



Home Office

CUTTING CRIME

A NEW PARTNERSHIP 2008–11

CONTENTS

Foreword	2
Executive summary	3
1. Ten years of cutting crime – transforming our approach	7
Anti-social behaviour	9
Property crime	10
Violent crime	10
2. The challenge always moves on – so must we	13
3. What works in reducing crime?	15
Drug misuse	16
Alcohol misuse	16
Social exclusion	17
Responding to offenders with mental health needs	18
4. Responding to new challenges – focus of future effort	21
Refreshing the terms of our partnership	21
Maintain reductions in volume crime	22
Greater focus on more serious crime	23
Addressing organised crime and terrorism	24
Continued pressure on anti-social behaviour	26
Early intervention – a renewed focus on young people	28
Situational prevention – national focus to prevent opportunities for crime	33
Using law enforcement as a deterrent	36
Reducing reoffending	38
5. How we will work – refreshed partnership between government, practitioners and citizens	43
A new settlement – freeing up local partners, building public confidence	43
Supporting and enabling partnerships to deliver	46
Organisational capacity and capability	48
Annex A: Offender management approaches	51
Annex B: More information	52

FOREWORD



The protection of our family and friends, and our own personal safety, are rightly huge priorities for us all. We all want to go about our daily business without fear of danger or harm to ourselves or others and I am determined to do everything in my power to achieve that.

We should take heart that overall crime has fallen dramatically by around a third since 1997, and the chances of becoming a victim of crime remain at historically low levels. Record numbers of police, community support officers, and an army of local authority community safety specialists, are working to keep us safer. Car crime has halved and, on average, the chance of a household being burgled is now roughly once every 40 years compared with once every 25 years which was the case ten years ago. The violent crime that causes the most destruction to families and communities has also decreased, although some people and areas remain more at risk than others.

However, big challenges remain in building on these achievements. As globalisation and the advances of technology revolutionise the lives of the law-abiding majority, new opportunities open up for opportunistic and determined criminals. Organised crime across international borders, e-crime and the threat from international terrorism continue to grow. At home, the use of drugs and alcohol continue to be among the biggest causes of crime and put some people at greater risk of offending, and of being a victim. Anti-social behaviour is often a major priority for the public, particularly in the most deprived communities. And there is more to do to reduce reoffending and ensure that we continue to detect and punish crime appropriately.

While crime has been falling, most people do not believe that it is. Disproportionate fear of crime can harm communities, limiting use of public spaces and leading to suspicion and intolerance of others. However, we can only drive lasting change by working together to bring perceptions and reality closer. Local residents should be empowered to be part of this, helping to shape local priorities and contributing to the

solutions – moving to a new relationship between the citizen, local agencies and central government.

After ten years of sustained investment and progress, we are now moving into a new phase of tackling crime. Cutting crime will not get any easier: rates of reduction have slowed across a whole range of problems from anti-social behaviour to violent crime. We need to consolidate the record investment of recent years, to ensure that resources are used as effectively as possible, with the police and local partners given the flexibility to focus on national and local priorities. Making further reductions will be challenging, but absolutely vital to those individuals and communities who still experience high levels of crime.

The inspiration behind the new crime strategy is the ambition of the thousands of dedicated practitioners at the front line working day in, day out to make our neighbourhoods safer. Collectively, we have learnt an enormous amount about what works in tackling crime, and much of this is becoming second nature. We must now carry that knowledge forward into new areas, find new ways of working and innovative solutions.

This document is a road-map to achieving that. We will encourage a more rounded view of tackling crime, from prevention through to rehabilitation, working in partnership across Government and particularly with the new Ministry of Justice which is leading our drive to tackle reoffending. A clearer division of roles and responsibilities for all crime-fighting partners, individuals, communities, and central government, is vital.

Underpinning all of this will be a new, mature relationship between the Government and delivery partners – services will be less subject to direct central control, allowing professionals much greater flexibility in how they work. The Government will also seek to build stronger partnerships with the third sector and with business and industry.

My vision is of flourishing communities where people are engaged in tackling crime and anti-social behaviour, can see and feel the difference that public agencies are making and feel safer as a result. I look forward to realising this vision together.

Rt Hon Jacqui Smith MP
Home Secretary

EXECUTIVE SUMMARY

We have had ten years of sustained investment in crime reduction – not just financial, but also expertise, new policy and legislation, and rigorous focus on delivery. The benefits are clear: overall crime has fallen by around a third since 1997, following rising crime throughout the 1980s and first half of the 1990s. But new challenges continually emerge – the social and economic context moves on, and criminals innovate

as quickly as those engaged in legitimate public and private enterprise. This document sets out the main lessons learnt over the past ten years, and looks forward to how we can build on them to address new challenges.

The strategy proposed here identifies a number of key areas for focus over the period 2008–11.

Issue	Response
<p>Overall violent crime reduced by 31% since 1997.</p> <p>Vastly improved knowledge about what works in tackling low-level violence and domestic violence.</p> <p>But less impact on the most serious violent crimes compared with less serious violence.</p>	<p>Stronger focus on serious violence</p> <ul style="list-style-type: none"> ■ We will tackle violent crime by addressing the drivers of violence, intervening early to prevent it, preventing escalation, being robust in our response to violent offenders through the criminal justice system, being proactive in providing services for victims, and finding innovative solutions to difficult issues such as the use of knives in violent crime. ■ We will focus both on reducing serious violence and the harm it causes, through the way in which victims are supported. ■ A new violent crime strategy will be published towards the end of 2007, setting this stronger focus out in more detail. ■ A new safer communities PSA proposal for 2008–11 includes specific measures of success for tackling violent crime and sexual offending.¹
<p>Good evidence that the combination of enforcement and support is working to reduce anti-social behaviour.</p> <p>Tools and powers for addressing anti-social behaviour are still relatively recent, and further support is needed to embed the approach thoroughly across the country.</p>	<p>Continued pressure on anti-social behaviour</p> <ul style="list-style-type: none"> ■ We will focus on bringing all areas of the country up to the standard of the best in tackling anti-social behaviour ■ Government will provide active support to agencies, improving knowledge about the most effective and appropriate use of tools and powers. ■ There will be a fresh drive on the use of supportive interventions, including parenting contracts that address the underlying factors contributing to anti-social behaviour, alongside robust enforcement.

¹ PSA targets have not yet been finalised, and are expected to be published in autumn 2007.

Issue	Response
<p>Strong progress on improving the life chances of young people (e.g. reducing poverty) – but still too many young people left behind and either offending or at risk of starting to offend.</p> <p>Comparatively little focus in the past on the needs of young victims of crime and reducing young victimisation.</p>	<p>Renewed focus on young people</p> <ul style="list-style-type: none"> ■ The new Department for Children, Schools and Families will focus on lifting more children out of poverty, re-engaging disaffected young people and raising standards. The Government will continue to implement the new <i>Reaching out: An action plan on social exclusion</i> (2006). ■ Government will work with the Association of Chief Police Officers (ACPO), the Youth Justice Board (YJB) and other partners to develop a youth crime strategy aimed at both young victims and young offenders. ■ This will include strengthening the links between the police, schools and youth provision to ensure that the most effective provision is in place to improve young people’s safety, such as positive activities (including sport) and building on Safer Schools Partnerships, and a greater focus on the small minority of young people who end up involved in crime, violence or gangs.
<p>Much good practice exists on how to design out crime locally. Design solutions are usually found once a crime issue has emerged – there is potential to anticipate these problems earlier.</p>	<p>New national approach to designing out crime</p> <ul style="list-style-type: none"> ■ Government will work closely with the corporate sector to design crime out of new products and services (including the built environment) at an early stage, focusing on: <ul style="list-style-type: none"> – creating an early warning system to identify quickly issues that are best tackled at national level; developing incentives for businesses to ‘think crime’; working with consumer groups to increase the demand for crime-free products and services; and supporting the inclusion of crime prevention in the professional training of scientists and designers, and creating an early warning system to identify quickly issues which are best tackled at national level – the Government’s planned National Fraud Strategy will have fraud prevention as a key element.
<p>More crimes are being detected and brought to justice, and reoffending rates are starting to reduce. But more can be done to reduce reoffending, particularly by the most prolific offenders.</p>	<p>Continuing to reduce reoffending</p> <ul style="list-style-type: none"> ■ The Government will continue to strengthen the capability of the police, Crown Prosecution Service and other prosecutors, and courts and work to simplify criminal justice system (CJS) processes. ■ The Government will continue to focus on the most prolific offenders, throughout the CJS, and on reducing reoffending (through the National Offender Management Service (NOMS), and programmes such as the Drug Interventions Programme, and the Prolific and other Priority Offenders programme). ■ The Home Office, Ministry of Justice and Attorney General’s Office will work closely together to ensure that our response to offenders covers the need to punish and deter, to rehabilitate, and to increase public confidence in the CJS.

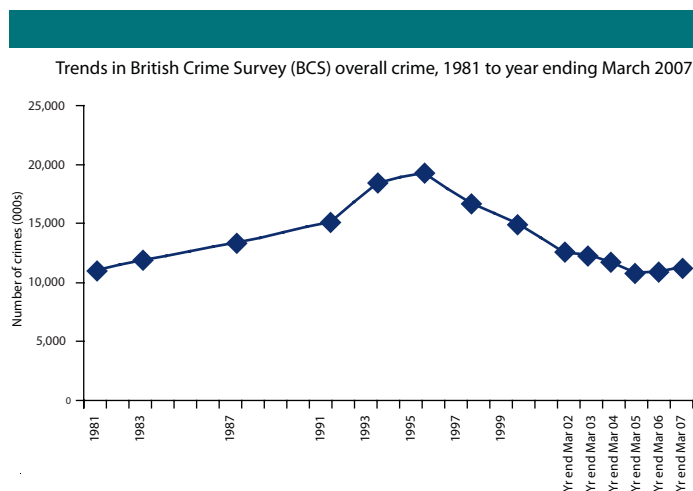
Issue	Response
<p>Delivering crime reduction requires strong partnership and a new relationship between government, partners and citizens.</p>	<p>Greater sense of national partnership</p> <ul style="list-style-type: none"> ■ Government will bring together key partners at a National Crime Reduction Board to drive delivery and provide shared ownership of crime reduction. ■ We will continue to build strong relationships between the police and local authorities, while seeking to strengthen other crucial relationships: between Government and Industry, and between Government and the Third Sector: the Third Sector has a crucial role to play in helping to shape services, as well as in delivering them.
<p>Performance management and targets have driven strong performance. There is now space to build on success and make these more sophisticated, more responsive to local priorities and underpin a more mature relationship between government and delivery partners.</p> <p>Public confidence should be central to our understanding of how well we are delivering community safety and responding to the issues that most matter to the public.</p>	<p>Freeing up local partners, building public confidence</p> <ul style="list-style-type: none"> ■ Through a proposed new PSA to be published in the autumn, we expect that there will be fewer targets mandated from the centre, and greater flexibility to respond to local crime priorities. ■ Performance assessment will be simplified. A single framework for assessing performance on community safety, streamlining three frameworks into one, will be developed during 2007/08 for implementation in 2008/09. ■ Government will be more enabling, and less directive where there is already good practice and strong performance; Government will continue to monitor performance and provide support to partnerships where performance is consistently poor. ■ Government will cut red tape and help to free up resource for the frontline. The independent review of policing led by Sir Ronnie Flanagan will look at reducing bureaucracy. ■ Partnership² working will be strengthened, to bring all up to the level of the best. National standards and related guidance will be introduced in late summer 2007, including standards on information collection, information-sharing between partner agencies, collective analysis and problem-solving, and consultation with communities. ■ Building on the roll-out of Neighbourhood Policing, we will improve citizens' opportunities to understand local crime issues and how they are dealt with, by ensuring crime information is published in a more accessible way, at a more local level, and more frequently – at least monthly. We will back this up with strengthened mechanisms for exercising local accountability. ■ Partnerships will be held to account on how well they are engaging with communities to ensure that communities influence local crime and community safety priorities. Again, Neighbourhood Policing is key.

² Crime and Disorder Reduction Partnerships/Community Safety Partnerships.



1. TEN YEARS OF CUTTING CRIME – TRANSFORMING OUR APPROACH

The challenge we face now is different to the challenge that we faced two, five or ten years ago. Crime rose through the 1980s and the first half of the 1990s, and there was a sense of fatalism about rising crime. This has been reversed. Overall crime has fallen by around a third since 1997, and fear of crime has also fallen. The philosophy and approach to reducing crime has been transformed. Government and citizens have been able to ask ‘by how much’ rather than ‘whether’ crime will fall.



- use the law innovatively, such as through anti-social behaviour legislation and asset recovery laws;
- use targets to drive change, bringing crimes such as burglary to their lowest-ever levels; and
- use data analysis and problem-solving approaches to get behind crime figures, so that we understand who commits crime, under what circumstances, and what opportunities there are to intervene.

Together, the Government and local crime-fighting partners³ have proved that we can:

- influence the causes of crime, for example by reducing unemployment or increasing treatment for drug misuse;
- work in partnership, for example between police, local authorities and health services side by side;

³ Where the document refers to partners, this encompasses individual agencies and organisations that work to increase community safety and also statutory and non-statutory partnerships working to reduce crime or an aspect of crime.

Ten years ago... crime had reached a peak and had started to fall, but there were no guarantees that this would be a sustained reduction. Over the next few years, several new policies began to transform the crime-fighting landscape:

Issue	Response
Crime too often seen as the responsibility of the police alone.	<ul style="list-style-type: none"> ■ Introduction of Crime and Disorder Reduction Partnerships and Community Safety Partnerships (Crime and Disorder Act 1998) made tackling crime a statutory responsibility of a number of agencies, including local authorities.
Need for a focus on the causes of crime.	<ul style="list-style-type: none"> ■ Drug strategy (1998) set out a coherent approach to tackling drugs and drug-related crime, with significant investment in drug treatment. ■ Social Exclusion Unit established in 1997 to tackle social exclusion and associated high levels of crime experienced by the socially excluded.
Fragmented approach to youth crime.	<ul style="list-style-type: none"> ■ Youth Justice Board established in 1998, providing a clear national framework for local action to tackle youth offending. Youth Offending Teams established in every area, bringing together all the agencies that contribute to reducing youth offending. Youth Inclusion Programmes set up in the 110 most deprived, high-crime estates in England and Wales, providing positive activities for young people most at risk of offending.
Unclear expectations for public service delivery.	<ul style="list-style-type: none"> ■ Public Service Agreements introduced in 1998, including a target for crime reduction, providing clarity about expected performance for the police and partner agencies.

Five years ago... we had begun to see sustained falls in crime, to build on the momentum generated and to make a real shift in the way crime is tackled.

Issue	Response
Changing demand on the Police Service.	<ul style="list-style-type: none"> ■ Overall police strength increased (by 25% by early 2007, compared with 1997). ■ Introduced Police Community Support Officers: high-visibility policing dealing with low-level crime and anti-social behaviour. ■ Neighbourhood Policing programme to build the responsiveness of the Police Service to communities (roll-out complete by 2008). ■ Significant investment in new technologies to save police time and detect more crimes (e.g. mobile fingerprinting).
Pace of progress on reducing reoffending.	<ul style="list-style-type: none"> ■ Prison Service and Probation Service brought together in the National Offender Management Service, to improve the way offenders are managed. ■ New structures to improve the provision of services to reduce reoffending, and more interventions provided (e.g. supporting offenders with drug treatment, skills and employment). ■ Drug Interventions Programme developed for those who have a drug misuse problem related to criminal activity. Prolific and other Priority Offenders programme established to provide intensive management and supervision of the most prolific offenders.
Requirement to increase offences brought to justice.	<ul style="list-style-type: none"> ■ National Criminal Justice Board and Local Criminal Justice Boards created, to bring more offences to justice by improving joint working.

