

Securing the knowledge: The 5Is framework for improving performance in crime prevention, security and community safety

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What's coming up

- Problem with performance – implementation failure
- New explanation – limitations of practice knowledge and how captured, managed and evaluated
- Issues with knowledge for practice, delivery, policy including selection, replication and innovation
- Designing a knowledge system to handle complexity and peculiarities of crime prevention
- How existing knowledge frameworks measure up
- New framework designed to meet the specification
 - Definitions, institutional settings, process (5Is), causes and interventions (CCO)
- Illustration – Operation Moonshine
- Philosophy

The Big Problem with Performance

Implementation failure

- Demonstration project 'success stories' in crime prevention/ community safety often fail to work when mainstreamed
- Problem-Oriented Policing continues to be hard to implement to a high-enough standard

Familiar Explanations of Implementation Failure

- Deficient project management skills
- Limited analytic capacity of practitioners
- Short-term funding
- Over-centralised management
- Unsupportive organisational context

New Explanation of Implementation Failure

- Limitations of *knowledge*, how it is *captured through impact & process evaluation* and how it is *managed*

These limitations hinder:

- Performance of community safety at *Policy, Delivery, Practice* levels

Common underlying theme:

- Failure to handle *complexity* of choice, delivery and action that creating and maintaining community safety requires

What Kinds of Knowledge can Research & Evaluation Supply?

- *Know-about* crime problems
- *Know-what* works to reduce crime/ increase safety
- *Know-who* to involve
- *Know-when* to act
- *Know-where* to distribute resources
- *Know-why* – symbolism, values, politics, ethics
- *Know-how* to put into practice

Know-How – Process of Doing Community Safety 1

- Know-how draws all other knowledge together
- Users need knowledge and technical skill to help:
 - *Define* the crime/ safety problem
 - *Select* intervention methods, which are evidence-based, suitable to tackle the targeted crime problems in context; and fit the priorities and available resources of the responsible organisation/s
 - *Replicate* the methods
 - *Innovate* where replication is not possible or sensible – eg lack of adequate evaluations, new contexts, new problems

Know-How –

Process of Doing Community Safety 2

- Every replication involves some degree of *innovation* followed, ideally, by *monitoring, feedback, adjustment*
- Innovation draws on:
 - High-level *principles of intervention* which can generate plausible new ideas where there is no specific evidence base. Such principles will usually derive from theories, ideally in combination
 - Details of *practical methods* whose *elements* can be recombined in different ways to realise existing kinds of intervention in new contexts, or new kinds of intervention altogether

Information Captured by Evaluation

– Limitations for Informing Policy and Delivery, and Guiding Practice

- Impact evaluation – knowledge too narrow for *Selection of Interventions*
- Process evaluation – too simplified for *Replication and Innovation*

**Policy Choices at National
and Local Levels –
Selecting Interventions for
Programmes and Projects**

Limitations to Current Guidance Material for Policy Choice

- Knowledge compressed into just a few numbers – impact or effect size
- EG Systematic Reviews of What Works – Campbell Collaboration
- Being rigorous and systematic is very necessary – but not sufficient if results are confined to one dimension

Knowledge Framework for Policy Choice

Multiple Dimensions of Policy Performance

- Selecting interventions that are *effective, cost-effective and whose benefit significantly outweighs cost*
- Efficient *targeting* on *causes* of crime/ safety problem
- *Prioritisation* on *harm, needs* of victim & wider society
- *Coverage* on the ground – *how much* of crime problem tackled?
- *Scope* – narrow range or broad range of crime types tackled?
- *Adaptability* – proofed v soc/ tech change/ adaptive offenders
- Taking action over *appropriate timescales*
- Pursuing policies *sustainable* financially and in HR terms
- Avoiding undesirable *side-effects* of action and balancing *tradeoffs* with other policy values
- Maximising *legitimacy/ acceptability* of actions
- Ensuring policies are *deliverable* in rollout of programs

**Good Practice in
Community Safety –
Replication and Innovation**

Routine Replication/ Mainstreaming of 'Success Stories' Hard to Deliver

- Superficial interventions and descriptions of interventions – weak rationale
- Weak evaluations
- Lack of synthesis of the results
- 'Cookbook' replications – principles/ mechanisms, process and context are all important
- Limited innovation

**Designing a knowledge
system for practice,
delivery and policy**

Equipping Practitioners – Technicians or Professional Consultants?

