

2012

# Achieving Better Outcomes in the Criminal Justice Sector for BAME

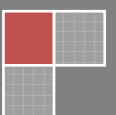
## Communities in Croydon

How has the black, Asian and minority ethnic-led voluntary sector experienced local commissioning?

The research seeks to highlight key lessons learned about local commissioning from the perspective of black, Asian and minority ethnic (BAME)-led voluntary sector organisations in Croydon. An inclusive model of commissioning that is responsive to the needs of BAME-led providers, who deliver services in the criminal justice system, is far from being a reality. This report is based on interviews with service providers as well as policy makers and local commissioners to understand some of the practical challenges that remain to be explored and addressed to achieve inclusive commissioning.



Neena Samota



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## Foreword

The Government is committed to greater local decision making in the delivery of services and accountability to local people. As with health and social care, the commissioning of services in the criminal justice system will be based on understanding the needs of users and the context of their local communities.

Black, Asian and Minority ethnic (BAME) communities are over-represented in the prison system and experience consistently poorer outcomes across a range of Criminal Justice System indicators. This report looks at how BAME-led third sector organisations, working in the criminal justice field, have responded to the challenges of the new commissioning regime. It focuses on one local area, the outer London borough of Croydon.

Croydon, on the outskirts of South London, is in large parts an affluent borough, but in August 2011 it was one of the London suburbs that were the scene for some of the worst rioting seen in Britain for decades.

The borough's own independent review into the riots cited a number of issues related to the justice system and the outcomes for local communities as contributory factors. Here the issues of race, poverty and crime collide. This report explores the context around BAME communities, BAME led voluntary and community organisations working in or around the CJS and the responses of local statutory bodies, particularly in relation to their commissioning strategies.

Central to the report's findings is the need to develop relationships based on trust, understanding and the need for strong relationships that can withstand challenges from either side.

For BAME voluntary and community organisations there is a need to focus on demonstrating outcomes for communities more effectively and to work together in formal consortiums amongst themselves and with mainstream providers, even with the acknowledged challenges of cuts affecting the local voluntary and community sector. A further challenge is for BAME sector to see empowering the voice of service users, often some of the most marginalised individuals in our communities, as a central aspect of their mission.

For statutory partners in Croydon the challenges in this area are immense and made even greater in the context of reduced resources and ongoing austerity. However, there is much that statutory authorities can do even before the vagaries of commissioning processes and their conclusions are reached.

Effective engagement with BAME voluntary organisations is necessary to improve the knowledge base of statutory agencies and facilitate the engagement of marginalised BAME

service users. Where voluntary organisations have been engaged effectively, for example in reducing the numbers of young BAME people in the borough's Pupil Referral Unit this needs to receive greater recognition and be built upon.

The report serves as a constructive challenge to local statutory bodies in Croydon to ensure that publicly funded initiatives involve local BAME voluntary and community groups in informing commissioning processes and that they have opportunities to deliver services. The evidence indicates that many commissioned services are not delivering effectively to certain groups in the community and this situation can only be transformed through robust evaluation processes and the commissioning of effective local provision.

A clear message from the report, and the boroughs own statistics, is that BAME communities are amongst the most needy in this area. If we are to avoid the risk of further alienation and the corrosive disconnection from mainstream society and its norms that the awful scenes of last August represented, and avoid the risk of future disorder, a new approach is necessary.

This report is a small contribution to that journey. It is now for the relevant bodies featured in the report to take it forward. We hope that the report is a starting point on that journey.

**Jeremy Crook OBE**

**Director, Black Training and Enterprise Group**

## Acknowledgements

**BTEG** We would like to thank the Croydon BME Forum and local BAME organisations for their cooperation with this project and research; Sharon Godman, Head of Corporate Community Relations for London Borough of Croydon, who kindly facilitated interviews with key leads within the Council; the Voluntary and Community Sector Supporting Offenders Forum for sharing information with us and inviting us to their Steering Group meeting.

Finally, thanks to Neena Samota, the researcher and author of the report.

**Neena Samota** Along with the Black Training and Enterprise Group (BTEG) I wish to thank all the individuals and organisations in Croydon who participated to provide information for this report. We are grateful for their time and support and wish them well. We are grateful to the Ministry of Justice for funding this project to help understand inclusive commissioning from the perspective of BAME-led service providers.

We wish to thank Nero Ughwujabo, Chief Executive of the Croydon BME Forum who helped facilitate contact with Forum members and other key stakeholders in Croydon. Stella Ginigeme from the Forum helped to arrange a focus group with BAME service providers and assisted in collating a list of BAME-led service providers in the borough.

We are very grateful to Sharon Godman, Head of Corporate Community Relations for Croydon borough, who very kindly facilitated interviews with key leads within the Council. A list individuals interviewed is available in Appendix 1 at the end of this report. We wish to thank the Voluntary and Community Sector Supporting Offenders (VCSSO) Forum for sharing information with us and for inviting us to their Steering Group meeting.

### Summary of key findings

This is a summary of key findings from the research and is presented with corresponding recommendations drawn from the concluding chapter of this report.

1. Public sector reform and government led austerity measures have reduced capacity and expertise of BAME-led organisations both at national and local levels. This has contributed to furthering existing race inequalities in Croydon. The research found that providers from these groups now question their prospects to add value in light of significant reduction in capacity to deliver services.
2. The Croydon BME Forum assists voluntary and community sector organisations through representation, access to strategic partnerships and support to meet changing needs of communities. The research shows that the Forum is well connected to local communities and has diverse membership. It provides information, skills and resources that member organisations need to support their local communities. It ensures that its membership is well equipped to customise services to the changing needs of the community. Some important functions of the Forum include brokerage, collaboration and consolidation. However, pressures of austerity and reform bring into question the long-term sustainability of these functions.

**The Council and local infrastructure organisations must work together to enhance mutual understanding of needs and implement local delivery structures that enable effective communication with BAME community groups.**

3. Through four organisational case-studies the research found evidence of BAME-led organisations that are locally engaged within their communities and who work with and employ their service-users. Their work uses strength-based approaches to address criminal justice and social justice issues and facilitate volunteering within their communities. Crime reduction, community safety and preventing first time entrants into the criminal justice system are aims they seek to achieve too. However,

none of these organisations is currently commissioned to deliver services to the statutory sector including criminal justice.

4. Ethnic disproportionality in the criminal justice system, nationally, has been a concern for some time. Stakeholders interviewed for this research maintained that disproportionality remained to be addressed effectively in Croydon. BAME-led service providers articulated the need for more targeted strategic partnership with the statutory sector.
5. Ethnic disproportionality in local crime statistics and negative outcomes in relation to a range of socio-economic indicators is pronounced in Croydon. The riots, in August 2011, further reinforced this disproportion. The research found that although there was good understanding in Croydon about the problems in reducing ethnic disproportionality, there was little new thinking and no explicit policy at Council level to redress ethnic disproportionality. BAME-led service providers clearly expressed the need to work with criminal justice agencies to tackle disproportionality.

**The VCSSO should develop specific initiatives in partnership with the Council, private sector providers and independent funders to engage and further develop existing BAME-led service provision to offenders and their families to deliver criminal justice related outcomes.**

6. Council-led prevention and intervention services for young people and their families, under one roof, are of great value. BAME-led service providers, however, questioned the ability of these services to reach particular sections of the community. In discussions, the BAME-led service providers articulated the need for joint initiatives with the statutory sector to deliver services at the point of need within the communities. They not only demonstrated good understanding of local problems but also offered solutions to positively enhance prevention and diversion from the criminal justice system.

7. The research found that commissioning models needed to respond better to the needs of BAME-led voluntary sector. BAME-led service providers, in Croydon, felt disproportionately disengaged and disadvantaged due to lack of influence and understanding of commissioning processes. There was evidence to show that open competitive tendering had disadvantaged smaller BAME-led providers. While fully appreciating the issues of scale, capability and accountability in delivering public services the providers felt that diverse service provision needed to be maintained to achieve positive outcomes. They felt that mechanical tendering processes stifled their ability to compete and that more open and deliberative dialogue would present more opportunities for collaboration.

**Local commissioning cycles must reflect the ambitions of the BAME-led groups. To do this commissioners must engage with them on a regular basis and hold bi-lateral meetings to pin down what works in reducing disproportionality and which contract design would best suit the expertise and capacity of BAME service providers.**

8. The research found positive evidence of joint working between the Council and the local infrastructure organisations. This has enhanced mutual understanding of needs to some extent and helped open communication with BAME-led service providers. Although this initiative is well on its way, there is considerable scope to build on it. Providers felt that local multi-agency structures should foster a culture that is at ease with the diversity of providers and facilitate a dialogue with them on a regular basis.
9. The need to widen the policy lens to redress ethnic disproportionality became apparent through discussions with key stakeholders. The tensions between access and excellence were also explored in this context. In analysing the responses, it was clear that redressing disproportionality and achieving inclusive commissioning required investment to boost capacity of BAME-led service providers. In preparing the market for competitive tendering, access to these providers needed to be facilitated. Furthermore, providers asked for specific investment to enhance current capacity to monitor and evaluate outcomes to deliver excellence.



**The Council should support and enable local infrastructure organisations to enhance skills and capacity. There is a need to invest in building skills and capacity of BAME-led service providers in the borough specifically in providing robust evidence of impact and skills to monitor and analyse criminal justice related outcomes.**

10. The research found that the riots and community conversations in its aftermath had created a sound basis for more effective involvement of local communities. BAME-led service providers asked for greater integration of public services around the social and economic priorities of Croydon's communities. Supporting young people and families at-risk more effectively required services to be delivered at neighbourhood level using existing social networks and community hubs. The centrality of small BAME voluntary sector organisations to such projects had to be better recognised in commissioning processes.

