

2019 Community Justice Consultation Findings

"How can we reduce (re)offending in Midlothian?"

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Introduction

This report provides an analysis of responses of a public consultation carried out in May-June 2019. Results reflect responses received from 450 individuals who live or work in the Midlothian local authority area as well as individuals held in custody at HMP Edinburgh who were identified as Midlothian based.

Background

Section 20 of the Community Justice (Scotland) Act 2016 places a duty on Community Planning Partnerships to make all reasonable efforts to secure participation in the development of our Community Justice Outcomes Improvement Plan (CJOIP) 2017-2020. Statutory partners must be able to demonstrate how they have engaged with stakeholders to agree the potential content or scope of the CJOIP.

A Communication and Engagement Strategy and Plan 2017-20 was produced by the Community Justice Team to outline the activity planned to progress actions SO1.2ⁱ and SO1.4ⁱⁱ (since revised). The plan details consultation activity which would take place between 2019 and 2020, including the public consultation on awareness of community justice discussed in this paper.

Methodology

A survey was developed and distributed to individuals who live and work in Midlothian. Survey questions were adopted from a consultation that took place in autumn 2017 so that results could be compared, with the layout and wording of the information page and questions edited slightly to appeal to a wider population and ensure clarity of questions asked.

The survey was available in an online format through Survey Monkey and paper copies were made available in all Midlothian Council offices, libraries, leisure centres and GP surgeries. Posters were designed and accompanied all paper surveys, publicising the web address to complete the survey online, and all leisure, library and GP group managers were emailed and asked for their support in promoting the consultation through staff and service users. A news article was placed on the Midlothian Council intranet encouraging staff to complete the survey. Consultation also took place among Midlothian based individuals held in prison custody at HMP Edinburgh and HMP Cornton Vale.

The consultation period ran from 17th May to 17th June 2019 with questionnaires collecting both quantitative and qualitative findings. In total 450 responses were received, an increase (+14.2%) on the 2017 consultation period when 394 responses were received.

Awareness of Community Justice

Respondents were initially asked "Are you aware of the work that Community Justice do in preventing people from committing crime?" All respondents provided an answer to this question, with 24% stating they were aware of community justice, whilst 76% were not. This is lower than the 2017 consultation results when 45% of respondents stated they were aware of community justice, thus demonstrating that considerable work is still required to raise public awareness of community justice and what is involved.

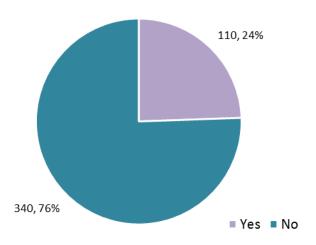


Figure 1: Breakdown of awareness of community justice

Respondents were then asked where they had heard about community justice. Of the 107 who answered the question 41.1% (n=44) made reference to their work place or role, 25.2% (n=27) made reference to local or national media (including social media) and 11.2% (n=12) had heard through general conversation or through community groups. A further ten responses (9.3%) made reference to being in the criminal justice system themselves.

Themes/Key findings:

- Overall decrease in awareness of community justice meaning that more work is required to raise the profile among Midlothian public and key stakeholders
- Effectiveness of local communication / social media in improving public awareness of community justice.

Factors Thought To Influence Desistence from Offendingiii

Research shows that there are a number of factors which make people more likely to commit crime. Respondents were asked to prioritise twelve known supports that are known to have an influence on reoffending, by ticking five of the following:

- Support people to attend school and/or gain qualifications.
- Support people to reduce/manage alcohol use.
- Support people to reduce/manage drug use.
- Promote positive attitudes towards the law and against crime.
- Work with young people to reduce early anti-social behaviour.
- Support people to maintain stable housing.
- Support people to get in to work.
- Help to improve family life and parenting skills.
- Support people to manage their finances.
- Support people who have experienced abuse (including sexual, physical, emotional and domestic).
- Support people with mental health issues.
- Support people with physical health issues.

