



## **Green Paper**

**on**

### **The Government's Proposals for Crime Reduction**

**By**

**DAVID A.C. SIMMONS B.C.H., Q.C., M.P.  
Attorney General and Minister of Home Affairs  
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#### **FOREWORD**

Crime is a societal phenomenon which rightly concerns all Barbadians. No one has yet discovered a single explanation for crime. The international evidence still suggests that criminality is best explained on the basis of multi-factor theories.

Thus, it is widely acknowledged that the crime problem in society should be answered by a combination of strategies, some going to the causes of crime, others dealing with crime control. These would include economic policy, social policy, education, law enforcement strategies and penal policy.

Moreover, there is a central role for evidence-based research to inform policy and planning.

In 1999, I asked the National Task Force on Crime Prevention to prepare a Green Paper on the reduction of offending in Barbados paying due regard to international criminological evidence.

This Green Paper is the product of careful study and analysis of the crime problem locally and internationally by the National Task Force on Crime Prevention. It draws upon the famous Sherman Report but carefully relates its findings to a Barbadian context. It has been developed in conjunction with other Ministries, notably, the Ministry of Education, Youth Affairs and Culture and the Ministry of Social Transformation.

The Green Paper proposes that we approach the task of reducing offending in Barbados in a wholistic manner using ten (10) CORE STRATEGIES.

Such Core Strategies do not dwell upon all of the details for effecting them but are designed to indicate to all Barbadians that a variety of approaches must be taken if we are to be successful in our objective of reducing offending.

These ten strategies reflect the distillation of criminological evidence of WHAT WORKS in reducing crime. Many of us have our own ideas of what will work to reduce crime. However, the international evidence shows that only certain strategies have proven successful.

It is therefore a counsel of prudence to eschew our own predilections and be guided by the weight of evidence.

The Government desires that this Green Paper be widely read and discussed. It does not represent settled Government policy and it stands to be enhanced by public discussion and comment.

The Green Paper is the first attempt by any Government of Barbados to write down an anti-crime policy and I commend the National Task Force on Crime Prevention for its efforts in producing a document that will, I am sure, stimulate public discussion in an informed way and, ultimately, contribute to reducing offending and making Barbados a safer society.

### **Introduction -The Ten Core Strategies**

Crime and the fear of crime reduce the quality of life of many Barbadians. The Government is determined to tackle both by making the Criminal Justice System more effective, by taking action to prevent crime in the community, by preventing the development of criminality among young people and by reducing recidivism.

The Government proposes to carry the programme out by means of a combination of Core Strategies. However it knows that the strategies will be better and more effective if the public is consulted before the plan is finalized.

This document is not a detailed blue-print for the future. It has been written to invite public participation in the process of policy-making. After we have received comments we will publish a White Paper detailing our proposals.

Crime is a serious and worrying phenomenon and from time to time horrific crimes shock the nation. However we cannot fight it unless we have a clear picture of what is actually happening.

The evidence shows that the main problem with crime in Barbados is the continuing high level of violent crime. There has been no general increase in either violent or property crime over the last 10 years but violent crimes remain too high.

- The homicide rate has not changed over the last 20 years but it is on a level comparable with the United States, which is high compared to other countries.
- There is no evidence of an increase in rapes over the last decade but it is at an unacceptable level.
- Serious personal violence is lower now than it was eight years ago (as is robbery) but it is still too high.
- Property crimes are significantly lower than they were eight years ago – but we must push them lower still.

What we are facing is a problem which should be tackled on several fronts so that the quality of all our lives can improve. But there is no evidence that we are facing a “mounting crisis”.

One exception to the general trend is the increase in the use of firearms. The Government takes this very seriously indeed. There is no need for firearms in our country and the Government will back the police and courts fully in their attempts to rid us of this scourge.

The proposals in this paper are based on evidence of “what works” gathered from Barbados and around the world. All the actions being proposed have been shown to be successful in reducing crime. Two particular studies have been used extensively and we are grateful to their authors for the evidence we have been able to use. The first of these reports is by Lawrence Sherman and others and is called “Preventing Crime. What Works, What Doesn’t, What’s Promising” and the other is “Reducing Offending: an assessment of research evidence on ways of dealing with offending behaviour” published by the Home Office in London (this publication is the basis for a £300 million a year crime reduction programme in the United Kingdom).

Both these studies have been combed for good ideas but it is here in Barbados that we must reduce crime and adapt programmes to our special needs.

The sections which follow discuss each of the core strategies in some detail and make some proposals. But we want to hear from you. The Government can only help to reduce crime in collaboration with all our people.

**The 10 core strategies we propose to use to reduce crime are:**

- 1. Early intervention among children and families at risk**
- 2. The development of informal social controls and promotion of community cohesion**
- 3. The strengthening of the resources of law enforcement agencies**
- 4. The diversification of police strategies including neighbourhood watch, resident beat officers, community policing and problem oriented policing**
- 5. Assisting the public in situational crime prevention through public education and, possibly, incentives to business**
- 6. Increased direct intervention with drug users through the National Council on Substance Abuse**
- 7. Modernising the administration of Justice and the Penal System**
- 8. Developing greater consistency in sentencing practice**
- 9. Reducing recidivism**
- 10. Continuing research, evaluation and analysis to inform strategies against crime.**

## **Core Strategy I**

### **Early Intervention among Children and Families at Risk**

**1.1** The Government's proposals to deal with crime start right at the beginning – with children and their families and their schools. There is no doubt that the seeds of future criminal behaviour are often sown very early in life, and if we are to do anything effective in the long run, this is where we must start. We know a good deal about the risk factors which can result in criminality. They include

- poverty and poor housing;
- poor parenting (including neglect, abuse, harsh and inconsistent discipline, lack of supervision and marital conflict);
- association with delinquent peers and siblings;
- poor school performance and persistent truancy;
- high levels of impulsiveness and hyperactivity;
- being brought up by a criminal parent or parents.