- Rather than supply practitioners with many *fixed solutions*, better to equip them with generic *principles* of community safety and knowledge of *process*
- Should help practitioners think *less* like *technicians* applying a simple prepackaged remedy; and *more* like *expert consultants*, using principles to customise to context, to innovate, design and reconfigure diagnoses and solutions as they go

Knowledge Requirements for Practice – Design Specification 1

Structure, content, terminology & concepts

Structure of community safety action

- Multiple levels
 - Practical *methods*
 - Generic *principles*

Knowledge Requirements for Practice – Design Specification 2

Content

- Know About crime and safety
- Know What works
 - links to theory/ mechanism
 - in detail
 - in context - Troublesome tradeoffs
- Know How
 - Tasks of preventive action in process
 - Elements of good practice at all stages

Terminology & conceptual framework

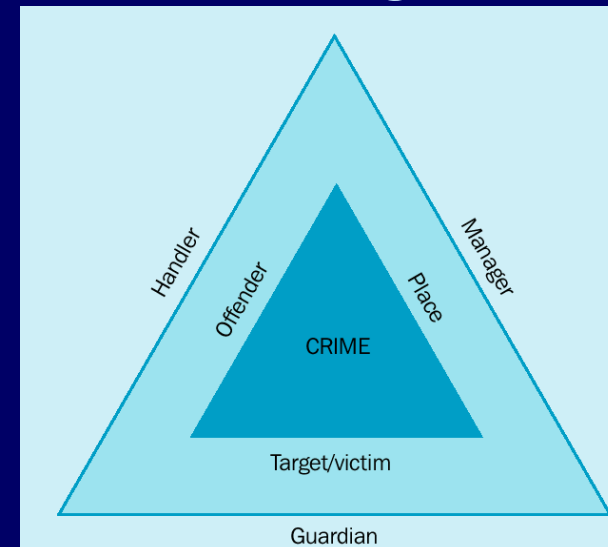
- Consistent, clear & rigorous

Specification for Terminology and Conceptual Framework

- Should be a *precision tool for capturing, consolidating & sharing knowledge* to facilitate:
 - Thinking - systematic mapping of crime problems, causes and interventions to support a problem-oriented approach at tactical to strategic levels
 - Supporting disciplined innovation and creativity
 - Planning
 - Education and training
 - Articulating and integrating theory, mapping mechanisms
 - Communication and collaboration with colleagues and partners, locally and internationally
- Requires a suite of clear *definitions of activities and institutions* that interlock

Existing Practice Guidance & Knowledge Frameworks for Community Safety

- **Process** – SARA
 - Scanning
 - Analysis
 - Response
 - Assessment
- **Causation and Intervention** – Crime Triangle
 - Victim/Target
 - Place
 - Offender



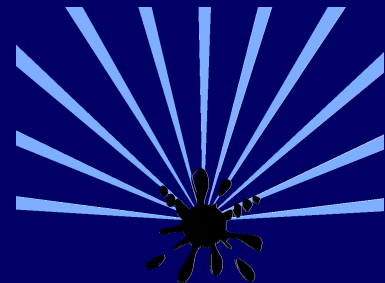
Limitations of Existing Frameworks

- **SARA** is very simple & easy to learn, **but**:
 - Has insufficient detail to organise knowledge & guide thinking, especially Response stage
 - Does not distinguish mechanisms, principles & methods
- **Crime Triangle** is also easy to learn, **but**:
 - Again has insufficient detail/ depth to take practitioners beyond 'kindergarten' stage
- Limitations restrict *research* too

Meeting the Spec:

Elements of **New** Framework

- **Definitions including**
 - Crime Prevention, Community safety
 - Institutional settings – judicial, civil, parajudicial
- **5Is - Process**
 - Know how
 - A language and a map for describing all the tasks of the preventive process and thereby capturing and sharing good practice knowledge
- **Conjunction of Criminal Opportunity**
 - Know about crime, Know what works to prevent it
 - Conceptual framework to map
 - immediate **causes** of criminal events and
 - preventive **interventions** in those causes



Defining Crime Prevention

Ethically-acceptable and evidence-based advance action intended to reduce the risk of criminal events

- by intervention in their causes

Or alternative discourse

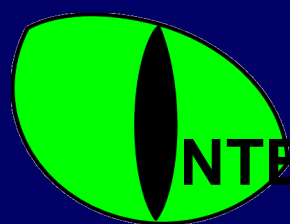
- by frustrating criminal goals, through disrupting activities and organisations directed towards their pursuit

Note:

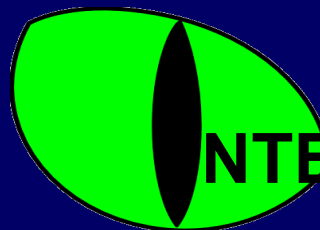
- *Risk* = possibility, probability and harm
- *Causes* includes risk and protective factors (otherwise why bother manipulating these?)

