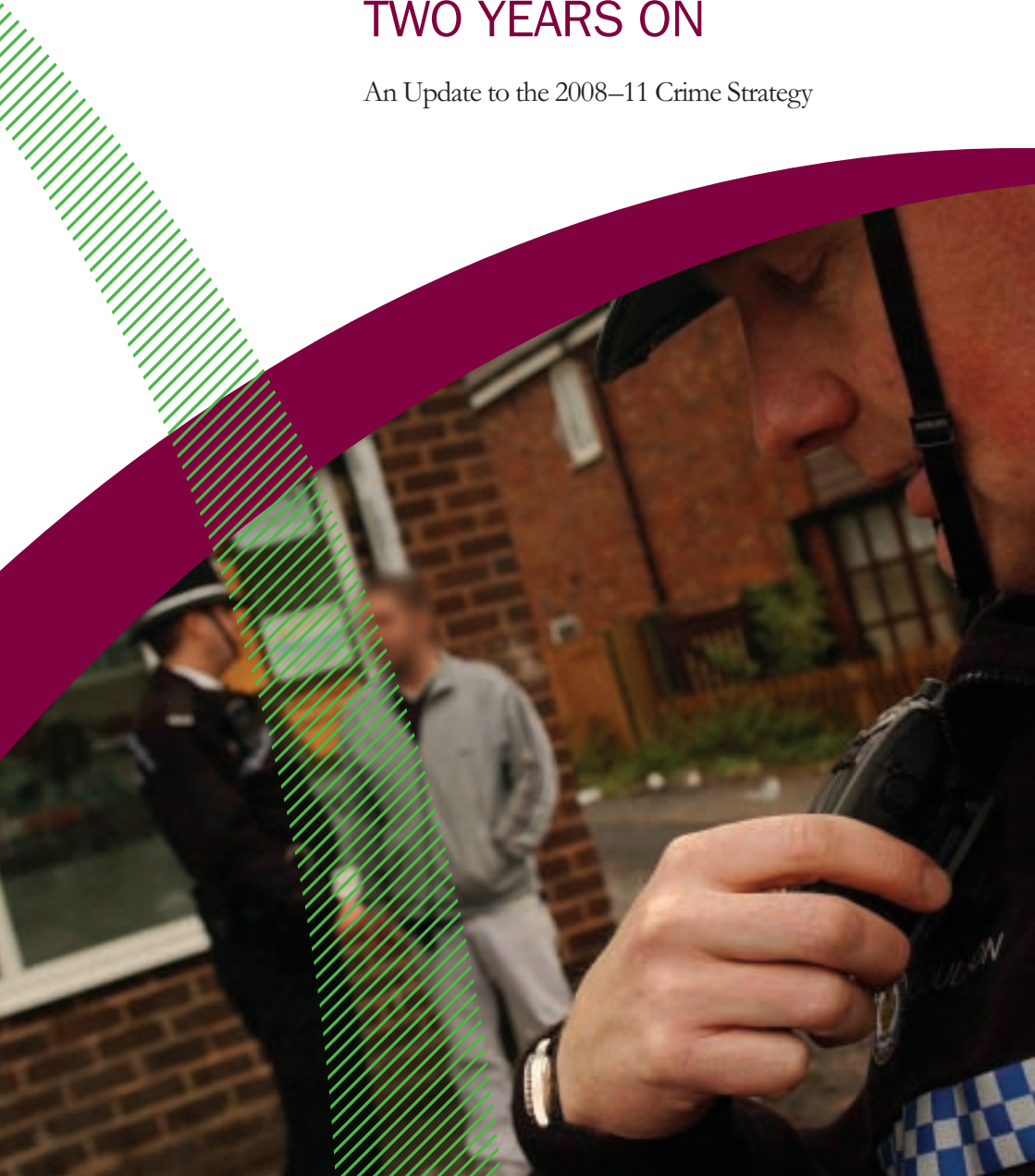


CUTTING CRIME TWO YEARS ON

An Update to the 2008–11 Crime Strategy



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Foreword



In the foreword to the 2007 crime strategy, *Cutting Crime: A New Partnership 2008–11*, I said that my vision was 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. Central to that vision is a confident public – where people are able to live confident lives, free from fear of crime and anti-social behaviour.

We have made enormous progress towards this vision. Government and local agencies, including the police, are listening to communities and responding to their priorities. Lives have been saved through tackling knives and guns; homes have been secured against burglary; and communities have been relieved of the menace of anti-social behaviour.

We are now facing much tougher economic times than two years ago. And over the past two years we have enhanced our response to difficult challenges such as knife crime and

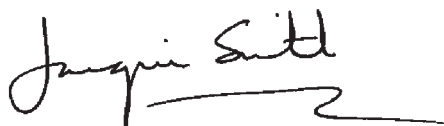
gang-related crime. Crime affects everyone, but particularly the most vulnerable people in society. I am determined that at a time when people are feeling less secure economically, we will do everything in our power to protect their safety and security.

But Britain is far from broken. For every example of criminal behaviour, there are many more members of the public willing to give time and effort to improve community life and stand alongside those who most need support. There is an army of people working to build safer communities.

Alongside a stronger police service and proven Crime and Disorder Reduction and Community Safety Partnerships (CDRPs and CSPs), there are voluntary organisations, residents' groups, Neighbourhood Watch co-ordinators, special constables, magistrates, people who volunteer in prisons, Victim Support volunteers and people who lead youth groups. There are also thousands of people willing to come forward as witnesses of crime to bring offenders to justice. They prove how resilient our communities really are.

Most people want to be part of the solution to crime. Seventy-five per cent of the public say they would be willing to give up spare time to help tackle crime. I am clear that it is up to Government and public agencies to empower people with the confidence to join the growing ranks of people who are ready to take a stand for the communities they believe in.

In publishing this crime strategy update, we recognise that we face new challenges and that the public's expectations of us are rightly high. It is clear that we have the professional expertise, intelligence and resources to respond. Now it is more crucial than ever that the whole is greater than the sum of these parts. We will only succeed by creating a united front between the Government, public agencies and the public. By working together, through robust and effective partnerships, we will keep our communities safe.

A handwritten signature in black ink, reading 'Jacqui Smith', with a long horizontal flourish underneath.

Rt. Hon. Jacqui Smith, MP
Home Secretary

Why update the strategy?

Cutting Crime: A New Partnership 2008–11 was published in July 2007 and sets the framework for tackling crime in England and Wales in the period up to 2011. The objective of the strategy was to **tackle the crimes that most matter to the public**, from anti-social behaviour through to terrorism.

The strategy sets out two main approaches:

- addressing crime at all points in the cycle, from prevention and early intervention through to stopping offenders from reoffending; and
- tackling the root causes of crime, such as drugs, alcohol and youth inactivity.

This remains the right way to deal with crime. There is strong evidence that these approaches work, and deliver the results that the public rightly demands. However, we all now face a different set of circumstances from two years ago.

We have made considerable headway. Our **knowledge, thinking and practice have developed significantly** in many areas. This has been set out in key strategies and action plans on violent crime, youth crime and many other important areas (see Annex). We also know more about some of our main challenges. *Cutting Crime* gave real weight to building public confidence alongside reducing crime. Since July 2007 we have built a much stronger understanding of **what makes the public confident about tackling crime**. Louise Casey's review *Engaging Communities in Fighting Crime* provides critical insights into what drives public confidence, for example the need for 'signal justice' to counter the impact of 'signal crimes', and for making more crime and justice information available to the public.

However, we face a significant new challenge: **economic conditions are much tougher than they were two years ago.** We are refocusing our priorities to ensure that the tough and proactive responses needed to counter upwards pressure on crime are in place. And community engagement will be more important than ever to reassure people that crime is being tackled swiftly in their area. At the same time, public services' budgets will need to be carefully focused. Changes in crime across the country are complex, and crime can be highly concentrated in particular areas. We know crime has an uneven impact in different communities – particularly the most deprived, who will feel the impacts of recession keenly. For this reason, interventions are now more carefully targeted on those areas where they will have the greatest impact.

These new priorities are intended to help inform CDRPs' and CSPs' partnership plans over the next planning cycle, and Government

Offices and the Home Office will work together to review progress in autumn 2009 and April 2010.

Over the next two years, therefore, collectively we will target our crime prevention resources at the areas at most risk of increased crime. We will intensify the new approaches that are working best. And we will seek at every point to secure the confidence of the public.

The crime 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 text. The work of SOCA and HMRC cover the UK.

Updated priorities

Cutting Crime identified seven priority areas for the period 2008–11.

- Stronger focus on serious violence
 - Continued pressure on anti-social behaviour
 - Renewed focus on young people
 - New national approach to designing out crime
 - Continuing to reduce reoffending
 - Greater sense of national partnership
 - Freeing up local partners, building public confidence.
- This update distinguishes more clearly between our crime reduction objectives:
- Tackling not tolerating anti-social behaviour
 - Securing homes and protecting property
 - Saving lives through tackling violent crime
 - Countering organised crime.

While all of these remain important, we believe that our changed environment calls for a sharper set of priorities.

And our crime reduction approach:

- Taking early action to prevent crime (including designing out crime and focusing on young people)
- Turning the tables on offenders (including reducing reoffending)
- Delivering responsive, visible justice (including building public confidence)



- Putting the public in the driving seat
- Taking action at the right level (including freeing up local partners and fostering a greater sense of national partnership).

We believe that the crime reduction approach set out in this update puts us in the best possible position to achieve our objectives in the current environment, while securing public confidence.

Cutting Crime included counter-terrorism. The Government has since revised and published its counter-terrorism strategy CONTEST (see Annex).

