

Summary: Intervention & Options

Department /Agency:
Ministry of Justice

Title: Engaging Communities in Criminal Justice – Green Paper
Impact Assessment of Chapter 3 - Keeping Communities Informed, getting people involved and empowering communities

Stage: Decision Stage

Version: 4.0

Date: 19 February 2010

Related Publications: “Engaging Communities in Criminal Justice”, available at:
<http://consultations.cjsonline.gov.uk/engagingcommunities>

Available to view or download at:

<http://www.cjsonline.gov.uk>

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What is the problem under consideration? Why is government intervention necessary?

Although public confidence in the Criminal Justice System (CJS) is rising, it still remains relatively low. There is evidence that the more informed and involved people are in criminal justice issues, the more confident they are likely to be in the CJS. Because operating the CJS is a government responsibility, government intervention may be justified in order to increase public confidence in the CJS.

What are the policy objectives and the intended effects?

The objective is to ensure that all the agencies in the criminal justice services engage with the public. The public should be able to access a range of information on crime, on the outcomes of criminal cases, and on CJS performance, at a local level, and in a co-ordinated and integrated way. The effects and benefits should include; (i) improved visibility of and confidence in the CJS; (ii) placing more information on outcomes in the hands of service users, and; (iii) informing and encouraging increased community involvement in deciding local crime and justice priorities and through volunteering.

What policy options have been considered? Please justify any preferred option.

Option 0: Do nothing

Option 1: Implement all of the proposals in Chapter 3 of the Green Paper.

Option 2: Implement all of the proposals in Chapter 3 of the Green Paper except proposal 17.

Option 2 is favoured as this should raise public confidence in the CJS in the most cost effective way.

When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects? The policy should be reviewed once the proposals have bedded down and once sufficient evidence has been collected to inform an assessment.

Ministerial Sign-off For Decision Stage Impact Assessments:

I have read the Impact Assessment and I am satisfied that the assessment (i) represents a fair and reasonable view of the expected costs, benefits and impact of the policy and (ii) the benefits justify the costs.

Signed by the responsible Minister:

..... Date.....

Summary: Analysis & Evidence

Policy Option: 1
(implement all proposals)

Description: Keeping Communities informed, getting people involved and empowering communities

COSTS	ANNUAL COSTS		Description and scale of key monetised costs by 'main affected groups': All expected costs of the proposals in this Impact Assessment fall on to the CJS, and are financial costs. The vast majority are the costs of new staff. The remainder are the costs of developing and running a new database providing case information to the public.
	One-off (Transition)	Yrs	
	£1.15m		
	Average Annual Cost (excluding one-off)		
	£3.20m	10	Total Cost (PV) £27m
Other key non-monetised costs by 'main affected groups'			

BENEFITS	ANNUAL BENEFITS		Description and scale of key monetised benefits by 'main affected groups'
	One-off	Yrs	
	£		
	Average Annual Benefit (excluding one-off)		
	£		Total Benefit (PV) £
Other key non-monetised benefits by 'main affected groups' Improved public confidence in the CJS is expected as a result of these propositions.			

Key Assumptions/Sensitivities/Risks: It is assumed that all resources included in this option are additional to those currently allocated primarily to increasing confidence.

Price Base Year 2008/9	Time Period Years: 10	Net Benefit Range (NPV) -£25m to -£29.5m	NET BENEFIT (NPV Best estimate) -£27m
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What is the geographic coverage of the policy/option?		England and Wales	
On what date will the policy be implemented?			
Which organisation(s) will enforce the policy?		Various CJS agencies	
What is the total annual cost of enforcement for these organisations?		£ Not yet known	
Does enforcement comply with Hampton principles?		Yes	
Will implementation go beyond minimum EU requirements?		No	
What is the value of the proposed offsetting measure per year?		£ 0	
What is the value of changes in greenhouse gas emissions?		£ 0	
Will the proposal have a significant impact on competition?		Yes/No	
Annual cost (£-£) per organisation (excluding one-off)	Micro	Small	Medium Large
Are any of these organisations exempt?	Yes/No	Yes/No	N/A N/A

Impact on Admin Burdens Baseline (2005 Prices)			(Increase - Decrease)
Increase of	£ 0	Decrease of	£ 0
Net Impact		£	0