Issue	Response
Rising anti-social behaviour.	<ul style="list-style-type: none"> ■ Together Action Plan (2003) and Respect action plan (2005) drawn up to ensure the provision of the right support to tackle problematic behaviour (e.g. through parenting support), coupled with enforcement against perpetrators of anti-social behaviour (new tools and powers).
More positive response to victims.	<ul style="list-style-type: none"> ■ Introduction of a Code of Practice for Victims of Crime, giving them legal rights for the first time, and of a number of measures to improve the experience of victims and witnesses and protect them better.
Further attention to the causes of crime.	<ul style="list-style-type: none"> ■ Updated drug strategy (2002), including greater emphasis on preventing and stopping problematic drug use. ■ First alcohol harm reduction strategy (2004), to tackle problems associated with alcohol misuse, including alcohol-related crime. ■ Reinvigoration of work on tackling social exclusion, including publication of an action plan on social exclusion (September 2006).
Low confidence in the criminal justice system (CJS) among people from a black and minority ethnic (BME) background; disproportionate representation in the CJS.	<ul style="list-style-type: none"> ■ Legal framework strengthened against discrimination; a series of indicators built to monitor disproportionality at all stages in the CJS. ■ 'Inside Justice Week' and Justice Awards developed to help to increase the visibility of the CJS with specific groups such as BME communities. Race and Confidence Challenge Fund launched to support community engagement, staff engagement and volunteering initiatives.
Transparency of agencies' performance on community safety.	<ul style="list-style-type: none"> ■ Introduction of the Police Performance Assessment Framework (PPAF) and the Comprehensive Performance Assessment (CPA) for local authorities, allowing local residents to compare the performance of their forces and local authorities with others.

Most recently... changes to the machinery of government have further clarified responsibilities in reducing crime.

- The Serious Organised Crime Agency was launched in April 2006 to reduce the harms caused by serious organised crime.
- The National Policing Improvement Agency was established on 1 April 2007, to deliver training and leadership programmes, develop and apply the latest policing doctrine, standards and best practice, and support the development and delivery of information and communications technology.
- The Ministry of Justice has been created, providing a stronger focus on the criminal justice system and on reducing reoffending. The Home Office's role in

co-ordinating the response to the UK terrorist threat has been strengthened, alongside its responsibilities for the police, crime reduction, immigration and asylum, anti-social behaviour, and identity and passports.

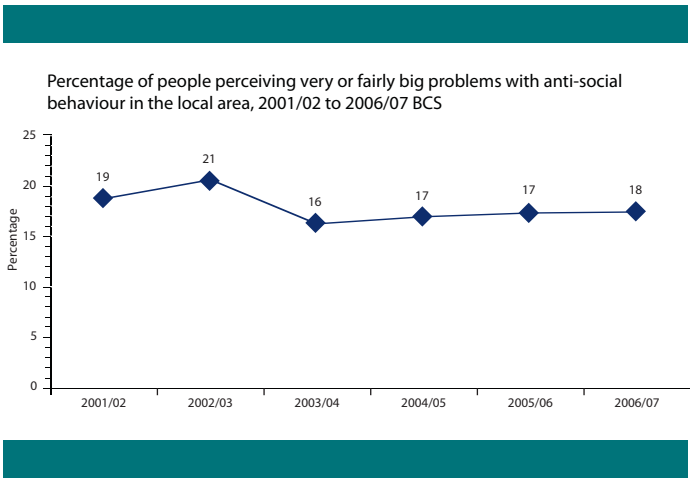
As a result, crime has fallen.

ANTI-SOCIAL BEHAVIOUR

The proportion of people who perceived high levels of anti-social behaviour decreased to 18% in 2006/07 from the peak of 21% of people in 2002/03. However, there are signs that it is beginning to creep up, as a result of particular concerns about drunk or rowdy behaviour and young people hanging around.⁴

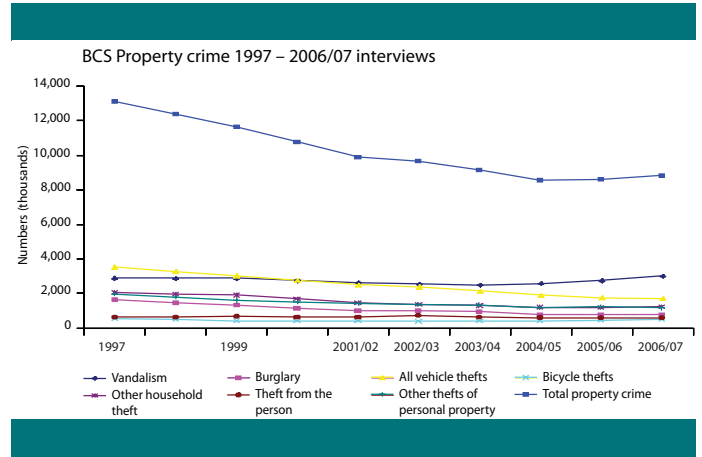
⁴ The British Crime Survey (BCS) measures 'high' levels of perceived anti-social behaviour from responses to seven individual anti-social behaviour strands: abandoned or burnt-out cars; noisy neighbours or loud parties; young people hanging around; people being drunk or rowdy; people using or dealing drugs; rubbish or litter lying around; and vandalism or graffiti.

To address this, we will continue to support the implementation of tools and powers to tackle anti-social behaviour (see page 26), as well as the measures in the new cross-government alcohol strategy to address drunk and rowdy behaviour (see page 16). With regard to young people, the new Department for Children, Schools and Families will build on the successes in education and children's services that we have seen over the last decade and will now focus on the significant challenges that remain – raising standards so that more children and young people reach expected education levels, lifting more children out of poverty and re-engaging disaffected young people (see page 28).



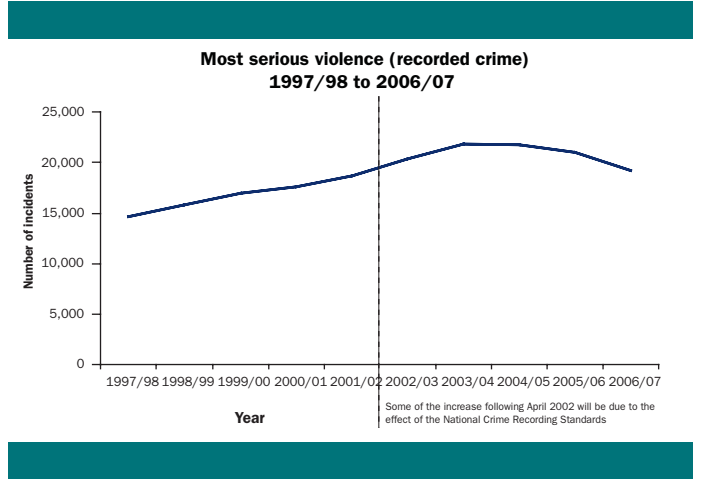
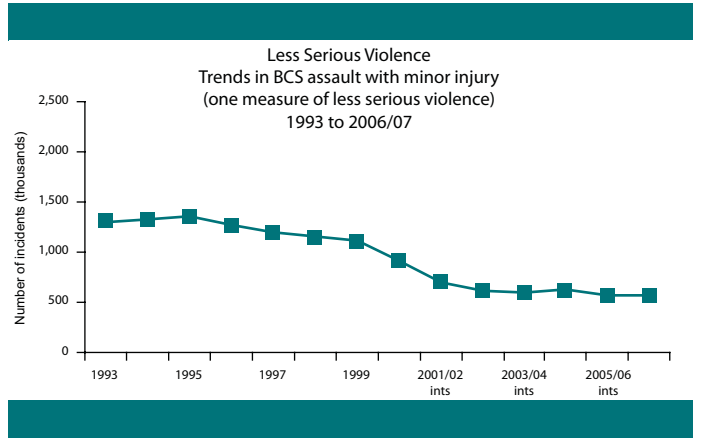
PROPERTY CRIME

Property crime (mainly comprising vandalism, burglary, theft of and from vehicles, and theft from a person) has decreased significantly since the mid-1990s. Car crime has halved since 1997 and – on average – the chances of being burgled are now once every 40 years, compared with once every 25 years in 1997. There has been a strong drive from government on these types of crime over the last ten years, through targets, policy interventions and good practice development. The police and other partners, such as local authorities, are experienced in dealing with these types of crime, and are best placed to know how best to deploy their tools and powers to tackle it locally. We are now in a position to be able to maintain progress on these crime types, while creating space to respond to new challenges.



VIOLENT CRIME

Overall violent crime has decreased by 31% since 1997. In particular, less serious violence (such as assault with minor or no injury) has fallen significantly. But more serious violence (such as gun crime) has increased since 1997. There has been some real success in tackling domestic violence, but increases in offences involving weapons (guns and, in particular, knives) present new challenges. We will respond to these through a strategy focused on prevention and prosecution, and support to victims of violent crime to reduce the harm they experience (see page 23).





2. THE CHALLENGE ALWAYS MOVES ON – SO MUST WE

The crime challenge continually evolves and so do the expectations of the public. Falling crime rates in some areas provide the opportunity to focus on new challenges, and on those crime and anti-social behaviour issues where a robust response still needs to be firmly embedded.

Changing technology provides opportunities for criminals as well as for crime-fighters. For example, the increasing ease of global travel means that people are more mobile – which brings many benefits but also facilitates criminal networks. New products and services fuel the global economy and make our lives easier – but are also attractive to thieves and provide opportunities for fraud. The internet has revolutionised communications, opening up a world of possibilities for (for example) commerce, social networking and service delivery – but also for criminal activity and exploitation. As technology becomes more sophisticated, the methods used in organised crime and terrorism also become more sophisticated and investigations into those crimes are more complex.

Working together, the Government and local crime-fighting partners have already had some success in tackling these new challenges. For example, the introduction by the finance and retail industries of Chip and PIN technology has had a significant impact on card fraud. Card fraud losses at UK retailers fell by 47% in 2006 and lost and stolen card fraud fell by 23% following the introduction of Chip and PIN. The card industry estimates that without the introduction of Chip and PIN, total card fraud losses in 2005 would have been £800 million and could have reached £1 billion by the end of the decade. In addition, in recognition of the losses to the economy caused by fraud, and the link between money acquired through fraud and other criminal activity, the Government has accepted the recommendation of the Fraud Review (an inter-departmental review into the detection, investigation and prosecution of fraud, set up in 2005)

that there should be a national fraud strategy.

There has been significant and sustained investment in fighting crime over the last ten years, totalling around £34 billion over the past six years. This includes government grants and central spending on services for the police; Home Office direct expenditure on crime, including a contribution towards the Safer and Stronger Communities theme of Local Area Agreements in England and crime reduction and anti-social behaviour funding in Wales; and spending on the Serious Organised Crime Agency and its precursors. There is now a solid infrastructure for delivery, a body of knowledge about what works in tackling crime, and new technology in place to improve our capability to prevent and prosecute criminals. Increased investment cannot continue indefinitely – the Government already has to make tough choices about priorities – and the challenge now is to ensure that we deliver the best value. This new crime strategy is about making the most efficient and effective use of resources, including mainstream and specific grant funding available to the police, local authorities and local partnerships. The Government will work closely with, and challenge if necessary, those organisations whose activities have unintended consequences for crime problems, setting a clear expectation that everyone needs to come together and play their part in delivering a safer society.



3. WHAT WORKS IN REDUCING CRIME?

The increasing effectiveness of public services, particularly the police and local authorities, has been an important part of achieving the significant reductions in crime. Partnership working has been vital: a range of agencies and organisations working together have reduced crime more effectively than any single body working alone. Increasingly, professionals have been approaching the problem by addressing the factors driving criminal behaviour as well as reducing the opportunities for crime (such as helping offenders to break the cycle of offending and tackling deprivation). The general public has also become much more aware and knowledgeable about preventative measures they themselves can take.

There is good evidence demonstrating the effectiveness of a whole range of interventions. These include:

- situational crime prevention measures, such as effective locks on doors, alley gating, secure car parks, and the design and management of licensed premises;
- effective policing and criminal justice processes, bringing more crimes to justice with appropriate penalties to increase the risk of getting caught and deter potential offenders;
- a focus on managing offenders to reduce their offending behaviour, such as through increasing access to drug treatment for offenders or Youth Offending Team interventions;
- programmes to intervene early with those most at risk of offending, such as parenting support programmes or Youth Inclusion and Support Panels; and
- targeting repeat victimisation, to focus effort on the areas and people most at risk.

The Serious Organised Crime Agency (SOCA) was set up to provide leadership on serious organised crime, increasing the focus on intelligence and recovering the proceeds of crime. In its first year, SOCA has demonstrated that its approaches are effective and have the potential to deliver a significant impact on organised crime in the years ahead. Achievements include a significant number of arrests both in the UK and by law enforcement agencies abroad; seizure of significant amounts of Class A drugs, both in the UK and by law enforcement agencies abroad; concerted action against the proceeds of crime; and warnings issued to a large number of organisations in the public and private sectors to assist them in managing the organised crime threats that could affect them.

Focusing on the **causes** of crime has also been productive.

DRUG MISUSE

Drug misuse is a key driver of crime. Overall, in 2003/04, 38% of people arrested for any offence reported having taken heroin, crack or cocaine in the previous 12 months, rising to 55% for those people arrested for acquisitive crime.⁵ Home Office research estimates that there are around 327,500 opiate and/or crack cocaine users in England. Drug misuse contributes to perceptions of anti-social behaviour: in 2006/07, 28% of people perceived drug use and dealing to be a problem in their area (although this had decreased from 32% in 2002/03). Drug and alcohol misuse often occur together, and the greatest crime risk is seen where these factors are combined with severe mental health needs. Drug supply is also linked to much wider and serious criminal activity, including gang-related turf wars, gun crime, violence, murder, money-laundering and immigration crime.

The evidence shows that drug treatment can have a significant impact on offending behaviour.⁶ The current cross-government drug strategy has been successful in increasing the availability of drug treatment and the number of offenders accessing it. The number of individuals in drug treatment has more than doubled since 1998/99 (an increase of 113%). Referrals from the criminal justice system make up 19% of this total (from the Drug Interventions Programme, or from prison treatment and community sentences). Acquisitive crime has fallen by 20% since the onset of the Drug Interventions Programme.⁷ Community orders have a drug rehabilitation requirement attached where appropriate, requiring engagement in treatment programmes and regular drug testing, and prisons offer a full range of drug treatment interventions, supported by a range of mandatory and voluntary drug-testing programmes and measures to reduce supply into prison.

A new drug strategy for England is being developed, on which the Government will be consulting. The consultation on developing the new drug strategy, *Drugs: Our Community, Your Say*, is a wide-ranging exercise to gather the views and contributions of experts, communities, families and existing and former drug users. It describes the present strategy, identifying the success and those areas where we believe we need to do more. It asks a number of questions covering the wide range of interventions necessary to reduce the harms caused by drugs to individuals, families and communities. The consultation is open to everyone.

The Welsh Assembly Government's substance misuse strategy is also being reviewed.

CASE STUDY

Drug Interventions Programme. 25-year-old Prisoner D had been using drugs for ten years and crimes committed to fund this dependence had led him to prison on numerous occasions. He was coming to the end of his last sentence when the CARAT* worker suggested that he engage with the Programme as part of his plan to reduce vulnerability on his release. Prisoner D agreed to this and Middlesbrough Drug Interventions Programme supported him to continue treatment after release. They also provided him with 'wrap-around' services such as relapse prevention work, a specialist housing worker and an employment agency looking at confidence-building and opportunities. Not only has he tested negative for drugs but also he has not been involved in any criminal activity since his release.

**Counselling, Assessment, Referral, Advice and Throughcare*

ALCOHOL MISUSE

Alcohol misuse is a significant factor in violent crime and in disorder on the streets. Victims of violent crime perceive that around 46% of violent crime is alcohol related,⁸ and, in 2005/06, 17% of violent crimes⁹ were committed in or around pubs or clubs. Some of these are more serious assaults. Many are lower-level violent offences but have a disproportionate impact on the quality of life of those in the local community, making parts of our city centres no-go areas. Alcohol is also a key factor in criminal damage. A third (32%) of young offenders reported alcohol use at the time of a criminal damage offence. Around a quarter of people interviewed in the British Crime Survey perceive people being drunk or rowdy in public places to be a problem in their area.

