



**BUILDING
A SAFER
COMMUNITY**




BUILDING A SAFER COMMUNITY

JUSTICE AND HOME AFFAIRS



Contents

'The Ambulance Down in the Valley'	2
Minister's Introduction	3
Section 1: Challenge and Opportunity	4
The importance of community safety	5
A strategic approach to community safety	6
Innovation and achievement: BASS 2005 -19	7
Lessons Learnt	8
Risk and Opportunity	11
The case for a systematic approach 1	13
The case for a systematic approach 2	17
Section 2: The Way Forward	19
The BASC Framework	20
A guide to the BASC Delivery Framework	24
Section 3: Implementing the BASC Framework	27
1. Implementing the BASC Framework	28
2. Leadership and support infrastructure	29
3. Meaningful partnerships	31
4. Measuring performance and data sharing	32
5. Managing performance	34
6. Evidence-based action planning	35



*“Better guide well the young than reclaim them when old,
For the voice of true wisdom is calling.
To rescue the fallen is good, but ’tis best
To prevent other people from falling.
Better close up the source of temptation and crime
Than deliver from dungeon or galley;
Better put a strong fence ’round the top of the cliff
Than an ambulance down in the valley”.*

From ‘The Ambulance Down in the Valley’ Joseph Malins (1895)



Minister's Introduction

The new Building a Safer Community (BASC) Framework aims to inspire both a new understanding and reimagining of our approach to community safety in Jersey. It combines the need for a long-term approach, coupled with responsibility to immediate needs, and is designed to work across a wide range of sectors, agencies, and organizations.

BASC is about putting in place the overarching framework from which flows the strategies, programmes and services required to deliver sustained improvements to our community's safety. It will provide the means to share, embed and enhance the knowledge base required to get ahead of community safety issues instead of dedicating resources to re-inventing the wheel.

Having spent 25 years working for States of Jersey Police, working closely with the Honorary Police, and leading the Community Policing Team, in my election manifesto, I stressed the importance of holistic approach with joint agency initiatives in order to achieve maximum collective effectiveness. This is exactly what BASC represents, and I look forward to it becoming the cornerstone of an integrated, evidence-based approach to community safety strategy and service delivery in Jersey.

I am grateful to my predecessor, Deputy Helen Miles for her work in initiating and bringing together the people who made BASC possible. Many of whom worked on the design, implementation, and evaluation of the original 'Building a Safer Society' strategies over a period of 15 years. Their knowledge and insight has been invaluable. BASC also grew from the inputs of a cross-section of Islanders whose work supports community safety in Jersey. I would like to extend my thanks to them for their contribution not only in the BASC workshops, but because I truly understand what they do on a daily basis to make a difference for our community.

Mary Le Hegarat
Minister for Justice and Home Affairs



Section 1

Challenge and Opportunity



The importance of community safety

A universal aspiration

The natural human desire to be safe and feel safe is universal.

The United Nations defines a 'safe community' as one in which people can go about their daily lives without fear for themselves or for others.

In such a community, people are confident that the environments in which they live, work and play are safe. This creates the conditions for a community to thrive and reap the benefits from high levels of wellbeing and active participation in society. Simply put, community safety is key to people's quality of life.

A defining characteristic of Jersey life

Over the years, public consultations have confirmed how community safety is seen by Islanders as one of the defining characteristics of life in Jersey. This was recognised in 2018 with the launch of Future Jersey – a shared, long-term vision for the Island.

Future Jersey set out ten aspirational 'Island Outcomes' – the fundamental building blocks of our community's wellbeing - each of which was given substance by a set of performance indicators designed to track Jersey's progress over time. These 'Island Indicators' now form part of the Jersey Performance Framework.

'Islanders feel safe and protected at home, work and in public' was defined as one of these ten enduring 'Island Outcomes'.

A solid foundation

A key purpose of government is to promote the economic, social, and environmental wellbeing of its citizens. Jersey's strong record of community safety provides the solid foundation of safety and security that makes this possible.

That record is an achievement, not something we should ever take for granted. Maintaining and enhancing it requires sustained commitment to the safety of our community. It means taking stock of where Jersey is today, not only in terms of current levels of crime, disorder, and harmful behaviours, but also the status of the community safety strategies, partnerships and services that currently work to minimise the harm they cause.

Scope

'Community safety' can easily be interpreted to include the protection of the public from a variety of potential harms. Efforts to tackle some of the socio-economic causes of crime can also venture deep into the realm of social inclusion policies.

Building a Safer Community (BASC) interconnects with other public safety activities such as fire and rescue, road safety, health and safety and emergency planning. It aligns closely with justice policy, many Government strategies and recognises the inter-dependence between social inclusion and community safety. At the same time, it is important to establish boundaries around its core purpose. BASC is fundamentally about our systemic response to crime, disorder, antisocial or harmful behaviours and the associated harm caused.



A Strategic Approach to Community Safety

A multi-faceted approach

When safety is threatened, a community relies on policing and criminal justice agencies to provide an effective response and maintain the rule of law. These services must have the capacity and capability to respond to community safety challenges in the here and now - and the trust and confidence of the public that they will do so with integrity and efficiency.

Whilst policing and criminal justice play a critical role in community safety, they can never provide the universal remedy. Much of their work is, by its very nature, responsive - dealing with crime as it occurs or after the event.

Our approach to community safety must begin much further upstream, before issues arise or incidents occur, through interventions that address the socio-economic conditions that fuel problems in the first place. If we rely on reactive responses alone, crime problems will keep coming back. We can't police our way out of what are deeply entrenched and complex social, not criminal, problems.

Sustainable improvements require a multi-faceted approach that addresses community safety from different angles and in dynamic, flexible ways. Many different partners from outside the criminal justice sector have critical roles to play.

The importance of strategy

This process does not happen organically. Agencies and groups that may often work in isolation or in silos need to come together to ensure that the collective whole becomes greater than the sum of its parts.

Shared effort on its own is also not enough. People in Jersey's lived experience of safety and security is driven by the Island's unique combination of social conditions, attitudes, and behaviours. Sustainable change requires tailored solutions that reflect a genuine understanding of local community safety challenges and the stories behind them.

Our resources are not infinite, so we must also make informed, reasoned choices about the interventions most likely to make a difference and the partners with a role to play.

These complex requirements underpin the vital importance of a strategic approach to community safety. Jersey took a significant step in this direction with the launch of its 'Building a Safer Society' Strategy (BASS), in 2005.



Innovation and achievement: BASS 2005 - 2019

In 2005, 'Building a Safer Society' (BASS) took on the community leadership role required to bring together partners from the public, voluntary and private sectors to work together to make Jersey safer.

From 2005 to the end of 2019, three different iterations of BASS maintained an enduring, shared focus on three main objectives:

- Reduce the harms caused by crime, anti-social behaviour, and threats to personal safety.
- Increase the safety of our community by supporting an integrated approach to social inclusion.
- Minimise the harm to individuals, families and communities caused by drugs and alcohol.

From the outset, the philosophy of BASS was to balance traditional enforcement-based responses with longer-term initiatives aimed at reducing the risk factors that drive criminal behaviours and problematic substance use in the first place. These early intervention programmes were intended to bear fruit well into the future. We continue to reap the benefits of that vision today.