Our crime reduction objectives

Our crime objectives are consistent with the 2007 crime strategy: **to tackle the types of crime that matter most to the public.** The objectives are underpinned by the need to balance the rights of individuals through implementing fair rules, ensuring that the rights of offenders are properly balanced with the rights of victims and with offenders' responsibilities to wider society.

In delivery terms, the crime objectives are captured in Public Service Agreement (PSA) 23 ('make communities safer'); PSA 25 ('reduce the harm caused by alcohol and drugs'); and PSA 26 ('reduce the risk to the UK and its interests overseas from international terrorism'). PSA 24 ('deliver a more effective, transparent and responsive Criminal Justice System for victims and the public') underpins the delivery of the crime objectives.

TACKLING NOT TOLERATING ANTI-SOCIAL BEHAVIOUR

Tackling anti-social behaviour is fundamentally about being on the side of law-abiding people, stopping the

activities of a small minority who blight other people's quality of life. We know that 93 per cent of people desist after a third anti-social behaviour intervention, but we must find ways to stop the most hardened individuals – the last 7 per cent. We are turning the tables on this persistent group of offenders by ensuring that the full range of tools and powers available to local authorities, to social landlords and to the police are being widely used. We are also cracking down by introducing new measures. For example, since December 2008, local authorities and the police have had the power to board up the homes of those persistently subjecting their neighbours to significant anti-social behaviour.

In the same way that the public now know, through the Policing Pledge and crime mapping, what they can expect from the police, they also need to know what they can expect on anti-social behaviour. We now need to empower communities so that they know who is responsible for anti-social behaviour in their area, who they can contact, how they can find out what is happening and how they can hold the responsible authorities to account.

SECURING HOMES AND PROTECTING PROPERTY

People's **personal** concern about crime is most often focused on protecting their homes and property. In difficult economic times, we must be proactive in watching for and responding to upwards pressure on property crime. We can also expect people to be more worried about the risk of property crime and to see this reflected in what the public say is a priority locally.

Dramatic falls in crime over the ten years up to 2007 mean that the police, local authorities and a whole range of local partners know what works in keeping burglary, robbery and vehicle crime down: reducing both the incentives and the opportunities to steal, spotting problems early and taking pre-emptive action. The best local crime fighting partnerships are using tried and tested methods but refreshed with new thinking about who they are trying to protect and how best to reach them. Businesses must also be included in any approach to protecting property, and the Government will work with delivery partners to ensure that this happens, including through a £5 million Retail Crime Action Plan to be published in summer 2009.

SAVING LIVES THROUGH TACKLING VIOLENT CRIME

The overall level of violent crime has fallen in line with other crime types, but **serious** violent crime – although only around 1 per cent of crime overall – remains a top priority for the public.

Tackling guns, gangs and knives

The Government is determined to tackle gang violence and the use of knives and guns by young people.

- The Tackling Gangs Action Programme drove a 51 per cent reduction in firearms injuries in Birmingham, Liverpool, London and Manchester in 2007/8.
- The Tackling Knives Action Programme builds on this success, providing nearly £12 million to 16 police forces over two years (2008-10) for enforcement, prevention and improved data sharing.
- Key actions include:
 - A three-year **£3 million advertising campaign** developed by young people, for young people, to make them think twice about carrying knives with the message ‘It doesn’t have to happen’.
 - Over **190,000 stop and search operations**, with over 3,000 knives seized.
 - A **gangs injunction** to protect communities from gang violence.
- A **National Ballistics Intelligence Service** which provides a specialist ‘CSI-style’ analysis of ballistics, enabling guns and bullets to be tracked.
- **Tougher sentencing outcomes** for those prosecuted for carrying a knife. The average immediate custodial sentence length has risen by 38% (from 133 days in the last quarter of 2007 to 184 days in the same period of 2008).
- Tackling the **causes** of violent and gang-related behaviour, through a **£4.5 million fund for local community groups** to run diversionary activities for young people most at risk of violent crime, in the TKAP areas, through mentoring and outreach work. With the police, parenting organizations and community groups, the Home Office also published (September 2008) a booklet for parents to help them spot whether their child is involved in a gang (Gangs: You and Your Child).

For example, although concentrated in a few areas, the challenges of young people involved in gangs and knife crime are significant and have widespread impact. *Cutting Crime* rightly refocused attention on the scale of the impact that most serious violence has on victims and communities. Working in close partnership, the Home Office, the police and other partners have driven this work with real urgency.

Saving Lives, Reducing Harm, Protecting the Public, An Action Plan for Tackling Violence 2008–11 sets out a full programme of investment, new approaches, tougher sentencing and community-based approaches to tackle some of the most serious and distressing crimes facing society: knife and gun crime, especially involving young people and gangs; rape and other sexual violence; sexual offences against children; domestic violence; human trafficking; and honour-based violence.

Tackling serious violence remains a top priority, and further plans for the next two years include developing targeted strategies to do more to tackle serious youth violence and violence against women and girls.

COUNTERING ORGANISED CRIME

The social and economic cost of serious organised crime in the UK is estimated at over £20 billion a year, and we face growing threats from, for example, online fraud and other e-crime. Organised crime fuels other criminal and anti-social behaviour, harming businesses, communities and families. Our aim must be to make the UK a more difficult place for organised criminals to commit crime.

We now have reformed, stronger organisations and structures better fitted to tackle organised crime (such as the Serious Organised Crime Agency, and the Organised Crime Partnership Board) and better tools

(such as Serious Crime Prevention Orders and asset recovery measures). A new strategy for organised crime, from local to international, is in development, for summer 2009. The strategy will clarify the role for local partners at the heart of tackling organized crime and reducing the harm it causes to communities.

COUNTERING TERRORISM

The UK currently faces a severe threat from international terrorism. The Government is committed to doing everything it can to reduce this threat so that people can go about their lives freely and with confidence. The Government's revised counter-terrorism strategy (known as CONTEST) was launched in March 2009 and is linked to the overall crime strategy. It takes account of the evolving threat, the lessons we have learned and the challenges we face.

Delivering through partnership

The people who deliver crime reduction and whose activities affect public confidence work for a range of agencies – from the police and police authorities, to local authorities, fire and rescue service, health service, probation service, courts, prisons, voluntary and community sector and a range of other organizations. The successes of the past two years have been delivered by these agencies, overwhelmingly through joint working and partnership.

We know that where they work well and where all partners are committed, local crime fighting partnerships have real success in increasing people's feelings of safety and well-being and reducing crime.

The Government has reduced bureaucracy and targets, and devolved budgets, to free up partnerships to focus more on what matters to their communities. Local agencies have more tools and powers than ever before to tackle crime and anti-social behaviour. The Home Office now has a more strategic role. It sets the direction and enables professionals in police forces and authorities and other

agencies to deliver their locally agreed priorities. This flexible and empowering approach is crucial to the challenges now facing us on crime: gaining the public's confidence that their priorities are being addressed locally and getting the best value from resources in a tough economic climate. And in local areas, a huge amount of experience and effective practice has been built up in the ten years that has passed since the Crime and Disorder Act 1998 was introduced.

The role of local crime fighting partnerships, known as **Crime and Disorder Reduction Partnerships (CDRPs) and Community Safety**



Partnerships (CSPs), is to represent the public's interests and respond to their concerns. Partnerships bring together the knowledge of each partner organisation with robust and up-to-date evidence of who is being victimised, where crime and anti-social behaviour happens and who commits it. By engaging their communities to understand their crime concerns, sharing intelligence, information and tasking to deal with those issues, and feeding back to the public, they make a real difference to how the public feels about crime and the agencies who tackle it. And partnerships are committed to delivering this: in England significant numbers have challenging, confidence-related national indicators in their Local Area Agreements (LAAs). These LAAs are key to the delivery of the new single target for police forces and authorities, to raise public confidence.

New Performance Management Approach

The new single target and the abolition of all other top down targets was announced in the Policing Green Paper, published in Summer 2008. It set out a radical shift in the landscape for the performance management of policing, with more flexibility for forces and authorities locally to focus on those issues of greatest concern in local areas, coupled with greater responsibility on those agencies to demonstrate that they are responding to the public, through initiatives like the Policing Pledge.

Children's Trusts bring together all services for children and young people in an area to focus on improving outcomes for all children and young people, underpinned by the Children Act 2004 duty to cooperate. Each

Children's Trust should embed preventing youth crime and re-offending into their work to improve well-being for all local children. The Children's Trust, working with the Crime and Disorder Reduction Partnerships (through the Youth Offending Team) is ideally placed to coordinate the effective provision of services for young people at risk of offending or re-offending.

All agencies involved in the wider criminal justice system (CJS) are responsible for improving public confidence in its fairness and effectiveness, and for increasing victim and witness satisfaction (reflected in PSA 24). Close working between CDRPs and **Local Criminal Justice Boards (LCJBs)** is vital to ensure that all the relevant agencies are working seamlessly together to deliver a more responsive service to the public.

The key strength of local crime fighting partnerships has always been that more can be achieved by combining resources than by individual agencies. Over the next two years, limited financial resources will need to be rigorously targeted where there is greatest need, by everyone working in government and public services.

New challenges will affect communities differently across the country – crime rates vary and are affected by socio-economic variables that differ in each area. It is therefore vital that action is anchored in strong community engagement, intelligence gathering, analysis and a problem-solving approach. We also know that for a small number of communities the underlying causes of crime mean that they face more intense problems. Local crime fighting partnerships are already at the forefront of implementing new approaches to tackle these and the Government will work closely with them to develop more wholly place-based approaches that really meet the needs of those areas.