**1.2** The more of these factors that there are in a child's upbringing the more likely it is that the child may become an offender. We will try to intervene early in potential problems through three programmes – home visits and pre-school education, clinics for family therapy and parent training and school-based programmes.

#### **Home Visits and pre-school education programmes**

**1.3** Some of the most promising results in preventing crime are to be found in home visitation programmes. They involve trained workers – usually nurses, health visitors or social workers - supporting, helping and sometimes training parents of young children.

The Government will be supporting such programmes – particularly in the most disadvantaged areas.

**1.4** We will also be supporting pre-school education programmes (which will include family support) for all children – but particularly children at risk. The Early Childhood Curriculum (described in Curriculum 2000) will cover children from 3 – 7. It will provide an enriched programme for young children.

However for children from particularly disadvantaged backgrounds, it will be adapted so that it provides the “learning how to learn” features of the highly successful High Scope programme in the U.S.A. If we do succeed in preparing children for learning before they start primary school we will increase the chances of fighting criminality at its roots.

**1.5** The long term benefits of these programmes will include:

- lower levels of criminal behaviour;
- better performance in schools;
- reduced teenage pregnancies;
- reduced school drop-outs;
- increased earning capacity.

### **Clinics for Family Therapy and Parent Training**

**1.6** Family therapy and parent training can help reduce future criminality because they can help parents respond more constructively, use discipline less harshly and more consistently and avoid situations which precipitate conflict.

**1.7** Using clinics for this training and therapy has been shown to be successful. Therefore we intend to have a clinic-based program with:

- clinics provided at convenient locations;
- professionals who will focus on parent/child relationships;
- a facility for working with families in danger of breaking down;
- treatment of anti-social behaviour, poor parenting practices and substance abuse by both parents and children;
- diagnostic testing of children to identify problems early.

**1.8** Clearly these clinics will have to be multi-agency and will involve several different Ministries. They will use nurses, social workers, psychologists and para-professionals.

### **School-based Programmes**

**1.9** As can be seen from Curriculum 2000 the Government is determined to prepare all our children for the intellectual, emotional or social problems they will meet through life. However, school based programmes are not only aimed at the pupils. It is known that schools which are characterised by high quality classroom management, good leadership and organisation and where children feel emotionally as well as educationally supported are those best-placed to protect their children from engaging in criminal behaviour.

**1.10** The Government will be working through the Ministry of Education, Culture and Youth Affairs to make sure (through a thorough inspection system) that all our schools meet these aims.

**1.11** School is obviously one of the most important factors which influence the development of young people. And through the new curriculum it is intended that all young Barbadians will come out of school with a sense of self-worth, able to resist the pressures to use drugs and to reject the

drug culture, able to communicate well, intellectually stretched, socially and emotionally prepared for adult life, imbued with an enterprise culture, with pro-social attitudes, trained in non-traditional skills such as art, music, design and sport and ready to use their leisure constructively. This will reduce crime.

But we will have to do more with the really difficult cases. We know educational failure and crime are inextricably linked. The Government will:

- provide help to parents of failing children
- involve all the services that can play any part in providing support
- tackle truancy and school exclusions
- specially set out to change the behaviour, knowledge, skills, attitudes and beliefs of the most difficult children
- be more aggressive with parents whose children do not attend school
- help parents with parenting skills and literacy problems
- ensure all children are at least functionally literate when they leave school
- teach conflict resolution and negotiating skills
- involve parents as assistants to teachers
- get the community involved in schools and the schools involved in the community.

How can ordinary people help children to overcome the pressures which lead to disrespect, rejection of positive values and drugs?

## **Core Strategy 2**

### **The Development of Informal Social Controls and Social Cohesion**

**2.1** Informal social control is the effective voluntary action of local residents to exert control over the behaviour of other residents or non-residents. It is an extremely powerful inhibitor of both property and violent crime.

**2.2** Research from the United States of America suggests that in neighbourhoods in Chicago where there is powerful informal social control, violence is 50% lower than in similar neighbourhoods which lack such social control.

**2.3** But, more importantly, it is accepted that if people in a neighbourhood know each other, feel responsible for each other and for the state of that neighbourhood, if they tell parents of children when those children misbehave (or deal with the problem themselves) and if parents take action as a result of such information then delinquency will be minimised.

**2.4** Barbados has more social cohesion than many other countries and this fosters informal control but it has lost some of that cohesion over the last generation.

**2.5** Family structure has changed so that there are fewer extended families living near each other. Single parent households sometimes lack the support of other members of their families; housing developments have put people together who do not know each other; mobility has increased so that people no longer associate themselves emotionally with the place they live or with their neighbours; unemployment leaves people feeling rootless and hopeless; the churches do not have as much of their traditional influence as they once had and there is a greater gap between the expectations of many people and their ability to fulfill those expectations legitimately. There is no doubt that if some people in a neighbourhood resent the success and relative wealth of others in that neighbourhood there will not be the feeling of community which is necessary for informal social control.

**2.6** All these factors reduce social cohesion and thereby the ability of neighbourhoods to control their own deviants.