As well as promoting partnership working across agencies in the public, private and voluntary sectors, BASS also pioneered new, innovative ways of working and was instrumental in:

- commissioning new sources of data to better understand local patterns of crime, anti-social behaviour and harmful substance use.
- using evidence to identify and fill gaps in community safety and criminal justice provision.
- promoting the use of monitoring and evaluation to review programme effectiveness.
- using seed core funding to develop, test and mainstream innovative projects designed to help improve community safety.

The last formal refresh of BASS covered the period from 2016 to the end of 2019. Some of the structures and programmes it put in place have continued but the Covid-19 pandemic interrupted the review cycle, and a revision was then put on hold until after the 2022 political elections. It is now time to build on what has gone before.

The way forward

In 2005, BASS was ahead of its time. As we look to the future in 2024, it is important to recognise that the operating environment in Jersey is now very different.

Today, there is a much richer seam of practice and knowledge driving our approach to community safety. A swathe of new strategies and policies in areas such as criminal justice, youth justice, substance use, domestic abuse, child sexual abuse and exploitation are already in place or pending.

Given this evolution of community safety planning and services over the last two decades, it is important to ensure there is value in adding to this landscape. Any new addition must have a clear sphere of influence, not simply duplicate existing effort.

In order to give the new '**Building a Safer Community**' framework the necessary identity and a fresh sense of purpose, we need to reflect on some key lessons from the development, implementation and evaluation of its predecessor.

Lessons Learnt

Five key lessons from the experience of BASS, and community safety partnerships elsewhere, have played an integral part in the thinking behind the proposed new approach.

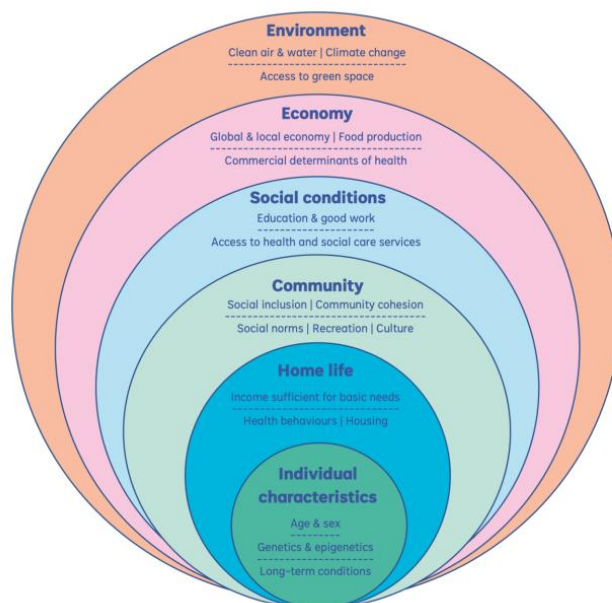
Prevention is better than cure.

The best way to improve community safety is to prevent crimes and harm from happening in the first place.

There are obvious parallels with a health model. Health care is largely reactive - diagnosing and treating individual patients whilst public health is about prevention.

The Public Health Jersey, Population Health Strategy (2023 – 2027) ¹ places an emphasis on prevention - reducing future demand for health care by promoting healthy behaviours and preventing disease at population level. A core function of public health is to identify and take action on the social determinants of health to address health inequities. There is close parity between the social determinants of health and the social determinants of criminal behaviour² creating a natural alignment between the preventative approach to both public health and community safety.

Figure 1: The Social Determinants of Health³



By looking upstream of the issues that keep requiring a police response, we can better understand their causes and develop interventions to reduce the risk of future crime and criminality. Taking a social justice approach not only reduces social and economic harm but can also deliver a significant return in terms of savings from justice, welfare and health care systems.


'Tactics without strategy is the noise before defeat'⁴

¹ Seizing the Opportunity: A population health prevention strategy for Jersey (2023-2027)

² Public Health and Safety: The Social Determinants of Health and Criminal Behaviour [131215565.pdf \(core.ac.uk\)](#)

³ Seizing the Opportunity: A population health prevention strategy for Jersey (2023-2027)

⁴ Sun Tzu, The Art of War, 5th Century BC



Community safety issues and their causes are complex. A wide array of players, from government departments to community sector agencies, have key roles to play in any solutions. This complexity does not easily lend itself to a unified response.

The raw starting point is often characterised by the disparate efforts of multiple agencies from different sectors, with limited co-operation driven by operational need. This represents a largely tactical response to a systemic, strategic issue. Any collective impact on community safety outcomes is by chance, not design.

If there is no holistic, long-term perspective that looks at community safety as a whole and identifies solutions that connect and align the work of different agencies, strategies and services, there is no coherent strategic approach to community safety. We operate in a fragmented system, with different players trying to solve different parts of the puzzle.

Philosophical Clarity

Developing this alignment is as much about promoting and embedding clarity and continuity of thought as about agencies working better together.

Community safety is a shared responsibility but, if stakeholders operate in isolation, they tend to see solutions from within their own paradigm. The community safety agenda can fragment into different strategies that co-exist whilst competing for limited resources. Those pursued by agencies with the most status and power can become the dominant, default position. Influence can trump evidence.

Disconnected thinking also increases the risk that new initiatives are introduced in isolation, with unintended consequences for Jersey's existing community safety 'ecosystem'. We cannot simply transplant off-the-shelf schemes from elsewhere in the hope they will be successful and not consider the unique circumstances of our community or the interventions that are already in play.

Partnerships don't just happen


The strength of partnerships lies in the different perspectives, skills and services that multi-sector partners can offer, but this same diversity also brings different cultures, structures and practices. Longstanding differences in professional mindsets can exacerbate concerns around equity and control. Smaller stakeholders can still have legitimate concerns about power differentials allowing dominant partners to dictate the community safety agenda according to their own perspective.

These issues are not insurmountable but cannot be ignored. Moving towards a community safety partnership approach in Jersey will require buy-in from everyone involved despite heavy workloads, resource pressures and competing priorities. Progress will need to be built on solid foundations that build trust and confidence in the partnership process and the benefits it can bring.

'Without data, you're just another person with an opinion.'⁵

An effective community safety framework should be built on solid evidence. Just as a doctor can't prescribe treatment before diagnosing the disease, so community safety interventions should be selected through an evidence-based understanding of the issues, context, their causes, and possible solutions.

⁵ W. Edwards Deming



Following up these choices with proper evaluation of their implementation and impact is then key to our understanding, and collective memory, of what works. Without this cycle of knowledge, we risk becoming stuck in a perpetual loop of recurring community safety issues and recycled ‘solutions.

Data is the cornerstone of this evidence base. We need quality data to help understand –

- if our community is getting safer, or not.
- the context and stories behind key trends in crime and disorder
- which interventions are working, which aren’t, and why?

The quest for quality data is particularly challenging when it involves multiple agencies at different levels of maturity when it comes to measuring performance.

- Existing datasets are often built around what is easy to measure, not what we need to know. There is too much data telling us how much agencies have done, not enough telling us how well they did it, and even less telling us what difference they made.
- The data should never speak for itself! If we are to understand our data, we must be able to interpret it properly, ignore random variation and the temptation to see patterns that aren’t there. Worse still, simplistic or subjective interpretation allows people to draw conclusions that are convenient or confirm their view of the world.
- Data is a means to an end, not an end in itself. Too often there is a disconnect between performance measurement – collecting data – and performance management – using the data to inform decisions about policy or how to drive performance. If we don’t use the data to make a difference, performance measurement is just a waste of resources.
- If much of the available data and insight is retained within the responsible agencies, it remains invisible across the system and its potential collective value is lost. If, as a result, we identify emerging issues late and don’t properly understand them, we hinder our ability to respond.