Key: Annual costs and benefits: Constant Prices (Net) Present Value

Summary: Analysis & Evidence

Policy Option: 2
(implement all proposals except proposal 17)

Description: Keeping Communities informed, getting people involved and empowering communities

COSTS	ANNUAL COSTS		Description and scale of key monetised costs by 'main affected groups': All expected costs of the proposals in this Impact Assessment fall on the CJS, and are financial costs. These are comprised of the developing and running of a new database providing case information to the public.
	One-off (Transition)	Yrs	
	£1.15m		
	Average Annual Cost (excluding one-off)		
	£0.25m		Total Cost (PV) £2.9m
Other key non-monetised costs by 'main affected groups'			

BENEFITS	ANNUAL BENEFITS		Description and scale of key monetised benefits by 'main affected groups'
	One-off	Yrs	
	£		
	Average Annual Benefit (excluding one-off)		
	£		Total Benefit (PV) £
Other key non-monetised benefits by 'main affected groups' Improved public confidence in the CJS is expected as a result of these proposals.			

Key Assumptions/Sensitivities/Risks: It is assumed that all resources included in this option are additional to those currently allocated primarily to increasing confidence.

Price Base Year 2008/9	Time Period Years: 10	Net Benefit Range (NPV) -£2.9m	NET BENEFIT (NPV Best estimate) -£2.9m
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What is the geographic coverage of the policy/option?		England and Wales	
On what date will the policy be implemented?			
Which organisation(s) will enforce the policy?		Various CJS agencies	
What is the total annual cost of enforcement for these organisations?		£ Not yet known	
Does enforcement comply with Hampton principles?		Yes	
Will implementation go beyond minimum EU requirements?		No	
What is the value of the proposed offsetting measure per year?		£ 0	
What is the value of changes in greenhouse gas emissions?		£ 0	
Will the proposal have a significant impact on competition?		Yes/No	
Annual cost (£-£) per organisation (excluding one-off)	Micro	Small	Medium Large
Are any of these organisations exempt?	Yes/No	Yes/No	N/A N/A

Impact on Admin Burdens Baseline (2005 Prices)			(Increase - Decrease)
Increase of	£ 0	Decrease of	£ 0
Net Impact		£	0

Key: Annual costs and benefits: Constant Prices (Net) Present Value

1. Introduction and Background

1. The Government has an objective to increase public confidence in the CJS, as set out in the new criminal justice Public Service Agreement targets (PSAs). This can only be achieved if criminal justice services and local partners work effectively with each other and with (and for) the public. The PSAs are; 23 (Make communities safer); 24 (Deliver a more effective, transparent and responsive CJS for victims and the public), and; 25 (Reduce the harm caused by alcohol and drugs). This is to be done through:
 - a. Improving the quality and consistency of the services provided;
 - b. Improving the experience of all those who use and work in - or with - the CJS;
 - c. Responding effectively and proportionately to the concerns of communities served; and
 - d. Improving criminal justice outcomes for all and providing assurance to communities that the CJS is delivering on its core aims of punishment and reform.
2. On 29th April 2009 the Ministry of Justice (MoJ) published the Green Paper “Engaging Communities in Criminal Justice¹”, which contained a set of proposals to improve the work of the CJS in meeting its Public Service Agreements, in particular to improve public confidence and the level of service provided to the public. The Green Paper also provided an opportunity for the Ministry of Justice to set out its thinking in response to the proposals in the Cabinet Office Review of Crime and Communities (the Casey Review) and to enable a consistent approach to the recent Policing Green and White Papers.
3. The Green Paper “Engaging Communities in Criminal Justice” was subject to a full public consultation which ran until 31st July 2009. The consultation received a total of 631 responses, which together suggest support, or strong support, for the majority of the Green Paper proposals. A summary of these responses has been published alongside this document.
4. The Green Paper and the consultation were built around three primary aims, summarised below. This IA analyses the costs and benefits associated with proposals supporting Aim C:

A: Strengthening the connections between communities and their prosecution and court services - building on the success of Community Justice and the problem-solving approach to help the community and enable offenders to reform and to make amends.