Overall, "working with young people to reduce early anti-social behaviour" was deemed to be the greatest indicator of reducing (re)offending, with 73% of respondents rating this as one of the highest priority support needs. "Supporting people to reduce/manage drug use" also received high support at 57%, and a slight increase from the previous consultation when 54% of respondents supported this priority. Similarly, "support people to attend school and/or gain qualifications" was well supported at 56% (59% in previous consultation).

Only 13% of respondents felt that "supporting people with physical health issues" was one of the top support needs for reducing (re)offending, a figure comparable with the previous consultation. Respondents were also less likely to prioritise the relationship between reducing (re)offending and "supporting people to manage their finances" or "supporting people to maintain stable housing" (19% and 22% respectively). Again this is consistent with the results of previous consultation activity.

In the previous 2017 consultation, 40% of respondents prioritised "supporting people with mental health issues" as a means to reducing future (re)offending. This increased to 47% in the 2019 consultation, which suggests that there has been an increase in public awareness of mental health issues in the last two years and its potential to impact on (re)offending.

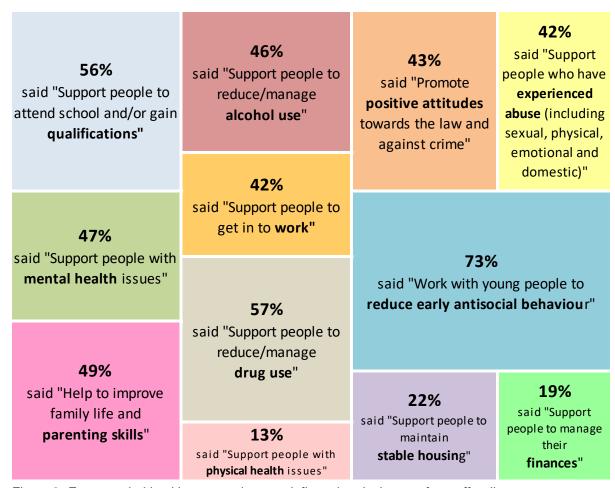


Figure 2: Factors prioritised by respondents as influencing desistance from offending

Themes/Key findings:

- In general, working with young people to reduce early anti-social behaviour was seen as the top priority support need in terms of reducing (re)offending.
- Managing/reducing drug use and supporting people to attend school and/or gain qualifications were the second and third priority support needs in reducing (re)offending,

- There is work still required to develop public/partner understanding of the link between risk factors and risk of (re)offending.
- Public awareness of mental health issues and its potential to impact on (re)offending has increased over the last two years.

Current availability of support/services

In an effort to measure respondent's awareness of services and support groups available in the local community to help desist from re)offending), respondents were asked "Thinking of the list of support needs listed in question three, are you aware of any services that are helping to prevent people from committing crime in your local area?" A total of 252 (56%) respondents provided an answer to the question and a full description of services, by support area, are provided below.

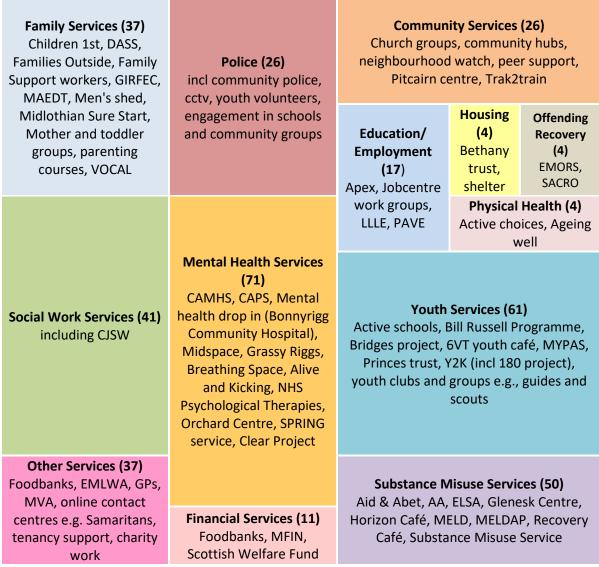


Figure 3: Services helping to prevent people from committing crime in respondent's local area

In total a sound sixty-seven separate organisations/ groups were named by respondents as providing a service to reduce reoffending in Midlothian. Awareness of mental health services was highest among respondents (n=71), with identified services including CAMHS, CAPS, Mental health drop in (Bonnyrigg Community Hospital), Midspace, Grassy Riggs, Breathing

Space, Alive and Kicking, NHS Psychological Therapies, Orchard Centre, SPRING service, Clear Project.