**2.7** Once social cohesion has broken down it is difficult to rebuild it. But it is not impossible. Communities can be rebuilt and informal social control re-established.

**2.8** The Government is aiming for improved neighbourhood-level outcomes on income, education, crime, health and physical infrastructure.

**2.9** In these neighbourhoods:

- residents will believe it is a good place in which to bring up children;
- people will want to live there even if they can afford to move;
- relationships between the generations will be good;

- residents will believe they can make a difference;
- people will invest;
- residents will feel comfortable acting when neighbour or neighbours' children do something wrong;
- volunteerism will be strong;
- the vulnerable population will be well-cared for.

*How do we think we will get to these goals?*

**2.10** Formal Voluntary Neighbourhood Associations will be encouraged. It has been shown that they can help re-build communities and it is known that a very high proportion of prisoners here have never been members of formal associations. The Government will work through the Ministry of Social Transformation to produce attractive programmes.

**2.11** Community mentoring programmes will be started to facilitate strong bonds between juveniles at risk and their mentors. Big Brother/Sister programmes will be encouraged.

**2.12** After School programmes which involve delinquent youths and pro-social youth and adults will be developed.

**2.13** The Church will be invited to play an active part in the revitalization of communities and maybe in mediation programmes.

**2.14** The National Youth Service will encourage volunteering and the involvement of all young people with their community.

**2.15** And more generally, after neighbourhoods have been selected as special targets for the rebuilding of community the programme will:

- produce a neighbourhood needs assessment;
- form a multi-institutional, multi purpose project group to act as a constant advisor;
- ensure that a neighbourhood association exists and is supported;
- identify current and potential neighbourhood leaders;
- give the project widespread publicity;
- involve local radio;
- involve churches;
- involve schools;

- if necessary start a neighbourhood newsletter to be distributed to everyone;
- invite all residents to meetings given publicity by door-to-door canvassing by local residents;
- launch leadership development programmes;
- train residents in conflict resolution, community organising and leadership skills;
- have a neighbourhood clean-up;
- have neighbourhood parties/events;
- form mutual support groups (teen parents, grand-parents, etc);
- develop a vision for the neighbourhood that everyone will sign up to;
- establish safe places for children to go if they feel threatened;
- establish neighbourhood sport teams;
- encourage self-reliance.

**2.16** Producing the social cohesion which will encourage informal social control will not be easy but the benefit could be enormous – not just in reducing crime but in a general increase in the quality of life.

*What do you think we can do to get back to strong supportive communities?*

## **Core Strategy 3**

### **Strengthening the resources of the law enforcement agencies**

**3.1** The Royal Barbados Police Force is the main law enforcement agency in the island. The Government is committed to the improvement of its effectiveness and efficiency. It will do this by strengthening the Police Force's technological, human, scientific and mechanical resources. It will also carry out a programme of Police Reform after studying the management, training and organisational needs of the twenty-first century.

#### **Technological Resources**

**3.2** The following areas are being tackled so that the Police Force can be made more technologically efficient:

- Increasing the computerisation process by providing additional computer equipment and linking it with all the other criminal justice agencies.
- Installing a modern state of the art telecommunication system.
- Obtaining various types of security equipment such as Closed Circuit Television.
- Moving from a paper-based system to an electronically based system.
- Utilising contemporary fingerprint and intelligence technology.

#### **Human Resources**

**3.3** Consideration is being given to increasing the total complement of the Police Force.

A study done within the Police Force in 1998 recommended a need for an increase in the number of police officers over a 5-year period. Recently 259 places were created.

The Government will also:

- improve recruitment and the quality of recruits by improving remuneration and conditions of service;
- provide more training courses for top management personnel so as to boost professionalism;
- continue training geared to support the institution of the revised Community Policing Strategy;
- begin addition training for the technical support staff of the Criminal Records Office and Telecommunications Section;
- continue the use of combined operations of the Barbados Defence Force and Royal Barbados Police Force, sanctioned under the Defence Act, which authorises the military to work in tandem with the Police for the maintenance of law and order (This has been successful in reducing the landing of drugs on our shores and more recently in increasing the seizure of drugs and firearms on our streets);

- redevelop the Regional Police Training Centre so as to increase the capacity for senior training.

### **Mechanical Resources**

**3.4** The mechanical resources of the Police Force are being expanded by the addition of vehicles to the existing fleet. In August 2000, the Force acquired a large fleet of new vehicles and equipment. In 2001 it will receive a boat to assist its marine section and also additional vehicles.

### **Scientific Resources**

**3.5** The solving of crime scientifically has remained a focus of the Government. To this end the Police Force will be equipped with a highly sophisticated computerised system. This will allow for the quicker searching and identification of fingerprints of criminals. It will result in crime being solved more expeditiously. The Forensic Science Centre now under construction will become a centre for the Eastern Caribbean region and will significantly improve the detection capabilities of the Force.

### **Police Buildings**

**3.6** The Government by itself or in collaboration with agencies such as the Barbados

National Bank Limited and the Barbados Tourism Investment Inc, is committed to building additional police stations or outposts in the next two years at the following places:

- Cane Garden, St. Thomas
- Speightstown, St. Peter.
- The Glebe, St. George.
- Pine Plantation Road, St. Michael.
- Haynesville, St. James.
- Dover, Christ Church. (This station will replace Worthing).

The current programmes of major renovations to existing buildings will continue.

