

# Confident Communities in a Secure Britain

The Home Office Strategic Plan  
2004-08

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The Home Office Strategic Plan can be found on the internet at [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)  
A summary of The Home Office Strategic Plan is also available.

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# **Confident Communities in a Secure Britain**

**The Home Office Strategic Plan 2004-08**

**Presented to Parliament by  
the Secretary of State for the Home Department,  
by Command of Her Majesty**

**July 2004**

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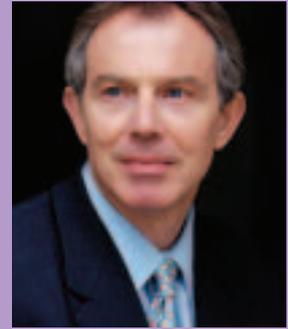
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## Foreword

### Tony Blair, Prime Minister



Our country and society have changed dramatically over the past decades. Many of those changes have been for the good, leading to greater prosperity, better health, a higher quality of life and a removal of barriers to opportunity. But not all the changes here have been beneficial. Like other developed countries we still face difficult challenges from drug addiction, from violent crime and anti-social behaviour and from the very real threat of international terrorism. But they are challenges we must overcome if we are to create a safe and secure society.

When this government came to power in 1997 it inherited a grim legacy. We found a situation where crime had doubled but police numbers were falling. Across the country decent families and communities were close to giving up the struggle against the thugs and vandals who made their lives a misery. Vulnerable people felt prisoners in their homes. Police forces felt they lacked the powers and manpower to help them. Communities were losing confidence in the police and the courts.

Putting this right, tackling crime and the fear of crime, was never going to be achieved overnight. But we have made a start. We have increased investment in the police so the numbers of officers are now 12,500 more than in 1997. We have created and funded community support officers and neighbourhood wardens to help curb low-level crime and disorder. We have given the police, courts and councils a whole range of new powers to impose on-the-spot fines, evict nuisance neighbours and tackle anti-social behaviour. We have cut delays in the courts, encouraged community policing and introduced drug testing and increased treatment for offenders.

The result is that we have more police than ever before, crime has fallen by 25 per cent and those communities effectively using the new powers we have given them see a real impact on anti-social behaviour. But the Government also accepts that crime and fear of crime remain too high and that while car crime and burglary, for example, have fallen to their lowest level in 20 years, concern about loutish behaviour and alcohol-fuelled violence has, until recently, been rising.

So we have made important progress but there is no room at all for complacency. We now need to move further and faster – from incremental to transformational change. And that is what the plans we are publishing today together with the extra investment unveiled in the Comprehensive Spending Review are designed to deliver.

At the heart of our plans for fighting crime and reforming the criminal justice system are three key priorities.

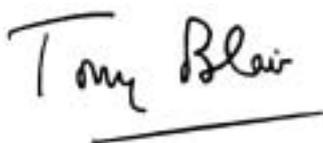
Firstly, we want to revive the idea of community policing, but for a modern world. That means a big increase in uniformed patrol on our streets but linked to 21st century technology – to make sure they have the biggest possible impact on crime and on the public's fear of crime. We will more than quadruple the number of Police Community Support Officers to 24,000 by 2008, backed up by more local authority wardens. And we'll give local communities a real say in deciding the priorities for the new neighbourhood policing teams, and more in dealing with anti-social behaviour.

Secondly, we are going to target the offender and not just the offence to deal with the criminal lifestyles of the most prolific offenders who cause such damage. There will be more prison

places for serious and persistent offenders but also more drug treatment to help them break free from the cycle of crime with the ambition of getting around 1,000 offenders a week into treatment by 2008. We'll extend drug testing from the point of charge to the time of arrest and introduce compulsory assessment of all those who test positive. The granting of bail will be linked directly in many cases to willingness to undergo treatment. We will enable a doubling of the capacity to use electronic tagging, and introduce satellite tracking for high risk offenders and the new National Offender Management Service will grip every offender from start to finish of their sentence.

Thirdly, we will toughen up every aspect of the criminal justice system to take on the criminal and support the victim. We have given the police and local authorities tough new powers to shut down crack houses, to disperse rowdy gangs of youths, to close pubs at the centre of disorder and deal with abandoned cars and graffiti. We will expect them to be used. We have toughened up bail and changed the rules of evidence so that juries can hear about previous relevant convictions, with new powers of appeal for the prosecution. Fines and community sentences are now being enforced, dangerous offenders will be detained until they are safe to release.

Our target is another 15 per cent reduction in crime by 2008, safer streets and stronger communities. It is a tough challenge. But with the continued overhaul and modernisation of the criminal justice system which the Government has also outlined today, I believe it is what we can and will achieve. Investing more, acting more effectively and getting tougher with the hard core of criminals and trouble-makers, we can build a new partnership with the decent law-abiding citizens to improve the quality of life in every neighbourhood.

A handwritten signature in black ink that reads "Tony Blair". The signature is written in a cursive style and is positioned above a horizontal line.

Tony Blair  
Prime Minister

## Foreword

### David Blunkett



The Home Office has responsibility in Government for some of the most fundamental social issues and challenges of our time. How can we reduce crime and anti-social behaviour at a time when traditional community bonds are loosening? How do we balance the benefits of our unprecedented freedom to live, work and travel as we choose with ways of preventing that freedom from being exploited by terrorists and organised criminals? How can we respond to people's sense of insecurity during a time of rapid social change without undermining the prosperity and equality which they rightly seek? How can we develop our sense of citizenship, identity and cohesion so that we are all part of the solution to the social challenges we face as communities?

These are fundamental questions for 21st century Britain. This is a country where more people are in work than ever before. A record number of our young people are benefiting from higher education. Although pockets of poverty remain, our standard of living and prosperity is greater than at any time in our country's history. The falling costs of modern travel take more and more British and foreign citizens in and out of our country every year.

Yet this progress has brought with it new threats and loosened traditional relationships within and between communities. Organised criminals have taken advantage of easier travel to bring in more Class A drugs to feed to a core group of drug users whose chaotic lives cause crime and anti-social behaviour. Terrorists and fraudsters have used modern IT to forge identities easily. Our ability to live more self-contained lives can leave us feeling removed from the police and other services which are working for us, while the Criminal Justice System can feel unresponsive

to the victim and witness who rightly expect a high standard of personalised service.

More than any other government department, the Home Office has to respond to these new challenges and opportunities. Through our responsibilities for domestic security and resilience, policing, drugs, race equality and active communities, our criminal justice system and our immigration and asylum policy, we are in a unique position to play a powerful part in developing trust and security in society with the law-abiding citizen at its heart.

The need to develop greater security underpins everything in this plan, mirroring the security and stability agenda pursued by the Government internationally and economically. Since 11 September 2001, the world has felt a less secure place. This has reflected itself subliminally in people's attitudes towards a much wider range of key issues relating to security, stability and order, particularly given the world-wide increase in people movement. That is why security runs like a thread throughout the Home Office's work; on the one hand, protecting ourselves from international terrorists while also ensuring the police and communities have the tools they need to establish order and security in their neighbourhoods.

For me, building a foundation of security, public order and stability is the basis for the trust and confidence which individuals, families and communities need to fulfill their potential. We can only drive lasting and sustained change by empowering people to take greater responsibility for the strength and well-being of their own lives and communities in a way that establishes a different relationship between Government and

the governed. Our approach is about balancing a tough national stance on crime, enforcement, public protection, and the security of our borders alongside measures to invest locally in active citizenship, the strength of our communities and the voluntary sector, the well-being of individuals and families, tackling racism and promoting social cohesion and the rehabilitation of offenders. We must continue to combine a framework of rigorous national standards for our services with greater flexibility and freedom to respond to the priorities and needs of the areas they serve. At the same time, we must maintain our investment in the tools needed to do the job, whether it is preventing crime through support for families and work with young people or through record numbers of police officers and community support officers on the frontline. I believe this balanced approach is vital if we are to continue to tackle the causes of crime as well as crime itself.

This plan outlines how we intend to take forward our work in a way that anticipates the aspirations, expectations and problems of the people of Britain in 2008. It should be read alongside our parallel strategy for reforming criminal justice, *Cutting Crime, Delivering Justice*, published jointly by the Home Office, the Department for Constitutional Affairs and the Crown Prosecution Service.

The driving inspiration for our plan is the imperative of putting the law-abiding citizen first, whether it is in modern neighbourhood policing for today's world, the way we target offenders, not just the offence, the way we secure our borders, treat our drug addicts, organise our criminal justice system, support voluntary organisations or combat racial discrimination. After seven years of sustained investment and progress, we are in a position to overcome many of the insecurities and problems of our modern, dynamic world by re-focusing on what matters to the law-abiding citizen.



David Blunkett  
Secretary of State for the Home Department

## Section 1

### Introduction and Summary

The Home Office and the services it oversees are united by a common vision of achieving social change. This is captured in our strategic objectives.

To achieve these objectives we need to not only make our enforcement services – the police, prisons, immigration and probation – more effective, but also to promote active citizenship and cohesive communities. It is through such a combination that we tackle insecurity and the causes of insecurity.

Safety starts in the local community so we are pursuing a new **neighbourhood approach**. We will revive neighbourhood policing teams for

today's world, including enabling the police to recruit 20,000 more community support officers and reducing bureaucracy to free up over 12,000 police officers from the back office to the front line. Our work with communities to crack down on anti-social behaviour will be stepped up. A new Safer and Stronger Communities Fund will bring together services, including neighbourhood wardens, to tackle the most pressing local problems, particularly in high crime areas. We will roll out support for voluntary and community organisations and invest in community cohesion. Our neighbourhood approach will be complemented by strengthening national bodies where necessary, such as with a new Serious Organised Crime Agency.

#### Building a safe, just and tolerant society

##### OBJECTIVES

- People are and feel more secure in their homes and daily lives.
- More offenders are caught, punished and stop offending and victims are better supported.
- Fewer people's lives are ruined by drugs and alcohol.
- Migration is managed to benefit the UK, while preventing abuse of immigration laws and of the asylum system.
- Citizens, communities and the voluntary sector are more fully engaged in tackling social problems, and there is more equality of opportunity and respect for people of all races and religions.

**Active citizens  
and cohesive  
communities**

**Effective  
enforcement  
of our laws  
and borders**

But however much we build safer communities, there is a hard core of offenders that we must bear down on. The police, prosecution, courts, prison and probation services and other criminal justice agencies will, therefore, **focus on prolific offenders**. Drug use lies behind much of this offending, so we will massively expand treatment places. Our ambition is to direct around 1,000 drug-using offenders into treatment each week by 2008. The new National Offender Management Service will better manage offenders throughout their sentence. We will double the capacity for electronically tagging offenders and introduce the use of satellite tracking to monitor prolific offenders night and day if they are in the community.

To complement our grip on the sentenced offender we will **strengthen and re-balance every stage in the criminal justice process** to convict the guilty and support the victim. Our services already catch those responsible for more than half of all crimes and we will bring more offences to justice by 2008 – up by 150,000 a year. We will provide new services to victims and witnesses, such as a single point of contact for witnesses following the charge of an offender. The police will have the powers they need with round the clock legal advice from the Crown Prosecution Service.

**To support all of the above and stay ahead of the criminal we will harness new technology**

to maximise key opportunities. We plan to introduce biometric ID cards by 2008. A new system will be developed to automatically record those entering and leaving the country, and alert authorities to security risks. The latest crime analysis technology is already helping the police target their resources with DNA databases and better forensics which will enable them to better identify criminals. A further investment of £800 million will create a joined up criminal justice system IT system in which the police, courts, prosecution, prisons and probation can securely exchange information and reduce duplication.

Throughout, we will **put the interests of the law-abiding citizen first**: protecting them from threats such as terrorism, illegal immigration and criminality on our streets.

This plan outlines how we intend to take forward our objectives. It should be read alongside our parallel strategy for reforming criminal justice, *Cutting Crime, Delivering Justice*, published today jointly by the Home Office, the Department for Constitutional Affairs and the Crown Prosecution Service.

Putting the law-abiding citizen first		
	1998	2008
People are and feel more secure in their homes and daily lives	<ul style="list-style-type: none"> <li>• Britain one of the highest crime countries in Europe</li> <li>• High youth unemployment helps drive crime</li> <li>• Police numbers lower than 1993, with no national performance management system</li> <li>• Little national response to organised crime</li> <li>• Few powers and resources to tackle anti-social behaviour</li> <li>• Security service focused on terrorism connected with Northern Ireland</li> </ul>	<ul style="list-style-type: none"> <li>• At least six million fewer crimes, with crime down 25 per cent by 2002/03 and then a further 15 per cent from 2002/03</li> <li>• Children and families better supported, such as through 2,500 children’s centres</li> <li>• 12,500 more police officers by 2004, with more freed up to work on the front line and 24,000 Community Support Officers by 2008</li> <li>• A new Serious Organised Crime Agency</li> <li>• No-tolerance approach to anti-social behaviour, with new powers for the police, such as curfews, specialist prosecutors and anti-social behaviour response courts, and support for communities</li> <li>• New terrorism powers and a well resourced security service – with staff numbers up almost 50% since 2004</li> </ul>

## Putting the law-abiding citizen first

	1998	2008
More offenders are caught, punished and stop offending and victims are better supported	<ul style="list-style-type: none"> <li>• Different priorities among criminal justice agencies</li> <li>• Piecemeal changes to the sentencing framework</li> <li>• Fragmented youth justice and probation systems</li> <li>• Young suspects take an average of 125 days to get to court after arrest</li> <li>• 50% of prisoners re-convicted within 2 years</li> </ul>	<ul style="list-style-type: none"> <li>• Criminal Justice System joined up, with common priorities and over £2 billion invested in an integrated IT system</li> <li>• A new range of sentences appropriate to the crime, and a new Sentencing Guidelines Council</li> <li>• 1.25 million offences brought to justice, 150,000 more than in 2003</li> <li>• A new National Offender Management Service to case manage offenders throughout their sentence and reduce re-offending</li> <li>• Capacity for electronic tagging doubled to around 18,000 between 2003 and 2008</li> </ul>
Fewer people lives are ruined by drugs and alcohol	<ul style="list-style-type: none"> <li>• Only 100,000 drug treatment places, with long waiting times</li> <li>• No grip on drug-using offenders</li> <li>• Lack of coordination of local drug services</li> <li>• Insignificant attention paid to alcohol problems</li> </ul>	<ul style="list-style-type: none"> <li>• 200,000 drug treatment places, with access within 24 hours for the most serious cases</li> <li>• An ambition to direct around 1,000 drug using offenders a week into drug treatment, and drug related crime lower</li> <li>• Every child receives good drugs education</li> <li>• New powers to close premises and much greater enforcement of laws against under age drinking</li> </ul>
Citizens, communities and the voluntary sector are more fully engaged in tackling social problems, and there is more equality of opportunities and respect for people of all races and religions	<ul style="list-style-type: none"> <li>• Little government support for volunteering</li> <li>• No new race relations legislation for 20 years</li> <li>• Unrepresentative public services</li> </ul>	<ul style="list-style-type: none"> <li>• More people active in their communities – over a million more compared to 2001</li> <li>• The voluntary and community sector delivering more public services and charity law modernised to reduce bureaucracy and increase trust</li> <li>• Modern race laws and a more representative workforce</li> <li>• Regular engagement with faith communities</li> </ul>
Migration is managed to benefit the UK, while preventing abuse of the asylum system	<ul style="list-style-type: none"> <li>• Initial decisions taking many months or even years</li> <li>• Only 7,000 failed asylum seekers removed</li> <li>• Backlog of 60,000 cases still to be dealt with</li> <li>• Outdated border controls</li> <li>• Lack of a strategic approach to using migrants to meet labour market needs</li> </ul>	<ul style="list-style-type: none"> <li>• Initial asylum decisions within two months or less, with applications below 1997 levels</li> <li>• Removals 75% higher by 2004, with further increases by 2008</li> <li>• Backlogs at low levels as we fast-track a majority of asylum cases</li> <li>• New border technologies, e-borders and ID cards provide better border and internal controls</li> <li>• Integration and citizenship programmes routine</li> </ul>

## Objective one: People are and feel more secure in their homes and daily lives

Ten years ago, crime in Britain had been rising for decades, particularly burglary and car theft. In 1997, Britain had one of the highest crime rates in Europe, and there was growing concern about anti-social behaviour, yet police numbers were down.

Since the mid-1990s, crime has dropped dramatically with a fall of over twenty-five per cent since 1997. The chance of being a victim of crime is now at its lowest since 1981. Thanks to the work of the police, the Criminal Justice System, local authorities, businesses and communities themselves, burglaries and vehicle thefts are significantly down, by around a third, robbery rates are falling, and overall violent crime has been coming down. After a slow start, laws to tackle anti-social behaviour are proving effective where the determination exists to use them. Concern about anti-social behaviour is now beginning to fall with communities feeling increasingly confident that action is being taken to deal with the problem. Fear of crime has also fallen.

But insecurity and fear of crime still remain too high. This is partly a response to global events and a mature understanding of the severe threat to the UK from international terrorists. It is also because of the sustained criminality and anti-social behaviour of a relatively small number of individuals, and because some violent crimes, such as gun crime, understandably cause particular concern. More recently, the growing problem of binge-drinking in our city and town centres – and all too often the thuggish behaviour which accompanies it – is generating increased public concern.

To counteract this concern, it is essential to continue to drive down crime, particularly violent crime, to give more support to communities tackling anti-social behaviour and to press ahead with measures that will protect us better against international terrorists and organised criminals. This will require investments in crime prevention, better national intelligence systems,

more effective national and regional forces and reviving neighbourhood policing for today's world. Through such an approach, crime will be reduced by a further 15 per cent by 2008, compared to 2002/03.

## Laying the foundations – supporting young people and preventing crime in communities

### *Investment and reform*

Where young people are brought up in a secure and stable environment with role models and constructive activities, they are less likely to get sucked into anti-social behaviour and criminality. If families and children are neglected, we reap problems for generations. So the Government has introduced the Sure Start programme to provide extra support to children and families in over 500 local areas. To prevent crime by young people, we established the Youth Justice Board in 1998 with a principal objective of reducing youth offending, which has since fallen.

As crime prevention requires action across communities, every area has had a local Crime and Disorder Reduction Partnership since 1998 which brings together the police, health service, drugs agencies and council and community representatives to decide how to prevent and deter crime and anti-social behaviour. Over £70 million is being invested through these partnerships each year.

### *The next phase*

Building on the success of Sure Start, 2,500 new children's centres will provide the best start for our very youngest children. Because parents play a crucial role, we will provide more help to those facing real difficulties. Parenting support will be expanded, alongside greater use of parenting orders for those who cannot or will not face up to their responsibility.

Anti-bullying strategies in every school, and further measures against truancy, will stop a culture of anti-social behaviour from developing, and the number of Youth Inclusion Programmes and Youth Inclusion and Support Panels will be expanded by 50 per cent. These target young people particularly at risk of offending, with support such as mentoring and drugs education.

We have started to close the gap between crime rates in the most crime-ridden areas and the rest of the country by targeted policing, drug treatment and testing, CCTV, anti-street crime initiatives and anti-social behaviour programmes. Over the next five years, the highest crime areas will benefit from a co-ordinated package of support, which will typically involve extra police support, school holiday programmes for young people, dedicated anti-social behaviour programmes, new schemes to help with violent crime and street robbery and more intensive support for drug users.

Working with the Office of the Deputy Prime Minister to co-ordinate local work to tackle crime, we are bringing several existing funding streams into a new Safer and Stronger Communities Fund worth £660 million over three years. This will help local authorities and other agencies, including the police, to work together to tackle crime, anti-social behaviour and poor public spaces, such as by funding better home security and CCTV. The Fund will be targeted on high crime areas and used to address local priorities, following a rigorous audit of local needs and available resources.

#### ***Our commitments to law-abiding citizens:***

- 2,500 new children's centres to help give children the best start in life.
- Increasing by 50% the number of youth inclusion programmes which provide support to young people at risk of offending, and providing more parenting programmes.
- Establishing a new Safer and Stronger Communities Fund to join up local programmes to reduce crime and anti-social behaviour and to improve public spaces.

#### **Neighbourhood policing for today's world**

##### *Investment and reform*

The police service has undergone more reform since 2001 than in the previous thirty years: we now have clear national standards, modern pay and conditions and a clear knowledge of the performance of every local policing area to share with the public. Over the last few years, national databases for DNA, fingerprints, video

identification and car recognition have been developed, as have national systems for training and using intelligence. Communications are being completely overhauled, with a new national digital radio system – Airwave – and a new IT system that will enable the police to communicate securely across the country and with others in the Criminal Justice System. All this has been backed up by record police numbers – 12,500 more since 1997 and a 19 per cent real terms increase in government funding.

This process of reform must continue. Our framework for improvement brings together stronger accountability and responsiveness to the community, focused standards and strategic support from the centre with less bureaucracy and better collaboration for those at the frontline.

##### *Local policing teams*

Over the next five years, neighbourhood policing teams will be developed across the country, particularly in high crime areas. These teams will work with local residents on local policing priorities. They are already the norm in some parts of the country, such as Merseyside, Surrey and parts of London but we will provide the extra money and reduce bureaucracy to ensure more of the police service in England and Wales can be reconfigured in this way. A vital element of these teams is the Community Support Officer (CSO). CSOs work under the control of the police to patrol on foot in communities, tackle anti-social behaviour and build links with local people. They are not a substitute for fully-trained police officers, whose role is fundamental, but have an important contribution to make alongside them in the police team.

Kick-starting a new Neighbourhood Policing Fund with £50 million of new money will enable us to begin recruitment this year of the 20,000 additional CSOs we will be providing for over the next three years.

#### ***Our commitments to law-abiding citizens:***

- Providing a new Neighbourhood Policing Fund to develop local policing teams across England and Wales. We expect the Fund to enable forces to employ a further 20,000 CSOs.

- Releasing the equivalent of at least 12,000 police officers to the frontline by stepping up our successful programme for cutting police paperwork and using IT and civilians more effectively.

#### *Working for and with communities, supported by high national standards*

Greater investment will be accompanied by clear minimum service standards that the law-abiding citizen can expect from the police, such as better responses to non-emergency calls. Thanks to the work of the Police Standards Unit, everyone in England and Wales can already see how their police force or district is performing, compared to similar forces or places elsewhere.

The police will have to publish regular information on neighbourhood crime levels, give regular public presentations and work in partnership with community forums, such as residents' associations or Neighbourhood Watch schemes. Communities will more easily be able to trigger action by the police to respond to issues of particular local concern. In short, in return for additional resources for neighbourhood policing, we will ensure that law-abiding citizens have the information and the power to work with the local police and to drive change if they are dissatisfied.

In areas that suffer particularly from violent crime, such as gun crime, these offences will be a specific focus for joint action between police, local authorities and local communities.

At the same time, we will continue to raise standards for all policing by developing performance management systems and through the National Intelligence Model – a system for rigorously analysing crime threats and focusing resources where they are needed most.

A new National Policing Improvement Agency will help promote good practice across the service and ensure better combined action to tackle crimes across different parts of the country. The continued development of a national police IT system will improve the collection and sharing of intelligence alongside other measures recommended in the recent report of Sir Michael Bichard.

#### *Our commitments to law-abiding citizens:*

- Making neighbourhood crime and policing information available to communities and regular public presentations on policing performance.
- Providing easier ways for local communities to help set local policing priorities and trigger specific actions from their local policing team.
- Setting new minimum standards of service, such as for responding to non-emergency calls.
- Further developing the National Intelligence Model.
- Establishing a new National Police Improvement Agency to drive best practice and ensure co-ordinated national action on areas such as intelligence and crimes that cut across force boundaries.
- Creating a new national IT system for police intelligence and better information-handling procedures to improve the prevention and investigation of crime and the protection of children.

#### *Anti-social behaviour*

##### *Investment and reform*

Graffiti, rowdy behaviour, vandalism and threatening or noisy neighbours can seriously diminish the quality of life for individuals or whole communities. But traditionally, local people and the police have felt ill-equipped to deal effectively with low-level thuggery and disturbance. In the past there was little investment in positive schemes to help divert young people from trouble.

New legislation has given local agencies a raft of powers, ranging from Anti-Social Behaviour Orders to local dispersal orders, and crack house closure powers. The Home Office Anti-Social Behaviour Unit has established the TOGETHER campaign to ensure that anti-social behaviour is dealt with swiftly and effectively by public services, with greater accountability to local people. A fundamental part of this approach has been to ensure local

agencies do more to respond to communities, concerns, to support the decent law-abiding majority and take action against the minority of perpetrators. Increasing numbers of ASBOs and use of other new powers, coupled with effective publicity, is giving communities and agencies the confidence to take a no-tolerance approach to anti-social behaviour.

The result is that concern about anti-social behaviour has levelled off and begun to fall. We plan to build on this and to do more to empower residents, not just professionals, to ensure action is being taken consistently across the country, and with the full support of the courts.

#### *The next stage*

Focusing on 50 action areas, we will target the persistent perpetrators of anti-social behaviour. These areas will further develop the TOGETHER campaign, ensuring that the full range of enforcement tools are used to bring to justice those who disrupt communities. Local people will be fully informed of, and involved in, the steps taken by local agencies. We will provide more information and support to local people to help them take a stand against anti-social behaviour and help hold local agencies to account.

We propose to extend the ability of police and local councils to impose Fixed Penalty Notices – so that a greater range of offenders can be deterred by these speedy punishments. The new powers in the Anti-Social Behaviour Act 2003 will be used for the immediate closure of crack houses and for the dispersal of groups of people to prevent ongoing intimidation and harassment.

The Criminal Justice System will step up its response to anti-social behaviour. The use of specialist prosecutors and roll out of anti-social behaviour response courts will mean that offenders and law-abiding citizens alike can see justice being done more quickly and effectively. These courts include specialist sessions, and actively engage with local communities such as receiving regular updates on the impact of anti-social behaviour on neighbourhoods. Legal aid for ASBO cases will be streamlined to avoid abuse, and we will look to end the anonymity of those under 16 who clearly disregard justice by breaching ASBOs.

We will balance enforcement with investment in prevention, by increasing the availability of positive activities, such as sports projects and mentoring schemes, which offer alternatives to young people hanging around the streets.

#### *Our commitments to law-abiding citizens:*

- Dedicated anti-social behaviour resources and support in 50 action areas.
- Giving people the information and support they need to tackle anti-social behaviour.
- Expanding the use of Fixed Penalty Notices to a greater number of offences, such as for the misuse of fireworks, to provide a speedy punishment and deterrent.
- Using specialist prosecutors and rolling-out anti-social behaviour response courts to bring perpetrators to justice quickly and efficiently.

#### *Terrorism and organised crime*

##### *Investment and reform*

Before 1997, we lacked national structures to effectively tackle the organised criminal networks which were increasingly trafficking drugs, money and people across Europe. Meanwhile, our terrorism laws were based on an annual renewal of the Prevention of Terrorism Act, with a focus primarily on terrorism relating to Northern Ireland and counter espionage.

The growth in organised crime, fuelled by the ease of modern communications and travel, and the changing terrorist threat have demanded a significant shift in the way we operate.

The establishment of the National Criminal Intelligence Service and the National Crime Squad in 1998, created national organisations able to make a significant difference to our ability to tackle cross-border criminal gangs. The new Assets Recovery Agency and new laws enable us to more easily seize the assets of organised criminals operating in the UK.

The Terrorism Act 2000 and the Anti-Terrorism, Crime and Security Act 2001 have put our terrorism legislation on an effective footing, responding vigorously to the severe Al-Qaida

threat to the UK and making our country a much more hostile environment for terrorists. We are consulting widely on new laws to provide greater protection against the new threats we face.

### *The next phase*

Doing everything possible to prevent a major act of terrorism on UK soil is the single biggest responsibility for the Home Office, the Security Service and the police. That is why the Government is funding an extra 1000 staff in the Security Service by 2008 – a rise of nearly 50% – and why we have allocated extra funding for police special branches, who do so much valuable work to gather and act on the intelligence which can help stop terrorists. On top of this, we will be making it more difficult for terrorists to use fraudulent identities through our plan to introduce biometric national ID cards by 2008. Together with our investment in high-tech border controls, this will complement the tough laws which have already deterred terrorists from using the UK as a base.

We will bring forward new measures to tackle intimidating and threatening behaviour towards those involved in and connected to research.

From 2006, we will create the Serious Organised Crime Agency, a national organisation bringing together around 5,000 experts and specialists, to stay one step ahead of organised criminals. We have already given judges the power to continue trials sitting alone if they believe a jury has been tampered with. Our focus has now shifted to reducing witness intimidation and improving witness protection, which supports our plans to allow the prosecution to compel witnesses to co-operate.

To encourage the recovery of recovery of criminal assets, wherever possible we will allow agencies to keep at least 50 per cent of the assets they recover.

### *Our commitments to law-abiding citizens*

- Increasing staff numbers in the Security Service by 50 per cent and allocating extra funding to Special Branch.
- Legislating for the introduction of national ID cards by 2008 and investing in high-tech border controls.

- Bringing in new anti-terror laws to respond to new threats.
- Creating the Serious Organised Crime Agency, a new body with tougher powers.
- Recovering more criminal assets.