A new cross-government alcohol strategy for England has been published,¹⁰ and the Welsh Assembly Government's substance misuse strategy covers both alcohol and drug misuse. In addition, the alcohol strategy for prisoners was introduced in December 2004, balancing treatment and support with supply reduction. Supportive measures being developed include work towards the development of two alcohol treatment programmes with a view to gaining accreditation in

⁵ Arrestee survey, 2003/04.

⁶ National Treatment Outcome Research Study 1995–2000.

⁷ From 3.7 million recorded offences in 2002/03 to 2.9 million in 2005/06.

⁸ The percentage of incidents where the victim believed the offender(s) to be under the influence of alcohol.

⁹ British Crime Survey.

¹⁰ www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_07521.

early 2008, and an alcohol befriending scheme to enable prisoners with alcohol problems to learn about their misuse and to befriend and offer support to others with similar problems. The current focus in delivering the strategy is on improving the consistency of delivery of treatment for alcohol misuse. A Probation Service strategy for working with alcohol misusing offenders was published in May 2006. This contains a number of actions which are being taken forward in 2007/08, including work with Alcohol Concern to develop an alcohol information pack for offenders under probation supervision (which will be published shortly), and funding for seven alcohol best practice projects.

The cross-government alcohol strategy sets out the approach to reducing the crime-related harms caused by alcohol. The overall aim of the alcohol strategy is to minimise the health harms, violence and anti-social behaviour associated with alcohol, while ensuring that people are able to enjoy alcohol safely and responsibly.

- This will in part be achieved by ensuring that the **laws and licensing powers** we have introduced to tackle alcohol-fuelled crime and disorder, protect young people and bear down on irresponsibly managed premises are being used widely and effectively. Data collected from 30 forces in England and Wales between October 2004 and September 2006 showed that the numbers of more serious violent crimes fell in the year after the introduction of the Licensing Act in November 2005 compared with the previous year. A fall also occurred in less serious wounding offences in the year after the Act. The number of these offences had been rising prior to the Act.
- We will sharpen our focus on the minority of **drinkers who cause the most harm to victims, to themselves, to their families and their communities** – 18–24-year-old binge drinkers and heavy drinkers. We will also sharpen our focus on the problem of young people drinking under 18.
- Overall, we aim to shape **an environment that actively promotes sensible drinking**, through investment in better information and communications, and by drawing on the skills and commitment of all those already working together to reduce the harm alcohol can cause, including the police, local authorities, prison and probation staff, the NHS, voluntary organisations, the alcohol industry, the wider business community, the media

and local communities themselves.

CASE STUDY

Project Blitz is a multi-agency initiative in Dorset involving the police, the Fire Service, Trading Standards and a number of voluntary agencies. Blitz tackles alcohol-related anti-social behaviour in four ways. The Blitz Roadshow tours schools across Dorset, delivering a fun and interactive session to 13–14-year-olds. This includes a theatre performance, workshops and various educational games. Every student receives a 'Blitz card' which can be used to get them discounts at various clubs and organisations. A Factz leaflet outlines young people's relationship with alcohol. It opens parents' eyes to the reality of teenage drinking and encourages them to be good role models. Blitz 3 targets 16–24-year-olds in the night-time economy. It works in association with Pubwatch, using a banning system for persistent offenders who are either violent or anti-social when under the influence of alcohol. A series of hard-hitting posters accompany this, raising awareness of the risks associated with alcohol abuse.

SOCIAL EXCLUSION

The economy has a strong influence on crime rates. Evidence shows that when the economy performs well, crime generally falls. But deprivation and disadvantage exist for many people even when the economy is doing well. There is a correlation between the area in which people live and their involvement in crime. The factors include community deprivation, unemployment-related income inequality and related education, housing, family and health disadvantages.

For example, 67% of prisoners were unemployed in the four weeks before their imprisonment, compared with an unemployment rate of around 5% in the general population.¹¹ A boy whose father was in custody is 3.3 times more likely to commit a crime.¹² And of course in areas with a relatively high density of offenders, law-abiding residents are more likely to be the victims of crime. In 2005/06, households living in more deprived areas were more than twice as likely to be victims of burglary: 5% compared with 2% nationally.¹³

¹¹ Social Exclusion Unit (2002) *Reducing re-offending by ex-prisoners*.

¹² Cabinet Office (2006) *Reaching out: An action plan on social exclusion*.

¹³ Index of deprivation: Home Office (2006) *Crime in England and Wales 2005/06*.

In recent years, the Government has focused much effort on reducing social deprivation and improving life chances to lift people out of relative poverty. Initiatives such as Sure Start, New Deal, Every Child Matters and Rights to Action, multi-agency working at a local level and creation of the minimum wage have been successful. Poverty has halved, income has risen proportionately faster for the poorest 20% of the population than for the richest 20%, 800,000 children and 1 million pensioners have been lifted out of relative poverty,¹⁴ and over the last decade around 2.4 million more people have found employment in the UK,¹⁵ helping the unemployment rate to fall by some 2%.¹⁶

But some people are still left behind and disproportionately disadvantaged. Around 2–3% of the population are deemed to be in ‘deep and persistent exclusion’.¹⁷ And despite a fall in the number of children living in workless households over the period 2001 to 2006, there are still around 1.7 million children who fall into this category.¹⁸ This suggests the need for a renewed focus on the very poorest groups, to ensure that they also share in rising prosperity. The Cabinet Office is therefore leading work to bring a renewed focus to tackling social exclusion. *Reaching out: An action plan on social exclusion* sets out this approach to tackling the most entrenched forms of social exclusion.¹⁹

RESPONDING TO OFFENDERS WITH MENTAL HEALTH NEEDS

The majority of those with mental health needs do not offend, and of those that do, the majority are neither violent nor dangerous. There is, however, a much higher prevalence of mental health needs among offenders than within the general population, and it is important that those needs are managed. Some 72% of male and 70% of female sentenced prisoners suffer from two or more mental health disorders, 14 and 35 times, the level of the general population respectively.²⁰ Interventions to tackle the prominence of mental health needs among offenders take the form of early intervention and prevention, right through to rehabilitation.

Considerable progress has been made on this in recent years, but there is more to do (see page 40).

¹⁴ Cabinet Office (2007). The poorest 20% of the population have seen their incomes rise at 2.6% average annual income growth compared with the richest 20% at 2.1% average annual income growth.

¹⁵ The employment rate in the UK increased from 72.7% to 74.6% (of the working-age population) between 1997 and 2006. Source: ONS, Labour Force Survey.

¹⁶ The unemployment rate in the UK fell from 7.3% to 5.5% (of the working-age population) between 1997 and 2006. Source: ONS, Labour Force Survey.

¹⁷ Defined as suffering from multiple problems, e.g. looked-after children, lack of functional numeracy and literacy, youth offending and problem drug use.

¹⁸ Figures derived from the ONS Labour Force Survey Household Dataset, which can be found at www.statistics.gov.uk/cci/nugget.asp?id=409

¹⁹ www.cabinetoffice.gov.uk/social_exclusion_task_force/publications/reaching_out/

²⁰ Singleton N et al. (1998) *Psychiatric Morbidity among Prisoners in England and Wales*, London: ONS; and Singleton N et al. (2000) *Psychiatric Morbidity among Private Households*, London: ONS; and Social Exclusion Unit (2002) *Reducing re-offending by ex-prisoners*, London: ODPM.



4. RESPONDING TO NEW CHALLENGES – FOCUS OF FUTURE EFFORT

Refreshing the terms of our partnership

We all have a part to play in tackling crime if we are to meet the challenges of the future. Government, local agencies and citizens have distinct but complementary roles, which we will refine to ensure that we are all working as effectively and efficiently as possible, in partnership. We will also do more to bring in newer partners.

- **Government** will be more enabling and less directive in those areas where there is already much success and good practice while continuing to support where needed. Government will focus on those issues where new national policy is needed, or where policy is newer and good practice is not yet fully defined or not yet embedded. We will also bring Whitehall departments together under a new National Crime Reduction Board to ensure clear cross-government leadership on crime reduction. We will build on the success which the Home Office, Ministry of Justice and Attorney General's Office have had in working together in the criminal justice system.
- **Agencies and local partnerships**²¹ will build their capacity (skills and processes) to bring all up to the level of the best. We will reduce the number of central targets for partnerships, to free up local expertise to listen to and act on the needs of local people.
- **Citizens and communities** will have greater opportunities to talk to their local agencies, to find out about crime in their local area, to influence their crime priorities and hold agencies to account. Neighbourhood Policing will be rolled out in every community in England and Wales, and will be a key mechanism to engage effectively with communities. Individuals can also exercise choice to help protect themselves (such as the products they buy, the services they choose to use or buy, where and how much they choose to drink). We will work with partners in industry as well as with local agencies to ensure that citizens have all the information they need to make informed choices.
- **Third Sector partners** (from national and local charities to community groups and local voluntary groups) have a crucial role in helping to shape services that people value, as well as delivering them directly. Crucially, the third sector can exercise this role both at national and local level. For example, a range of community and voluntary organisations were involved in a summit, held by the Prime Minister in February 2007, to develop a response to rising concerns around young people and guns, gangs and knives. This resulted in an action plan, and these organisations continue to be involved in a Round Table, which brings together ministers and officials from across Government, police, representatives of communities and voluntary sector group, to explore the issues, share experiences and views, and drive forward the programme of work. The Government is committed to increasing partnership with the third sector, and will build on the model set outlined in *'Partnership in Public Services: An Action Plan for Third Sector Involvement'*²².

²¹ Primarily Crime and Disorder Reduction Partnerships (CDRPs) (England) and Community Safety Partnerships (CSPs) (Wales), but also relevant to Local Criminal Justice Boards (LCJBs).

²² www.cabinetoffice.gov.uk/third_sector/public_service_delivery/

CASE STUDY

Local third sector involvement. The specialist domestic violence court held at Nottingham Magistrates' Court each Wednesday promotes a co-ordinated approach to tackling domestic violence. All the criminal justice agencies are working together with voluntary specialist support services such as the Women's Aid Advice Centre to provide better services for victims and more effective treatment of offenders. The proportion of offenders convicted or pleading guilty to domestic violence offences has increased to 56.9 per cent (for the year ending May 2007), compared to 53.2 per cent for the year ending May 2006.

- **Business and industry.** The business sector makes a vital contribution to the UK economy. There are often, however, unintentional consequences in terms of contributing to crime, such as new products and services which are susceptible to theft or fraud, or products which are too accessible (e.g. underage sales of alcohol). We have already learnt valuable lessons from important initiatives in this area, but can do more to bring Government and business together to solve these issues. This includes addressing crime **against** business.

CASE STUDY

Local partnership with business: Operation Gatewell. This local initiative has dramatically reduced domestic burglary in Shard End, Birmingham. The initiative is aimed at reducing burglary and fear of being burgled among the most vulnerable people in the community such as older people, disabled people and victims of domestic abuse. It is a partnership initiative between the police and local/national DIY businesses, providing targeted home security. Since its inception in April 2002, over 2,400 households have benefited from the free security upgrades. In the year before the launch there were 678 burglaries in the area but the operation has succeeded in reducing this figure by approximately 38.5% year on year.

WITHIN THE SPECTRUM OF CRIME



MAINTAIN REDUCTIONS IN VOLUME CRIME

Maintaining reductions in volume crime²³ will continue to be important to the public, and feature highly in local priorities. However, it is a mature policy area where practitioners largely know what works and are experienced in implementing it, as evidenced by the sustained falls in these types of crime. Current rates of success in these areas should enable government and practitioners to increase their focus on new areas of challenge, without losing ground on these types of crime.

NEXT STEPS

Volume crime should be tackled within an evidence-based strategic assessment of local crime problems. This should look at the short- and long-term factors that enable a crime to occur, and patterns of crime such as repeat victimisation. There is much good practice based on existing interventions, particularly situational prevention measures, and the effectiveness of these interventions should be considered in relation to the particular local circumstances in which they would be deployed – alongside potential new and innovative approaches. The impact of current services aimed at tackling crime and reoffending should also be taken into account. These include the contribution of drug treatment, and approaches to managing offenders and reducing reoffending. The National Policing Improvement Agency is one important mechanism for ensuring that good practice is spread everywhere.

²³ 'Volume' crime covers property crime such as burglary, theft of and from vehicles, robbery, bicycle theft, vandalism, and personal crime such as common assault.

CASE STUDY

Effective partnership working to reduce crime.

The Avon and Somerset Constabulary and the North Somerset Crime and Disorder Reduction Partnership worked together on Operation Jupiter, addressing significant public concern about poor quality housing and referrals from outside North Somerset for drug/alcohol rehabilitation treatment. No single organisation was responsible for these issues, so the team developed a problem profile in consultation with the Crime and Disorder Reduction Partnership. The police intelligence unit co-ordinated multi-agency data, analysed intelligence, presented a strategic overview and developed recommendations. Multi-agency tactics were developed to tackle problems, including visits to problematic premises and the cross-agency exchange of intelligence. The result was a 31% reduction in demand for the emergency and local services and a 6% reduction in crime.

Anti-social
behaviour

Volume
crime

Serious violent
crime and sexual
offending

Organised crime
and terrorism

GREATER FOCUS ON MORE SERIOUS CRIME

In recent years we have made real progress in tackling less serious violent crimes such as common assault. This has been achieved through understanding the key drivers (such as alcohol), developing good practice and consistent implementation. For example, we have run a number of Alcohol Misuse Enforcement Campaigns (AMECs) to support authorities in dealing robustly with problematic licensed premises, in particular those allowing underage sales of alcohol, which contribute disproportionately to violence levels in local areas.

Our knowledge about what works in tackling domestic violence has vastly improved. For example, Multi-Agency Risk Assessment Conferences (MARACs) now meet in a large number of areas to respond to victims of domestic violence, aiming to intervene to prevent repeat victimisation. This approach is working. In 2005/06, domestic homicides (106) were at their lowest level since 1999/2000 and have significantly reduced

from 2004/05 (144). In 2003, 43 individuals died in London at the hands of their partner or ex-partner. In 2004/05, the number dropped to 33, and to 19 in 2006/07. This is still 19 deaths too many – but it is a highly important reduction. However, there is still more to do to tackle domestic violence consistently across the country.

CASE STUDY

Multi-Agency Risk Assessment Conferences

(MARACs) are a recent development in services offered to victims of domestic violence. Led by the police, the MARAC comprises statutory and voluntary representatives including social services, independent domestic violence advisers, victim support services, health representatives, housing, probation and education. The members jointly construct and implement a risk management plan that provides professional support to all those at risk and that reduces the risk of harm. In Cardiff, where the programme has been evaluated, the level of reported repeat victimisation has dropped from 32% in 2004 to an average of under 10% in the period from April 2006 to December 2006.

Overall we have had less impact on the most serious violent offences. These are not happening everywhere, but where they are we need to tackle them effectively. Homicide, serious wounding, offences involving weapons, domestic violence, and serious sexual offences cause high levels of suffering and result in long-term psychological and physical problems. These are the offences that cause the most harm to victims and to society more widely. They are also the crimes that carry the greatest financial cost, for example to health, victims' services and the criminal justice system. They can also have a hugely detrimental impact on people's confidence about feeling safe.

While maintaining our progress in reducing less serious violent crime, we must place a new, stronger focus on working to reduce more serious violence. By preventing and reducing the incidence of these crimes, and providing better services to victims, we will greatly reduce the overall harm caused by violence. This must involve applying what we know has worked in other areas. We will tackle violent crime by:

- considering and addressing the **drivers** and causes of violence (such as alcohol and drugs, and the factors that cause young people to carry weapons);
- **intervening early** to prevent it (being smarter about the way intelligence is gathered and used to intervene with violent and potentially violent offenders, and victims and those vulnerable to victimisation);
- **preventing escalation**, for example by proactively targeting those who are involved in anti-social behaviour and low-level violence, particularly in the night-time economy, in order to prevent situations developing and more serious offences being committed;
- being robust in our **response to offenders** through investigation, trial, sentencing and offender management (including through measures such as Multi-Agency Public Protection Arrangements (MAPPA), for managing dangerous offenders;
- being **proactive** in providing services for victims; and
- finding **innovative** solutions to difficult issues, such as the use of knives.