### **Public/private partnerships**

**3.7** There may be areas of work which could attract private financial support. Without compromising in any way the traditional role of the police we will consider whether this is an area for development.

### **Value for Money**

**3.8** The Government is also committed to the use of all these resources efficiently and effectively. Performance will be evaluated to ensure that the public receives true value for money. We will also be carrying out a survey of Barbadians to find out what they think about their Police Force.

*Do you think that the police should be allowed to accept financial help from the private sector?*

*What improvements could be made to the way the police is organised and managed?*

*How can the Police provide a better service to Barbadians and visitors?*

## **Core Strategy 4**

### **The Diversification Of Police Strategies**

**4.1** Various policing strategies are needed to fight crime. However emphasis will be placed on the application of community policing and problem oriented policing measures. Both of these approaches have been shown to reduce crime when practised in other Police Forces.

**4.2** The effort to diversify police strategies in Barbados is not new. Some aspects of Community Policing were introduced from the early 1980s. The Resident Beat Officer Scheme was introduced in 1983, the Neighbourhood Watch Programme in 1986, the School's Liaison Programme in 1992, Community Police Posts in 1993 and The Care for the Elderly programme in 1992. These strategies have been useful but it is now necessary to support them with a structured approach that can be further applied to other aspects of policing. This approach- Problem Oriented Policing (POP)-is particularly effective in areas that are prone to high crime and violence.

**4.3** Problem Oriented Policing is a highly pro-active management style which combines regular police practices. It is a means of dealing with policing problems by examining the causes of the problems in a structured systematic manner. It aims to prevent or solve problems rather than react to them as they occur. This avoids having to return repeatedly to deal with the same matter.

### **Neighbourhood Watch**

**4.4** Since their establishment, Neighbourhood Watch programmes have done better in well off areas than in the poorer districts. There is therefore a need for a new approach to Neighbourhood Watch. This approach would:

- introduce different ways of organising the activities of Neighbourhood Watches based on whether they are located in low crime areas, medium crime areas or high crime areas;
- necessitate a change of police management style from non-involvement to active involvement in the management of Neighbourhood Watches.

### **Community Policing**

**4.5** The title "Resident Beat Officer" has now been changed to "Community Police Officer" in the Royal Barbados Police Force's revised approach to Community Policing. Their role remains essentially the same. It is to:

- interact with the communities ;
- seek to find long term solutions for problems as defined by the communities;

The communities must be responsive and supportive of these officers and it is important that they be allowed to build up and maintain continuous contact with the communities.

**4.6** The administration of the Police Force has recently embarked on a revised version of the Force's Community Policing Programme. The features include:

- an improved management structure and a Community Oriented Policing and Problem Solving model;
- requiring police officers to collaborate with the community, identify problems and create solutions for problems as defined by the community;

- seeking to build partnerships by targeting "communities of interest" such as the cricket and football fraternities, mini-bus association and Parent Teacher Associations with a view of developing working alliances to address problems ;
- rededicating Community Posts and adding more staff;
- encouraging the public to utilise the Community Posts for addressing their concerns and longer opening hours;
- employing the concept of "Special Populations" in order to reach groups with special needs (Groups such as "tourists" and the "boys on the block" will be included in this category);
- assessing the entire Community Oriented Policing and Problem Solving model by the use of community surveys and making adjustments for improvements where appropriate.

### **Problem Oriented Policing**

**4.7** Notwithstanding the above plans for enhancing Community Policing as practised in Barbados, there is a need for the development of the more focused form of policing termed Problem Oriented Policing. This new management style is practised by an increasing number of forces in England and the U.S.A. It can be used by the entire force or sections, to reduce crime. POP also has application for problem solving in public order policing and traffic management.

**4.8** There are various benefits to be derived from developing in Barbados a model of Problem Oriented Policing.

**4.9** Problem Oriented Policing uses a tried and proven structured problem solving approach that is not found in Community Policing. This involves the application of various methods of analysis which serve to dissect and remedy the problems encountered.

**4.10** This approach should enable the resources already at the disposal of the Royal Barbados Police Force to be utilised with greater efficacy as the more direct and systematic approach is applied. Community Police Officers, Community Consultative Groups, Community Posts, and the shift to computerisation would benefit from increased results-oriented usage.

**4.11** It should produce a shift from incident-driven policing where the police primarily respond to reports, to a predominantly targeted problem solving approach. This should result in a more satisfied public and greater public safety.

**4.12** The adaptation of Problem Oriented Policing should also help to boost morale within the Force. This would result from the engagement of the community and various ranks of the Force, as they work towards tailor-made solutions to crime. We believe that the line officers in particular will derive greater satisfaction from the utilisation and recognition of their input.

Members of the Force will be challenged to think creatively to solve problems.

**4.13** The implementation of POP will result in increased community safety because it will use whichever methods are seen as being needed to reduce crime, whether opportunity reduction (see next section), by working with youth on the block or by targeting offenders and offences more effectively.

### **Victim Support**

**4.14** This programme which began in 1997 is being strengthened through the appointment of a full-time counsellor and additional part-time counsellors to render assistance to victims of traumatic crime especially rape and incest.

*How can the methods used by the Police best answer the demands of the public in reducing and controlling crime and lawlessness?*

## **Core Strategy 5**

### **Encouraging Situational Crime Prevention**

**5.1** Criminal activity can be prevented by manipulating the physical environment in order to reduce opportunities to commit crime and increase the probability of apprehension (although this of course does not mean that offenders are absolved of responsibility). This approach to crime control is termed Situational Crime Prevention. One way of achieving this result is by providing the public with information or education about situational crime prevention methods so that they can work effectively with others in the community, including the police. Another method involves the offer of incentives to businesses to encourage the implementation of physical measures designed to curb crime.

