social control produce unacceptable **loss of privacy and independence** in a conformist society – community does not always lead naturally to pluralism

What are the Problems and Costs of Partnership?

- **Splitting up crime prevention skills** and concentrating them within particular agencies may make them over-sophisticated, over-sold, expensive and in short supply
- This may also **de-skill the public**, who may be best-placed to prevent crime
- But **diffusing the skills** in the community may make them weak and under-developed, maybe unfairly applied
- **Dividing** up **power and authority** may produce an unworkable set of checks and balances; moreover, these may be circumvented so that responsibilities are met by illegitimate means (such as illicit access to confidential professional information from another institution)
- But **concentrating power** has been achieved at the expense of equity and the provision of services responsive to the needs of consumers, rather than producers

What are the Problems and Costs of Partnership?

- More dilemmas:
  - Heightened **involvement in the community** of agencies such as the police (through continuity of posting of individuals, and encouragement of officers to get involved in local community life) may support greater mutual understanding and more sensitivity of operations
  - But failure to preserve an element of '**distance**' may destroy professionals' image of impartiality between conflicting local interests
  - Clear **segregation** of the police and judiciary from the local party-political machinery brings freedom from political corruption &reputation for impartiality from political pressures and disputes
  - But it also means a **remoteness** from the levers of local influence, vital for planning and execution of local crime prevention strategies
  - Attempts to respond to crime problems in a **centralised** manner may result in remote, isolated organisations, inadequate local coverage, clumsy standardised responses based on poor information on local conditions, and the neglect of locally-significant problems
  - But inappropriate **decentralisation** may lead to inconsistent, piecemeal or locally extreme approaches, and inefficient duplication of effort

What are the Problems and Costs of Partnership?

- So it makes no sense just to try to turn the clock back to an earlier age where there was little specialisation, all problem-solving was localised and functions such as policing were heavily-embedded in the local community
- We must find ways to get the best of division **and** integration (in terms of effectiveness and legitimacy), whilst filtering out the worst
- Failure to address this means endless **pendulum swings** between division & integration
- Getting the most benefit from partnership calls for **sensitivity** to the choices, and **creativity** in developing solutions that allow the best of both worlds, and that fit the specific cultural and institutional context of each individual country
- So people trying to set up partnerships face a **design** problem – how to make the arrangements **fit for purpose** whilst reconciling a range of **conflicting requirements and trade-offs**

What are the ‘Design-Dimensions’ of Partnership?

- Crime prevention can be undertaken in several modes
  - **Judicial** – via law enforcement – punitive deterrence, incapacitation, supervision, rehabilitation
  - **Extrajudicial** – everything else
    - **Civil** – involving acting on legitimate, everyday processes e.g. shopping, leisure, design of products, places and procedures
    - **Parajudicial** – where the police and probation service act in and on the **civil** world, often in **partnership** – e.g. helping to operate a youth club, ordering clean-up of bottles on the street before a football match

What are the ‘Design-Dimensions’ of Partnership?

- Civil & Parajudicial modes experience particular **tensions & role conflicts**, which those who design and supervise partnerships must resolve
  - By **codes of practice** on
    - Information exchange on offenders and others
    - Which laws to strictly enforce, and which to relax
    - Whether police, magistrates or local governments exceed their **legal powers** in an effort to encourage people/businesses to stop acting as crime promoters
  - By explicit attention to resolving differences between **occupational values and subcultures**, e.g. **enforcement** v **welfare**

What are the ‘Design-Dimensions’ of Partnership?

- The nature of **participation**
  - Expert-professional versus amateur/citizen co-production
  - Representative-democratic versus participative
  - Elected versus official leadership
  - Purely public versus public-private mix
  - Relations between the partnership and its constituent organisations/members

What are the ‘Design-Dimensions’ of Partnership?