Knowledge of youth services was similarly high among respondents (n=61) including Active schools, Bill Russell Programme, Bridges project, 6VT youth café, MYPAS, Princes trust, Y2K (incl 180 project), youth clubs and groups e.g., guides and scouts. As was substance misuse services (n=50) and included Aid & Abet, AA, ELSA, Glenesk Centre, Horizon Café, MELD, MELDAP, Recovery Café, Substance Misuse Service.

Awareness of housing/homeless services, finance, and physical health services were less so, with only seven services named among all respondents in those three areas.

Themes/Key findings:

- Just over half of respondents were aware of a service/support helping to prevent people from (re)offending in the local area.
- Awareness of mental health services, youth services and substance misuse services was highest among respondents.
- There is significant work to do to raise awareness of organisations and services in Midlothian, and to develop the public/partners understanding of their relevance to community justice objectives. In particular promotion of housing/homeless services, finance, and physical health services and their relevance to reducing (re)offending is required of which awareness was particularly low.

Future Needs of Communities

In order to assess the future needs of communities the following question was asked "What more do you think needs to be done to stop people from committing crime in your local area?" Almost all respondents (93%, n=420) provided an answer to this question.

Thematic analysis was carried out to identify key themes that reflect the contextual data. Analysis of the responses enabled consensual thoughts and opinions of the respondents to be gained, with themes identified illustrated below.

Enhanced policing	Diversion	Parental responsibility
Tougher penalties	Early intervention and prevention	Offender led Support
Young offenders	Partnership working and community empowerment	Communicating services

Figure 4: Future needs of communities in preventing offending and reoffending

The most prominent theme identified from responses was **enhanced policing** as a deterrent to (re)offending. Specifically the desire for more visible policing in the local area, it was felt would also build trust/relationships with the public and "*likely offenders*". Closely linked was the desire for **tougher penalties for offending and a lack of enforcement action taken against offenders**, with respondents feeling that the justice system is too lenient and does

little to discourage offending: "Tougher action and more police presence on the streets. Youths should be made to work/pay for damage they cause", "I think more could be done when young people are caught committing a crime. They know they are protected by the law because of their age, so they just continue to re-offend. No punishments are given", and "Without punishment there is no way to stop crime". A number of respondents made reference to the closure of local police stations (in particular Gorebridge), which is felt has led to increased offending in the area. Several respondents also commented on the use of CCTV as a deterrent, and more so the (perceived) lack of f CCTV across Midlothian.

It should be noted that during analysis of the data it was apparent that respondents were stereotyping offenders as **young people**, with the majority of comments around reducing crime speaking specifically of the younger generation: "Better police response to petty crime to stop youngsters and others developing a belief that you get away with crime".

A recurring theme throughout responses was **diversion** from offending with a high number of responses highlighting the lack of diversionary activities, support, and locations for young people across Midlothian: "Places for young people to go where they can hang out and be safe", "Support young people by encouraging them to participate in supervised activities, training, personal development, and mental health". Many responses mentioned specifically the lack of evening activities, such as youth clubs and cafes where youths can gather and be entertained after dark "similar to Y2K in Mayfield". Others took a more **restorative justice** stance, suggesting that those who had previously been involved in crime should be used to educate those on the fringes of offending "to help them realise the consequences of their decision making"; "have ex-offenders/ ex-addicts talk at school", and "and repeat offenders to meet the victims of crime to understand the consequences of their actions".