Properly organised situational crime prevention has been shown to be the most cost effective method of reducing crime

**5.2** The main approaches of situational crime prevention are:

- Target hardening: This involves making crime more difficult to commit e.g. burglar bars in houses, anti-robbery screens in banks.
- Controlling access to crime targets: e.g. effective control over entry to hotels, encryption of messaging in e-commerce, pin numbers and passwords for withdrawing money.
- Deflecting offenders from targets: This involves diverting potential offenders from places where they are likely to commit crime e.g. curfew orders for those who offend mainly at particular times and places, immobilising a car if driver has too much alcohol in breath.
- Controlling crime facilitators: This involves controlling the means whereby a crime is made possible and/or easy e.g. licensing or banning weapons, regulating vehicle number plate manufacture, passwords for mobile phones.
- Screening entrances and exits: This does not control access but highlights the fact that the rules are not being observed e.g. intruder alarms at doorways, baggage screening at the airport, electronic tags on goods in stores which activate when people try to leave with goods without paying, ID cards for public utility workers visiting homes.
- Formal surveillance: e.g. CCTV in stores and main shopping areas in cities, traffic speed cameras.
- Surveillance by employees: This involves the monitoring of people by those at work as part of their function e.g. police patrol, internal audit, security guards in shopping malls.
- Natural Surveillance: e.g. designing houses using the concepts of defensible space so that people are not isolated and have unobstructed views of their surroundings, improved street lighting, control of limits to vision such as overgrown hedges.
- Target removal: e.g. removable car radios, refuges for victims of domestic violence, phone cards to eliminate cash in public telephones.

- Property identification: e.g. property marking, vehicle licensing, electronic tracer systems on cars to locate them if stolen.
- Reducing temptation: e.g. hiding contents of car, gender-neutral phone listings, taking valuables out of shop windows at night.
- Taking away benefits: In this case the crime remains easy but design or later action makes it less profitable e.g. placing ink tags on merchandise, limiting cash in stores and gas stations, deactivation of stolen mobile phones by service providers.
- Setting rules: e.g. National Housing tenants agreements making the possibility of eviction clear if anti-social behaviour (conviction for drug selling) occurs, customs declaration, sexual harassment codes for the work place.
- Stimulating conscience: This occurs when there is no overt obstacle to criminal action, but where shame may be elicited e.g. speed cameras which display speed rather than enforcing laws, reintegrative shaming (meetings between crime victims and perpetrators), "shoplifting is stealing" signs.
- Controlling disinhibitors: This means controlling those factors which make crime easier or more likely e.g. control of alcohol by age or place, increasing likelihood of being punished for an offence.
- Facilitating Compliance: This involves making compliance with the law easy e.g. providing litter bins, excellent public transport and public lavatories.

**5.3** There are already established programmes which educate the public in situational crime prevention measures via the print and electronic media. The agencies responsible for these are the National Task Force on Crime Prevention and the Royal Barbados Police Force. The programme used by the National Task Force on Crime Prevention includes:

- televising crime prevention tips at peak times to promote the security of personal possessions and houses, and personal safety practices e.g. taking rides from strangers;
- providing clips in newspapers concerning the security of houses to prevent crime;
- producing pamphlets containing crime prevention advice.

**5.4** The Royal Barbados Police Force through its Crime Prevention Programme has contributed in a valuable way to the education of the public in situational crime prevention measures. Over the years this department has:

- printed booklets and brochures on commercial armed robbery , vehicle security, residential security, victims of crime, automatic teller machines and crime prevention tips for vacationers;
- implemented community projects involving the distribution of literature on aspects of situational crime prevention and drug abuse prevention;
- provided advice to home and business owners concerning the physical security of their property.

However we must go further.

## **Proposals:**

### **The Government's action:**

**5.5** The Government will encourage the setting up of local crime prevention partnerships which will empower communities and individuals to prevent crime through organization and knowledge.

**5.6** The work of the National Task Force on Crime Prevention in educating the public on the security of property will be continued. This department will carry out further research and advise people and organisations on crime prevention techniques.

**5.7** The Police Department will increase efforts to inform the public. This will be done in the following ways:

- The recently created police web site [www.police.gov.bb](http://www.police.gov.bb) will have pages included which spell out current crimes being committed and the general location. These pages will also provide general and specific tips to reduce the opportunity for such crimes.
- The National Task Force on Crime Prevention and the Royal Barbados Police Force will publish clippings that describe prevalent types of crime and offer specific help to prevent them.
- Partnerships will be forged with the business sector in order to disseminate anti-crime tips through the use of flyers, billboards and the print media.
- Property marking campaigns in communities where permanent signboards will be erected notifying that households have taken part in the campaign. This should both deter crime and increase the chance of property recovery.
- Public campaigns to encourage people to report crime and avoid being victims of crime will be launched.

### **Role of Individuals and Business in Crime Prevention**

**5.8** In October 2000, Government announced that individuals or business be importing electronic surveillance equipment can now do so free from all duties. The public and business will be encouraged to make the greatest possible use of this concession in order to better provide for their own security and crime prevention.

Businesses will be advised to complement these measures by employing trained private security personnel.

Providing government financial incentives for businesses to do things which they ought to do themselves as part of good business practice is, however, controversial and we will want wide-ranging discussion on these matters before taking action.