A fragmented approach to community safety is likely to compound these issues. It will frustrate opportunities to enrich the quality and scope of the available data or develop data gathering and analytical capacity and capability through shared guidance, training and support. The return on investing in this potential is better strategy, better use of resources and a safer community.

Risk and Opportunity

At present, Jersey's approach to community safety is at a crossroad. We either continue down the road towards the holistic model originally signposted by BASS or settle for the status quo, trusting that the commitment and hard work of different agencies will yield similar results of their own accord.

Either option has its issues. The previous section highlighted some of the key challenges inherent in developing effective multi-sector partnerships. Navigating the pitfalls that can hinder progress and damage trust in the process will not be easy.

Whilst the status quo may offer fewer organisational challenges we should also be clear of its limitations and whether it ultimately carries greater risks.

Limitations and Risks

Approaches to community safety often crystallise around offenders - not only because of the direct harm they cause to their victims and the wider community, but also the fear they create. As a result, strategies can orientate towards bringing offenders to justice, holding them to account and protecting society through their detention or rehabilitation. Even crime prevention is largely associated with making it harder for offenders to commit crime.

There are several drawbacks in allowing community safety to become synonymous with a reactive, criminal justice response to the offenders already in our midst.

- First, relying on a criminal justice solution is like placing a bucket under a leaking roof. The bucket is vital to dealing with the consequences of the leak but, unless you get up on the roof and address its causes, the water keeps coming.
- Second, you have no control over the volume of water that might come through the roof. If a storm is coming, you will need more buckets.


Without a coherent multi-sector structure, the only systemic aspect of Jersey's current approach to community safety is, by default, a criminal justice one. We are not organised to properly realise the potential of a range of earlier opportunities, well beyond the remit of the police and courts, to steer **potential** offenders away from crime and prevent harm in the first place.

This imbalance also poses an unnecessary risk in the face of a potential gathering storm. There is a very real possibility that a wave of future community safety challenges is building under the surface, driven by the social and economic legacy of the Covid pandemic and the current cost-of-living crisis.

Key services are already facing higher demand at the same time as increased costs, recruitment challenges and tighter budgets. If overstretched services in one area retreat into 'firefighting' critical demand, problems are likely spill into the next. If our capacity to mitigate the risk factors for future criminality diminishes, the number of offenders increases, and circumstances drive us deeper into a 'criminal justice' response.

The Opportunity

If we want to deliver the optimum community safety results for Jersey, we cannot stand still. Whilst there are excellent examples of targeted partnership working, there is no overarching perspective that allows us to see the whole picture.



In the absence of a clear, unified vision of what community safety could look like, or a shared understanding of the collective effort required to get there, we are left with a melting pot of different perspectives and interventions that lack a stable foundation.

Despite the inherent risks of policy differences, poor coordination, duplication, service and information gaps, there is nobody with the capacity, capability or responsibility to step into the breach. Nor is there a statutory footing for the development of a more prescriptive cross-sector community safety governance framework.

Progress towards a more collaborative, partnership approach must come from a shared ambition to create a safer community and recognition of the benefits that it can offer. The concept will only gain traction if we create the conditions, incentives, and desire to make it work.

'Building a Safer Community' reimagines our approach to community safety and aims to develop that impetus. It sets the foundations to -

- see the community safety challenge as a whole, not just from within the sphere of influence of individual stakeholders.
- identify the range of stakeholders with a role to play, building a shared understanding of the community safety challenge, and a shared vision of what success looks like for Jersey.
- build a mutual understanding of the contribution that different stakeholders can make and the synergies that exist between the work of different agencies.
- put in place mechanisms to allow different sets of stakeholders to communicate and work together to develop mutually reinforcing plans of action.
- agree on the ways success will be measured and reported, with a short list of common metrics identified and used for learning and improvement.

A Community Safety System

BASC is not a community safety strategy. The solution to the current patchwork quilt of strategies, policies and interventions is not another strategy. It is also questionable if a single strategy could (a) give the wide range of complex community safety issues the focus each deserves or (b) remain current in the face of emerging or future challenges.

Instead, BASC puts in place the foundations for an enduring, whole system approach to community safety in Jersey.

The case for a systemic approach 1

A powerful starting point in making the case for a systemic approach to community safety is to step back from operational service delivery and think about population-level outcomes. If we want to make Jersey safer what has to go well? We usually think about the crime rate or perceptions of public safety. We could also think in terms of the number of offenders.

The risk of becoming an offender

By the time people reach early adolescence, their individual life experiences and the conditions in which they are born, grow, and live (social determinants of health) up to that point will strongly predict whether they will go on to display persistent criminal behaviour. If they are going to commit crime, adolescence is when they are likely to start. Adult-onset offending is much less prevalent.

The risk factors that can lead any child into future criminality are aggravated or mitigated by circumstances that are largely outside their control. It follows that ‘developmental prevention’ – positive interventions designed to counter these risk factors – should form an integral part of our approach to community safety.

‘It’s easier to build strong children than to fix broken men’⁶

Universal Prevention

Nobody is born a criminal, but the seeds of potential future criminality are often sown in the critical formative period of their lives - between conception and the start of school.

At birth, a baby’s brain is about 25% of the size of the average adult brain. By the age of three, the brain has grown to about 80% of adult size. By five, it has reached 90%.

A lack of nurturing care and stimulation during this critical window of opportunity can compromise how the brain’s ‘wiring’ develops, harming the child’s ability to develop empathy, social skills or manage their emotions. This not only matters to their life chances but can be a precursor to anti-social, aggressive or criminal behaviour in adolescence and adulthood.

About 900 children are born each year in Jersey. Most will enjoy the happy, healthy start they need in life. Some, born into dysfunctional, chaotic or violent families, are at risk from the outset.

Some people find the transition to parenthood overwhelming. Others, struggling to make ends meet or deal with other stresses outside their control, can find it difficult to devote the time and energy their infant needs. (See inset)

These realities are reflected in findings from annual developmental reviews for children aged two and in reception. For example -

Community safety and social inclusion

Recognising the pressures that adverse and unfair social conditions can place on families as they seek to give their children the best possible start in life provides the opportunity to place BASC in the context of a wider approach to social policy.

Addressing the factors that compromise equity and wellbeing should be a precursor to any community safety strategy. Initiatives to tackle key drivers of disadvantage such as poverty, housing and unemployment are beyond the scope of BASC, but the interaction is clear and their contribution to community safety must be identified, acknowledged and enhanced.

⁶ Frederick Douglas (1818-95)

- In 2017, 84% of two-year olds were reaching expected levels of development.
- In 2021, 61% of children aged four to five were achieving expected levels of development.

The first priority is to give these children the best life chances by preventing or mitigating these development gaps through early childhood support and parenting programmes, both universal and targeted. At the same time, there is compelling evidence to show that community safety is also a key beneficiary of setting these children on the right path at this first key fork in the road.

