

Make Communities Safer Delivery Agreement (CSR 2007): Equality Impact Assessment

1. Background

Context

- 1.1 The Government introduced Public Service Agreements in 1998 and these are now a key step in the budget allocation process for Government departments and agencies, setting out the level of service delivery expected in return for the public investment made. PSAs are set out in documents called Delivery Agreements.
- 1.2 The purpose of PSAs is to:
 - Articulate the government's ambitions for public service delivery.
 - To ensure that public services deliver the expected levels of service and can be held to account for this.
- 1.3 Current PSAs cover the period from 2005/06-2008/9. The process for developing the next set of Public Service Agreements, reflecting current and likely future priorities and budgetary considerations, is now complete for the period from 2008/09 to 2011/12, and was published with the Comprehensive Spending Review 2007.
- 1.4 The PSA Delivery Agreement document sets out: the vision for the PSA; the strategy for delivery; and the headline indicators (up to five) through which achievement will be measured. It also sets out the approach to measuring delivery locally.

Aims and objectives

- 1.5 This equality impact assessment relates to the Make Communities Safer PSA Delivery Agreement. The aim of this is to:

Ensure safer communities: Continue to reduce crime and anti-social behaviour through a focus on the issues of greatest priority in each area, and by tackling the most serious crimes and the most harmful offenders.

- 1.6 The PSA is then broken down into four more detailed objectives as follows:

Objective 1: Reduce more serious violence, including tackling serious sexual offences and domestic violence.

Objective 2: Continue to make progress on serious acquisitive crime through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug-misusing offenders.

Objective 3: Tackle the crime, disorder and anti-social behaviour issues of greatest importance in each locality, increasing confidence in the local agencies involved in dealing with these issues.

Objective 4: Reduce re-offending through the improved management of offenders.

- 1.7 The detailed delivery strategy for the Make Communities Safer PSA is set out in the cross-Government Crime Strategy (*Cutting Crime – A New Partnership*) that was published in July, underpinned by a number of more detailed strategies, including the Reducing Re-offending Strategy and the forthcoming violence action plan.
- 1.8 The indicators proposed in the draft Make Communities Safer Delivery Agreement to measure achievement of the four elements of the PSA will be included in the new framework for managing performance across crime, drugs and policing (Assessments of Policing And Community Safety, or APACS), which is currently under development. These indicators also appear in the suite of 200 headline national indicators for managing the performance of local authorities working alone and in partnership, published alongside the Comprehensive Spending Review, from which performance indicators for inclusion in Local Area Agreements from 2008 on will be drawn.

Scope

- 1.9 There has been a drive to ensure greater coherence and alignment between PSAs, recognising that many of the issues covered by the PSAs are interrelated; aspects of the Make Communities Safer PSA therefore support the achievement of other PSA objectives emerging from CSR 2007 and vice versa. However, this equality impact assessment relates exclusively to the Make Communities Safer PSA and the objectives it contains.
- 1.10 As mentioned above, the delivery strategy for achieving the objectives of the Make Communities Safer is contained within a high level Crime Strategy, and a series of more detailed policies and strategies. These will have been subject to their own consideration on equalities issues, so this impact assessment does not seek to replicate that work. The Equality Impact Assessment for the Crime Strategy can be downloaded from the following url: <http://www.homeoffice.gov.uk/documents/crime-strategy-07/>
- 1.11 APACS, the new performance framework that will contain the full range of performance and diagnostic indicators for crime, drugs and policing, will include all of the indicators proposed in the Delivery Agreement for measuring the achievement of the PSA. The vision and aims of APACS explicitly include the provision of information to help improve fairness and equality, and as this will be a cross-cutting theme throughout the framework, an Equality Impact Assessment will not

need to be conducted. However, a consultation on the indicators for inclusion in the framework is planned for November, and input will be actively sought from stakeholders with an interest in equality and diversity issues through this consultation exercise.