Councils are crucial to effective crime reduction activity. The vast majority of interactions between citizens and the state take place through local government. Accountable to local people through their elected members, councils provide a wide range of public services, which are critical in making public places cleaner and safer – the licensing of pubs, clubs and off-licences, managing homes, maintaining street lighting and street cleaning – as well as having wide-ranging powers to take action with those who break the rules. Local government has played a leading role in the response to anti-social behaviour and in recent years this has delivered significant reductions in the number of people who believe anti-social behaviour to be a problem locally. Councils are the members of CDRPs and CSPs that have the greatest impact on most local people, and are therefore well placed to work with the police and other partners to bring resources together to deliver more confident communities.

But for local crime fighting partnerships to be truly effective, the innovative and successful contributions of other members, such as the fire service and NHS primary care trust, who are engaging communities, delivering crime prevention activities and working with offenders, must be developed everywhere.

The Government will continue to support local partnerships to work at the level of the best through a rolling programme of national support for CDRPs and CSPs based on the Hallmarks of Effective Partnerships which the Government introduced in 2007, and including a comprehensive package of communications support with information on what we know drives public confidence and perceptions of crime. The Government will support CDRPs and CSPs to be innovative and to try new approaches to cutting crime, as well as ensuring the basics are done properly.

Our crime reduction approach



The crime reduction approach has been updated with five re-focused priority areas. In delivering these in practice, we recognise that partnerships will be – and should be – focusing and targeting their approaches on:

- the **people** who cause the most damage to communities, or who are at most risk of being victims of crime;
- the **places** that need targeted attention to prevent or reduce crime; and
- the **products** and substances that cause crime problems or help us to fight crime.

Taking early action to prevent crime

Dramatic falls in crime over the last 12 years have put us ‘on the front foot’ in many ways. It has given all of us – Government and delivery agencies – confidence that crime **can** come down, and lots of evidence about **how** it comes down. We must take advantage of this to **keep** crime down, acting early to deal with concerns when they first emerge, to cut people’s cycle of offending, and pull back those at risk of falling into criminal behaviour.

Preventing crime requires **intervening early in situations or with people to prevent crime from escalating**, with effective use of tools and powers and by tackling the root causes of crime, particularly alcohol and drugs. This means **intervening early in the lives of young people who are at risk** of getting involved in crime, either as victims or offenders. And it requires **looking ahead to new crime problems** and taking early action to prevent them.

Over the last decade, the Government has made significant progress in improving services for very young children. Over 3000 Sure Start Children’s Centres provide easy local

access to integrated services for over 2 million children and their families. Ten Family-Nurse Partnerships provide intensive early support to young parents and their babies. These services, along with additional investment in parenting support, give more children the best possible start in life, reducing the risks of a wide variety of poor outcomes, including offending.

Cutting Crime: A New Partnership 2008–11

Over the ten years to 2007, the national Drug Strategy started to deal very effectively with drug-related crime, but there was more to do and alcohol was recognised as an increasing problem.

Cutting Crime promised renewed action to tackle the **root causes of crime**, particularly drugs and alcohol.

Cutting Crime also promised to fill the gaps in powers and processes to intervene early with offenders or victims to prevent crime from happening – including, for example, to take early action to prevent fraud. It also promised a greater focus on preventing young people from getting involved in crime, and a new national approach to ensuring that potential crime problems are ‘designed out’ before criminals can take advantage.

Two years in: progress to date and focus for the next two years

PEOPLE

Early interventions with young people have increased over the last two years; successful approaches will continue to be developed and expanded.

- The intensive package of measures set out in the Government’s **Youth Crime Action Plan** (YCAP), which was published in July 2008 and backed with £100 million of funding, are being delivered in 69 priority areas, over the next two years. The measures include removing at-risk young people from the streets at night and taking them to a place of safety with support services on hand; and after-school police patrols to tackle anti-social behaviour, disorder and more serious offending (including knife crime) at school at closing time and on problematic bus routes home. Summer 2009 will see the publication of *YCAP One Year On*, setting out progress in tackling youth crime and plans to improve the response further.
- Because reformed ex-offenders are able to relate to the challenges of growing up in a difficult and often violent environment, they have a role to play in helping work to reduce crime. They are visible proof to current offenders of the possibilities of reform and rehabilitation. Through the Youth Crime Action Plan, **ex-offenders are working in street teams** in ten areas in England. These teams tackle youth offending and anti-social behaviour by engaging with disaffected young people on the streets, including offering non-negotiable support.



Positive Activities for Young People and Youth Opportunity Fund, all of which will ensure that young people can access provision at the times they want and need. Through Youth Capital Fund Plus, 111 refurbished youth facilities will become available to young people throughout the course of 2009/10.

- Existing programmes continue to tackle the **causes of youth crime**. These include specialist drug services for young people and positive activities for young people in disadvantaged communities. Increased investment is being provided in 2009/10 and 2010/11 to extend year round provision of positive activities for young people at risk of poor outcomes.
- Through the ‘Open Drive’ the Government is committed to increasing the provision of positive activities on **Friday and Saturday nights**. Significant investment is being made through myplace,
- The Youth Crime Action Plan encourages the foundation of more **Safer School Partnerships (SSPs)**, so they become the norm rather than the exception. An SSP is a formal agreement between a school or partnership of schools and police to work together in order to keep young people safe, reduce crime and the fear of crime and improve behaviour in schools and their communities.
- More will be done to tackle the causes of youth crime: later in 2009 the courts will be given the power to require young offenders to obtain treatment and support using **Youth**

Rehabilitation Orders. Extending the **Alcohol Arrest Referral Scheme** to under-18s arrested for an alcohol-related offence is being trialled under the Youth Alcohol Action Plan launched in June 2008.

- The Youth Crime Action Plan set out the Government's intention to **improve resettlement provision for young people leaving custody and coming off community sentences.** Guidance has already been strengthened, setting out the expectation that mainstream and specialist children's services must engage with young people who have offended or who are at risk of offending. In addition, work at the local level will be more co-ordinated, including through the introduction of regional resettlement consortia, which will commission and share best practice across local authority boundaries.

- In Wales measures relating to prevention, early intervention and improving the education of young offenders are devolved matters, and the joint Welsh Assembly Government/Youth Justice Board All Wales Youth Offending Strategy is the main vehicle in Wales for implementation of policy on youth crime prevention and related matters.

Going further to prevent crime by tackling its root causes continues to be a priority:

- Ninety-Seven **Family Intervention Projects** have already been established to provide intensive support and challenge to the most chaotic families. By summer 2009 Family Intervention Projects will be in place in every local authority area to work with families with children at risk of offending and will include non-negotiable elements that carry sanctions if behaviour doesn't change.

- The Government will work with partners to overcome barriers to the use of **Parenting Orders**. Parenting Orders are civil orders which compel the parents of young offenders to attend a parenting programme, when they have been identified as needing support and this is not taken up voluntarily.
 - We are committed to ensuring young people get the support they need to address the underlying causes of anti-social behaviour. This includes work to increase the number of **Individual Support Orders** alongside ASBOs.
 - Building on successful approaches to drug treatment (over 200,000 people in England accessed drug treatment services in 2007/08), **Alcohol Arrest Referral Schemes** use caseworkers in police custody suites to work with anyone arrested who has problems with alcohol misuse. They were piloted in four areas in 2007; nine more were funded in 2008.
 - High-profile **public information campaigns** about the dangers of drug and alcohol misuse have contributed to a marked shift in public attitudes, particularly among young people.
- Partnerships are implementing new processes to take positive action to prevent victimisation and repeat victimisation:
- In 200 areas, Multi-Agency Risk Assessment Conferences (MARACs) are supporting people **at repeat risk of domestic violence** by getting all the relevant local agencies to work together to develop individual safety plans for each victim.
 - To **protect children**, the controlled disclosure of information about potential child sex offenders is currently being trialled in four police-force areas. Since September

Intensified action to keep serious acquisitive crime down

Building on work launched early in 2009 to tackle burglary, the Government will take further early action to keep serious acquisitive crime down.

- A rolling programme of intensive support, led by a multi-disciplinary team, will be offered to those local areas where emerging challenges have been identified on serious acquisitive crime (burglary, robbery and motor vehicle crime).
- This will be designed to help prevent early problems from becoming entrenched. The support package will be tailored to local need, boosting capacity to target interventions based on strong evidence about what works.
- A new single, comprehensive prolific offender scheme will draw together and build on our existing approaches to intervening with offenders to ensure that the right offenders (those who are causing the most damage) are being actively targeted and managed, and develop place-based approaches that ensure that all the relevant services in an area are supporting reduced offending. This approach is currently being trialled in six areas, supported by the Home Office, Ministry of Justice and other partners across Government, in which the Prolific and other Priority Offenders programme and Drug Interventions Programme are brought together under one banner.



2008, the four police forces between them received 79 official requests for information, and made disclosures in ten cases.

PLACES

Crime affects places differently. New approaches are being developed to take early action to protect different types of places:

- In April 2009 a £15 million package was announced to take **early action to keep burglary down**, including funding for the police to intensify their management of burglars released from prison, free advice packs for people concerned about becoming victims of burglary, and help to secure up to 45,000 homes of people most at risk of burglary.
- In February 2009, the Department for Business, Enterprise and Regulatory Reform (BERR) and the Home Office published good-practice guides to help businesses and local crime partnerships tackle **crime against businesses**.
- Some types of violent crime are concentrated in a few places. Set up in September 2007, the **Tackling Gangs Action Programme** delivered enforcement action and

prevention projects in Liverpool, Birmingham, London and Manchester. Recorded firearms-related injuries reduced by 51 per cent (47 offences) over a six-month period. Building on this success, the **Tackling Knives Action**

Programme was launched in ten police force areas in June 2008. By the end of February 2009, over 190,000 stop and searches for weapons had been carried out, and over 3,000 knives seized. The programme has now been extended to 16 areas, covering knife crime, gangs and serious youth violence.