It is important that agencies' **efforts in tackling the most serious crimes are recognised**. By measuring total crime rates, the current PSA target does give an incentive to drive performance on high volume less serious crimes. A new safer communities PSA is being developed in such a way that it will recognise performance in tackling the most serious violence and sexual offending separately from crimes such as burglary and car crime, and increasing confidence in agencies, thereby giving agencies credit for tackling each of these separately.

NEXT STEPS

- Continued implementation of key measures which contribute to reducing violence, such as MARACs, Independent Domestic and Sexual Violence Advisers, domestic violence courts, and the Tackling Violent Crime Programme.
- Implementation of the guns, gangs and knives action plan, comprising three elements focused on policing, powers and prevention.
- Implementation of a national delivery plan on hate crime.

- A Co-ordinated Community Response to Interpersonal Violence, which seeks to enhance the way in which information about key people is gathered and used by local partnerships, and development of a similar model for all violence.
- Introduction of Violent Offender Orders as an additional tool to protect the public from the most dangerous and violent individuals.
- A more detailed violent crime strategy will be published in autumn 2007.
- Details on the new PSA target will be published in autumn 2007.



ADDRESSING ORGANISED CRIME AND TERRORISM

The UK continues to face a real and serious threat from international terrorism and the Government is committed to ensuring that the necessary resources, capability and legislation are in place to support partners in their delivery of wide-ranging counter-terrorism work. Counter-terrorism is specialised in many ways, and uses specialised resources, but our approach to tackling terrorism benefits from the same principles that we have demonstrated across the crime spectrum over the past ten years: understanding the drivers, developing good practice and strong analysis processes, and implementing measures rigorously.

Since 9/11, the Government has substantially increased counter-terrorism efforts. This includes a doubling of expenditure (including funding for police, the Fire Service, and to the NHS to counter bio-terrorism).

In addition, the Home Office has:

- regularly reviewed and strengthened counter-terrorism legislation;
- refocused and reorganised, with the Office for Security and Counter Terrorism bringing new drive and a greater strategic capability to tackling terrorism;
- tightened port, airport and border security, and enhanced police capabilities in protective security;
- speeded up extradition processes;

- proscribed numerous international terrorist organisations and frozen their assets;
- increased joint working and intelligence-sharing internationally
- increased resources for the Security Service to enable them to respond to the increased level of threat;
- developed its exercise programme to deal with new terrorist scenarios; and
- expanded chemical, biological, radiological and nuclear (CBRN) resilience programmes.

In addition to the Metropolitan Police Counter Terrorism Command, three Counter Terrorism Units were launched in April 2007 (in West Midlands, West Yorkshire and Greater Manchester). These will provide a flexible, sustainable and mobile resource, from intelligence-gathering and source-handling, through to criminal investigations and incident response. Furthermore, the Crown Prosecution Service has introduced a Counter Terrorism Division to provide high-quality advice on high-profile anti-terrorism cases. A network of local leads is also being established to deal with public order work relating to radicalisation.

To make the difference on the ground, to connect with local communities to increase confidence and to ensure that police have sources of information to counter every level of terrorist activity, we need to equip officers at every level of the service with appropriate knowledge and skills.

NEXT STEPS

- The Government will continue to work closely with its stakeholders to assess what further actions will enable all agencies to counter the terrorist threat as effectively as possible. This will include work with the owners and operators of sites vulnerable to terrorist attack to ensure that our protective security arrangements are properly disseminated and integrated. This includes work with airport operators and the owners of pubs, clubs and sports venues. Work will continue on this over summer 2007.

The harm caused to the UK by **serious organised crime** has been estimated at upwards of £20 billion a year. The Serious Organised Crime Agency (SOCA) provides national leadership on tackling serious organised crime, stopping serious criminals and their illegal profits. As part of this, SOCA has moved towards examining success through impacts on criminal problems and crime prevention and ultimately harm rather than traditional outcomes (such as arrests or seizures).

SOCA has 20 programmes of activity ranging from drug trafficking to fraud. This is backed up by a National Intelligence Requirement outlining the knowledge gaps in these areas, which both SOCA and police forces need to fill. SOCA's role is complemented by close working with the police, who are increasingly collaborating across force boundaries to enable effective intelligence-led activity against organised crime.

The Border and Immigration Agency works to tackle criminal activity linked to illegal immigration. This will involve establishing multi-agency immigration crime partnerships to share intelligence and ensure a joined-up approach, facilitating the removal of those illegal migrants who cause the most harm to our society.

A growing concern about the increasing numbers of children being trafficked for labour and sexual exploitation as well as benefit fraud is also being addressed through Home Office work.

NEXT STEPS

- The Serious Crime Bill will deliver new powers on organised crime (aiming to achieve Royal Assent and implementation by April 2008).
- A consultation period on the Asset Recovery Action Plan ends in November 2008, and the Government is working towards a plan to deliver £250 million of recovered assets by 2009/10 (a doubling of performance over 2006/07).
- The Serious Organised Crime Agency and the Assets Recovery Agency will merge by April 2008.



CONTINUED PRESSURE ON ANTI-SOCIAL BEHAVIOUR

Anti-social behaviour blights the lives of individuals and whole communities and remains a key area of concern for the public. Fear and anxiety caused by anti-social behaviour can destroy people's quality of life. Even at its most minor, anti-social behaviour is associated with a strong perception of neglect by authorities (e.g. failure to deal with environmental crime such as fly-tipping and graffiti), and a low expectation of service providers' abilities to make a difference. At its most severe, it can affect people both physically and emotionally, undermining health, and destroying family life and social cohesion. It costs public agencies over £3.4 billion²⁴ to put right and it can also hold back the regeneration of our most disadvantaged areas, creating an environment in which crime can take hold.

The Government's approach is built around the tiered use of tools and powers (such as written warnings, home visits, Acceptable Behaviour Contracts, Anti-Social Behaviour Orders (ASBOs), dispersal zones, Parenting Orders and crack house Closure Orders) and a focus on enforcement alongside support, particularly for young people or for those whose behaviour is affected by substance misuse. There is strong evidence that this twin-track approach, support and enforcement, is working: the National Audit Office concluded that the majority of people (in their sample of cases) who received an anti-social behaviour intervention did not re-engage in anti-social behaviour, bringing some respite to the community.²⁵ This followed reports from the Home Affairs Select Committee and from the Audit Commission that supported our approach of tackling not tolerating anti-social behaviour. Furthermore, in 94% of local authorities high perceptions of anti-social behaviour have dropped over three years (2003 to 2006).

CASE STUDY

An estate in Cumbria experienced an alarming increase in the number of youth-related disorder incidents. The behaviour consisted of daily harassment, criminal damage and verbal abuse, causing significant distress to residents. Four main offenders were identified, aged between 12 and 15 years. The local police officer, housing officer, youth diversion worker, Youth Offending Team and local education authority worked together with residents to tackle the problem. The youths and parents were visited by the police and housing officers to remind them of their tenancy agreements. Witnesses were encouraged to provide evidence. All four youths signed Acceptable Behaviour Contracts (ABCs) and were referred to Connexions and the local education authority for diversionary work. When they continued to be involved in anti-social behaviour, all four were arrested for harassment. Diversionary work continued while the youths were on bail, including a Connexions course which encouraged them to take more responsibility for their actions. Two were reprimanded and two went to court, where they pleaded guilty and had Restraining Orders imposed on them. As a result, only one youth continued to offend – and following the beginning of the eviction process, the family moved from the area of their own accord. The number of youth-related disorder incidents in the area has dropped to previous levels and none of the youths remaining in the area have since offended. The witnesses and youths have continued to be supported by regular visits by the police and other agencies. The positive actions taken have resulted in those who were the victims going on to form a Neighbourhood Watch scheme which now covers the whole estate.

²⁴ www.homeoffice.gov.uk/rds/pdfs04/dpr26.pdf

²⁵ NAO (December 2006) *The Home Office: Tackling Anti-Social Behaviour* (www.nao.org.uk/publications/nao_reports/06-07/060799.pdf).

CASE STUDY

Burnley Youth Vehicle Project. A lack of respect for the local area from some residents has resulted in high levels of criminal damage in Burnley. Together with local residents, young people, the Police Community Support Officer for the area, a youth services provider and local companies (PC World) identified a gap in youth services which led to the development of the Youth Vehicle Project. Young people formed a committee to design a bus. PC World supplied the technology and Participation Works supplied the staff. The vehicle has internet access, a PlayStation and a refreshments area, as well as a facility that can be used for confidential chats with support workers. Some 1,650 youths have passed through the bus since its launch on 16 May 2007 and residents and users alike have made very positive comments about it. Its popularity has resulted in at least one youth centre offering additional provision due to the numbers of youths being signposted from the bus.

CASE STUDY

Through the Respect programme, the Government has established 53 **Family Intervention Projects** across the country. These projects have two equally important tools – enforcement action and intensive support – that work really effectively to turn around the anti-social behaviour of families and bring peace to communities. Projects take a whole family approach that recognises the interconnectedness between children's and adults' problems. Sharon (27, with a long history of drug abuse and failed tenancies) was moved into residential accommodation by her local Family Intervention Project. She was facing eviction proceedings because of the state of her home and noise nuisance to her neighbours. The behaviour of her 5-year-old son was out of control. She was provided with intensive intervention and hours of support from hostel staff. A behaviour contract was agreed, setting out what was expected of the family. Sharon's drug dependency and low self-esteem were addressed through specialist services. Her son's school attendance was monitored. As a result, social services were able to reduce their involvement, Sharon keeps her home in a respectable state and turns away unwanted visitors, and her son is happier now that he is in a safer environment and has a clear routine.

NEXT STEPS

- **The challenge now is to bring all areas of the country up to the standard of the best.** This means ensuring that the available tools and powers are being used most effectively and appropriately. Local councils, partnerships and practitioners should consider anti-social behaviour problems within a local strategic assessment, which is strongly based on evidence and intelligence. In the light of that assessment, they should deploy the most appropriate mix of tools and powers, based on good practice, press for genuine multi-agency involvement from all relevant partners (including the third sector), and communicate with the public about the action that has been taken and assess whether it has made a difference.

- There will be a fresh drive to **increase the take-up of *supportive* interventions** that reduce anti-social behaviour, allied with the use of enforcement powers to ensure overall success. These positive interventions include Individual Support Orders and parenting support interventions delivered as part of Parenting Orders. As part of this, we are introducing – through the current Criminal Justice and Immigration Bill – mandatory annual reviews of young people’s ASBOs, in order to identify ways of ensuring better compliance with the conditions of their order.
- Government (national and regional, and Welsh Assembly Government) will provide an **active supportive role to agencies**, improving knowledge about the effectiveness and most appropriate use of tools and powers, supporting delivery (e.g. through practitioner guidance, joint workshops with key delivery partners), and facilitating building the evidence base in areas where it is more limited (e.g. criminal damage), identifying innovative solutions and spreading good practice.
- The proposed Safer Communities PSA will measure community satisfaction: public satisfaction with, and confidence in, local agencies. Improvements in satisfaction and confidence will rely on the provision of high quality services and dealing with the issues that matter to communities – Neighbourhood Policing will be an important tool.



AN END-TO-END APPROACH TO CRIME

Reducing crime by looking at offence types and performance management has delivered massive reductions in some forms of crime. Now is the time, however, to look at a broader approach. Our approach to crime for the next four years recognises that government and agencies tackle crime by focusing on the key areas of intervention to reduce both offending and victimisation.

- **Early intervention:** tackling risk factors and enhancing protective factors to reduce the number of young people becoming offenders.
- **Situational prevention:** reducing opportunities for offenders to commit crime.
- **Enforcement:** ensuring that when people do commit crime, it is detected, and there is a penalty appropriate to both the offender and the offence.
- **Reducing reoffending:** managing known offenders in such a way as to prevent future reoffending.

This framework emphasises a focus on the offender as well as the offence. ‘Reducing reoffending’ and ‘offender management’ should be recognised as being wider than action and intervention once an individual has received a prison sentence or community order. Some of the most successful offender management approaches – the Drug Interventions Programme,²⁶ the Prolific and other Priority Offenders programme,²⁷ Youth Offending Teams (YOTs)²⁸ – intervene with offenders before, during and after contact with the criminal justice system, and are multi-agency approaches.



EARLY INTERVENTION – A RENEWED FOCUS ON YOUNG PEOPLE

Ten years ago we were facing the prospect of a generation significantly disillusioned and excluded from opportunity. The Government and delivery partners have done much to prevent that, to reduce child poverty, lift communities out of deprivation and improve opportunity. The Government has long recognised that for a variety of reasons, some young people do not reach their full potential, and is committed to improving outcomes for those children and young people.²⁹ Major reforms to youth justice and children’s services over the past ten years – including the establishment of the Youth Justice Board and local

²⁶ The Drug Interventions Programme is a key part of the Government’s strategy for tackling drugs and reducing crime. Introduced in 2003, with new elements having been phased in each year since, the programme aims to get adult drug-misusing offenders out of crime and into treatment and other support. Some interventions operate right across England and Wales, while additional ‘intensive’ elements operate in those areas with the highest acquisitive crime.

²⁷ The Prolific and other Priority Offenders programme aims to reduce crime by targeting the most prolific offenders and young offenders who are at risk of becoming part of this group. 50% of all crime is committed by just 10% of offenders, and the 5,000 most active offenders in the country are estimated to be responsible for one in ten offences. There are three strands to the strategy: prevent and deter, catch and convict, and rehabilitate and resettle.

²⁸ There is a Youth Offending Team (YOT) in every local authority in England and Wales. They are made up of representatives from the police, Probation Service, social services, health, education, drugs and alcohol misuse and housing officers. Each YOT is managed by a YOT manager who is responsible for co-ordinating the work of the youth justice services.

²⁹ *Every Child Matters: Change for Children* sets out the Government’s policy in England, and is an approach to the well-being of children and young people from birth to age 19. The Government’s aim is for every child, whatever their background or their circumstances, to have the support they need to: be healthy; stay safe; enjoy and achieve; make a positive contribution; and achieve economic well-being. In Wales, the policy is set out in *Children and Young People: Rights to Action*.

YOTs – have increased the capacity and workforce of these services and have developed interventions and programmes to respond to risk or early misbehaviour. But there is still more to be done.

A small number of young people are still left behind, and we will redouble our efforts to tackle this. The new **Department for Children, Schools and Families (DCSF)** will build on the successes in education and children’s services that we have seen over the last decade. It will focus on the significant challenges that remain – raising standards so that more children and young people reach expected levels, lifting more children out of poverty and re-engaging disaffected young people. The refocused department will be able to respond to new challenges that will affect children and families, such as demographic and socio-economic change, developing technology and increasing global competition. In addition, the Government will continue its work, led by the Cabinet Office, to bring a renewed focus to tackling social exclusion. *Reaching out: An action plan on social exclusion* sets out the Government’s approach to tackling the most entrenched forms of social exclusion.³⁰

Ideally we want to prevent offending as early as possible, but provision must be available at every stage of a young person’s development. They also need to acknowledge that families and the communities to which they belong have a crucial role in helping children grow up successfully.

While the foundations for effective early interventions are already in place, we need to improve delivery to ensure that all young people’s needs are met and problems identified as early as possible through interventions which involve all the appropriate partners. Success is so dependent on joint working – in terms both of early identification and the planning and delivery of interventions – that it is vital that agencies work better together at local level.

CASE STUDY

Nancy initially became involved with **Positive Futures** (which uses sport to steer young people towards education, training and employment), through a girls’ football programme. At first she was always being sent off and constantly picked fights with referees. Over time, however, she built up a rapport with those around her and especially project leaders. She began helping out the younger girls, assisting them with her new-found skills, and even began voluntary work with the programme. The knock-on effect on her college performance was huge. Her attendance and attitude was so improved that Nancy went on to achieve 11 high grade GCSEs. Nancy has continued to study and is currently working as a school mentor. Positive Futures is managed nationally by Crime Concern (an independent, non-profit registered charity working to reduce crime) and funded by the Home Office.