2. Methodology

Data collection

- 2.1 The performance of delivery partners in reducing crime and ensuring safer communities is measured through analysis of a range of data and qualitative assessments from a number of sources, including:
- British Crime Survey.
 - The Policing Performance Assessment Framework and related performance frameworks.
 - Her Majesty's Inspectorate of Constabulary.
 - Audit Commission.
- 2.2 These allow performance to be analysed nationally, regionally, and locally – at police force and BCU level, and at CDRP/CSP level.
- 2.3 This data, and other research (including: Citizenship Survey 2005; Statistics on Race and the Criminal Justice System; and the Disability Rights Commission's research on Building Safer and Stronger Communities) is also used to evaluate the effectiveness of policies and strategies to ensure safer communities, including the approach taken to performance management of delivery partners.

Summary of findings from existing evidence

- 2.4 Research and performance data indicates that both the experience and perception of crime is affected by equalities factors. A summary of key findings (explored in more detail in the EIA for the Crime Strategy) is set out below:
- Those living in a deprived area are more likely to be victims of crime, and to have higher levels of worry about crime and perceptions of anti-social behaviour.
 - Mixed and BME groups are less likely to have confidence that the CJS respected the rights of those accused of committing a crime and treated them fairly when compared to white people.
 - Minority ethnic groups were most likely to expect to be treated worse than other races by the police when compared to other organisations.
 - Mixed, Black and Asian groups are more likely to be stopped in a vehicle by the police, and are more likely to say that they felt upset about it than white people.

- Fear of attack due to skin colour, ethnic origin or religion is considerably higher for minority ethnic groups.
- Black people are more likely to be arrested than white people.
- Levels of worry about burglary, vehicle crime and violent crime are higher among non-white groups.
- Perceived increases in the rate of crime over the past two years is more prevalent among women and older age groups.
- Worry about violent crime is higher among women.
- Women are more likely to be victims of domestic violence, to suffer 4 or more attacks, to suffer greater injury and to be classed as chronic victims of domestic violence than men.
- Young people have higher levels of confidence in the CJS.
- Levels of perceived anti-social behaviour decrease with age.
- Confidence in the CJS is lower among those who reported having a limiting disability or illness than those who did not.
- Disabled people have a heightened fear of crime.
- Those with learning disabilities suffer high levels of harassment.
- Other disparities on which data is available include: educational level (fewer people with higher levels of educational attainment believed crime rates had risen compared with those with no educational qualifications); living arrangements (those in private rented sector were less likely to perceive increase in crime than those in social rented sector or owners); and perceptions of anti-social behaviour were higher in urban rather than rural areas, and among social renters as opposed to owners or private renters.

3. Consultation and involvement

- 3.1 There has been very significant consultation with stakeholders, including the Commission for Racial Equality and other stakeholders with particular interest and experience in equalities issues, on the Make Communities Safer PSA. This has led, for example, to strengthening of the first objective of the Delivery Agreement (on the most serious violence) to reflect the fact that minorities are disproportionately affected by serious sexual offences, domestic violence and hate crime and that a national focus on this objective will help to address inequalities in personal safety. This is cross references within the Equalities PSA.

4. Assessment and Analysis

Approach to assessment and analysis

- 4.1 As the scope sets out, impact assessment and action to address any potential negative impact on diverse groups of the Crime Strategy and

the more detailed strategies and policies that it overarches can be undertaken more appropriately within these specific workstreams. For the purposes of the PSA Delivery Agreement, assessment and analysis is focused on the relevance and impact for equalities issues of the aims and objectives of the PSA; and of the key principles behind the development of the Make Communities Safer PSA.

Conclusions of assessment and analysis

4.2 The table below sets out the key equalities considerations in respect of the aims and objectives of the PSA, as expressed in the Delivery Agreement:

Aims/objectives	Relevance	Consideration/action
Ensure safer communities: Continue to reduce crime and anti-social behaviour through a focus on the issues of greatest priority in each area, and by tackling the most serious crimes and the most harmful offenders.	Relevant – the evidence highlights correlations between diversity factors and the perception and experience of crime across a range of indicators.	As minority groups appear to be disproportionately affected (in terms of experience and perception/worry) by crime and anti-social behaviour, the inclusion of this PSA should positively impact on the equality agenda. Greater flexibility to meet local priorities should enable partnerships to determine and meet the needs of local communities, including diverse groups within them, more effectively. (See impact assessment of <i>principle of local flexibility</i> below).
Objective 1: Reduce the most serious violence, including tackling serious sexual offences and domestic violence.	Relevant – the most serious violence – particularly serious sexual offences, domestic violence and hate crime – disproportionately affect some groups.	Raising performance on serious violence, including sexual offending, serious domestic violence and hate crime, should make crime and community safety services more responsive to the diverse groups that are more affected by these crimes.
Objective 2: Continue to make progress on serious acquisitive crimes through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug-misusing	Relevant – many of these crimes (and worry about them) disproportionately affect certain groups (including BME groups).	Greater flexibility to meet local priorities should enable partnerships to determine and meet the needs of local communities, including diverse groups within them, more effectively. (See impact assessment of <i>principle of local flexibility</i> below). Using the