- Measures in the Police and Crime Bill currently before Parliament include **legislation to increase the severity of the consequences** of being caught selling alcohol to people under 18 and to increase the maximum fine for drinking in designated public places. Under the new law, police would be given extended powers to deal with the possession of alcohol in public places by young people and children.

PRODUCTS

New technology can help to prevent crime and should be used to full effect, but we must also understand how it can lead to more crime and take early action to stop that happening:

- The Home Secretary's Design and Technology Alliance is an expert panel that is working to identify emerging crime problems and develop solutions to prevent them. The Alliance also launched a £400,000 Hot Products initiative in April 2009 – a set of competitions to stimulate the UK innovation sector to improve and better design the security of mobile phones. A designing-out crime strategy will also be developed in 2009.
- **M-commerce technology** brings together mobile phone and banking services to enable consumers to pay for goods and services using their mobile phones. In order to prevent these phones becoming a target for criminals, the Government is working closely with industry on a

set of principles that will safeguard against crime.

- The use of **search arches** and **search wands** by the police in public spaces reduces the threat of knives and the fear they create. Since June 2008 police forces have been provided with an additional 1,150 extra search arches and wands as part of measures to tackle knife crime. Fraud thrives on new technology. Launched in 2008, the National Fraud Strategic Authority is co-ordinating the national response to fraud and delivering the UK's first **National Fraud Strategy**. It will lead action to make the UK a more hostile environment for economic criminals, improving understanding of fraudsters' activity, methodologies and victims.

Case study: Tackling domestic violence in Newham

The London borough of Newham faces a mix of policing challenges. Despite this, performance in tackling domestic violence has significantly improved over the last two years. Newham has made domestic violence an improvement priority within their Local Area Agreement and as part of this they are:

- Ensuring people at high-risk of domestic violence and those experiencing repeat victimisation have access to appropriate advocacy and support services.
- Identifying the top 20 perpetrators/repeat suspects.
- Identifying peak domestic violence occurrences to assist in allocating resources.

The CDRP works closely with partner agencies, and with Independent Domestic Violence Advisers, to facilitate information sharing about the safety of victims and their children.

High-risk victims are referred to the Multi Agency Risk Assessment Conference (MARAC). The agencies who participate in the MARAC share information to develop an individual safety plan for the victim and their children to reduce repeat victimisation.

Newham has also commissioned its domestic violence intervention project to provide perpetrator programmes for men, alongside support for their partners.

In the area, there is now a nationally accredited specialist domestic violence court based in a local magistrates' court, to provide better protection and support to victims and witnesses throughout the criminal justice proceedings. The London average conviction rate for domestic violence offences is approximately 58%. In Newham it is about 10% higher.

Turning the tables on offenders

Offering offenders the chance to reform and supporting them to stop offending is critical to reducing crime. It is also the right thing to do in terms of social justice. Many offenders are successfully rehabilitated and become responsible citizens. But appropriate punishment is also crucial, both as a deterrent and to increase public confidence in the criminal justice system. Law-abiding people will support preventive and rehabilitative measures, but only if they can see that there are fair rules governing the system.

Those who choose to break the law must always face a clear set of consequences, ranging from financial penalties, to reparation, to loss of liberty in prison. Offenders must know that there will be no let-up in efforts to bring them to justice, particularly in hard times, when it is even more important that crime fighting agencies stand together with law-abiding citizens.

The crime strategy focuses on ensuring that, where necessary, offenders face tough choices between fast-track punishment and being supported to

reform and turn away from crime. Where hardened offenders will not take the opportunities to reform, agencies should not be constrained in using all the tools at their disposal to make their lives difficult, for example by pursuing them for unpaid road tax or TV licences, or clamping down on outstanding warrants or fines, alongside sanctions for more serious offences. The strategy also **ensures that there is no room for the most harmful offenders to ‘slip through the net’ between agencies** – that agencies all know who the most damaging and

prolific offenders are, what they are up to and why they are doing it, so that they can take swift action against reoffending.

Cutting Crime: A New Partnership 2008–11

In the ten years up to 2007, new policies had made the country a more hostile environment for serious criminals. These included a clearer sentencing framework with new, tougher penalties and mandatory minimum sentences for serious offences, a tougher approach to serious organised crime, and new powers to seize the assets of criminals. Offenders are targeted more effectively now that system changes – including the creation of the Ministry of Justice – have brought together the courts, prisons and probation service.

The major shift over the last five years has been in agencies working together in **focusing intensively on the offenders causing the most harm** – the most prolific offenders, the most

violent offenders, and those committing crime to support drug misuse. This approach means that agencies identify the offenders of most concern (whether or not they are subject to statutory supervision), monitor them intensively, and provide opportunities for rehabilitating them, alongside fast-track punishment if they do reoffend.

Cutting Crime promised that this approach would continue, and the 2007 criminal justice system strategic plan re-emphasised joint work with other partnerships on prolific offenders as an area of focus for Local Criminal Justice Boards. We know that this approach works (for example, offending amongst the first offenders placed on the Prolific and other Priority Offender programme was 43% lower in the 17 months after entry on to the programme, than it had been over the 17 months before). Over the next two years we need to focus our tight resources where we know they will make most difference. End-to-end



management of priority offenders has been successful in using existing resources more effectively, without requiring dedicated funding streams.

Two years in: progress to date and focus for the next two years

PEOPLE

Supportive interventions have been balanced with tough choices for hardened offenders. They must choose to reform or face a swift return to court or prison and other measures that will make their lives difficult:

- A **new, single, comprehensive prolific offending scheme** will build on our existing approaches to intervening with offenders to ensure that the right offenders (those who are causing the most damage) are

being actively targeted and managed, and develop place-based approaches that ensure that all the relevant services in an area are supporting reduced offending.

- Seven projects across the country are offering **intensive alternatives to custody** for offenders likely to receive short-term sentences for their crimes. These tough alternatives ensure offenders are closely supervised by the probation service, while providing valuable services for the local community.
- The number of **Drug Rehabilitation Requirements** imposed as part of community sentences has significantly increased from under 5,000 in 2001/02 to over 16,600 in 2007/08, and completion rates have gone up from 28 per cent in 2003 to 43 per cent in

2007/08. Alongside this, 35,000 offenders in 2007/08 completed accredited offending behaviour and drug treatment programmes in prison and on probation.

- Since March 2003, more than £500 million of **criminal assets** have been recovered under the Proceeds of Crime Act 2002, disrupting those who profit from their criminal activity. New asset seizure powers are being introduced in the Policing and Crime Bill, which will stop criminals from hiding or disposing of their assets before they can be confiscated.

The most dangerous or persistent offenders face prison – more of them, and for longer – and are managed after their sentence to minimise the risk of reoffending:

- The Government is **increasing prison capacity** to around 96,000 places by 2014 to ensure that there are enough places to manage the most dangerous and persistent offenders.
- More **knife and gun crime offenders** have gone to jail, and are staying there for longer. Knife offences resulting in immediate custody rose from 1,125 at the end of 2007 to 1,386 at the end of 2008; over the same period the average length of immediate custodial sentences rose by 38 per cent and the number of cautions for knife and other offensive weapon offences dropped by 31 per cent. The average length of custodial sentence (excluding life and indeterminate sentences) for gun crime offences rose from 48 months in 2005 to 56 months in 2007.
- By 1 April 2009, nearly 5,000 offenders convicted of **serious sexual or violent offences** had been sentenced to an Indeterminate Sentence of Imprisonment for Public Protection. They will remain in prison until they have both served the minimum punitive period for their offence and no longer present a significant risk to the public.

Violent Offender Orders will place restrictions on the most serious violent offenders who continue to pose a risk of serious harm to the public, but are no longer under any form of statutory supervision.

- Multi-Agency Public Protection Arrangements (MAPPAs) provide a mechanism for agencies to work together when they are **dealing with dangerous offenders**. In 2007/08, only 79 out of 12,806 offenders supervised under MAPPA were charged with serious further offences.
- **Injunctions against gang members** will also prevent acts of serious violence and provide an opportunity for local agencies to develop effective ‘exit’ strategies to help people get out of gangs.

A co-ordinated approach is ensuring we are able to tackle those involved in organised crime and fraud:

- Some 297 offenders have been arrested and 131 children have been

rescued since 2007 by the **Child Exploitation and Online Protection Centre**.

- The UK Government ratified the **European Convention on Human Trafficking** in December 2008, setting minimum standards for protecting and supporting trafficking victims. A further £4 million will be invested into specialist support for victims of human trafficking over the next two years, building on the success of the existing Poppy project which has supported over 400 victims of sexual exploitation.
- To make it easier for the public to report cases of fraud, a new **National Fraud Reporting Centre** is being set up, expected to be fully operational by 2010. This is part of the £29 million National Fraud Programme.
- Since summer 2008, responsibility for leading complex fraud investigations has been held by the City of London Police, as the new **national lead force on fraud**. The force has led complex investigations

resulting in 36 arrests. It is investigating 71 major cases, which altogether involve losses to victims estimated at £1 billion.

- HM Revenue & Customs have strengthened their use of the tax system to investigate, disrupt and prosecute organised crime and criminals. Since June 2006, the **Criminal Taxes Unit** has been using existing powers to recover unpaid taxes with penalties, disrupt criminal finances and reduce the profitability of crime and the harm it causes.