## **The Public's role**

**5.9** The public will be asked to develop a sense of public duty by:

- engaging in de-bushing campaigns and anti-crime measures;
- engaging in Crime Prevention Partnerships and in more informal consultations in their communities;
- becoming actively involved in the design of schemes to reduce or prevent crime;
- soliciting the cooperation of other members of public.

Should businesses be given tax breaks to provide situational crime prevention measures in their buildings or should they be encouraged to do the same without assistance?

In what way can the public be encouraged to become involved in the creation and execution of measures to curb crime?

## **Core Strategy 6**

### **Increased Direct Intervention With Drug Users Through The National Council On Substance Abuse**

**6.1** One of the main drivers of crime is drug addiction. Estimates in some countries suggest that up to a third of property crime is drug driven and there is no doubt that use and dealing can result in serious violence. It is the intention of the Government to increase direct intervention with drug users through the services of the National Council on Substance Abuse. This organisation is vital in the fight against substance abuse through the facilitation of drug education, the reduction of drug use and the promotion of drug-free lifestyles in Barbados.

#### **National Council on Substance Abuse's Performance**

**6.2** The National Council on Substance Abuse has already made significant achievements in the control of drug abuse. This organisation has:

- implemented a school prevention programme based on an instructional approach involving 110 primary and secondary schools in Barbados. The programme has identified problems which will be addressed;
- started community-based projects in six communities which provide skills training, sports and recreational facilities designed as alternative activities to substance abuse;
- conducted the Barbados Rapid Assessment Survey (Phases i and ii) which have identified alcohol, marijuana and crack-cocaine as the most problematic drugs in Barbados and made recommendations concerning various methods of combatting their scourge on society. The study also recommended corrective community-level and health related measures that can be employed;
- commenced a drug treatment programme within the prisons in association with the United Nations Drug Control Programme.

**6.3** The National Council on Substance Abuse has proposed a number of measures on drug reduction, education, prevention and treatment to the Ministry of the Attorney General. Increased direct intervention with drug users will be carried out by:

- establishing more drug demand reduction programmes;
- ensuring that prevention education and treatment and rehabilitation programmes attain high standards and some measure of synchronisation;
- ensuring that all addicted persons in Barbados are able to access adequate and cost effective health care.

**6.4** These measures will form the basis of proposals which will incorporate techniques and approaches that have proven successful when applied in other countries.

## **Proposed Intervention Strategies**

**6.5** The proposed strategies to promote the expansion of direct intervention with drug users through the National Council on Substance Abuse are:

- the use of school-based programmes which focus on individual and environmental change strategies to foster positive behavioural change;
- community programmes that take various forms and include treatment components to address substance abuse within the community;
- family intervention programmes to target drug use within the home;
- court ordered community drug treatment.

**6.6** There is a need for school-based programmes which target substance abuse among the school age population in Barbados because delinquent behaviour manifested in substance abuse has been identified within the school system. School based programmes offer both individual change strategies and environmental change strategies.

**6.7** Individual change strategies seek to change student knowledge, skills, attitudes, beliefs or behaviours. Included in this category are instructional type programmes for alcohol and drug education and for social competency development. There will also be resistance skills training to help students resist peer pressure and general life skills training. The second type programme will focus on broad resistance skills and general life skills.

**6.8** School-based programmes with environmental change strategies will also be implemented. Such programmes concern the establishment of norms for behaviour. Emphasis will be placed on the enforcement of the school rules to prohibit substance abuse and related behaviours both formally and informally. The regular school curriculum will also include lessons about drug use including alcohol and tobacco. This could involve a nation-wide effort to redefine norms for behaviour and to signal appropriate behaviour.

The use of school-based programmes will require a multi-agency approach.

## **Community Programmes**

**6.9** Community programmes which are interactive and of greater intensity than those presently employed, will be expanded based on the work done by the National Council on Substance Abuse in seven communities. This will be done with a view of ridding these communities and society of drugs, crime and related problems.

- The committees within the already identified communities and those that should be developed will be encouraged to implement programmes that involve community mobilization which takes visible actions against neighbourhood drug use.
- They will also be asked to develop partnerships and community coalitions, implement comprehensive community initiatives; and create alternative opportunities for youth.
- The recommendation of the Rapid Assessment Survey for the reorganisation and expansion of the present treatment and rehabilitation facilities with a shift towards community-based treatment, could be explored within the overall community approach.
- The development of partnerships and coalitions with stakeholders within the communities i.e. businesses, the church and civic organisations could provide the logistical support needed to sustain short term and long term treatment programmes.

## Family Intervention Programmes

**6.10** Family intervention programmes have proven to be effective in targetting those with drug use problems and behavioural problems. This approach is important because “problems with partners and/or the family” accounted for 20% of the respondents of the Rapid Assessment Survey who related negative effects of substance abuse.

- The National Council on Substance Abuse has introduced programmes which involve counselling families affected by significant relationship problems. These programmes will be expanded. It is believed that the recruitment of the entire family for help would more likely reduce stress and improve family dynamics.
- Family interventions consisting of integrated home-based programmes and case management will be employed to reduce substance abuse. Such programmes will focus on alcohol, drug abuse and HIV/Aids in the home by involving parents and youths with a history of alcohol or drug use, abuse, neglect, delinquency, severe mental health problems or truancy.
- As the expansion and reorganisation of treatment and rehabilitation services in the community develop, there will be a need to combine parenting skills with treatment. This approach has been used successfully when combined with home-based case management. It resulted in increased parenting skills, reduced drug use and deviant peers and improved family management.