B: Ensuring that justice outcomes are more responsive and more visible - Increase visibility and responsiveness of Community Payback and other forms of reparation and compensation so that justice is delivered and seen to be delivered, and promoting the use of Restorative Justice to increase victim satisfaction.

C: Keeping communities informed, getting people involved, empowering communities - empower communities by improving information the public receives about case outcomes: ensuring the public can see a real connection between the crime and the punishment (and reform) meted out in response.

¹ <http://consultations.cjsonline.gov.uk/?conid=1>

2. Scope of the Impact Assessment

5. The formal options are currently:

Option 0: Do nothing (the baseline case).

Option 1: Implement all Proposals supporting Aim C

Option 2: Implement all Proposals supporting Aim C except Proposal 17:

Proposal	Description
15	Improving the justice information we provide for local people
16	Improving the availability of and public access to information on individual case outcomes
17	Creating a national network of criminal justice engagement team leaders under the direction of Local Criminal Justice Boards (LCJBs)
18	Increasing volunteering in Criminal Justice Services

6. The stakeholder groups and organisations in the scope of these proposals are all the criminal justice agencies, Local Criminal Justice Boards, Local Authorities, Crime and Disorder Reduction Partnerships, and the judiciary. The proposals are aimed at all members of the general public.

3. Problem under consideration

7. The problem is lack of public awareness, and confidence, in the criminal justice process, its outcomes and sentencing.

8. The PSA 24 Delivery Agreement states that:

“Public confidence in the fairness and effectiveness of criminal justice is essential. Low public satisfaction and confidence lead to unnecessary fear of crime and insecurity, and mean that the public is less likely to report crime or act as witnesses.”²

9. There is also some academic support for the assertion that confidence matters in itself: *“Building or retaining public confidence is a central aspect of police performance, not least because in a democratic society (at least in the sense that this term is understood in the UK) people have the right to feel that the police both represent and serve them.”³*

10. Current indications are that confidence could be improved. The latest figures from the British Crime Survey (June 2009 update)⁴ shows that the percentage of people who are confident that the CJS as a whole is effective is 39%, whilst the percentage of people who are confident that the CJS as a whole is fair is 59%.

11. It is also possible that if we do not take steps to improve the responsiveness of the criminal justice services there is a risk that confidence might stagnate or fall.

² HM Treasury (2007) *PSA Delivery Agreement 24: Deliver a more effective, transparent and responsive Criminal Justice System for victims and the public*

³ Unpublished report from the JUSTIS group supplied by Professor Hough

⁴ Home Office Statistical Bulletin 15/09 - [Crime in England and Wales: Quarterly Update to June 2009](#) (22.10.09)

4. Cost Benefit Analysis

Analytical Principles

12. This Impact Assessment (IA) identifies as far as possible both monetised and non-monetised impacts from society's perspective, with the aim of understanding what the net social impact to society might be from implementing the proposals in the Green Paper "Engaging Communities in Criminal Justice".
13. Cost benefit analysis places a strong emphasis on the monetisation of costs and benefits. However there are often important aspects that cannot sensibly be monetised. These might include distributional impacts (e.g. transferring wealth to a certain gender or ethnicity) or non-marketed costs and benefits which do not have market prices. Cost benefit analysis in this IA is therefore interpreted broadly, to include both monetised and non-monetised costs and benefits, with due weight given to those that are non-monetised.
14. Due to the nature of public confidence in the CJS and the current stage of the pilots taking place, providing a detailed and quantified analysis of the benefits of each section of the Green Paper has not been possible. Instead a qualitative assessment of the benefits has been provided where appropriate. Whilst the estimated expected costs of each proposal have been set out some of the proposals are at an early stage of development, hence a detailed breakdown of costs has not always been possible.
15. An important consideration for any cost benefit analysis is the relevant scope of the assessment. The scope of this IA is defined to include impacts that fall on both present and future generations, in line with the HMT Green Book⁵. As the policies proposed in the Green Paper are likely to extend into the future, we have appraised the impacts between 2010 and 2019 (10 years). A discount rate of 3.5% has been applied. All prices are 2008/9 unless otherwise stated.