Pre-emptive Support and Inclusion (Targeted Intervention)

The ‘developmental prevention’ opportunities do not stop here, although interventions after this early development ‘window’ are more costly and cannot always achieve the same results. Nevertheless, the emergence of problematic behaviours in older children, typically around the age of eight, offer further opportunities to provide targeted support before their problems manifest themselves in offending.

It is also particularly important to recognise and respond to the effects of adverse childhood experiences such as physical, sexual and emotional abuse, or exposure to domestic abuse. Research shows that, without supportive and participatory interventions to foster positive relationships and build core life skills, these children risk developing the problematic behaviours that lead to offending.




7

BASC recognises that potential pathways into criminality begin to open in these formative years of children’s lives. Equally, it recognises that children may find themselves on these pathways through no fault of their own. Developmental prevention is about ensuring all children have access to the services, resources and rights that will enable them to fulfil their potential. That is the most important outcome from this investment. Community safety benefits as a consequence.

A key tipping point.

As children reach early adolescence, they enter a more independent, experimental phase - more inclined to act impulsively but not properly attuned to the consequences of their actions. A minority will stray into

⁷ Ellis W. Dietz W. (2017) A New Framework for Addressing Adverse Childhood and Community Experiences: The Building Community Resilience (BCR) Model. *Academic Pediatrics* 17 (2017) pp. 586-593. DOI Information: 10.1016/j.acap.2016.12.011



offending activity during this boundary-testing phase. For most, it is short-lived – offending typically begins around fourteen, peaks by seventeen and falls away rapidly thereafter.

For others, and those whose social and cognitive development has been most impaired are the most at risk – this period can be a tipping point into more persistent offending. Those who started earliest and offended most frequently from a young age are most likely to become habitual criminals and commit more serious offences as adults.

This is also the point where children first come into contact with the police and the justice system. The management of this intersection between developmental prevention and criminal justice is key.

With the right community-based interventions, most children will move on from a brush with the law and not re-offend. The value of Jersey’s parish hall enquiry system as an informal means of diverting children from prosecution is well proven in this respect. The evidence also shows that the deeper children are drawn into the formal criminal justice process, the more likely they are to re-offend. That doesn’t stop youth justice policy having to walk a narrow tightrope between rehabilitative and more populist, punitive agendas.

The children who ultimately find themselves in the court process are often some of the most at risk in society, whose life journeys have been beset by poor cognitive development, trauma and marginalisation. It begs the question – could we be doing things differently?

‘By all means let us remember that criminal conduct lies at the end of a road along which the offender has often made numerous choices to go in a particular direction but let us also remember that many factors beyond the individual’s control set him or her on the road, and defined the choices available and the degree of knowledge and the consequences that attended the choices.’⁸

Could more young lives have been turned around further upstream? If there is no integrated approach to community safety, is developmental prevention achieving its full potential?


What does this mean for community safety in Jersey?

In summary –

- The risk factors that presage future offending are present from an early age and may manifest as offending activity in early adolescence.
- Most 14 to 17-year-olds don’t commit crime but this age cohort will typically contain the highest proportion of active offenders across the whole population.
- As each cohort of offending 14 to 17-year-olds grow out of offending behaviour, a new generation steps into their shoes.
- A hardcore of individuals from each cohort go on to become habitual criminals in adulthood. Most adult offenders begin their criminal careers at this age.

Left unchecked, this recurring pattern inevitably impacts on crime rates in Jersey. Criminal justice interventions may offer short-term relief by catching prolific offenders, but this reactive response comes too late in the process and may further entrench the criminality of some offenders.

⁸ Professor Hal Wootten, AC QC



Developmental prevention, on the other hand, has the potential to break this pattern and create a step change in community safety by –

- reducing the flow of potential adolescent offenders
- leading to a smaller number of crimes being committed by adolescents.
- creating a domino effect of subsequent reductions in the number of adult offenders, so further reducing overall crime rates in the longer term

The Community Safety Opportunity

To date, we have not seized this opportunity. The pieces of the jigsaw required to embed ‘developmental prevention’ into a systemic approach to community safety are not in place.

The current system is organised around agencies who have clear roles and responsibilities in responding to emergencies, investigating crimes, prosecuting offenders or managing them in the community. Their day job is about crime and offenders.

By contrast, and understandably, reducing crime is unlikely to feature as the main purpose or ambition of the multi-sector health, education and social service agencies involved in child development and support. They are working to give children the best start or overcome developmental challenges but any contribution to community safety is largely secondary.

If, however, we integrate ‘developmental prevention’ into a broader community safety framework, we create the opportunity to share experiences, ideas, data and practices with a common goal in mind.

The case for a systemic approach 2

When we think about what must go well if Jersey is to become safer, the temptation is to think about the answer from a service perspective. This can quickly turn into a debate about what the police should do.

The previous section highlighted the problem in going straight to service-based solutions. If we want to reduce the number of offenders in Jersey, most of the answers lie far beyond the remit of the police. They should form part of a wider response which involves preventative, not just reactive interventions.

By focusing on what contributes to crime levels in Jersey we arrive at different answers. Besides offenders we might, for example, identify illegal drugs and alcohol as factors that influence the crime rate. This creates an intersection between public health and community safety policy.

Illegal drug-related crime

Between 2010 and 2019, drug law offences accounted for about 6% of the total number of crimes recorded each year in Jersey. About 75% of these offences related to drugs possession. In general, such offences reflect policing activity rather than the prevalence of drug use.

Possession offences in particular are a manifestation of a traditional policy approach to reducing drug use through law enforcement. In many places, including Jersey, this is being displaced by a 'public health' approach that recognises harmful substance use as a complex health disorder and prioritises health interventions that focus on prevention, treatment and support.


This is a positive step towards a whole system approach that incorporates prevention and response. The ultimate aim remains to reduce the harm caused to individuals, families and the community with the strategic approach being organised around prevention.

At the same time, a systemic approach also requires consideration of the data needs arising from a change in strategy. The impact has to be measured from a community safety as well as a health perspective, apart from any 'fall' in crime as a result of fewer possession offences.

Assessing the extent and patterns of other drug-related crime, and how trends evolve over time, will help evaluate the effect of interventions aimed at reducing the harm caused by Jersey's illicit drug market, not only to individuals but to our community.⁹

- a) **Drug law offences:** other crimes committed in violation of drug legislation, such as importation of commercial quantities of illegal drugs.
- b) **Psychopharmacological crimes:** crimes, such as assaults, committed under the influence of psychoactive substances.
- c) **Economic-compulsive crimes:** crimes committed in order to obtain money (or drugs) to support drug use.

⁹ These four categories of 'drug crime' are based on a conceptual model published in the briefing paper 'Drugs in Focus' by the European Monitoring Centre for Drugs and Drug Addiction in 2007.



d) **Systemic crimes:** violent crimes committed in order to control drug supply, distribution and use within illicit drug markets (e.g., debt collection, territorial disputes, punishment for fraud,).

Whilst these other categories may not necessarily pose particular community safety challenges in Jersey at present, they certainly blight many communities elsewhere. Organised crime groups involved in drugs supply are highly adaptable in their operating methods and ruthlessly adept at demand generation and developing new supply chains. Criminal exploitation of children for this purpose is currently a major issue in the United Kingdom and is a growing concern for Jersey Customs & Immigrations and the States of Jersey Police.