THREE STEPS

1. Successful early prevention needs high-quality universal services (such as schools and health services), which are accessed by the most vulnerable families, and which promote early resilience and support children to avoid risk factors and build protective factors. Through the Social Exclusion Action plan³¹ and the recent Children and Young People review,³² and through the Extending Entitlement agenda in Wales,³³ the national and devolved governments have indicated where they will do more to intervene more effectively in a purely preventative way, particularly through building resilience. This includes ensuring that vulnerable children and families are engaged and supported to access the universal services they need. Broadly focused parenting support has an important role here. Early identification of, and intervention to address substance misuse through children’s services and youth justice agencies is critical in preventing young people offending.

2. Early intervention: Identifying children and young people who are on the cusp of getting involved in offending is crucial in preventing them escalating rapidly into more serious crime, and in preventing them becoming victims of crime. The success of early

³⁰ www.cabinetoffice.gov.uk/social_exclusion_task_force/publications/reaching_out/

³¹ *Reaching out: An action plan on social exclusion*, September 2006. It sets out the actions being taken across government to improve the life chances of those who suffer, or may suffer in the future, from disadvantage.

³² Budget 2006 announced that the 2007 Comprehensive Spending Review would be informed by a series of policy reviews, one of which was a review of children and young people, building on the Government’s strategy to improve their outcomes. www.hm-treasury.gov.uk/spending_review/spend_csr07/reviews/cyp_review/cypreview_index.cfm

³³ www.learning.wales.gov.uk/pdfs/extending-entitlement-making-real-e.pdf

intervention depends on services recognising individual risk, discussing potential solutions in a multi-agency forum and responding in a co-ordinated way.

In England, the implementation of **targeted support**³⁴ will help staff in different settings to identify vulnerable young people early, and draw in other services for these young people to receive appropriate support. For example, YOTs, schools or health services all have a role in flagging risk, assisted by the Common Assessment Framework.³⁵ The most appropriate service (e.g. YOT, Child and Adolescent Mental Health Service, teachers, education welfare, police in schools) will deliver the necessary interventions or may support access to mainstream services, depending on the young person's risk factors and needs. If a number of services are involved, one practitioner will act as the 'lead professional' to co-ordinate the support and communication with the young person and their family. This should ensure that the young person is receiving the necessary universal services as well as those addressing risk factors specifically related to offending. Diversion, particularly sports and other youth programmes, has a key role. For example, YOTs may respond to risk using Youth Inclusion and Support Panels, a positive activity programme which can divert young people from anti-social behaviour and crime. In Wales the approach is set out in the All Wales Youth Offending Strategy.³⁶

As well as providing support where needed, agencies should also consistently challenge unacceptable behaviour, working with children and young people and their parents on a voluntary basis where possible, but inviting courts to make orders where necessary. More targeted parenting interventions, which can be supported by a Parenting Order, play an important role.

CASE STUDY

Bolton Youth Inclusion Programme (YIP) is operating in wards that are in the top 10% of the country's most deprived neighbourhoods. The programme uses a multi-agency approach and is a good example of joined-up crime prevention, identifying a core group of young people at high risk. It contributes to school exclusion and truancy reduction by working with schools to support young people who are struggling, seeking to get them back into education. Education services are involved in developing multi-agency support plans alongside the YIP. In the period 2003–06, local data showed that arrest rates for young people on the YIP went down by 59%.

3. Pre-court interventions form an important part of our efforts to address lower-level crime without resorting to the formal youth justice system. The Final Warning scheme has been successful in responding to first-time offending by combining formal censure with supportive interventions by YOTs which address the young person's needs. Again, parenting interventions, sometimes supported by court orders, are also a key part of our response to early offending by young people. In some areas, an intensive approach has been appropriate. Through the Respect programme, the Government has recently established 53 Family Intervention Projects across the country. These projects have two equally important tools: enforcement action and intensive support, including parenting skills. Acceptable Behaviour Contracts are promising early, voluntary options for dealing with anti-social behaviour. And new Penalty Notices for Disorder (PNDs) provide an additional option for dealing with 16–17-year-olds who commit low-level offences.

³⁴ The *Youth Matters* Green Paper (2005) sets out a vision of integrated youth support services helping all young people in England achieve the five Every Child Matters outcomes through the coherent, young person-centred delivery of information, advice and guidance, support, development opportunities and positive activities. Targeted youth support is central to this. It aims to ensure that the needs of vulnerable teenagers are identified early and met by agencies working together effectively, in ways that are shaped by the views and experiences of young people themselves. In Wales, targeted support for children and young people is administered through Cymorth, the Children and Youth Support Fund.

³⁵ The Common Assessment Framework is a standardised approach to conducting an assessment of a child's additional needs and deciding how those needs should be met. It is intended to provide a simple process for a rounded assessment of a child's needs and strengths, taking account of the role of parents, carers and environmental factors on their development. Practitioners will then be better placed to agree, with the child and family, about what support is appropriate.

³⁶ www.yjb.gov.uk/en-gb/News/AllWalesYouthOffendingStrategy

Young people are often *victims* of crime, in the home, at school or in the wider community or neighbourhood. In 2004, 49% of school pupils had been a victim of crime in previous years (and 55% of excluded pupils) and young people are particularly subject to repeat victimisation.³⁷ Victimisation in childhood and adolescence can have serious detrimental effects on development. There has been relatively little explicit focus on young people as victims (responding to their needs, and reducing their likelihood of being victimised) in the past ten years, and we will increase our focus in this area.

Our response must take into account the fact that much youth victimisation is by other young people.³⁸ Equally, many young offenders have also been victims: being a victim at age 12 is a significant predictor of offending at age 15.³⁹ Intervening with young victims should therefore reduce the risk that young victims go on to enter the cycle of offending and further victimisation.

CASE STUDY

Text Someone gives pupils the chance to text, email or call 24 hours a day, seven days a week, to report any problems or incidents of bullying, theft, crime or anti-social behaviour directly to their school. Once the school has received the message they can take appropriate action. It also allows forwarding of unwanted or abusive text messaging (see www.textsomeone.com).

NEXT STEPS

- The Government has launched a major consultation on keeping children and young people safe, “Staying Safe: A consultation Document” which will include proposals to ensure that young people are protected from being victims of crime.
- The Department for Children, Schools and Families, and the Treasury are also developing a 10 Year Youth Strategy, which strengthens the Government’s commitment to an overarching vision that sees all young people fulfilling their potential, making successful transitions to adulthood and contributing to their community.
- More work is needed to understand the **needs of young victims** and the most effective responses to reduce the impact of victimisation, and the Government will explore ways of improving knowledge in this area. The Office for Criminal Justice Reform has led considerable work on improving the response of the system to all victims and witnesses, and is now looking at the needs of young victims in particular. The Home Office has previously obtained information on the victimisation experiences of the under 16s through the Offending, Crime and Justice Survey. To develop a better understanding of the nature and longer term patterns of crime that young people suffer, the Home Office is exploring the practicality of routinely including the under-16s in the British Crime Survey.
- **The Government will support the police and services for children and young people in working more closely together.** Safer Schools Partnerships (SSPs) are a good example: by building a close relationship between specific police teams and schools, SSPs have increased the trust and confidence that young people have in the police, and helped to tackle crime and disorder issues in the school and immediate neighbourhood. SSPs are already building close links with neighbourhood policing teams, where these have been rolled out. The Government is committed to supporting the development of SSPs and has written to Chief Constables asking them to consider a further push to develop SSP support for the schools in the communities which would most benefit from it.

³⁷ MORI (2004) *MORI Youth Justice Survey 2004*, London; Youth Justice Board and Home Office (2005) *The Victimisation of Young People: findings from the Criminal Justice Survey 2003*, London: HMSO.

³⁸ Offending, Crime and Justice Survey 2005.

³⁹ Smith D (2004) *The links between victimisation and offending, Edinburgh Study of Youth and Transitions*, no 5, Edinburgh: University of Edinburgh.

CASE STUDY

Safer Schools Partnerships (SSPs) are an innovative approach to the partnership between police and schools, encouraging the police, children and young people to build good relationships, trust and mutual respect through police officers working in schools. Following the introduction of a number of SSPs, Westminster schools reported a 20% drop in permanent exclusions, a 29% drop in fixed-term exclusions and a 29% drop in youth crime around the schools. One deputy head in Liverpool said: 'Exam results have improved since we've had the SSP – this is a spin-off from the work the SSP is doing to support the students and make the school a safe place to be.' Another teacher said: 'One of the major outcomes of having a police officer on site has been the turnaround in our students' attitude towards the police officer. He is seen by the students as someone whom the students can approach, discuss issues with and gain help and support from. This has spilled over into diffusion of possible confrontations on the street merely by the presence of that known officer.'

- The Government expects local authorities, working through Local Strategic Partnerships, to **address the issue of young people's safety in Children and Young People's Plans**. Consultation with young people will be critical, to ensure that their safety concerns are understood by service planners. In addition, local authorities should consider drawing on the expertise of some third sector organisations who specialise in tackling conflict. Such organisations could be commissioned to intervene directly with problems in a particular area, or they could share their expertise in order to build the capacity of local authority officials.
- **A youth crime strategy and practitioner toolkit for local partners** will be produced jointly by the Home Office, DCSF, Association of Chief Police Officers, Youth Justice Board and Ministry of Justice. This toolkit will bring together a clear and shared vision for how children and young people should be dealt with by the whole range of services in a local area. Supporting work to pilot

good practice approaches will include Safer Schools Partnership work and better engagement of third sector providers. Among other things, this will specifically address support for young people who are victims of crime and/or anti-social behaviour, recognising that a proportion of these young people may also already be offenders or at risk of becoming offenders unless a positive intervention takes place.

CASE STUDY

The **Kickz** football programme works with the football industry and police, supported by the Respect Task Force and V charity. It targets some of the most disadvantaged neighbourhoods in the country in order to create safer, stronger and more respectful communities. The programme is managed by the Football Foundation but delivered locally through partnerships between professional football clubs and Safer Neighbourhood Policing Teams with input and guidance from a range of other project partners. Tottenham Hotspur Football Club's Community Programme started one of the first Kickz programmes with a few young people turning up on a regular basis to play football on one of the many housing estates across Haringey. However, within 12 months activities included basketball, dance, workshops, IT sessions, homework clubs and volunteering placements. The number of young people attending sessions continues to grow with over 250 now attending on a regular basis.

CASE STUDY

The **409 Project**, based in Stockwell, has helped more than 4,500 10–17-year-olds in the early stages of offending or who are likely to reoffend since it was founded in 1981. One member said: ‘My first involvement with the police was when I got arrested for robbery. I got a reprimand. My next arrest was for burglary and I got a final warning and was referred to YOT and then the 409 Project. Since coming to 409 Project my offending slowly began to drop. I did various activities which showed us the most serious consequences of offending and how offending affects us in the future. The anti-gun crime campaign Operation Trident came in and talked to us about how gun crime destroys thousands of families a year. Just after talking with a few members of Trident, my friend got shot. This is what almost fully stopped my offending and it changes the way you think when one of your close friends becomes a victim of gun crime. My worker from the 409 Project tried to get me involved with the Prince’s Trust course but I kept saying no. He annoyed me and kept phoning me until I gave in and started the course. Now I’ve finished, I’ve got a City & Guilds Profile of Achievement, a first aid qualification and a diploma in self-development.’⁴⁰

we must use the locks provided on our front doors and cars, report crime to the police, and not buy stolen goods. The police and Crime and Disorder Reduction Partnerships and Community Safety Partnerships need to identify ‘hot spots’ and exert pressure on the managers of those locations to introduce preventive measures. Businesses, whether local schools, hospitals, shops or house builders or national brewery chains and mobile phone companies, must design out crime from their services and products to ensure the safety of their customers. The role of the Government is to make sure that all this happens.

Much progress has been made in developing this approach to crime control in the UK. Indeed, we are seen as the world leader. The introduction of the Crime and Disorder Act in 1998 was a particularly important milestone, encouraging much situational crime prevention at the local level. The Crime Reduction Programme that followed introduced various initiatives to motivate designers generally to ‘think thief’, and the UK Government has worked closely with the corporate sector to design out problems such as credit card fraud and car theft.

There are now over 100 documented case studies showing how crime has been reduced by modifying places, products and services and removing the opportunities for theft, violence or vandalism. Cost-effectiveness studies have shown savings of up to five times the amount invested, with the promise of an even higher return if measures had been taken at the design stage rather than retro-fitted after the problem had taken hold.

There is a good track record here. We have a sound and extensive evidence base, a range of tools for practitioners, and ten years of the Crime and Disorder Act mean that local structures, incentives and performance management processes are now reasonably well developed. The time is now right for the Government to turn its attention to raising the profile of crime reduction in the corporate sector.

A vibrant economy and business environment means an ever-changing and developing market of products and services. This is a good thing, and government does much to support it, encouraging innovation and the commercial exploitation of new technological developments. But with this freedom comes



SITUATIONAL PREVENTION – NATIONAL FOCUS TO PREVENT OPPORTUNITIES FOR CRIME

Situational crime prevention aims to reduce opportunities for crime. It focuses on highly specific forms of crime, changing the way the immediate environment or target of the crime is managed or designed so that the risk or the effort required to commit the offence is increased, the rewards are reduced, or the triggers removed from the environment.

We all have a responsibility to design out crime and deprive offenders of easy opportunities. As individuals

⁴⁰ www.smartjustice.org/ypvoices.html

responsibility. Business must ensure, for example, that it does not sell products which are harmful to users or which pollute the environment. A raft of legislation and regulation exists to ensure this and economic incentives created through the use of, for example, star ratings so consumers can choose products which produce less CO₂ and the Prime Minister's recent announcement to exempt stamp duty on carbon-neutral homes worth up to £500,000.

CASE STUDY

Local design against crime. The shop frontage area of a street in Trafford was a congregation point for local youths who treated it as their own and committed anti-social acts including causing annoyance, graffiti, harassment of shop users and drug dealing. A local partnership was created and a process of consultation, design and scoping commenced which resulted in the local crime reduction adviser and trained architectural liaison officer redesigning the frontage. The open space was split into four mini gardens with ownership apportioned to community groups, schools and the local authority. Low fencing divided the 'legitimate' space and gardens and the paved areas beneath the shop canopies were reduced. The cost of the project was around £40,000. The incidents of crime have virtually disappeared, shop keepers have reported large increases in custom and therefore profit and the ambience of the area has been greatly increased to residents, passing traffic and visitors to the area.

In the same way that business practices and products can have consequences for pollution or safety, so too these can have consequences for crime. New products and services introduced with little thought to how offenders might exploit the opportunities created can drive new crime waves. There are many examples – the high-rise public housing estates of the 1960s, the motor car, credit card, and mobile phone. The internet has enormous positive potential, but also negative, such as the potential for fraud, scams, and child pornography.

Unlike safety or environmental pollution, however, there are few incentives for businesses to design out crime. There is little regulation, consumers have little choice or knowledge to inform their purchasing decisions, and businesses may not always bear the costs of the crimes associated with their products and services. However, businesses are often also victims of crime – from shoplifting to fraud to theft of cash and valuables in transit, and tackling crime through design will have benefits for the corporate sector. The Government will work with business both as victims and as part of the solution.

Government's response has been to work with industry to tackle specific problems that have grown to national significance. We will continue to do this. For example, following the fraud review, the National Fraud Strategic Authority will have a key role in ensuring that systems are in place to design out fraud. Our aim now, however, is for industry and commerce to do more to design out crime while its products and services are still 'on the drawing board'. This means putting crime prevention onto the Corporate Social Responsibility agenda, raising its status to that of health and safety or climate change.