More work around **prevention and early intervention** with was a clear message among responses. Many felt that by tackling the underlying causes of crime at root level would address offending before it took hold. An awareness of troubled families and the risk to young people in such families as being led into a life of antisocial behaviour and crime was spoken of: "work with young people and families at risk throughout the life cycle", "early support and prevention with vulnerable young people", "More investment in educating young people away from crime". The effects of trauma in childhood and the consequences on the young person was highlighted "Deal with the underlying problems. We need to understand early trauma and what that does... educate so (that) attitudes change, without a new way of thinking blame will always be placed on people rather than the system".

A theme closely linked to early trauma and the life consequences for that individual was the need for **offender led support**, with a number of respondents stating the need to "treat the person, not the crime". The importance of removing the stigma attached to those with offending histories was also highlighted: "People need a chance-remove the stigma". Several of the support needs mentioned in question two were touched on, specifically in relation to the need for employment Housing and financial help, employment and substance misuse support for people with offending histories was mentioned by several respondents as a means to reducing future (re)offending:

Housing

 "More supported accommodation for people leaving care- young people struggle to manage on their own leaving care and the system sets them up to fail"

Financial

• "Help with money management and finances"

Substance Misuse

- "Support groups for drug prevention and keeping clean"
- "Improve access to rehabilitation centres for drug and alcohol abuse to try and help people early on with their problem rather than dealing with them once they're addicted and committing crimes to fund the addiction. I've spoken to people who are crying out for help to be put on a waiting list for a year or worse, not get help at all. If they received help at the beginning, then it would be much easier to deal with than trying to mop up the repercussions (whatever they may be)".

Employment

- "Support through education and employment and training opportunities"
- "More work opportunities and business taking on people who offend"
- "Criminal records need to be less stigmatised- so people have the chance to gain employment"
- "We should be supported to find work- that must be a priority"

Leading on from the support needs mentioned above, a recurring theme among responses was the **availability and awareness of support for offenders**, and those at risk of offending, with a lack of knowledge among communities of what services and support are available, and further the work that the council and other agencies do. Several recommendations were given including campaigns to show how resources are managed, better advertising of events, better advertising of services available: "Tokenistic surveys when nothing is done afterwards is not enough. You need to tell the people what you are doing".

Encouraging parental responsibility and for parent's to be held more accountable for the behaviour of their children (young people), emerged as a substantial theme. Suggestions included parenting support classes as well as support for young people known to live in abusive homes: "Engagement prior to police involvement, identifying and supporting parents who are losing control", and "Social help for young people - they should be shown how to do basic things like pay rent, buy their shopping as often they don't have a stable influence at home to show them". A number of responses also took a more disciplined stance in that more enforcement was required on parents "Tougher punishments and fines for parents who can't control their teens".

The desire for enhanced **partnership working** was clear as a means to reduce (re)offending, with partners being both authorities and communities. Many respondents detailed the need for trust building between authorities and those at risk of offending / re-offending: ""Better partnership working and better communications between agencies. Stop duplicate working. Stop flooding service users with services that do the same thing", and "Public and council interfacing to look at what communities can do to support the council efforts". Closely linked to the above was a want for **community empowerment**, and the need to build a sense of community for all (offenders, services, and communities): "I think people would treat their locality better if they were invested in it. Create opportunities for people to influence how their world looks and feels", "more community spirit- take responsibility for local areas", and "small actions fostering community pride e.g. removal of graffiti, litter, maintenance of public spaces, even parking". Further the need for **engagement** with young people was noted - engagement between young people, police and education, and to encourage a sense of 'belonging' within

communities. A number of respondents spoke of the need for positive role models for young people, to steer them away from the road to offending.

Themes/Key findings:

- Young people were central with a large number of comments noting a need for more preventative work at an early age. Diversion and education from offending, enhanced policing and tougher penalties, and encouraging parental responsibility were also perceived factors in reducing (re)offending.
- Increase publicity around support and services available and the work that agencies do would be beneficial given the number of highlighting offender-led support, partnership working and the lack of knowledge among communities of what services and support are available.
- A more holistic approach to meeting complex needs was seen as essential for breaking the cycle of offending; taking an offender-led approach and "treating the person not the crime".