Collecting consistent, quality data around these categories poses challenges but is key to developing our understanding of how such crimes evolve over time in our community and might flag more sinister community safety challenges.

The key point is that a systemic approach goes beyond joined up service delivery. It requires careful evaluation of how policy changes in one area can impact elsewhere. In this example, it means reviewing our data needs across organisational boundaries to ensure we can evaluate impact and changes not only in public health, but also in the community safety environment.



Section 2

The Way Forward

The BASC Framework

Context

In 2018, the Island’s first long-term, community vision was launched after nearly two years of public consultation. ‘Future Jersey’ is organised around ten Island Outcomes – ‘big picture’ results identified by Islanders as key to Jersey’s future quality of life.

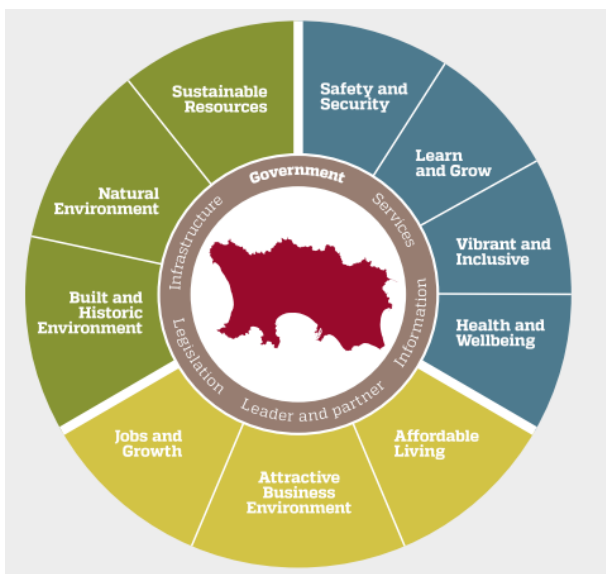
Each Outcome is deliberately positioned as an aspirational statement for the future – what success looks like. A set of ‘Island Indicators’ sit below each Outcome to give an insight into Islanders’ actual, lived experience over time - tracking Jersey’s progress and inviting debate about what is happening, why and the strategies required to make a sustainable difference. These Indicators are built into the Jersey Performance Framework.

Outcomes are about where we want to be, not how to get there. There is generally a consensus about Outcomes - everyone can agree that community safety is important, for example – but different governments can adopt different strategies and priorities to drive progress. That is why the Outcomes and Island Indicators sit above government’s strategic planning process. They are about big picture results – issues such as our safety, health, good jobs and clean air will be as important in 20 years’ time as they are today. Each political term of office is a stepping stone, not an end in itself.

This long-term structure provides the context from which more detailed organisation of the shared effort necessary to achieve each of the Outcomes can flow.

Scope

Community safety features as one of the ten Island Outcomes in Future Jersey. The headline Outcome that ‘All Islanders are safe and protected at home, work and in public’ breaks down into four key domains. Progress in each is key to Jersey’s progress towards the ambition. BASC is currently focussed on the crime domain.¹⁰



¹⁰ Future Jersey originally identified the crime rate and perceptions of safety as Island Indicators. BASC will explore the development of robust data around trends in crime severity/harm and numbers of offenders.



People are protected against crime

People are safe and protected on Jersey's roads

People, property and the environment are protected against fire

People are safe and protected at work

- Crime Rate
- Levels of Harm Caused
- Numbers of Offenders
- Perceptions of

BASC will ensure effective connectivity between the long-term strategic ambition and the operational response of stakeholder agencies.

Whilst BASC is focused on 'People being safe and protected from crime', there is a clear overlap between the other three outcomes, all of which impact community safety. This is especially notable around road and fire safety where associated crimes may also occur. As such, it is anticipated that the stakeholders working in these areas would work closely with and input to work associated with the BASC framework.

Purpose

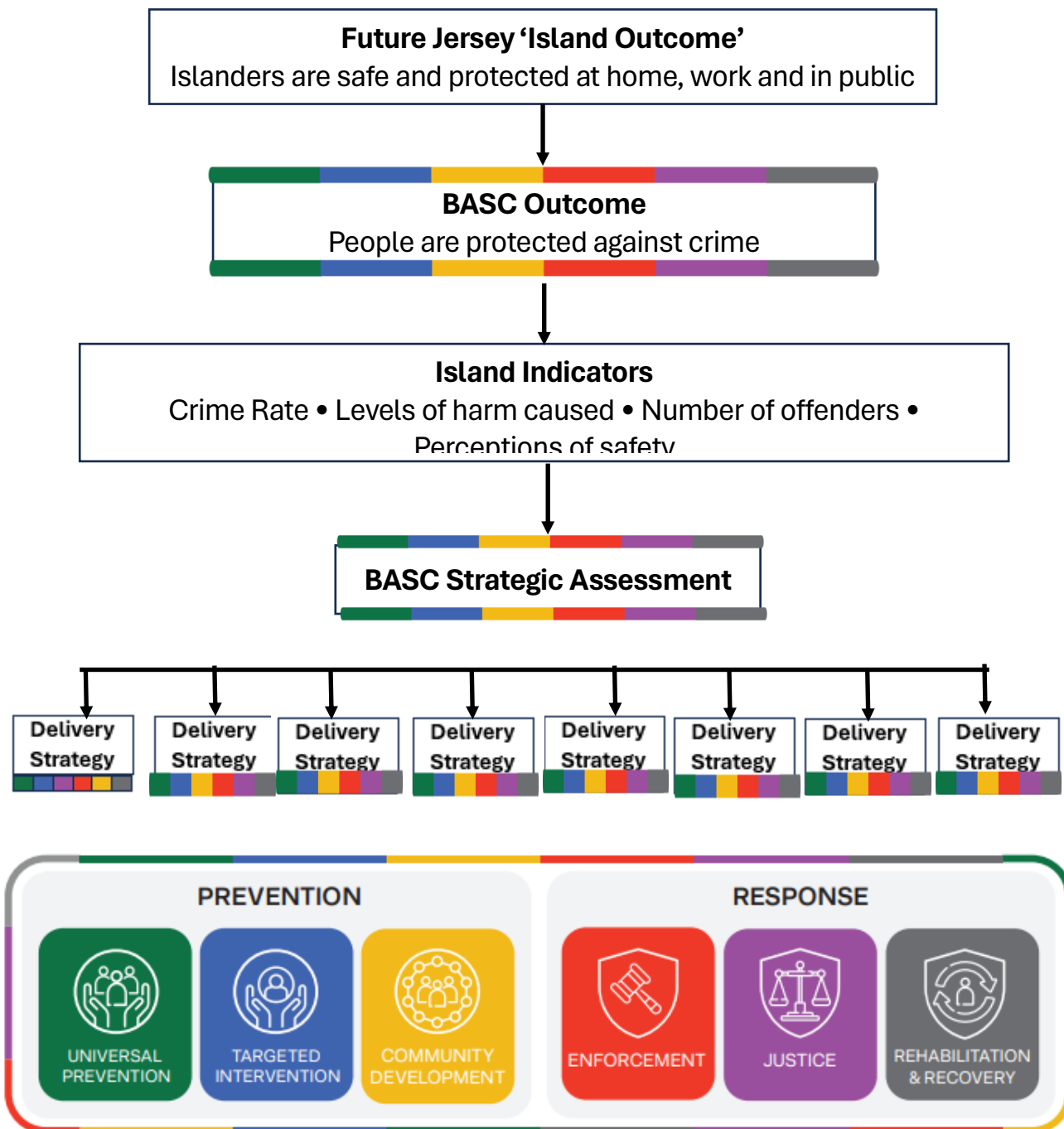
The purpose of BASC is to provide the systemic delivery framework necessary to enhance the collective impact of partner agencies' work in protecting our community against crime.