### **Objective two: More offenders are caught, punished and stop offending and victims are better supported**

For decades, the Criminal Justice System lagged behind the expectations of law-abiding citizens and the demands imposed by a widening range of crimes in an ever-more complicated society. Services such as the police, Crown Prosecution Service, courts, prison and probation services had different procedures and priorities. This led to inefficiencies and competing objectives.

Since 1997, we have pursued a programme of structural change, investment, and reform of the law designed to tackle modern crimes with modern organisations and put victims and witnesses at the heart of the processes.

The three lead departments and the criminal justice services now share common objectives and work far more closely together. A National Criminal Justice Board sets priorities and co-ordinates action nationally, with local boards bringing together front line services. Services increasingly work collaboratively to bring offenders to justice, such as through joint charging by the police and Crown Prosecution Service to ensure that suspects are charged with the right offence and rapidly brought to court.

We have reformed youth justice by combining responsibility for prevention, corrections and effective rehabilitation through the Youth Justice Board and local youth offending teams. This has significantly reduced youth re-offending and halved the time taken to deal with the most persistent young offenders. Similarly, we have created a unified probation service and invested in over 3,700 extra front-line probation service staff to develop tougher community sentencing. By more than doubling the funding for Victim Support and investing in modern court facilities,

life has been made easier for victims and witnesses. With our flagship Criminal Justice Act 2003, we have begun the biggest overhaul of criminal justice processes in a generation, while the development of both the Sex Offenders Register and tough new laws means we have effective measures to tackle sex offenders and reduce the risk they pose to our communities.

#### *Investment and reform*

We are now bringing more criminals to justice – 7 per cent more offences in the last two years. But our work needs to be stepped up against those who cause the most crime. In England and Wales, with a combined population of over 52 million, just 100,000 people are estimated to commit half of all crime. In fact, just 5,000 offenders commit almost one in every ten crimes. Crime will only continue to fall if we can work more closely with communities to catch and punish these offenders effectively and get them to change their criminal lifestyles.

#### *Individual focus in a joined-up system*

Phase One of a new blitz against prolific offenders will see police, probation, youth offending teams and their partners identifying the main offenders in their local area. They will be intensively monitored, caught, punished and more effectively rehabilitated through greater personal focus and effort, particularly if there are underlying problems with drug or alcohol abuse (see next section).

This will be followed over the lifetime of this plan by a determined roll out of enhanced tagging to control criminal behaviour (for instance, stopping an offender going to a certain venue or travelling into a particular area) and the beginning of satellite tracking to allow more effective monitoring of some criminals after prison. The creation of a new National Offender Management Service will lead to closer local co-operation between prisons, probation officers and police to keep track of the most prolific offenders, deterring them from further crime, and to increase the visibility of offenders paying back to the community through community sentences. As this approach develops, we will see the police and probation services increasingly mobilising the strength and local knowledge of communities.

We already bring to justice offenders responsible for over half of all crimes. By 2008, we want the police, Crown Prosecution Service and courts to be bringing over 150,000 more offences to justice a year, with enforcement of fines and warrants significantly improved. This will all be underpinned by the completion of a £2 billion programme of investment in IT both on the frontline and in the backrooms. The police will increase the use of automatic number plate recognition technology which helps identify stolen or suspect vehicles. At the same time, front-line staff in the police, Crown Prosecution Service and courts will be able to communicate securely with each other and will have electronic access to the information they need when they need it.

#### *Our commitments to law-abiding citizens*

- Bearing down on the 5,000 most prolific offenders responsible for nearly one in ten of all crimes.
- Bringing 150,000 more offenders to justice a year by 2008, compared to 2003.
- Directing problematic drug users into our intensive drug treatment programmes.
- Using high-tech tracking and detection equipment to make it more difficult for ex-criminals to return to a life of crime.
- Ensuring front-line staff are joined up and able to communicate with each other by secure e-mail and shared IT systems, through a further £800 million investment in the Criminal Justice IT programme, on top of the £1.2 billion already committed.

#### *More effective punishment for those who commit crimes*

For those who commit crimes, the key is to deliver a punishment which is effective, while working hard to get the offender away from crime. That is why we are funding more prison places and removing the division between prisons and probation. The National Offender Management Service will implement punishments ordered by the court, and devise

the most appropriate ways to prevent future crimes, particularly through the range of tough community-based punishments in the Criminal Justice Act 2003.

Through this range of new punishments – Custody Plus and Custody Minus – offenders will be managed throughout their sentence, whether in prison or in the community. Electronic monitoring already covers over 9,000 people at any one time. We will work with the courts and provide the capacity for them to increase the use of tagging by up to 100 per cent by 2008. We will also introduce satellite tracking, so that we can monitor criminals night and day and operate smarter sentences which make it easier to stop them offending, including through the use of intensive drug treatment. Our tough new sex offence laws will see more dangerous sex attackers and paedophiles kept behind bars and allow tighter monitoring and control of those the courts release.

But we will also work with offenders. One major step so far has been the massive expansion of offender training in prisons. Nearly 50,000 Basic Skills Awards were made to offenders last year, an increase of over a fifth compared to the year before. Building on this progress, over the next five years offenders will be provided with greater support to find work and accommodation. Our aim is to reduce re-offending rates by 5 per cent by 2008 compared to 2002/03.

#### ***Our commitments to law-abiding citizens:***

- Establishing a new National Offender Management Service in order to provide integrated management of offenders throughout their sentence.
- Providing the capacity to double the use of electronic tagging and introducing satellite tracking.
- More imaginative, intensive and more effective community penalties.
- Reducing re-offending by 5 per cent by 2008 compared to 2002/03, working towards 10 per cent by the end of the decade.

#### **Victims and witnesses are better supported**

The Criminal Justice System is just only when law-abiding citizens who become victims or could become witnesses are supported and protected, not treated as bit-players or outsiders. Since 1997, our doubling of investment in Victim Support has seen a considerable improvement in the individual support for many victims. The next phase of our work with the Department for Constitutional Affairs will see a powerful national advocate for victims and clear minimum standards which they can expect from all the criminal justice agencies; the roll out of separate facilities for defence and prosecution witnesses in the Crown Court and in magistrates' courts; and new support for every victim and witness in cases where the offender is charged. By 2008, we will have delivered a major improvement in the way victims experience the Criminal Justice System.

#### ***Our commitments to law-abiding citizens:***

- Every victim and witness in cases where an offender is charged will be supported by a Witness Care Unit. This means a named contact will keep them updated on the progress of the case and provide information and advice to enable them to attend court and give their advice.
- All Crown Court buildings and more magistrates' courts will have separate waiting facilities for prosecution witnesses.
- Victims and witnesses will have a statutory right to minimum standards of service from every criminal justice agency, and agencies will be set targets on the quality of service that must be provided to victims and witnesses.

#### **Objective three: Fewer people's lives are ruined by drugs and alcohol**

##### **Tackling drug abuse**

The early 1990s were characterised by a rapid growth in the use of Class A drugs. By 2000, the British Crime Survey found that half of all 16-19 year olds had used some sort of drug, including ecstasy and cannabis, at some point in their life.

Drug-fuelled crime also rose. A survey of recently sentenced prisoners in 2000 found that more than half of them admitted to drug-related offending. Problem drug users moved through an ever-faster revolving door between prison and their communities, where they caused chaos. Treatment was under-developed and patchy.

Since 1997, crime has fallen as we have begun to grapple with the Class A drug users who are responsible for the bulk of many common offences. Forty thousand more people are in drug treatment (some forty per cent more). Educational programmes in schools and the innovative FRANK campaign have succeeded in reaching many more young people. Class A drug use by young people has been stable over the last seven years. The reclassification of cannabis is enabling police to focus on the dealers and users whose actions devastate their own lives and those of their families and communities. The key is to tie this into treatment.

The next phase of our work once again focuses on the key individuals – in this case problem drug-users – with a determined programme to get them into treatment as soon as they come into contact with the police, particularly in the sixty-six highest crime areas. This intensive focus on the person and their problem is designed to stop their involvement in crime, and steer them away from drug use. This is not a soft option. Offenders who refuse treatment can expect a presumption against bail when they appear in court. This is being backed by further investment in drug treatment places. Our ambition is to get around 1,000 drug-using criminals into treatment each week by 2008 and create treatment capacity for an extra 60,000 people. As more people go through treatment successfully, we will improve support for them in getting housing, finance, new skills and job opportunities.

At the same time, we will enhance our programme of prevention with young people to build on our successes so far. By 2008, every school in the country will reach the national good practice standard for drugs education and we will develop further our FRANK helpline which gives sensible, non-patronising advice to young people and their families.

Finally, we will continue to tackle the availability of hard drugs on our streets by increasing seizures of heroin, cocaine and crack. The Serious Organised Crime Agency will be vital in ensuring we continue to deal with the organised criminals who bring Class A drugs into the country. Meanwhile, the police and local councils will use their new powers to close more crack houses and target Class A drug-users and their dealers.

### Tackling alcohol misuse

Binge-drinking and the violence and disorder which go with it have increased significantly in recent years. By 1999, a survey of young people found that nearly half of all young men and almost a third of young women admitted to binge-drinking behaviour. More worryingly, binge drinkers were three times as likely to admit to offending during the previous year as were moderate drinkers. This is an issue for society as a whole, as well as for government, the police and the drinks and licensing industries.

We have started a sustained enforcement campaign by the police in around eighty areas against licensees serving people who are already drunk or who are under-age. From 2005, the new Licensing Act will give the police the power to close down disorderly premises instantly, and it already gives extended powers to confiscate alcohol in public places, while the drinks industry is committed to reducing irresponsible promotions, increasing education and participating in codes of social responsibility. The Government will keep a close eye to see whether these voluntary measures are enough.

### *Our commitments to law-abiding citizens:*

- Reducing drug-related crime. Our ambition is to direct around 1,000 drug-using offenders a week into treatment.
- Ensuring that every school reaches a good practice standard in drug education and developing further the FRANK advice campaign for young people and their families.
- Providing drug treatment to 60,000 more drug users in England by 2008, on top of the 40,000 expansion since 1998, with more support for those who succeed in getting off drugs.

- Reducing the availability of heroin, cocaine and crack as SOCA takes up the fight against organised crime to get more drugs off the streets.
- Maintaining police focus on Class A drug-users and their dealers and greater use of new powers to close crack houses.
- Better alcohol education and information.
- Sustaining action against binge-drinking, city/town-centre disorder, and less alcohol-related crime.

### Objective four: Migration is managed to the benefit of the UK while preventing abuse of immigration laws and of the asylum system

A balanced approach to migration is needed, in which legal migrants are accepted based on the jobs available in the country and immigration laws are rigorously enforced.

Migration flows across the world have been increasing steadily over the last twenty years, and the UK has been no exception to that trend. People are drawn here by our strong economy, reputation for tolerance and historic links with other countries.

But into the 1990s, immigration controls often remained more appropriate to a bygone era. In particular, our asylum system was designed for war-time refugees and subsequently for Cold War dissidents. Traditional immigration controls were based on border checks on paper, passports and visas.

#### *Investment and reform*

We are now a long way through a complete overhaul of our immigration laws and controls, creating a system that meets the labour market needs of the UK, while securing our borders and ensuring that those settling here integrate into our economy and society.

Through new laws we have simplified the asylum appeals system, provided for the certification of clearly unfounded cases and ended automatic support for asylum applicants who fail to claim at the earliest opportunity.

A greatly-expanded network of Airline Liaison Officers, the closure of Camp Sangatte and new detection technology in France, means that many of those without a right to come to the UK are turned away before they reach our shores. This has been underpinned by the movement of our security and immigration controls to the French coast.

The average time it takes to reach an initial decision in asylum claims has been reduced from many months or years in 1997 to under two months in the vast majority of cases. Removals of failed asylum seekers are up seventy-five per cent since 1997. As a consequence, applications have fallen faster in the UK than any other country in the EU for which comparable data is available, and by 60 per cent over the last eighteen months. The first citizenship ceremonies have been held, helping build a sense of rights, responsibilities and belonging among those settling in the UK.

In the months ahead, we will set out in more detail the implementation of our recent legislation to streamline asylum appeals, as well as the use we intend to make of new technologies.

#### *Robust action to prevent abuse of the asylum system and illegal immigration*

Over the next five years, we will continue to strengthen controls at every point in the system, working with Customs and police in a new way. Travel documents will increasingly be checked before travellers even reach the UK, as we move more controls to ports in France, Belgium and elsewhere. To check whether those who board transport for the UK pose a security risk, and to keep a simple record of movements into and out of the country, we will introduce the first phase of a new system electronically tracking travellers' entry and exit using information collected by airlines and ferry companies: e-borders.

Within the UK, more checks will be made on suspicious marriages and colleges, to ensure that these routes of entry are not being abused. The introduction of ID cards will mean that all non-EU citizens coming into the country to stay for over three months will have a secure form of identification. This will clarify their entitlement to public services and make it easier to check that they have permission to stay or work in the country. We make our operations to disrupt illegal working even more effective.

We are committed to driving efficiency in all parts of the system, so we can focus resources on front-line delivery. As a result of the measures we're taking, we expect to make savings from asylum support costs of £450 million over the next five years.

#### *Legitimate routes of entry*

There will always be gaps in our labour market that cannot be filled by British citizens, in sectors which have particular skills shortages, or in which people are sometimes unwilling to work. That is why we will maintain the routes of entry which help the UK, whilst ensuring that they are protected from abuse.

Getting this right requires excellent business procedures. Over the next five years, we will extend our levels of service in all processing of applications, introducing minimum standards of speed and service. To support this, we will increase the charges levied for applications, which are already contributing £80 million a year towards the costs of managing migration.

We are committed to ensuring that the UK helps to meet the needs of refugees, by working with partners around the world to find solutions to the challenges they face internationally.

#### *Integration and citizenship*

Building on the introduction of citizenship ceremonies, we are developing a programme of citizenship and integration as part of our wider agenda for promoting socially cohesive communities. A comprehensive *Living in Britain* handbook will help newcomers and language support is being reviewed by the Department for Education and skills.

This will be supported by our community cohesion programme, which provides grants to support diverse communities in coming together, for example, in shared facilities, and our work to build the assets of all communities by supporting the development of strong civic organisations and volunteering.

#### *Our commitments to law-abiding citizens:*

- Reducing the number of unfounded asylum applications, saving around £450 million a year in support costs.

- Further tightening of border controls, by developing a new electronic tracking system of those entering and leaving the country, working with customs and police in a new way, and expanding our controls in other countries.
- Introducing ID cards for all non-EU citizens coming into the country to stay for more than three months, clarifying their entitlement to public services and making illegal immigration and working less attractive.
- Helping our economy grow by meeting labour market needs with controlled migration routes.
- Supporting the integration of new immigrants with citizenship ceremonies and information and by encouraging greater language proficiency.
- A new Refugee Integration Loan to replace elements of the current system of support, providing help when it is needed, to be repaid when refugees are established.

### **Objective five: Citizens, communities and the voluntary sector re more fully engaged in tackling social problems and there is more equality of opportunity and respect for people of all races and religions**

The Home Office traditionally saw its role as dealing with society's problems rather than proactively trying to strengthen the communities in which such problems developed. The result was an arm's-length relationship with some parts of the voluntary sector and with race relations bodies.

Since 1997, the Home Office has seen race equality, active citizenship and more cohesive communities as essential parts of our core business of building security, and trust and reducing crime.

The stronger and more cohesive the community in which we live, the better our quality of life and the stronger our sense of identity, belonging and mutual respect and equality. This underpins

the civil society on which our democracy rests. That is why we have worked hard at encouraging volunteering, with over a million more people becoming active in their communities since 2001. We have supported charities more effectively, and are investing £125 million through the *futurebuilders* fund, in the voluntary and community organisations who help provide valuable public services. We have modernised our race relations laws to ensure public bodies promote equality, have introduced tough new penalties for racially-aggravated offences and have driven an increase in the recruitment, retention and promotion of ethnic minority staff; with a more than fifty per cent increase in the number of ethnic minority police officers since 1999. Since 2001, we have established the Active Communities Directorate to improve support for the voluntary sector and volunteering across Government, and initiated programmes to build community cohesion and new ways of engaging faith communities.

### Active communities

The challenge ahead is to improve community engagement still further, particularly for those who are most likely to stay away from formal meetings or commitments. Throughout our work, whether it is developing local policing, anti-social behaviour campaigns or offering positive activities for young people, we will develop structures which allow people to influence something they care about without having to sit through endless committee meetings. Our new Active Citizenship Centre will examine what works in local areas and encourage the spread of good ways of engaging people. We will work with forward-looking local authorities – civic pioneers – to develop citizen and community participation in tackling local problems.

We are modernising charity laws to make it easier for charities to operate effectively, while our creation of new Community Interest Companies will stimulate the development of organisations that want to help improve local areas. We have established a Commission to propose new ways to engage young people through a massive expansion of volunteering and community commitment.

### Race equality and cohesion

With the Department of Trade and Industry, the Department for Work and Pensions, and the Department for Constitutional Affairs, we will establish a new Commission for Equality and Human Rights, responsible for challenging discrimination across society and, for the first time, for promoting human rights. The new body will bring together the work of the existing equality commissions – the Commission for Racial Equality, The Equal Opportunities Commission and the Disability Rights Commission. It will also take responsibility for new laws outlawing workplace discrimination on the grounds of religion or belief, sexual orientation and age.

Our work on race has to maintain momentum in ensuring that recent laws are being used effectively and that the recruitment and promotion of ethnic minority staff continues to improve. We will strengthen relationships with religious leaders. As we continue to roll out citizenship ceremonies and build confidence in our immigration and asylum programme, we will promote successful integration for those who have emigrated to our country or been recognised as refugees, such as by gaining English language skills. Our national ID card scheme will also help to develop a sense of identity and entitlement among those who have settled legally in this country.

#### *Our commitments to law-abiding citizens:*

- Delivering more ways in which individuals can get involved in something that matters to them in their community, such as involvement in an organisation running parts of services in their neighbourhood.
- Using the new Active Citizenship Centre and network of civic pioneer local authorities to promote inspiring examples of individuals and local activity around the country.
- Continuing the increase in volunteering with a particular focus on youth volunteering.
- Creating a new Commission for Equality and Human Rights, to promote equality across society.

- Maintaining momentum on ethnic minority recruitment, retention and promotion in the public sector.

## Transforming the Home Office

The Home Office Group comprises a central departmental headquarters and a number of operating businesses, including the police, prisons, probation and the Immigration and Nationality Directorate. As described above in order to support the delivery of our objectives, we are making major reforms in our operating businesses and in the way we work with communities.

We are streamlining the departmental headquarters and reducing staff numbers by 30 per cent in order to focus resources on the frontline. We are committed to similar reductions in the headquarters of corrections and the Immigration and Nationality Directorate.

Much of the reductions will come from exploiting better technology to streamline back office functions including through the use of shared service centres. Reducing the bureaucratic burden on front-line issues will also reduce the work at headquarters.

The Home Office will deepen its partnerships with delivery agents and other stakeholders, at international, European, national, regional and local levels.

We will work with international partners to reduce the threat of terrorism and organised crime, strengthen immigration controls and share best practice in helping build safer, stronger communities.

We are determined to streamline our relationships with front-line services and reduce the bureaucratic burden we impose on them. Our aim, particularly in the key deprived areas, is to move from a relationship based on standard national guidelines, overlapping plans and bidding rounds for separate funds to multi-year funding and tailored agreements which reflect local as well as national priorities. As a step towards this, we have now appointed senior Local Delivery Managers in four areas –

Manchester and Salford, Nottingham, Bradford and Hammersmith and Fulham. They are already working with local agencies on more effective approaches across the Home Office's range of responsibilities.

By 2007/08, the Home Office Group will be spending £2.8 billion a year more on public services than at present. The Group will also be doing more than ever before to improve the effectiveness and efficiency of its expenditure. The value of those improvements will be at least £1,970 million a year by 2007-08. For example, reducing our headquarters staff numbers by 2,700 full-time equivalents will free up around £100 million in real terms to be spent on the front line.

### *Our commitment to law-abiding citizens:*

- Reforming our operating businesses and reducing the size of our headquarters by 30 per cent.
- Streamlining our relationships with frontline services and reducing the bureaucratic burden we impose on them.
- Making effectiveness and efficiency improvements worth nearly £2 billion to our services.



## Section 2

### Our strategy for reducing crime, drug abuse and insecurity

#### By 2008:

- i. We will have reduced crime by 15 per cent, and further in high crime areas.
- ii. We will reassure the public, reducing the fear of crime and anti-social behaviour and building confidence in the Criminal Justice System without compromising fairness.
- iii. We will have improved the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million each year.
- iv. We will have reduced the harm caused by illegal drugs, including substantially increasing the number of drug misusing offenders entering treatment through the Criminal Justice System.

#### 2.1 Introduction

For many decades, rising crime and insecurity seemed inevitable features of modern life in Britain. By the mid-1990s, communities had

become worn down by the grind of disorder and disrespect, particularly in already disadvantaged areas. In 1999, even though crime was falling, the UK had the second highest level of crime in a survey of eighteen developed countries.

#### Achievements

- Since 1997, crime is down by a quarter, with burglary down 39 per cent, car crime down 31 per cent, violent crime down 24 per cent; and the chances of being a victim of crime are at their lowest for over 20 years.
- Fear of crime is falling. For example the proportion concerned about burglary has fallen from 22 per cent in 1996 to 15 per cent of the population in 2002/03.
- The number of Anti-Social Behaviour Orders has doubled in the last year, showing that local partners are becoming increasingly intolerant of the problem.
- The number of police officers is at an all time high, with some 12,500 more officers than in 1997 and 3,500 new Community Support Officers.
- We have increased the numbers in drug treatment from 100,000 in 1998 to over 140,000 last year. Waiting times for drug treatment have more than halved.
- The number of offences brought to justice has increased to 1.07 million in the year ending March 2004.
- The number of prison escapes has fallen dramatically, from 232 in 1992/93 to just ten last year. There have been no escapes from category A prisons since 1995.
- The Criminal Justice Act 2003 has brought in measures to deal with the most serious offenders. Now, a life sentence will mean life for the most serious murders.

The police were committed to driving down crime, but police officer numbers had fallen. Those needing drug treatment could wait for months or even years. The Criminal Justice System was clearly dysfunctional and failing to provide justice or support for many victims. Too many people lacked confidence in the system, and too many criminals got away with their crimes.

Since 1997, the Government has worked with the police and other partners to reverse that trend. Crime has reduced year on year, and is now 25 per cent lower than in 1997. Concern about anti-social behaviour is falling, as is fear of crime. There are 12,500 more police officers than seven years ago. The number of offenders being made to pay for their crimes is increasing, with 7 per cent more offences brought to justice now compared with two years previously. Criminal law is being modernised to reflect today's society and to be more understandable to the public.

Sentencing law has been changed to make more sense: young offenders get effective support to move away from crime, drug users are directed into treatment and, at the most serious end of the spectrum, life now means life imprisonment for the most serious murders.

This strategy sets out how we will build on that progress, so that by 2008:

- i. **People are and feel more secure in their homes and daily lives** with less concern about anti-social behaviour, crime and organised crime, and greater protection from terrorism.
- ii. **More offenders are caught, punished and stop offending and victims are better supported** through improved policing, a more effective Criminal Justice System and improvements in the prison and probation services.
- iii. **Fewer people's lives are ruined by drugs and alcohol** – with better prevention, more drug users entering treatment and a reduction in drug and alcohol-related crimes.

The Government's **Strategic Plan for criminal justice: *Cutting Crime, Delivering Justice***, also published on 19th July 2004, sets out in more detail how the Home Office, the Department for Constitutional Affairs and the Law Officers' departments, including the Crown Prosecution Service, will work together to bring more offenders to justice and improve services for victims and witnesses.

### Crime has been falling across the country (Source: British Crime Survey)



### The British Crime Survey

The British Crime Survey provides the most reliable assessment of levels of crime against households and individuals in England and Wales. The survey is conducted with more than 35,000 people each year. It asks them how often they have been victims of crime and elicits their perceptions and fears. The same questions are asked each year, allowing a 'like for like' comparison of patterns of crime over time. In contrast, recorded crime statistics have broadened to include more crimes, and provide a less robust comparative measure. In 2002, we worked with the police to bring greater consistency between areas, which has led to the recording of more offences in some areas. In addition, the public appear to have become more confident in reporting crime. Together, these developments mean that while overall crime levels have fallen substantially, the proportion of those recorded by the police has risen.

Crime figures in this strategy are taken from the British Crime Survey unless otherwise stated.

### Responding to new challenges

The achievements of the last few years provide the foundation for further major improvements during the next five years. We have safer communities and laws that better fit the needs of society. Government nationally has established clear structures and frameworks within which local partners can deliver what local people need. We can manage performance and we know a great deal about what works. Sustained investment, effective implementation and continued reform will enable us to build a more confident, cohesive society.

But we should not underestimate the major challenges we face due to changes in society, technology and global communications. Our drive to reduce common crimes such as burglary and robbery has been extremely successful – both down by over a third. The crimes that our agencies now need to address are more complex.

At local level, the lives of too many law-abiding citizens are still affected by the anti-social behaviour of a minority of people.

Violent crime is a particular challenge. Though the British Crime Survey shows that violent crime is down overall, violence by strangers has risen and until recent months gun crime, which is concentrated in a small number of areas, was rising. Changing patterns of drug

use also fuel violent crime. Alcohol plays a part in half of all violent crimes and consumption is rising. Young people under the age of 16 drink twice as much today as they did ten years ago.

Economic and demographic conditions could become more difficult. A slowdown in the growth of household consumption, coupled with an increase in the number of young people, who commit the most offences, could be expected to increase crime in the absence of further action by government and communities.

Internationally, organised crime is becoming more sophisticated, with the smuggling of people and drugs generating billions of pounds for criminal enterprises. And we face a greater threat than ever from international terrorism, which demands a multi-faceted response.

Public services must adapt to work with an increasingly diverse, complex and mobile society. The public, rightly, has increasing expectations. They want more responsive and open public services in which they can be actively involved, and active engagement by citizens and communities is essential in changing social behaviour. The police and other criminal justice agencies must continue to exercise professional judgement, but they must promote local engagement and not see the public as passive recipients of services.

## Violent crime

Preventing and reducing violent crime is a priority for the next five years. Addressing such crime is a particular challenge, and the picture is complex.

The British Crime Survey shows that violent crime has fallen since 1995, and half of recorded violent crime involves no physical injury to the victim. However violent crimes recorded by the police are going up, and violence committed by strangers is becoming more prominent.

In recent years, we have become increasingly sophisticated in our analysis of the different types of violence, and tailored in our responses to them.

Much stranger violence is in public places and alcohol is the biggest single driver: 44 per cent of victims think their attacker was under the influence of drink. Violent anti-social behaviour lies behind many less serious incidents. Our strategy to address anti-social behaviour is detailed in section 2.4, and we set out our particular focus on alcohol-fuelled violence in Section 2.5

Domestic violence accounts for a sixth of BCS violent crime. In this, and a number of categories of violent crime, in particular sexual assault and race hate crime, we are working with the police and other partners to increase reporting among the victims, so statistics may initially go up, rather than down, even if our strategy for tackling the problem is effective. Our strategy for tackling domestic violence is set out in the box in this section. Our strategy on race hate crime is described in Section 2.12.

Gun crime has also been increasing, concentrated in a few areas. However, the 35 per cent growth in 2001/02 has fallen to a 2 per cent growth rate in 2002/03. Gun crime is a key challenge, and our response is summarised in the box in this section.

There is a discrepancy between British Crime Survey figures on violence, and recorded violent crime. This discrepancy can be largely explained by the increase in violence reported to and recorded by the police. In 1998 and 2002, changes were made to achieve greater consistency in police records, which have had a major impact on violent crime. The number of violent crimes recorded by the police almost doubled from 332,000 to 606,000 after changes to the counting rules in April 1998, in particular the inclusion of common assault as a violent crime. These meant that a number of new crimes were recorded, and that in general, the police recorded more crime. The introduction of the National Crime Recording Standard in April 2002, designed to ensure that crimes were categorised in the same way across police forces, inflated the recorded number of violence against the person offences by 23 per cent. This is thought still to be affecting the figures, as is changing cultural behaviour in people's readiness to report violent crimes to the police.

## Our response

This section sets out how we will accelerate progress over the next five years and respond to new challenges.

In Section 1, we summarised the main ways in which we will achieve our objectives.

These objectives are inter-related – for example, bringing offenders to justice helps reduce crime and helps people to feel more

secure – so this whole section takes a thematic approach to describe our strategy for reducing crime.

- Section 2.2 set out our overall approach to reducing crime.
- Section 2.3 sets out how we can stop people offending in the first place, through creating stronger families, schools and communities.

- Section 2.4 shows how we will reduce the impact of anti-social behaviour, by taking action against the perpetrators and increasing the involvement of communities in tackling the problem.
- Section 2.5 is concerned with how we deter crime, particularly by making it more risky and more difficult to offend and by tackling alcohol abuse.
- Sections 2.6 to 2.8 outline how we will modernise the police, the Criminal Justice System and the prison and probation services so that they can jointly prevent, deter, catch, convict, rehabilitate and resettle offenders.
- Section 2.9 focuses on how we will reduce the harm caused by drugs.
- Section 2.10 sets out how we will tackle organised crime, and Section 2.11 outlines the way in which our communities will be better protected against terrorism.
- We conclude in Section 2.12 by explaining how our strategy will reduce fear of crime, reassure the public and improve confidence in the Criminal Justice System. Victims of crime and witnesses will be offered much greater support and information.