**The market development process must adequately acknowledge and reflect the presence of BAME-led service providers. Statutory services can further enhance market stimulation by supporting local BAME infrastructure networks and responding to their legitimate concerns around payment-by-results and explore alternative market-based service delivery models**

## 1. Introduction and context

1.1 The UK government presented its case for radical reform to public services in its *Open Public Services White Paper* in July 2011.<sup>1</sup> Policy makers and commissioners were tasked to fulfil this reform agenda by following five principles for modernising public services.

- Increase the use of choice and competition in the provision of public services through greater contestability
- Decentralise provision of public services to the most appropriate level
- Ensure diversity of service providers
- Ensure fair access for all citizens
- Ensure accountability for service levels and outcomes delivered.

1.2 Less than a year on, the government set out a progress report on its reforms across social care, health, schools and reducing re-offending. *Open Public Services 2012* reported that much more remained to be implemented before 2015, including making the use of choice a reality for citizens as well as removing barriers to entry and exit for service providers.<sup>2</sup>

1.3 The reform of public services still treads an ambitious path despite the substantial spending cuts. In a recent article, the Prime Minister, David Cameron, repeated his commitment to openness and choice: *"I want truly to open public services ... where different providers, from the private and voluntary sectors, can come in and offer new services that people can access free; where funding is directed to helping the most disadvantaged"*.<sup>3</sup> While accusing state bureaucracy of being inefficient and stifling innovation he seemed reassured in his belief that parents, patients and professionals are better equipped to make the choices to drive improvement in public services.

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<sup>1</sup> *Open Public Services white paper*, 2011, Cabinet Office, London.

<http://files.openpublicservices.cabinetoffice.gov.uk/OpenPublicServices-WhitePaper.pdf>

<sup>2</sup> *Open Public Services 2012*, Cabinet Office, March 2012, London.

[http://files.openpublicservices.cabinetoffice.gov.uk/HMG\\_OpenPublicServices\\_web.pdf](http://files.openpublicservices.cabinetoffice.gov.uk/HMG_OpenPublicServices_web.pdf)

<sup>3</sup> Brick by brick, we're tearing down the big state, The telegraph, available at

[www.telegraph.co.uk/news/politics/david-cameron/9171481/Brick-by-brick-were-tearing-down-the-big-state.html](http://www.telegraph.co.uk/news/politics/david-cameron/9171481/Brick-by-brick-were-tearing-down-the-big-state.html)

1.4 However, the voluntary and community sector response to public service reform has shifted from initial optimism to scepticism, and from a desire to innovate to a greater need to overcome challenges. As government austerity measures and the depth of cuts across different sectors materialise, the government progress report on opening public services opens fresh challenges. Government policy to encourage citizen choice is undermined by cuts in public funding of services. The ability to exercise choice requires money.

1.5 Preventing crime and reducing re-offending requires a substantial investment both in resources and in developing new approaches that are more effective.<sup>4</sup> Making significant reductions to the rate of re-offending has pre-occupied government since 2002 since the publication of the Social Exclusion Unit report.<sup>5</sup> This was followed by the *Carter Review* in 2003 and the publication of the *National Action Plan to Reduce Re-offending* in 2004. Carter's vision of 'end-to-end' management of offenders was realised in the creation of the National Offender Management Service (NOMS). The review highlighted the need for contestability, commissioning and provision of offender management services from across the public, private and voluntary sectors as well as market testing.<sup>6</sup> In the ten years since the *Carter Review*, market mechanisms have been introduced to offender management and to other criminal justice services. It remains to be seen whether greater marketisation will facilitate a "rehabilitation revolution" and if so what models of commissioning are best suited to the strengths and abilities of the voluntary sector.

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<sup>4</sup> In 2003 costs of crime to society estimated at £36.2 billion. For more information see *Green Paper Evidence Report – Breaking the Cycle*, 2010, Ministry of Justice.

<sup>5</sup> *Reducing re-offending by ex-prisoners*, Social Exclusion Unit, 2002, London

<sup>6</sup> *Managing offenders, reducing crime – a new approach*, P. Carter, Strategy Unit, 2003, London

<http://webarchive.nationalarchives.gov.uk/http://www.cabinetoffice.gov.uk/strategy/downloads/files/managingoffenders.pdf>

## 2 Background to the Croydon project

- 2.1 The Ministry of Justice Green Paper, *Breaking the Cycle*, signalled a break from centralisation and made a clear commitment to decentralisation and to improve the sustainability of the funding of the criminal justice system. Rehabilitation of offenders would reduce demand on the criminal justice system, increase taxable earnings and assist offenders to become more productive members of society. To this effect the government stated, “*We will provide frontline professionals with greater freedoms in how they manage offenders. Local areas will focus on the criminals who cause the most problems in their communities. There will be fewer targets for providers and less prescription in the way that different agencies work together.*”<sup>7</sup> Increasing efficiency and effectiveness by achieving outcomes rather than focusing on process and outputs has dominated discussions around commissioning services from the voluntary and private sector, both at the national and local level.
- 2.2 Contributions of the third sector to crime prevention, resettlement of offenders and reducing re-offending are widely acknowledged by government and private funders. The black, Asian and minority ethnic (BAME) voluntary and community sector is an important part of the third sector. It links government policy initiatives and service delivery to BAME groups yet its contributions remain, however, to be fully recognised. Insufficient funds and limited ability to influence decision-making have dominated the experience of the BAME-led organisations across many sectors for some time.<sup>8</sup>
- 2.3 Research evidence and criminal justice statistics demonstrate that people from BAME groups are disproportionately represented at each stage of the criminal justice process from initial contact to sentencing to parole and release processes. Over the past decade, ethnic disproportionality has increased in a number of areas such as stop and

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<sup>7</sup> *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*, 2010, p.8  
<http://webarchive.nationalarchives.gov.uk/20120119200607/http://www.justice.gov.uk/consultations/docs/breaking-the-cycle.pdf>

<sup>8</sup> For more information see the Race for Justice Campaign report *Less Equal Than Others: Ethnic minorities and the criminal justice system*, 2008, Clinks [www.clinks.org/assets/files/PDFs/Race%20for%20Justice%20-%20Less%20Equal%20Then%20Others%202008.pdf](http://www.clinks.org/assets/files/PDFs/Race%20for%20Justice%20-%20Less%20Equal%20Then%20Others%202008.pdf)

search and in prison numbers. Lack of a representative workforce in criminal justice agencies has added to low confidence about the ability of the system to treat BAME groups fairly. This has been part of the debate on ethnic disproportionality for some time. BAME organisations and BAME prisoners' families have been identified and acknowledged by criminal justice agencies as part of the solution in addressing disproportionality.

2.4 The Ministry of Justice (MoJ) has long supported third sector organisations. In the past, it provided grant funding to a number of organisations. The Ministry understands the value and role of the sector in supporting offenders both within and outside custodial settings. Although the concept of a BAME-led third sector is still widely contested, the MoJ fully recognises the need to engage the sector to address the issue of ethnic disproportionality. As in health and social care, commissioning of services in criminal justice will be based on understanding the needs of offenders and the context of their local communities. Specialist organisations play an important role in identifying needs, solutions and connecting demand and supply mechanisms. Their potential to make commissioning a success has been acknowledged by the MoJ. It has commissioned the Black Training and Enterprise Group (BTEG) to establish an active network of BAME-led providers, second tier support organisations and mainstream voluntary groups with a focus on working with BAME groups in the criminal justice system.

2.5 The Croydon project has allowed an exploration of inclusive commissioning at a local level. Multi-tier commissioning models for offender services are currently operated by NOMS. Strategic commissioning, service level commissioning, co-commissioning, joint commissioning, personalised commissioning and decommissioning are some of the models that operate at different geographical levels fulfilling needs and outcomes.<sup>9</sup> Inclusive commissioning refers to commissioners who actively seek to engage users, providers and wider stakeholders in the commissioning process. The project attempts

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<sup>9</sup> *Commissioning Support Guidance: An introduction to NOMS offender services commissioning*, 2011, MoJ, p.13 [www.justice.gov.uk/downloads/publications/noms/2011/intro-to-noms-commissioning.pdf](http://www.justice.gov.uk/downloads/publications/noms/2011/intro-to-noms-commissioning.pdf)

to understand how the inclusive model of commissioning responds to the needs of the BAME-led voluntary sector at a local level.

### **3 Purpose and methods**

3.1 The purpose of this research is threefold. First, it seeks to highlight the experience of local commissioning by the BAME-led voluntary sector in Croydon. It puts to test the principle that services should be commissioned as close as possible to the point of delivery. Currently ‘prime-providers’ commissioned by NOMS are able to sub-contract delivery under the terms of their Service Level Agreement (SLA) through a process of local commissioning. This allows services to be sub-contracted from providers across a range of sectors. Providers are free to either fund services in collaboration with others or decide to pool budgets through local partnership structures like Community Safety Partnerships (CSPs). This practice is explored within the local context.