Economic Rationale for Government Intervention

16. The conventional economic approach to government intervention is based on efficiency or equity arguments. The Government may consider intervening if there are strong enough failures in the way a market operates ("market failures") or if there are strong enough failures in existing interventions ("government failures"). In both cases the proposed new intervention should itself be effective and efficient, and should avoid creating a further set of distortions. The Government also intervenes for equity (fairness) reasons.
17. Improving public confidence in the CJS is a stated aim of the Government. This is set out in a PSA target. The PSA target reflects the view that levels of public confidence in the CJS are currently suboptimal. In general because operating the CJS is a government responsibility, government intervention to improve confidence is justifiable. Individual interventions would be justified if their resource costs were sufficiently outweighed by the value of their confidence improvements. They might also be justified if they raised confidence amongst particular groups in society and if doing so was merited on equity or fairness grounds.
18. The wording of the PSA target also reflects the view that higher confidence may have a value in itself, for example by reducing unnecessary fear of crime and insecurity. In turn this may improve resource allocation and generate improvements in economic efficiency, for example by reducing unnecessary spending on security. The wording of the PSA target also reflects the view that higher confidence in the CJS itself may also have positive external effects by improving the working and efficiency of the CJS, for example by the public reporting crime and acting as witnesses.

⁵ http://www.hm-treasury.gov.uk/data_greenbook_index.htm

5. Options Analysis

19. The main options for ways of improving public confidence are as follows. A short description of each option is given below, followed by details of their costs and expected benefits.

Base Case/ Option 0

20. Description: Do nothing – implement none of the proposals described in the Green Paper and consulted upon. The problem of low public confidence is then likely to persist, in the absence of other significant changes.

Option 1: Implement Proposals 15 to 18

21. Description: Implement Proposals 15 to 18 of the Green Paper. See paragraph 5 for more details.

Option 2: Implement Proposals 15, 16 and 18

22. Description: Implement Proposals 15, 16 and 18 of the Green Paper. See paragraph 5 for more details.

6. Costs and Benefits of each Option

23. The benefits of the proposals considered in these options are largely intangible. They concern the increasing of public confidence in the CJS. Improving engagement with, and information provision to, the public is intended to increase public confidence. The extent of the improvement will depend on how successful the policies are. Evidence is presented where available that engagement and information provision can increase public confidence. Annex 2 provides more details on evidence relating to the benefits.

24. The costs of the proposals are financial costs falling on the Ministry of Justice and its constituent agencies, and are comprised largely of staff costs as well as implementation costs. Annex 1 provides a more detailed breakdown of the costs

Option 0: Do Nothing – Base Case

Costs and Benefits

25. Because Do Nothing is the base case it is compared against itself in this Impact Assessment hence its costs and benefits are necessarily zero. The other options are also compared against the base case.

Option 1: Implement Proposals 15 to 18

Costs

26. **Proposal 15: Better information for the public on CJS Performance** – on-line and through other channels - on aggregate justice outcomes. Ensuring the public are aware of online information on the performance of their local criminal justice agencies, and that this information is easily accessible. The costs of this are zero.

27. **Proposal 16: Better information for the public of the outcome of individual cases of particular concern** - systematic use of a range of communications channels to give regular, in-depth updates on specific case outcomes of cases that are of concern to the community. Making individual court case outcomes publicly available online. One-off costs are expected to be £1.15m followed by annual ongoing costs of £250,000.

28. **Proposal 17: Creating a post within LCJBs for co-ordination of Community Engagement work across the CJS locally** – Providing a “hub” for, and improving the coherence and sequencing of, individual CJS agency engagement activities by Neighbourhood Policing Teams, Her Majesty’s Court Service (HMCS) and others and ensuring effective joint working between each LCJB and the Crime and Disorder Reduction/Community Safety Partnerships within its boundary in respect of community engagement. Annual ongoing costs are expected to be between £2.7m to £3.2m

29. **Proposal 18: Increasing volunteering in Criminal Justice Services.** Costs are expected to be negligible.

30. **In summary:**

- Total initial one-off costs are expected to be £1.15m (all taking the form of additional financial costs).
- Total annual ongoing costs are expected to be between £2.95m to £3.45m (all taking the form of financial costs).

Benefits

31. The benefits take the form of improved public confidence in the CJS. As explained in the rationale section, improved confidence may be valued by itself, may lead to improved resource allocation, and may lead to improved CJS operational efficiency.