## 2.2 Our overall approach to reducing crime

### Our approach has the following features:

- i. Addressing both crime and the causes of crime, through measures to prevent and deter offending; and to catch, convict, rehabilitate and resettle offenders.
- ii. A focus on prolific offenders, particularly the 5,000 who commit almost one in ten crimes, including through greater use of electronic tagging and satellite tracking, and drug treatment for those that need it.
- iii. Increased focus on of the places and people that suffer most: crime hotspots and repeat victims, including through the new Safer and Stronger Communities Fund.
- iv. Tailored approaches to different types of crime and different offenders.
- v. Closer partnership work across agencies and with communities.

This whole approach puts the interests of the law-abiding citizen first.

### Tackling crime and the causes of crime

We will reduce crime by preventing young people becoming offenders in the first place; catching and convicting those who do commit crime; and making sentences and rehabilitation effective at stopping re-offending.

Tough enforcement action is essential. But preventing someone starting to commit crime can stop a lifetime of offending. Investing in prevention is therefore key. Reducing crime cannot be achieved by the police alone; it involves mobilising a range of partners. These include the other criminal justice agencies: the prison and probation services, the courts and prosecutors. But they also include the schools which strongly influence children’s behaviour and prospects, the health services that treat addiction and help address mental health needs; the businesses that design goods and homes; and the local authorities that house people. At the heart of this partnership effort are the families and communities in which our children grow up and in which safety and security can be made or destroyed.

Drawing on evidence of what works, our strategy aims to reduce crime by at least a further 15 per cent by 2008, through a combination of measures.

Current programmes are estimated to deliver the following reductions:

	<b>Estimated reduction</b>
● Offences brought to justice	5.0 per cent
● Planned police improvements to 2006	4.0 per cent
● Expansion of drug treatment	4.0 per cent
● Reducing re-offending	2.5 per cent
● Youth justice	1.5 per cent

We expect a range of further measures, such as prevention programmes, 20,000 new Community Support Officers and action against anti-social behaviour to reduce crime by a further 7-8 per cent.

This must be set against the background of expected upward pressures on crime, of around 9 – 10 per cent over the period to 2008.

Details of the modelling work that has been done to produce these estimates are set out in the paper: *Modelling Crime Reduction for the Home Office's Strategic Plan* available on [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk).

We have adopted an 'end-to-end' approach, which includes prevention, deterrence and conviction and continues through to rehabilitation and draws on the collective skills, knowledge and resources of a host of people and agencies.

For example, when street crimes such as mobile phone robbery increased significantly in 2001 and 2002, the Prime Minister and the Home Secretary brought together cabinet ministers, police chiefs, local government, the Crown Prosecution Service and the courts to launch an unprecedented joint response through the Street Crime Initiative. To prevent street crime, we expanded summer activities to provide places for an additional 90,000 young people in street crime areas, worked across government to reduce truancy and exclusions from school. We joined up with business to incapacitate stolen mobile phones. We increased police numbers and visible patrols in high crime areas, deterred crime and, combined with new video identification equipment, saw

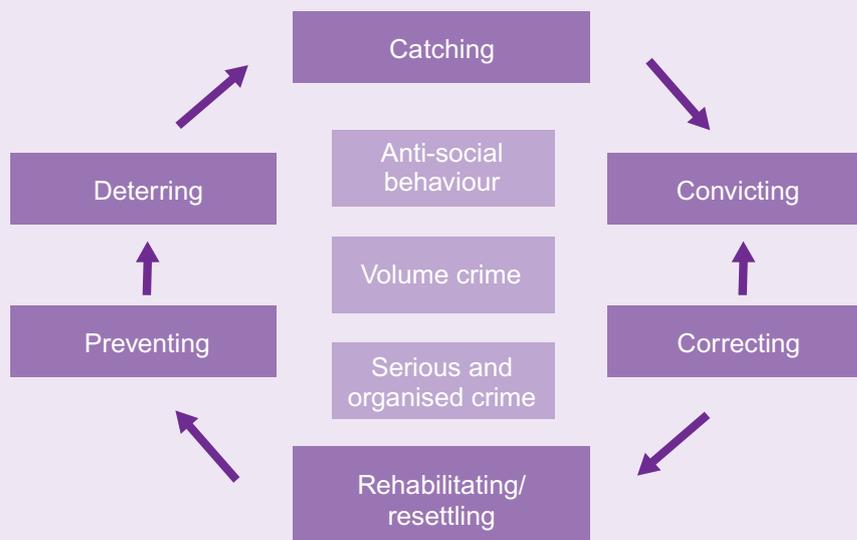
the perpetrators caught in increasing numbers and processed more swiftly, through special nominated courts.

Greater use of tagging for young people on bail enhanced public protection. In the twelve months following the launch of the Initiative in March 2002, robbery fell by 17 per cent in the ten street crime areas compared to the previous twelve months and has fallen further since then.

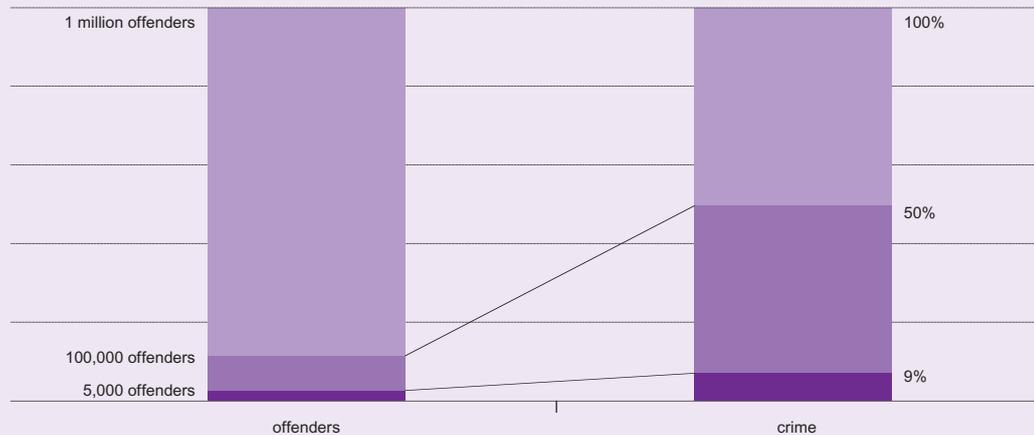
Action across government also characterises our approach to reduce domestic violence and other crimes of particular concern. Our response to gun crime, for example, combines tough law enforcement, such as mandatory five year sentences for those convicted of possession of an illegal weapon, with action at community level to deter gun crime and encourage people to report the perpetrators. It recognises the need clearly and jointly to convey the message that neither the police nor the public will tolerate guns.

### Targeting prolific offenders

A large proportion of crime is committed by a small number of people. In any one year, approximately 100,000 people commit half of



### Ten percent of offenders are responsible for almost half of all crime *(Source: Home Office)*



all crimes and just 5,000 people commit about 9 per cent of all crimes – around a million crimes in total. Every year, 20,000 offenders leave this pool of 100,000, but another 20,000 enter it.

Most of these offenders are known to the police and other agencies. We estimate that each year, the offenders brought to justice are responsible for more than half of all personal and household crime.

The second key element of our approach to reducing crime over the next five years, therefore, is to focus in particular on these offenders. We have developed an end-to-end prolific offenders strategy with three strands: prevent and deter; catch and convict; rehabilitate and resettle.

Prevention and deterrence will target the young people most vulnerable to, or already involved in, offending and will divert them into positive alternatives, such as creative activities, training and sport, co-ordinated through the Youth Justice Board.

Action to catch, convict, rehabilitate and resettle will focus on 5,000–7,000 prolific and priority offenders, with a programme of intensive intervention (see box overleaf).

As a first phase, by autumn 2004, agencies such as the police, local authorities, prison and probation services and youth offending teams will come together in each Crime and Disorder Reduction Partnership to ensure that the prolific offenders are identified early and monitored closely. They will be offered ways to change their behaviour and, where change is not achieved, their offending will be disrupted through tough enforcement.

If they do commit further crime, they will be caught quickly, processed rapidly through the Criminal Justice System and given drug and alcohol treatment and rehabilitative support where necessary. Further details are set out in Section 2.9.

### What will start to happen to a prolific offender from autumn 2004?

- The police, local authorities, prison and probation services, and youth offending teams will identify a prolific offender through local intelligence and monitor them closely. This could involve joint prison and probation home visits. If appropriate, the police will arrest and charge the offender.
- Offenders will be offered support appropriate to their needs, to change their behaviour. Where change is not achieved, tough enforcement action will be taken. Drug-using offenders will be directed into treatment.
- Following any conviction, the Probation Officer (or the offender manager) will intensively case manage the offender. When necessary, the offender will be subject to an electronically-monitored curfew, meaning he cannot leave home during the evening or night. Electronic tracking will be introduced and used for the most prolific offenders so their movements are known on a twenty-four hour basis.
- If an offender does not comply with conditions, or relapses, he or she will face swift enforcement action from the local probation and police partnership. Offenders will know that the combination of police, probation and electronic supervision will make apprehension and custody inevitable if he or she offends further. The aim of this intensive action is to cut short the criminal lifespan of the prolific offender.

Treatment for drug- and alcohol-abusing prolific offenders is vital. Prolific offenders will be a key target group for the expansion of the Criminal Justice Interventions Programme in high crime areas. This programme directs drug-using offenders into treatment and by 2008, our ambition is to direct around 1,000 people into treatment each week.

Offenders will face a stark choice: take advantage of opportunities to address their behaviour or face a quick return to the courts and further punishment.

Where they are serving sentences in the community, these offenders will be monitored closely - using surveillance, tagging and satellite tracking where appropriate - and managed in the community by the probation service to ensure that they do not return to their criminal lifestyles. A doubling of the capacity for electronic tagging (from a caseload of 9,000 in 2003), the new National Offender Management Service and tough new community sentences will enable this to happen. Where there is a need for further legislation to give the police powers to target prolific offenders in this way, we will legislate.

### Staffordshire targets prolific offenders

The Staffordshire Police force has launched pioneering programmes that reduce offending with a combination of intensive monitoring and a holistic approach to rehabilitation. In Stoke-on-Trent and Newcastle-under-Lyme, police identify the most prolific and harm-causing offenders in their communities. These offenders are required to meet with police and probation officers several times a week, sometimes even several times a day, and to participate in drug treatment if needed. The rehabilitative efforts range from helping the offenders change their attitudes towards their behaviour to more practical support such as support in finding employment and applying for benefits. The programmes can be resource-intensive, but they have achieved substantial reductions in individuals' reoffending. One participant, who had racked up 116 convictions before joining the Stoke-on-Trent initiative, said of his experience, "They did everything they could to help me stay out of trouble".

### Tackling Domestic Violence

The Home Office leads a cross-departmental strategy to tackle domestic violence, based around the three strands of prevention, protection and justice, and support.

At the heart of the strategy are the measures contained in the Domestic Violence, Crime and Victims Bill, which is currently before Parliament. Measures include:

- making common assault an arrestable offence;
- making breach of a non-molestation order an arrestable offence (to be punishable by up to five years' imprisonment on indictment);
- increasing court powers to impose restraining orders; and
- multi-agency domestic violence homicide reviews.

These are supplemented by a programme of non-legislative work to improve the response of services such as education, health and social services and agencies across the civil and Criminal Justice System. For example, the Government is investing £30m in creating new refuge places and renovating existing ones. In practical terms, this means an extra 273 units of accommodation by March 2006. In addition, over £50 million of revenue each year is spent on housing based support for domestic violence victims through the Supporting People Fund.

### Portsmouth domestic violence early intervention project

Launched in 2002, the Early Intervention Project is a pilot early identification and screening project based in the maternity department of St Mary's Hospital, Portsmouth. Most domestic violence victims go through the NHS at some point, so health professionals are key to identification. Many clients are referred by hospital units, but others come from the police and self-referrals.

Practical and emotional support is needed to help break the cycle. Services include:

- information and someone to talk to;
- support to plan what will keep victims safe from further attack, for example locks in their homes or a mobile phone; and
- help with housing and benefits.

The age range is broad: most victims are aged between 20 and 39, and two thirds have children. In a recent evaluation, 69 per cent said the violence had stopped since their last contact.

### Targeting crime hotspots and preventing repeat victimisation

Crime is not evenly spread across the country. It is more than twice as high in deprived areas as it is in more affluent areas. Within any area, crime also tends to be concentrated in particular estates and streets. Often, the same people are also victimised time after time.

Evidence from the UK and around the world shows that focusing police and crime-prevention resources on these areas and these victims can have a significant impact on overall crime levels. It is also important in contributing to our objective of making people feel more secure in their homes and daily lives. The third element of our overall approach to crime reduction is to target the areas and people which suffer most from crime.

From April 2005, working with the Office of the Deputy Prime Minister, we will help local services and partnerships join forces to tackle crime and anti-social behaviour, improve public space and increase 'liveability' in their area by creating a new Safer and Stronger Communities Fund. This will bring together several existing Government funding streams into a single fund, enabling areas to focus their resources locally where they are needed most, to deliver agreed outcomes. The Neighbourhood Renewal Fund will continue to provide significant resources for community safety in disadvantaged areas. From next year, local authorities will also be assessed on their performance on community safety, as it will be included in the Audit Commission's Comprehensive Performance Assessment.

In the autumn, the Home Office and the Office of the Deputy Prime Minister will publish proposals for delivering more comprehensive Local Area Agreements in nine local authority areas. This will include a fundamental review of the resources going into individual areas to support community renewal, building on current Audit Commission work on area profiling.

Crime and Disorder Reduction Partnerships and Drug Action Teams are already completing the first combined audit of crime and drugs issues in their areas, as a starting point for their strategies for April 2005 onwards. We will use this to help target funding and activity to greatest effect, ensuring that resources for community safety and the wider funds that support individuals, families and neighbourhoods are used in a way that tackles the underlying challenges faced by an area rather than merely addressing the symptoms.

The same people are often victimised time after time, especially when they have been subjected to domestic violence or hate crime. We are stepping up our efforts to prevent repeat victimisation, focusing on the crimes that cause the greatest harms. For example, we have developed a response model to assist officers when they go to a burglary where the victim is a repeat victim. For domestic violence victims, a risk assessment tool has been developed to help officers work with victims to minimise the future risk of harm. The box above sets out our overall approach to reducing domestic violence. In Section 2.12, we further set out our approach to supporting victims, including the victims of race hate crime, who are often repeatedly targeted.

### Problem-oriented policing: the Tilley Award

'Problem-oriented policing' helps the police to move away from simply responding to incidents, often repeatedly at the same locations, towards analysing the reason for it and preventing it happening again.

The Home Office funds the Tilley Award for Excellence in Problem Oriented Partnerships, which is now in its sixth year. Winners in 2004 showed how they reduced crime and demand on the police through preventing repeat vehicle crime victimisation (Hampshire Constabulary), improving safety and security at a lorry park (Staffordshire Police), and reducing firework-related disorder (Avon and Somerset Constabulary).

### Programmes in high-crime areas

Local partners in high-crime areas now have a range of tools to effect change. These take into account the complex range of factors that can influence crime levels, including levels of disadvantage and drug use. High crime areas benefit from a range of programmes according to need, including Youth Inclusion Programmes and Positive Activities for Young People, both of which aim to prevent young people becoming offenders through a combination of education, skills training and constructive activities such as sports. Areas with high drug-related crime have high-intensity drug-treatment programmes (Criminal Justice Interventions Programmes) which identify users through police drug testing, immediately refer them to drug referral workers and then guide them into treatment. Areas where crack cocaine is a particular problem can close crack houses with forty-eight hours, and have access to increased treatment facilities.

### Tailored responses to different offences

The fourth element of our approach to reducing crime is to tailor the response of our agencies to different types of crimes.

Perpetrators of anti-social behaviour can now receive a quick penalty notice for disorder, or an anti-social behaviour order that bans them from certain places or prohibits behaviour. The drug user who steals to feed his habit can be directed into drug treatment as part of his sentence. The organised criminal entrepreneur

faces seizure of his assets. In every case, the punishment is intended to fit the crime better and means that the offender gives something back to the community and society he has harmed.

Local partners have many of the tools they need, and have requested, to respond to the complex range of crimes they face. Over the next five years we will build on this approach, providing agencies with more resources and powers.

### Tailored approaches to tackling organised crime, volume crime and social behaviour

	Prevent, deter and disrupt	Catch and convict	Rehabilitate and resettle
Organised crime	<ul style="list-style-type: none"> <li>Disrupt and reduce markets for drugs and other products</li> <li>ID cards</li> <li>Asset recovery reduces profit motive</li> </ul>	<ul style="list-style-type: none"> <li>Serious Organised Crime Agency brings together expertise</li> <li>Specialised trial management</li> <li>Better witness protection</li> </ul>	<ul style="list-style-type: none"> <li>Greater monitoring on release</li> </ul>
Volume crime	<ul style="list-style-type: none"> <li>Better support for young people at risk of offending</li> <li>Focusing on prolific offenders</li> <li>Neighbourhood policing working with communities</li> </ul>	<ul style="list-style-type: none"> <li>New technologies such as DNA matching to catch offenders</li> <li>More joined up and efficient criminal justice system</li> <li>A range of sanctions to fit crime</li> </ul>	<ul style="list-style-type: none"> <li>National Offender Management Service</li> <li>Drug treatment for those who need it</li> <li>Greater electronic tagging and tracking</li> </ul>
Anti-social behaviour	<ul style="list-style-type: none"> <li>Parenting programmes</li> <li>Empowering communities to take a stand</li> </ul>	<ul style="list-style-type: none"> <li>Fixed penalty notices and Behaviour orders/contacts</li> <li>Specialist prosecutors and court sessions</li> </ul>	<ul style="list-style-type: none"> <li>Restorative justice ensuring perpetrators face impact of behaviour</li> <li>Working with parents and families</li> </ul>

## A new relationship with citizens

### Partners with communities

- local community organisations working with neighbourhood policing teams
- empowering communities to tackle anti-social behaviour
- volunteers helping to design reparation by young offenders

### Supporting the public

- neighbourhood policing teams responding to local priorities
- better victim and witness support
- help for parents with disruptive children
- crime prevention advice and help with home security

### Protecting the public

- targeting prolific offenders
- reducing problem drug use
- better police intelligence
- bringing more offences to justice
- investment in counter terrorism and tackling serious organised crime

### A new relationship with citizens

Finally, central to our approach is a new relationship between services and citizens. We need to empower local people to play a greater part in reducing crime and anti-social behaviour. People can do this by getting involved in setting local priorities, looking out for neighbours, reporting crime and anti-social behaviour when it happens and contributing to building a community that upholds basic standards of decency and is strong enough to prevent and deter offending. We will look to provide help and support to local people so they have the skills, confidence and information to play a full and active role in their communities.

This new relationship requires changes in services themselves. We are committed to

ensuring greater accountability and responsiveness of local services, for instance through neighbourhood policing and community justice centres. This means providing more opportunities for people to shape priorities and take decisions, responding promptly and efficiently to public concerns, and giving regular feedback on performance and progress in dealing with local problems.

People will participate confidently if they know that public services are there to support and protect the law-abiding citizen and to enforce law and order. An approach that combines effective enforcement with efforts to build stronger families and communities, and that supports citizens to work in partnership with us, is therefore central to our strategy.

**Working with communities to address gun crime**

Gun crime is not widespread, but it causes serious damage to communities and alarms the wider public.

Our work to prevent gun-related crime combines central leadership and reform with local partnership and community action.

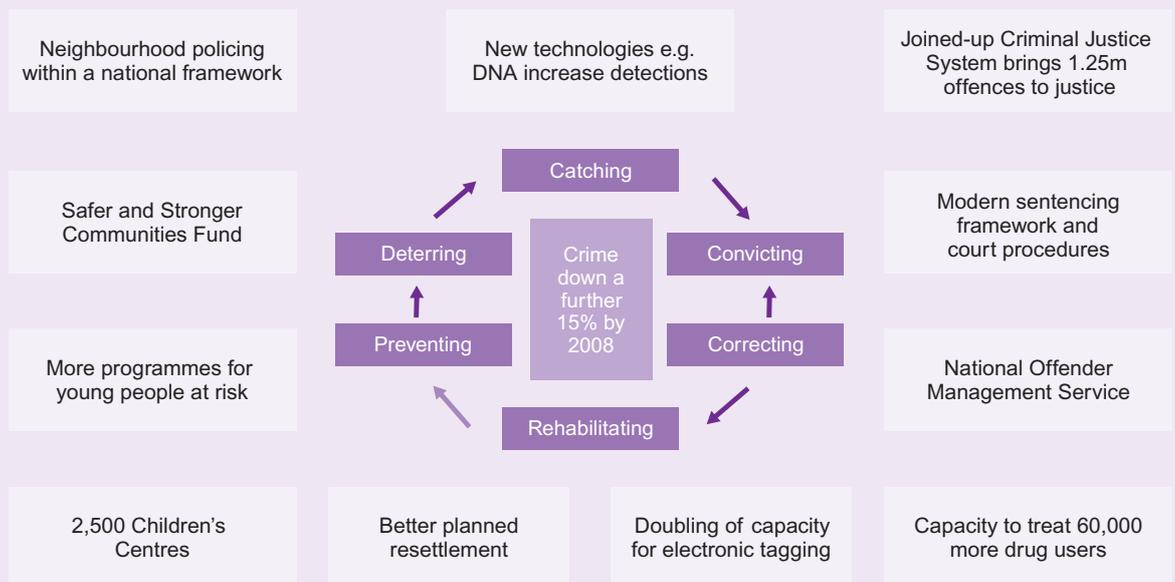
In 1997, we banned almost all handguns, and through the Anti-Social Behaviour Act 2003 we banned air weapons that can be easily converted. At the beginning of this year, we introduced five-year mandatory sentences for anyone convicted of possession of an illegal firearm.

The Home Secretary’s Gun Crime Roundtable brings together community representatives, law enforcement agencies and others to address emerging issues. Through effective joint working, a gun amnesty in April 2003 resulted in nearly 44,000 guns, imitation guns and air weapons being handed in.

We are also working closely with the Association of Chief Police Officers through the Strategic Criminal Use of Firearms Group on improving intelligence-gathering, examining links between drugs and gun crime, reducing the supply and availability of firearms, developing effective police operations and expanding the use of the National Firearms Forensic Intelligence Database.

Communities themselves play a key role. We are providing grants for small community groups and, through the Government Offices for the Regions, using recovered criminal assets to give financial support for community projects which tackle gun crime – putting the proceeds of crime back into the community.

**An end-to-end approach to reduce crime**



Focused throughout on prolific offenders, crime hotspots and working with communities



## 2.3 Preventing crime by reducing the number of young people who become offenders

### By 2008:

- i. There will be 2,500 children's centres covering the 20 per cent most disadvantaged areas.
- ii. There will be at least 50 per cent more programmes for young people at risk of offending, offering mentoring, extra training and other forms of activities and support.
- iii. The educational achievement and participation by children in underperforming and vulnerable groups (in particular children in care) will be improving year-on-year.

There are a number of well-known risk factors that correlate with offending. They include low income, low educational attainment and poor parenting, among others. If we invest early in the children and families most at risk, and continue to work with them throughout the

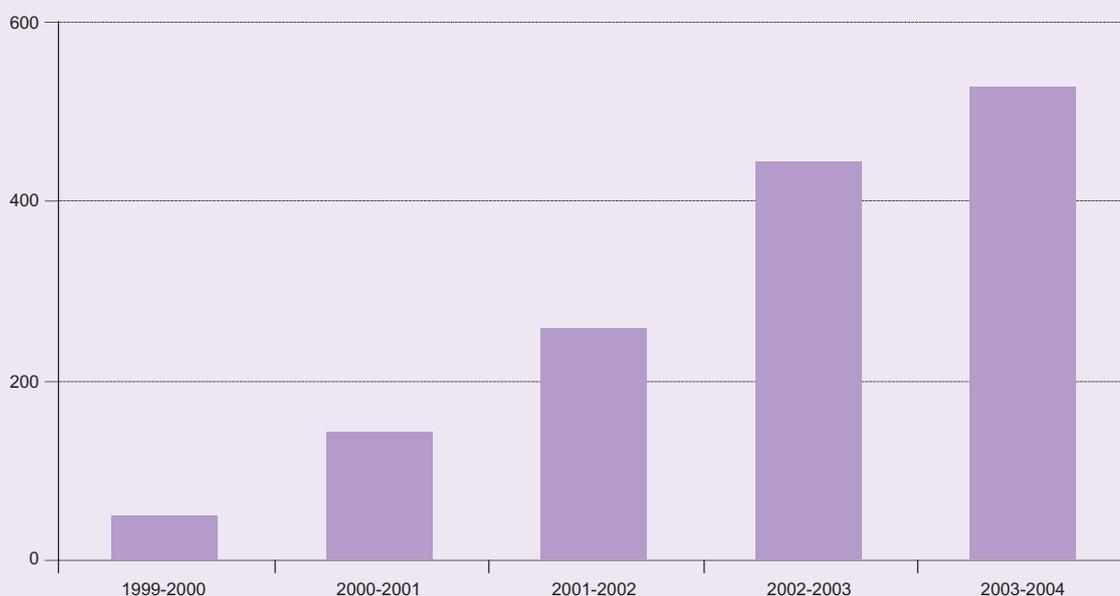
teenage years, we know that we can significantly reduce the likelihood of their engaging in crime and anti-social behaviour. A range of local agencies - including local authorities, Youth Offending Teams, health services, the Connexions service, police forces,

### Reforms that focus on prevention

- The Crime and Disorder Act 1998 set the prevention of offending by children and young people as the principal aim of the youth justice system.
- The Youth Justice Board was established in 1998, and Youth Offending Teams were set up in every local authority area in England and Wales.
- Widespread reform of the youth justice system has taken place, including changes to sentencing framework, provision of individual assessment of offenders and intervention programmes focused on addressing the factors associated with offending.
- We implemented Youth Inclusion Programmes, targeting the 50 most at risk 13-16 year olds in 70 high crime areas.
- Youth Inclusion and Support Panels in 92 areas identify most at risk 7-13 year olds, providing for programmes of support.
- Positive Activities for Young People provides activities during school holidays for young people, aged 8-13, in high crime areas. In summer 2003 over 75,000 young people benefited from the programme.
- Delivery of early intervention/prevention programmes across Government - including Sure Start, On Track, Children's Fund, Behaviour Improvement Programme in schools and Connexions.
- The Green Paper, Every Child Matters, and the Children's Bill (now before Parliament) deliver system-wide reforms to children's services.

## Number of Sure Start programmes in operation

(Source: DfES)



and the voluntary and community sector – have a major role to play in preventing young people's involvement in crime. Over the next five years, through the Children's Bill, there will be further integration of children's services, which will enable them to respond more efficiently and effectively to children's needs. These are outlined fully in the Department for Education and Skills' five-year strategy.

### Supporting children in their early years

Early intervention programmes such as Sure Start work with parents-to-be, parents and children to promote the physical, intellectual and social development of young children; to strengthen families and reduce child poverty; and to contribute to building and sustaining strong local communities. Over 500 Sure Start local programmes are in place, offering services to 400,000 children in disadvantaged areas. We will build on this by establishing Children's Centres, providing integrated early education, childcare, health and family support. By 2008, at least 2,500 Children's Centres will be reaching all children in the 20 per cent most deprived wards, with the longer-term aim of a centre in every community.

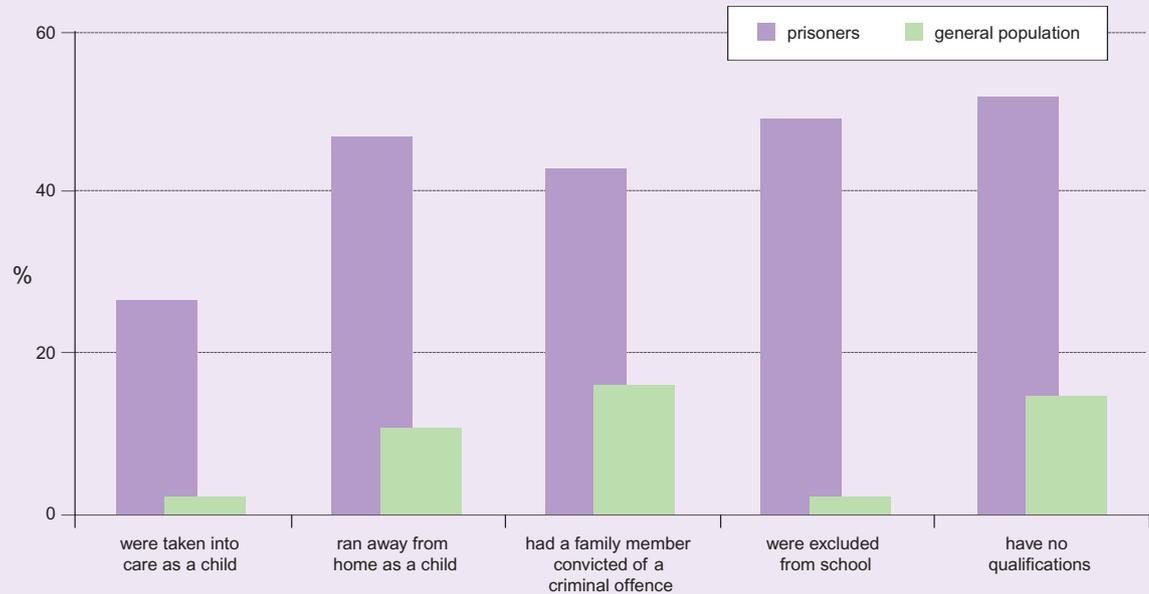
### Good parenting

As well as the parenting programmes that form part of Sure Start, Youth Offending Teams provide support either on a voluntary basis, or compulsorily under a Parenting Order. These programmes are reaching around 5,500 parents each year. The Youth Justice Board aims to double this to 11,000 interventions by March 2006.