3.2 Second, it contributes to an existing exercise undertaken by the Voluntary and Community Sector Supporting Offenders (VCSSO) Forum<sup>10</sup> to map the “market” in Croydon. The mapping of BAME-led service providers contributing to crime reduction and reducing re-offending in the borough has not yet been undertaken. This research consolidates existing knowledge of BAME-led service providers in the borough. It also allows the opportunity to assess the range, scope and capability of their service provision. Overall, this is an attempt to develop a vibrant market of diverse providers that adequately reflects the presence of BAME-led service providers in Croydon.

3.3 Third, the research contributes to a scant body of evidence around the value and contribution of BAME-led organisations to the criminal justice policy agendas. Lessons learned will be shared with BAME-led providers and commissioners in other areas through the BTEG CJS network. The election of Police and Crime Commissioners across

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<sup>10</sup> The VCSSO Forum emerged from the ‘New Routes’ project to enhance voluntary and community sector involvement in local Integrated Offender Management (IOM). It exists “to be the voice of voluntary and community sector organisations and community groups working with offenders, exoffenders and those at the risk of re and offending in Croydon.” It is hosted by Croydon Voluntary Action and its members include the Croydon Community Safety Partnership. The terms of reference, aims and objectives for the Forum are available in appendix 2, p.17 of the ‘New Routes’ project report [www.homeoffice.gov.uk/publications/crime/reducing-reoffending/vcs-iom-project/](http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/vcs-iom-project/)

England and Wales, in November 2012, marks a significant opportunity for BAME-led service providers to form alliances for future commissioning.

3.4 This report is based on information collected through the following methods:

- Analysis existing literature on public service reform and commissioning.
- Scoping the effectiveness of available evaluations of the different mechanisms of delivering criminal justice services.
- Studying population data and service-user data to understand need and plot gaps in existing services for the client group.
- Insights generated from a focus group discussion with BAME-led providers in Croydon.
- Seven interviews targeted at Council and criminal justice agency officials responsible for reducing re-offending and preventing risk. Six interviews targeting BAME service providers in the borough. A list of interviews held is attached in Appendix 1.

3.5 This research commenced in December 2011 with desk research, followed by fieldwork from January to March 2012. In consultation with MoJ, BTEG chose Croydon as the site for the Demonstrator Project, in June 2011, to test how BAME-led service providers fared in the market development process. There were **two** reasons for this. First, Croydon presented rich diversity: both in relation to the presence of a significant population from BAME groups and in the presence of these groups in local crime statistics. The decision to run the project in Croydon preceded the August 2011 riots. This allowed the research to explore social capital and what happens to it during periods of social unrest; the response of the BAME-led voluntary sector to the riots; harnessing enthusiasm within the sector to offer support and solutions to prevent future riots. Second, the pre-existence of a thriving voluntary and community sector, including umbrella infrastructure bodies like Croydon Voluntary Action (CVA) and Croydon BME Forum. Croydon offered the opportunity to understand provider response to competitive pressure and market shaping.

#### 4 Croydon's demographic profile and the issue of proportionality

- 4.1 Croydon, to the south of London, covers an area of 87 square kilometres and houses some of the biggest retail and commercial centres in London. It has excellent transport links and is socio-economically diverse. The current population of 345,600 makes it the second largest borough in London. It ranks 19 out of 32 boroughs in terms of overall deprivation. It currently has a low employment rate of 67.5%. The population of children and young people aged 0-19 is over 80,000 making it the largest youth population in London. The housing stock is approximately 147,000 dwellings of which 9% belong to the Council, 7% registered social housing and the majority 83% to private sector.<sup>11</sup>
- 4.2 Compared to other London boroughs, Croydon has a higher proportion of BAME groups at 40%. Most of these groups live in the north of the borough. Croydon also has a larger than average proportion of people from Hindu and Muslim faiths than elsewhere in England. Indicators of deprivation linked to BAME groups include, health and disability, higher rate of obesity among Black British children in particular, and multiple levels of deprivation are evident in the social housing estates in the north that also have a higher BAME population.
- 4.3 Economic inactivity amongst people living in some of the most marginalised communities continues to be a challenge for the Council. Croydon has a relatively weaker skills base that is linked to levels of educational achievement and to corresponding low average earnings. In 2011, the total school population for Croydon from Nursery to post-16 level was 45,898, of which White students comprised 42%, Black 27%, Asian 15%, Mixed 12% and 'Other' 4%.<sup>12</sup> The data also show the population of 'Black Caribbean' students in the Pupil Referral Units (PRUs) has gone down from

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<sup>11</sup> Croydon Borough Profile, Croydon Observatory, [www.croydonobservatory.org/Borough/](http://www.croydonobservatory.org/Borough/)

<sup>12</sup> *Children's Services Needs Analysis*, Jan 2012, p.8 [www.croydonobservatory.org/docs/1175324/1234864](http://www.croydonobservatory.org/docs/1175324/1234864)



21% in 2010 to 17% in 2011.<sup>13</sup> Historically, achievement levels for boys of Black African and Caribbean heritage have been weak. Recent analyses of educational outcomes data show that the attainment gap for BAME groups at KS4 has reduced year on year to 3 percentage points. However, at KS2 the attainment gap for BAME groups has fluctuated over time between 5 and 12 percentage points.<sup>14</sup> The Council aims to address these challenges through early-years provision and targeted work with those at risk.

4.4 Given the ethnic diversity of the borough it is significant to note that Croydon scores reasonably well on the measure of satisfaction with the area but has significantly lower scores on the measure of sense of belonging.<sup>15</sup> This is salient when understood against the backdrop of the riots in August 2011. The tensions and boundaries between locality and allegiance to it, was implicit in the analysis presented by the Croydon Independent Review of the riots.<sup>16</sup>

4.5 Despite a decline in crime rates over the last 6 years, community safety remains an important concern for residents in Croydon. Analysis of the strategic assessment of crime and community safety undertaken in 2010 indicates that:

- Young people are statistically more at risk both as a victim and offender
- There is a high level of repeat victimisation
- There are clear geographic hotspots for crime and anti-social behaviour (ASB).<sup>17</sup>

In terms of location, a higher proportion of rioters arrested during the disturbances of August 2011 in Croydon came from Broad Green, Selhurst, Thornton Heath and South Norwood.

4.6 It is significant that the wards in the north of the borough appear prominently in many strategic assessments of needs and other crime-mapping analyses undertaken by the Council. Statistics show that the highest proportions of BAME groups live in the northern wards of Croydon named above. Ethnic disproportionality in local crime

<sup>13</sup> *Ibid*, p.21.

<sup>14</sup> *Ibid*, p.76

<sup>15</sup> Duffy, B. and Debbie Lee Chan, *People, Perceptions and Place*, Ipsos MORI, 2009, p.27

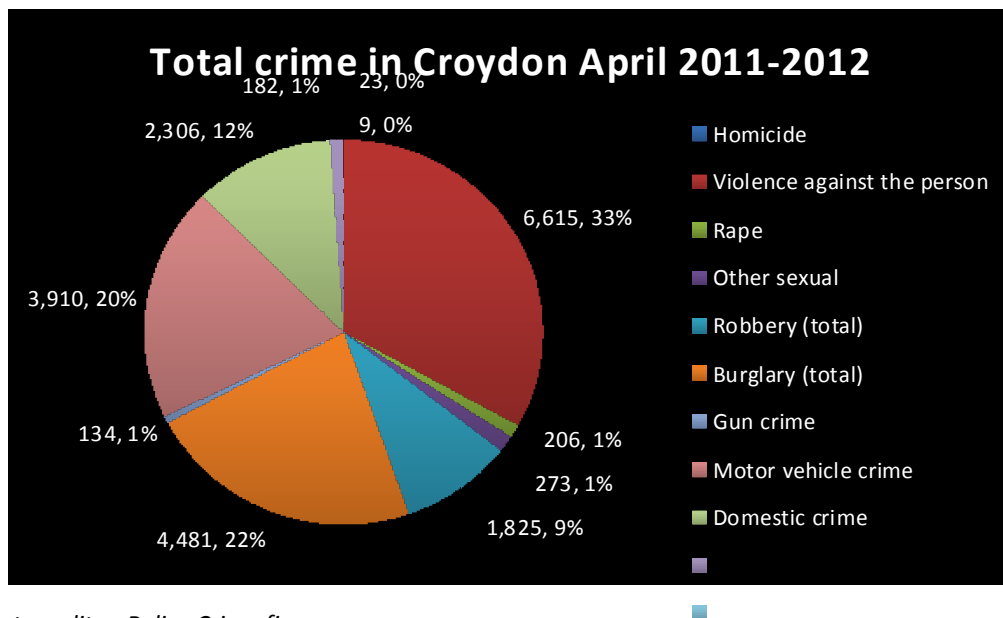
<sup>16</sup> *Croydon Independent Local Review Panel: report into the rioting in Croydon on 8<sup>th</sup> and 9<sup>th</sup> August 2011*, available at [www.croydononline.org/lirp/report.pdf](http://www.croydononline.org/lirp/report.pdf)

<sup>17</sup> *Safer Croydon Community Safety Strategy 2011-14*, p.4 available at [www.croydonobservatory.org/ccs/](http://www.croydonobservatory.org/ccs/)

statistics and negative outcomes in relation to a range of socio-economic indicators is pronounced. Yet there is no explicit policy at Council level to redress ethnic disproportionality, and no commitment to target resources and effectively monitor delivery in relation to these communities. The community safety strategy refers only to “the north of the borough having a much higher population density than the south.” In the current context, following the 2011 riots there is a particular need for local public bodies to be more explicit and precise in exactly who (groups) they are targeting. To do this, local Councils need to facilitate an effective process of engagement that is not only well informed but also strategically delivered.