Our strategy for working with the corporate sector to achieve this will be to:

- support the provision and dissemination of good practice guidance on **effective problem-solving techniques** to local partnerships, individual organisations and analysts;
- create an '**early warning system**' that draws on local crime analysis and consumer experience to identify problems quickly that are best tackled at national rather than local level;
- develop **incentives** for business design decision makers to 'think crime' routinely;
- work closely with consumer groups to **increase the demand for crime-free products and services**; and
- support the inclusion of crime prevention in the **professional training** of scientists and designers.

CASE STUDY

Designing out crime from mobile phones. In the UK, mobile phones are stolen in around half of all robberies and are the only item taken in around a third of snatch theft. Young people are particularly affected. In the UK, the Government, the police and the mobile phone industry have worked together to successfully contribute to overall reductions in robbery. The range of measures adopted by the UK includes:

- a national database of stolen phones that are barred across all UK networks. The current target is to block 80% of stolen mobiles across all networks within 24 hours. The UK networks are currently exceeding this target;
- a voluntary agreement with mobile phone manufacturers to make it hard for criminals to change the identity of handsets;
- a new offence that makes it illegal to tamper with, or agree or offer to tamper with, a mobile phone handset's identity;
- a police national mobile phone crime unit, to develop and disseminate effective police tactics in tackling mobile phone theft; and
- public awareness campaigns, to get messages across to mobile phone users, thieves and buyers of stolen phones.

Many mobile phones are stolen in the UK for sale in Europe and beyond, and work is under way to prevent them working there as well. The GSM Association has issued a directive to all network providers across Europe to ask them to implement their own Equipment Identity Registers so that they can recognise and block stolen phones. Some countries have made reprogramming an illegal activity, for example France and Lithuania. The UK is lobbying for more countries to adopt the UK legislation, which would also act as a catalyst for industry to take action as well.

NEXT STEPS

Government will work with a range of experts (such as the Commission for Architecture and the Built Environment) to help shape the strategy. In the first year, we will focus on a number of key business sectors:

- The **environmental development and planning** sector, to design out crime from new developments. This will include promoting good practice in using the planning system to ensure that designers and builders consider crime prevention measures during the design stage of their proposals, supporting the widespread adoption of the good practice guidance set out in *Safer Places: The Planning System and Crime Prevention*⁴¹ and the police Secured by Design scheme, and exploring the need for crime prevention training within schools of architecture and town planning.
- The **manufacturing** industry, to design out crime from mobile electronic products, and be one step ahead of thieves as new high-spec phones come on to the market.
- The **retail** sector – we will work closely with stakeholders through the creation of a new Retail Crime Strategy group.
- The **banking** industry – we will continue to work with the banking industry on the introduction of technical design solutions to fraud.
- **Identity fraud** – we will continue to work closely with stakeholders via the Identity Fraud Steering Committee.
- We will also seek to **raise the profile of crime against businesses**, to ensure that CDRPs/CSPs engage with the business community as part of their local strategic assessments.

DETECTION, SENTENCING AND REDUCING REOFFENDING

The wider criminal justice system is also a key partner in the delivery of this strategy. The CJS provides the underpinning framework of fairness and justice, on which public confidence in the whole system depends. The CJS also contributes to crime reduction by effective deterrence and enforcement through to work to reduce reoffending. The chances of offenders getting caught has increased, and this will continue, aided by technological advances and better criminal justice system processes. The Home Office, the Ministry of Justice and the Attorney General will work closely together (supported by the Office for Criminal Justice Reform⁴²) to ensure that sentencing and the way in which offenders are managed fulfil both the need to

⁴¹ www.communities.gov.uk/pub/724/SaferPlacesThePlanningSystemandCrimePrevention_id1144724.pdf

⁴² The Office for Criminal Justice Reform is hosted by the Ministry of Justice but works trilaterally to support a joined-up approach through the National Criminal Justice Board, Local Criminal Justice Boards and the delivery of cross-criminal justice system targets and programmes.

punish and deter and the need to rehabilitate, as well as the need to increase public confidence in the criminal justice system.



USING LAW ENFORCEMENT AS A DETERRENT

INCREASING DETECTION RATES

Effective policing and an efficient and speedy criminal justice system have a key role in deterring offending, by increasing the chances of getting caught and ensuring that appropriate penalties are given. The evidence shows that increasing the rate at which offenders are convicted will reduce the total number of crimes. 1.399 million offences were brought to justice across England & Wales in the year to December 2006. This exceeds the level of the target to bring 1.25 million offences to justice in 2007/08, and represents an increase of 40% on the baseline year ending March 2002⁴³. This is a significant success, delivered by the Criminal Justice System agencies working in partnership.

Government has consulted on a new PSA target (for 2008-11) that moves from one based on the total volume of offences brought to justice to one based on the proportion of offences brought to justice (OBTJ). This would provide a framework for local criminal justice services, including the police, that allows them to take account of levels of crime in their local areas when developing their crime strategies. We are also looking to include in the proposed target a much clearer focus on bringing more serious offences to justice, and promote a more proportionate response to lower-level offending. And we are looking to see how the PSA framework can be managed in a way that gives local services greater flexibility to focus on those matters which are a concern for local communities. Reducing reoffending will be a more explicit part of agencies' work.

There are three key areas of focus to help achieve this objective:

- **Increase the capability of the police, the CPS and other prosecutors, and the courts to detect crime and bring offenders to justice.** Continued development and roll-out of information and communications technologies (such as Automatic Number Plate Recognition and mobile data solutions) will increase detection capability. Joint working between the police and the CPS as a prosecution team will continue to deliver increased success in prosecutions, by ensuring that the correct charge is made and cases are properly built.
- **Work across the criminal justice system (CJS) to simplify CJS processes,** making them swifter and more efficient, and reducing bureaucracy and delay, through delivering the recommendations of the Criminal Justice: Simple, Speedy, Summary review. This needs to deliver a step change in the confidence of both staff and users in the effectiveness of the CJS. Simple, Speedy, Summary offers a real opportunity to free up resource for front-line policing and in the courts, and for a clearer focus on serious and persistent offending.
- **Focus on prolific and other priority offenders,** to ensure that detection and enforcement effort is targeted at those causing the greatest volume of crime and greatest harm.

SENTENCING AND PENALTIES

Penalties should be appropriate to both the offence and the offender. Dangerous and violent offenders should go to prison, with those who pose the most danger remaining in custody until it is safe to release them. But custody should not be used where community penalties and fines are more appropriate. We also need to develop a full range of penalties: some whose main emphasis is to protect the public, some whose main emphasis is simply to punish and deter (such as fines), and others with a significant rehabilitative or reparative element. To achieve this, we need to:

⁴³ Data are provisional and subject to change. This contains estimates for missing data.

- **ensure that sentencers and the public have confidence in community penalties and fines**, and that approaches such as Community Payback⁴⁴ are widely publicised and understood. Increasing the transparency and responsiveness of the criminal justice agencies (through programmes such as Neighbourhood Policing and Community Justice⁴⁵) is important in increasing public confidence that the system is fair and effective, and that penalties are appropriate;
- **complete the roll-out of Conditional Cautions for adults** (where prosecutors decide whether a diversion from prosecution by way of a Conditional Caution is an appropriate disposal) for certain less serious offences, such as criminal damage, where the offender has admitted guilt and there is not a risk to the public. These give the offender an opportunity to get help to address their behaviour (such as drug or alcohol counselling) or make amends such as paying compensation to the victim or making reparation. Victims are consulted. Conditional Cautions provide a swift and effective way of responding to less serious and uncontested offending. They also help to free up resources for front-line policing and for the courts to focus on contested cases and more serious and persistent offenders. In addition, the Police and Justice Act 2006 introduced a wider range of conditions that can be set, to include fines or reparation to communities through unpaid work;
- **ensure that the appropriate level of penalty and related interventions are provided to help young people address their offending behaviour.** During 2007/08, the Government (Ministry of Justice) will be putting proposals before Parliament for a youth justice version of Conditional Caution for 16–17-year-olds; and
- **focus resources in prison and probation where they will make the most difference.** It is essential in order to be successful in reducing reoffending that we can align the demand for prison places with the supply and use probation resources to work with offenders who require supervision. We are working to achieve this alignment and ensure these connections are made at national and local level between crime reduction, the sentence that an offender gets, the interventions they receive, and

their reduced risk of reoffending. In the review which he is currently conducting, Patrick Carter is focusing specifically on the changes which will be necessary in the sentencing framework and to remand policy in order to align supply and demand. The Ministry of Justice will be considering how to take forward the recommendations emerging from his review when they receive them in autumn 2007.

SUPPORTING VICTIMS

The way in which agencies respond to victims of crime has a direct impact on their levels of confidence and the confidence of those around them. It is imperative that tailored help and support, both practical and emotional, are provided in the immediate aftermath of a crime and throughout the criminal justice process. Government (led by the Office for Criminal Justice Reform) will continue to work with Local Criminal Justice Boards to ensure that victims receive the service they are entitled to under the Code of Practice for Victims of Crime and put in place a similar Witness Charter by April 2008.

- The Office for Criminal Justice Reform is working with Victim Support to build on pilots of enhanced services for victims, providing a tailored needs-assessment for victims and providing support services to meet those needs. We aim to roll out the new enhanced services model over 2007/08.
- The Victims Fund (which invested £5.25 million over the past three years) will now be resourced by a Victims Surcharge, diverting money from offenders directly back into new support services for victims.
- Specialist training is being developed for sexual offence liaison officers and investigating officers and for specialist rape prosecutors and barristers acting in rape cases. The number of Sexual Assault Referral Centres is being increased, providing a higher standard of evidence, and better care for victims.
- To tackle intimidation, the Office for Criminal Justice Reform is working with criminal justice agencies to develop a full range of guidance for practitioners aimed at encouraging vulnerable and intimidated victims and witnesses to report crime and ensuring that they receive appropriate support throughout the criminal justice process.

⁴⁴ With Community Payback, communities have the opportunity to influence the type of work offenders carry out in their neighbourhoods. The aim is to make the unpaid work performed by offenders more visible and more representative of the communities' needs. Some 5 million hours of unpaid work are carried out every year in England and Wales, with projects always involving activities that would not otherwise be carried out. These projects include graffiti removal, redecorating community centres and environmental work.

⁴⁵ Community justice involves the courts and the judiciary connecting to the community, finding out their views on crimes that are of most concern, the impacts of those crimes and the way offending is tackled; ensuring that compliance with the court's orders or other penalties is seen and recognised by the community; ensuring that cases are handled robustly and speedily, with a strong independent judiciary leading the problem-solving approach; and maintaining oversight over offenders' progress post-sentence.

NEXT STEPS

A strategic plan for the criminal justice system is being developed for publication later in 2007, and will contain further detail on objectives, milestones and responsibilities.



REDUCING REOFFENDING

The challenge is to transform offenders into law-abiding citizens. The Government's strategy for doing this focuses on seven main themes that can decrease the risk of reoffending:

- tackling the high prevalence of drug and alcohol misuse;
- dealing with the mental and general health needs of offenders (particularly those in custody or subject to Community Orders);
- improving offenders' basic skills and their ability to get and retain a job;
- ensuring that offenders can access and retain appropriate accommodation, and tackling debt;
- improving offenders' ability to see the consequences of their actions and to tackle problems without recourse to violence;
- ensuring education, training and employment opportunities for young offenders and raising achievement levels; and
- tackling the intergenerational offending cycle through working with offenders' families and children.

This broad approach to reducing reoffending is well established. For those offenders subject to statutory supervision, an offender manager (or, for young offenders, a youth justice practitioner) is responsible for the end-to-end assessment of an offender and the management of a series of interventions aimed at reducing their reoffending, based on the seven pathways mentioned above. This evidence-based and

individualised approach is working. A new offenders' assessment system has been introduced and the number of interventions delivered to offenders has risen significantly. In 2005/06, over 24,000 offending behaviour programmes and 12,000 drug treatment interventions were delivered across prison and probation. The 2004 adult reoffending rates show a reduction in proven reoffending of 6.9% compared with 1997, after changes in the characteristics of offenders have been accounted for. Actual reoffending rates for adult offenders have also fallen from just under 58% in 2000 to 55.5% in 2004. The reoffending levels of young offenders are also showing falls.

But we need to do even better. This is why the Government introduced the National Offender Management Service in 2004 to continue to drive forward the reforms to the system, in particular by introducing commissioning and contestability and offender management.

The approaches to change offending behaviour should not be limited only to those under statutory supervision by the National Offender Management Service. Interventions are frequently appropriate and necessary at other points: they can be initiated before an individual has been convicted, and in many cases (e.g. drug treatment) they should continue when the individual is no longer on statutory supervision. Reducing reoffending should not be thought of as purely the responsibility of the National Offender Management Service – CDRPs/CSPs are increasingly considering their role in managing offenders, and the Government wants to build on this.

CASE STUDY

Prolific and other Priority Offender – Nick.

Nick began his criminal career at 15. By the time he was 31, he had 25 convictions for burglary, although he admitted to around 30 to 40 acts each month to pay for his £1,000–£1,500 a month drug habit. In June 2003 he was referred to Leicestershire Prolific Offender Scheme and was given immediate access to drug and other treatment and therapy. Now his substance misuse has been addressed, he has stopped offending and he has found work as a successful self-employed kitchen fitter.

CASE STUDY

Reducing Reoffending Corporate Alliance.

Having a job is a key factor in reducing the likelihood of reoffending, and in late 2005 the Reducing Reoffending Corporate Alliance was launched with the aim of improving offenders' skills and enabling them to find sustainable employment. Members of the Alliance are employers drawn from the public, private and voluntary sectors who are committed to this agenda. For example, Wessex Water offers a 12-week pre-release training programme at four prisons in the South West. Participants learn the various skills required by the water industry, and successful trainees are offered employment on release. The programme is sustainable as it is focused on the skills gaps within the business, and provides training for employment rather than just employability. Mentors from within the company are appointed to help the trainee during the course, which comprises both practical and classroom training leading to nationally recognised qualifications. Offenders have been trained and employed in several areas of the business, and the company has found them to be motivated employees who are loyal and hardworking.

to ensure that the most prolific drug-misusing offenders are identified and managed effectively.

- The Ministry of Justice is now exploring ways of prioritising more effectively a broader group of prolific offenders within the National Offender Management Service system, in particular those sentenced to less than 12 months.

■ Deliver through a partnership approach.

- At a **national** level, the Home Office, Ministry of Justice and Attorney General's Office will work together with, in particular, the Department for Children, Schools and Families, the Department for Innovation, Universities and Skills, Department of Health, the Department for Work and Pensions, and Communities and Local Government. These departments will also work closely with the Welsh Assembly Government on their joint Welsh Assembly Government/National Offender Management Service reducing reoffending action plan.
- The Government has established three alliances
 - the Civic Society Alliance with local partners,
 - the Corporate Alliance with business and the Faith, Community and Voluntary Sector Alliance
 - all aimed at developing and embedding this partnership approach.
- At the **regional** level, Reducing Reoffending Boards are now in place, bringing together all relevant regional parties, including those departments represented in the Government Offices. The approach to joint commissioning and collaborative working will be strengthened.
- At the **local** level, multi-agency working is vital in protecting the public from the most serious and dangerous offenders. The Multi-Agency Public Protection Arrangements (MAPPA) ensure that the risk assessments and management plans that are drawn up for the most serious and violent offenders benefit from the information, skills and resources provided by numerous individual agencies. The police, probation and prisons take the leading role in MAPPA as the 'responsible authority', with other agencies, such as housing, health and social services, playing an important role.

NEXT STEPS

The main areas of focus will be as detailed below:

■ Ensure consistent prioritisation of offenders.

Available resources must be targeted to have the greatest impact, and, to be most effective, all parts of the system (CDRPs/CSPs, criminal justice agencies and the National Offender Management Service) should have a shared understanding of which offenders are the highest priority for intervention. Government has started and will continue to prioritise those prolific offenders who make people's lives a misery, pose the greatest risk or cause the greatest harm to the public. The Government will work with all these partners to ensure that priorities are clear right across the system. A list of the main offender management approaches is included at Annex A.