Where problems in families have become more severe, and parents' difficulties are having an impact on children's development, a further option which we are piloting is for families to receive parenting support in residential settings. Local authorities can use Child Safety Orders, in combination with Parenting Orders, for early intervention to address criminal-type anti-social behaviour in children under ten (the age of criminal responsibility), where a voluntary approach has not worked. We are seeking to revise Child Safety Order powers.

## Offenders have less stable backgrounds than do most other people

(Source: Social Exclusion Unit, Cabinet Office, 2002)



### Ways towards youth inclusion in Derby

Derby Youth Inclusion Programme (YIP) works with young people between the ages of 13 and 15 who are at risk of offending, diverting them from crime and helping them to fulfil their true potential by:

- raising aspirations;
- equipping them to aspire to excellence; and
- building self-esteem.

Youth clubs, workshops (including art, DJing, gardening, outdoor activities and Youth Achievement Awards), days out and residential trips are among the activities on offer. One-to-one mentoring is at the heart of the drive to provide support, challenge and friendship.

Arrest rates for the young people taking part went down by 94.6 per cent compared to the twelve-month period before they signed up to the programme. Not only does the project reach 98 per cent of the young people most at risk in the area, but it also works with another 100 who are their peers and siblings.

The YIP is part of the Youth Justice Board's national programme and is delivered by the community-based Enthusiasm Trust.

Powers in the Anti-Social Behaviour Act 2003 allow intensive fostering of young people whose criminal behaviour is to a large extent due to their home circumstances and who would

otherwise receive a custodial sentence. We are currently developing pilot arrangements so that courts will have the option to have a child fostered in these circumstances.

### Supporting children in care

Children who grow up separate from their parents are at high risk of offending, and a quarter of prisoners went into care as children, compared with just 2 per cent of the general population. The Government will narrow the gap in educational achievement between looked after children and their peers. We will achieve this through measures including a proposed new duty on local authorities to improve the educational achievement of looked after children, and through revising the schools admission code to ensure that looked after children are given top priority when a school is over-subscribed.

### Driving up school achievement and improving behaviour in schools

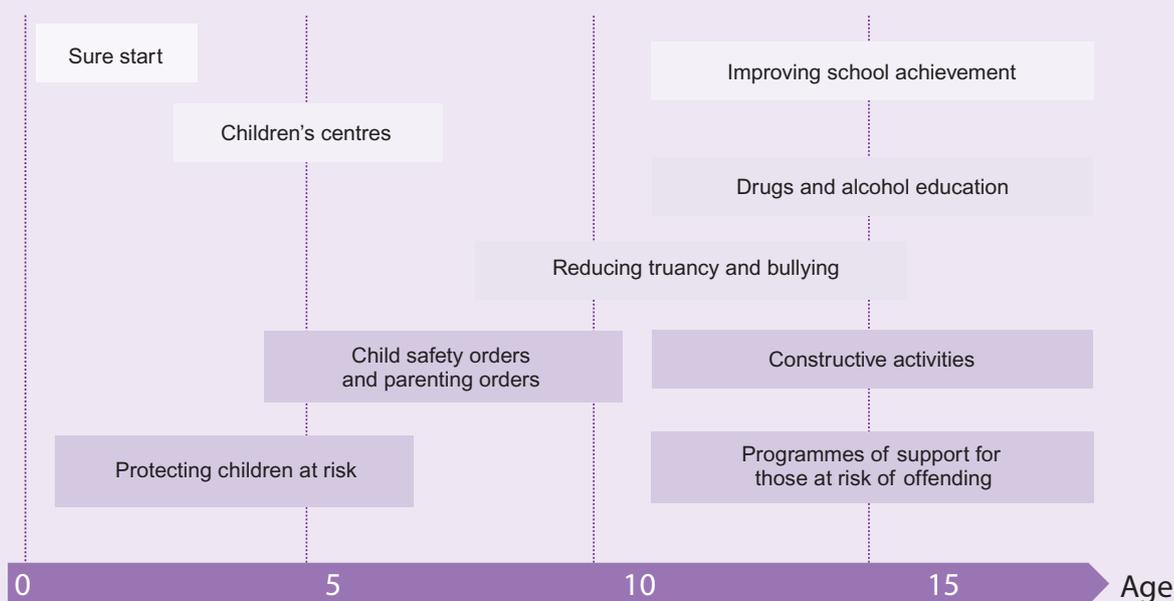
Half of all male prisoners were excluded from school. If children stay in school and attain good qualifications, the risk of offending can be reduced. Over the last seven years, school achievement has improved, particularly in the

most disadvantaged areas. In order to concentrate efforts on the lowest educational achievers, the Government has now committed to monitoring the performance of the bottom 10-20 per cent of pupils.

Improving behaviour in school is also vital. The Behaviour Improvement Programme includes measures for those who have been temporarily excluded, and seeks to reduce truancy. It has initiated more frequent truancy sweeps, more school-based Education Welfare Officers, and more support staff to pursue non-attendance. Over 130 police officers are now working with schools. The programme also provides services beyond the school day for pupils, families, school staff and the wider community. There will be at least 240 full service schools by 2008.

Bullying often accompanies anti-social behaviour and crime outside school, and each school now has a strategy to prevent and address this problem.

## Supporting young people



### **Constructive activities**

We aim to reduce the likelihood of offending by providing positive alternatives. For example, Youth Inclusion Programmes (YIPs) offer a variety of activities, from sports to more structured drugs education or employment skills sessions. We will increase the number of YIPs by a further 50 per cent by 2008. The Positive Activities for Young People scheme, now co-ordinated by the Department for Culture, Media and Sport also provides diversionary activities for young people in high-crime areas. We will review our support in the context of the Green Paper on services for young people, to be published this autumn.

### **Supporting eight to thirteen year-olds at a high risk of offending**

Multi-agency planning groups called Youth Inclusion and Support Panels (YISPs) have been established in ninety-two areas, and work with high-risk children and their families, providing support and improving access to mainstream services. We will increase their number by 50 per cent by 2008.

### **Helping young people resist drug and alcohol abuse.**

High-quality drugs education will be provided to all children, informed by lessons from the Home Office-funded Blueprint drugs education research programme. We will continue to provide accessible, trustworthy information through the FRANK campaign telephone service and website, and through Positive Futures programmes which divert young people away from drug use. Our strategy on drugs education and treatment available to young people is set out in Section 2.9.



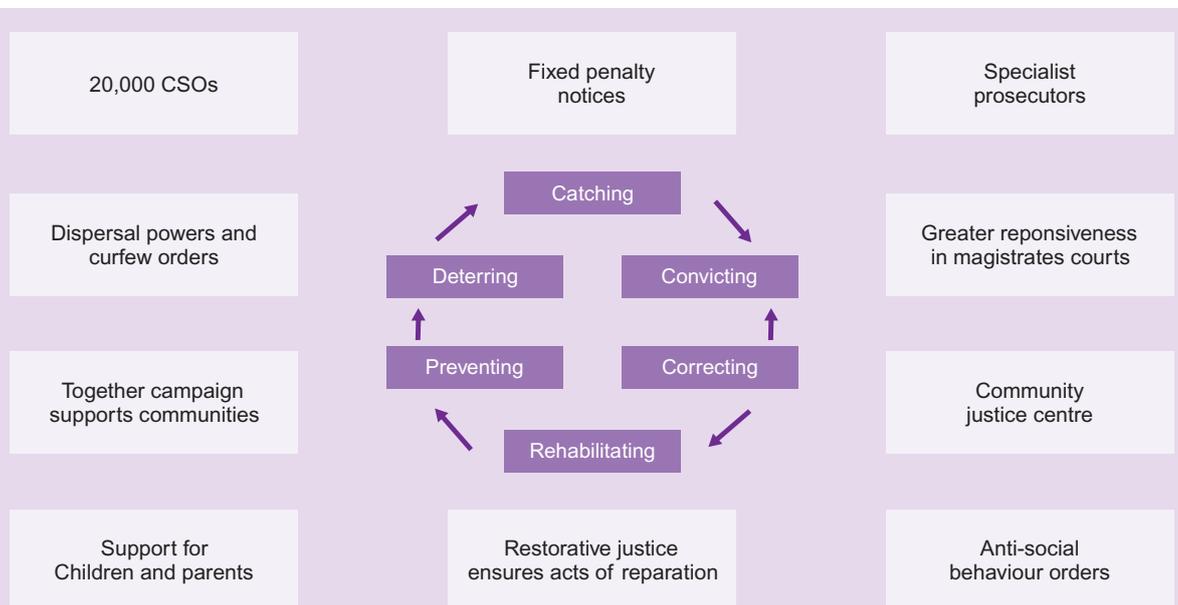
## 2.4 Tackling anti-social behaviour

**By 2008:**

- i. We will have further reduced public concern about anti-social behaviour by ensuring action is taken across England and Wales.
- ii. We will have expanded neighbourhood policing across the country through a new Neighbourhood Policing Fund – enough to support the recruitment of an extra 20,000 Community Support Officers.
- iii. The TOGETHER campaign will have been expanded to enable the public to play their part in tackling anti-social behaviour – by getting more involved in their communities and by holding public services to account to ensure they do more to support the law abiding majority.
- iv. Specialist anti-social behaviour prosecutors and anti-social behaviour courts will deliver justice more effectively and ensure a greater level of accountability to the public on the problems that can make people’s lives a misery.
- v. There will be dedicated anti-social behaviour resources and support in 50 action areas. These areas will identify their 50 worst anti-social behaviour cases and ensure that perpetrators are challenged, and that the full range of enforcement tools are used and ensure the behaviour is stopped. In these areas, public accountability is critical – we will ensure that members of the public are aware of the action being taken to deal with anti-social behaviour, and are encouraged to play their part.

Graffiti, rowdy behaviour and vandalism, and threatening or noisy neighbours can seriously diminish the quality of life for individuals or whole communities. They undermine confidence in the law and public services and reduce the willingness of law-abiding citizens to defend and encourage reasonable standards of behaviour

in their neighbourhoods. We estimate that anti-social behaviour costs public services across England and Wales around £3.4 billion each year. One act of anti-social behaviour (such as fly-tipping, begging or causing criminal damage) is reported every two seconds. Often, such low-level disorder is associated with more serious offending.



For many people, this is the issue of greatest local concern. Over the last few years, we have significantly increased our focus on preventing and addressing anti-social behaviour in partnership with agencies and communities.

The TOGETHER campaign was set up to ensure that anti-social behaviour is dealt with swiftly and effectively by public services, with greater accountability to local people. The first benefits of the policies are already evident, with local partners showing increasing commitment to take action against the perpetrators. The number of Anti-Social Behaviour Orders has doubled in the last twelve months – a clear sign that local agencies are using the legislative tools to bring increased order and safety to communities.

We will continue to drive the TOGETHER approach; prioritising local concerns, getting the right people from local agencies working with the community to tackle the problem, making effective use of available sanctions and providing feedback to the community on progress at all stages. This will also mean making sure we give the right help and support to the public so they know exactly what they can do to tackle the problem and what they can expect from their local services. By 2008, we expect a significant decline in people's concerns about anti-social behaviour.

Particular improvements will be delivered in 50 action areas. These areas will again take the TOGETHER approach, but will be expected

### Together Campaign

The TOGETHER campaign has given frontline staff the help they needed to tackle their problems locally using the new range of powers now available to them. The next phase of the TOGETHER campaign will widen the focus to include the public. Much anti-social behaviour is not reported because the public does not know what they or what their local services should do about it. We are changing that. We will establish help and support to communities and individuals that will:

- support them to take a stand against the problem
- provide advice on remedies;
- help sign-post the local agency best placed to tackle the problem;
- give clear advice and guidance about what that agency's responsibilities are.

The TOGETHER campaign will also continue to raise the performance of local authorities, the police and other agencies in tackling the problem.

to deliver action on the full range of anti-social behaviour problems, including nuisance neighbours, environmental crime and problems in town centres.

As part of our work in these areas, we will adopt the same persistent offender focus that we are introducing to tackle crime. In each area, the 50 worst cases of anti-social behaviour will be identified and an action plan developed to address their anti-social behaviour.

**Prevent and deter anti-social behaviour by developing a culture of intolerance of it, and increase order in public places**

Our approach is to:

- i. develop a culture of intolerance of anti-social behaviour, by encouraging and supporting the public to report problems and ensuring they are dealt with. The next stage of the TOGETHER campaign will provide information and encouragement to enable people to take a stand and demand better support from local services;
- ii. restore order to neglected public spaces and reduce the opportunities to offend, for example by giving councils new tools to get rid rapidly of abandoned cars and graffiti; and

### Taking a Stand 'Awards Plus'.

Last year the Home Office ran an awards scheme for 'local heroes' who have taken a stand to combat anti-social behaviour. More than thirty winners received £1000 to help develop their projects. The winners' stories demonstrated what could be done if community members take a stand and work with local agencies to ensure problems are addressed.

The overall winner went on to run training at a number of events, talking to a range of professionals about how to protect and support witnesses. Many of the winners have described how recognition has helped them to hold local services to account.

- iii. put more police on the streets, and increase the number of Community Support Officers particularly in anti-social behaviour hotspots, through a new Neighbourhood Policing Fund. Police will work in partnership with local authorities, housing agencies, schools and community groups to take action against the perpetrators of anti-social behaviour.

between young people, their parents and local agencies (for example the police, housing landlords, schools and Youth Offending Teams), that the person concerned will not engage in specified anti-social behaviour. They also spell out the consequences of breaking that agreement.

### Greater use of a full range of sanctions specifically designed for tackling anti-social behaviour

There are a range of measures and powers to deal with anti-social behaviour swiftly. They include:

- i. Acceptable Behaviour Contracts/Agreements (ABC/As). These are informal contracts

- ii. Parenting contracts between parents and agencies, which ensure parents take responsibility for their children's behaviour and help them to address it.

- iii. Fixed penalty notices for disorder offences that provide both a rapid sanction and a warning to stop, without the need for a case to go to court. Over 20,000 such notices have been issued to date and we are expanding the

### Blazing a trail against anti-social behaviour in Birmingham

When the Home Secretary visited Birmingham Council to launch a citywide anti-social behaviour helpline, it was clear that this was only part of a package of measures which show the area takes the problem seriously.

Birmingham is one of ten 'trailblazers' – councils that have a commitment to work with nuisance neighbours and tackle all forms of anti-social behaviour across the city.

The Home Office helped the council to establish the Birmingham Anti-social Behaviour Unit (BASBU), which works across all forms of public and private housing. By March 2004, BASBU had obtained 71 injunctions and twelve anti-social behaviour orders. The local residents are onside: the anti-social behaviour helpline received 1,000 calls in its first month.

The difference this new way of working makes to people's lives is clear. Two middle-aged women from a local authority housing estate were being harassed and threatened by a young man who lived nearby. They were very distressed, and had begun to feel as if no one could help. But when they approached the local housing team, BASBU responded immediately, interviewing witnesses to start building up a legal case and helping the women to provide the evidence they needed. Within a short space of time, the Unit had secured an Anti-Social Behaviour Order. The impact on the victims' quality of life, as well as that of their neighbours, has been enormous.

range of offences for which a fixed penalty notice can be issued. We propose to extend them to include misuse of fireworks, criminal damage, and minor theft. Use of fixed penalty notices for ten to fifteen year olds will also be piloted. They are currently used for those aged sixteen and over.

iv. Neighbourhood policing teams will help bring the resources of the local police to tackle anti-social behaviour. This will be of enormous benefit to communities across England and Wales that currently endure such behaviour. And we will work with local authorities and other agencies to ensure that all those involved in the fight against anti-social behaviour, such as environmental health officers and neighbourhood/street wardens, have the powers they need to address local problems, such as irresponsible alcohol sales and disturbance.

v. Anti-Social Behaviour Orders (ASBOs) for those who engage in more persistent anti-social behaviour, to stop specific acts or ban offenders from particular areas. The process has recently been speeded up. For example, an interim ASBO can now be sought in a matter of hours. We will also take action to ensure that it is easier for local media to report prosecution for breaches of ASBOs – a key part of reassuring members of the public that the perpetrators are being brought to justice.

vi. The new powers in the Anti-Social Behaviour Act 2003, such as those that allow for the immediate closure of crack houses, and for the dispersal of groups of people to prevent ongoing intimidation and harassment.

**Improve the prosecution and court process for tackling anti-social behaviour through:**

A swift and effective response from the Criminal Justice System is a vital part of clamping down on anti-social behaviour. The law-abiding majority can often feel let down by a system that can

**Anti-social behaviour is increasingly being tackled by means of Anti-Social Behaviour Orders** (Source: Home Office)



appear slow, cumbersome and too heavily weighted in favour of perpetrators. We will respond to this through:

- i. greater responsiveness within magistrates' courts, achieved by properly informing them about all the sentences and options available to them; and improved services for the victims and witnesses of anti-social behaviour, for example providing information on what has happened to the perpetrators, and access to resources that enable communities to protect victims and witnesses;
  - ii. appointing specialist anti-social behaviour prosecutors. In partnership with the Crown Prosecution Service, the Home Office has developed a new team of anti-social behaviour prosecutors to ensure cases are dealt with swiftly, effectively and in tune with the needs of local communities;
  - iii. introducing, later this year, the first Community Justice Centre in Liverpool, providing a co-ordinated and targeted response to "quality of life crime" and anti-social behaviour. This approach is discussed in more detail in section 2.12; and
  - iv. working with the Department for Constitutional Affairs to develop specialist anti-social behaviour courts. These courts
- will ensure that cases that cause misery for the law-abiding majority are dealt with quickly and effectively. Anti-social behaviour courts will be extended across the country to all places where they are needed by December 2004. The key principles of the courts are:
- speed: every effort is made to avoid delay and quickly to respond to the circumstances of the case;
  - specialist sessions: specialist sittings are held where local practitioners identify the need;
  - witness care: special care is taken to combat intimidation;
  - awareness and training: sentencers and court staff are fully aware and properly trained on the range of powers available to tackle anti-social behaviour;
  - local engagement: there is active local engagement between the courts, and other partners, with courts receiving regular updates on the impact of anti-social behaviour on the community (including the use of community impact statements); and
  - media engagement: the courts engage with the local media on an ongoing basis about anti-social behaviour cases (in conjunction with other agencies).

### Targeting anti-social behaviour with specialist prosecutors

If anti-social behaviour is to be dealt with properly and its perpetrators brought to book, the Criminal Justice System must understand it and be equipped to respond. That is why the Home Office has funded a national network of twelve expert prosecutors to drive improvements in their police force areas, including London, the West Midlands, South Yorkshire and Northumbria, and provide support to the rest of England and Wales.

This is a new type of prosecutor, who has close links with local Crime and Disorder Reduction Partnerships, tenants organisations and community groups as well as victims and witnesses.

One such prosecutor is Sue Crabb, based in Lancashire Crown Prosecution Service. She stresses that meeting people in their homes is very important in enabling her to understand the problem. In a recent case, Sue worked closely with local officer PC Majid on preparing an ASBO against an offender who had plagued a particular area, and can now no longer do so.

The Home Secretary, Attorney General and Director of Public Prosecutions launched this new approach in April 2004, and the prosecutors have already delivered training to their local courts and local agencies.

- v. streamlining the use of Legal Aid in anti-social behaviour cases: we will work with the Department for Constitutional Affairs to introduce, by the end of 2005, a system of fixed fees for the public funding of defence solicitors in cases involving the application for Anti-Social Behaviour Orders. A fixed fee scheme will ensure swifter justice without compromising fairness. It will provide proportionate legal advice and support as currently practised by the vast majority of solicitors. But it will also discourage the small minority who use unnecessary delaying tactics and subsequently deny the deterrence and protection that ASBOs give to our communities.

## 2.5 Preventing crime by reducing opportunities and tackling alcohol abuse

### By 2008:

- i. People and businesses will be less vulnerable to crime as a result of targeted information and prevention measures, and will feel more reassured as a result.
- ii. Cars and mobile phones will be more difficult to steal and more houses will be better secured. Public places will be safer with better lighting, CCTV and a visible police presence.
- iii. We will have reduced alcohol-related crime.
- iv. There will be more rigorous enforcement of laws on under-age drinking and not serving those who are already drunk.
- v. There will be fewer irresponsible alcohol promotions, greater alcohol education and more policing of town centres in the evening – supported by contributions from the alcohol industry.

We take a combination of measures to prevent and reduce crime and disorder. Two key elements of our strategy are: to make it more difficult and more risky for people to commit crime; and to tackle the alcohol abuse that predisposes many people to offend. This Section details the action we are taking on these two fronts. Section 2.9 sets out our strategy to reduce the drug abuse which drives much crime.

### Reducing opportunities to offend

#### Achievements

We have had significant successes in driving down crime by reducing opportunities to offend. Burglary has fallen by 23 per cent and vehicle crime by 20 per cent since 1999. Robbery fell by 17 per cent in 2002/03 in the ten police force areas covered by the Street Crime Initiative.

The Home Office, the police, local authorities and industry have worked together to make it harder to steal goods and improve the safety of public places:

- We have worked with the Association of Chief Police Officers and the car park industry to launch a Safer Parking scheme to reduce vehicle crime, and with global mobile phone manufacturers, who have signed up to improving handset security. UK operators now block stolen mobile phones across all networks.
- We have taken successful steps with banks to improve security around cash machines.
- We have worked with communities to reduce robbery and burglary through measures such as more CCTV and alley-gating.

#### The Reducing Burglary Initiative

The Reducing Burglary Initiative, launched in 1999, targeted the worst-affected areas.

By June 2003, 247 burglary reduction projects had been funded, covering 2.1 million households that suffered around 110,000 burglaries a year. Three projects focused specifically on reducing burglaries by people posing as legitimate callers. A Home Office evaluation of fifty-five projects found that forty had reduced burglary relative to trends in control areas; the reduction was greater than 10 per cent in twenty-eight of the project areas. Successful projects featured publicity campaigns (sometimes in several languages), Homewatch schemes, improved security in victims' homes, and youth diversion programmes.

### The British Crime Survey shows that trends in burglary and vehicle crime have been decreasing since 1995 (Source: British Crime Survey, Home Office)



- Information campaigns have raised awareness of how to prevent burglary, vehicle crime and mobile phone theft among the most at-risk groups, including students.
  - Car manufacturers have been encouraged by competitive pressures to make their products more secure.
  - The Vehicle Crime Act 2001 increased regulations on the motor industry to prevent criminals giving stolen vehicles the identity of legitimate vehicles.
  - Crime reduction is now a feature of planning guidelines.
  - Advisers now work with businesses to reduce crime against them.
- i. **Making public places safer**, by encouraging the installation of better lighting, alley gates and CCTV cameras, and working with the police to ensure that there is a visible police presence where it is most needed.
  - ii. **Making private properties safer**, using a combination of publicity and tangible incentives to encourage the construction industry, landlords and homeowners to make homes more secure.
  - iii. **Making people less vulnerable to crime**. As a result of our information campaigns, fewer people openly display their valuables, or leave windows open when they are away. But too many still do so. We will continue to target crime prevention messages at the public through local as well as national channels.

#### Our strategy

Over the next five years we will build on this progress, particularly ensuring that public services tailor their responses even more closely to local priorities for crime prevention. We will take sustained action on a number of areas:

- iv. **Making business less vulnerable to crime**, working with firms to ensure that they have ready access to crime reduction advice and are included in the work of the police and crime reduction partnerships. We are also working with the private sector 'Action Against Business Crime Group' to develop a national network of business crime reduction partnerships in major towns and shopping centres.

### Operation Cobra: driving out vehicle crime in Portsmouth

There were more than 2,500 thefts from vehicles and over 110 cars stolen from the streets of Portsmouth in 2002. Senior officers decided to crack down on the problem by joining forces with the local authority, neighbourhood wardens and businesses. Operation Cobra targeted activity at offenders, locations and potential victims, directing activity where maximum reduction benefits could be achieved.

Activities included:

- A high-profile media campaign naming and shaming prolific offenders, highlighting crime hotspots and providing specific crime reduction advice.
- Designing out crime at specific locations by improving lighting, visibility and guardianship and by promoting secured car parks.
- Empowering local people with targeted crime prevention packs, property-marking road shows, access to security products, and awareness of high-risk areas through extensive street signage and ‘talking parking meters’.

At the end of the year, vehicle crime had been reduced by 29 per cent, representing a cost saving to society of well over £1 million. The true worth, however, is in the value to the people of Portsmouth.

**v. Making goods less vulnerable**, by building on our existing work with car and mobile manufacturers to make sure goods are increasingly secure by design.

**vi. Disrupting the market for stolen goods.** Making it harder to use or dispose of stolen goods reduces the incentives to steal them. In 2002, we passed legislation making it illegal to re-programme mobile phones. It is now harder to re-register stolen cars. The Proceeds of Crime Act reduces the incentives for both thieves and handlers. We will use new powers to increase progress.

### Reducing alcohol abuse

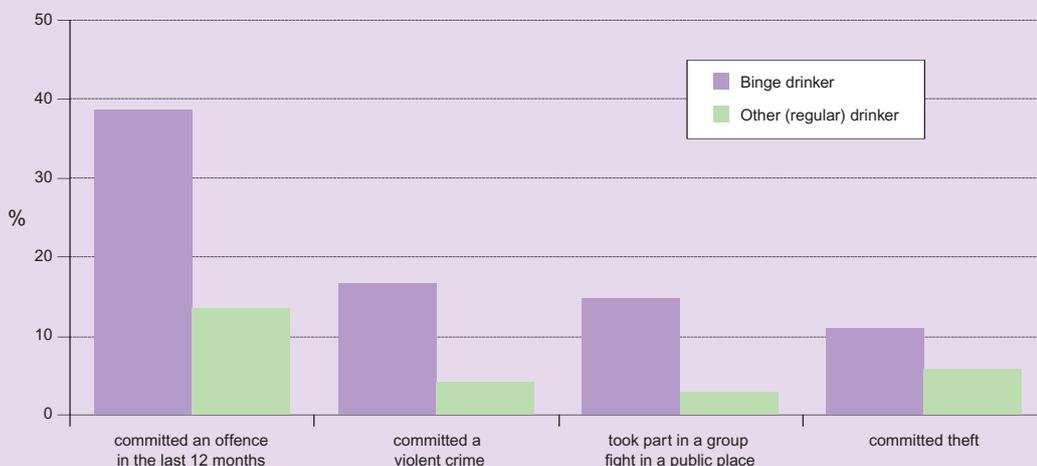
Alcohol abuse is a major social challenge. At least 44 per cent of all violent crimes are committed by people who have been drinking, and alcohol consumption among young people is rising. For example, the proportion of young women aged 16 to 24 who drink more than twenty-one units a week rose from 9 per cent in 1993 to 23 per cent in 2002. The Government’s *Alcohol Harm Reduction Strategy* for England is aimed at reducing excessive alcohol consumption.

Over the next five years, the Government will work to tackle excessive drinking and alcohol-related crime by:

- i. Improving alcohol education, including alcohol reducing programmes in schools and better information for consumers.
- ii. More rigorously enforcing age and other restrictions on the sale and consumption of alcohol, including the duty on licensed premises not to serve those who are drunk.
- iii. Working with local authorities to ensure that they avoid high densities of licensed premises and use new powers to clamp down on crime and disorder, within the framework of the new Licensing Act.
- iv. Ensuring that the alcohol industry makes a significant contribution to reducing harms, by informing the public of the dangers of excessive drinking, contributing to the cost of tackling local problems, and by not engaging in irresponsible promotions.

As part of the strategy, the Government has recently published guidelines for police forces and Crime and Disorder Reduction Partnerships to help them address alcohol-related crime.

### Alcohol abuse and binge drinking is strongly linked to violent and anti-social behaviour *(Source: British Crime Survey, 2002/3)*



In parallel, a summer alcohol misuse enforcement campaign was launched by the Home Secretary on 11 June 2004. The campaign is being spearheaded by the Police Standards Unit, together with the Association of Chief Police Officers, in over eighty towns and districts across England and Wales, and will clamp down on alcohol-related violence and the irresponsible few who encourage under-age and binge-drinking. The campaign

is increasing awareness of the powers of police and local partners to address the illegal and irresponsible selling of alcohol, to tackle alcohol-fuelled violence and disorder, and to rigorously enforce these powers. It involves a broad range of partners, among them Crime and Disorder Reduction Partnerships, trading standards officers, the fire service, the alcohol industry and local government.

#### The Licensing Act 2003

The Licensing Act, when fully implemented in 2005, will strengthen powers to clamp down on crime and disorder. The new powers, some already in force, include:

- expanded powers to close down disorderly venues instantly for up to 24 hours;
- powers to review licences when problems arise, instead of waiting for renewals;
- powers to reduce trading hours temporarily or permanently;
- powers to suspend or revoke licences; and
- extended powers to confiscate alcohol in public places.