32. The extent of these possible benefits has not been quantified. Instead Annex 2 explains how confidence might be raised by improving the availability of information to the public on criminal justice, the way in which information is communicated and opportunities to become involved.

Option 2: Implement Proposals 15, 16 and 18

Costs

33. The Costs of Option 2 are identical to those of Option 1 though do not include any of the costs associated with Proposal 17 (which had annual ongoing costs of between £2.7m to £3.2m).

34. **In summary:**

- Total initial one-off costs are expected to be between £1.15m (all of which is additional financial costs to the MoJ).
- Total annual ongoing costs are expected to be £250,000 (all of which is additional financial costs to the MoJ).

Benefits

35. The Benefits of Option 2 are identical to those of Option 1 though do not include any of the benefits associated with proposition 17. As such we might expect less of an improvement in public confidence in the CJS.

7. Specific Impact Tests

Competition Assessment

36. We have completed the checklist, and none of the proposals contained in the Green Paper: directly limit the number or range of suppliers; indirectly limit the number or range of suppliers; limit the ability of suppliers to compete; or reduce suppliers' incentives to compete vigorously.

Small Firms Impact Test

37. This has been completed and none of the proposals contained in the Green Paper are expected to impose or reduce costs for small businesses.

Legal Aid Impact Assessment

38. We have completed the Legal Aid Impact test and concluded from the results that none of the proposals contained in the Green Paper indicate a downstream legal aid cost, or an adverse impact on the workload of the courts, as the proposals do not bring in any new offences.

Sustainable Development

39. The Green Paper may have a positive impact on ensuring a strong, healthy and just society and on promoting good governance. The proposals are not expected to have an impact on living within environmental limits, achieving a sustainable economy, or on using sound science responsibly.

Carbon Assessment

40. This has not been completed as none of the proposals contained in the Green Paper should have an impact on emissions of greenhouse gases.

Other Environment

41. None of the proposals contained in the Green Paper should affect other environmental issues such as waste management, air quality, noise levels, climate change, appearance of the landscape, or disturbance of habitat or wildlife.

Health Impact Assessment

42. None of the proposals contained in the Green Paper is expected to have a direct impact on health or health inequalities, although improved confidence in the CJS may reduce unnecessary fear and anguish.

Race Equality, Disability Equality, and Gender Equality

43. We have undertaken an Equality Impact Assessment (EIA) of the Green Paper as a whole and the policies and initiatives it contains. The EIA process involved consideration and assessment of the various policies, services and functions from the perspective of the six equalities groups and is intended to help identify any potential unintended consequences or negative impact on any particular group or individual. The EIA process itself involved consultation with and involvement of individuals and organisations representative of the equalities groups. The final, full EIA is published alongside the summary of responses.

Human rights

44. This will be considered as part of the Equality Impact Assessment of the Green Paper mentioned above.

Rural Proofing

45. As these proposals develop we will consider whether any of them are likely to have a different impact in rural areas, because of particular rural circumstances or needs. A key theme of the Green Paper is to make the criminal justice service more accountable and responsive to local communities, taking into account community needs, concerns and priorities. This means tailoring the work of the criminal justice services to the demographics of their communities, including engaging and involving people living in rural areas.

Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	Yes	No
Small Firms Impact Test	Yes	No
Legal Aid	Yes	No
Sustainable Development	Yes	No
Carbon Assessment	Yes	No
Other Environment	Yes	No
Health Impact Assessment	Yes	No
Race Equality	Yes	No
Disability Equality	Yes	No
Gender Equality	Yes	No
Human Rights	Yes	No
Rural Proofing	Yes	No

Annex 1: More detail on Costs

PROPOSAL 15: Improving the justice information we provide for local people

18. The creation of aggregate level crime maps for Local Criminal Justice Boards (LCJBs) has already taken place. These are available online. It is anticipated that there will be no further costs to this. Net Present Cost is zero.

PROPOSAL 16: Improving the availability of and public access to information on individual case outcomes

19. A database is being planned for the public to access individual case data. Current estimates indicate this will cost £1.15m for implementation. Subsequently, it is expected that maintenance and other support costs will be around £250,000 per annum.
20. The Net Present Cost is £2.9m. This is all an additional financial cost.
21. Meanwhile, guidance has been produced for police, local authorities, etc, on what information can be proactively made available to the general public. The guidance has already been produced, and distribution costs are expected to be minimal.