PLACES

The offenders who have the widest impact on local neighbourhoods are being tackled and their behaviour is being curbed, so that spaces are safer and more community orientated:

- The Tackling Gangs Action Programme tackled gang-related gun violence in four key cities. This targeted approach included tough enforcement measures and saw a reduction of 51 per cent in firearms-related injuries and a 27 per cent drop in all recorded firearm offences. The Tackling Knives Action Programme now follows a similar targeted approach in 16 areas, where action includes **enforcing tough new laws on knife possession**, including through the introduction of an expectation to prosecute for those over 16 caught in possession of a knife.
- There are 700 **Designated Public Place Orders** in force across the country to tackle alcohol-related disorder. These let the police and local authorities designate specific public places where strict alcohol enforcement rules and powers apply.
- Up to September 2007, 1,151 **Crack House Closure Orders** were issued in England and Wales, allowing police and local authorities to rapidly close premises, relieving communities blighted by the associated crime and anti-social behaviour.

PRODUCTS

Through new technology, we have developed smarter tools to catch and convict offenders and bring them to justice:

- £80 million is being invested in **mobile data devices for the police**, which enable officers to send and receive information and identify criminals while on the beat; 10,000 devices are already available and this will rise to 30,000 by March 2010.
- The **National Ballistic Intelligence Service** became fully operational in November 2008 and will help to disrupt the criminal use of firearms, for example, by comparing ballistics to reveal links between crimes.
- New technology is being used to **stop mobile phones and drugs being smuggled into** prisons, including the introduction of mobile phone signal detectors and disrupting technology, search wands and body orifice security scanners.

Agencies continue to tackle the changing nature of organised crime, ensuring they identify and deal with those intent on profiting from their crimes:

- Some 90 tonnes of Class A drugs were seized by the **Serious Organised Crime Agency** in the UK in 2007/08, and more than 2,000 arrests around the world were made.
- The police are **cracking down on cannabis farms** and those profiting from this illegal trade: in the year to the end of March 2008, over 500,000 cannabis plants were seized, which would have had a wholesale value of more than £60 million.
- A police partnership with the financial services – the **Dedicated Cheque and Plastic Unit** – has prevented £107 million of fraud and disrupted 421 organised crime networks.

Case study: Operation Mutual, West Yorkshire (January to March 2009)

Operation Mutual involved the intensive management of 82 offenders actively involved in burglary. In line with the approach of offering ‘tough choices’, at the beginning of the operation, all the offenders were visited in an attempt to engage them in supportive interventions (rehabilitation and resettlement). Partners worked together to develop initial assessments and intervention plans for each offender and then kept in regular contact with them to increase engagement.

At the same time, they were monitored closely to control their offending. The operation involved seven days of action, each focusing on problematic locations where the offenders lived. These resulted in 122 arrests, followed by close monitoring through custody to ensure all opportunities for intervention were taken.

As a result of the operation, 22 of the original 82 are now in custody and 36 have engaged in some way with rehabilitation and resettlement – compared with only 9 of the 82 who were being managed at the start. Problematic offenders have received custodial sentences as a result of joint working between police and partners. Leeds was the main focus of the operation and overall trends there show reductions in burglary after the start of the operation.

‘We have operationally managed these offenders... police teams will now (with partners) do weekly visits [to offenders]. This is a really important part of the jigsaw... The buy in from partners has been fantastic, relationships between probation, the Youth Offending Team and Police have improved dramatically.’ (DI Mark Long, Bradford)

Delivering responsive, visible justice

The Government's vision is of a criminal justice system that puts victims at its heart and inspires the public's confidence and engagement. Substantial progress has been made – for example, 44 per cent (1.45 million) more offences were brought to justice in the year to March 2008 than in 2001/2, and 81 per cent of victims and witnesses were satisfied with their experience of the criminal justice system in the last six months of 2007/8. But despite the dedication of the many people working in the system, this has not translated into increasing community confidence with only 47 per cent of the public believing that services are responding to local crime and anti-social behaviour priorities. The Government has challenged the police, working closely with local partners, **to raise this to 60 per cent in the next three years.**

To achieve this, local people need to have full confidence that their police, local councils, local courts and other services understand and will respond to their concerns and deliver the service that they and their community are entitled to.

Many of the public believe that the criminal justice system is unfairly balanced in favour of offenders. For example, Louise Casey's 2008 review, *Engaging Communities in Fighting Crime*, found that only 33 per cent thought that the system met the needs of

victims, but 79 per cent believed that it respected the rights of offenders.

Delivering responsive, visible justice in which criminals face – and are publicly shown to face – the consequences of their crimes is therefore a crucial part of improving public confidence, as is giving victims and witnesses a voice to express the impact of crime on their lives, and practical and emotional support to deal with the impact.

Cutting Crime: A New Partnership 2008–11

By 2007, many local crime fighting partnerships had a good track record of addressing communities' concerns about anti-social behaviour, using a proven range of tools and powers. However, there was still more to be done: the public often felt that they were raising concerns about alcohol-related violence and drug-dealing with no response, or agencies felt that they did not have the right powers and approaches to respond.

The renewed Drug Strategy (2008) and the 2007 Alcohol Strategy included measures to address these problems. *Cutting Crime* also promised greater focus on addressing youth crime and ensuring that anti-social behaviour was tackled.

However, the Casey review emphasised the strong link between visible justice and public confidence, and delivering the programme of work to ensure responsive, visible justice will be absolutely key to meeting the public confidence challenge.

Two years on: progress to date and focus for the next two years

PEOPLE

Many offenders have been required to make reparations to their communities; agencies are now focusing on ensuring that this activity is visible and that the community has a say:

- Every year over 55,000 criminals are subject to **Community Payback**, carrying out over six million hours of physical, unpaid work. Since December 2008 all offenders on Community Payback have been required to wear branded, high-visibility jackets.
 - Reparation activity has been extended to **young offenders** in 69 areas as part of the Youth Crime Action Plan. Orders can specify that activity takes place during leisure time (such as Friday and Saturday nights), and communities can have a say in which projects are carried out.
 - **Youth Restorative Disposals** use restorative justice to get a young person to take responsibility for their actions and apologise at the scene of the crime as a response to low-level, first-time offending. The current pilot will continue until September 2009.
- There is also increasing focus on ensuring that communities can have a say in how justice is done:
- The public can nominate schemes to be carried out on Community Payback. Taking this further, in April 2009, the public in 54 areas were able to vote on what physical work offenders should carry out, as part of the Justice Seen, Justice Done programme – Citizens’ Panel arrangements will also initially be extended to 30 areas to enable members of the public to easily nominate Community Payback work projects for offenders.
 - Over the next two years, the creation of a new, modern prosecution service will include introducing the **community prosecutors approach**. They will work with neighbourhood policing teams to better understand local crime concerns, and inform their prosecution decisions.

Case study: Hull Community Payback

The Community Payback scheme is improving the quality of life for residents of Riverside, Hull's most deprived ward. Through quarterly Community Safety Action Partnership public meetings, residents nominate potential projects to be undertaken by people serving a community service sentence.

Riverside Ward was chosen because it is served by Hull community justice court, which prosecutes cases from the Riverside area before a specially selected panel of magistrates.

Pete McCabe, Citysafe Neighbourhood Community Justice Manager, said:

“This is about community involvement in the justice system. We can demonstrate how we prevent and enforce, but it has often been difficult to show what reparations are in place. Via this scheme, communities have direct evidence that offenders are making reparations for the crimes they have committed.”

The scheme's community payback taskforce has a team of ten offenders, supervised by the Probation Trust, who clean graffiti and paint walls. The three community warden shops in the Riverside Ward are allocated two 'low-risk' offenders who work over 4,000 hours every month.

The Taskforce can respond quickly when residents identify a need. In some cases, offenders can be sent to a location to remove graffiti or fly-tipping waste within 24 hours. Residents of Egton Street, Riverside, enjoy the benefits of Community Payback: offenders cleared away rubbish and tidied grassed areas, making a noticeable difference to the street. Resident Sean Tierney said, “They did a brilliant job; it was great to see the improvement that can be made when people work in partnership to get a job done.”

A key element of responsive justice is **speedy** justice.

- New '**virtual courts**' will be piloted over 12 months from May 2009, in 17 police custody suites and two magistrates' courts. Where appropriate, offenders will appear before magistrates' courts via video-link from police stations within hours of arrest.

Every year, 1.5 million victims are supported through Victim Support. Since 2007 much has been achieved in improving the response to **victims and witnesses**, and over the next two years the most successful approaches are being rolled out further:

- **Victim Support Plus**, now rolled out across England and Wales, offers a needs assessment as soon as possible after the crime with practical services available.
- Since 2007, **Witness Care Units** have provided support at court and

beyond for witnesses, including children and other vulnerable or intimidated victims and witnesses. Pre-trial visits to court are offered to help familiarise witnesses with the surroundings.

- By April 2009 104 **specialist domestic violence courts** had been set up, providing specialist support services for victims, and enabling agencies to work together to track and assess cases to bring perpetrators to justice and prevent further violence. There will be 128 courts by 2011.
- Police officers will receive training on what to do when a **rape** is first reported. The Home Office and ACPO are helping every police force to ensure that all victims are seen by a specially trained officer within an hour of reporting.
- There are now 28 **Sexual Assault Referral Centres (SARCs)** and there will be one in every police force area by 2011. These provide

medical care and counselling for victims of sexual violence, and the opportunity to assist any police investigation.