## 5 Local criminal justice data and trends

5.1 The chart below represents the latest crime figures for Croydon for the 12 months to April 2012. A total number of 32,701 crimes were recorded in Croydon. Compared to the previous year (32,205) this represented an increase of 1.5%. The figures for this period also include the riots from August 2011. The small increase in the proportion of recorded crime suggests that overall crime levels have remained the same.

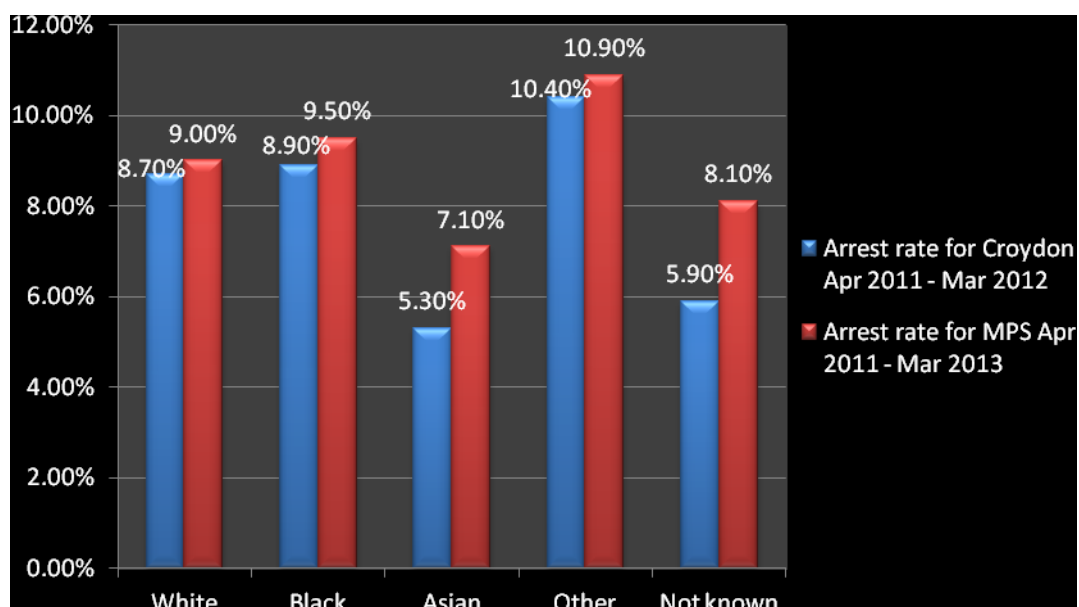


Source: Metropolitan Police Crime figures

5.2 Stop and search data for Croydon for March 2011-2012 show:

- A total number of 18,667 PACE and other stop and searches were made in Croydon
- 9,408 stop and accounts were recorded for which the rate per 1,000 of the population was 48.7 for black, 26.5 for Asian, 21.5 for 'Other' and 18.5 for White groups. Black groups were stopped and accounted for at almost 3 times the rate of whites while for Asians this ratio was 1.4
- A total number of 906 searches were conducted using Section.60 powers with peaks in August 2011 and January 2012

- Three main reasons for stops and searches in Croydon were drugs, s.1 PACE stop and search for stolen property and offensive weapons.
- The arrest rate based on 18,468 searches excluding sec.60 searches was 1,391, which expressed in percentage terms is an average of 8% for the period.
- For PACE and other stops and searches the rate per 1,000 of the population was 144.7 for black, 60.2 for 'Other', 55.6 for Asian and 27.4 for White groups. Black groups were stopped and searched at five times the rate of whites while Asians were stopped and searched at twice the rate of whites by police in Croydon.
- The chart below compares the arrest rate in Croydon by ethnicity to the rest of the Metropolitan area. More black and 'other' ethnic minorities are arrested in Croydon



- In relation to arrest rates by gender, a higher proportion of females (10.2%) are arrested compared to males (8.2%). Data on gender was unknown for 18.2%, which seems high. For the MPS the arrest rates were 11.8% for females, 8.8% for males and 6.1% unknown.
- Three main age groupings from which arrests were made were 10-17 years (314), 18-24 years (501) and 25-44 years (454).<sup>18</sup>

<sup>18</sup> All data sourced from the Croydon Stop and Search Monitoring Report March 2012, MPS Total Policing, available at [www.met.police.uk/stopandsearch/borough\\_data.htm](http://www.met.police.uk/stopandsearch/borough_data.htm)

5.3 Based on data from the Croydon Strategic Assessment 2010-2011 report<sup>19</sup> it is clear that a large proportion of key offences were violence, followed by criminal damage and theft from motor vehicles. There were slight increases for females in offences such as violence, theft from shops, theft from motor vehicles and burglary. A higher proportion of offences in the borough are committed by young people between the ages of 16 and 24 years. This age range accounted for 46% of all suspects accused for the key offences.

5.4 Offender mapping undertaken for the strategic assessment highlighted that 71% of offenders lived in Croydon. Amongst the valid post-codes provided, the main wards where offenders lived were Fairfield, Bensham Manor, Woodside and Selsdon and Ballards.

5.5 Probation caseload data between April 2009 and March 2010 was 1646 compared to a total of 1529 between April 2010 and March 2011.<sup>20</sup>

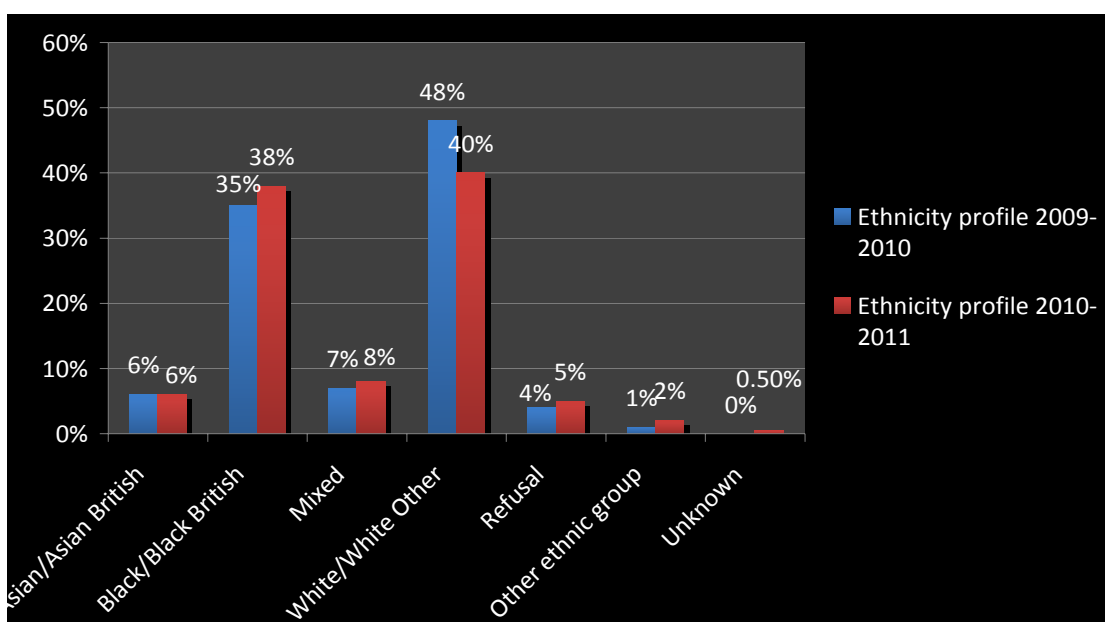
Offence Category	April 2010 – March 2011	April 2009 – March 2010
Burglary	151	109
Criminal damage	22	43
Drug offences	235	173
Fraud and forgery	64	73
Indictable motoring offences	11	10
Other indictable offences	106	98
Other summary offences	61	112
Robbery	184	106
Sexual offences	91	74
Summary motoring offences	41	184
Theft and handling	134	213
Violence against the person	396	450
Breach/revocation – Not Known*	56	1*

<sup>19</sup> *Safer Croydon Strategic Assessment report 2010-2011*, Croydon Council 2011, pp.8-11.

<sup>20</sup> Probation data sourced from *Safer Croydon Strategic Assessment report 2010-2011*, p.18 and presentation made by ACO Fiona Bauermeister to the Croydon Police Community Consultative Group, March 2012, Council Chamber, Croydon, available at [www.croydononline.org/ccpcc/documents/2012/2012\\_03\\_21/agenda%20&%20meeting%20papers%20-%2021%20march%202012.pdf](http://www.croydononline.org/ccpcc/documents/2012/2012_03_21/agenda%20&%20meeting%20papers%20-%2021%20march%202012.pdf)

<b>Grand total</b>	<b>1552</b>	<b>1646</b>
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5.6 Due to changes in how caseload data is presented by age it was not possible to compare age groups during both periods above. More young people aged 18-24 years (463) comprised probation caseload during 2009-2010. In 2010-2011 more adults aged 25-34 years (495) were supervised by probation. 90% of offenders were male and 10% female in 2009-2010 compared to 91% male and 9% female offenders. There appeared to be a shift in caseload data by ethnicity.