### Manchester City Centre Safe

When the centre of Manchester was rebuilt after the bombing of the Arndale Centre, the development of a vibrant night-time economy was a key result. However the increase in licensed capacity was accompanied by an increase in assaults. The Manchester City Centre safe scheme was therefore set up to co-ordinate approaches and actively manage the economy.

The scheme:

- Targets individuals with a variety of messages through posters, or on litter bins, for example, reminding them of the need to drink safely. It enforces penalties on anti-social behaviour so as to achieve maximum deterrent effect.
- Works with the industry to ensure good practice. Establishments which fall short are placed on a 'top ten' list and attract close police attention.
- Brings together a range of statutory authorities to ensure effective management of the night-time infrastructure. For example, transport may be made safer through the supporting of a late-night bus service with CCTV and supervised bus loaders, as well as through tackling unlicensed taxis and patrolling taxi ranks. Statutory authorities work alongside the police to ensure that all aspects of the night-time economy are actively managed. As a result of these actions, late night disorder was reduced by 8.5 per cent in the first year and 12.3 per cent in the second.

Source: Alcohol Harm Reduction Strategy, Cabinet Office, 2004



## 2.6 A modern, responsive police service working with communities to prevent crime and catch offenders

### By 2008:

- i. A new Neighbourhood Policing Fund will support the spread of neighbourhood policing teams across the country.
- ii. The equivalent of at least 12,000 officers will have been freed up for front line duties. We will continue to maintain record police numbers and will provide funding to support the recruitment of 20,000 new CSOs.
- iii. There will be a fundamental shift to a customer service culture within the police service with minimum standards of service in place, for example in dealing with non-emergency calls.
- iv. The public will have a real say in local policing, including at neighbourhood level and every household will be given the information they need on local crime levels and police performance.

Together with police forces, police authorities and other partners, we are engaged in a sustained programme of police reform. It is already having a positive impact. A clearer national framework for policing with a more transparent performance management regime is helping to drive down crime. The complementary work of Her Majesty's Inspectorate of Constabulary (HMIC) and the Police Standards

Unit is leveraging up police performance. We have introduced a more flexible system of pay and rewards for officers. New technologies such as DNA records and better communications systems are improving effectiveness.

This progress has been underpinned by sustained investment. Since 1997, government police funding has increased by 21 per cent in real terms.

### Police modernisation

The White Paper, *Policing a New Century* (2001), and *Police Reform Act* (2002) set in train programmes which are improving the performance of the police. Measures include:

- the dissemination of regular information on the performance of all forces and a new Police Standards Unit to support improvements among under-performing forces;
- the introduction of powers to ensure the consistent application of good practice across the country and a National Centre for Policing Excellence;
- reducing bureaucracy through freeing up police officers with the help of civilian staff;
- the introduction of an annual *National Policing Plan* which gives police an overall framework in which to operate;
- the introduction of Community Support Officers and the accreditation of street wardens; and
- the introduction of a new Independent Police Complaints Commission.

A further consultation document *Policing: Building Safer Communities Together* (November 2003) sets out how the next phase of police modernisation will strengthen the relationship between the police and local communities. Proposals for taking this work forward will be published in autumn 2004.

### Community Support Officer cleans up a community's act

Bexley Police Community Support Officer Isakha Sarr organised a clean-up day in and around Welling station during which fifteen tonnes of rubbish were cleared away. Sarr found a solution to overcome the difficulty of working out who was responsible for getting rid of the rubbish. He invited members of the local community, representatives from rail companies, Bexley council and local police and schools to attend, with local businesses providing refreshments. Nearly ninety people turned up to help with the clean-up operation, more than fifty of whom were local residents of all ages and backgrounds, including young people, all with a common purpose in wanting to improve their environment. Since the event, nearby residents made sure they were seen noting down the numberplate of a potential dumper, who then drove away without leaving the rubbish.

There are record numbers of police officers – nearly 140,000 as at 31 May 2004, 12,500 more than March 1997 and record numbers of police civilian staff. Three and a half thousand new Community Support Officers (CSOs), who typically spend 70 per cent of their time out on patrol, provide a visible, reassuring presence on our streets.

#### Why we need to go further

This ambitious programme of police modernisation still needs to expand. The police need to respond to more complex patterns of crime and forge closer relationships with communities.

We signalled our intentions last November in the consultation paper *Policing: Building Safer Communities Together*. The police service, in responding to that paper, recognised the need for ongoing change.

The next phase of police reform will involve:

- i. ensuring that the police are genuinely responsive to the needs of communities, the public can shape how they are policed and they are jointly engaged in keeping local communities safe. In short, we aim to build a new relationship between the Service and communities;
- ii. developing more local policing, and ensuring a better spread of excellence and national approaches in areas such as IT standardisation, intelligence management and responses to national threats;
- iii. having a continuing focus on improving performance, to increase further efficiency and effectiveness; and

- iv. ensuring that the police workforce truly represents the communities it serves and is one which inspires trust and confidence with the public.

#### Putting the law-abiding citizen first: neighbourhood policing, customer service and stronger accountability

We will support a significant expansion of neighbourhood policing, providing funding to allow new neighbourhood policing teams in every police force and sufficient to support the recruitment of 20,000 CSOs.

Neighbourhood policing is already common in many areas, such as Merseyside, Surrey and parts of London. A one-size-fits-all approach is not appropriate, but there are a number of hallmarks to effective neighbourhood policing:

- effective decentralisation with locally focused policing encouraging better communication with the public;
- a shift away from an approach characterised by reactive responses to calls for service to a more proactive way of working which seeks to identify the causes of crime problems;
- greater responsiveness to citizens' concerns and needs; and
- greater help and facilitation in ensuring local people become part of the solution to local problems.

## Neighbourhood policing for today's world

### New resources

- 12,500 more police since 1997.
- equivalent of 12,000 officers to front line duties.
- 20,000 new CSO.
- working with Local Authorities through the Safer and Stronger Communities Fund.

### Supported by technologies and infrastructure

- National Intelligence Model to identify crime hotspots and prolific offenders.
- improved digital communications.
- detection technologies e.g. DNA and improved Police National Computer.
- measured by Policing Performance Assessment Framework.

## Neighbourhood policing for today's world.

### Working with communities and others

- local information and minimum customer service standards.
- working with community organisations.
- new local accountability systems.

## Neighbourhood policing – shoring up confidence, bearing down on crime

In April 2001, Merseyside Police introduced a new style of policing, in order to re-engage with the public.

Neighbourhood policing redeploys response officers into dedicated teams in each of forty-three neighbourhoods led by an inspector who is accountable for the policing needs of that community – a mini Chief Constable of the community. The inspector has a team typically consisting of three sergeants and sixteen constables and well as CSO support.

The aim was to give residents in Merseyside a familiar and reassuring local police service, empowering communities to determine policing priorities. In order to achieve this, the force needed to completely change its structure and systems, and required a performance focus on public satisfaction and confidence.

In the last three years, crime has not only been reduced, but surveys have shown increases in public confidence and satisfaction.

By 2008, we expect neighbourhood policing to be the norm in many parts of the country, particularly in high crime areas. Neighbourhood teams will be helped to target crime and anti-social behaviour hotspots and address the causes of crime by using the National Intelligence Model (NIM) – a process for deploying resources on the basis of rigorous analysis of crime patterns and intelligence. Developing effective neighbourhood policing should not be seen as divorced from our approach to better tackle

the kind of crime which crosses the boundaries of Basic Command Units and police forces and serious organised crime at a national and increasingly international level. Some crimes – such as gun and drug crime for example – while impacting directly on local communities, cannot be tackled successfully purely at this very local level. But neighbourhoods provide an important source of intelligence and we are clear that effective policing at this level is vital in the overall fight against criminality.

We see the role of the police constable as being fundamental in all this. Officers play important community leadership roles and should be the focal point of local problem solving. The position of neighbourhood officer must be recognised, rewarded and properly supported. But the kind of neighbourhood policing we want to develop must also make best use of the extended police 'family'. This is why as part of our ongoing reform programme, including the *Police Reform Act 2002*, we brought in new incentives and financial support. We increasingly see officers working as leaders of teams of CSOs and wardens – providing a responsive service to local people and securing the kind of community intelligence that helps the overall fight against crime.

Alongside neighbourhood teams, a new culture of customer service and partnerships with communities will be fostered, with a focus on:

#### **i Minimum standards of service**

We will develop with partners, and set out for the public, clear minimum standards of service that they can expect from their local police. The aim will be to ensure that people are clear about the best way to contact the police in different situations and ensure that when they do, they receive a high-quality professional service and are kept informed of developments. A broad national framework will be developed, to be built on at the local level. It will include particular standards, such as providing better responses to non-emergency calls. We also remain committed to early introduction of a three digit single non-emergency number to access not only the police but other local services.

#### **ii Public information**

Since 2003, comparative information about how forces are performing has been freely available to communities.

### **The National Intelligence Model**

The National Intelligence Model (NIM) is a process for determining how to deploy police resources, using the best information on patterns of crime and offending. It enables the most prolific offenders and the worst affected neighbourhoods to be targeted.

Intelligence comes from a range of sources: police on the beat and working under cover; victims and witnesses, and other members of the public; prisons and forensic data, as well as databases such as those of the Driver and Vehicle Licensing Authority and those held by partner agencies.

Intelligence analysts, working to local or force level, score information for its reliability and accuracy, and build up a picture of local problems using a computer system. They profile individuals and crime hotspots. Intelligence units can also produce reports on, for instance, patterns of crime and risk analysis.

A key to the NIM process is the Tasking and Coordinating Group, which meets regularly to review the information produced by the analysts and decide how to respond. The aim is for officers starting a shift on the beat to be directed to specific areas where intelligence has identified a need for them and to be debriefed daily when they return to the police station.

Locally, the tasking group meeting is usually chaired by the Basic Command Unit Commander, with participation appropriate to the issues in hand. Profiles showing a youth offender problem, for instance, could mean the Youth Offending Team members are key players. Groups also meet at a force or inter-force level to see the regional picture and respond accordingly.

Because it is a national model, with clear guidance to forces and a requirement in the National Policing Plan to comply, the NIM improves consistency of approach to policing and allows forces to respond to local need. The NIM constitutes a logical, standardised method for policing, which is based upon thorough assessments of criminality in each force area. From this year, the model is operating in all forces and the approach will be developed further over the next five years.

**Officers at the heart of safer neighbourhoods**

In Swansea, a phased partnership project known as Operation Phoenix is tackling crime and disorder in a designated area of the city. Central to the success of the operation has been the role played by the local dedicated beat officer from South Wales Police, Constable Adrian John. He provides a visible and familiar presence in the area – and a direct link with residents and the local business community who had been suffering from anti-social behaviour, drug dealing and violence.

Constable John has ensured the sustainability of the project through his personal commitment and clear ownership of the beat and its issues. His role has been central in the introduction of an anti-social behaviour referral form completed by members of the retail trade; enforcement of a pilot period “on Street” drinking ban; and direct consultation with the community to ensure maximum benefit from his patrol times and shift patterns.

The successes have been swift and dramatic. The drug dealing market has been smashed and the orchestrators jailed for a total of twenty-five years. Reported crime and incidents have fallen dramatically and the visual appearance of the area has significantly improved. Public perception of safety has dramatically improved and the community has a new air of confidence. The success of the project, and Constable John's role individually, has been recognised through numerous local awards.

Building on this, we will set out expectations for the kind of information about policing and crime that all households should receive from responsible agencies – police forces and authorities – to help people better understand what is happening in their areas. This might include information to help people work with

the police, such as the name and contact details of the local neighbourhood officer and police commander; details of what resources are at the local police's disposal and how they are being used; what the local policing priorities are; and information about local police performance and crime trends.

**There are now more police officers in the 43 Police Forces in England and Wales than ever before** *(Source: Home Office)*



We will also set out expectations about the kind of arrangements police authorities and forces should have in place to ensure that local communities are given regular public presentations by those authorities and forces about police performance.

### iii Accountability

If the police are truly to engage communities in the fight against crime, there must be accountability at the neighbourhood, district and force levels.

Neighbourhood policing is only effective when it is performed as a shared undertaking with the public. Trust, confidence and familiarity are required. Alongside the expansion of a neighbourhood policing approach, the ways in which local people can influence policing and be a genuine part of the solution to local problems will be strengthened. And what happens at the neighbourhood level needs to be properly integrated with other levels of policing through, for example, the NIM.

A new neighbourhood accountability system will build on existing good work by a variety of neighbourhood panels, forums and organisations, such as residents' associations. Neighbourhood bodies who can demonstrate that they represent people in their areas will be able to reflect local priorities for community safety and hold the local police and others to account for their responsiveness. We are also exploring the role

which community advocates might play in actively helping people to resolve problems with the police and in monitoring community concerns and the quality and accessibility of policing services.

We will explore the development of specific mechanisms to ensure that where local communities have concerns about particular or persistent problems, such as anti-social behaviour, they have the ability to trigger immediate action by the police and other agencies with a responsibility for community safety. This is not about individuals or individual agendas directing policing. Rather, it would be a method of increasing the responsiveness of those with a responsibility for keeping local communities safe. For example, we consider that in certain situations citizens could require local police leaders and those from other responsible agencies to attend a local meeting to discuss a particular problem and how the powers available to them (such as curfew orders or Anti-Social Behaviour Orders) might be used to address it. Neighbourhood organisations might act as a catalyst for bringing these problems to the attention of the police and others. But sufficient numbers of citizens getting a petition together might also trigger action. The police and other agencies would be held accountable and open to external scrutiny for their responsiveness to these local problems. Safeguards in the system would prevent vexatious or malicious use of this mechanism.

### Working with business

Schemes such as STEP (Specials Through Employment Partnership) in Norfolk and "Shopwatch" illustrate how business and police forces can work together, making their communities a better place to live. The schemes see employers give staff who are Special Constables additional time off in appreciation of the skills they bring in to their business and the benefit they bring to their local community.

"Shopwatch" (being piloted in the Metropolitan Police area with leading retailers like Dixons and Woolworths) also sees those recruited deployed to patrol their retail areas, reducing business crime and providing a reassuring uniformed police presence. Such schemes provide real benefits to the police and community, and to businesses – Shopwatch stores with staff who are Special Constables for example have shown a lower than average stock loss.

Accountability and responsiveness also need to be strengthened above the neighbourhood level. As we signalled in our consultation paper last November, holding the police effectively to account at all levels is vital for public confidence.

We will bring forward proposals for stronger accountability mechanisms at the district level involving strengthened links with local authorities and with Crime and Disorder Reduction Partnerships playing a central role. Above this district level – at the police force level – we will strengthen the current police authority arrangements so that these bodies have a clearer, enhanced role in terms of holding chief officers to account; have greater democratic accountability themselves; but also have clearer responsibilities in terms of the delivery of efficient and successful policing that meets the needs of their communities.

Our proposals to require police authorities to publish information on performance and provide regular public presentations of that information publicly will form an important part of this renewed accountability.

Where national policing standards are concerned and where, for example, the actions of one force have a major impact on the well-being of people living in other force areas, the Government is clear that it has an obligation to represent those interests.

Full proposals on these levels of accountability will be set out in the autumn. In no way will these changes damage the principle of the tripartite approach.

#### **iv Active communities**

Our aim is the development of active networks of people and organisations who can contribute to tackling crime and disorder. We will build on the success of Neighbourhood Watch and similar schemes by clarifying the support roles of the police, local authorities, the Home Office and others. We are setting up a new Neighbourhood Watch website and telephone helpline to supplement local advice. We are also creating a new National Forum to bring together police, local authority staff and

Neighbourhood Watch co-ordinators to meet and share ideas. The Forum will hold a national conference for Neighbourhood Watch next spring. In addition, we are helping create a network of other 'watch' schemes like Pubwatch, Schoolwatch and Shopwatch. This should enhance communication and learning between members of the 'watch' family.

We will explore ways of empowering local communities to enable, for example, some co-funding of CSOs, if this is what local people or local businesses want. We will also look to increase the number and effectiveness of police service volunteers – including Special Constables.

#### **Focusing on front-line duties**

We will free up the equivalent of at least 12,000 officers to the frontline by 2007/08. A package of measures will deliver this front-line focus, for example through further modernising the police workforce, providing better IT, cutting bureaucracy, developing more flexible working practices and reducing sickness absence. An important part of this will be our measures to simplify procedures for arrest and the execution of warrants. On 1 September 2004, we will begin operation of a new Policing Bureaucracy Gateway to identify, challenge and influence the demands made by new policies, legislation and procedures that affect the police service. There will be a measure for increasing the time spent by officers on frontline duties, which will be published annually as part of the overall Policing Performance Assessment Framework so people can see what progress is being made and every force will be expected to set targets for increasing the proportion of time spent on frontline policing.

To support our agenda on neighbourhood policing, and building on our agenda for devolving decision-making, from next year, we will also launch pilots in around a dozen Basic Command Units (BCUs) to take forward innovative ways of delivering this front-line focus.

### Resources

We will set up a Neighbourhood Policing Fund, which will allow the police to recruit 20,000 CSOs. We are kick starting the fund with an additional £50million this year, which will allow the police to recruit 2,000 extra CSOs in addition to the 3,500 already patrolling the streets. Next year we will add to this fund, and bring in the existing Crime Fighting Fund and other funding streams related to workforce modernisation. Other funding streams, such as the Community Safety Fund and the Neighbourhood Renewal Fund, will also be available to local communities who want to add to this new provision with their own resources.

### Overall effectiveness and delivery of policing

While maximising local flexibility, we also want to improve the overall effectiveness of policing in England and Wales. This means developing the police workforce and improving national consistency in certain areas, such as IT. We will:

- i. Develop a police service which is truly representative of the communities it serves; with a more flexible workforce, possessing a better, richer mix of skills, where good leadership and management is a given at all levels and is underpinned by proper training and support.
- ii. Ensure maximum progress towards implementing the recommendations of the recent report from Sir Michael Bichard before he reconvenes his Inquiry in five months' time. This includes the early introduction of
  - iii. Develop an overall structure for policing in England and Wales which is the right one for today's and tomorrow's crime environment and which ensures co-operative working with other criminal justice agencies. The Home Secretary has commissioned a report from Her Majesty's Inspectorate of Constabulary on the question of force structures. The report will be delivered to him in early 2005.
  - iv. Establish a free-standing National Policing Improvement Agency to work alongside the existing Police Standards Unit, which will continue to develop its focus on driving up police performance to ensure consistently high standards of delivery to the public, driven by the culture of self-improvement which the new agency will help to instill. The new agency will drive the rationalisation of existing relevant bodies. One of the agency's key tasks will be to ensure that strategic intelligence assessments are properly translated into responsive operational policing.

a statutory code of practice on police information handling, continuing work on developing a national IT system for police intelligence and making improvements to existing systems dealing with criminal records checks. More collaborative working across government departments and the public services as a whole will be a central element. For example, we are examining options for a registration scheme covering all those wishing to work with children.

### Cutting red tape: the story so far

- 6,700 paper forms have been made obsolete across all forces.
- 198 livescan units, enabling electronic fingerprints to be taken instantly, are available in thirty-seven forces.
- All forty-three forces now have the capacity to undertake video identity parades to speed up the identification of suspects.
- We are investing £13 million over two years into ten pilot projects which test ways of improving police working methods.

- v. Ensure that the police have the powers they need to do their job effectively. We will be issuing a specific consultation paper this summer on modernising powers. Crime and criminals do not stand still and we must ensure that police powers both meet and anticipate that demand. The consultation paper will set out a range of proposals for making better use of police officers' time across a range of areas, including simplifying and clarifying police powers of arrest to prevent the situation of officers being powerless to arrest offenders because no explicit statutory power exists; and improving the ability to apply for and execute warrants to reduce bureaucratic burdens whilst maintaining protection for the individual.

These measures are aimed at freeing-up the time of a police officer to deal with frontline duties, reduce the level of bureaucracy and raise the efficiency and effectiveness of the police in achieving successful outcomes to investigations. We will look for a suitable legislative opportunity to make changes in the light of the outcome of the consultation.

Underlying all these changes, improving police performance will remain at the heart of our forward reform programme. We will build on the ongoing work of the Police Standards Unit in assisting forces to improve their performance. We will further develop the current Policing Performance Assessment Framework. We want to make the police accountable for outcomes with a focus on performance measures that properly address crime, fear of crime, public satisfaction and confidence. We will develop an overall framework, which will ensure consistent standards of service to all communities but will allow forces to be more responsive to local needs and priorities. The next National Policing Plan, to be published in November, will set out clearly how this will work.

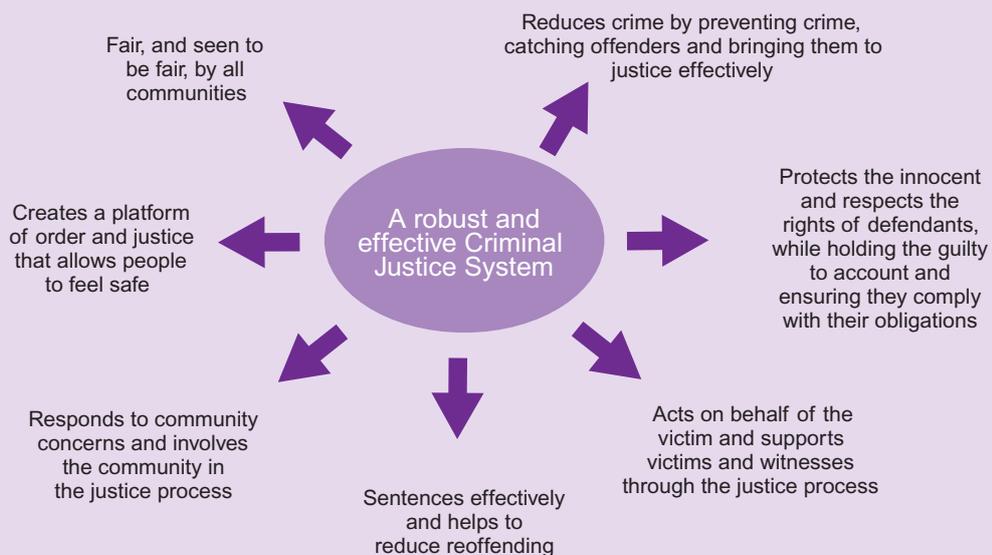
We will set out more details on the whole forward police reform agenda in the autumn.



## 2.7 Catching and convicting offenders through a more joined-up Criminal Justice System

### By 2008:

- i. We will be bringing more offences to justice through a modern and efficient Criminal Justice System. By 2007/08, 1.25 million offences will be being brought to justice each year (150,000 more than 2003/04). We estimate that the offenders currently brought to justice each year account for more than half of all household and property crime.
- ii. We will be making greater use of identification and communication technology, such as the DNA database and automatic number plate recognition, to increase the number of convictions.
- iii. There will be better collaborative working between agencies, underpinned by a further £800 million investment in Criminal Justice IT.
- iv. We will have a Criminal Justice System that engages more with the community, such as through the Community Justice Centre in Liverpool.
- v. There will be a better chance of convicting the guilty, with judges allowed to hear about a defendant's relevant previous convictions.
- vi. A greater range of effective sentences will be in use, such as new mandatory custodial sentences for firearms offences, and new, more intensive community sentences. Fines will also be better enforced.



Within central Government, three departments are responsible for criminal justice: the Home Office, the Department for Constitutional Affairs, and the Law Officers' departments, which are the Crown Prosecution Service, the Serious Fraud Office and the Customs and Excise Prosecution Office.

**These three departments have jointly published a separate Criminal Justice System strategy, which details our plans for the next five years.** This shows how the different services of the Criminal Justice System – police, courts, the Crown Prosecution Service, prisons and probation services – are working far more closely

to deliver justice for all. Together, they convict and punish the guilty and help them to stop offending, while protecting the innocent and improving support for victims and witnesses by putting them at the heart of the system.

This section of the Home Office plan focuses on the way in which improvements in criminal procedures and sentencing will support a more effective system.

### Background

In recent years, a firm foundation has been laid for modernising the Criminal Justice System.

**The Criminal Justice Act 2003** is the most significant overhaul of the Criminal Justice System in a generation. At its heart is a commitment to reducing crime and helping to build a safer and stronger society for the decent majority.

#### Fairer, more effective trials

- The Act provides for the Crown Prosecution Service to take over responsibility for charging in all but minor or routine cases.
- Bail procedures will be tightened, particularly where an offender is suspected of having re-offended during a previous period of bail.
- The new Sentencing Guidelines Council will provide considered, well-developed guidelines to sentencers on a wide range of offences.
- Magistrates' sentencing powers will be extended from six to twelve months.
- The courts will be allowed to hear about a defendant's previous convictions and other misconduct where it is relevant to the case.

#### A more robust approach to offenders

- There will be an exception to the double jeopardy rule for certain, very serious, offences such as rape and murder.
- The Act increases the maximum penalty for causing death by dangerous driving and causing death by careless driving while under the influence of drink or drugs.
- There will be a mandatory minimum custodial sentence of five years for unauthorised possession of a prohibited firearm.
- Offenders who have committed a specified sexual or violent offence and have been assessed as dangerous will get one of two new sentences for dangerous offenders, or a discretionary life sentence.
- Specified bodies will be required to co-operate with the police and probation in performing their obligations to supervise dangerous offenders in the community.
- For less serious offences, the Act introduces a caution with specific conditions attached to it. If the offender fails to comply with the conditions, he/she will be liable to be prosecuted for the offence.

- **Extra investment**, particularly in IT infrastructure and systems, and new ways of working are creating a more efficient, more effective system, fit for the needs of society in the twenty-first century. Since 2003, a £1.2 billion investment has been committed to IT infrastructure and systems, and £800 million more will be rolled forward over the next three years.
- **New powers** have been given to agencies through the Criminal Justice Act 2003 and the Anti-Social Behaviour Act 2003 (see box on previous page and Section 2.4) to help them address a wider range of offences more appropriately and improve the chances of convicting the guilty. The Sexual Offences Act 2003 has brought the criminal law in this area up to date, and contains measures to better protect the public and bring more offenders to justice.
- **Collaborative working** has been stepped up to make the end-to-end process from arrest to charge work better. A National Criminal Justice Board draws together all the criminal justice agencies and ensures that their targets and plans are coherent. Local Criminal Justice Boards bring together the chief officer of each criminal justice agency to lead collaborative

working at local level, and co-location of police and Crown Prosecution Service staff is improving case preparation.

- **Processes** are improving. We have halved the average time it takes to bring a persistent young offender from arrest to sentence, from 142 days to sixty-six days. And the number of Crown Court trials that are scheduled and then fail to go ahead has been cut by a quarter.

### Bringing more offences to justice

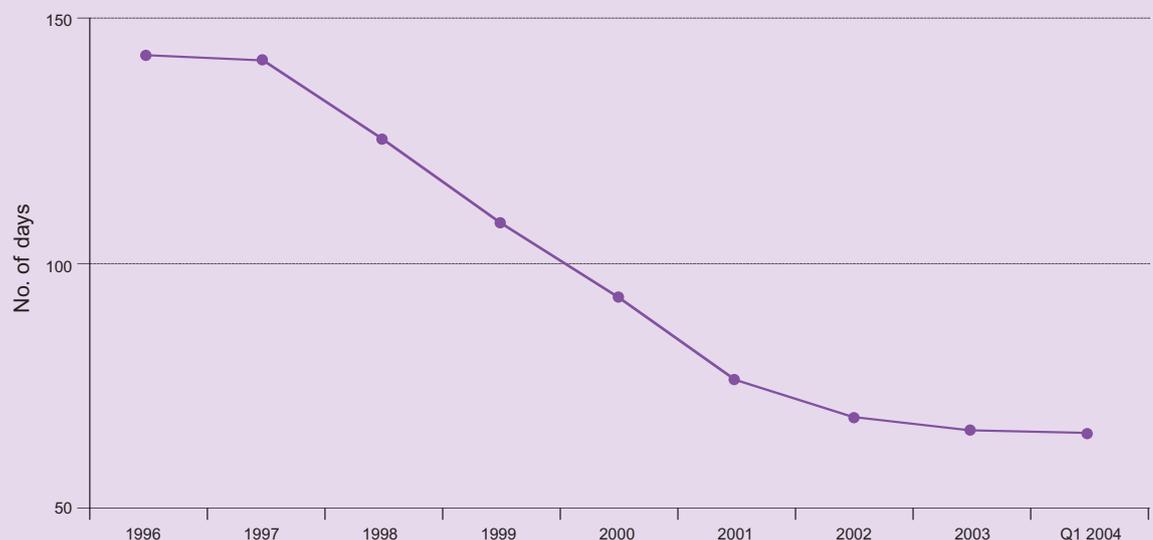
We estimate that the offenders already brought to justice each year account for over half of all household and property crime.

Over the next five years we will build on recent improvements so that by 2008, agencies will be bringing 1.25 million offences to justice each year.

Our strategy concentrates on the critical elements of this process:

- improving police resources and intelligence;
- implementing new procedures to ensure justice is done;

### We have more than halved the time between arrest and sentence for persistent young offenders in England & Wales *(Source: Home Office)*



### The number of offences brought to justice has been increasing steadily over the last few years (Source: Home Office)



- dealing with more minor offences quickly; and
- establishing a new sentencing framework, designed to help reduce reoffending.