BASC gives structure and longevity to this overarching Framework by embedding the Outcome and Indicators that will provide a consistent point of reference to Jersey's progress over time. BASC is not a delivery strategy with a limited shelf life. It is intended to stay in place for a decade or more, not just a single political cycle.

BASC acknowledges the key lesson that the data alone cannot tell the stories behind the trends it portrays. If we are to be flexible and proactive – looking at data trends, identifying concerns and taking remedial action – we need to look beyond the data to understand what it means.

A key function of BASC will be to gather evidence from different community partners to produce an annual Strategic Assessment of current and emerging community safety risks and threats. This overview will facilitate a coherent, co-ordinated response, priority setting and identify any gaps in knowledge which need to be addressed.

From this overarching review will flow a variety of cross-departmental, multi-agency plans and detailed topic-specific strategies, programmes and services that help build a safe community. BASC will propose standards around the design of these strategies and provide a system of consistent reporting and evaluation to ensure we are making a difference.



Building a safer community requires the sustained, co-ordinated action of a wide range of organisations and stakeholders. Fundamentally, BASC is about recognising the scope of this work and the range of

stakeholders who have a part to play. It will do this by ensuring that each delivery strategy adopts a holistic approach that encompasses both prevention and response.

The BASC Delivery Framework

A key role of the BASC Delivery Framework is to map, connect and understand the contribution made by different agencies, programmes, and services to different community safety challenges.

It does this through a structured representation of the continuum of activities, from universal prevention through to the rehabilitation of offenders, that are essential to community safety. It provides a model for collaboration, planning, and action to shape how we identify and respond to current and emerging community safety issues.



Hitherto, we have not organised our thinking about community safety in this way. Given the complexity of aligning multi-agency involvement, an oversight of their collective contribution and impact is essential. The BASC Framework provides this strategic perspective.

Each component of the BASC Framework plays its part – neglecting any element has repercussions elsewhere in the system and so impacts on community safety. A holistic approach is essential.

The Framework is not prescriptive - it does not tell agencies what to do, nor does it displace existing strategies. It recognises this vital existing work, whilst serving as a touchstone and catalyst to explore options to further improve their collective effort to build a safer community. It does so by providing a checklist for the systemic response to any community safety issue, with the interventions in each of the six pillars being adaptable to the issue in question.

As a roadmap for shared responsibility across all sectors and agencies, the Framework will -

- stimulate an inclusive process to identify partners with a role to play across this continuum.
- provide sight of the full range of activities outside each stakeholder’s own sphere of influence
- prompt thinking around the insights required to understand the dynamics of the system.

Providing this overview is an important stepping stone towards mitigating the risk that community safety efforts are piecemeal and poorly aligned. It lays the foundations for –

- the delivery of coordinated multi-agency programmes and services that will collectively make a difference to existing and emerging crime and safety issues.

- a shared data development agenda that enhances our understanding of local community safety issues and our ability to develop better integrated, evidence-based policy and practise.
- embedding social justice (the fair treatment and equitable status of all individuals and social groups within a state or society) at the heart of community safety.

Harm and Impact

It is imperative that support and consideration is given to those affected by any crimes committed, those who may be harmed as a consequence of crime or criminal / behaviour and the impact on the wider community. This includes ensuring that victims, witnesses and the community are supported to recover and move on, and it applies to each stage of the BASC continuum.

It is also important to recognise that not all crime is reported and recorded. For a variety of reasons, many victims, including those of serious offences such as violent and sexual abuse, remain silent about what happened, or is happening to them. In seeking to tackle the harm and impact of crime in our community, we also need to ensure we create supportive, resilient communities and pathways throughout the continuum which enable people to come forward.

BASC partners will continually need to consider how to their policies, programmes, services and communications can reach and build understanding within our community to address and support improving community safety. Recognition and thought should be made as to how any work undertaken may further traumatise those who are victims and steps should be taken to ensure that a trauma informed approach is taken wherever possible.

A guide to the BASC Delivery Framework




The Framework is organised under two main phases of ‘PREVENTION’ and ‘RESPONSE’.



PREVENTION

This domain of the Framework focuses on what happens upstream of crime occurring. It is about identifying and mitigating risks.


PREVENTION is divided into three pillars. Universal prevention and Targeted Intervention represent strategic investments in reducing or eliminating risks factors to **prevent criminality and crime**. The third element – community development - is about building strong communities to **reduce** the likelihood of crime and the associated potential harm from occurring.



 <p>UNIVERSAL PREVENTION</p>	<p>Universal prevention is about preventing problems from developing in the first place. Universal programmes aim to reduce or eliminate causative risk factors. For example, Universal Prevention programmes help ensure children’s social and emotional development needs are met during the first three critical years of their brain’s development</p>
 <p>TARGETED INTERVENTION</p>	<p>Targeted Interventions provide support when risks are identified or potential problems start to emerge but before they manifest as criminality or harm to those identified as potentially being at risk. For example, Targeted interventions or pre-emptive support for children identified as being at risk of being exploited or drifting into crime.</p>
 <p>COMMUNITY DEVELOPMENT</p>	<p>Ensuring a localised and bottom-up way of strengthening our community through recognising, identifying and harnessing existing 'assets' (i.e. things like skills, knowledge, capacity, resources, experience or enthusiasm) that individuals and communities have which can help to strengthen and improve things locally. Instead of looking at what a community needs or lacks, the approach focuses on utilising the 'assets' that are already there to build stronger and safer communities.</p> <p>Facilitating the empowerment of individuals and communities by helping them to identify and share their strengths and then work together to create their own social innovations which will ensure they are more resilient to crime.</p>

RESPONSE

This domain of the framework relates to when offences have taken place. It is about the response to offences, offenders and victims.

RESPONSE is also divided into three pillars. These are aligned to the three core elements of the criminal justice system.