5.7 The total number of YOT clients between October 2009 and September 2010 was 608, of which 86% were male and 14% female young offenders. The highest proportion of YOT clients were Black British. Further data summarised in the strategic assessment report highlights that the majority of YOT clients live in the north of the borough, which also has a majority of first time entrants into the justice system. The majority of youths who received custodial sentences also lived in the north of the borough. The rate of first time entrants to the criminal justice system per 100,000 has reduced from 1,154 in 2009 to 841 in 2010; this is below the London average of 1,082. In 2009/10, only 14% of young people had re-offended after one year compared to the average re-offending rate for reprimand and final warnings of around 25%. Over the last 3 years, Croydon has

reduced the number of young people sentenced to custody. A 5.2% reduction in the overall re-offending rate in 2010 has been achieved alongside a 15% reduction in the number of people entering the criminal justice system.<sup>21</sup>

5.8 The Croydon YOT team has adopted a triage model of working in partnership with the Police and Crown Prosecution Service. This model has allowed young people arrested for low-level offences to be diverted away from the criminal justice system thereby reducing the first time entrants into the local youth justice system. The triage model still operates in the borough and the current caseload on the project managed by the YOT is 350. With a current 10-12% re-offending rate the triage service has been unable to address adequately the levels of ethnic disproportionality in the borough. This is because young people from BAME groups are disproportionately involved in high-tariff offences such as robbery and burglary which are not offered under the triage model.<sup>22</sup>

5.9 Most recent data from the 2011 riots in London show that the majority of suspects (64.4%) were residents of Croydon. The three main wards the suspects came from were Broad Green, Selhurst and Thornton Heath. Data presented in the Independent Panel report also show that 17.4% of the rioters were aged under 17, 49.6% were aged between 18-25 years and 31.1% were aged 26 years and over. The largest group of rioters was black (54.8%) followed by white groups (32.2%).<sup>23</sup>

5.10 Local criminal justice statistics and crime trends make a strong link between disproportionality based on ethnicity and areas within the borough where deprivation, involvement in crime and experience of the criminal justice system all seem to coincide. While individual criminal justice agencies are committed to redressing ethnic disproportionality, like the Youth Offending Service, this has been mainly due to national level policy directives from the Youth Justice Board. With major changes afoot in the commissioning and delivery of public services, following changes in the national political landscape, it is incumbent upon local structures to prioritise the issue of ethnic

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<sup>21</sup> *Children's Services Needs Analysis, ibid*, p.82

<sup>22</sup> Interview with Ray Maguire, Head of Croydon Youth Offending Service, Turnaround Centre, 14<sup>th</sup> March, 2012

<sup>23</sup> *Croydon Independent Local Review Panel, ibid*, pp. 24-26.

disproportionality. Local infrastructure organisations, both voluntary and statutory, can make this happen.

## 6 Race equality and the local infrastructure

6.1 The Equality Strategy for Croydon has a strategic aim for equality and cohesion in which,

*“everyone who lives and works in Croydon has an important role to play in creating a place of belonging where people have real opportunities to lead fulfilling lives...this can only be achieved through strong partnerships between individuals, communities and organisations.”<sup>24</sup>*

To implement its strategic aims the Council’s equality strategy has five well-defined priorities that include:

- Knowing our local community and understanding its needs
- Place shaping, leadership, partnership and organisational commitment
- Community engagement and satisfaction
- Responsive services and customer care
- A modern and diverse workforce.

Equality priorities aim to be achieved through Croydon’s Local Strategic Partnership that works through themed partnership structures covering a range of local priorities including crime. The Safer Croydon Partnership has the lead responsibility for making Croydon safe and reducing crime.

6.2 The Safer Croydon Partnership comprises public sector, businesses, community and voluntary sector organisations. The key priorities for the Partnership as set out in their strategy document 2011-2014 include:

- Reduce overall crime rate by tackling violent crime, serious youth violence and property crime.
- Increase effective partnership working at neighbourhood level including the implementation of Integrated Offender Management framework.

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<sup>24</sup> Equality Strategy 2010-2013, Croydon Council, p.14.



- Create a greater sense of community confidence in public safety by tackling anti-social behaviour, drugs and alcohol and by building community trust and confidence in the Partnership.<sup>25</sup>

6.3 Croydon has a diverse and vibrant voluntary and community sector that actively contributes towards achieving local strategic objectives. Croydon Voluntary Action (CVA)<sup>26</sup>, Croydon BME Forum<sup>27</sup> and the Asian Resource Centre<sup>28</sup> are the main infrastructure organisations in the borough. The Croydon BME Forum provides a voice to Croydon's BAME communities. It co-ordinates engagement with its membership to ensure their views contribute to policy development on key issues that affect BAME communities in the borough. The Forum helps build organisational capacity of its members to help them deliver quality services to their users. There are a few BAME-led social enterprises and charities that provide mentoring, education and training to young people. Their contribution to improved educational outcomes for young people from BAME groups is significant given that the proportion of young black Caribbean students in PRUs reduced from 21% to 17% in the last year. These organisations bring a strengths-based approach to their work thereby eliciting the best possible outcome based on individual strengths.<sup>29</sup> The case studies below indicate the scope and ability of these organisations to deliver services that complement and support the existing work of local criminal justices agencies.

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<sup>25</sup> Safer Croydon Community Safety Strategy 2011-14, p.6

<sup>26</sup> [www.cvalive.org.uk/](http://www.cvalive.org.uk/)

<sup>27</sup> [www.bmeforum.org/](http://www.bmeforum.org/)

<sup>28</sup> [www.arccltd.com/index.php](http://www.arccltd.com/index.php)

<sup>29</sup> Strengths-based approach is a collaborative process between the person supported and those supporting them, allowing for collaborative work. Research evidence suggests a strong association between personal strengths in young people and academic success, self-determination and life satisfaction.

### Foundation 4 Life

Established in 2007, F4L is a community based social enterprise in Croydon. Their mission is

*“To deter young people from crime by empowering them to explore, understand, challenge and change attitudes that may lead to anti-social and/ or offending behaviour, whilst aiding ex-offender rehabilitation and resettlement.”*

F4L offer training, consultancy and delivery of Behaviour Modification programmes for young people who are involved in crime or are at considerable risk of offending or re-offending. A team of professionally trained reformed ex-offenders deliver many of their services. F4L deliver specialist training courses for practitioners and individuals working with young offenders. The organisation sources, vets, trains and mentors ex-offenders for further placements in organisations.

Some of their impact highlights include:

- Work with over 10,000 young people across London since 2007
- Have offered training and employment opportunities through KEEP OUT (crime diversion scheme) for offenders leaving custody from HMP Coldingley and HMP Send
- Since 2007 F4L has offered opportunities to more than 100 ex-offenders
- Their framework of sustained wrap-around support for ex-offenders formed the model of their Custody 2 Release project. The main provisions include mentoring, CBT, personal development, NVQ Level 2 in youth work or health and social care etc. Most participants went on to work for F4L, 10% got employed with other organisations and 92% reported that they had not re-offended.
- Programmes offered include
  - Offending behaviour
  - Independent living skills training
  - Employability training
  - Information, Advice and Guidance on housing, finance and education
  - Gender-specific programme GIRLS ONLY dealing with domestic violence, gangs, relationships and sexual exploitation
  - Evaluation and tracking outcomes
- Evaluation of their Guns, Gangs and Weapons programme indicated that 90% of young people felt the sessions had an impact on how they thought about the future and achieving their goals. On entry 50% participants said they didn't care about the consequences of their offending; on exit, 20% said they would actively make a change; 30% had made a decision about their futures; and 26% were beginning to think about the consequences of their offending. 91% of ex-offenders trained as facilitators had not re-offended and some had gone on to obtain employment in youth work.

[www.foundation4life.co.uk/index.htm](http://www.foundation4life.co.uk/index.htm)

### **Croydon Supplementary Education Project (CSEP)**

Established in 1982, CSEP is a Croydon based charity that provides supplementary education programmes for BAME communities. Some of their services include:

- A Saturday School for children from BAME groups, between the ages of 4-18, to bolster their mainstream education and to help improve their academic achievements of Science, Maths and English in line with the National Curriculum.
- An intervention service to redress low educational attainment for young children from BAME groups from Pupil Referral Units (PRUs).
- Support students and their parents through activities that celebrate cultural heritage and identity.
- Offer parent and student workshops to address issues around exclusion and exam preparation.
- Mentoring programmes such as PACE MAKERS funded by Croydon Council.
- Through the Parenting Fund round 3, they trained 30 Superdads over 2 years to become more involved in their community, family and become positive role models for their children. As community mentors Superdads prevent young people at-risk and repeat offenders from entering the criminal justice system.
- One-to-one mentoring to support children and their families during school terms. The target group are local cluster schools, PRUs and 90 BAME families who use CSEP services.
- Supported by the New Routes Project in Croydon CSEP worked with a special school for 6 weeks with its team of Superdads and engaged 25 students. The school staff found the programme very helpful and expected further improvements in student achievement. With success achieved under the New Routes project developing further programmes on importance of education, social and emotional impact of learning, anger management and making right decisions.
- CSEP has enhanced volunteering activities by recruiting and training additional Superdads who will now help build resilience and create support networks for young people in their localities. This programme will target those young people engaged in guns and gangs, antisocial behaviour and those who get involved in public disorder.

[www.csep.org.uk/](http://www.csep.org.uk/)

### **PJ's Community Services**

Established in 1992, Pj's is an award winning social enterprise based in Croydon. It has evolved from a grocery homeshopping service to providing transformational services to the most vulnerable and marginalised communities in Croydon. Their vision is to serve the changing needs of the community through care, economic empowerment, education and the arts.