Community Participation in Community Justice Planning and Delivery

Respondents were asked how they or their organisation might be able to support or help people in their community from becoming involved in crime. There were 240 responses received.

working with people either in education or support local groups	education
befriending/mentoring	setting a positive role model

Figure 5: Themes identified in response to the question: How would you or your organisation be able to support or help people in the community from becoming involved in crime

Four key themes were identified during analysis of responses. Among the most common response was the theme **working with and supporting people either in education or local groups**, with individuals offering several means in which they could assist: "I would be happy to help with talks or classes about basic nutrition", "help with basic literacy/numeracy to increase job prospects - once people have missed the basics they find it embarrassing and impossible to catch up", "help out in a crèche or with older folk to give carers some respite or time to attend classes", "Happy to provide education for keen people who want to make their life better in prison if they are sentenced for their crime".

A theme closely linked to that above was the offer to share experiences with peers and young people, as a way of **educating** them away from a life of offending. Support offers included "going to groups and talking about my like in crime and telling them ways to prevent committing crime. Stories can be powerful", and "Giving talks to the younger ones involved in crime and showing then how their lives could turn out if they continue down this path".

Several respondents stated they were keen to try and offer support and guidance in a **befriending/mentoring** capacity. In a similar vein respondents felt that more youth diversionary activities and support groups for young people are required in their locality:

"Young people need someone to listen to them... a place where they can offload their worries and problems with no judgement", and "Youngsters need more to do that doesn't cost the earth to help keep them socialised and off the street". Several respondents highlighted that engaging with young people first of all is key to finding out where their interests lie and plan groups around those interests.

Respondents spoke of their own personal role as a citizen in their community in setting a good example and being a **positive role model to others**, and by doing so **creating more inclusive communities**. Showing a non-judgemental attitude to all individuals in the community was among responses, with comments including "be kind and friendly and offer support", "be a positive influence… we need to build community spirit back up". Several respondents spoke of their own upbringing and that of their children, and how setting a good example of respect and kindness to younger generations will encourage the same in return: "The only thing I can do for the future of our community is raise my kids to be mindful and respectful of our community and hopefully teach them right from wrong", and "lead by example with younger family members".

It was clear from responses that many individuals would volunteer in some capacity but do not know how. Staying aware and informed of support services and local events, and signposting these to others was also a popular response, and one which takes minimal time / effort in comparison to others.

Themes/Key findings:

- Respondents are often unclear as to how they as an individuals can impact on a reduction of (re)offending.
- Despite this, there is a willingness for greater participation evidenced by engagement (or desire to engage) with partner agencies to meet the needs of communities
- Working with and supporting people either in education or local groups, befriending/mentoring, and being a positive role model to others were key themes identified in terms of future participation.
- There was agreement among respondents that creating more inclusive communities would play a significant part in reducing (re)offending.

Unpaid Work Orders

A total of 407 respondents provided an example of Unpaid Work they'd like to see in Midlothian. Responses fell broadly into three separate themes, the first being **improving the environmental attractiveness of the area**. The negative impact that littering and graffiti has on Midlothian's towns and on residents, and how individuals on Unpaid Work orders could 'give back' to their community by litter picking, removing graffiti, cleaning war memorials, repairing fencing/play park equipment and other public areas. High on the agenda was also gardening and DIY type services for the elderly and more vulnerable members of the community and attending to public flower beds, particularly in light of recent council cutbacks to these services.

A high number of respondents mentioned the recent cut backs and that the Unpaid Work team should take up those services that have been removed, for example pothole filling, school crossing patrols, road and council building maintenance and painting, road marking painting, community gardens, maintenance of community buildings such as changing rooms,

community centres: "The unpaid work team already do some fantastic work with community projects and for local people. Gardening services are a real help, clearouts and assistance with decorating/DIY jobs mean a lot to people who are struggling can get the help they need". Other suggestions included assisting at food banks, helping at peer groups by sharing experiences, and growing food in community areas.