The strategic plan for criminal justice: *Cutting Crimes, Delivering Justice* gives more details of how reforms to the system will help deliver this.

#### Improving police resources and intelligence to catch and convict more offenders

The further police reforms set out in Section 2.6 will provide the police with the time, skills and information they need to catch and help convict a still greater number of offenders.

The next five years will herald the full implementation of a range of new technologies which radically improve the police's ability to identify offenders and secure convictions (see box on the Police Science and Technology Strategy). In particular, the police will benefit from:

- improved collection of DNA material from crime scenes, which will help increase convictions. We have already spent £180 million on the DNA expansion programme, and will spend another £60 million this year. Our Forensic Integration Strategy will ensure

the police and forensic scientists can make best use of DNA in investigations;

- improved radio communications systems, which will help them to respond faster and share information more efficiently;
- increasing use of automatic number plate recognition technology, by increasing the number of strategically placed and mobile cameras, and by improving the data linkages between the system and the DVLA and Police National Computer to help identify cars of interest to the police.

#### More effective charging and better trial management

To make sure that every case goes forward with the right charge, and that the police get the best possible legal advice, the Crown Prosecution Service will take on responsibility for charging in all but the most minor offences. Pilot areas have already demonstrated the benefits of this approach, which will be extended across England and Wales by 2006/07. Collaborative working will also lead to better-prepared cases and more efficient trials.

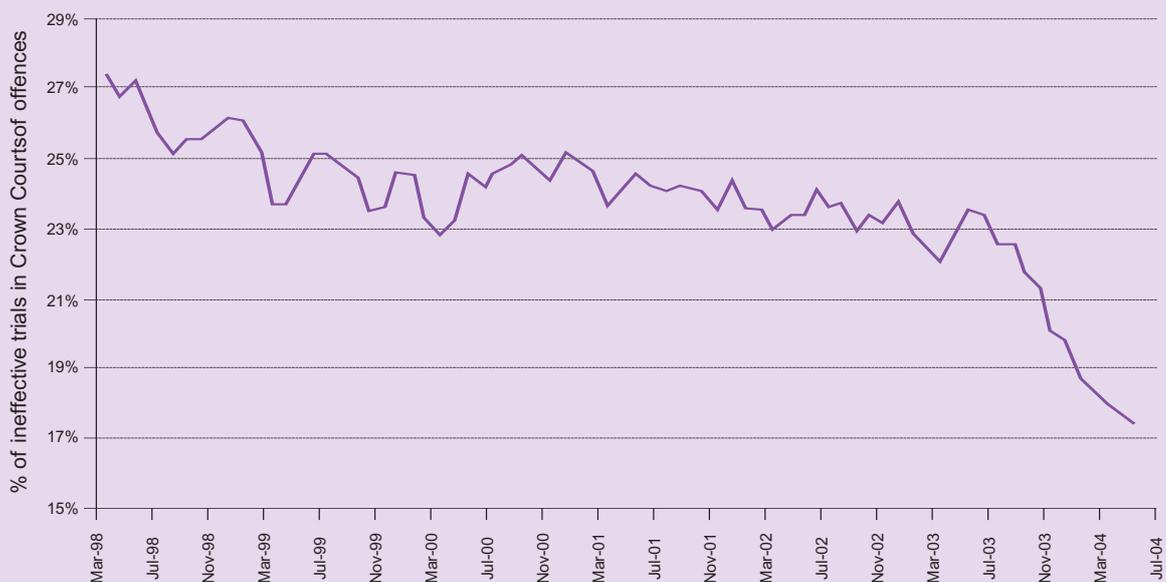
### Improved performance through harnessing science and technology

The Police Science & Technology Strategy published in May 2004 includes:

- June 2006: Airwave (the new police radio communications service) will be fully operational in all forces in England & Wales. Airwave is a fully national digital mobile radio communications system, providing secure and reliable services to officers that allow all forces to directly communicate with each other for the first time. We have already invested over £400m in the Airwave system.
- March 2006: the core criminal justice organisations will have electronic access to shared case file information by means of a web browser or a case management system.
- March 2008: through the Forensic Integration Strategy we will ensure that the police optimise their use of forensic science, extending our global lead on the use of DNA to all forms of forensic intelligence. The strategy will bring about changes in operational management and workforce practice as well as exploiting IT and scientific developments, in order to raise the level of detections.

### The courts are increasingly more efficient in the way that they dispense justice

(Source: Home Office)



We have reduced the proportion of trials in the Crown Court that do not go ahead on the planned day from over 25 per cent in 1998 to 18 per cent this year. To further improve the process of bringing cases to justice, pilots of the Effective Trial Management Programme are funding staff in the police, courts and the Crown Prosecution Service to ensure cases are properly prepared and ready to be heard when they are listed. The findings will be used to reduce the 28 per cent of trials in magistrates' courts and 18 per cent in the Crown Court which still do not go ahead on the day.

### Preventing exploitation of the system

The prosecution will be given a right of appeal against judicial rulings that effectively terminate the trial before the jury has made a decision. We are also allowing re-trial following acquittal in serious cases where new and compelling evidence comes to light. In addition, we have introduced measures to curb attempts to interfere with juries, for example, by allowing judges to continue such cases sitting alone. This will increase the chances of trials reaching their conclusion, helping to ensure that dangerous, organised criminals are brought to justice.

### More support for victims and witnesses

Many charges are dropped before justice can be done. In about a third of cases, this is due to the concerns of victims and witnesses. We will provide the practical and emotional support, information and advice to help victims through prosecution and trial and encourage them to have the confidence to come forward and help secure a conviction. Overall, we will step up

our efforts to build citizens' confidence in the whole Criminal Justice System. Our detailed plans to increase public confidence and give better support to victims and witnesses are set out in Section 2.12.

### Dealing with minor offences quickly

For minor offenders there will be fast track justice, with pre-court diversions and an extension in the

#### By 2008, the courts and the Crown Prosecution Service will have the following options open to them when dealing with an offence:

**Conditional cautions**, for low-level offending. For example, offenders can be required to undergo drug treatment or make reparation to the community, or face going to court.

**Day fines**, which will link the fine more closely to the offenders' ability to pay, with conversion to work or custody in case of default.

The generic **community sentence**, which enables sentencers to put together tough and effective community sentences, tailored to the offence and the offender. For persistent offenders, these could include, for example, unpaid work, treatment for drug or alcohol abuse and a curfew enforced by electronic monitoring.

**Custody Minus**, a new suspended sentence which allows the court to impose community requirements, together with a suspended custodial sentence which is activated if the offender breaches the community period.

**Intermittent custody** for low-risk offenders where the term of imprisonment is between twenty-eight and fifty-one weeks' duration. Intermittent custody allows for the sentence to be served either during weekdays or weekends, so that offenders can maintain jobs and relationships that contribute to rehabilitation.

New **Custody Plus** sentences of less than twelve months will consist of a short 'custodial period' of between two weeks and three months, followed by a 'licence period' of at least six months, ensuring effective reintegration into the community.

For **longer prison sentences** of twelve months and over, courts decide whether the offender presents a danger to the public. If not, prisoners will be released into the community halfway through their sentence under licence conditions until the end of their sentence. Offenders who may present a danger, however, will receive either an extended sentence or an indeterminate sentence.

The new **extended sentence** for sexual and violent criminals allows the court to impose a custodial term during which the offender's release is at the discretion of the Parole Board, followed by an extended licence period.

For seriously dangerous sexual and violent criminals, the Act provides a **new indeterminate sentence** which means such an offender can be kept in custody until the Parole Board assesses him/her as presenting a risk which is manageable in the community.

The **life sentence** remains the ultimate sanction of the courts for those offences which carry it. The Act introduces new arrangements for robust and consistent tariffs to be set in murder cases, for which life is mandatory.

use of Fixed Penalty Notices. We are proposing to expand these notices to cover minor theft and criminal damage. Once an individual is issued with a Fixed Penalty Notice, they can decide either to pay the penalty, or contest the case in court. Fixed Penalty Notices can be administered quickly, freeing up the courts to deal with more serious offences. We expect that by 2007/08 around 50,000 additional offences may be brought to justice each year, through an extension in the use of Fixed Penalty Notices.

### A new sentencing framework

Over the last ten years, the use of prison and probation has increased significantly, despite there being no increase in the number of offenders convicted in the courts. There is also evidence of significant and increasing geographical inconsistencies in the use of custody and community sentences by the courts.

The new Sentencing Guidelines Council will have a crucial role in promoting consistent sentencing. The Council ensures the best use of capacity in the correctional services, preventing unjustified variation or upwards drift, and ensuring effective sentences.

The Criminal Justice Act also provides the basis for a new sentencing framework. This:

- for the first time makes explicit the purposes of sentencing: i.e. public protection, punishment, crime reduction, reparation and rehabilitation of offenders;

- puts in place key principles to guide the court when determining the seriousness of the offence and the severity of the sentence. The most important of these is that recent and relevant previous convictions should be treated as an aggravating factor when determining sentence severity;
- makes explicit the fact that courts must treat offences as aggravated, for sentencing purposes, where the victim's race, religion, sexual orientation or disability has been a contributing factor.

The box on the opposite page illustrates the range of sentences that will be available to magistrates and judges under the new sentencing framework.

### Rigorous enforcement of fines, bail conditions, warrants and community penalties

Measures to reduce offending among young people on bail have already been introduced, including electronic tagging, which has been available nationally for twelve to sixteen-year-olds on bail since June 2002, and for seventeen-year olds from January 2004. Fine collection rates have been improved, as has the speed of response to probation breaches. Magistrates' courts hit their 75 per cent payment target for 2003/04, and 84 per cent of probation breaches are passed to the courts within ten days. We will build on these successes and will compare local performance on enforcement, set year-on-year improvement targets and provide the

### A former car thief finds a new career through a community penalty

Dave was a habitual criminal obsessed with cars, who received previous custodial sentences for motoring offences. At the age of twenty, he had been driving for five years without ever having taken a driving test. While carrying out a community sentence known as an Intensive Change and Control Programme, he discovered hidden talents unlikely to have been discovered in prison. These skills are already helping him make a contribution to society and making a huge difference to his life.

'The programme encouraged me to develop my artistic skills. I've always loved drawing and now I've actually hung some of my work in the Sun Café in Lincoln and have even sold a couple. The artwork was part of my citizenship course for the programme, and now people are coming up to me asking if I would paint their children's bedrooms. All of this has taken my mind off cars. I'm 110% behind this order; it's changed my life.'

incentives to improve enforcement still further. The Strategic Plan for criminal justice *Cutting Crime, Delivering Justice* provides more detail.

### **Making it happen**

By 2008, everyone working in the Criminal Justice System will have access to modern, compatible, IT infrastructure and case-management systems through the Criminal Justice IT programme. The relationship between the three Criminal Justice System

departments will be stronger, underpinned by the creation of the Office for Criminal Justice Reform. Local Criminal Justice Boards will be well-established partnerships, which are resourced and empowered to deliver. And performance information will be more comprehensive and more timely. Collaborative working and customer service will have become second nature.

### **Criminal justice information technology**

The Criminal Justice System has traditionally suffered from a lack of modern IT, with the result that trials can be held up, staff time wasted on chasing paper and re-inputting data on cases or defendants, and errors increased. Many staff have not had access to basic office tools.

With unparalleled investment in IT across the Criminal Justice System, this is already changing rapidly. The criminal justice departments' shared vision is that by March 2008, anyone involved in criminal justice should have electronic access to information when they need it. For example, the police will have access to real-time data about offenders. Case information held on the new systems supporting the police, the Crown Prosecution Service and the courts will be accessible to those who require it. The police will spend less time waiting to give evidence in court. They will be notified electronically shortly before they are required.

## 2.8 Correct and rehabilitate through a new National Offender Management Service and by developing the Youth Justice System

### By 2008:

- i. A new National Offender Management Service will be managing offenders throughout their sentence, combining progress in prison with supervision for all offenders in the community.
- ii. Custodial and community sentences will be more effective and re-offending rates will have fallen by 5%, working towards 10% by the end of the decade.
- iii. Tagging will be extended to many more of those who are on bail and those who are serving community sentences. We will double the capacity for electronic tagging and introduce satellite tracking, which will help to enforce exclusion orders and monitor offenders living in the community to further increase the protection of the public.
- iv. Prisons will be maintaining the very low level of escapes.

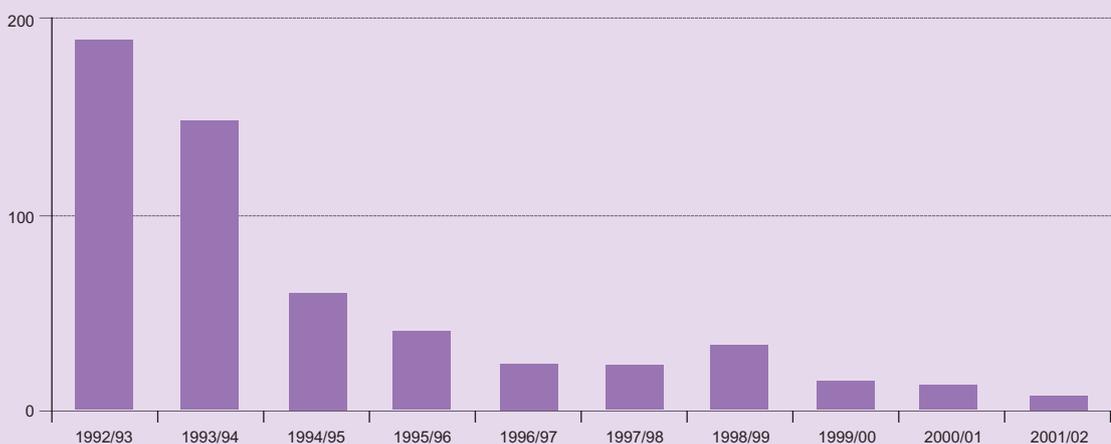
Prisons, probation and the youth justice service play a critical part in reducing crime, protecting the public, and in punishing, rehabilitating and resettling offenders. Success depends on them working together.

### Achievements

Considerable investment in the prison and probation services since 1998 has resulted in significant improvement. In 2004 we are investing £900 million a year more than in 1998. Prison

regimes are vastly more constructive; for example nearly 47,000 Basic Skills awards were achieved last year compared with just over 16,000 in 2001-02. The number of prison escapes has been cut dramatically since the mid-1990s. There have been no escapes from Category A prisons since 1995. Measures to improve decency have been implemented, and compliance with health care standards has improved.

Number of escapes from prison (Source: Home Office)



### Electronic monitoring: tagging offenders in the community

Electronic monitoring (tagging) is central to the way we deal with offenders in the community. Over 150,000 people have been tagged since 1999. We are the largest user of tagging outside the USA.

Following encouraging research in 2000 and 2002, and increased confidence in the use of electronic monitoring, we have extended its use to ISSPs for offenders aged ten to seventeen, to manage persistent offenders on release from Detention and Training Orders, or those on bail or under community supervision.

Last year, we introduced the Intensive Control and Change Programme for offenders aged eighteen to twenty, which uses electronic monitoring to maintain curfews while offenders undertake in-depth work to address offending behaviour. Both programmes will be expanded within the next twelve months as part of our wider plan for delivering and enforcing community sentences.

From September 2004 we will pilot satellite tracking for a range of offender groups, including sex offenders, perpetrators of domestic violence and prolific offenders. Once the technology has been tested we will make tracking much more widely available. This will radically intensify the supervision of offenders to help monitor compliance with exclusion orders, which we will activate as a newly-available community penalty, and will result in an increase in public protection.

The creation of the National Probation Service in 2001 brought greater consistency and innovation to a previously fragmented service, uniting fifty-four quasi-independent probation services and aligning the service with the forty-three police force areas. There has been a greater focus on performance management, with local areas losing resources if they fail to deliver against their seven priority targets. This has been a crucial and necessary step in the move towards a single offender management service.

The youth justice system in England and Wales has undergone a fundamental transformation since 1997. The Youth Justice Board was established in 1998 to work with young people who are at risk of offending, and with offenders and their families. Through 180 local Youth Offending Teams, based in top-tier local authority areas, and their constituent agencies (police, probation, social services, education and health), the Youth Justice Board has developed a range of measures to prevent early misbehaviour from escalating.

It has also developed robust community interventions, such as the Intensive Supervision and Surveillance Programme (ISSP) for more serious and persistent offenders. This requires a minimum of twenty-five hours' carefully programmed contact time each week, as well as education and training, tackling offending

behaviour, and reparation to victims and/or to the community. Surveillance of young offenders includes electronic tagging and the use of telephone voice verification, to confirm the offender is where he or she is supposed to be. The Youth Justice Board has also established a distinct juvenile secure estate, with an emphasis on rehabilitation.

We intend to increase the effectiveness of intensive supervision as part of our imaginative development of community sentences.

### A new National Offender Management Service

One of our key aims is to further reduce reoffending. Currently, responsibility for an offender sentenced to custody is transferred from probation to the prison establishment, and then back to probation for post-release supervision. We will establish a single National Offender Management Service which will bring together the prison and probation services and provide end to end case management for all offenders (see box).

### Balancing custodial and community sentences

Prison capacity has been expanded by 25 per cent over the last seven years and we will continue to provide the custodial places to deal

### National Offender Management Service (NOMS)

NOMS will bring together the prison and probation services and make offender management the core function of the correctional services. Instead of discontinuity in the administration of community and custodial sentences, there will now be end-to-end management of offenders, and clearer accountability for reducing reoffending.

NOMS came into being on the 1 June 2004. Its Chief Executive is accountable to Ministers for reducing re-offending and for the efficient operation of public sector providers of correctional services. The appointment of the National Offender Manager was announced in June 2004, and the recruitment of ten Regional Offender Managers will be completed by the autumn.

The NOMS is a key part of the reforms arising from the Carter Review and involves a complex change programme which will take five years to achieve in full – but with some benefits accruing within the first year. The NOMS will build upon the links the National Probation Service has established in local communities and will strengthen its relationships at a regional level.

By 2008, private, voluntary and other not-for-profit sector providers will be competing with the public sector to provide the most effective and efficient services for offenders.

with sentencing by the courts. We are opening two new prisons by 2005 including HMP Bronzefield which opened last month.

Prison remains the most appropriate form of punishment for the most prolific offenders and those who pose a danger to the public. For seriously dangerous sex offenders and violent criminals there is a new indeterminate sentence which means an offender can be kept in custody until the Parole Board assesses the risk to be manageable in the community. However studies have shown that for many offenders, short-term prison sentences do not reduce re-offending. It is important that there is a range of custodial and community sentences to address the behaviour of different types of offender. The new generation of electronic monitoring technology enables us to provide more secure community sentences. Section 2.7 describes the new range of custodial and community sentences in more detail.

We intend to introduce a new requirement for the Sentencing Guidelines Council to have regard to overall custodial and community capacity when producing its guidelines. This combination of reforms aims to stabilise the prison population at 80,000 by 2008.

The Government will also pilot radical new approaches to meet the specific needs of women offenders, to tackle the causes of crime and

re-offending among this group and reduce the need for custody.

### Young offenders

We have made significant improvements to our approach to young offenders through the Youth Justice Board and local youth offending teams, which bring together the expertise and services required to ensure that young offenders change their behaviour. Since 1997, youth re-offending has fallen substantially, and the time taken to deal with the most persistent young offenders has been halved.

We will build on this through:

- Strengthening parenting interventions – taking a whole-family approach to deal with youth offending, including using family group conferencing.
- Greater use of supervised community programmes, including using electronic tagging and tracking, especially for the most prolific offenders (see Section 2.2).
- Further developing the Intensive Supervision and Surveillance Programme, a highly structured and intensive community sentence which restricts the offender's freedom through the use of technology and provides for education, training, and reparation to victims and/or to the community.

### Protecting the public

Since 1997, we have done a great deal to increase public protection through measures on dangerous offenders. We have:

- put in place a sex offender register and toughened up the conditions under which offenders are required to register;
- established measures to disqualify convicted sex offenders from working with children;
- modernised the sexual offences legislation and established tough penalties for those who offend;
- created a new sentence of imprisonment for public protection, which will mean that all offenders convicted of a serious sexual or violent offence and thought by the court to pose risks of further harm to the public will never be released unless the Parole Board thinks it safe to release them;
- established multi-agency public protection arrangements through which police, probation and prison services work closely together to manage offenders who have been convicted of sexual or violent offences, when they are released from prison;
- set out in statute tough starting points for the minimum time to be served by offenders sentenced to life for murder, including whole life terms where appropriate;
- achieved exceptionally low prison escapes, which we will maintain, including by making greater use of video-link technology to avoid the need for prisoners to leave jail for court appearances;
- set up the dangerous and severe personality disorder programme to address the risks and needs of offenders with severe personality disorders.

### Child protection on the Internet

A multi-agency Task Force on Child Protection on the internet was established in 2001 to address the problem of adults who seek to exploit children by making contact over the Internet. It has since launched four successful national awareness campaigns.

In 2003, it published models of good practice for providers of chat, instant messaging and web-based services, the first of their kind in the world. The task force developed proposals that led to a new criminal offence in the Sexual Offences Act 2003 to tackle paedophile 'grooming' of children online or offline.

The task force is now preparing guidance on moderation of interactive services, including chat rooms, which will be published later this year. It is working with the major search engine companies to see how searching the net could be made safer for children, and is planning a further public awareness campaign.

- Improving regimes within youth offending institutions, and improving the skills of youth justice staff, particularly to help them deal with vulnerable young people. This will complement the Board's work to prevent offending, through interventions such as Youth Inclusion Programmes and Youth Inclusion and Support Panels, (see Section 2.3), and its work to intervene early to curb anti-social behaviour (see Section 2.4).
- Piloting arrest referral and drug testing for drug users under eighteen coming into police custody (see Section 2.9).

### Reducing re-offending through successful rehabilitation and resettlement

NOMS will support our goal to reduce re-offending by 5 per cent by 2008 compared to 2002-03 leading towards 10 per cent by the end of the decade, by delivering effective and well-targeted rehabilitative interventions. We are investing in interventions that improve the behaviour and skills of offenders, and enhance their prospects of contributing to the mainstream economy at the end of their sentence. For example, we will continue with basic skills programmes, of which nearly 50,000 were awarded in 2003-04, and with successful behaviour change programmes and drugs treatment. (See Section 2.9 for further details on drugs treatment.) We will better target these programmes at those most at risk of re-offending, through offender management, effective risk assessment and an improved evidence base.

It is critical that social support and care on release from prison are improved, to help offenders turn their backs on crime. The Reducing Re-offending National Action Plan sets out the Government's approach to reducing re-offending. Its implementation will ensure that punishment, rehabilitation and resettlement reduce re-offending. Over sixty national action points have been agreed across government to support rehabilitation. These include, for example, the development of housing needs assessments for offenders by 2005, and piloting new approaches to prisoner access to healthcare services. The Plan will build on the good progress that has been made in partnership working between different services, and will cover housing, health, drugs, education, employment and personal finance. The Action Plan will support the development of NOMS in the regions and at local level in England. A similar plan is being developed in Wales.

### From handbag-snatcher to young volunteer

When 15-year-old David tried to snatch a handbag from a woman on the street, he was placed on a 4-month Referral Order for attempted theft. At the youth referral panel meeting, the victim expressed her anger and explained to David how the crime had affected her. David and his parent were visibly upset during the meeting, realising the distress he had caused. Both apologised to the victim. David reassured her that he had not targeted her specifically and said that he would never consider doing anything like that again.

In response to the victim's wishes, David agreed to write a letter of apology, and do some community work to give something back. He taught football skills to children with learning disabilities in a community project. The supervisor was so pleased with his contribution that David was asked to continue as a volunteer. He has not re-offended.

### Basic skills can turn life around

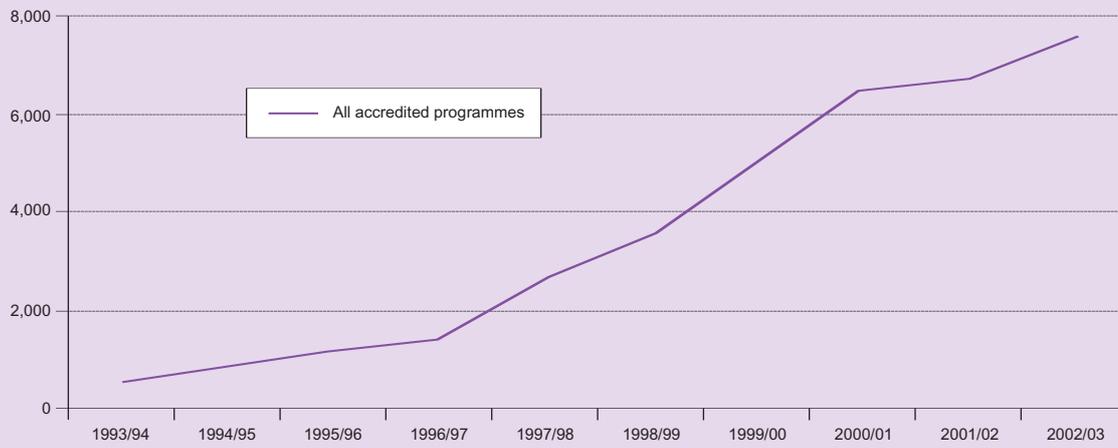
When Rob committed his last offence, at the age of thirty-nine, he was unemployed, and it was just one incident in his long history of theft and criminal damage. This time, however, Rob was motivated to complete his Community Punishment Order and to take responsibility for his offending behaviour through carrying out enhanced community punishment in his local area.

He took the opportunity to change his attitude to offending and, with the help and guidance of probation staff, signed up for three Guided Skills Learning courses which he successfully completed.

At his exit interview, when he'd completed his community punishment hours, Rob said: "It was the highlight of my year, honestly."

Rob is now working as a painter and decorator for a large firm. The company know about his past. The result is that Rob has a regular job for the first time in his life, a newly found confidence in his own ability, and a new girlfriend. And, best of all, he is now living a crime-free life.

### The number of Offending Behaviour programme completions by offenders *(Source: Home Office)*



## 2.9 Reducing the harm caused by illegal drugs

### By 2008:

- i. We will have prevented more young people from developing problematic drug use, through education and early intervention, and all schools will be delivering high quality drugs education.
- ii. We will have had a sustained impact on the supply of Class A drugs to the UK and their availability within our communities, including seizing a greater proportion of drugs entering the UK.
- iii. We will have substantially reduced drug-related crime, especially in those communities most in danger of being destroyed by drugs. Our ambition is that about 1,000 drug misusing offenders are directed into treatment each week.
- iv. We will have reduced the demand for drugs by increasing the provision of prompt and effective treatment to 200,000 problem drug users, compared to 100,000 in 1998, and by providing more rehabilitation and aftercare.

### Treatment trajectory – drugs treatment programmes

(Source: Home Office)



But drug abuse ruins lives in many other ways. Users suffer from health problems, and are much more likely to be unemployed. Their families and communities experience anxiety at best, and at worst family break up, and devastation. Many drug abusers die at a tragically young age. Their children are much more likely than other children to end up as problematic drug users themselves, thus perpetuating a vicious circle.

Over recent years, we have undertaken a major expansion of our programmes to tackle drug abuse at every key stage, through prevention, treatment and disrupting supply. Education on substance misuse is now part of the national curriculum, and reducing drug misuse has become more of a priority for all children's and young people's services. We have invested heavily in all aspects of drugs prevention and treatment: our total spending for 2004-05 is over £1.3 billion.

Since 1998, we have expanded numbers in drug treatment programmes by 40 per cent, and waiting times have more than halved. The Home Office and the Department of Health are now investing over £500 million a year in drugs treatment. Interventions to direct the offender away from crime and into treatment are now available at each point of the Criminal Justice System from arrest to post release. For example, in 2000 we introduced Drug Treatment and Testing Orders, a community sentence aimed at breaking the link between drug addiction and offending. Offenders are closely supported and undergo a combination of compulsory treatment for at least six months, as well as regular testing for drug use, and court reviews. If the court is not satisfied with attendance or progress they can re-sentence for the original offence, which may result in a custodial sentence.

We have also focused on reducing supply through seizing drugs before they enter the country. For example, between April and December 2003, 18.5 tonnes of heroin and cocaine destined for the UK were taken out of the supply chain. This compares with 12.4 tonnes in the whole of the previous twelve months.

**Over the next five years we will build on this strategy in three main ways:**

**i. Preventing young people from becoming tomorrow's drug users**

Through cross-departmental action, our objective is prevent young people becoming tomorrow's drug users by providing drugs education for all

children, early intervention aimed at those most at risk (such as those excluded from school and looked after children), and treatment for those who are already using drugs.

High-quality drugs education will be given to all children and we will provide accessible, trustworthy information for young people and their families. By 2008, drugs education in schools will be informed by lessons from the Home Office-funded Blueprint drugs education research programme. The FRANK Campaign, launched in 2003, has already seen over 1.5 million visits to its website. Local programmes for children at risk, such as Positive Futures, which has worked with over 50,000 young people since 2000, will continue to provide constructive alternatives to drug use.

Local agencies which come together in partnerships and Drug Action Teams will help stop young people using drugs, through high-quality treatment and support. We are improving access to treatment through new arrest referral schemes for young offenders in ten pilot areas. Drug testing of suspects when they are charged is being extended to those under eighteen years of age. For more details on treatment for people of all ages see the section below.