Defining Community Safety

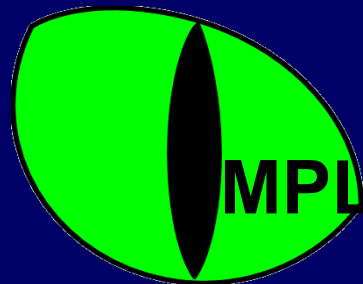
- An aspect of the *quality of life*
- A state of existence in which people, individually & collectively:
 - Are sufficiently free from / reassured about a range of real & perceived *hazards/ harms* including crime & related misbehaviour
 - Are able to *cope* with those which they nevertheless experience, or
 - Are otherwise sufficiently *protected* from their consequences.....
 - To allow them to pursue the necessities of their social and economic lives
 - To exercise their skills and
 - To create and enjoy wealth in the widest sense



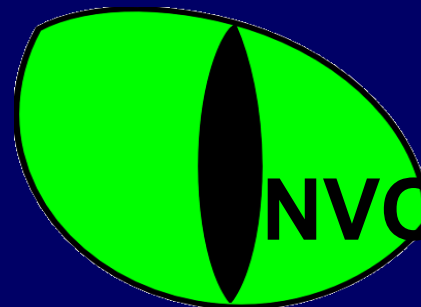
INTELLIGENCE



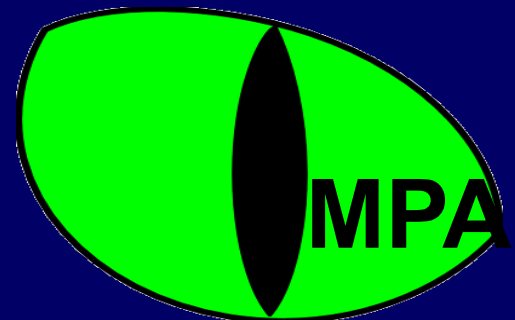
INTERVENTION



IMPLEMENTATION



INVOLVEMENT



IMPACT

The Five Is

The tasks of the
Preventive Process

5Is Builds on SARA

- Scanning and
- Analysis for Intelligence
- Response through Intervention,
Implementation and Involvement
- Assessment of Impact

But is more detailed, more structured

Organising and Communicating the Framework – the **Zoom** Structure (1)

Message: The 5 Is

Map: Subheadings

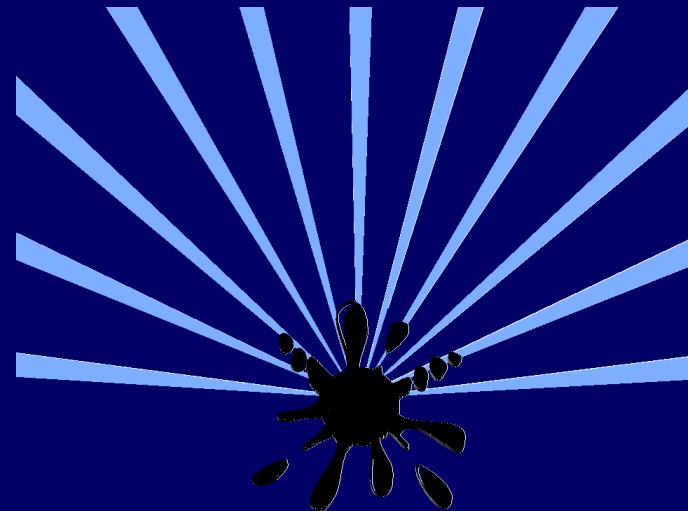
Methodology: – Detailed frameworks & processes

The Zoom Structure (2)

Message: Intelligence:

Map: Causes, risk/ protective factors:

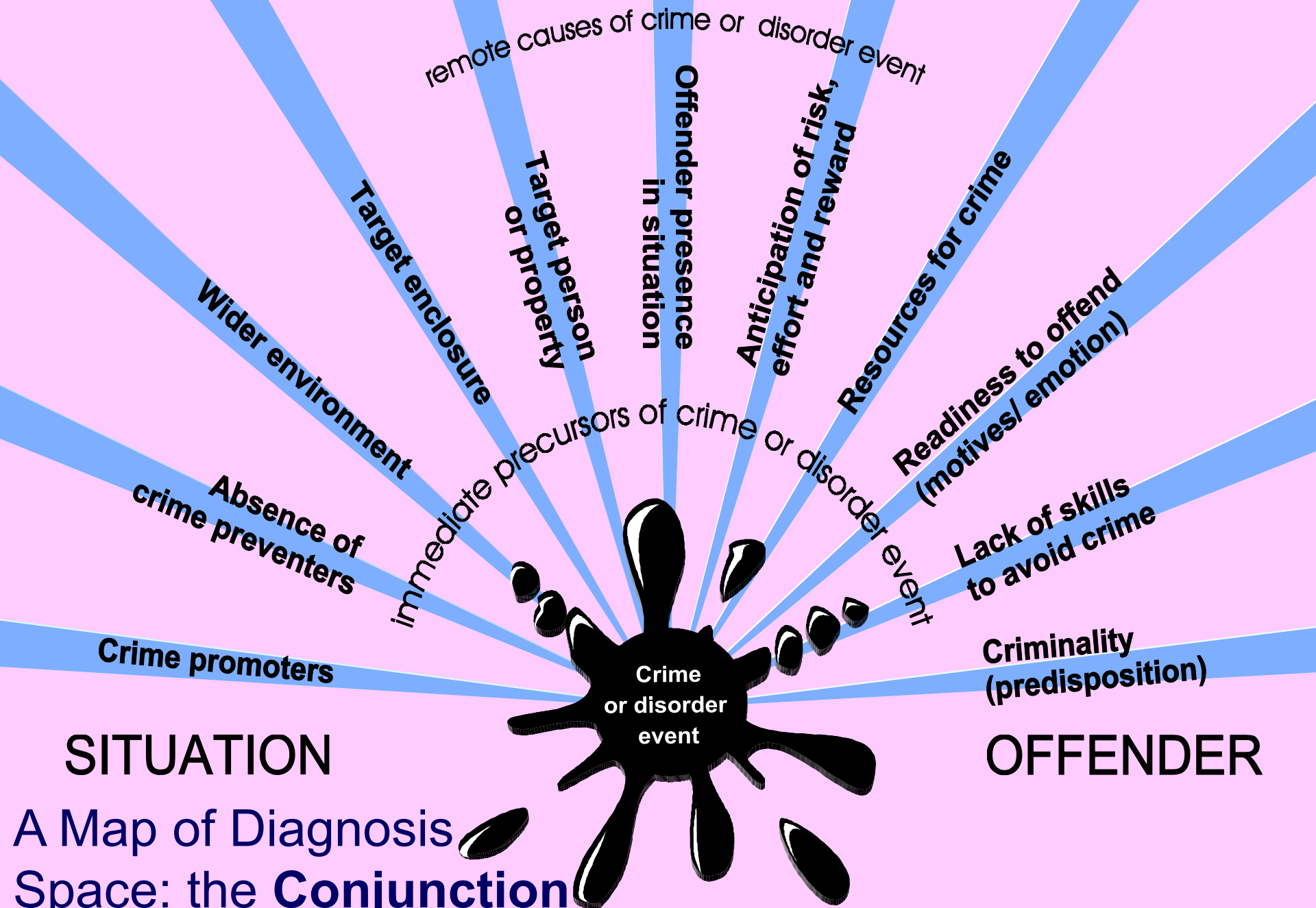
Methodology: Conjunction of Criminal Opportunity



Detour:

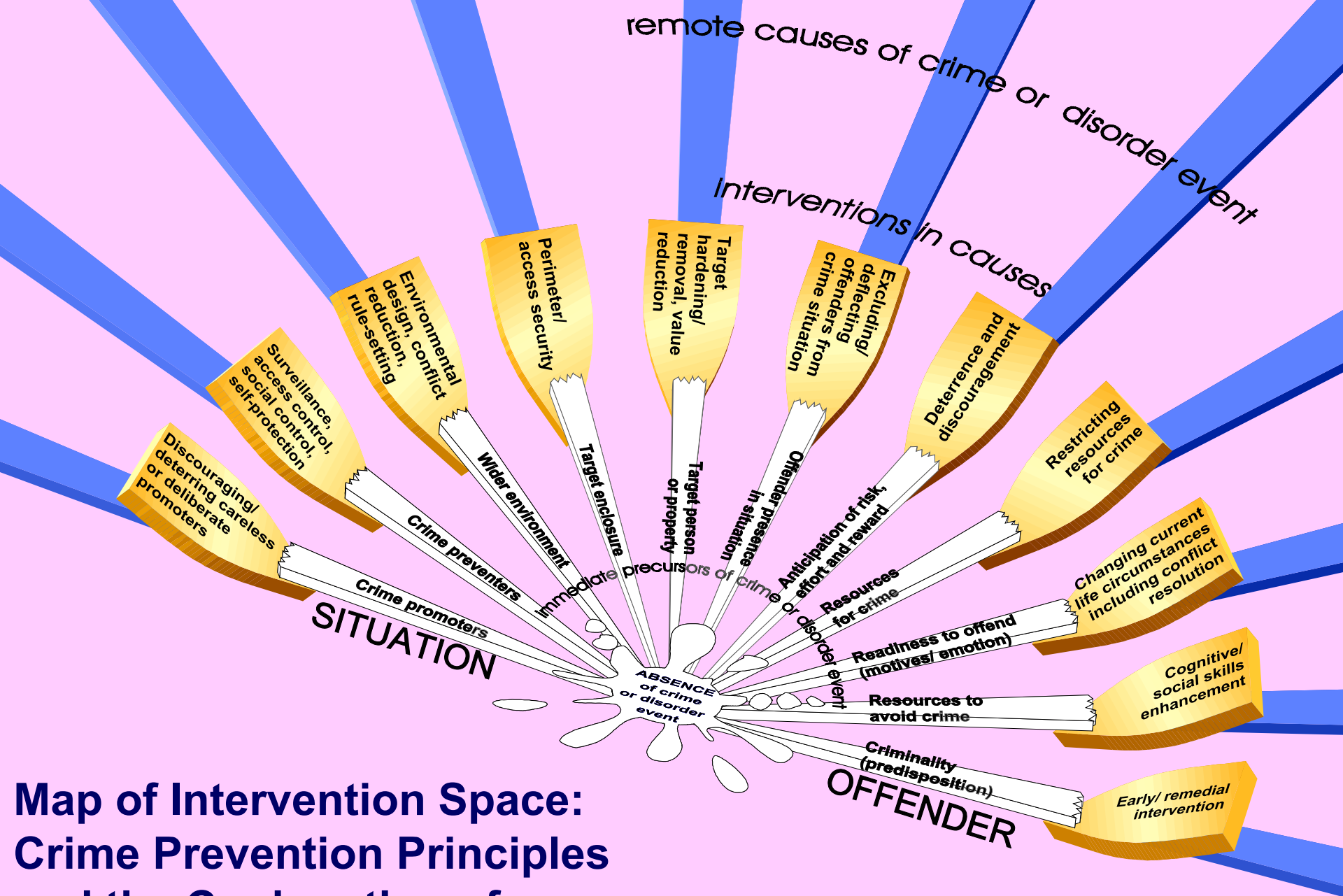
Conjunction of

Criminal Opportunity



A Map of Diagnosis Space: the **Conjunction of Criminal Opportunity**





Map of Intervention Space:
Crime Prevention Principles
and the Conjunction of
Criminal Opportunity

Back to 5Is: **Zoom** Structure (3)

Message: Involvement:

Map: Partnership, Mobilisation, Climate-setting:

Methodology: Mobilisation

- **C**larify crime prevention roles/ tasks to achieve
- **L**ocate appropriate preventive agents
- **A**lert them
- **I**nform them
- **M**otivate them
- **E**mpower them - increase capacity
- **D**irect them - objectives, standards

The Zoom Structure

Message:

Map:

Methodology:

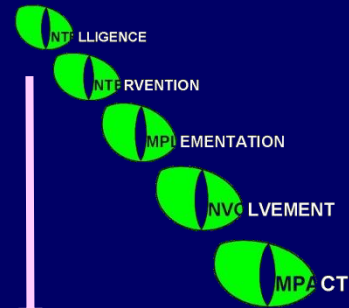
Meat:

Intelligence

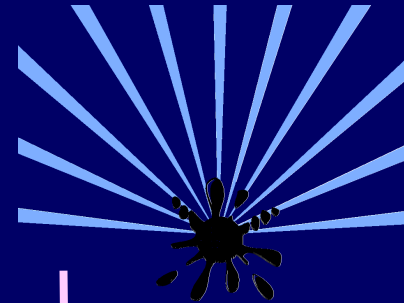
Causes, Risk &
Protective Factors

Conjunction of
Criminal Opportunity
framework

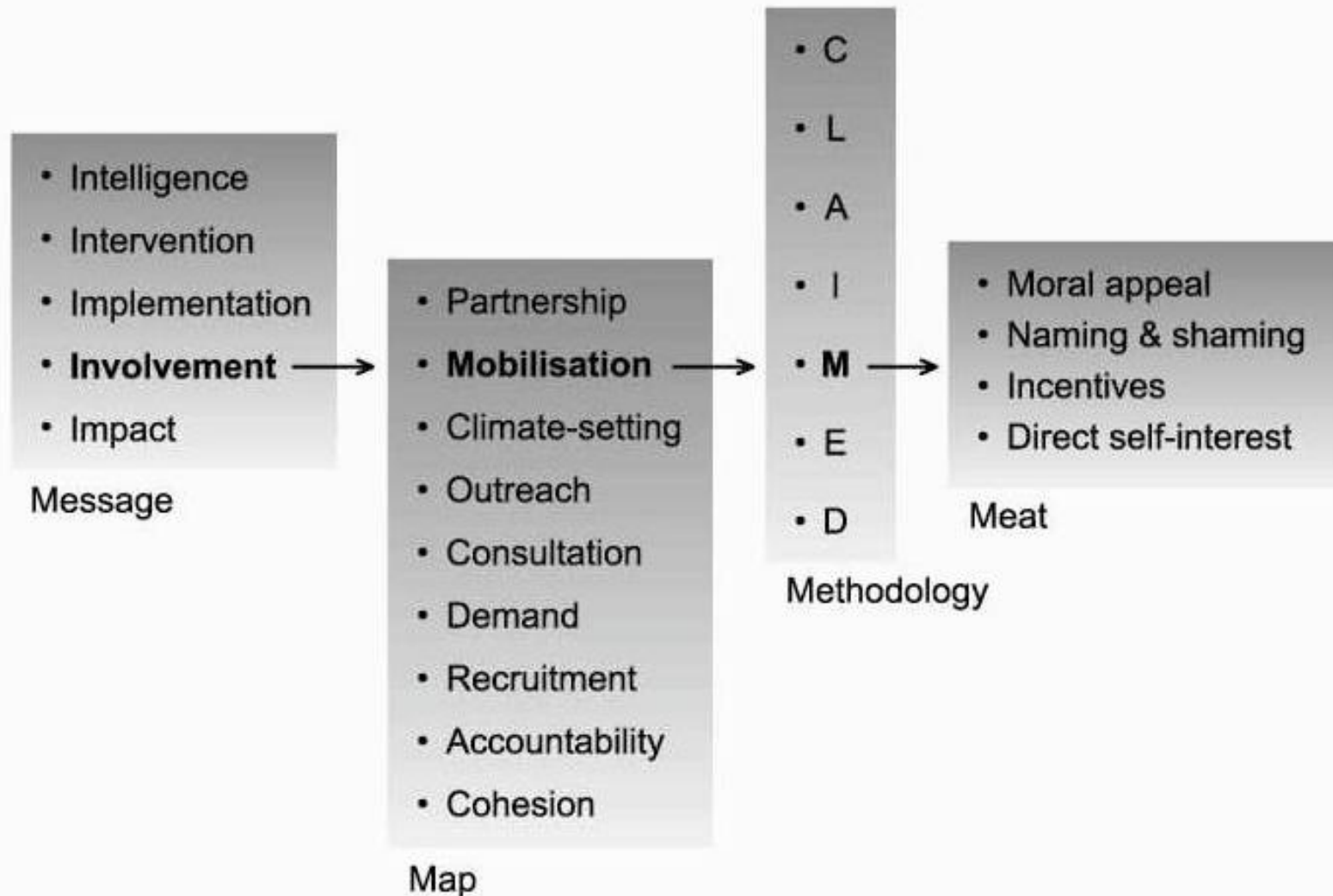
Specific content
of knowledge -
particular causes
of offending problem



- General social/geographical context
- Evidence of crime problem – sources of information and analysis
- The crime problem/s tackled - pattern, trend, offenders, MO
- Wider crime problems
- Consequences of the crime problem/s
- Immediate causes, risk & protective factors, criminal careers



5Is Zoom structure – Involvement



Operation *Moonshine* Intelligence

- General social/geographical context
- Evidence of crime problem – sources of information and analysis
- The crime problem/s tackled - pattern, trend, offenders, MO
- Wider crime problems
- Consequences of the crime problem/s
- Immediate causes, risk & protective factors, criminal careers

Operation *Moonshine*

Intelligence: Causes - CCO

- Wider Environment
- Offender Presence
- Target Enclosure
- Resources for Crime
- Readiness to Offend
- Crime Preventers
- Crime Promoters
- Higher-level cause – drug market

Operation *Moonshine* – Intervention

1. Modification of carrier bags
2. Targeted High visibility police patrols
3. *Acceptable Behaviour Contracts* for persistent offenders
4. Target hardening of retail store to prevent alcohol theft
5. Removing flowerbed from the front of row of shops
6. Community clean up
7. Youth shelter
8. Mobile recreation unit
9. Arresting/Cautioning of Anti Social Behaviour offenders
10. Drop in centre for youths
11. A healthy living centre for youths
12. A forest location as alternative place for youths to gather
13. Disrupting a possible drugs market targeting youths