- **Independent Sexual Violence Advisors** (ISVAs) have been introduced in 36 areas, providing advice, practical and emotional support and risk assessment to people who have experienced sexual violence. New funding of up to £1.8 million was announced in April 2009 to expand the existing SARC and ISVA network.
- Sara Payne was appointed **Victims' Champion** in January 2009. She will collect evidence of victims' and witnesses' experiences of the CJS through a number of Victims' and Witnesses' Journeys across England and Wales. By 2010 victims and witnesses will have another strong voice at the heart of government through an independent **Victims' Commissioner** to represent their views and promote good practice.
- In 2008/9 nearly £250 million was paid by the **Criminal Injuries Compensation Authority** (CICA) to victims of violent crime, and the scheme remains one of the most generous in the world.

PLACES

Since 2007, there has been increasing **advice and communication about crime issues in a geographic area**, and the Government and delivery partners will be building on this over the next two years:

- Every area in England and Wales has had a **Neighbourhood Policing Team** since April 2008 – around 3,600 dedicated teams focused on understanding and responding to local crime concerns.
- As part of the Justice Seen, Justice Done programme, 60 'pioneer areas' have appointed a new **Neighbourhood Crime and Justice Co-ordinator**, who will

- promote local work to the public to build confidence.
- Regular focused activity with intensive communication continues to be important. For example, during national **Tackling Drugs Week**, local agencies and police forces publicise the work they do to tackle drugs and reduce drug-related crime, such as arrests, drugs and weapons seizures, and crack-house closures.
 - Local authorities have been given the power to establish **Alcohol Disorder Zones** to tackle high levels of alcohol-related nuisance or disorder, including the power to charge local licence holders if voluntary action plans are not implemented.

New **tools and powers** are ensuring that authorities can respond quickly to crime issues in a geographic area:

- **Premises Closure Orders** were made available in December 2008. These allow authorities to shut down any property that is the focus of persistent anti-social behaviour causing significant distress to neighbours.

Case study: Premises Closure Order in Aberdare

Using a Premises Closure Order, a 38-year-old female was evicted from privately rented accommodation in Aberdare, South Wales following weeks of abusive, threatening and violent behaviour which led to six arrests. Police were called 20 times and a list of 29 incidents were put before magistrates.

David Jones, on behalf of Rhondda Cynon Taf Council, said, “The visitors to the property were causing such problems to neighbours we acted to return that neighbourhood to quiet normality”.

Inspector Steve Meek of South Wales Police said, “This is an extremely serious case and one which I hope will send out a clear message to all communities that we simply will not tolerate such disgraceful behaviour”.

Putting the public in the driving seat

As part of the Government's commitment to empowering communities, there have been major changes in the system for involving ordinary local people in decision-making about crime. These are putting the public much more at the centre of tackling local crime issues, and are aimed at giving them the confidence to come forward and take part in decision-making. In particular, changes to the system are requiring the Government and delivery partners to put clear information on crime, entitlement and criminal justice outcomes into the hands of communities.

The driver for this is that when the public know what service they can expect to receive, when they are asked about their priorities, and when they receive feedback about what has been done in response, their confidence in those agencies increases.

A confident and empowered public is more likely to want to work with agencies to fight crime. Making them part of decision-making recognises and values the many people who go out of their way to contribute to the safety of their communities, whether

by reporting a crime, challenging anti-social or criminal behaviour, or participating in the criminal justice system as a volunteer, for instance, as a police special constable or magistrate.

Victims and witnesses are those members of the public who have felt the impact of crime directly and most painfully. They are at the heart of the issues that the criminal justice system is set up to deal with, and system changes are also ensuring that they are at the heart of the way the system responds to crime.

Cutting Crime: A New Partnership 2008–11

In 2007, the main sources of information about crime for the public were their own experience (or that of family and friends), published crime statistics, media coverage, and some information provided by proactive partnerships. Information from local, trusted sources was much more limited.

Cutting Crime and the 2007 criminal justice strategic plan both promised greater opportunities for citizens and communities to talk to their local criminal justice services and to find out about crime. This is now happening all over the country, through neighbourhood policing teams, interactive crime maps, crime information from local partnerships and the community justice approach.

However, this still represents just the start of a journey that needs to go much further in giving the public the information that they need to become much more active partners in responding to crime, and feeling more confident about the way it is handled.

The Green Paper, *Engaging Communities in Criminal Justice*, published in April 2009, makes proposals to better enable local criminal justice services to identify communities' priorities, enlist their support, involve them in delivering shared objectives, and communicate more effectively about how this is being done.

Two years on: progress to date and focus for the next two years

PEOPLE

Listening to the public about their experiences and understanding their concerns enables us to ensure that we provide the services they want and need. It is important that criminal justice agencies learn from those who have experienced crime:

- Over 13,000 members of the **public had a say** in Louise Casey's review, *Engaging Communities in Fighting Crime*, by taking part in nationwide surveys and public meetings in 2008.
- Young people are more likely to be victims of crime than adults, but are far less likely to report it. Under the Youth Crime Action Plan (published in July 2008) five areas in England are piloting different ways of delivering **support to young victims**, including giving young people information to keep themselves safe, and giving them the

confidence and knowledge to recognise victimisation and report crime.

- The **Victims Advisory Panel** enables victims of crime to make recommendations directly to Ministers.
- All victims of crime should now be offered a **Victim Personal Statement**, giving them a voice in the criminal justice process and helping to ensure justice agencies, and the judiciary understand the impact of the crime upon the victim.

Putting information in the hands of the public will ensure that we have empowered communities that are clear about expectations and entitlement:

- By December 2008, all police forces had signed up to the **Policing Pledge**. Now, for the first time, through this 'contract' between communities and the police, all members of the public in England and Wales are able to see a clear

statement of how their local police service will work with them to help resolve their concerns and what kind of service they can expect, including nationally agreed minimum standards on response times. But rights are no good if the public don't know about them: through Justice Seen, Justice Done, a major campaign has been carried out to raise public awareness of the Pledge and the standards the public should expect. And if the public do not feel the standards within the Pledge are being met, they can raise it locally with the police themselves or through their police authority.

PLACES

Clear, timely information about what is happening locally to tackle crime and anti-social behaviour will help to build public confidence:

- Since January 2009, as part of the Justice Seen, Justice Done campaign, all police forces in England and Wales have had **crime maps** on their

websites. The public can now access crime statistics for their local areas and see whether things are better or worse than in the past or in comparison with other areas. This will soon be joined by justice statistics: a public facing website will provide the outcomes of criminal court hearings, so that the public can find out what has happened in individual cases, in relation to specific offences or to individual offenders. This will link closely with the Community Payback initiative, where people can nominate local projects they would like offenders to work on as part of their community payback.

- By early summer 2009, local information will also be available on **how anti-social behaviour is being tackled**, which the public can use to hold their local authority anti-social behaviour teams to account and challenge them to do more on tackling those problems.
- Since March 2009, members of the public have been able to text

'PLEDGE' followed by their postcode to 66101 to get the **phone number for their local neighbourhood policing team** and their police service's non-emergency number (text messages are charged at standard rates). They can also find these details, along with information about local crime and policing, by putting their postcode into a website (www.direct.gov.uk/policingpledge), which will link them directly to the web pages of their local neighbourhood policing team (the information is also available by non-electronic means).

- CDRPs and CSPs have been provided with a communication guidance package to help them give out **information to reassure all parts of the community** about good work going on locally, along with promoting the use of anti-social behaviour hotlines and support services available to them.

While focusing on community priorities, we want to empower the public to work with us to tackle crime and anti-social behaviour:

- By April 2009, the **Community Crime Fighters** programme had provided training to over 1,200 people, with plans to train a total of 3,600 by the end of 2009. This training targets people who are already active in their community, and equips them with the knowledge and confidence to work with their crime and justice agencies locally to know what to expect from services and what they can do to get the best for their community.
- In June 2009 the Government will launch the 'Safer Streets' website, giving the public further opportunity to **play a part in preventing crime locally**. The website will enable members of the public to identify streets where they



do not feel safe via virtual ‘pins’, uploading photos and giving their reasons. Local authorities will then be able to act upon this information, responding to specific areas that are a concern for local communities.

- Through Justice Seen, Justice Done, information packs about working with the local crime and justice agencies and getting the best for fellow members of the community have been made available to every **Neighbourhood Watch** co-ordinator and member of TPAS England (the leading national tenant participation organisation) nationwide.
- The **community justice** approaches trialled in North Liverpool and Salford have been extended to 11 other areas; the most effective elements will be rolled out to magistrates’ courts across England and Wales during 2009 and 2010, to strengthen the connection between justice and communities.

Case study: Respect Watch Schemes, The Wirral

The Wirral's Anti-Social Behaviour Team has had great success in rolling out a Respect Watch Scheme. The scheme aims involve the community in tackling anti-social behaviour; raising awareness about reporting processes; improving the perception of an area; and help create a more sustainable community.

A group made up of local residents, police and other services meets in regular Respect Watch meetings to drive forward initiatives to prevent anti-social behaviour and to tackle it when it occurs, resolving local concerns from littering to drug dealing.

Respect Watch protects residents who have suffered problems caused by anti-social behaviour. In some areas, the scheme followed enforcement action to tackle anti-social behaviour by a number of Wirral Partnership Homes' tenants, which included evictions and the use of Anti-Social Behaviour Injunctions. The scheme was approved by local residents.

Agencies worked with the community, carrying out late night patrols, giving 'on the doorstep' advice and support, and attending residents' meetings. Large signs were put up on the blocks and window stickers given to residents to deter unacceptable behaviour.