They employ 40 staff and offer their services to BAME communities, young people, women, men and faith leaders. PJs transformed a derelict warehouse, in the heart of North West Croydon, into a community space that attracts hundreds of service users each year and offer facilities such as music recording studios, day nursery, office space and meeting rooms. Their current services include:

- Personal and domestic care services to vulnerable adults
- Education and support to young people and families at risk of exclusion
- Personal development workshops and training
- Social enterprise and community consultancy

Some of their community impact highlights include:

- 600 hours of personal care and domestic care support to vulnerable adults
- Worked with secondary schools to raise the attainment levels of over 750 children that were at risk of under-achieving
- Developed employability programmes targeting NEETS, enemployed and ex-gang members
- Worked with over 300 women providing motivational and inspirational programmes to raise aspirations and self-worth
- Supported 150 individuals to start businesses and social enterprise under the Local Economic Growth Initiative
- Supported over 200 parents to develop stronger families and community networks under the '*Strengthening Families, Strengthening Communities*' programme.

[www.pjsgroup.co.uk/index.php?/home](http://www.pjsgroup.co.uk/index.php?/home)

### **ELEVATING SUCCESS UK**

Established in 2007, Elevating Success UK is a charity and a company limited by guarantee. It offers training and development to deliver bespoke services to a range of organisations and communities.

They deliver a range of programmes and activities which cover topics such as Crime and its consequences, Respect and responsibility, interrogating empathy and its development, Life-skills development, Healthy eating, Finance management, Drugs awareness and Sexual health training. Over the last two years they have delivered these programmes over the half-term and summer (for Lewisham Youth Offending Services) to over 70 young people aged 13-19.

Their other impact highlights include:

- Their first **Business Start-Up** course Nov/Dec 2011 saw 10 successful graduates start their own businesses
- **High-5 employability programme** was popular and won them a contract with Lewisham Homes to run it in five of their catchment areas
- **Dance and Drama** has been commissioned to run again in its 3<sup>rd</sup> year by its funders (Amicus Horizon, Croydon Churches, Croydon Council and London & Quadrant). This programme is training 60 young people
- **Catalyst**, a Home Office funded project working with young people involved in guns, gangs and knives. It aims at moving young people into positive activities. Worked with 60 people, 60% moved into full-time education, employment or training, 85% reported a change in attitude to gun and knife crime related activities. This work will continue through 2012/13
- **Creative Success** workshops help to raise confidence and aspirations through arts and crafts. Elevating Success worked with 150 young people over the last year of whom 90% reported increased confidence, 75% reported raised aspirations and 85% developed new skills and interests
- **Employability Skills Course** offered mentoring and training for 70 young people aged 16-19 and are also NEETs. 30% moved into further education, training or employment and 75% developed clear career goals and plans
- Twenty schemes were run across south London and 150 young people participated in a range of activities including sports, arts and crafts.
- The **Homework Club** supported 75 children during term time to access support with homework activities in a safe environment.
- **Mentoring programmes** commissioned to work with 150 young people in PRUs and primary and secondary schools.
- A **Youth Forum** was set up recently to provide a voice to young people in their communities.
- 16 **volunteers** were engaged by Elevating Success through the year who have helped support a range of activities.

[www.elevatingsuccess.co.uk/](http://www.elevatingsuccess.co.uk/)

6.4 The BME Forum recognises the need to prioritise race equality issues within the wider equality priorities championed by the Council. Nero Ughwujabo, Chief Executive of the Forum, aptly summarised the gap, in light of the August 2011 riots, suggesting that:

*The Council needs to target and deliver specific services to improve outcomes for Croydon's BAME groups. The riots from last summer to some extent show the levels and areas of discontent. One such area is the experience of stop and search by black young people in the borough. Another area is the disconnect felt between the council and BAME organisations at grassroots level. The network provided through our diverse membership can help mobilise and secure community consent at a local level. This should be utilised to influence, shape and deliver policy priorities, which have so far been unable to address the historic inequalities, affecting BAME groups in the borough.*

6.5 The Forum recently set up a Community Safety Thematic Group that will contribute to the Safer Croydon Partnership in a more targeted manner.<sup>30</sup> The Group aims to facilitate joint working amongst BAME voluntary sector organisations, community groups and individuals to provide a unified voice to the Safer Croydon Partnership on issues of crime and community safety affecting BAME communities.

6.6 The three main infrastructure organisations recognise the need for greater partnership working and to strengthen the voice of the voluntary sector at the local level. The CVA has led on this work since 2011 and through its New Routes project helped bring the statutory and voluntary sector organisations together into a collaborative relationship.<sup>31</sup> Welcoming the work of the CVA in putting the work of smaller voluntary and community organisations on the map the probation lead explained, "this has enabled us to identify with the sector current gaps in services to offenders and will help us to locate voluntary sector organisations with specialist skills to work with, for example with BAME groups, women and young girls".<sup>32</sup> The work done through the New Routes project played its part in shaping the market for commissioning services for offenders and ex-offenders in the borough.

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<sup>30</sup> Terms of reference for this group and membership details are available from the Croydon BME Forum.

<sup>31</sup> VCS IOM 'New Routes' project, Report 2: Croydon, available at [www.homeoffice.gov.uk/publications/crime/reducing-reoffending/vcs-iom-project/](http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/vcs-iom-project/)

<sup>32</sup> Interview held with Assistant Chief Officer, Fiona Bauermeister, Croydon Probation Office, 5<sup>th</sup> March, 2012

6.7 The New Routes project opened a dialogue between the criminal justice agencies and the voluntary sector in Croydon. Its Partnership and Development programme strand concluded:

- Criminal justice agencies involved in integrated offender management needed greater awareness of the voluntary and community sector organisations.
- Voluntary sector partners needed more information around funding and consider opportunities to form consortia.
- The lack of BAME-led organisations delivering services within the criminal justice sector.
- Some of the main gaps in services to offenders and ex-offenders, as identified by the voluntary and community sector, included debt management, employment and training opportunities, personal development and coaching, increased through-the-gate support for prisoners leaving prison and lack of services run by and for ex-offenders.<sup>33</sup>

This led to the establishment of the Voluntary and Community Sector Supporting Offenders (VCSO) Forum (Croydon).<sup>34</sup> The Forum is led by the voluntary sector and brings together the statutory and voluntary sectors with a common interest in reducing offending.

6.8 As a result of activities undertaken to understand inclusive commissioning in the Croydon context, the following aberrations in relation to race equality and local infrastructure emerged.

- First, the absence of a BAME-led voluntary sector organisation on the VCSO Forum to represent the concerns of BAME groups.
- Second, the lack of a specific initiative, following the New Routes project, to engage and develop the BAME-led voluntary sector that consistently worked with offenders and their families but never engaged specifically by the local criminal justice agencies.

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<sup>33</sup> VCS IOM 'New Routes' project, *ibid*, p.5

<sup>34</sup> Terms of reference for the VCSO, *ibid*, pp.17-19.

- Finally, the MoJ commitment, at a national level, to acknowledge and support a BAME-led network to address ethnic disproportionality in the criminal justice system is yet to be made explicit at a local level in Croydon.

All three issues form an important context that not only shape the development of a “market” for criminal justice services but also determine access to a level playing field for BAME-led service providers.

6.9 Some positive developments were equally apparent which have the potential for enhancing further dialogue with BAME communities. The Turnaround Project, which is part of the Integrated Youth Support Services, is an important development albeit relatively new. The project manager explained how a range of services including youth early support, building family resilience, reparation and other services prevented the at-risk youth in Croydon from further escalating their risk.<sup>35</sup> The Turnaround project is a good example of co-location of different statutory partners providing holistic delivery of services to young people and their families. The project also hosts a youth forum with a good representation of young people from BAME groups. These groups help identify what young people need and this is fed back into service development. The need for more mentoring projects was also made clear. At the time of the interview, service user data by ethnicity was still being analysed. It would be useful for this to be shared more widely with the BAME-led voluntary sector.

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<sup>35</sup> Interview with Chloe Mines, Croydon Turnaround Project Manager, 5<sup>th</sup> February, 2012



## 7 Local commissioner and service provider response to “market shaping” in Croydon

7.1 The definition of the term “market” adopted by NOMS is “*The opportunity for providers from any sector to supply, and commissioners to be able to purchase, required offender services*”.<sup>36</sup> The market development process comprises market analysis, market stimulation and market stewardship. All three strands have been analysed against the experience of BAME-led service providers in Croydon.

7.2 To develop markets effectively, Commissioners need to engage with local providers of offender services to build and maintain strong relationships. The Home Office and MoJ have worked in close partnership with Clinks<sup>37</sup> to:

- Help build local voluntary and community sector involvement in Integrated Offender Management (IOM)
- Develop good practice to local partnership working in the criminal justice system.