## **Core Strategy 7**

### **Modernisation of the Criminal Justice System and Reform of the Penal System**

#### **Aims and Objectives**

**7.1** The aim of the Government is to completely reorganise and overhaul the criminal justice system and the penal system to ensure the delivery of speedy, efficient and accessible justice for all who use the system. This reorganisation and overhaul will mean that the greatest use will have to be made of contemporary computerised technology throughout the entire criminal justice and penal system. In addition, the physical facilities which in the past have supported the system will have to be upgraded to provide a better environment for all users of the system.

**7.2** Government will make adequate provision for training and development of the human resources involved in the entire administration of criminal justice.

**7.3** Current strategies, programmes and projects carried out under Government's normal expenditures will continue but the Government will seek external funding and advice, where necessary, to assist in the modernisation of the administration of justice.

#### **I.A.D.B. Project**

**7.4** The Government has entered into negotiations with the Inter-American Development Bank (I.A.D.B.) for the provision of financial assistance to modernise the justice sector through the improvement of court administration and processes and the reduction of the social and economic costs associated with criminal behaviour.

**7.5** The criminal justice programme with the IADB seeks:

- to strengthen the overall management capacity of the courts through technological enhancement, technical assistance and training.
- to improve sector coordination and crime prevention;
- to build upon the opportunities provided by the enactment of the Penal System Reform Act 1998 which is establishing a new sentencing culture of a non-custodial character;
- to establish a sector-wide information system linking the Courts, the Probation Department, the Prisons and the Immigration Department.

**7.6** The youth and rehabilitation programme with the I.A.D.B. seeks:

- to provide consultancy services for the Probation Department in management, reorganisation and training;
- to support the conversion of the Boy's Industrial School at Dodds into a Young Offenders Institution;
- to support the construction of a new facility for male juvenile offenders to replace Dodds;

- to continue the upgrade of the Girl's Industrial School at Summervale;
- to assist in the development and extension of training and rehabilitation programmes in Glendairy Prison;
- to support the establishment of a mixed farming operation at a new location outside of Glendairy Prison and to remove all existing farming operations from within the Prison;

**7.7** Execution of the programmes will result in a more efficient and accessible justice system, with greater crime prevention and rehabilitation capacity and an improved ability to coordinate activities. Under the IADB Project (excluding the component for reform of the civil justice system), the Government is seeking loan funds of approximately US \$10 million to support the project. The Bank will contribute 70% of the financing.

### **Other Initiatives**

**7.8** The Government is committed to expending its own funds to support the IADB Project and modernising the administration of justice and the penal system by:

- (i) Constructing a new Judicial Centre at Whitepark, St. Michael to provide ample space for the judiciary and the public and to allow for additional judges with a view to providing speedier access to justice and reducing backlog and delays;
- (ii) Centralising some of the Magistrates' Courts in the present Supreme Court building when the Supreme Court is vacated and moved to the new Judicial Centre;
- (iii) Professionalising the Prosecution Service and introduction of continuous High Court trials for serious criminal offences. The system of Assizes will be abolished;
- (iv) Constructing a facility at which ex-prisoners can use their skills, and offer their services and commodities to the general public. Funds have been provided to start this project which is being coordinated by the Ministry of Social Transformation;
- (v) Contributing to compensation for victims of violent crime in much the same way as legal aid is provided for criminal offenders but with a fixed cap of compensation.

**7.9** The Steering Committee on Penal Reform has been mandated to examine and analyse the implications for Barbados of introducing a system of parole and to make necessary recommendations.

**7.10** With a view to reducing overcrowding in prison, the Cabinet has agreed that Barbados may enter into Prisoner Exchange Agreements with other countries on a case-by-case basis.

**7.11** The re-development of Glendairy Prison into a modern facility is being planned. Already the Government has agreed to the acquisition of properties in close proximity to the Prison to provide greater space, better security, better accommodation for staff and inmates, and to provide for improved training and rehabilitative facilities within the Prison. The Prison will also have its own sewage system.

*In what other ways can the Government modernise the criminal justice system?*

## **Core Strategy 8**

### **Consistency in Sentencing**

**8.1** Offenders and society must be clear what will happen if they break the law. This is important both to maximise the deterrent effects of sentencing and to ensure fairness of treatment between offenders of similar circumstances, background and criminal record.

There are a number of measures that can be taken to increase consistency in sentencing.

#### **Unduly lenient sentences**

**8.2** Parliament has given the Director of Public Prosecutions a right, where he believes a sentence is not severe enough to reflect the seriousness of the offence, to appeal that sentence to the Court of Appeal. The Government believes that this will clear up an anomaly whereby in the past only the defence has been able to appeal the length of sentence.

#### **Information**

**8.3** There is currently almost no information available analysing the sentences passed in Barbados' courts. This makes it almost impossible for sentencers and others to know whether any particular sentence is consistent with sentences passed on others for similar offences. The Crime Policy and Analysis Unit (see Core Strategy 10) will be working to implement a criminal justice information system which will enable this information to be disseminated.

#### **Sentencing**

#### **Guidance**

**8.4** In addition to providing access to information about past sentencing practice sentencers should have some sentencing guidance. While the precise sentence in each individual case must be a matter of judgement for the sentencer concerned, it is possible to produce guidelines showing the range of sentences which would be appropriate for particular offences and the offenders. Different approaches may be appropriate for different levels of court. Guidance might be formulated entirely by the judiciary or it could be informed by consultation with an advisory committee of members of the Judiciary, persons working in the penal system and members of the public or, subject to legislation, set out by Parliament.