A desire for **Restorative justice** was evident in responses; that Unpaid Work should involve talking to, or providing work for, victims of the crime committed, with the belief that this could help to "ensure a better understanding of the effects of their behaviour". There were also several more general mentions of understanding and repairing harm with comments such as "reparations to victims to emphasise impact of their actions" and "speak to the victims and ask them how to make it better".

The final theme identified was the need for skills used in Unpaid Work to **help towards future employment**; to help the individual to build skills or learn a trade that will help them with future employability - beneficial in the long term for both the individual and the community: "Work that could lead to the person gaining a qualification, or at least gaining experience that would help in the task of finding paid work. Work that has some real purpose and value, so that the person and the community can feel positive about it, and say so". There was a general feel among responses that there is a need to up-skill people with the end goal of completing unpaid work being future employment.

Themes/Key findings:

- Respondents noted a need for **noticeable** payback for communities and victims, in the form of improving local areas, helping more vulnerable members of the community, 'filing the gap' in terms of council cutbacks, and restorative work with victims.
- There was support for Unpaid Work that helps to develop skills, work experience or otherwise improves future prospects.

Other Comments

Respondents were offered free text space at the end of the survey to offer any other comment; 123 such comments were received. Several themes emerged from the data, the most prominent being the need for **education and early intervention** in preventing offending: "back to basics, family values and try to build good relationships with the police early", and "my comments focus on the younger offenders, and this is where changes must start. Get it right with this age range and you can change a generation of kids' views on crimes. Drive an understating of the implications of crimes, the resources used, and the money wasted, putting an emphasis on the victims of crime. Try and get away from the notion that the likes of graffiti on public grounds, smashed school windows etc., as being a victimless crime".

Early intervention	Enforcement and change in practice	Fear of crime
Education	Offender-led support	Positive communities

Figure 6: Themes identified in open comments at end of questionnaire

Positive parenting and support for parents to raise children respectful of their environment and community was also highlighted by a number of respondents: "A lot of issues with young people committing crimes stems from 'lazy parenting'. They have no idea of what constitutes reasonable behaviour, therefore it's important to educate early and to encourage the parents to also participate in their children's education".

Enhanced enforcement and a change in practice of how we tackle crime was another prominent theme. Specifically the desire for more visible policing in local areas was felt would act as a deterrent from offending, in addition to more sever punishments: "There does not appear to be sufficient deterrents - a lot of 'slaps on the wrist' approach giving those inclined to go along the crime path lots of leeway! I totally sympathise with our police force their hands are tied. The justice system is not working along these lines". On a similar note, a change in practice as to how we prevent and tackle (re)offending was addressed by a number of respondents: "Need to improve issues around disclosure and employer engagement to offer employment or work placement activities to those who have been through the community justice system", and "Skills and a purpose for individuals are important so they can take control of their own lives and be less involved in crime... resources will need to be found ... from Scottish Government if they are serious in achieving a lower rate of crime, homelessness, drug and alcohol problems. Lower waiting lists and more workers in services are very much needed".

Linked to visible policing, the **fear of crime felt** by individuals in the community – Bonnyrigg in particular was mentioned by several respondents. Several respondents spoke of their fear to leave the house after dark for fear of "being asked for fags or money. I think I'll get mugged", and spoke of the large groups of youths who loiter in the area – "I don't let my children out-Crime, ABS and drugs are everywhere. Kids as young as nine are running the streets, smoking, damaging cars and property".

As mentioned earlier in the analysis, there is a strong desire for **positive**, **inclusive communities**, where people support and look out for each other, and have positive role models to help divert those on the cusp away from crime. One individual spoke "social rejection is the worst", and another a desire for "positive attitudes and sharing our experiences with young people". Of note, Newtongrange was mentioned in several responses as having facilities and services stripped away (including swimming pool, post office, bank and church services) and the lack of a 'community hub' which is leading to community disbandment and a decrease in community spirit and respect and with that a perceived increase in crime.