7.3 Previous research by NACRO has shown that levels of involvement of the voluntary and community sector in IOM vary considerably and their engagement as a strategic partner has remained negligible.<sup>38</sup> The same research also found that no targeted work was directed at offenders from BAME groups, women, young children and offenders’ families in local IOM strategic work. One of the conclusions of the report referred to improving BAME involvement in local IOM work. To address ethnic disproportionality in criminal justice, IOM models needed to harness the expertise of the BAME-led organisations and thereby help to reduce re-offending. In a recent report on strategic partnership working in Integrated Offender Management, Clinks reported, “despite commitment many key strategic partnerships including those within the criminal justice

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<sup>36</sup> *Commissioning Support Guidance, ibid, p.46*

<sup>37</sup> Clinks is a national membership organisation that supports the work that Voluntary and Community Sector organisations undertake within the Criminal Justice System of England and Wales. [www.Clinks.org](http://www.Clinks.org)

<sup>38</sup> Wong, K. and Christopher Hartworth, *Integrated Offender Management and Third Sector Engagement: Case studies of four pioneer sites*, 2009, Nacro available at [www.barefootresearch.org.uk/wp-content/uploads/Integrated-Offender-Management-and-Third-Sector-Engagement%E2%80%A6.pdf](http://www.barefootresearch.org.uk/wp-content/uploads/Integrated-Offender-Management-and-Third-Sector-Engagement%E2%80%A6.pdf)

system (CJS) appear to have as yet poorly developed mechanisms for involving the VCS as a full strategic partner.”<sup>39</sup>

7.4 As mentioned in section 6, the New Routes project achieved some engagement between local commissioners and potential providers of offender services in the borough. Interviews with commissioners and BAME-led service providers confirmed a gap in relation to existing service providers. The only organisation that provided direct services to criminal justice agencies did not define itself as a BAME-led organisation although the vast majority of its work involved BAME groups both within and outside Croydon.<sup>40</sup> The market analysis was already showing gaps between supply and demand for services to address the needs of BAME groups involved in the criminal justice system.

7.5 In an attempt to understand the interest, capability and capacity of current and potential providers the VCSSO Forum initiated a mapping exercise in 2011. With the help of the CVA, and more recently with the Croydon BME Forum joining the VCSSO, the impetus to map BAME-led service provision has come together. Existing probation contacts with the voluntary and community sector along the resettlement pathways will now be able to use specific data on potential BAME service providers.

7.6 For the purposes of this report the Croydon BME Forum membership was analysed against existing resettlement pathways. The Forum has 178 members and 69% (122) of its current membership falls under five resettlement pathways. Comparing the figures with national data compiled by the Third Sector Research Centre (TSRC) provides a good indication as to the level of community sector organisations that are able to support BAME offenders and their families in Croydon. TSRC data reporting on third sector engagement in work with offenders show that more than 20,000 organisations work with offenders in some way. Their scoping paper also included an analysis of the proportion of third sector organisations working with women, young people and BAME groups. The table below presents national data alongside very specific data from

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<sup>39</sup> Building Voluntary and Community Sector Involvement in Integrated Offender Management: Strategic Partnership Working, April 2012, p.4 [www.clinks.org/assets/files/PDFs/IOM%20resources/Resource%205.pdf](http://www.clinks.org/assets/files/PDFs/IOM%20resources/Resource%205.pdf)

<sup>40</sup> Interview with Nero Ughwujabo, Chief Executive of the Croydon BME Forum, 10<sup>th</sup> February, 2012

Croydon. The data below is merely an indication and caveats relating to interpretation of the national data by the TSRC researchers equally apply here.<sup>41</sup>

Resettlement pathway	Data group	BAME
Accommodation	TSRC data (offenders and community)	24% and 44%
	Croydon data	6%
Education, employment and training	TSRC data	88% and 30%
	Croydon data	22%
Health	TSRC data	84% and 69%
	Croydon data	6%
Drugs and alcohol	TSRC data	92% and 85%
	Croydon data	0%
Finance, debt and benefit	TSRC data	94% and 71%
	Croydon data	0%
Children and families	TSRC data	91% and 47%
	Croydon data	26%
Attitude, thinking and behaviour	TSRC data	0%
	Croydon data	8%

Croydon has higher percentages of local community organisations that support BAME offenders along the education, training and employment as well as children and families pathways. Current gaps in matching BAME-led community organisations in relation to supporting drugs and alcohol as well as finance debt and benefit resettlement pathways remain obvious. The BME Forum members expressed the need for further support from commissioners and infrastructure organisations to build their capacity. This would enable them to deliver specific services to meet the resettlement needs of BAME offenders and their families.

<sup>41</sup> Dina Gojkovic, Alice Mills, Rosie Meek, *Scoping the involvement of third sector organisations in the seven resettlement pathways for offenders*, May 2011, p.19, [www.tsrc.ac.uk/LinkClick.aspx?fileticket=JnJy2cVtYx0%3D&tabid=500](http://www.tsrc.ac.uk/LinkClick.aspx?fileticket=JnJy2cVtYx0%3D&tabid=500)

7.7 Against this background, the VCSO Forum in Croydon needs to further its engagement with community-based organisations to help strengthen the market in relation to BAME-led services to offenders. Two additional pathways relate to women offenders; Pathway 8 for women who have experienced violence and Pathway 9 for women who have been involved in prostitution. They reflect gaps in relation to existing probation data on groups that provide resettlement services to women offenders serving community sentences in Croydon. Both additional pathways represent opportunities for BAME-led organisations in the borough. One of the service providers currently offers services to criminal justice agencies including prison and probation. Their Director for Business Development and Marketing explained,

*“We have a proven track record of offering and delivering successful interventions to our clients. We are already working with prisons and probation on programmes that help keep young people out of custody and offer gender-specific services for young girls and women. We have a good understanding of the resettlement pathways and our programmes and interventions reflect that. We have contributed to the development of London Probation’s work on equalities. Over and above we monitor and evaluate what we do.”<sup>42</sup>*

7.8 The ability to gauge market maturity or improve existing services through provider feedback in relation to criminal justice services remains to be tested. Local commissioners maintained that criminal justice services were moving towards results and outcomes while experience of working with BAME-led organisations demonstrated a lack of outcome-related evidence. Local commissioners also pointed to the cultural shift in their position; from being grant-givers to commissioners of local services, which jeopardised their relationship with community-based groups. In relation to criminal justice, the local landscape currently offers some generic youth providers with some BAME expertise, a few grassroots level projects who do prevention and support work and some organisations that fall in between the two categories.<sup>43</sup>

7.9 The availability of funding pots is still in flux and the level of available funding remains an issue for BAME-led service providers. Changes to the commissioning landscape have

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<sup>42</sup> Interview with Gifford Sutherland, Director Business Development and Marketing, F4L, on 1<sup>st</sup> February 2012

<sup>43</sup> Interview with Simon Townsend, Head of Youth Services, at Taberner House on 1<sup>st</sup> March, 2012

allowed both the voluntary and statutory sector to explore their respective abilities to change the current context of disproportionality.<sup>44</sup> Moves to a more targeted approach that addresses dimensions of vulnerability, co-location of statutory partners to facilitate information sharing and helping to close the inter-generational gap in relation to minority groups were some of the points raised both by the statutory sector and by service providers who participated in the focus group.<sup>45</sup>

7.10 Commissioners are also aware that smaller groups cannot bid for larger pots and bigger organisations would not bid for smaller pots. The current commissioning context as experienced by service providers, has not worked well for local providers. As one BAME-led service provider articulated, *“We have certain core-strengths; we are community-based; low cost; successful in engaging young people not in education or employment; we work with parents to address under-achievement; we work exclusively with those at risk of exclusion. Despite these strengths we have not been successful in winning any youth service provision contracts.”*<sup>46</sup> Recently experienced disparities in the commissioning process and outcomes have been noted by commissioners. The Head of Youth Services explained:

*“In the first round of commissioning mistakes were made but lessons have been learned as well. As commissioners, there is pressure to be fair and transparent and equal opportunities model has to be applied to the commissioning process. Although the process was followed correctly, it ended in a negative outcome for BAME-led service providers. Provider networks in the different localities across Croydon and area youth forums have been established to provide direct input to developing the service specification according to local need.”*

Key lessons emerge from the recent round of commissioning youth services under the locality and the alternative provision strands. These include the need to improve service design, address barriers to entry and exit for smaller providers, improve participative dialogue with local providers during tendering processes and improve feedback on commissioning and competition processes.

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<sup>44</sup> Interview with Roger King, Specialist Manager, Integrated youth support service, Turnaround Centre, 15<sup>th</sup> March 2012

<sup>45</sup> Interview with Najma Bawla-Solanki, BME lead officer, IYSS, Turnaround Centre, 15<sup>th</sup> March, 2012 and focus group held on 2<sup>nd</sup> May 2012 at Croydon BME Forum

<sup>46</sup> Interview with Patrick Reid, PJs Community Services, 21<sup>st</sup> Feb, 2012

7.11 The Locality commissioning experience has important lessons for commissioning of criminal justice services in the borough. Commissioners for criminal justice related services must actively engage with all providers, including BAME-led, at all stages of the commissioning cycle and hold special events to discuss new policy proposals. Meaningful feedback from both successful and unsuccessful bidders who participated in competitive commissioning is important to service providers to assess their models of delivery. Another service provider explained,

*“We are primarily an alternative education service but we also work with a number of young people who are excluded from school, are at-risk of offending and who have behavioural problems. We have trained our young people to understand and tackle some of their underlying issues around educational achievement, core-skills for social interaction and engagement with police. Making young people rethink, retract and retrench keeps them out of the criminal justice system. A good structure, trained volunteers from the community and a solutions led approach enables us to do that. It would be good to deliver our services within criminal justice more specifically but we also need to understand their policy objectives to mould our services accordingly.”<sup>47</sup>*

7.12 The Croydon context demonstrates that the market in relation to reducing re-offending and other criminal justice services varies in size and level of maturity. The organisations showcased in section six of this report indicate the extent to which some BAME-led services match the reducing re-offending and resettlement pathways objectives. Explaining some of their challenges Andrew Brown, Director of Elevating Success, captured the need to further stimulate their services.