 <p>ENFORCEMENT</p>	<p>From the point that a crime is committed, through the investigation to the point where a decision is made to prosecute in the court systems or community based resolution.</p> <p>The Parish Hall System forms part of this pillar as a community-based alternative to prosecution in the more formal court system</p>
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	<p>Bringing offenders to justice is key to reducing crime, preventing further harm and maintaining public confidence in the Police and the safety of our community. At the same time, the ‘Enforcement’ pillar is not simply about detecting crime. Only about a third of crimes will see an offender ‘brought to justice’. Most crimes, by contrast, have a victim and often witnesses.</p> <p>During the Enforcement processes victims and witnesses need to be supported to ensure that the trauma caused is minimised and not added to in terms of their experience with services and putting their willingness to engage in the future at doubt.</p>
 <p>JUSTICE</p>	<p>This pillar covers the formal prosecution process in the courts system, from the time offenders are charged through to trial and sentencing.</p> <p>Whilst several partners have roles to play in working with perpetrators, victims and witnesses in the justice process, the judiciary and the courts system are the mainstay of this pillar. Their independence and right to decide sentencing policy is sacrosanct but, as a key community safety partner, their processes and policies operate in the context of the wider community safety system and that system can only work effectively if it is properly joined up.</p> <p>By enabling an ongoing, informed dialogue between all partners throughout the criminal justice system about shared outcomes and progress towards them, BASC helps promote that synergy.</p> <p>Justice is not just served by convicting offenders. If a victim’s experience of the process compounds the trauma of the original crime and damages their confidence in the system, then justice is poorly served.</p>
 <p>REHABILITATION & RECOVERY</p>	<p>There are two key elements to this pillar.</p> <p>‘Rehabilitation’ covers the post-sentence interventions designed to protect the public, reduce reoffending, and help offenders become productive, law-abiding citizens.</p> <p>‘Recovery’ is about supporting and enabling victims, witnesses and the wider community to recover and move on beyond the impact of the harm they have experienced.</p> <p>As highlighted above, the way victims are treated throughout the criminal justice process can also have an important bearing on this process so ‘recovery’ is a thread that runs through each pillar of the RESPONSE domain.</p> <p>As highlighted above, recovery is not just about the provision of counselling or support alongside the criminal justice process. The way victims are treated throughout the criminal justice system can also have an important bearing on their recovery and so it’s important that ‘recovery’ is a thread that runs through each pillar of the RESPONSE domain.</p>

Throughout the continuum it is imperative that support and consideration is given to those affected by any crimes committed, those who may be harmed as a consequence of crime or criminal / behaviour and the



impact on the wider community. This includes ensuring that victims, witnesses and the community are supported to recover and move on, and it applies to each stage of the continuum and beyond.



Section 3

Implementing the BASC Framework



Implementing the BASC Framework

Critical Success Factors

BASC will promote a more cohesive, joined up approach to community safety in Jersey.

There are many players with key roles to play in community safety across a broad spectrum that encompasses prevention and response services. BASC provides a consistent framework to ensure those different contributions are recognised, co-ordinated and delivered effectively.

The challenges to community safety and their underlying causes are so varied and complex that any attempt to organise a systemic response is complicated. Some might suggest it is too difficult.

The counter to that argument is that, whether we label it as such, or even recognise its existence, a systemic response is already in place. It exists by default through the way we are currently organised and operate. BASC challenges whether this existing, impromptu model is really the best we can do and proposes a new way of thinking.

Unlike delivery strategies which have a shelf life, BASC is intended to provide an enduring framework for strategy design, alignment, and performance management. The Framework is a new concept that needs to be implemented, tested and modified through experience and learning.

Action

Establish a BASC Implementation Group, accountable to the Minister for Justice and Home Affairs, to take the practical steps necessary to ensure substantive implementation of the BASC Framework. In particular, the group will oversee progress against five Critical Success Factors that are key to its evolution and impact –

1. Leadership, support infrastructure and governance
2. Meaningful partnerships
3. Performance measurement and data sharing
4. Performance management
5. Evidence-based action planning

Action Area 1: Leadership and support infrastructure

Leadership

Turning the Framework from a concept into a working tool requires strong leadership and direction. Given its purpose is to bring key partners together from across different sectors to work together on an outcome that affects the wellbeing of all Islanders, this is a *community leadership responsibility*.

Political will and leadership are needed to provide strategic direction, drive necessary changes, obtain buy-in from partners and ensure adequate resources are made available. Whilst it is proposed that lead responsibility be vested in the Minister for Justice and Home Affairs, it must be a cross government effort.

Governance

The proposed operating model envisages that the Minister for Justice and Home Affairs will chair a ministerial oversight group which will appoint governance bodies, where required, to design and implement strategies for specific community safety challenges. This will entail a review of existing governance arrangements in the community safety arena in Jersey to align and reconfigure existing bodies under the auspices of BASC and ensure a consistent approach.

Support Infrastructure

The development of BASC has highlighted the risk that strategic responsibility for a community safety system currently falls between departmental boundaries. Whilst there is a natural fit within the remit of the Justice and Home Affairs (JHA) Department, it has little central capacity to fulfil this role.

If BASC is to be effective, it will require a dedicated Co-ordinator to lead delivery of the Framework and associated action plans, supported by analytical capacity to collate and interpret the data that will inform strategic assessments and performance insights. These essential functions will form the basis of a trusted, impartial research, data and knowledge hub that can also draw on expertise from across the Jersey's community safety sector and beyond.

Actions

1.1	The Minister for Justice and Home Affairs will oversee implementation of BASC, promote awareness of its purpose and benefits and engage across the system to ensure it has broad support.
1.2	Establish a political oversight group (POG), chaired by the Minister for Justice and Home Affairs - supported by a strategic officer group - to provide strategic leadership, ownership, and oversight of the community safety agenda, ensure alignment between BASC and related frameworks/strategies and clarity around "who does what".
1.3	Appoint a dedicated BASC Co-ordinator to provide support and key functions for the implementation and sustained operation of the Framework.
1.4	Establish a cross-sector BASC Strategic Officer Partnership Group, supported by the BASC Co-ordinator, to: <ul style="list-style-type: none">• generate evidence and develop ideas on community safety.• collate and review cross-sector data on community safety.• peer review action plans and proposed intervention programmes• provide strategic advice to Ministers on policies required to improve public safety.• provide a horizon scanning function

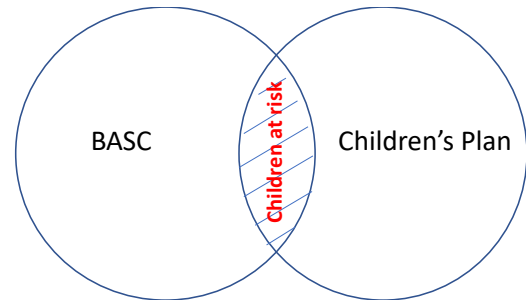
1.5	<p>The Cross sector BASC Strategic Group will be supported by BASC Partnership Action Groups which will be newly developed or formed from existing action groups (e.g. Domestic Violence / VAWG / Youth Justice) to address existing and emerging issues in accordance with guidelines set by the POG. The Action Groups will be run according to the following outline process:</p> <ul style="list-style-type: none"> • A chair is appointed to form a Partnership Action Group comprising community partners best positioned to address the issue. • The Partnership Action Group will develop an Action Plan, to be endorsed by POG via the BASC Strategic Group, that includes measurable objectives and outcomes and identifies required resources. • Action Groups will agree joint, evidence-based plans to address specific community safety issues through a set of differentiated, collaborative and mutually reinforcing activities based upon the principles of the BASC framework. • Each Action Plan will include a set of outcome indicators and service performance measures against which progress will be reported, identifying ownership and reporting frequency. • The Action Groups implement the Action Plan and provides regular updates to the POG via the BASC Strategic Group. A final report at the conclusion of the initiative should include an evaluation of outcomes and impact. <p>Action Plans will often need to make choices between different interventions. There will also be occasions when new ideas or opportunities are identified outside of the action planning process. It is important to establish some discipline and rigour in the selection process. Just because something works well somewhere else doesn't mean it's appropriate or relevant to Jersey's needs.</p> <p>Action Groups that have been established to respond to longer-term system issues will report to the POG no less than once per year.</p>
1.6	<p>Seek research partnerships to develop the evidence base around effective interventions and share findings</p>

Action Area 2: Meaningful partnerships

BASC is intended to promote partnership approaches to the design and implementation of sustainable, cross-cutting solutions to complex community safety issues.