Operation *Moonshine* Intervention

- How it works - causally
- Practical **methods**
- Analytic **principles**

Operation *Moonshine* - Intervention 5

Method:

- *Removing the flowerbed from the row of shops*

Principles:

- *Environmental design*
- *Restricting resources for crime*
- *Deflecting offenders from crime situation*
- *Reassurance*

Risks of countermoves:

- *Ram-raiding*

Counter-countermoves:

- *Bollards!*
- *With sharp bits*

Operation *Moonshine* - Intervention 6

Method:

- *Community clean up*

Principles:

- *Reassurance*
- *Deterrence*
- *Mobilising preventers*

Operation *Moonshine* - Intervention 7

Method:

- *Youth shelter for local kids*

Principles:

- *Removing offenders from crime situation and from alcohol*
- *Reducing readiness to offend by meeting needs legitimately*

Risks:

- *Inappropriate graffiti*

Operation *Moonshine* – Intervention 9

Method:

- *Arresting/cautioning of ASB offenders*

Principles:

- *Removing offenders from crime situation*
- *Giving offenders resources to avoid offending (education)*
- *Deterrence and discouragement*
- *Mobilising preventers (parents)*
- *Gateway to CJS; to range of youth services*

Risks:

- *Countermove by offenders*

Operation *Moonshine* - Implementation

- Converting method into action on the ground – management, planning and supervision
- Targeting of the action on the crime problem, offender, place and victim
- Inputs of £, HR, capacity-building
- Monitoring, quality-assuring and adjusting the action in the light of feedback – *adaptability*
- Outputs achieved for each method
- Risks/blockages in implementation
- Exit strategy/ expansion/ *continual revision in case of changing fashions in ASB*

Operation *Moonshine* - Involvement

- **Partners**

- *Hampshire Police Force*
- *Test Valley / Eastleigh Borough Councils*
- *Neighbourhood Wardens*
- *Representative from a local shop*
- *Residents Association*
- *Youth Service*
- *Local Landowners – of the parade of shops*
- *Parish Council*

- **Climate setting**

- *Managing the public's expectations*

- **Mobilisation for active participation**

- **Risks/blockages of Involvement**

- *Conflict between young and old*

Operation *Moonshine* - Involvement

- ***Hampshire Police Force***
 - Crime reduction officer and police beat constable formed the core project co-ordinating team
 - Monitored changes in ASB offences/ disorder incidents
 - Offered advice on prevention to the other key partners
 - Chaired the steering group/committee meetings
 - Located sources of funding for the project
 - Local basic command unit – carried out targeted police patrols involving a mixture of covert and overt observations of the crime/ASB problem