offenders.		PSA to drive improved performance on preventing and tackling these crimes should also impact positively on the minority groups that are disproportionately affected by them.
Objective 3: Tackle the crime, disorder and anti-social behaviour issues of greatest importance in each locality, increasing confidence in the local agencies involved in dealing with these issues.	Relevant – experience and perception of lower level crime, disorder and anti-social behaviour is also affected by equality factors.	See above. To increase confidence in local policing, it will be important for local partnerships to engage and take account of the views of all sections of the local community in setting priorities and raising or maintaining performance.
Objective 4: Reduce re-offending through the improved management of offenders.	Relevant – certain groups are over-represented in the offender population.	Improved management of offenders and reductions in re-offending should impact favourably on equality, helping to address current over-representation of certain groups. More detailed Equalities Impact Assessments underpin the Reducing Re-offending Strategy and other key national strategies to support the achievement of this objective.

4.3 The Make Communities Safer PSA's development was based on three key principles, and the equalities considerations of these are set out below:

Principle	Relevance	Consideration/Action
Striking a better balance between tackling volume crime, and tackling the crime that poses the greatest risk and the offenders who cause the most harm.	As serious violent crime disproportionately affects certain groups, an increased focus on seriousness is relevant to the equalities agenda.	The development of an approach which seeks a better balance between the drive to reduce the overall volume of crime with greater focus on reducing the crimes that pose the greatest risks and cause most harm is expected to have a positive effect on service delivery to diverse groups.
Developing a more mature relationship between the centre and	Relevant.	Increased flexibility should enable local areas to provide a better and more responsive

<p>local areas, providing greater flexibility for local areas to identify and drive performance in respect of their own priority issues (while ensuring that no area has a level of the most harmful acquisitive crimes that is disproportionate when judged against what is being achieved elsewhere).</p>		<p>service to all local people, including those from diverse groups. This is, however, dependent on local areas determining their priorities and improving performance in a way that does not adversely impact on diverse groups, or that seeks to address current inequalities. See <i>further action</i> below.</p>
<p>Seeking greater alignment between the PSAs and performance and delivery frameworks for crime and community safety, and those relating to other public services.</p>	<p>Not relevant. There is no evidence that conflicting priorities and perverse incentives that can arise from poorly aligned priorities and targets across public services have a more adverse impact on minority groups than on other service users.</p>	<p>N/A</p>

Further action

- 4.4 As set out above, the principle of local flexibility should have a positive impact on equality. However, this is based on the assumption the local areas will not determine local priorities in a way that impacts adversely on minority groups. There will be safeguards in place, and guidance and support for local partnerships to help them to avoid this.
- 4.5 New national standards and guidelines for CDRPs and CSPs are being developed and these will cover *intelligence-led business processes, community engagement* and *visible and constructive accountability*, all of which should drive meaningful engagement with all sections of the local community, and effective local prioritisation. The provision of operational guidance to CDRPs will help local areas to align with the national standards, supporting them in engaging effectively with all sections of the local community.
- 4.6 The development of neighbourhood policing (delivered by teams that may include wider community safety partners) provides a useful

avenue for seeking input from minority groups on local priorities for the Make Communities Safer PSA.

- 4.7 Regular provision of data and intelligence to local partnerships and the agencies that constitute them, including data from the new APACS and Local Government Performance frameworks, will assist them in identifying local priorities appropriately. The focus on fairness and equality in APACS should help to ensure that performance issues for minority groups are brought to the attention of partnerships so that they can factor these into their strategic planning and the management of their own performance.
- 4.8 Government Offices will also play an important role in ensuring that local flexibility does not impact adversely on diverse groups, through their role in negotiating and overseeing Local Area Agreements and monitoring the performance of local areas against these.