The areas involved in the scheme have seen a reduction in anti-social behaviour and calls to the police. In June 2008, a Positive Action Day celebrated those successes and promoted the area. The day saw visits from a number of agencies offering advice and support to residents, including the landlord of the blocks, police, fire and rescue service and Reachout. Wirral Anti-Social Behaviour Team's 'Respect Bus' provided advice to residents during the event.

Existing tenants completed a survey through door to door contact. Comments made by local residents included:

- "The improvements are already visible, I'm very happy."
- "Since the scheme has been in place there has been a vast improvement."
- "It's calmed down, no parties, quiet, nice place to live now."



Taking action at the right level

A responsive system, that understands the public's priorities and addresses crime challenges as they emerge, is one that strengthens professionals' discretion to deal with problems locally and appropriately. It is increasingly clear that the public consider this to be a 'common sense' approach. Local professional discretion needs to be backed up by sufficient oversight of risk and strong accountability to local communities, but there is a clear case for rebalancing.

Cutting Crime set out a new and more mature way of working between central government, police forces and authorities, local authorities, probation services, primary care trusts and a range of other agencies who work to reduce crime:

- Local professionals, including the police, police authorities and local authorities, know what matters most to their communities – and have been freed up to respond to the needs of local communities, improving the performance of services that will make the biggest difference to the public.
- Where an area requires performance support, the Home Office is committed to supporting sector-led improvement and is working with Regional Improvement and Efficiency Partnerships as part of this approach. In addition, Government Offices, the Home Office Crime Team in Wales and other regional agencies can provide strategic support and co-ordination to local partnerships.
- Government will continue to drive key national issues and, working through and with the Government Offices, will provide support to

ensure that the targets local partnerships have agreed on crime, alcohol and drugs through the LAA process are met, and that any risk to the national delivery of the PSAs is identified and addressed. This will include providing strategic national leadership on the most serious and pressing issues, negotiating new partnerships, powers and system changes at a national level where appropriate, such as in serious organised crime and terrorism.

Crime challenges do not emerge uniformly across the country, and at the same time identical crime types can be rising and falling in similar areas. Getting the balance right between national and local is crucial if we are to have a sufficiently flexible system.

Cutting Crime: A New Partnership 2008–11

The publication of *Cutting Crime* marked an opportunity to transform the way central government worked with delivery partners, devolving power away from Westminster and allowing greater discretion locally. The Government committed to having fewer targets mandated from the centre, freeing up local professionals to respond to local priorities, and simplifying performance management. Agencies and partnerships are still held to account – but the police, local authorities and a whole range of partner agencies are responsible for delivering for the public, and increasingly are being held to account by the public.

This was backed up in the Policing Green Paper (July 2008), which emphasised taking decisions at the right level, including greater operational discretion for the frontline, supported by removing layers of bureaucracy.

Two years on: progress to date and focus for the next two years

PEOPLE

Freeing up people to take decisions at the right level requires changes to the systems within which they operate. These systems have changed significantly over the last two years, and will be embedded over the next two years:

- Changes to central government targets mean that local services are subject to **fewer centrally mandated targets**. A new set of Public Service Agreements have been in place since the beginning of 2008/9: the 'Making Communities Safer' PSA focuses on improving public confidence and moves away from crime-type targets. The police are now subject to only one top-down target – to increase public confidence that the police and local councils are dealing with the anti-social behaviour and crime issues

that matter locally – meaning that it is now local people, rather than central government, who are telling the police what service they need and holding them to account via the Policing Pledge, overview and scrutiny committees and the Councillor Call Action. As part of the Policing Pledge, neighbourhood policing teams arrange public meetings at least once a month so that members of the local community can agree local priorities. As of May 2009 (and from October in Wales) local people, using Councillor Calls for Action, are empowered to require their local councillors to consider and seek action on crime and disorder issues. To ensure these result in real action, Calls for Action can be escalated when necessary to the new local authority crime and disorder (overview and scrutiny) committees, which must review and report on the functioning of local crime fighting partnerships.

- The recommendations of the Normington review on **reducing data burdens on the police** included removing or reducing 36 data streams, introducing a two-year moratorium on new data requests and an end to activity-based costing. Sir David Normington will chair the Gateway Group (comprising senior policing representatives) to ensure the recommendations are implemented and that new requirements are scrutinised, to stop any unnecessary red tape being created.
- Alongside these measures the Independent Reducing Bureaucracy Advocate, Jan Berry, published her interim report on delivering **further cuts in red tape** in February 2009. She recognised the amount of work already being undertaken to reduce unnecessary bureaucracy and the benefits that are already being delivered.
- In England, the public will be receive clear, independent **information about the performance of services in their area**, through Comprehensive Area Assessment reports (the first reports will be published in November 2009), helping them to hold those services to account. These will be joint reports from the Audit Commission and other inspectorates, including HM Inspectorate of Constabulary, HM Inspectorate of Prisons and HM Inspectorate of Probation.
- New national arrangements are being put in place – through the establishment of a National Protective Services Board – to ensure that in some key areas of policing that require a more co-ordinated approach above the local level (such as **tackling organised crime** and protecting vulnerable people), further improvements can be made in protecting the public and reducing harms to communities.

PLACES

- For local effort to be effective, resources must be matched to priorities. In June 2008 English local councils and their partners signed 150 **Local Area Agreements** (LAAs) with local councils and their partners – 150 unique pledges to local people to improve public services and the quality of life.* LAAs allow greater flexibility for areas to develop local solutions to local circumstances, recognising that the police, police authorities, local authorities and many other local partners are best placed to identify and respond to local priorities.
- The Government will continue to monitor performance to ensure that PSA commitments are met; and provide strategic leadership and support, with colleagues in the regions, where **local areas face the greatest challenges** (for example through place-based activity). The

Government Offices and Home Office Crime Team in Wales help local partnerships understand and contribute to national priorities and monitor performance and risks to delivery at a local level. In particular, they:

- challenge partnerships and support improved working at a local level;
- use intelligence and analysis of local challenges and best practice to ensure that national policies are being delivered and are effective; and
- address barriers to delivery, promote inter-agency problem solving and collaboration and facilitate data and information sharing.

* Following a refresh in March 2009, there are now 152 LAAs.

Case study: Oldham Neighbourhood Agreement

Oldham, Greater Manchester, is leading the way with Neighbourhood Agreements. The resident-led Agreements set down how local services and residents can work together to improve communities.

One Agreement, 'Peace and Quiet', deals with crime, safety and anti-social behaviour. It outlines actions that Greater Manchester Police, Greater Manchester Fire and Rescue Service and Oldham Council will take with residents to make Oldham safe and secure.

West Oldham area Police Inspector, Alan Humphreys said:

"Its biggest strength is that it is an agreement reached involving the local community. It is not something that has been imposed on them; they have played a very active part in its creation and have ownership of it."

Local agencies work together but have their own roles and responsibilities so that each knows what is expected of the other. Residents are more involved and aware of services and take responsibility for maintaining a sense of pride in their area.

In the Medlock Vale Ward, residents are seeing an improved relationship between residents and local services. People are more aware of where and who to turn to for help and support and how to hold the police and other services to account if they fail to uphold the agreement. The Neighbourhood Agreement pledge model works hand-in-hand with Neighbourhood Policing and is active across other key services, including the environment, housing, health and the community.

David Patterson, local resident and volunteer member of the Neighbourhood Team said:

"Since the Peace and Quiet Agreement, we feel differently about policing in the area. We feel that they have improved relationships and residents feel more confident about approaching and speaking to our local Police Officers and PCSOs. The plus side of this is that the area now does feel safer too."

Conclusion

Collectively, we have made huge progress over the last two years. We must keep the momentum up if we are to keep crime down. The new priorities set out in this document are intended to help to drive that momentum, and partnerships should consider framing their partnership plans around these priorities over the next planning cycle. The Home Office will work with Government Offices and partnerships to review progress in autumn 2009 and in April 2010.

Annex – documents published since 2007

ACTION PLANS AND STRATEGIES PUBLISHED UNDER OR ALONGSIDE THE 2008–11 CRIME STRATEGY

Cutting Crime: A New Partnership 2008–11

Published **July 2007** by the Home Office.

The Home Office's crime reduction strategy for 2008–11 sets out a framework for working together to reduce crime for central and local governments, local crime-fighting partnerships and non-government organisations. Noting the main lessons learned over the preceding ten years, the Strategy looks to build on these to address new crime challenges. A number of key areas for focus are identified: a stronger focus on serious violence; continued pressure on anti-social behaviour; renewed focus on young people; a new national approach to designing out crime; continuing to reduce offending;

fostering a greater sense of national partnership; and freeing up local partners and building public confidence.

*Available to download from
www.homeoffice.gov.uk/documents/crime-strategy-07*

Safe. Sensible. Social. The Next Steps in the National Alcohol Strategy

Published **June 2007** by HM Government (the Department of Health and the Home Office jointly, with the Departments for Culture, Media and Sport, Education and Skills, and Transport).

This update to the Government's alcohol strategy sets out clear goals and actions for the period to 2011, including to promote sensible drinking and reduce the harm that alcohol can cause.

*Available to download from
www.homeoffice.gov.uk/documents/alcohol-strategy-2007*

Guidance for local crime reduction practitioners published by the Home Office under the updated national alcohol strategy is available at <http://drugs.homeoffice.gov.uk>

Youth Alcohol Action Plan (Department for Children, Schools and Families, the Home Office, Department of Health) (Cm.7387)

Published June 2008 by TSO (The Stationery Office) for the Department for Children, Schools and Families, Home Office, and Department of Health.