- The Home Office has already brought the Drug Interventions Programme and Prolific and other Priority Offenders programme closer together

- **Close working between partnerships**, as well as agencies, is important. Both Local Criminal Justice Boards (LCJBs) and CDRPs have a role in ensuring that the right services are in place, for example to support an offender when they leave prison, and need to communicate to ensure that there is clear ownership and responsibility. In 2006, the Office for Criminal Justice Reform (OCJR) issued guidance on LCJBs and CDRPs working together; since then, OCJR has been conducting a survey of LCJBs to identify good practice and will issue updated guidance. Furthermore, in future, in two-tier areas in England, a county-wide community safety body should exist to help co-ordinate cross-county issues of common concern. This will make liaison between LCJBs and CDRPs – as well as Local Strategic Partnerships – more straightforward.

RESPONDING TO OFFENDERS WITH MENTAL HEALTH NEEDS

EARLY INTERVENTION

Many offenders with mental health needs have been victims of crime and abuse in earlier life. Early intervention schemes are important to intervene early to support and manage those with mental health needs in order to prevent later offending or further victimisation. Such projects identify and address this abuse and then assess and intervene with young people and adults who have, or have had, conduct disorder, experience(d) abuse and/or have (had) mental health problems to prevent these conditions worsening.

- The Social Exclusion Taskforce and Department of Health recently announced a series of pilots, including home-based interventions, tackling mental health and conduct disorders in childhood.⁴⁶
- The Mental Health Bill currently going through Parliament will introduce Supervised Community Treatment Orders which will ensure that patients continue their treatment after release. The Bill also removes some of the legal ‘loopholes’ that currently prevent the exclusion of those with the most complex mental health needs (and most at risk of offending) from the services they require.
- Other approaches should involve multi-agency collaboration and information-sharing between the police, education and healthcare professionals, social

services, housing and NHS mental health services.

OFFENDERS IN PRISON

In terms of enforcement, in principle offenders with mental health needs should be held to account in the same way as those without such needs. But it is important that, as they come into contact with and pass through the criminal justice system, the mental health needs of such offenders are identified and addressed, as part of their rehabilitation.

Significant progress has been made in recent years in meeting the mental health needs of offenders who are in prison. Community mental health services are now reaching into the majority of prisons to provide expertise and support. But the criminal justice system and health services, working together, need to do more to identify offenders’ mental health needs early on in their passage through the criminal justice system. These services should also ensure that mental health practitioners are better equipped to assess and manage risk, and to treat offenders’ mental health needs effectively in the community (particularly post-prison) or in custody in order to prevent reoffending.

NEXT STEPS

- In England, the Department of Health and the criminal justice departments are working towards joint guidance aimed at **increasing the support and advice available to the courts and other criminal justice agencies on offenders’ mental health**. In Wales, consideration will be given to producing similar guidance.
- **Training on the identification and management of mentally disordered offenders** will be strengthened in a number of ways:
 - The Ministry of Justice is exploring with the voluntary sector innovative ways of working through the community justice programme.
 - The Department of Health’s risk management programme will publish guidance to mental health practitioners on information-sharing between agencies, including criminal justice officials.
 - Guidance for mental health services on risk management to reduce homicide, self-harm and suicide has been published (June 2007).

⁴⁶ Cabinet Office (2007) *Reaching out: Progress on social exclusion*.

- Work is progressing to improve the identification and management of high-risk offenders with mental health needs in prison, by improving screening tools and linking the results to case management and access to interventions.
 - Similarly, in Wales work is being taken forward on risk management tools.
- **Understanding of effective practice** is also being improved, for example with local pilots led by OCJR aimed at measuring the costs and benefits of good practice. The Department of Health is also funding pilots to evaluate the impact of a joint-working protocol between the NHS and the courts and to extend the use and sharing of mental health reports in partnership between the courts, the NHS, prisons and the third sector.
 - **Provision of healthcare and services in prison will continue to be improved.** For those who present some of the highest public protection risks, dangerous offenders whose offending is linked to severe personality disorders (DSPD), the Home Office (and now the Ministry of Justice) and the Department of Health have established a joint programme providing pilot assessment and treatment services, to help establish the effectiveness and future shape of interventions for this very challenging group of offenders. The DSPD programme has grown substantially over the past three years, with over 200 offenders in assessment or treatment. In the course of 2007, these government departments will be looking at how to disseminate the emerging experience from DSPD, to inform policy, commissioning and service development.
 - **We will ensure a smooth transition to post-prison care,** developing better relations and continuity between offender management and mental health management. The way forward will be outlined later this year in the Department of Health's offender health strategy, which will focus on extending pre- and post-custody care. In Wales, an offender health and social care improvement programme is evolving.

OFFENDERS NOT IN PRISON

We will also continue to improve services for other offenders with mental health needs. The Care Services Improvement Partnership will support Primary Care Trust commissioners and local providers to understand the issues and take action to manage others with mental health needs who come into contact with the criminal justice system, to ensure consistency and quality of care for those with less serious mental health needs. They are delivering mental awareness training to all front-line staff over the next five years, with funding of £600,000 from the Department of Health. Similarly, in Wales work will be taken forward to improve mental health awareness for practitioners in the criminal justice system.



5. HOW WE WILL WORK – REFRESHED PARTNERSHIP BETWEEN GOVERNMENT, PRACTITIONERS AND CITIZENS

KEY TERMS:

Crime and Disorder Reduction Partnerships (CDRPs) in England, and **Community Safety Partnerships (CSPs)** in Wales, are statutory partnerships. Responsible authorities have a statutory duty to work with other local agencies and organisations to develop and implement strategies to tackle crime and disorder including anti-social behaviour as well as the misuse of drugs in their area (Crime and Disorder Act 1998). The responsible authorities are the police, police authorities, local authorities, fire and rescue authorities, local health boards (LHBs) in Wales, and primary care trusts (PCTs) in England.

Local Criminal Justice Boards (LCJBs). The 42 LCJBs in England and Wales were established in 2003 (non-statutory bodies). Membership comprises chief officers of the police, crown prosecution, court, prison, probation, and youth offending services.

Local Strategic Partnerships (LSPs). LSPs are non-statutory, multi-agency partnerships, which match local authority boundaries. LSPs bring together at a local level the different parts of the public, private, community and voluntary sectors, allowing different initiatives and services to support one another so that they can work together more effectively.

A NEW SETTLEMENT – FREEING UP LOCAL PARTNERS, BUILDING PUBLIC CONFIDENCE INCREASING LOCAL FLEXIBILITY FOR PARTNERS

This strategy reflects a desire for a new and more mature way of working between the Government and the police, local authorities and others working to reduce crime. Services will be less subject to direct central control and more responsive to local needs. Government will be less ‘top-down’, more focused on outcomes, and will look for ways to add value, supporting the police, local authorities and other delivery partners to deliver their local priorities where needed.

- **There will be fewer targets mandated from the centre.** Under the existing Public Service Agreement (PSA) target, all CDRPs/CSPs have agreed targets with central government on how they will reduce the total of a group of crime types, including burglary, robbery, bicycle theft and common assault. A new safer communities PSA is being developed in such a way that fewer partnerships will be subject to central requirements for targets, and even then only on a more limited number of (more serious) specific crime types. Instead, by setting a target to increase public confidence in agencies, the police, local

authorities and other agencies will be measured on how well they respond to those issues that matter most to their local communities. This will be set out in more detail in autumn 2007.

- **Performance assessment will be simplified.** A single framework for assessing performance on community safety, streamlining three frameworks into one, will be developed during 2007/08 for implementation in 2008/09. The provisionally titled *Assessments of Policing and Community Safety* (APACS) will cover performance on those matters which are the responsibility of the police, acting alone or in partnership with others. Every indicator in APACS will have specific and agreed responsible partners, including the police, local authorities and PCTs. It will also include scope for assessing outcomes which are identified by partnerships as local priorities. This will be aligned with the new framework for local authority performance in England, which also brings a reduced number of indicators and of improvement targets for local authorities. This will ensure that the police, local authorities and other partners are all working towards the same set of nationally and locally prioritised targets for which they are jointly accountable.

- **Funding will support local flexibility.** Together, we all have a responsibility to work as efficiently as possible with the resources available, but we will also ensure that funding streams work for, rather than against, the principle of local flexibility. We will actively support Local Area Agreements (LAAs) to do this. LAA targets will be negotiated to balance local priorities with national standards and priorities. Local priorities should be informed by consultation with local people about what matters to them, including crime. Government Offices will lead the negotiations for central government, using local intelligence about the area to inform which improvement targets should be included in each LAA. Funding to third sector organisations will increasingly be based on Compact principles and best practice (the Compact is the deal signed between government and the voluntary and community sector on how they will work together⁴⁷).
- **Cutting red tape.** Government has an important role to play in helping frontline services concentrate their time and resources where they will do the most good. Cutting unnecessary red tape and helping to free up resource for the frontline must continue to be a priority. Sir Ronnie Flanagan has been asked to look at reducing bureaucracy as part of his independent review of policing.

INCREASING PUBLIC CONFIDENCE

As the Government has shown in other public services, such as health and education, local services must be tailored to meet citizens' needs in order to maximise impact. While crime-fighting is a different type of service, the principle remains that it should be adapted to local need remains. Greater flexibility at local level means that local authorities, police, Youth Offending Teams, housing officers – everyone involved in crime reduction – must increase their responsiveness to citizens. This involves ensuring that local residents are informed about crime in their area, listening to what is of most concern to them, and acting to tackle those issues effectively and efficiently, and letting people know what success has been achieved.

Public confidence in services and agencies is vital. If crime falls but people do not see and feel that fall, their quality of life is affected and the benefits of reduced crime are not being realised. Individuals and communities who lack confidence in agencies are less likely to report crime, to act on information

to take steps to protect themselves, or to participate in voluntary and community activities that can help to tackle the causes of crime. The roll-out of Neighbourhood Policing will be vital in addressing this – the principles underpinning the approach, such as engaging the community and agreeing the local priorities with them, are proven to improve confidence. It is also vital that all the departments and agencies of the criminal justice system work together to provide a system that the public has confidence in.

We know that the public cares about a whole range of crime: from anti-social behaviour, burglary or vehicle crime, reducing alcohol-fuelled violent crime, incidents of gun or knife crime, to card fraud or terrorism. The issues that matter most to people in each locality will vary according to the profile of the area – but all of these issues, and more, matter to the population in various parts of the country. We therefore need to have the tools and powers to tackle the whole range of crime, but to use them appropriately, based on good local intelligence and consultation with local communities. Speed of response is key – the public needs to feel and see the difference when they raise concerns, and partnership arrangements that facilitate swift analysis and tasking are vital to achieving this.

- **The public will have access to more and better local crime information.** From 2006, the police have had a statutory duty to provide regular information to the public about their priorities, their performance (including comparisons), who is in charge and how to influence the process
 - The new performance framework for police and partnerships (provisionally titled Assessments of Policing and Community Safety) will provide published information about the baselines against which improving or worsening performance will be measured.
 - In addition, the Home Office will work closely with the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) to implement the recommendations of the Smith review, which outline ways in which local crime information should be further improved, as an integral part of the development of Neighbourhood Policing teams and a key means by which they are held accountable to their neighbourhoods. The Home Office will therefore work with ACPO and APA to make

⁴⁷ www.thecomcompact.org.uk

crime data available on a monthly and consistent basis to people throughout the country at a level that makes sense to them locally and as part of the availability of wider local data about neighbourhood issues, in the next 12 months.

- Smith also recommends presenting data on the basis of geo-coding, and the Home Office will work closely with ACPO to develop ways of implementing this. Local approaches should also be developed that are tailored to local circumstances, such as meetings in community centres. This will provide the public with the means to influence local crime priorities, and to engage with agencies about how well they are performing against those priorities.

■ **Partnerships will engage with communities.**

Since the Police Act of 1996 police authorities have had a statutory duty to make arrangements to secure the views of the public to inform policing plans, but engagement with the public should also be undertaken by partnerships. New regulations being introduced in summer 2007 will require CDRPs and CSPs to consult and engage with their communities to identify local crime and disorder priorities. This should be done through ‘face the people’ sessions, and should take account of diversity issues to ensure that all members of the community can have their concerns heard. A summary of the resulting partnership plan should be available locally. Police authorities should take a leading role in negotiating and aligning priorities identified in relation to policing plans and partnership plans. PACT meetings (Partners and Communities Together) are a good example. At these meetings, representatives of the police, partner agencies and other key community members listen to any concerns residents wish to raise, before a list is made of all such issues. A vote is held to decide the three main priorities, which are looked into and a report on progress made to the next meeting.

- **Local accountability arrangements will be strengthened.** In March 2007, the Home Secretary announced an independent review of policing in England and Wales, to be led by Sir Ronnie Flanagan. While the review covers a range of areas, it has been tasked particularly with considering how best to mainstream the successes of Neighbourhood Policing and to

consider different models for strengthening local accountability arrangements.

- This will be complemented by work led by the Ministry of Justice to roll out a Community Justice programme across courts, designed to strengthen engagement with local community groups, involving LCJBs as well as CDRPs/CSPs.

CASE STUDY

Community engagement. The Hounslow West Safer Neighbourhood Team and the Hounslow Operational Command Unit of the Metropolitan Police Service identified a problem with burglaries and anti-social behaviour associated with the back alleys in a residential area of Hounslow. Aware that residents had high expectations of the problem being addressed, the Safer Neighbourhood Team set up a public consultation in April 2006 that attracted almost 100 residents. As a result of the consultation, a joint goal was agreed (‘to reclaim the alleys from the lawless minority’), a plan to achieve this laid out and a reduction in the number of burglaries set by the residents (‘reduce crime by 70% in nine months’). The team had used Home Office research to show the residents what a realistic expectation for crime reduction might be. As a result of the work that was carried out over the year, the number of residential burglaries fell from 23 in the year ending 31 March 2006 to just 6 the following year – a reduction of 74%. Other achievements from this work included an improved sense of safety for residents in the area and a stronger engagement in crime reduction issues.

- **Neighbourhood Policing is being rolled out nationally.** Neighbourhood Policing centres on local people using local information to help the police and other agencies to set priorities and to be better able to hold them to account for delivery. Many neighbourhood policing teams have already implemented innovative and creative approaches to engaging local people and keeping them updated on progress in tackling their concerns. In places where a neighbourhood policing approach has already been introduced, local communities perceive less crime and anti-social behaviour, feel safer, and have greater confidence in the police.

- Neighbourhood Policing has now been introduced to every area across England and Wales. There are already increased numbers of Police Community Support Officers (PCSOs) patrolling their streets (16,000 had been recruited by the end of April 2007), addressing low-level crime and anti-social behaviour, and building relationships with local people.
- The Home Office will continue to work with the National Policing Improvement Agency (NPIA) to deliver the commitment that **each community in England and Wales will have a dedicated neighbourhood policing team by April 2008**. These teams will include not only police officers and PCSOs, but also other community safety partners such as neighbourhood managers and wardens, housing managers, youth workers, private security companies, and the voluntary and community sector.
- In the longer term, the neighbourhood policing approach will be mainstreamed, embedded in core policing, and successfully linked into all aspects of policing delivery. This will mean that understanding and tackling the issues that matter to their local communities will be ‘business as usual’ for the police.

CASE STUDY

Birmingham neighbourhood team set up high visibility police patrols in an area where nuisance had been reported and where a group of young people were engaged in anti-social behaviour and criminal damage. They spoke to the young people involved, as well as their parents and carers, through home visits. Those causing the trouble were invited to a formal consultation chaired by members of the local Education Action Zone, Vocational Training Centre and Police Safe Haven. This resulted in the young people expressing their frustrations, and being helped into more positive activities. The ringleader of the group completed a 14-week vocational training course. A youth forum was established to enable them to influence youth issues in their neighbourhood. Recorded incidents of anti-social behaviour and criminal damage have been reduced significantly.