PROPOSAL 17: Creating a national network of criminal justice engagement team leaders under the direction of Local Criminal Justice Boards (LCJBs)

22. At one community engagement team leader at £50,000-£60,000 per annum per LCJB, there is an annual cost of £2.7m - £3.2m.
23. Implementation is currently unknown. Possible efficiency savings in other agencies downstream from reduced duplication of work are anticipated but uncosted.
24. The Net Present Cost is £22.2m-26.6m. This is all an additional financial cost.

PROPOSAL 18: Increasing volunteering in Criminal Justice Services

25. We want to encourage community involvement in the CJS and propose to introduce a toolkit to enable LCJBs to raise awareness and streamline processes for the full range of volunteers in the CJS. A toolkit has now been completed and disseminated to LCJBs.
26. This proposal is in an early stage of development, though costs are expected to be minimal and met within existing budgets.

Annex 2: More detail on Benefits

27. The benefits covered in this Impact Assessment relate to the proposals in Chapter Three, which looks at ways to improve the information available to the public on criminal justice, the way in which it is communicated, and opportunities to become involved.
28. The potential benefits of implementing the proposals put forward by the Green Paper are increasing public involvement with, and confidence in, the CJS. We know from the current British Crime Survey figures that the public perception of changes in crime are more negative than the reality:
 - a. Around two-thirds (65%) of people thought crime in the country as a whole had increased in the previous two years, despite an actual fall of 10%.
 - b. 39% of people thought crime in their local area had risen in the last two years, a decrease from 2006/07, further widening the gap between national and local perceptions of crime levels.
 - c. As measured by the BCS, the risk of becoming a victim of crime has fallen from 24% to 22%.
 - d. Violent crime, vandalism and vehicle-related thefts have all fallen since the previous year (by 12%, 10% and 11% respectively) and domestic burglary has remained stable.
29. We know from the British Crime Survey for the year ending March 2008 that the public do not have confidence in sentencing, with 79% of the respondents stating they thought sentences at courts were too lenient.
30. These perceptions are despite the following trends;
 - a. Measures to ensure longer sentences for certain offenders and offences and new sanctions such as indeterminate sentences of imprisonment for Public Protection.
 - b. Offenders sentenced in court increased from 1.354 million in 1995 to 1.415 million in 2007.
 - c. Number of offenders given a custodial sentence rose from 79,538 in 1995 to 125,900 in 2007. However, prison sentences only account for a small proportion of all sentencing (varying between 6% and 8% over the last ten years.)
31. This evidence strongly suggests that public confidence is lower than it could be. This provides a basis for attempting to increase confidence through providing more and better information, and more opportunities for the public to become involved through volunteering.

How can confidence be increased?

32. We believe that there are four “drivers” of public confidence in the CJS, and these are:
 - a. Informational – relating to the knowledge of the CJS held by the individual;
 - b. Interactive – relating to the first-hand experience of the individual with the CJS
 - c. Individual – relating to an individual’s demographic and/or lifestyle attributes which influence attitudes to the CJS
 - d. Institutional – relating to an individual’s expectations of what the primary purpose of the CJS is and how well it is being met.
33. Chapter 3 of the Green Paper is centred on using information to increase confidence.

Using information to increase confidence

34. Several studies have provided strong evidence that increasing the provision of information on the CJS can improve confidence, and that people with more knowledge of the CJS tended to be more confident in it. Details of the key recent studies are included

in the annex, including OCJR work (“Inform, Persuade and Remind”), Ipsos Mori studies and polls, and work by The Casey Review.

35. The *Engaging Communities in Fighting Crime* review by Louise Casey (2008) highlighted that the public did not feel that they were told enough about what happened to offenders in the CJS. One of the recommendations was the provision of monthly comparable information through neighbourhood policing, and feedback on action taken on tackling crime. Providing the public with this information may reassure them that offenders are being dealt with and punished appropriately, to counter the negative stories from the media.
36. Although there is a great deal of data relating to the criminal justice services, it is not all easily available to the public, and where it is available, it is not joined up. During the *Engaging Communities in Fighting Crime* review by Louise Casey (2008) respondents to a survey were asked what more they wanted from the Criminal Justice Service to improve their confidence and engagement. One of the main requests was to ‘see and hear more about arrests, charges, decisions and sentences, and to have visible community punishment’. The propositions in this impact assessment provide this information in a more accessible way.