These challenges can only be solved by interventions from across the continuum of the BASC Framework, not by single agencies working alone within their sphere of influence. Collective capacity and capability, underpinned by sharing information, expertise and ideas, gives partnerships a clear advantage over individual agencies.

At a strategic level in government, BASC provides an opportunity to map the interaction between different strategic frameworks and strategies to ensure that the synergies between them are recognised, clarity around leadership is established and processes are put in place to ensure strategies complement one another. The concurrent development of the new Children’s Plan and BASC in 2023 is a case in point.



The implementation of the BASC Framework also provides a necessary opportunity to understand the scale and maturity of current working relationships across the community safety continuum in Jersey. Understanding the nature of the existing networks, and building capacity and capability across agencies, is key to the development of effective, multi-sector plans.

Actions

Action under this heading is based upon two connected programmes to identify the stakeholders involved in the different pillars of the BASC Framework, and the nature of any relationships between them. This will provide insight into the current level of integration across the community safety ‘landscape’ and help identify any gaps and opportunities.

2.1	BASC will develop an agency and strategy inventory that identifies key players and programmes already operating across or significantly interacting with the Framework.
2.2	As part of the action planning process for specific community safety issues, BASC will map and establish the relationships between different stakeholder / partner agencies and programmes to understand the current levels of cooperation and integration. A standardised mapping framework and template will be agreed to undertake this work.

Action Area 3: Measuring Performance and Data Sharing

Effective community safety planning depends upon the collection of reliable and valid data to:

- identify local trends and understand the causes and forces at work behind these conditions.
- inform the development and implementation of interventions that target the key risk factors and are suited to local conditions.
- evaluate the performance and contribution of different interventions to the collective effort.
- monitor the collective impact of multi-sector strategies on community safety outcomes.

At present, the production of community safety data is dispersed across different departments and agencies, with an independent, central statistical service (Statistics Jersey) providing additional high-level official data about Jersey for politicians, government departments and the community. Some data is maintained by service managers as part of their day jobs whilst some departments and agencies have specialist data analysts.¹¹ These arrangements make it difficult for busy decision makers across multiple sectors and agencies to access and use this data.

The development of the BASC Framework provides an opportunity to rethink the information needs of a cross-sector community safety model. Joining up data from different agencies and enabling decision makers across the system to bring a collective ‘lens’ on the information leads to better insight, wider perspectives and better solutions and deeper understanding of progress.

Action

It is proposed that these reviews are instigated as part of the action planning process for specific community safety issues.

Data Development agendas and reviews which are being undertaken as part of wider Government of Jersey strategic and policy work, such as for Violence Against Women and Girls and the Youth Justice Strategy should seek to inform and contribute to the wider BASC Community Safety Data Development Agenda and Review.

3.1	<p>Implement a <i>Community Safety Data Development Agenda</i> to address these questions:</p> <ul style="list-style-type: none">• What do we know?• What do we need to know? Identify knowledge gaps on effectiveness and impact.• How can we find out? What will we do to fill these gaps? What are our research priorities?
3.2	<p>Establish a <i>Community Safety Data Review</i> to support BASC’s data requirements by:</p> <ul style="list-style-type: none">• mapping capacity and capability of existing data functions across partner agencies• verifying existing data

¹¹ The reporting process instigated by the original BASS strategy brought together some of the available data, but this oversight reporting ceased with the last annual report in 2015.



	<ul style="list-style-type: none">• establishing data, information sharing and privacy protocols between partner agencies including opportunities to share data for operational use and statistical analysis subject to privacy arrangements
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Action Area 4: Managing Performance

Once we are confident in our data sources and metrics, we need to review our capacity and capability to analyse and interpret the raw numbers. If different agencies do this in their own silos without access to other data, they risk missing key insights into the wider picture.

Key steps in this process are to establish common language around performance measurement and management and a shared understanding of how to measure and report on progress, with a short list of common metrics identified to drive learning and improvement.

The BASC Framework is designed to align to *Future Jersey*, developed in 2018 as a long-term community vision for the Island, which has been formally endorsed by the States Assembly. *Future Jersey* is based on a model called Outcomes Based Accountability (OBA), which is already well established amongst agencies working on primary prevention in Jersey.¹²

OBA works on two distinct levels: *population accountability* tracks Jersey's progress towards these 'Island Outcomes' whilst *performance accountability* is focused on service performance. As a rule, only government has the capacity and capability to routinely measure outcomes at a population level – emphasising the opportunity to collectively agree a suite of outcome indicators that represent a common cause for all partner agencies.

Encouraging alignment to the OBA performance model will support improved evaluation of service effectiveness and their collective impact on community safety outcomes. This, in turn, will enrich the evidence base for proposed community safety priorities, policies and resource bids.

Action

4.1	Develop and implement an Outcomes Based Accountability tool kit for partners engaged in community safety action planning and performance management
4.2	Develop a common outcomes and accountability framework based on the Outcomes Based Accountability model

¹² Pioneered by Mark Friedman and described in his book *Trying Hard is Not Good Enough*, OBA is used throughout the UK, Europe North America, Australia and New Zealand to make measurable change in community wellbeing.

Action Area 5: Evidence-based action planning

Implementation of Action Areas 1-4 is all geared towards fulfilling the potential of the Framework to orchestrate the collective response to long-term, emerging and anticipated community safety challenges in Jersey. The final piece of the jigsaw are the planning processes to ensure that these issues can be identified, prioritised and addressed in systematic and considered way.

The mainstay of this process will be an annual *Community Safety Strategic Assessment*. To ensure the Framework remains dynamic and relevant to the realities and challenges of community safety, provision will also be made to address short-term issues not captured by the annual planning cycle.

Action

5.1	<p>BASC will develop annual Community Safety Strategic Assessments to provide an overview of current and future crime, disorder and community safety issues in the Island. The Strategic Assessment should include the following:</p> <ul style="list-style-type: none"> • Analysis of the types of crime, disorder and problematic substance use in Jersey. • Analysis of the levels of crime, disorder and problematic behaviours (including substance use) in Jersey • Changes in those types and levels and why these changes have occurred. • Views of partner agencies in relation to crime, disorder and problematic or harmful behaviours (including harmful substance use) • Identification of gaps in knowledge which need to be addressed. • Evaluation of progress in existing priority delivery plans • Recommendations for new Priority Action Plans
5.2	<p>The annual Strategic Assessments will be reinforced by a process to identify and respond to additional ad hoc issues flagged by community partners or new analysis. The POG may agree to develop supplementary Priority Action Plans, using the following criteria:</p> <ul style="list-style-type: none"> • The issue is of a size and scope to warrant a Priority Action Plan (e.g., the issue must be beyond the scale of an individual or family) • The issue is supported by data/evidence. • Solutions will require a collaborative or multi-sector approach. • An agency is not already well-positioned to successfully address the issue within its current capacity or resources

The evidence-based planning process will enable the POG to commission or amend targeted *Priority Action Plans* to meet the safety needs of the community. Action Plans will be developed by existing or new *Action Groups* recruited from community partners best placed to address the issue.



5.3	Agree criteria to develop constructive peer review process for proposed community safety interventions
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