SUPPORTING AND ENABLING PARTNERSHIPS TO DELIVER

Partnerships have been one of the key successes of the past ten years – CDRPs and CSPs in particular, but also LCJBs and LSPs. The Government will free CDRPs and CSPs to perform better, with fewer targets and simplified performance management. But partnerships will also be expected to improve their skills and processes to perform better, to rise to this challenge, and the Government (in close consultation with partnerships) has defined a set of national standards to underpin this. Finally, the Government will continue to provide performance support where it is needed (such as assistance with analysis and knowledge about effective practice), alongside support on specific policy issues that are new or not yet fully embedded.

- **Partnership working by CDRPs and CSPs will be improved.** National standards and related guidance will be introduced to support this (in late summer 2007 in England and during the autumn in Wales), supported by guidance to assist implementation. The standards will ensure that:
 - there is *senior representation* from responsible authorities on partnerships for the purposes of strategic decision making and committing of resources;
 - an effective business process is in place for gathering all available *information and intelligence* about local community safety problems, making strategic assessments, establishing priorities and developing a plan of action for addressing them (including timely tasking of resources); these processes should routinely consider key issues such as repeat victimisation, and link to other partnerships and individual agencies (e.g. LCJBs), to include intelligence about offenders and offender management;
 - *information-sharing protocols* are in place, with nominated individuals, to ensure that when offenders or victims come into contact with one of the agencies, opportunities for improving the collective identification of risk and/or to intervene to prevent crime can be identified and taken, within properly worked-up protocols;

- *diverse groups within the community are consulted* about the community safety issues that matter to them, that the results of this consultation with local people feed into priority setting, that a summary of the partnership plan is available locally in order to keep communities informed of the CDRP's/CSP's activities, and that 'face the people' sessions are held to discuss community safety issues and provide increased local accountability;
- in two-tier areas in England, a county-wide community safety body should exist to help co-ordinate cross-county issues of common concern and to help make sense of other issues affecting a group of partnerships and individual organisations working to a common cause in an area.

CASE STUDY

Strong partnership working to tackle robbery.

Government Office London has been working to assist a number of London boroughs to produce and implement robust action plans based on rigorous analysis of local problems. This involves training intelligence analysts in problem-solving techniques and ensuring that analysis looks at longer-term trends, focusing not just on location but also on offenders and victims. Information-sharing across a number of key agencies underpins this approach, as does the ability to task and co-ordinate between crime-fighting agencies and wider support areas in effective partnership working. Tactics deployed to tackle robbery are tailored to specific local problems. There has been improved joint tasking and working between the police, including Safer Neighbourhood Teams, Safer Schools officers and safety transport teams, key service providers within local authorities, such as environmental services, community wardens, housing, education and children's services, licensing and Trading Standards departments, CCTV, town centre managers and probation and youth services. This has all led to reductions in robbery.

- **Government will continue to monitor performance and provide support where needed.** The Home Office will continue to have the capacity to monitor the performance of every area on a monthly basis. However, such national performance arrangements ought to operate in the background, reporting by exception on those areas where performance appears to be declining but giving them the opportunity to respond to those issues first. Where local performance problems endure, the Home Office (through Partnership Support Programmes) and Government Offices will continue to provide effective performance support to address such concerns.
 - Police Authorities will, as now, draw together priorities and targets at a force level, taking into account all types of issues, and hold the force as a whole to account for progress against the full range of priorities in a force area.
 - Audit and inspection arrangements are also important, primarily HM Inspectorate of Constabulary (HMIC) inspection of a range of areas including major crime and serious and organised crime, and Audit Commission Comprehensive Area Assessments of local authority aspects.
 - Greater access to local crime information for the public, and engagement of the public by local agencies, will also act as a key lever to improve performance.

CASE STUDY

Partnership support. In 2006 the Home Office Police and Partnerships Standards Unit (PPSU) were invited to work with Kingston Upon Hull Crime and Disorder Reduction Partnership and Basic Command Unit as part the PPSU's Partnership Support Programme. The partnership had been identified through the performance management system as performing poorly against its crime reduction target, and as a high crime area, was a priority for support. The partnership was ready to face the challenge of change and had begun to look at possible new structures for delivery. A detailed diagnostic was carried out by PPSU and the Government Office for Yorkshire and The Humber, reviewing the issues facing the area, its delivery systems, leadership, community engagement and intelligence led business processes. It involved 65 members of the partnership, a review of relevant documentation and performance data and a workshop for practitioners. A report was delivered to the partnership in December 2006 and was accepted by them in January 2007 when the partnership put in place plans to address its 8 key headline findings. The performance in the area has improved significantly. Since April 2007, the partnership is projected to deliver or exceed their crime reduction target. Feedback from the partnership about the PSP process has been very positive, and it has been seen as a useful catalyst for change, with the external perspective enabling a more comprehensive and objective review. The partnership has a renewed energy and is now delivering much more effectively for the people of Kingston Upon Hull.

- **Stronger links between CDRPs/CSPs and LCJBs.** Maximising the links between LCJBs and CDRPs/CSPs will lead to a stronger, more consistent message to the public on criminal justice system and wider crime reduction issues, a better response to the needs of victims and offenders (to reduce reoffending), and greater value for money by exploiting synergies between the partnerships. The particular areas of focus for joint work should be: improving public confidence and reassurance, improving support for victims, and the management of offenders.

ORGANISATIONAL CAPACITY AND CAPABILITY

Delivering this new crime strategy will be a significant challenge, and will require continually improving capacity and capability from all of the delivery agencies, as well as central government.

POLICE

There is an ongoing programme modernising the police workforce to deliver better, more flexible resources. Key aims of this programme are to reduce bureaucracy to focus resources on front-line policing, and to deliver flexibility in finance arrangements wherever possible. The roll-out of neighbourhood policing and citizen-focused policing represent significant change programmes, which will greatly enhance the responsiveness of the police. Existing information and communications technology (ICT) is also being reviewed to ensure that it supports increased capacity and capability, and the efficiency and productivity agenda.

The new National Policing Improvement Agency (NPIA) will have a crucial role in delivering all this change. The NPIA will drive forward an agreed programme of change that will ultimately provide a better policing service to members of the public. It will involve the police service as a whole, the forces, police authorities, police officers and police staff. The agency will deliver the training and leadership programmes needed to develop staff, and develop and apply the latest policing doctrine, standards and best practice. It will also support the development and delivery of ICT. Nationally, there will continue to be targeted support for the police from the Home Office and HM Inspectorate of Constabulary (HMIC), along with performance management good practice guidance and training.

'Protective services' covers the response to serious and organised crime, counter-terrorism and domestic extremism, civil contingencies and emergency management, critical incident management, major crime, public order, protection of vulnerable people and strategic roads policing. These services are largely dealt with at a police force or national level, although the consequences of this activity can impact greatly on local communities. In the *Closing the Gap* report, HMIC identified a need to improve police forces' capacity and capability to tackle protective services effectively.

The ability of the police and their partners to deliver effective protective services requires appropriate structures and processes to be put in place at all levels of delivery. To this end, 30 police forces across

England and Wales will be taking part in a programme to establish new initiatives for combating serious organised crime and other threats to public safety. Ten demonstrator sites around the country are kick-starting this process with Home Office support – and will work towards better collaboration between forces in order to provide maximum public protection. National protective service standards for the police service will also be developed.

All forces must recognise the need to have a capacity to police these areas effectively, but not all forces will have the dedicated resources to cope with large investigations or develop independent strategies. Forces are expected to make improvements by 2009 in high need areas and to meet the new national standards by 2011 in all areas. We expect much of this improvement to come from collaborative working among police forces and authorities. A programme is in place to develop a greater degree of collaboration so that resources are available to all forces and used effectively. The Home Office will be funding demonstrator sites to encourage forces to enter into collaborative arrangements to deliver protective services, and these sites will be evaluated by the new NPJA.

To help meet the terrorist threat the Government is developing sustainable police counter-terrorism capability by establishing three Counter Terrorism Units in Birmingham, Leeds and Manchester, and is expanding the Regional Intelligence Cells that have already been established around the country. These new units will greatly increase the police service's capability for investigation, prosecution, technical analysis, forensic analysis, source handling and counter-radicalisation.

POLICE AUTHORITIES

Police authorities have an important role in ensuring that there is local accountability for policing. They should play a key part in negotiating and aligning policing and community safety priorities, working with Crime and Disorder Reduction Partnership (CDRP) partners and other local bodies. The success of locally developed strategies to tackle anti-social behaviour and volume and violent crime at basic command unit and neighbourhood level will depend on alignment with wider priorities identified by the police authority and the performance regime it operates. This will require clear processes for understanding local issues and problems, the concerns of local people and the means to determine progress and ensure adjustments and

remedial action where necessary. It should allow for flexibility of response from operational managers and commanders, but also a clear sense of accountability.

LOCAL AUTHORITIES

Councils and their elected members have important roles to play as community leaders and as place-shapers, bringing together partners to deliver services which reflect local priorities. They are key in shaping their communities. Under the Local Government White Paper, councils have a duty to lead on the construction of Local Area Agreements (LAAs) and to consult delivery partners through the Local Strategic Partnership (LSP) in this process. This sets the framework for community safety targets and indicators. In turn, delivery partners have a duty to co-operate in delivering service against local priorities.

There will be an increased emphasis on public accountability. In England, LAAs present a number of opportunities to improve public protection by embedding community safety priorities within local partnerships, to improve outcomes for local people. LAAs will be made up of up to 35 improvement targets that local authorities and their partners agree from the National Indicator Set (which will include crime reduction and community safety indicators).

As set out in the White Paper, the indicators in the National Indicator Set will cover the reporting required for the delivery of services by local authorities either alone or in partnership with others. Each year the local services inspectorate led by the Audit Commission will carry out a risk assessment of outcomes and services in each area. In the future LAA framework there will be an annual review. At the annual review the local authority, their partners and the Government Office will take stock of progress in meeting targets and consider what new priorities may have emerged, and where data indicates significant risks to the delivery of services or achieving Sustainable Community Strategy objectives.

Local authorities also have a role as a direct provider of services. The role of local authorities also includes their responsibility for children's services, and their part in, and management of, local Youth Offending Teams. In England, local authorities and their LSP partners will take a much more comprehensive approach to the consultation with and involvement of local residents as signalled in the Local Government White Paper.

Local authorities in Wales have the same responsibilities in relation to crime reduction and community safety as those in England. Priority-setting for local authorities in Wales, and monitoring their performance, is a devolved matter. The details of this will be further developed following the elections to the National Assembly for Wales in May 2007.

THE NATIONAL OFFENDER MANAGEMENT SERVICE

The National Offender Management Service (within the Ministry of Justice and with the Office for Criminal Justice Reform) is implementing a reform programme, which aims to reduce centralisation, and improve local and regional accountability. This includes the implementation of a devolved commissioning system contracting with an independent diverse provider base to provide the most flexible and appropriate offender management services, and strengthening links between LSPs, Regional Reducing Reoffending Boards and Local Criminal Justice Boards (LCJBs). The creation of Probation Trusts aims to provide greater autonomy for high performing trusts to manage their own performance and deliver best practice services in response to local needs. Improved IT capability will support easier access to data about offenders and their management for all those involved in offender management.

CROWN PROSECUTION SERVICE

The Crown Prosecution Service (CPS) has responsibility for ensuring successful prosecutions. Along with the police and HM Courts Service, and supported by the Office for Criminal Justice Reform, the CPS is a key deliverer of reform to make the criminal justice system more simple, speedy and summary. The focus of this work is making the system operate effectively and coherently from end to end.

The CPS reform programme includes the implementation of new structures to improve the response to the most serious crime and improve our ability to deal with change. The changes involve creating new Area Groups to oversee improvements and introducing Complex Casework Units (CCUs) in each Area Group. The CCUs will:

- enable the CPS to deal with existing complex casework more effectively, maximising legal and caseworker skills in a viable, self-sufficient unit;
- enable the CPS to deliver a more consistent service;
- position the CPS well to respond to police developments in delivering protective services, and an expected increase in police activity with regard to level 2 serious crime (criminal activity that takes place across police force boundaries) (and the subsequent increase in casework); and
- improve the Service's ability to enable prosecutors to become involved at the earliest opportunity to help guide and advise investigations of serious crime and to deliver a consistent end-to-end service for those cases.

CENTRAL GOVERNMENT

The Home Office is continuing to reform, through the implementation of the Reform Action Plan (published in July 2006). This includes a new compact between ministers and officials, reshaping the structure of the Home Office and shifting responsibility and resource to the front line, clear performance frameworks, reducing further the bureaucratic burden on the police and other partners in tackling crime, and transforming the culture, skills, systems, processes and data of the Home Office. The division of responsibilities between the Home Office and the new Ministry of Justice will help to strengthen capacity and capability at the centre. The Ministry of Justice will become the sponsor department of the Youth Justice Board which is responsible for the prevention of offending and reoffending by under-18s, working closely with the DCSE.

THE THIRD SECTOR

The third sector makes a vital contribution to keeping communities safe. There are many excellent programmes and services being run by voluntary and community organisations. The Government is keen to support them in ensuring that their role can grow: both in shaping and, where appropriate, delivering the way in which communities are protected and crime is reduced. The Government will build on the model outlined in *Partnership in Public Services: An action plan for third sector involvement* to achieve this end.

ANNEX A: OFFENDER MANAGEMENT APPROACHES

There are a number of different offender management approaches in place, which all have a role in delivering the aim of reducing reoffending.

- **The Prolific and other Priority Offender (PPO) programme** prioritises a relatively small number of the most prolific or problematic offenders in every area across England and Wales for intensive management and supervision. The PPO programme has a strong emphasis on both enforcement and rehabilitation to reduce crime and reoffending. There is no national definition of a PPO: they are identified locally through multi-agency collaboration, to ensure that the programme is responsive to local needs and priorities. This helps to ensure wider agency engagement beyond the main criminal justice agencies.
- **The Drug Interventions Programme** prioritises those who have a drug misuse problem which is related to criminal activity, by identifying them at their first point of contact with the criminal justice system, including through drug testing at the point of arrest or charge.
- **National Offender Management Service (NOMS):** every offender who is subject to statutory supervision in the community has an offender manager who will assess the offender prior to sentence and then work with them to reduce their reoffending.
- **Youth Offending Teams** make a thorough assessment of risk factors in a young person's life, ensuring that those posing the greatest risk are given the most thorough intervention.
- **The Serious Organised Crime Agency will be working with colleagues in NOMS and the Border and Immigration Agency to ensure 'lifetime offender management'** of organised criminals, with measures to produce tailored licence conditions to reduce offending after release, and the use of immigration powers where possible against organised crime offenders.

ANNEX B: MORE INFORMATION

The Home Office Crime Reduction Strategy 2008–11 sets out a new framework for central and local government, local crime-fighting partnerships and non-government organisations over the next three years.

Three new sister publications will set out more detailed actions on how key elements of the crime strategy will be achieved. They are:

- *Safe. Sensible. Social. The next steps in the National Alcohol Strategy* June 2007
www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_075218
- The Government's Violent Crime Strategy (to be published)
- The Government's new Drug Strategy (to be published). The current drug strategy can be found at www.drugs.gov.uk/drug-strategy

The Welsh Assembly Government's Substance Misuse Strategy is being reviewed.

New Public Service Agreements 2008–11 will be published in autumn 2007.

New Local Area Agreements will come into force in June 2008.

The National Community Safety Plan will be refreshed to ensure that it is aligned with the crime strategy. The current plan can be found at www.crimereduction.gov.uk/communitysafety01.htm

This strategy covers England and Wales. While policing and criminal justice matters are not devolved, on many policy areas (such as education and health), local authorities, police authorities and other community safety agencies work to the devolved policy agendas of the Welsh Assembly Government. Where possible, these differences are highlighted in the strategy. The National Community Safety Plan only relates to Wales where it covers non-devolved policing matters. Local Area Agreements apply in England only. Rights to Action is the comparable agenda in Wales to England's Every Child Matters.

If you require further copies of this title contact:
Prolog Home Office orderline and quote reference: CDSD4
Tel: 0870 241 4680
E-mail: dpas@prolog.uk.com
(Office staffed from 8.30am to 6pm Monday to Friday)



When you have finished with
this please recycle it

50% recycled

This is printed
on 50% recycled paper