Young people who drink too much can cause harm to themselves and to their communities. This can include increased risk of ill health, teenage pregnancy or anti-social behaviour and disorder. The Youth Alcohol Action Plan sets out the Government's approach to tackling these harms through a combination of education and information, enforcement activity and action with industry. This is

supported by a strong partnership with parents, industry, law enforcement agencies and communities.

Available from TSO (ISBN 9700101738729) or to download from www.dcsf.gov.uk/publications/youthalcohol

Saving Lives. Reducing Harm. Protecting the Public. An Action Plan for Tackling Violence 2008–11

Published **February 2008** by HM Government (the Home Office).

The Tackling Violence Action Plan (TVAP) sets out a range of actions to reduce the most serious violent crime, including gun and gang-related crime, knife crime, and sexual and domestic violence. The plan focuses on ensuring agencies are able to work together to manage known offenders, as well as those most at risk of involvement in serious violence either as perpetrators or victims; providing care and support for victims of serious violence to reduce the impact of, and the harm

caused by, these offences; and directing interventions at every stage of the offending cycle.

*Available to download from
[www.homeoffice.gov.uk/documents/
violent-crime-action-plan-08](http://www.homeoffice.gov.uk/documents/violent-crime-action-plan-08)*

Guidance for local crime reduction practitioners published by the Home Office under the Tackling Violence Action Plan is available at www.crimereduction.homeoffice.gov.uk

Drugs: Protecting Families and Communities—the 2008 Drug Strategy

Published **February 2008** by HM Government.

The 2008 Drug Strategy: One Year On

Published **April 2009** by HM Government.

The 2008, ten-year drug strategy aims to reduce the harm that drugs cause to society, to communities, individuals and their families. The Strategy comprises four strands of work: protecting communities through tackling drug supply, drug-related crime and anti-social behaviour; preventing harm to children, young people and families affected by drug misuse; delivering new approaches to drug treatment and social re-integration; and public information campaigns, communications and community engagement.

The first three-year Action Plan within the framework of the Strategy was published concurrently.

*Both are available to download from
<http://drugs.homeoffice.gov.uk/drug-strategy>*

Working Together to Cut Crime and Deliver Justice: A Strategic Plan for 2008–2011 (Cm. 7247)

Published **November 2007** by TSO (The Stationery Office) for HM Government (the Office for Criminal Justice Reform).

The strategic plan for the Criminal Justice System for the period 2008–11 identifies how criminal justice agencies—police, prosecution, courts, probation, prison and youth justice services—will work together with other partners to improve efficiency and effectiveness in bringing offences to justice. The Strategy sets out a vision for a criminal justice system which is more effective in bringing offences to justice, especially serious offences; engages the public and inspires confidence; puts the needs of victims at its heart; and has simple and efficient processes. It also sets out how the Criminal Justice System supports Government’s wider drive to make communities safer through reducing crime and re-offending, as detailed in the 2008–11 Crime Strategy.

Available from TSO (ISBN 9780102951400) or to download from www.cjsonline.gov.uk/the_cjs/aims_and_objectives

Youth Crime Action Plan 2008

Published **July 2008** by HM Government (the Home Office, Ministry of Justice, Cabinet Office, and Department for Children, Schools and Families).

The Youth Crime Action Plan (YCAP) is a comprehensive, cross-government analysis of how youth crime will be tackled. It sets out a “triple track” approach of enforcement and punishment where behaviour is unacceptable, non-negotiable support and challenge where it is most needed, and better and earlier prevention.

Available to download from www.homeoffice.gov.uk/documents/youth-crime-action-plan

A handbook for local crime reduction practitioners published by the Home Office under the Youth Crime Action Plan is available to download from www.crimereduction.homeoffice.gov.uk/youth/youth085.htm

The National Fraud Strategy: A New Approach to Combating Fraud

Published **March 2009** by the National Fraud Strategic Authority (an executive agency of the Attorney General's Office).

The National Fraud Strategy aims to crack down on the fraudsters by strengthening the counter-fraud community's response to their activities and providing real help, protection and support to individual consumers and businesses. The Strategy focuses activity in four key areas: improving the building and sharing of knowledge and fraud; tackling the most serious and harmful fraud trends; disrupting and punishing more fraudsters and improving

support for victims; and, improving the nation's long-term capability to prevent fraud.

*Available to download at
[www.attorneygeneral.gov.uk/attachments/
NFSA_STRATEGY_AW_Web.pdf](http://www.attorneygeneral.gov.uk/attachments/NFSA_STRATEGY_AW_Web.pdf)*

Pursue, Prevent, Protect, Prepare: The United Kingdom's Strategy for Countering International Terrorism (Cm. 7547)

Published **March 2009** by TSO (The Stationery Office) for HM Government.

This document sets out the most recent revision of the Government's counter-terrorism strategy (CONTEST).

*Available from TSO (ISBN
9780101754729) or to download from
[http://security.homeoffice.gov.uk/counter-
terrorism-strategy](http://security.homeoffice.gov.uk/counter-terrorism-strategy)*

Guidance, for public consultation until 19 July, has been published in April 2009 by the Home Office under CONTEST on reducing the vulnerability of crowded places to terrorist attack. *Working Together to Protect Crowded Places* encourages greater partnership working at the local level and helps local partners understand the contribution they can make. It relates to the United Kingdom as a whole, whilst reflecting the differing arrangements in the devolved administrations. *Safer Places: A Counter-Terrorism Supplement* gives practical guidance on how best to design counter-terrorism protective security measures into new development proposals whilst ensuring they are of high design quality. Whilst this document applies only to England, it will be of interest to devolved administrations.

Both are available to download from www.homeoffice.gov.uk/documents/cons-2009-crowded-places

Punishment and Reform: Our Approach to Managing Offenders

Published **December 2008** by the Ministry of Justice.

A high-level summary of how the principles of punishment and reform underpin the Government's approach to managing offenders and are fundamental to reducing crime and delivering justice. It points out that tough community sentences or fines can be effective in punishing and reforming less serious offenders. To achieve the best and most cost-effective outcomes for victims and the public, both prison places and effective community punishments are needed to reduce crime and reoffending.

Available to download from www.justice.gov.uk/publications/docs/punishment-reform

RELATED GOVERNMENT DOCUMENTS

The current set of **Public Service Agreements** were announced as part of the 2007 Pre-Budget Report and Comprehensive Spending Review. Information can be found on HM Treasury's website (www.hm-treasury.gov.uk/pbr_csr07_repindex).

The Public Service Agreements are available to download at www.hm-treasury.gov.uk/d/pbr_csr07_annexc_92.pdf. Hard copies can be ordered from the website of TSO (the Stationery Office), www.tsoshop.co.uk.

Engaging Communities in Fighting Crime: A Review by Louise Casey

Published **June 2008** by the Cabinet Office.

The result of an in-depth, eight-month study headed by Louise Casey, the former head of the Government's Respect Task Force, *Engaging Communities in Fighting Crime* contains more than 30 common-sense

proposals to reduce crime, create safer communities and increase public confidence. The findings were strongly influenced by the views of nearly 15,000 ordinary members of the public and front-line staff, who were canvassed by the review team during the review. The starting point for the review is that without public action, support and confidence, the police and other criminal justice agencies cannot make communities safer. However, for the public to play their part, they need to see and experience services that tackle crime effectively, give them confidence and back them up.

Government responses to the review can be found in the 2008 communities empowerment White Paper, policing Green Paper and 2009 criminal justice Green Paper (see below).

Available to download from <http://www.cabinetoffice.gov.uk/crime>.

Communities in control: real people, real power (Cm. 7427)

Published and presented to Parliament in **July 2008** by the Secretary of State for Communities and Local Government.

The key themes of the Government's White Paper on empowerment are power, influence and control: who has power, on whose behalf it is exercised, how it is held to account, and how people can use existing and new tools to access it. An annex gives an indication of plans for implementation. Some elements of the White Paper were subject to formal consultation. Some of the policies are contained in the Community Empowerment, Housing and Economic Regeneration Bill.

Available from TSO (9780101742726) or to download from www.communities.gov.uk/publications/communities/communitiesincontrol

From the Neighbourhood to the National: Policing our Communities Together (Cm. 7448)

Published **July 2008** by the Home Office.

The Government's 2008 policing Green Paper set out its vision for the future of policing and included radical new plans to cut red tape and give the police more freedom to get on with the job of reducing crime, combined with new measures to increase public confidence in the police and give the public a greater say about how their communities are policed. It set out how the Government would build on achievements, working with the police to continue to drive down crime, drive up public confidence and give local people more information and a bigger say in how their neighbourhood is policed.

A summary of Green Paper consultation responses and next steps was published in November 2008.

*Both are available to download from
[http://police.homeoffice.gov.uk/
police-reform/policegp/](http://police.homeoffice.gov.uk/police-reform/policegp/)*

Engaging Communities in Criminal Justice

Published **April 2009** by the Office for Criminal Justice Reform (OCJR)

This Green Paper proposes a series of new measures to give communities more say in the way justice is done in their areas and increasing the visibility of Community Payback. The plans include creating 30 pioneer areas across England and Wales where the new justice initiatives will be tested. It also proposes of a range of measures to ensure a more effective criminal justice service. They include: developing a new community prosecutor approach; significantly extending the use of community impact statements to give local people

the opportunity to voice their concerns to the criminal justice services and the courts; extending the use of citizens' panels; and establishing virtual community justice teams.

Public consultation on this Green Paper is open until 31 July 2009.

For further details see:

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









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Produced by HM Government, May 2009.

(Reprinted June 2009 with additional photographs).

Ref: 295594. ISBN: 978-1-84726-917-1