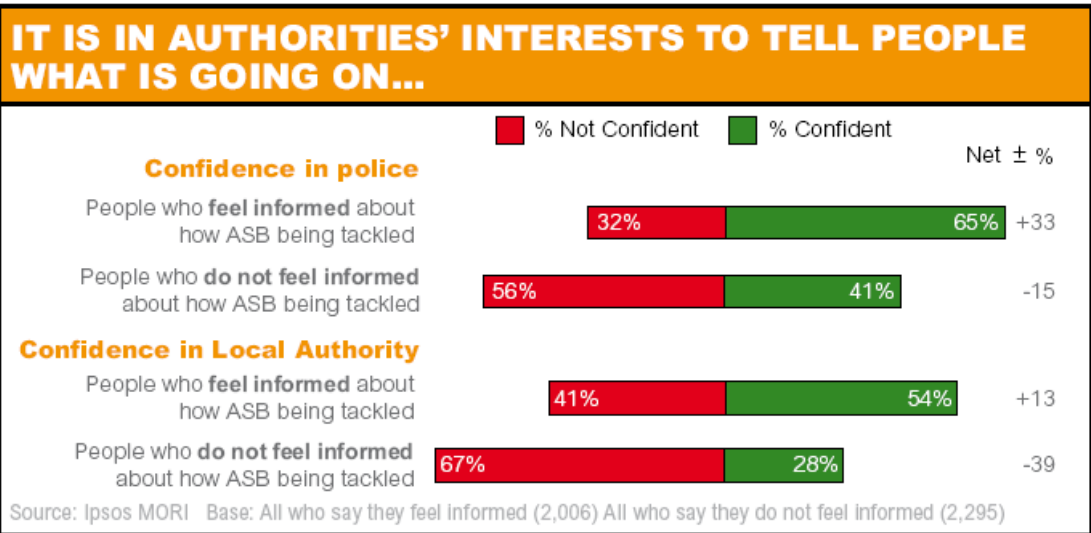
Impact of public confidence

37. If confidence is increased, it may impact on several variables which impact upon costs to the CJS and society. These include:
 - a. Witnesses’ willingness to appear in court
 - b. Victims’ willingness to report crimes
 - c. The general public’s willingness to serve as jurors.
38. There is currently no evidential basis to support or contradict this point. We cannot estimate with any accuracy the likely size of the impact of the proposals considered in the impact assessment on confidence. We also cannot estimate the impact of a change in confidence on the variables listed above. For these reasons, no attempt is made here to quantify the likely costs or benefits of these outcomes.
39. Any alteration in reporting of crime rates in particular is likely to increase costs to the police, HMCS, CPS and potentially Prisons and Probation, by bringing more offenders into the CJS. This in turn could impact upon future levels of crime.

Additional research evidence on how confidence can be increased

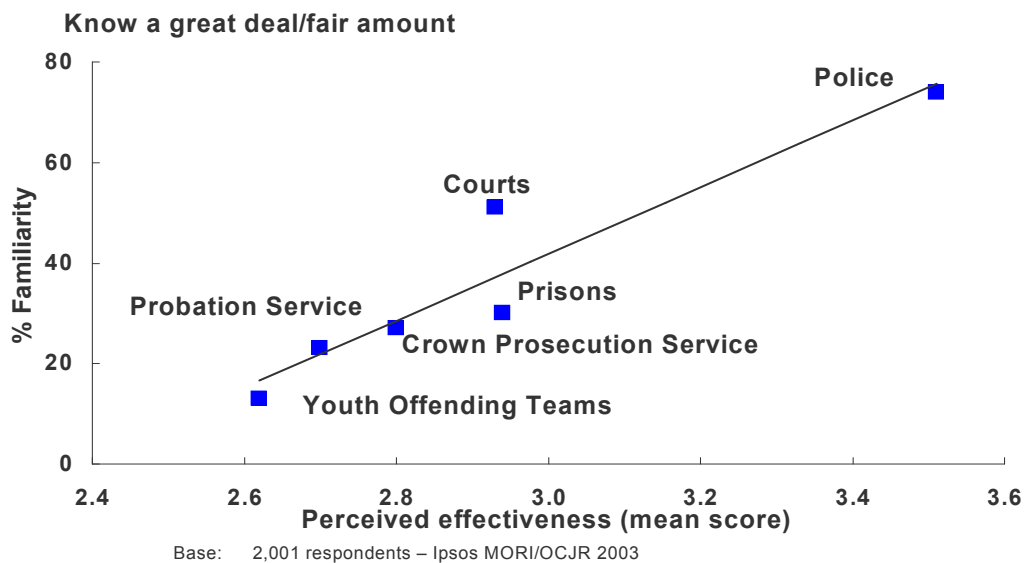
Using information to increase confidence