A secondary theme identified within responses was the need for **offender-led support**, with many views expressed on the lack of support and direction on leaving prison: "I've been in and out of prison for a decade. I've tried to get help many times but it's just not there". The importance of positive attitudes was clear, both in themselves and in others, gained through personal development and learning of skills through Unpaid Work and other support networks - "rather than just leaving people to be at home alone, on a curfew without support and thinking that is going to help, put support in place, engage the person in to the community, support them to attend training on their issues, help them get voluntary work etc. Treat people with respect, help them feel valued, get routine, structure and people will react in a positive way".

Some more specific recommendations suggested by respondents are as follows:

- Better monitoring of the Substitute Opioid programmes to help ensure those recipients
 are adhering to the programme and not routinely "topping-up" or getting involved in
 poly-drug use a small measure would be tighter urine sampling. More funds for
 rehabilitation/residential places for drug/alcohol users see a pioneering centre
 https://www.bbc.co.uk/news/uk-scotland-glasgow-west-48556409
 and
 https://www.sanpatrignano.com/
- Are Mentors in Violence Prevention and Medics against Violence in Midlothian schools? What about people with convictions (not necessarily local) into Midlothian high schools to talk about their experiences?
- Look at New Zealand system of community justice. Offenders face the community to learn impact of actions https://www.justice.govt.nz/courts/criminal/charged-with-a-crime/how-restorative-justice-works/

Themes/Key findings:

- Young people were central with a large number of comments noting a need for more preventative work at an early age.
- The desire for tougher penalties for offending and general belief of a lack of enforcement action taken against offenders by police with respondents feeling that the justice system is too lenient and does little to discourage offending.
- As mentioned earlier in the analysis, there is a strong desire for positive, non-judgemental and inclusive communities, where people support and respect each other, and have positive role models to help divert those on the cusp away from crime.
- Fear of crime highlighted by several respondents and perhaps requires further investigation/ analysis through citizen's panel or other consultation.
- Holistic approach to meeting complex needs of individuals at risk of (re)offending was seen as essential for breaking the cycle of offending.

Recommendations/ Next Steps

A summary report of findings is to be circulated to the Community Safety and Justice Partnership Board and Working Group.

Partners are asked to note the results of 2019 consultation activity and consider how findings should influence the planned review of the Community Justice Outcomes Improvement Plan.

Results and comments from the survey are to be taken into consideration in the Annual Report.

Does CCTV need marketed? A theme highlighted was the lack of and use of CCTV across Midlothian in terms of reducing (re)offending.

Could lain Pemble's team provide a biweekly update in regards to what the unpaid work team has been involved in that we can post on facebook and twitter? Might improve public's awareness that unpaid work is and what the team are working on?

Social media is key to communicating with our communities. Throughout the survey a large number of respondents made reference to the fact they don't know what services are available. Would it be possible to produce a booklet with all the supports on offer within given the number of respondents highlighting the lack of knowledge among communities of what services and support are available (p5 and 9). *Another issue is how do we actually get people*

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in the door of these places? Many people are too nervous/low confidence to put their foot in the door – fear of labelling?

There is a willingness among respondents for greater participation and engagement (or desire to engage) with partner agencies to meet the needs of communities. This would benefit from further discussion as to how to get those individuals involved.

Feedback to communities on the results of this survey and update in 3/6 months or so what we have done as a result? I fear it builds mistrust among communities if we run surveys then don't appear to be doing anything with the results.

End of report.

¹ SO1.2 - "Use appropriate communication channels, including social media, to promote understanding of Community Justice and a raised awareness of Criminal Justice processes."

ii SO1.4 - "Improve the general public's understanding and recognition of community based sentences."

Note that individuals were asked to tick five boxes, however several individuals ticked more than five boxes. All responses were included in analysis, providing a total of 2284 responses (i.e. 'ticks').