**ii. Disrupting supply**

We will step up our focus on reducing the harm that drug supply and availability causes in our communities. This will include action against the large suppliers of drugs, and we aim to increase

**Positive Futures: working with young people to prevent drug misuse**

Hannah, 13, was truanting from school and was frequently in conflict with her family and peers. She often ran away from home, sometimes staying with a teenage drug user, and started using drugs herself.

Hannah's school referred her to Positive Futures, and over time she developed good relationships with the project workers. Positive Futures worked with education and social services to put together a multi-agency plan, including a short period in foster care.

Hannah's current situation is now more settled. She is back at home and is in full-time education at a Behaviour Support Unit. She has not run away from home for over three months and is a regular attendee at the Youth Centre. Hannah now has weekly one-to-one support sessions with a substance misuse worker. She still attends Positive Futures and football, mountain biking and climbing are now part of her life.

### Breaking the drugs supply chain in Wales

Operation Cyan was an investigation into the wholesale trafficking of controlled drugs in South and West Wales. This was in response to community concern about drug misuse and associated criminality.

Cyan's aims were to:

- identify sources of supply/distribution;
- disrupt/dismantle these networks using quality evidence, and;
- identify and seize criminal assets.

Cyan quickly established the source of the drugs, and arrests soon followed.

Fourteen people are now awaiting trial on conspiracy to supply Class A and B drugs and £121,000 in cash has been seized.

Cyan's co-ordinated approach has led to the complete dismantling of a regional trafficking network.

the proportion of heroin seized from 10 per cent in 2003 to 16 per cent in 2006, and cocaine from 21 per cent to 26 per cent. We will make the UK a more hostile environment for organised drugs trafficking through the development of the Serious Organised Crime Agency (see Section 2.10 for more details). A more co-ordinated response by law enforcement agencies will result in the disabling of more 'wholesale' drug dealers who operate across police force boundaries.

### iii. Ensuring more problem drug users enter treatment, and in particular providing opportunities for drug-using offenders to engage with treatment at every stage of the Criminal Justice System

We are expanding treatment capacity, from the current level of 140,000 people in treatment, to 200,000 people by 2008. We will aim to ensure that treatment is available within two weeks, with the most serious cases referred for assessment within twenty-four hours.

Because drug use contributes to an enormous proportion of acquisitive crime, directing drug-using offenders into treatment is fundamental to our crime reduction strategy. The new Criminal Justice Intervention Programme (CJIP) provides a comprehensive system for achieving this. We have already invested nearly £450m in the CJIP, which directs drug users into treatment. By 2008, our ambition is to direct around 1,000

drug-using criminals into treatment each week. All problematic drug users who come into contact with the Criminal Justice System in the sixty-six highest crime areas will be actively and individually case-managed from arrest onwards.

We set out in the box and diagram how CJIP identifies and directs offenders into treatment and supports them through the process.

### Making it happen

We will develop a tough performance management system for drugs treatment. The National Treatment Agency will be jointly accountable to the Home Office and Department of Health. Regional Government Offices and local partnerships have agreed compacts for delivery of CJIP in high crime areas to ensure that targets are met. At local level, we will be integrating funding for drugs and crime prevention, to increase the flexibility of those meeting these targets.

### Criminal Justice Interventions Programme: An end-to-end approach to drug-using offenders

- **Police targeting known drug-using offenders.** Through the Prolific and other Priority Offenders Programme (see Section 2.2 for more details), the police will focus their intelligence and proactively target the most problematic drug-using offenders.
- **New powers to identify drug users.** We are seeking new powers to drug test suspects arrested for (as well as charged with) those offences most commonly linked to drug use, such as shoplifting.
- **Greater access to treatment.** We are also improving access to treatment through new arrest referral schemes for young offenders in ten pilot areas, and introducing integrated teams to engage with drug misusers in custody suites and at court.
- **Clear incentives and sanctions.** There will be clear incentives and sanctions at each stage of the process to keep problematic drug users in treatment. We have reversed the presumption in favour of bail for drug misusers who refuse to engage in the treatment process.
- **New conditional cautioning powers** to engage drug-misusing offenders in treatment. Where the condition is not met, the offender may be charged with the original offence.
- **New sentences.** The new Generic Community Sentence allows more flexible sentencing to address drug use. By 2008, we expect that the courts will be issuing 16,000 community sentences with a Drugs Rehabilitation Requirement (equivalent to a Drug Treatment and Testing Order), an increase from 9,000 in 2003.
- **Improved treatment capacity in prisons,** which in 2003-04 provided 54,000 assessments and 4,700 treatment programmes.
- **Better support after treatment.** We will provide better support to those reaching the end of a prison-based treatment programme, completing a community sentence or leaving treatment. This could include assistance finding housing, getting training or finding employment.

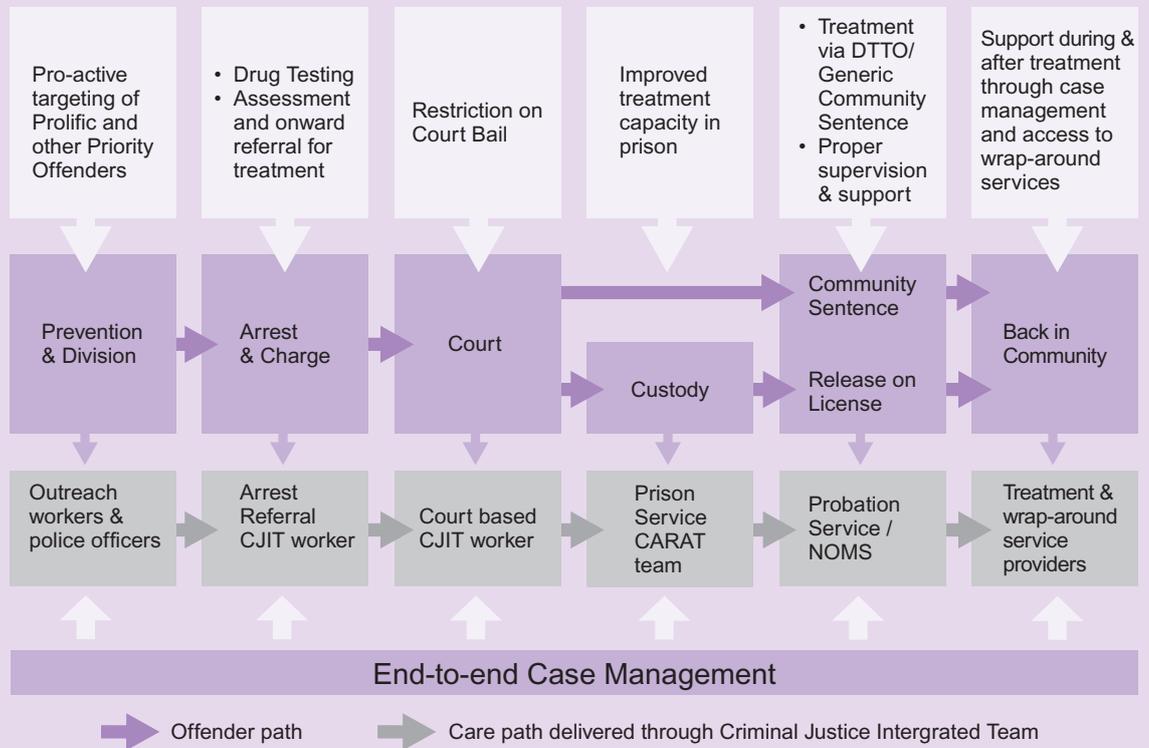
### Criminal Justice Interventions Programme: Dedicated support helps an offender stay drug-free

Andy's main problem drug was heroin. Although he had completed a course of subutex (a partial opiate substitute) while in prison, he admitted to continued use of heroin.

While at HMP Leeds, however, he was referred to a Criminal Justice Intervention Programme (CJIP) by the prison assessment team, six months ahead of his planned release in March this year. He was seen four times and this early referral enabled CJIP to plan a comprehensive care package for Andy prior to his release.

He was collected from the gate when he came out of prison, and brought straight to a pre-arranged assessment with a doctor. He was accepted onto a twelve-step structured day care programme. Andy is currently drug-free and no longer committing crime.

### An end-to-end treatment process: the Criminal Justice Interventions Programme





## 2.10 Tackling serious organised crime

### By 2008:

- i. The Serious Organised Crime Agency will be leading the fight against organised crime.
- ii. ID cards will be starting to reduce fraud and immigration abuse.
- iii. Recovery of criminal assets will be routine, with all agencies able to keep 50 per cent of the assets they recover.
- iv. More of the guilty will be being convicted, with new powers to compel witnesses to give evidence and encourage plea bargaining.

The total damage associated with organised crime is estimated to be equivalent to some £40 billion a year. Tackling this crime is a real challenge. Organised crime is increasingly international, and the perpetrators tend to be sophisticated, directing significant resources both to avoiding detection and making conviction difficult by intimidating witnesses and concealing evidence.

In partnership with the police and other law enforcement agencies such as Customs and Excise we have begun to successfully address these challenges through a combination of measures. In 1998, the National Criminal Intelligence Service (NCIS) was established on an independent statutory footing, and the National Crime Squad was created by bringing together the six existing Regional Crime Squads. The Regulation of Investigatory Powers Act 2000 provided public authorities with a wider range of investigative powers, updating the law on the interception of communications to take account of technological changes such as the growth of the internet.

The Proceeds of Crime Act 2002 introduced tough new powers to seize, confiscate and recover criminal assets and cash. It created a single set of money-laundering offences applicable throughout the UK to the proceeds of all crimes, and expanded the courts' powers to freeze a suspect's assets at the start of a criminal investigation.

The Act established a national Assets Recovery Agency, launched in February 2003, with powers to recover assets and wealth obtained as a result of illegal activity. The Agency has three main ways to make individuals pay back what they owe. These include:

- a power to investigate and confiscate assets through the criminal courts following conviction;
- a new power of 'civil recovery', allowing suing through the High Court to recover the proceeds of unlawful activity; and
- a power to tax any individual or company where there is 'reasonable suspicion' they have gained financially from crime.

In addition, we have established successful multi-agency working groups bringing together the key law enforcement and intelligence agencies, to coordinate our response to the threat of different types of organised crime, including Class A drugs trafficking (the Concerted Interagency Drug Action Group) and organised immigration crime (REFLEX).

There is increasing concern about links between organised crime and fraud. From April 2004, the Home Office and the Corporation of London are jointly providing an additional £2 million towards the cost of an expanded City of London Police fraud squad, enabling it to expand its fraud squad significantly. The Home Office has also met the capital start up costs of the expanded unit.

### One Step Ahead: A 21st Century Strategy to Defeat Organised Crime

In March 2004, the Government published the White Paper, *One Step Ahead: A 21st Century Strategy to Defeat Organised Crime*, which sets out a new strategy to deter and disrupt organised crime groups by:

- introducing new powers to disrupt organised crime activity and convict those responsible;
- making better, more strategic use of existing powers; and
- creating the new Serious Organised Crime Agency (SOCA) which will work closely with police forces, border agencies and the Assets Recovery Agency. This follows the Prime Minister's announcement on 9 February 2004 that a new agency would be set up to deal with organised crime.

### Our strategy for the future

Despite these considerable achievements, a step change is needed to further reduce the harms from organised crime. We will create in 2006 a national agency responsible for fighting organised crime. The **Serious Organised Crime Agency** (SOCA) will bring together the National Crime Squad, the National Criminal Intelligence Service, the Home Office's responsibilities for organised immigration crime and HM Customs and Excise's responsibility for investigating drugs trafficking and recovering related criminal assets. We will legislate at the earliest opportunity to create SOCA, and the agencies concerned are already working closely together. The Chair and Directorate General should be in post in the autumn, and programmes to inform and engage staff are underway.

Our overall approach to tackling organised crime combines prevention, demand reduction and disruption (including asset recovery), prosecution and conviction. Our efforts will show the would-be organised criminal that crime does not pay.

### Prevent and disrupt

The best way to put organised criminals out of business is to reduce demand for their illicit goods and services. The Government's strategies to reduce the supply of drugs, and improve opportunities for legal migration while regulating the 'gangmaster' industry, are all directed towards reducing that demand.

Our aim, very simply, is to make the UK the most hostile environment for organised criminals in the developed world. This means making use of all



legitimate means to disrupt the operations of criminal businesses and to confiscate their assets.

Through investments in ID cards and more secure travel documents, we will reduce the opportunities for fraud and immigration crime.

We will make better use of regulatory and taxation powers to disrupt markets. This will include offering police and Inland Revenue officers secondment opportunities and guidance to ensure that they understand these powers.

The Assets Recovery Agency will lead the drive to seize criminal assets, reducing the profit motive for organised crime. The publicity from these seizures will help to deter organised criminals from operating in the UK. To encourage the recovery of criminal assets, wherever possible we will allow agencies to keep at least 50 per cent of the assets they recover.

### Prosecute and convict

SOCA will bring together the crucial skills and intelligence to enable us to deal more systematically with the most serious organised crime enterprises. Specialist prosecutors will work with the Agency's investigators.

We will ensure the Criminal Justice System is better equipped to respond to serious organised crime. The Criminal Justice Act 2003 allows for

re-trial following acquittal in serious cases where new and compelling evidence comes to light. It also allows judges to continue cases sitting alone, for example where juries have been tampered with. These measures can increase the chances of convicting the organised criminal.

Consultation is continuing on further improvements to the system, including:

- strengthening the powers of the prosecution, such as being able to compel witnesses to give evidence;
- altering plea bargaining and Queen's Evidence arrangements to encourage defendant co-operation; and
- changing conspiracy legislation to make it more effective against organised criminals.

We will introduce new licensing powers to enable greater monitoring of offenders after release, for example through their bank accounts, to reduce re-offending and ensure they cannot use the proceeds of crime.

We will be bringing forward new measures to tackle intimidating and threatening behaviour towards those involved in and connected to essential research.

### Recovering criminal proceeds

- £45 million was recovered in 2003-04. The target for 2004-05 is £60 million, with more in future years.
- Police and customs officers have recovered over £63 million since December 2002, subject to forfeiture in the courts.
- The Assets Recovery Agency exceeded its targets in its first year of operation and aims to recover £10 million of criminal assets in 2004-05.
- Four new multi-agency regional asset recovery teams have been established to further deprive criminals of their illegally acquired wealth.
- The cash seizure threshold has been reduced from £10,000 to £5,000, allowing more assets to be recovered.
- All agencies will be able to keep 50 per cent of the assets they recovered in the longer term.



## 2.11 Reducing the threat of terrorism

### By 2008:

- i. Our communities will be even better protected against terrorism.
- ii. The public will feel better informed and more confident and our agencies will be even better prepared to respond to a terrorist attack.
- iii. The Security Service will be better resourced, with an increase in its staff by almost 50 per cent.

### Threat assessment

Although there remains a threat from terrorism related to Northern Ireland, the main terrorist threat to the UK and its interests overseas is now international. The threat is real, serious, and likely to be of long duration. It involves groups of people engaged in long-term planning, using sophisticated new technology, science and communications, who are skilled in practising deception and evading surveillance, and use multiple stolen and fraudulent identities.

Terrorism is not just a problem for the UK. The appalling terrorist attacks in Madrid in March 2004 reminded us once again that the threat is global and that our response must reflect this. The UK therefore works closely with partners at home and abroad to prevent terrorist attacks wherever possible; pursue and bring before the courts those responsible for attacks that do occur; protect our people and our infrastructure; and prepare so that we are able to respond effectively and to recover quickly if an attack succeeds.

### Home Office responsibilities

The Home Office has lead responsibility within Government for counter-terrorism policy and legislation, and for co-ordinating the response to the terrorist threat within the UK. The Home Secretary chairs two Cabinet committees responsible for domestic security and resilience preparations. An extra £50 million has been provided for their counter-terrorism reserve, to fund cross-Government priorities in protective security and resilience.

### Recent achievements

Since 11 September 2001, we have significantly strengthened our already tough counter-terrorism legislation to make the UK a harder place for terrorists to operate in. We have also reinforced our immigration provisions, to ensure that those who present a security risk cannot hide behind refugee protections. Port, airport and border security have been tightened and extradition streamlined and sped up. Through new legislation, we have frozen the assets of international terrorist organisations. Funding has been increased for specific counter-terrorist policing, and generally for the security and intelligence services.

The police have been given more powers to support their work in the fight against international terrorism, and there is much closer working and intelligence-sharing between governments and law enforcement agencies globally. Tighter controls have been imposed on dangerous materials. The Government and its partners have completely reassessed and are overhauling our contingency plans to deal with terrorist incidents.

### Our strategy

Working with other government departments and the Security Service, we will continue to take all appropriate measures to combat and counter terrorism over the next five years. Our strategy is based on five main strands:

- i. **Addressing the causes of terrorism at home and abroad.** We are working to resolve the international disputes which fuel terrorist

### Recent legislation concerning terrorism:

- **The Terrorism Act 2000.** This replaced previous temporary anti-terrorism legislation that dealt primarily with terrorism in connection with the affairs of Northern Ireland. The Terrorism Act 2000 outlaws certain terrorist groups and makes it illegal for them to operate in the UK. It gives police enhanced powers to investigate terrorism, including wider stop and search powers, and the power to detain suspects after arrest for up to fourteen days pending charge. It also creates new criminal offences, including inciting terrorist acts and providing training for terrorist purposes.
- **The Anti-Terrorism, Crime and Security Act 2001** which was passed following the 11 September attacks, reinforces the Terrorism Act 2000 by allowing the Home Secretary to certify and detain pending deportation foreign nationals who are suspected of involvement in international terrorism, who cannot be deported for Article 3 European Convention on Human Rights reasons. It also creates new powers to seize cash and other terrorist assets, and to freeze the assets of terrorists, to disrupt their activities and stop them from mounting attacks.

organisations and recruitment. At home, we seek to ensure that all our citizens, whatever their origins or religious convictions, are fully enfranchised and can fully contribute to society.

- ii. **Disrupting terrorist organisations.** We aim to understand better the capabilities and intentions of terrorist organisations, and to disrupt their ability to operate at home and overseas. Substantial increases in the funding of the Security Service have been agreed, which will enable it to take on approximately 1,000 extra staff by 2008, an increase of almost 50 per cent. The new staff will include linguists, surveillance officers, investigators and analysts, and those specialists who provide vital security advice to UK business and industry.

We work constantly to make the UK an environment which is as hostile as possible for terrorists to operate in. Through the introduction of ID cards, the potential for terrorists to live and travel under false identities will be reduced; at least a third of all terrorist activity relies on multiple identities. Through the development of new technology for border controls, the immigration service will be able to check those arriving in the UK against security databases, as soon as passengers board UK-bound transport. We will also strengthen the powers of the police to investigate terrorist activities.

Wherever possible, the aim is to bring suspected terrorists to justice. But where this is not possible, we aim to contain and disrupt their activities.

- iii. **Protecting the UK and key sites.** Protection of areas at particular risk will continue to be improved. We have undertaken a major overhaul of the UK's security since 2001 but the nature of the threat demands constant effort. We will continue to focus our efforts with key sectors to protect the critical national infrastructure and sites which are at particular risk. In order to achieve this, we will work closely with the other government departments, agencies and businesses that all have a part to play in reducing vulnerability to terrorist threats.

- iv. **Response and preparedness.** Across government, we will build on the overhaul of our contingency arrangements to ensure we are as prepared as possible to deal with the consequences of terrorist attacks, including the possibility of a deliberate release of chemical, biological or radiological material. The Counter-Terrorism Strategy and the Cabinet Office-led capabilities programme which reports to the Home Secretary aims to ensure that the right equipment and training are provided. We will continue to ensure that responders, whether they have a role during emergencies or in recovery, will have good opportunities to train and practise through multi-agency exercises at a national and local level.

- v. **Public information:** We will continue our drive to keep the public better informed about the nature of the threat and how to help the Government, the Security Service and the police prevent acts of terrorism. We will build on the success of our website and that of MI5 in putting new information in public hands and ensuring we continue to treat the public maturely.
- Our strategy is kept under constant review, to ensure that we can respond effectively to any changes in the threat we face.

#### **Exercise Red Signal: counter-terrorism preparation**

Over 2,000 personnel from twenty-nine different agencies gathered in the Thames Valley for a Home Office-sponsored counter-terrorist exercise in February 2004. Exercise Red Signal provided a realistic challenge for members of the emergency services as well as for staff from local, regional and central government.

It featured the scenario of a terrorist attack using radiological material in the UK and involved both the responses to the crisis and the recovery from the consequences of the attack. The exercise was successful and provided an essential test of the national guidance for dealing with terrorist chemical, radiological, biological and nuclear incidents.

#### **The Chemical, Biological, Radiological and Nuclear Resilience Programme**

The programme was established in October 2001 to improve the extent to which the country is prepared for an attack using chemical, biological, radiological or nuclear (CBRN) materials.

The programme's achievements to date include improving detection equipment for the emergency services, CBRN guidance for the emergency services, local authorities and those responsible for recovery, and new protective equipment for the police service.



## 2.12 Reducing the fear of crime and anti-social behaviour, building confidence in the Criminal Justice System, and supporting victims and witnesses

### By 2008:

- i. Fewer people will worry about becoming a victim of crime.
- ii. Fewer people will feel that anti-social behaviour is a problem in their area.
- iii. More people will think their local police are doing a good job, are visible and accessible, and there will be increased public confidence that the Criminal Justice System is effective in bringing offenders to justice.
- iv. Black and minority communities will have more confidence in the fairness of the Criminal Justice System and that it works for them and not against them.
- v. Victims and witnesses will feel they are central to the system and will be more satisfied with their experience of the Criminal Justice System. A Victims' Commissioner will champion victims' interests and a Victims' Fund will provide practical and emotional support at local and national level. New Witness Care Units will provide a single point of contact for witnesses from charge through to sentencing.

Crime in England and Wales has fallen by 25 per cent since 1997, and the chance of being a victim has been reduced from one in three to one in four people – the lowest for twenty years. Yet almost three-quarters of the public still believe crime is rising. And though the number of

offences brought to justice rose by 7 per cent over the past two years, only 41 per cent of people think the Criminal Justice System is effective in bringing people to justice, according to the British Crime Survey.

### The British Crime Survey shows that fear of crime has been decreasing over the last decade (Source: British Crime Survey, Home Office)



There are particular issues about the experience of people from black and minority ethnic communities, and their perceptions of the Criminal Justice System. People from these communities are more likely to be victims of crime, less likely to be satisfied with the police response when they are victims, more likely to be stopped and searched, and have less confidence that the system respects the rights of defendants.

Britain is not alone in grappling with confidence issues. For example, in the US, confidence in the Criminal Justice System has been found to be lower than for virtually all other public institutions, with only 29 per cent of respondents expressing a great deal or quite a lot of confidence in the system according to 2003 statistics. Only 5 per cent of the Canadian public expressed 'a great deal of confidence' in the Criminal Justice System.

There have, however, been important achievements in this country. Fear of crime has fallen consistently since the mid 1990s, when worry about all types of crime reached its highest level. People are also more positive in their beliefs about change in the local crime rate than they were in the early to mid-1990s. In 1992, for example, two thirds thought crime in their area had increased in the last two years, compared with about half in 2002/03. And people are more satisfied with the way crime is dealt with locally than they are with the response nationally. After a period of decline, public confidence in the Criminal Justice System is starting to improve.

But more remains to be done to drive down fear of crime, reassure the public and increase their confidence that criminal justice and

community safety agencies are working effectively on their behalf. Progress is important both because fear itself damages many people's lives, and because public confidence will help encourage people to address anti-social behaviour in their neighbourhoods and will help the Criminal Justice System to be more effective; for example, in encouraging people to report crime and come forward as witnesses.

Key to this effort is to ensure that the system supports victims and witnesses of crime effectively, and has their interests at its heart.

### **Increasing victim and witness satisfaction**

By 2008, the service provided to victims and witnesses will have significantly changed.

### **Representing victims' interests in public services**

Victims must be confident that their needs are understood and taken into account at all stages, and that the system genuinely works on their behalf. To achieve this:

- an independent Victims' Commissioner will provide a powerful voice at the heart of government, checking progress and promoting good practice;
- the Victims' Advisory Panel, a panel of those who have been affected by crime, including those who have been bereaved as a result of crime, will continue to advise Ministers, giving victims a voice on policy development; and

### **Victims' Code of Practice: New Service Standards for Victims**

Victims and witnesses will have a statutory right to minimum standards of service. The new Victims' Code of Practice tells victims what they can expect from different criminal justice agencies.

For example, when a suspect is arrested or charged, the police must notify the victim and tell him or her whether or not the suspect has been released on police bail. This must be no later than one working day after the event for vulnerable victims and no later than three working days after the event for other victims.

Local Victim Support Groups should contact victims by phone, letter or personal visit no later than two working days after the day the scheme receives the referral from the police, or is contacted by the victim.

- a Victims Code of Practice will provide a framework for criminal justice agencies to meet and respect the rights of victims.

### Financial, practical and emotional support for victims

For victims of violence, we already have a substantial criminal injuries compensation scheme, and we have increased funding to the national charity Victim Support from £11.7 million in 1996/97 to £30 million today. In addition, a national Victims' Fund will be established to provide the further emotional and practical support that victims need, and to enable us to test innovative approaches. We will legislate so that convicted offenders pay a surcharge into the Victims' Fund as part of our strategy to ensure that the offender puts something back into the community. We have already committed £4 million to the Victims' Fund, for victims of sexual assault.

Local Criminal Justice Boards will work with partners including health, police, probation and the local authority, to ensure that the experiences of victims and witnesses improves, with personalised, practical and emotional support provided by a range of agencies. Consistent, local provision will meet the specific needs of victims of different types of crime, such as victims of domestic violence, sexual offending, road traffic incidents, hate crime and those bereaved through violence.

### Victims and witnesses in the Criminal Justice System

There will be vital practical support for them in their involvement with the Criminal Justice System.

- 'No Witness No Justice' Witness Care Units will provide a single point of contact from charge to disposal. Witnesses will be informed of the progress of their case, and units will assess and aim to meet their needs. These could include, for example,

### Restorative justice: making the offender pay back to society

As part of our commitment to meeting victims' needs we are developing the use of restorative justice. Restorative justice provides victims with the opportunity to hold their offender to account, to explain the consequences of the offender's actions and to get payback for the harm caused. Strong evidence shows that at least 75 per cent of victims who take part in restorative justice are glad they did so. As part of our strategy:

- we will fund two areas to deliver the conditional caution using restorative approaches;
- we plan to pilot, in at least one area, the provision in the Criminal Justice Act 2003 which allows sentencers to include restorative justice as part of community sentences;
- to help ensure high standards, we published best practice guidance for restorative justice practitioners in March 2004. Skills for Justice, the justice sector skills council, plans to produce national occupational standards and accredited awards by August 2005;
- later in 2004, guidance will be published for Local Criminal Justice Boards who want to develop their use of restorative approaches as part of their service to victims.

To help us to develop our evidence base, we have provided funding for a project to test the effectiveness of restorative justice as a diversion from prosecution in England and Wales. Suitable cases will be diverted using the conditional caution. The project is scheduled to begin in July 2004, and it will run for twenty-one months.

Restorative justice is an effective way of involving the community in the justice process. Either by acting as community representatives at restorative meetings, identifying the need for local reparative projects or acting as volunteer facilitators, restorative justice helps community members play a part in searching for local solutions and making the system more responsive locally.

concerns about intimidation, childcare or transport needs.

- The police will have a wider range of tools available to help them tackle witness intimidation in the community.
- Facilities in court will be improved. Many more will have separate waiting rooms for victims and witnesses. And special measures, such as live TV links, will help vulnerable or intimidated witnesses give evidence.
- Victims' personal statements will be taken into account throughout the Criminal Justice System.

Further, our work on restorative justice provides an opportunity for victims to make clear to an offender the consequences of his or her actions, and evidence shows that three-quarters are glad they did so.

### **Combating fear of crime and reassuring the public**

We have described in Section 2.6 our plans for more responsive, neighbourhood policing. Evidence suggests that these will reduce fear of crime and increase confidence in the public services that deal with crime.

The public can significantly reduce the risks, and knowing this contributes to reassurance. We are educating people about how they can avoid becoming victims, with a particular focus on those who are vulnerable. Toolkits for community safety practitioners and the public have been developed, offering information on safety and security. Citizens can also help by looking out for their neighbours and working with the police to maintain a safe environment.

### **Building confidence in the Criminal Justice System**

The Government's strategy for improving confidence in the Criminal Justice System is based on:

- improving the performance of the system, including reducing crime and bringing more offences to justice; and
- better communication and engagement with the public.

We have set out the measures that we are taking to reduce crime and shown how we will build on them. The Criminal Justice System plan provides greater detail on bringing offences to justice and the improvements to the system that will make it more efficient and effective.

We will work to improve public understanding of the Criminal Justice System by providing information, through a redeveloped Criminal Justice System website, CJS Online which will be the gateway to accurate and timely information for specific audiences, including victims, witnesses and jurors.

### **Improving fairness of treatment of black and minority ethnic communities**

We know that people from black and minority ethnic (BME) communities are stopped and searched, and imprisoned when found guilty of crime, in much greater proportions than their white counterparts.