40. *Inform, Persuade and Remind*: a social research project which was designed to test the impact of targeted communication activity on public confidence in criminal justice services. A Booklet was delivered to over 2,000 members of the public in three different ways. The Booklet focused on the gap between what is perceived to be and what is actually happening in the CJS. Knowledge of and attitudes toward the CJS, were tested before and after receipt of the Booklet and the results compared with a control group not given the Booklet. The project provided powerful evidence that effective presentation of national and local crime statistics and other information about the CJS (particularly through face-to-face delivery) can have a positive impact on public confidence. The 13% improvement in confidence was three times greater than that achieved 2003-2008 (the PSA2 time period) in England and Wales.
41. Closing the Gaps: Crime and public perceptions: An Ipsos Mori study in 2006 found that people who felt informed about how ASB was being tackled were much more likely to be confident in the police (65%), than those who do not feel informed (41%). Similarly, those who feel informed about how ASB is being tackled are much more likely to be confidence in their local authority (54%), than those who do not feel informed (28%).



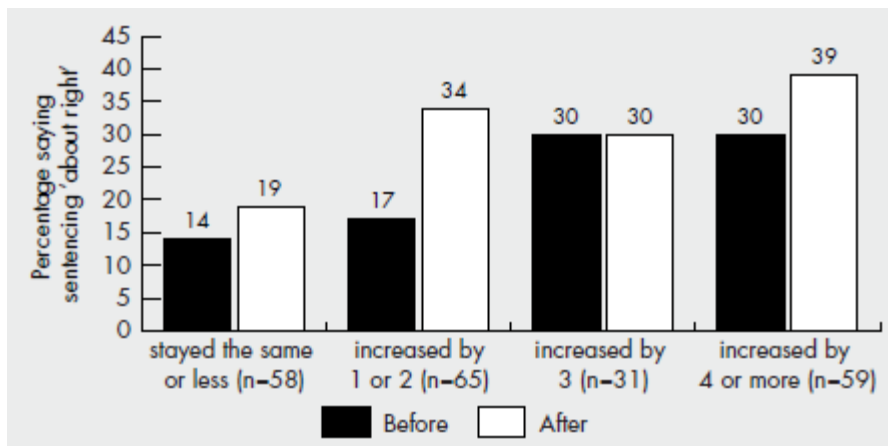
Source: Duffy B, Wake R, Burrows T and Bremner P 2008 *Closing the Gaps: Crime and public perceptions*

42. Ipsos Mori/OCJR Study, 2003: The graph below from this work shows a clear positive correlation between knowledge of a CJS agency and perceptions of its effectiveness.



43. *British Crime Survey (BCS)*: In 2004, researchers provided a sub-sample of people participating in the British Crime Survey with a booklet containing information about crime and sentencing. They reported modest increases in knowledge and confidence, with for example, respondents who had received the booklet more likely to see the CJS as being effective in reducing crime, bringing the guilty to justice and meeting the needs of crime victims.

44. *Home Office Research Study, 2002*: Percentage change in people thinking sentencing is “about right”, by increase in knowledge as measured by a simple questionnaire.



45. *Ipsos Mori, 2009*: A survey found that 40% of those confident in the CJS considered themselves informed about it, compared to 27% of those who were not confident. The same study found that 67% of people thought it important or very important that information about sentences in England and Wales is provided. 42% of respondents believed that knowing more about the CJS would increase their confidence in it, and only 7% believed it would decrease their confidence.