*“Losing out to external service-providers has been very demoralising. We provide a range of services and have been doing so for a number of years. We can position ourselves to deliver services within criminal justice as we have experience of that too but not within Croydon. Surely having a track-record in delivering services locally should give us added advantage... preparing ourselves to demonstrate our outcomes and impact is equally important.”<sup>48</sup>*

7.13 Commissioners play an important role in stimulating the market to get the best possible provision to deliver criminal justice outcomes. This can be done in a number of ways including capacity building to encourage new service providers and encouraging existing providers to diversify. Majority of BAME-led service providers

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<sup>47</sup> Interview with Sasha Rhoden, Croydon Supplementary Education Project (CSEP), 20<sup>th</sup> Feb, 2012

<sup>48</sup> Interview with Andrew Brown, Elevating Success, 20<sup>th</sup> Feb, 2012

who participated in the focus group were inexperienced in delivering criminal justice outcomes. A clear need to understand the criminal justice landscape and build capacity to deliver outcomes was expressed. However, the lack of funds to build capacity and enable more BAME-led organisations to deliver services was made clear. The Croydon BME Forum, with its limited resources, has mobilised this effort but needs more support to build capacity to target criminal justice services.

7.14 The experience of market stewardship by BAME-led service providers in the borough has so far remained negligible. Delivery consortia with a lead provider and the prime provider supply chain model are yet to be commissioned at a local level. However, perverse incentives, 'creaming', 'parking' and passing financial risk to sub-prime delivery organisations further down the supply chain are some of the known challenges from the NOMS national pilots. To avoid these problems commissioners need to promote positive relationships and properly manage delivery consortia and supply chains. The Croydon BME Forum, the CVA and the VCSSO need to work in partnership to bring together and manage delivery consortia in a manner that adequately reflects the aspirations of BAME-led service providers.

## 8 Conclusion and recommendations

8.1 From charting ethnic disproportionality in the criminal justice system, to analysing the Croydon specific data in relation to BAME-led service providers, to the commissioning context, has revealed a range of opportunities and challenges. In this concluding section, the report reflects on some of these issues and sets out its concluding comments with recommendations.

8.2 Local appetite for change: It was clear from interviews with BAME-led service providers that public services more generally and criminal justice services in particular have been unable to address ethnic disproportionality. The independent panel report pointed to the explicit need by the Council to improve relationships and engage Croydon's diverse communities in more meaningful ways. The panel report also recommended that the Police and Council give careful consideration to improve relationships between the statutory sector and local communities. This made apparent the principal concern that effective communication cannot be successful in the absence of good understanding of local communities by the commissioners and the Council. Interviews with service providers emphasised that this absence affected commissioning behaviour, which would further drive what gets commissioned and who gets commissioned. Interviews with local commissioners suggested that these gaps were now being addressed. Good practice in relation to inclusive commissioning begins with good knowledge and understanding of local communities and their needs. This would be more effective with a two-way communication between commissioners and all service-providers.

**The Council and the local infrastructure organisations must work together to enhance mutual understanding of needs and implement local delivery structures that enable effective communication.**

8.3 Skills and capacity: Interviews with both commissioners and service-providers emphasised the great potential of the BAME sector but there was equal concern that its specialist skills and knowledge were not being harnessed effectively. While organisations had a well-developed understanding of ethnic disproportionality in the



criminal justice process, the space to offer specialist response to influence policy decisions at Council level appeared to be limited. Interviews further confirmed that where local knowledge existed it was not being shared and communicated effectively to influence policy decisions. Local data existed but did not equate to market intelligence that could differentiate specialist services from mainstream service provision. There was an overall agreement about existing gaps in skills and capacity for the BAME-led organisations around funding, time to measure outcomes, capacity to provide quality evidence and lack of direct service provision within the criminal justice sector. A greater need to invest in building skills around criminal justice commissioning was also highlighted. This is currently underway through the activities of the VCSSO Forum. The need to build and sustain capacity for BAME-led service providers is beset with challenges given the severity of cuts in funding to most of these organisations. The statutory partners were forthcoming in enhancing capacity of smaller BAME-led organisations by providing letters to support joint bids, providing joint-training and delivering information on policy related priorities through different networks in the borough.

**Invest in building skills and capacity of BAME-led service providers in the borough specifically in providing robust evidence of impact and skills to monitor and analyse criminal justice related outcomes. The Council should support and enable local infrastructure organisations to enhance skills and capacity.**

8.4 Partnership mechanisms: The Croydon BME Forum is represented on the Safer Croydon Partnership Board. As part of the community safety thematic group the BAME-providers have come together to engage with commissioners with the help of the BME Forum and the CVA. There is recognition amongst both the statutory and wider voluntary sector organisations to engage better with local partnerships and prepare for future commissioning of criminal justice services in the borough. BAME-led service providers in the borough appreciate the need for greater participation and explore development of different models to deliver service to offenders and their families but it is equally clear that these organisations cannot do it themselves and need training and support. This can be done in many different ways. Addressing the needs of offenders is a complex

task and facilitating resettlement outcomes in relation to the different pathways does not follow any linear or inevitable outcome. Achieving positive outcomes requires cross-departmental partnerships and the expertise of a range of specialist partners and practitioners.

**The VCSSO should develop specific initiatives in partnership with the Council, private sector providers and independent funders to engage and further develop existing BAME-led service provision to offenders and their families to deliver criminal justice related outcomes.**

8.5 Contract design and consultation: The report highlights the need for greater willingness to engage with BAME service providers. The statutory services cannot keep shying away from recognising the racial inequality so evident around them. Policy and planning documents must reflect this through the language used to address ethnic disproportionality. Interviews with service providers made clear BAME specific needs must be reflected in commissioning cycles through better contract design and consultation that fulfil the potential of BAME service providers. The specific issue of bringing clarity to service priorities and delivering equitable outcomes in the context of diverse communities was made apparent in the focus group discussions. Local statistics and crime trends show that community priorities are not translating into targeted action. The need for the statutory services to create spaces, to think more strategically and spend more time in building relationships was also highlighted during the focus group discussions.

**Local commissioning cycles must reflect the ambitions of the BAME-led groups and to do this commissioners must engage with them on a regular basis and hold bi-lateral meetings to pin down what works in reducing disproportionality and which contract design would best suit the expertise and capacity of BAME service providers.**

8.6 Market readiness: The research made clear the lack of BAME-led service providers currently delivering directly to criminal justice agencies. Despite this setback in terms of market readiness there were many organisations that engage in diversion, gang work,

prevention within youth services, supporting those not in education training or employment (NEETs) and assisting young people and their families in a variety of ways. These organisations are members of local infrastructure organisations and provide vital information to feed into policy discussions at Council level. They are not far-off in being market ready to deliver and support criminal justice outcomes; to reduce re-offending and also to reduce the first time entrants into the system. Blending expertise from within the statutory and voluntary sectors would be a great start to reduce levels of disproportionality. The mapping of existing services and aligning cross-sector data and policy priorities has already begun. Further work to support and develop service-user engagement to enable ex-offenders to provide peer mentoring and coaching services needs to be shaped.

**The market development process, comprising market analysis, market stimulation and market stewardship must adequately acknowledge and reflect the presence of BAME-led service providers. Statutory services can further enhance market stimulation by supporting local BAME infrastructure networks and responding to their legitimate concerns around payment-by-results and explore alternative market-based service delivery models.**

8.8 Previous research has shown that engagement with BAME-led voluntary sector in a meaningful way is not straightforward and brings its own unique issues. In a bid to understand inclusive commissioning the asymmetries within the statutory and voluntary and community sector organisations were made apparent. It is pertinent to note that the impact of such asymmetries leave the BAME-led voluntary and community sector more vulnerable to challenges imposed by market forces.

### Appendix

<b>Name of person interviewed</b>	<b>Organisation and title</b>	<b>Date of interview</b>
Sharon Godman	Head of Corporate Community Relations (communities, equalities and the voluntary sector)	13 <sup>th</sup> January, 2012
Gifford Sutherland	Director Business Development and Marketing Foundation4Life	1 <sup>st</sup> February, 2012
Nero Ughwujabo	Chief Executive of the Croydon BME Forum	10 <sup>th</sup> February, 2012
Sasha Rhoden	Project Director Croydon Supplementary Education	20 <sup>th</sup> February, 2012
Andrew Brown	Director and Founder Elevating Success	20 <sup>th</sup> February, 2012
Patrick Reid	Consultant and Entrepreneur PJs Community Services	21 <sup>st</sup> February, 2012
Simon Townend	Head of Youth Services Croydon Council	1 <sup>st</sup> March, 2012
Chloe Mines	Turnaround Project Manager Turnaround Centre(IYSS)	5 <sup>th</sup> March, 2012
Fiona Bauermeister	Assistant Chief Officer, Probation	5 <sup>th</sup> March, 2012
Ray Maguire	Head of Croydon Youth Offending Service	14 <sup>th</sup> March, 2012
Roger King	Specialist Manager, Integrated Youth Support Services (IYSS)	15 <sup>th</sup> March, 2012
Najma Bawla-Solanki	BME-lead officer IYSS	15 <sup>th</sup> March, 2012
Sylvarani Nair	Capacity Building Officer Croydon BME Forum	16 <sup>th</sup> March, 2012

Ten BAME-led service providers attended the focus group held at Croydon BME Forum on 2<sup>nd</sup> May 2012