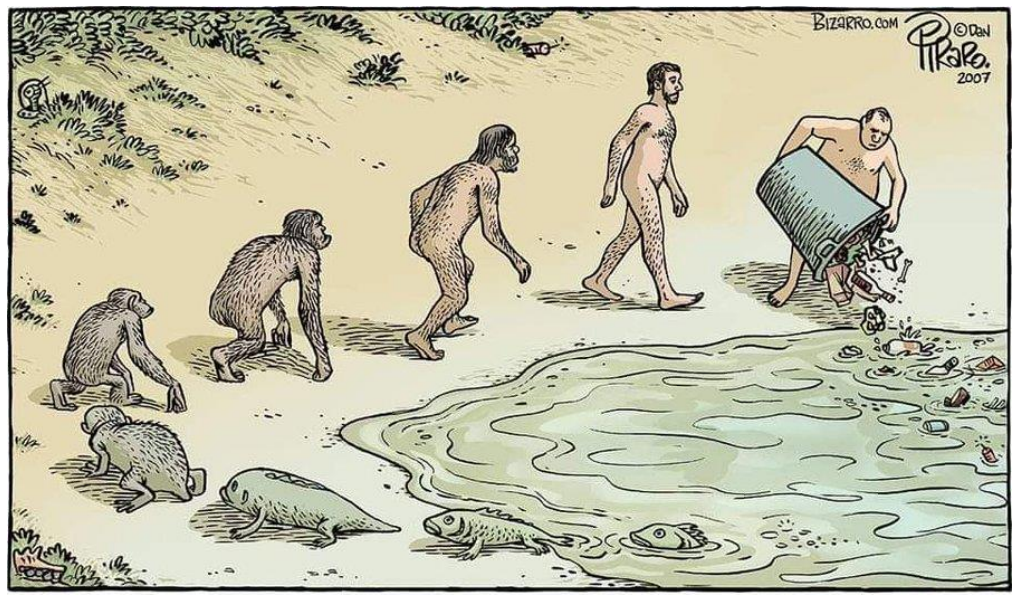
- Alternative **operational models**
  - Formal versus informal
  - Permanent arrangement versus on a case-by-case basis
  - Centralised versus decentralised – subsidiarity, co-terminosity of administrative boundaries
  - Voluntary, commercial, administrative/managerial, and networking
  - Being a co-ordinating body versusdirectly implementing practical interventions
- **Scope** of action
  - Prevention in **general** versus in **specific** sectors – e.g. preventing recidivism, designing built environment
  - Targeting intervention on a **primary, secondary and/or tertiary** basis
- **Legal** context – is there a legal vacuum concerning partnerships, or conflicting laws?

Development and Maintenance of Partnerships

- Development
  - **Top down** versus **bottom up**, e.g. by central government passing enabling legislation and supplying infrastructure and funds, acting in a catalytic role
  - Progression from **informal** to **formal**
  - **Prenuptial agreement** to anticipate the problems that will inevitably arise in partnerships
  - Broader management of expectations and suspicions – **climate-setting**
- Maintenance
  - Handling **turnover** of personnel – especially charismatic directors
  - Exchange of **practice knowledge**
  - Maintaining **creative tensions and diversity**

Evolution or Extinction of Partnerships

- Evolution or extinction
  - Periodic review of the '**state of the partnership**' – self-assessment or formal evaluation
  - Continually **renegotiating division of labour and responsibility**
  - Checking if crime problems, capabilities, solutions and working context have **changed**, and parameters of partnership are still **appropriate**
  - **Exit strategy**



Importance of Evaluation

- Evaluation covers everything from **rapid informal feedback and adjustment** to **formal, rigorous studies** – each appropriate for different purposes
- Emphasised in **EUCPN strategy** – important for
  - Sharing **knowledge** within a wider **community of practice**
  - Giving **accountability** for funds, responsibilities
  - **Improvement**

Importance of Evaluation

- Evaluation can cover
  - The **individual actions, projects, cases or services** that the partnership provides
  - Crime prevention performance of the partnership as a **strategic whole**
    - **Overall impact on crime & community safety** relative to benefits of alternative arrangements
    - Quality of the **set of actions** it generates
    - Partnership **process** – efficiency/ acceptability of partnership's own operations – how well they
      - Conduct the **preventive process** – e.g. 5Is or SARA
      - Use **evidence-based** knowledge of interventions, implementation etc
      - Create a **climate** favourable to prevention
      - Act **transparently**, and respect and make use of **diversity**
      - **Mobilise** individuals and institutions for prevention
      - Establish necessary **infrastructure & guidance** so good quality schemes are initiated and supported

Some Conclusions

- Partnership, and crime prevention more generally, are complex and subtle, both at the level of ideas and the level of actions
- Clear definitions and conceptual distinctions, of the kind presented, are vital to enable policymakers and practitioners alike to
  - Articulate their actions
  - Communicate between and within partnerships, and with wider national & EU community
  - Evaluate good practice
  - Share knowledge of that good practice both nationally and internationally
- Hopefully I've encouraged thinking about
  - What partnership is and what it fundamentally aims to do
  - How, through a process resembling design, we might improve the partnership arrangements across the EU and beyond
  - How we might put ourselves in a better position to decide when, and where, partnership is a more acceptable and cost-effective approach than the individualistic alternative