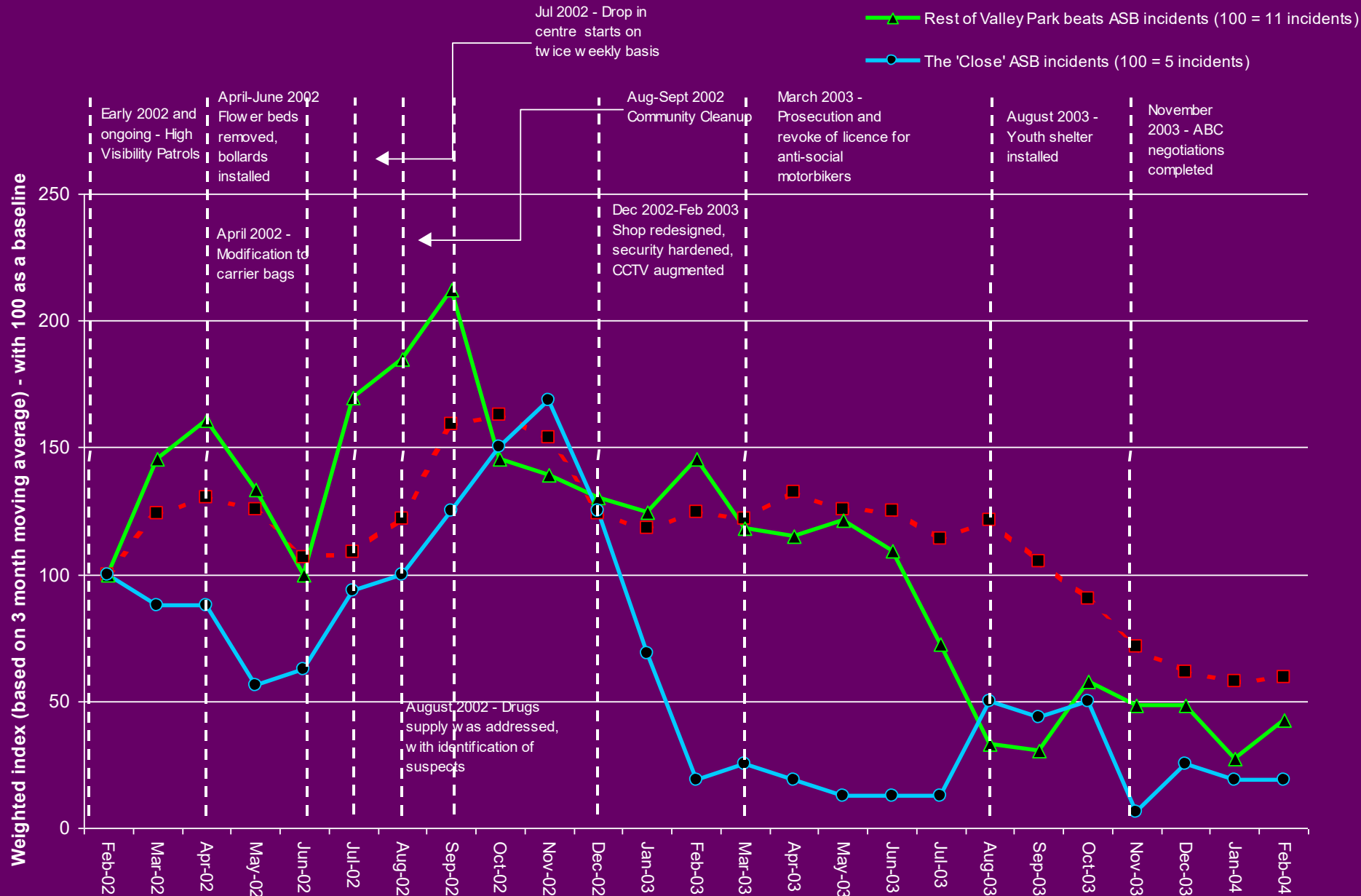
Operation *Moonshine* - Involvement

- ***Test Valley)/ Eastleigh Borough Councils***
 - **Community safety officer and relevant services attended committee meetings**
 - **Funded alterations to the local community centre**
 - **Supported services for youths at leisure centre**
 - **Provided the supporting use of neighbourhood wardens**
 - **Involved in representing the local council's views at the committee meetings**
 - **Consulted on developing council owned land**
 - **Willing to support ABC contracts and ASBO**
 - **ASBO officers showed videos of offending to parents**

Operation *Moonshine* – Impact

- **Process evaluation**
 - Wherever there's a process, it can be evaluated and benchmarked
- **Impact evaluation**
 - Intermediate outcomes
 - Ultimate outcomes
 - Sustainability of implementation
 - Sustainability of impact
- **Replicability**

Index of three month moving averages for recorded ASB "CADA" incidents in The Close compared with rest of Valley park beats and Eastleigh BCU



Further Applications for 5Is Framework

Beyond capturing good practice examples:

- Synthesis/ testing of *principles and theories*
- *Failure-mode analysis* at each 'I'
- Framework and source for *toolkits and training*
- Supporting *gap analyses* for research, and strategic overviews for policy and delivery
- *Prospective* business-planning/appraising tool, for project development and monitoring of implementation - 'playback' beside 'record'

Further Applications for the Conjunction of Criminal Opportunity

- Organised crime/ drug dealing
- Terrorism
- Cybercrime
- Design Against Crime – crime proofing of products
- Crime Impact Assessment/ Risk Assessment
- Horizon scanning
- Offender interviews
- Investigation of crime
- Understanding / describing Modus Operandi

The Question of Simplicity

- **Simplicity preferred**, but...
- Crime prevention/ community safety *are complex*
- Ashby's Law of Requisite Variety – to understand complexity in reality, you have to have sufficient complexity in your model.
- So: *It's futile dumbing down to communicate with practitioners, if what you communicate can't deliver successful prevention. Or provide adequate foundation for research.*
- Any complexity must be *appropriate* and *deliberate*
- *Language* must be sophisticated but communicable
- 5Is tackles this by zoom / interactive graphics
- 5Is best learned as primary schema for prevention

Finally... Philosophy

- *High investment* in training, guidance and other infrastructure and capacity building leads to *High return* in successful performance of crime prevention/ community safety/ Problem-Oriented Policing
- Major factor behind this is *richness of information* captured in evaluations
- And *systematic collection and organisation of knowledge* for sharing, for policy, delivery and practice

Where to Find Information on 5Is and CCO

<https://crimeframeworks.com>

Ekblom, P (2011) *Crime Prevention, Security and
Community Safety with the 5Is Framework*

Basingstoke: Palgrave Macmillan