**8.5** Introduction of sentencing guidelines would be a matter of very great importance for the judiciary and, if it were to be pursued would require extensive consultation with its members to ensure the right balance between guidance and discretion.

## **Core Strategy 9**

### **Reducing Recidivism**

**9.1** If we fail to stop people becoming offenders then we must try to stop them from becoming persistent offenders. The justice system will deter some – a majority of people who are convicted once are not convicted again – but it will not deter all. And the more convictions a person has the more likely it is that they will continue to offend. In order to reduce this persistent re-offending, or recidivism, as it is known, efforts have to be made to change the offending behaviour of individuals.

This core strategy describes our current and future efforts to rehabilitate offenders.

**9.2** The experiences of offenders when serving their sentences can either help or hinder rehabilitation. But it is more difficult to rehabilitate someone in prison than in the community. This is one of the main reasons we have given the courts the power to pass sentences of punishment in the community.

**9.3** Community penalties can combine punishment (through restriction on liberty) with reparation and rehabilitation and, although it is more difficult, prison can rehabilitate as well as punish and incapacitate. So this section outlines our proposals both in relation to community penalties and imprisonment.

### **Rehabilitation Programmes**

**9.4** Good rehabilitation programmes, whether in the community or in an institution, will be individualised and will include:

- Risk classification. Objective methods for estimating the risk of offenders re-offending will be used because the more intensive programmes should be targetted at high risk offenders (low risk offenders need minimal intervention);
- Targeting criminogenic needs. Anti-social attitudes, drug dependency, low level educational and vocational skills, poor thinking (cognitive) and interpersonal skills are all related to offending. These are the needs we will tackle;
- Programme integrity. Programmes will be properly carried out by trained staff in accordance with aims that do not change;
- Responsivity. The best results are obtained if teaching styles match offenders learning styles (and that is mostly active, participatory approaches);
- Skills based treatment. Treatment that is skills based and which includes a cognitive component to address attitudes, values and beliefs which support offending behaviour.

**9.5** More specifically we will introduce or develop both community and institutional programmes:

- Literacy training. Because non-literate people find it difficult to get the jobs which will help them go straight.
- Cognitive-behaviour programmes. Because many offenders have failed to acquire certain cognitive skills (i.e. those skills which allow them to think ahead or think through the

impact of their behaviour on others) or have learned inappropriate ways of behaving. These can be tackled through intensive programmes.

- Drug treatment programmes. These will be developed further and carried out in association with thorough drug-testing programmes.
- Skills marketing. An ex-offenders skills marketing centre housing shops to train carpentry, joinery, tailoring and special craft will be opened because getting and keeping a job is one of the best ways of staying away from crime.
- Through care. A through-care programme which starts before the prisoner is released and continues after release and involves the Prison After-Care Committee and the Probation Service will be developed.

**9.6** Rehabilitative programmes will be designed to create a strong link to the business sector with the view of using rehabilitated and skilled ex-offenders as a pool of labour.

**9.7** The implementation of a holistic and integrated programme which incorporates prison and the probation service and reflects the 'what works' principles will undoubtedly reduce offending and help us to move to a safer, happier Barbados.

## **Core Strategy 10**

### **Continuing Research, Evaluation and Analysis to inform Strategies against Crime**

**10.1** The whole thrust of this programme is that it is evidence-based. We must inform our actions as much as possible by research, evaluation and analysis, if we are going to give Barbadians the best value for money and to have maximum effect.

**10.2** We will therefore be increasing the resources devoted to research and analysis and re-organising its delivery. The National Task Force on Crime Prevention has done some work identifying risk factors in crime and in examining the way information about the criminal justice system is collected, stored and used. But the Task Force is a temporary body and we intend to put research and analysis on a permanent basis in the Ministries of the Attorney General and Home Affairs.

**10.3** Both Ministries wish to improve their ability to plan for the long term and to improve the quality of the information they are able to use for policy making, decision taking and programme delivery. In order to do this the Ministries need a strategic planning process, the ability to carry out or commission research and evaluation, good management information, good statistical information and effective communications.

**10.4** The criminal justice agencies of both Ministries need similar types of help and therefore we propose that the new department should serve all criminal justice agencies including the police, prosecutor, courts, and the corrections agencies. The new department will be called the Crime Policy and Analysis Unit. The units mandate will be to advise the Attorney General and Minister of Home Affairs on ways to help the criminal justice agencies and other stakeholders be efficient and effective in delivering justice and, preventing and reducing crime, through the use of high quality information, advice and evaluation.

**10.5** However, because the prevention and reduction of crime is complicated and not just achieved through the criminal justice agencies the new unit will have to have strong and fruitful relations with the Ministry of Education, the Ministry of Social Transformation, the Ministry of Health, the Board of Tourism, the Department of Statistics and various N.G.Os. and private sector organisations – including the Tourist Industry, the banking community and the University.

**10.6** Our objectives in making these changes are to improve the effectiveness and efficiency of the fight against crime, to improve the quality of justice and to reduce the number of victims of crime. We can achieve them all.

If you wish to obtain copies on the Green Paper on Crime Reduction or you would like to comment please write to:

The Secretary,  
National Task Force on Crime Prevention,  
#8 Alphonzo House,  
1st Avenue,  
George Street,  
Belleville,  
St. Michael.