Yet we still do not understand fully the reasons for this disproportionality and we are determined to address this gap. We will establish, through a comprehensive two-year study, whether there is evidence that sentences differ for offenders from BME communities compared with white people convicted of offences of a similar nature and seriousness. If evidence exists, we will take action, and in any case we will address the issue of perceived unfairness. Statistics will be published that are transparent, accessible, and powerful in driving change.

### Reducing race and religious hate crime

Hate crime is any crime where prejudice against an identifiable group of people is a factor in determining who is victimised. A victim of hate crime does not have to be a member of a minority or someone who is generally considered to be a 'vulnerable' person. In fact, anyone can be a victim of hate crime.

Nine new offences of racially-aggravated assault, threatening behaviour, criminal damage and harassment were introduced in 1998. These offences carry higher maximum penalties where there is evidence of racist motivation or racial hostility in connection with an offence. In 2001, these were extended to cover offences aggravated by religious hostility.

The maximum penalty for incitement to racial hatred has been raised from two to seven years' imprisonment.

We have improved practical advice for front-line police officers on how to deal with this form of crime, by drawing on lessons learned from previous investigations. In particular, it is important for the police to work in partnership with, and gain the active support of, police authorities, local authorities, community leaders, witnesses and victims.

We are already taking action to ensure that police powers on stop and search are used fairly and effectively, to achieve a steady decrease in this disproportionality. In December, comprehensive guidance will be published on stop and search. We will also work more closely with police forces to improve understanding of this problem and the results will inform guidance.

### Community engagement in the Criminal Justice System

If the Criminal Justice System is to be more responsive to the needs of local communities, it must engage the public in a meaningful dialogue about its purpose, actions and processes. Local Criminal Justice Boards provide an important vehicle for enhancing community engagement. They bring together all the local criminal justice agencies and are identifying ways to engage the public in setting their priorities. They have local performance targets, including confidence targets, and we are providing them with the resources to improve their communication with local people.

The Community Justice Centre pilot in North Liverpool provides a real opportunity for local people to engage in the system. It aims to tackle the sorts of lower-level crime and anti-social behaviour adversely affecting our communities and to reach offenders before they progress to more serious crime. A locally accessible, multi-purpose community building, including a court is being established where punishment will be combined with support to stop offending. The centre will provide services including drug counselling, debt and housing advice. The community will be able to make recommendations to the court for community punishments, for example cleaning graffiti in the neighbourhood. The principles of the Liverpool model will be applied elsewhere according to local need.



## 2.13 Milestones

### Selected Milestones

- 04/05**
  - Prolific offender strategy targets 5,000 – 7,000 offenders responsible for almost one in ten crimes.
  - Neighbourhood Policing Fund launched.
  - Policing Performance Assessment Framework fully introduced – driving up performance.
  - National Offender Management Service established.
  - Criminal Justice Intervention Programme strengthened to direct more drug-using offenders into treatment.
- 05/06**
  - Anti-social behaviour targeted in more action areas.
  - More parenting programmes for those whose children are at risk of offending.
  - Safer and Stronger Communities Fund launched.
  - Police introduce minimum customer service standards and provide greater local information on crime.
  - Victims' Code of Practice ensuring decent, consistent standards of service.
  - No Witness, No Justice witness care units across the country.
  - Increased use of fixed penalty notices to a wider range of minor offences, to ensure swifter, more efficient justice.
  - Increased use of drugs treatment and testing orders.
- 06/07**
  - Serious Organised Crime Agency established.
  - Victims' Fund increases support to victims.
- 07/08**
  - 20,000 more Community Support Officers and the equivalent of over 12,000 more police officers on the front line from the back office, compared to 2004.
  - 200,000 drugs treatment places, up from 100,000 in 1998.
  - ID cards rollout begins.
  - Capacity for electronic tagging twice 2003 level.
  - Almost 50 per cent more security service staff.
  - Crime 15 per cent lower than 2002/03.



## Section 3

### Building strong, cohesive communities

#### By 2008:

- i. We will have increased voluntary and community engagement, especially among those at risk of social exclusion.
- ii. We will have reduced race inequality and, in the areas most at risk, built community cohesion.
- iii. We will have a more active, vibrant not-for-profit sector, supported by modern infrastructure, up-to-date charity legislation and new community interest companies.
- iv. There will be an established Commission for Equality and Human Rights with a clear focus on improving outcomes, through enforcement of the Race Relations (Amendment) Act 2000.
- v. We will use legislation to prevent the incitement of religious hatred.
- vi. We plan to have introduced ID cards to help people prove their identity and entitlement to public services.

#### 3.1 Introduction

We all want to live in neighbourhoods where we feel safe and in which we can make a contribution that is valued. Strong communities with active citizens and vibrant civic organisations enable us to build trust with our neighbours, and to work with public services on issues that matter to us. Civic organisations are vital community assets.

Our objective is that **citizens, communities and the voluntary sector are more fully engaged in tackling social problems and there is more equality of opportunity and respect for people of all races and religions.**

We have a great tradition of community life in this country, as well as of mutual help, respect and equality. Almost 20 million people are active in formal or informal volunteering, making a contribution to our community and learning new skills. The Citizenship Survey, the Home Office's major piece of research into these issues, shows that there has been an increase in informal volunteering in England, from 34 per cent in 2001 to 37 per cent in 2003. This means over a million and a half more of us volunteer today compared with three years ago. International measures of informal volunteering in Europe show that Britain is doing better than the majority of European countries, but still lags slightly behind countries such as Germany and Austria.

### Achievements

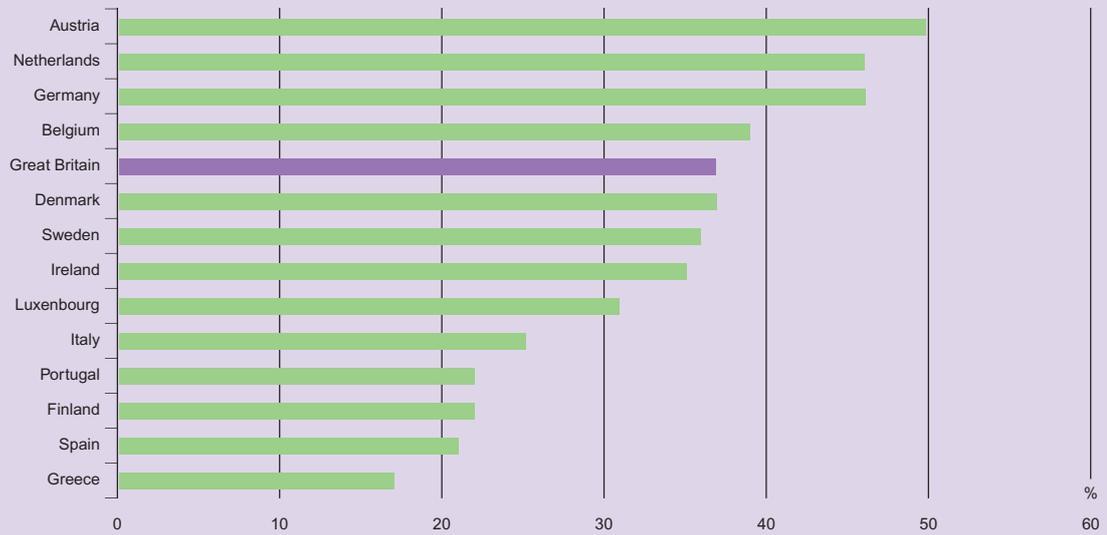
- The Citizenship Survey 2003 shows that a million and a half more people are active in their communities than were in 2001. We have surpassed the target of a five per cent increase in participation.
- The value of volunteering in England and Wales now exceeds £45 billion per annum.
- We have the most comprehensive anti-discrimination legislation in Europe. A recent survey indicated that eight in ten public organisations had undertaken the first steps of fully or partially assessing their functions for relevance (Schneider-Ross Report, 2003).
- The voluntary and community sector is increasingly delivering public services, and those services are becoming more responsive to the people they serve. The sector now contributes over £7 billion to UK GDP.
- Home Office services in themselves are now more representative of the communities they serve.
- Provision of English language training for people whose first language is not English and who have long-term leave to remain in this country has been increased by over 50 per cent in the last two years.

However, significant challenges remain:

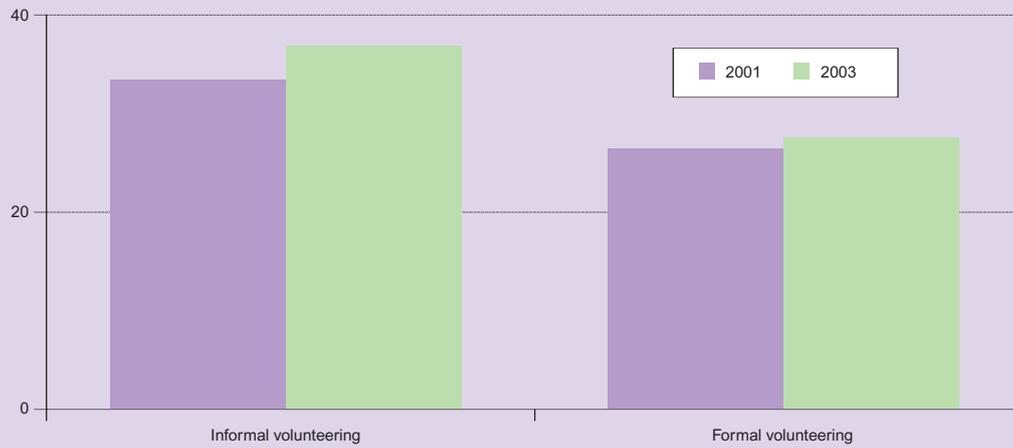
- Community engagement is often lowest in the most disadvantaged communities, and among many of those disadvantaged groups which could derive the greatest benefit from it.
- People's sense of citizenship is also undeveloped in some respects. Civic participation is very low. Only a quarter of the population believe that they can influence political decisions made in Britain and less than 60 per cent of voters turned out to vote in the last national elections, compared to turnouts of over 75 per cent in Germany and the Scandinavian countries.
- Racism and discrimination still hold back many people in England and Wales. This can affect people in different ways. For example, working-age adults from minority ethnic groups are more likely than white adults to be living on less than 40 per cent of the average national income.
- For too many people, religious motivated abuse, harassment and violence is still a reality.
- The Home Office and other public bodies do not yet reflect the diversity of the population they serve, particularly at senior levels. In the core Home Office in London, for example, ethnic minority staff comprise 19 per cent of the workforce, but account for just 5 per cent of senior civil servants.

Supporting strong communities and a vibrant voluntary sector is a goal in itself, but is also essential to meeting the Government's commitment to being tough on crime and on the causes of crime, to deliver support to victims of crime and to enable communities to make their neighbourhoods safer. As we note in Section 2.3, many youngsters who get into trouble with crime had the bad example of a parent, older sibling or peer who had offended. Communities can play a part both in prevention and rehabilitation and volunteers can mentor offenders and children at risk.

**There are high levels of informal volunteering in this country compared to other countries in Europe** (Source: European Social Survey 2002)



**Volunteering in Britain has increased since 2001** (Source: Home Office Citizenship Survey)

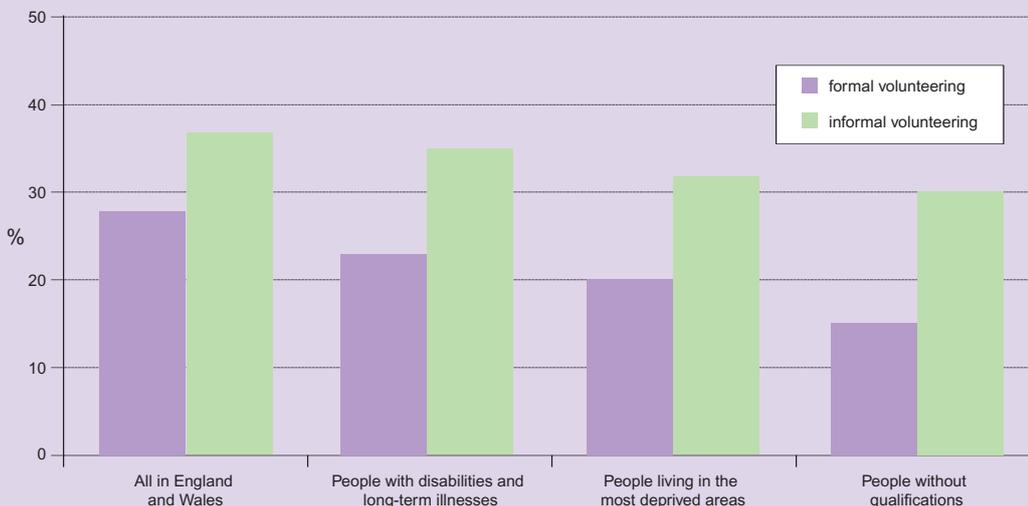


### 3.2 Supporting voluntary and community engagement

Over the next five years we will strengthen civic life and work to ensure that citizens, communities and the voluntary sector can make a greater contribution to tackling the causes and consequences of social problems.

- i. We will encourage citizens' greater participation in tackling local problems faced by their communities, particularly by young people and those at greatest risk of social exclusion. The Home Secretary and the Chancellor recently announced plans to establish a Commission which will develop a new national framework for youth volunteering. It will examine the perceived barriers to volunteering and explore a range of possible incentives to encourage a massive expansion in young people developing their skills as active citizens.
- ii. We will encourage community participation and volunteering within the most disadvantaged communities. This will help people living in these communities to develop the confidence and skills necessary to engage with and make use of public services, as well as increasing their civic participation and their understanding of their rights and obligations within society.
- iii. We will transform the capacity of the voluntary and community sector to engage in public service delivery by investing £125 million in frontline organisations between now and 2005/06, and more beyond, through the *futurebuilders* fund. We will also continue to support the smaller but no less innovative Adventure Capital Fund, which provides tailored investment and support to community organisations. These are funds operated by the sector for the sector, which cut out needless bureaucracy and put decision making in the hands of those in the best position to know how the money can be used most effectively. We will also invest £80 million through the ChangeUp fund to reinforce the infrastructure that supports frontline delivery.
- iv. We will modernise charity law and regulation to ensure charities can thrive and realise their full potential to improve communities. These measures aim to reduce bureaucratic burdens on charities, and to sustain high levels of public confidence by giving them a clearer definition and better regulation.
- v. We will promote a culture of citizenship and engagement, underpinned by the research activities of the Active Citizenship Centre, the development of the Action Learning

#### Groups at risk of social exclusion are less likely than the general population to take part in volunteering (Source: Home Office Citizenship Survey, 2003)



Network of Local Authorities (known as Civic Pioneers) and the advice and consultancy support of the Community Development Foundation. Local projects and training such as Active Learning for Active Citizenship and mentoring programmes will also contribute.

- vi. We will build and invest in the vital infrastructure that supports front-line voluntary and community organisations, especially affordable face-to-face support. This will enable them to improve their performance and governance, and develop their paid and volunteer workforce.

- vii. We will work with other government departments, the Government Offices and service providers such as the police, local government and other public sector bodies to ensure that local public services are more accountable and responsive to local residents, that they engage in effective dialogue about local priorities and help to build community assets.

### Reforming charity law

We are legislating to:

- provide a clearer definition of charity to reinforce the purpose of charities as for public benefit;
- modernise the Charity Commission and reduce bureaucracy and legal obstacles for charities;
- better regulate public collecting by charities; and
- ensure that charities provide better-quality information about themselves to the public.

We are also working closely with the Department of Trade and Industry to establish Community Interest Companies, a new type of company designed for social enterprises that want to use their profits for the public good. They will be easy to establish and will report to an independent regulator to ensure that the public have confidence that they are delivering for the community.

### Civic Pioneers

'Civic Pioneers' are local authorities which want to improve the way they engage with citizens and communities in their area. The Home Office Civil Renewal Unit helps participating authorities to do this by working with them to develop good practice, and acting as a facilitator as they take stock of their community engagement record. The concept was developed by the Home Office in conjunction with the Local Government Association and the Society for Local Authority Chief Executives.

A Civic Pioneer will show commitment to:

- developing the skills to engage in or facilitate community participation;
- supporting the development of community organisations; and
- involving citizens in the formulation and implementation of council policies.

To date, Birmingham, Liverpool, Rochdale, Sheffield, Ipswich, Plymouth and Portsmouth have become Civic Pioneers, and others have indicated their interest in the scheme. They will be supported in learning from each other, sharing their ideas and experiences with government departments, and with other local authorities.

### 3.3 Improving race equality and community cohesion

By developing a Government-wide strategy for community cohesion and race equality, we aim to realise our vision of a successfully integrated society. We have published the consultation document *Strength in Diversity: Towards a Community Cohesion and Race Equality Strategy*, to encourage an honest and robust discussion. We are also working with the Treasury and other departments to put the reduction of race inequalities at the heart of delivery right across Government. The Home Office will retain the overarching responsibility to reduce race inequality across society and to build community cohesion.

Realising our vision of a successfully integrated society requires a comprehensive strategy, that cannot be achieved through legislation and the improved delivery of public services alone. It must be underpinned by a sense of belonging to the country and to the community, and by a shared understanding of human rights and values.

This is an ambitious goal, and there are challenges and risks that we have to tackle if we are going to achieve it. These include the impact of exclusion and racism, the rise in political and religious extremism and the segregation which can divide our communities. Disturbances

reflecting these problems have been witnessed in some of our towns and cities in recent years, particularly involving young people from different racial groups.

The murder of Stephen Lawrence in 1993 led to the Race Relations (Amendment) Act 2000. The *Lawrence Inquiry Report* in 1999 endorsed the finding of institutional racism which was first suggested in the 1981 *Scarman Report*. The new duty of public authorities to promote race equality and good relations is a direct response to that phenomenon. Targets set in 1999 to achieve representative workforces in Home Office services have brought about significant change. Between 1999 and 2003, for instance, there was a 50 per cent increase in the number of ethnic minority police officers in England and Wales.

We will promote race equality and improve cohesion in communities through:

- i. **Tackling inequalities and opening opportunities for all:**
  - We will work closely with the Department of Trade and Industry, Department for Work and Pensions and Department for Constitutional Affairs to establish a new Commission for Equality and Human Rights by April 2007, as set out in the White Paper *Fairness for All*.

#### Ethnic minority police officers in the 43 police forces in England and Wales (Source: Home Office)



- We are committed to decreasing perceptions of racial discrimination by a range of organisations and in the labour market.
- We will build more representative workforces across the public services that ensure we make the most of the talent and skills available.
- We will publish the draft of a new strategy this summer for the integration of refugees into British society. It will emphasise the need for personalised programmes of support during the first crucial weeks after a person is granted refugee status.

#### ii. Eradicating racism and extremism:

- We will strengthen partnerships with faith leaders who are trying to engage with civil society and tackling extremism.
- We will ensure that the new legal environment on race and religious discrimination is effective in combating discrimination and inequality. This will include the introduction of new legislation on incitement to religious hatred.

#### iii. Promoting inclusive notions of citizenship, identity and belonging:

- We will build community cohesion, particularly where the risk of disturbance is greatest. We will do this by sharing knowledge of what works with our community partners, and by funding community programmes and positive activities for young people.
- We will provide practical support in overcoming barriers to integration, both for individuals newly arrived in Britain and for the local communities into which they are welcomed. We have already started to do this through, for instance, citizenship ceremonies for new British nationals.
- We plan to introduce ID cards to help people prove their identity and entitlement to access public services.

#### iv. Building participation:

- We will engage with faith communities, building on the work we have already begun through our Faith Communities Consultative Forum.
- We will listen to the views of citizens and communities following the publication of a consultation paper on a community cohesion and race equality strategy.

### 3.4 Introducing ID cards

As the mobility of people increases in Britain and around the world, having a secure system to verify identity becomes even more important. ID cards will safeguard citizens' identity and improve access to public services, while cutting identity fraud and combating illegal immigration, illegal working, organised crime and terrorism.

To strengthen all aspects of security and entitlement, we have started a major programme to build the base for a compulsory ID card scheme.

- We will establish a National Identity Register from scratch, rather than building on an existing database. It will contain information necessary to establish and verify an individual's identity. The contents of the Register will be set out in legislation.
- We will increase the security of passports based on biometric technology, recording a particular physical characteristic that is unique to each individual, such as fingerprints, an iris scan or the shape of a person's face. The UK Passport Service is currently testing this system using 10,000 volunteers. This technology will mean that no one will be able to enrol more than once. The link between secure biometric cards and the new secure register will bring a new level of protection against forgery of ID cards and other identity documents. From 2005, we will issue biometric British passports incorporating a facial biometric image.
- We will provide a cheaper, voluntary, plain ID card for people who do not have a passport or driving licence. This will be issued to the same security standard as the others.

- We will introduce mandatory biometric documents for non-EEA nationals coming to stay in the UK for longer than three months. In the initial phase, this will apply to people newly arrived in the UK and intending to reside for more than three months.
- We plan to introduce ID cards by 2008. Draft legislation required to establish the programme was published in April 2004 and the substantive Bill will be introduced as soon as parliamentary time allows.

Milestones	
<b>04/05</b>	<ul style="list-style-type: none"> <li>• National hubs of expertise set up by early 2005 to improve provision of support to front-line voluntary and community organisations, including hub of funding activity in the voluntary and community sector (VCS).</li> <li>• <i>futurebuilders</i> England set up; first investments made by autumn 2004.</li> <li>• <i>Russell Commission Report</i> on youth volunteering published.</li> <li>• UK Year of Volunteering launched January 2005.</li> <li>• Publication of <i>Strength In Diversity</i>, a new strategy for race equality and community cohesion.</li> </ul>
<b>05/06</b>	<ul style="list-style-type: none"> <li>• Charities Act passed.</li> <li>• All local authority areas covered by a Local Compact by April 2005.</li> <li>• Modernisation of VCS infrastructure begins at regional, sub-regional and local level.</li> <li>• Launch of new national youth volunteering framework.</li> <li>• Employment targets interim milestones met.</li> </ul>
<b>06/07</b>	<ul style="list-style-type: none"> <li>• £8 million new income generated for voluntary activities from small and medium enterprises (SMEs) via payroll donations.</li> <li>• Commission for Equality and Human Rights established with a clear focus on improving outcomes through enforcement of the Race Relations (Amendment) Act 2000.</li> </ul>
<b>07/08</b>	<ul style="list-style-type: none"> <li>• We plan to introduce ID cards by 2008.</li> </ul>

## Section 4

### Our strategy for managing migration

#### By 2008:

- i. We will have a flexible, self-financing managed migration programme that meets the UK's economic needs.
- ii. We will have reduced the number of unfounded asylum applications even further, and continued to build a process that leads to swifter integration for those granted asylum or other leave to remain.
- iii. We will have significantly improved enforcement activity against and removal of people living or working illegally in the UK.
- iv. We plan to have introduced ID cards for those who have the right to be here, helping disrupt illegal immigration and working.
- v. We will have begun implementation of e-Borders, allowing more effective management of our borders.

#### 4.1 Introduction

Migration flows across the world have been increasing steadily over the last fifteen years. The United Nations estimates that the number of people living outside their country of birth rose by approximately 55 million during the 1990s. Britain has been no exception to this trend. Drawn by our strong economy, our reputation for tolerance and by our historic links with other countries, and the development of English as the international language, immigration to the UK has increased, although in global terms the UK is still not a particularly high migration country.

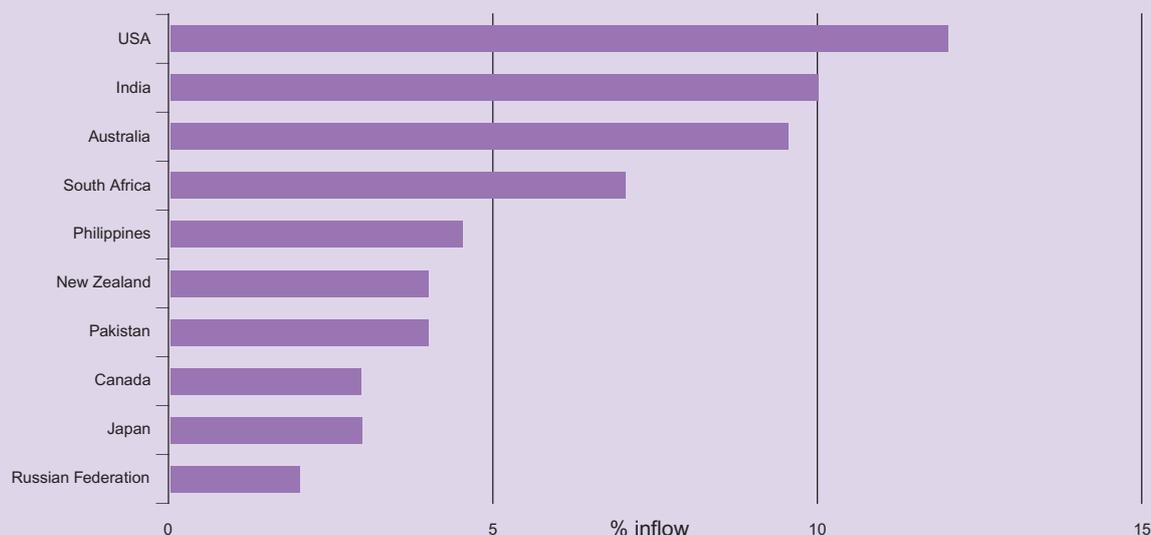
The movement of people and labour into and out of the country and the cultural contribution that migrants make to our model of diversity are absolutely essential to our economic and cultural well-being. We can best secure these benefits if we continue to ensure that migration is controlled and selective and that migrants fulfil their responsibilities, rejecting intolerance and extremism, making a full economic contribution and participating positively in UK society.

### Achievements

- We have strengthened border controls through new agreements with European neighbours. Immigration officers already operate in selected French ports. New Detection Technology is being rolled out to high- and medium-risk ports in France and other continental ports serving the UK. One hundred per cent freight searching at Calais has led to a significant reduction in the amount of clandestine entry detected there. In 2003, over 9,000 people were intercepted in Northern France attempting to enter the UK illegally and as a result, numbers of clandestine entrants detected in Kent during 2003 fell by 65 per cent compared to 2002. The Airline Liaison Officer network has expanded overseas to provide advice, training and expertise to airlines, and has contributed to preventing over 30,000 inadequately documented passengers reaching the UK.
- We have radically improved the speed of processing asylum applications. Eighty per cent of asylum applications now receive an initial decision within two months, compared to several months or even years before 1997.
- We have increased the number of failed asylum seekers removed by approximately 75 per cent since 1997. Asylum claims during 2003 were 41 per cent lower than in 2002 and monthly totals are now at a third of the peak levels of Oct 2002.
- Our Highly Skilled Migrants Programme has attracted the best and brightest workers to the UK. The year 2003/04 saw a record number of applicants to the scheme.
- Genuine refugees, who are in particular need of protection, have been brought to the UK direct from West Africa.
- We held the first citizenship ceremonies, helping build a sense of rights and responsibilities amongst those settling in the UK and assisting integration into UK society.

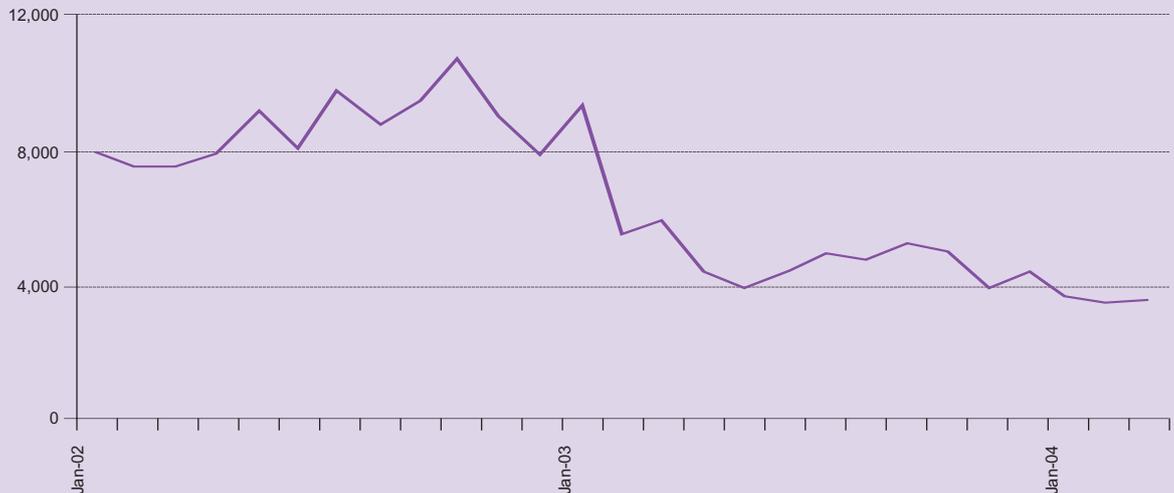
### Top 10 countries of origin of migrants to the UK in 2001

(Source: OECD, 2003)



## Asylum applications received from all source countries

(Source: Home Office)



That balance lies at the heart of the Government's strategy, which was set out in the 2002 White Paper *Secure Borders, Safe Haven* and the Nationality, Immigration and Asylum Act, 2002. There are three main strands:

1. The management of legitimate routes of entry and an international approach to helping genuine refugees worldwide.

2. Robust action to prevent abuse of our immigration laws and the asylum system.

3. Better integration of those accepted for settlement here.

This strategy has already been successful. In particular, our achievements in radically improving our asylum system were, and remain, crucial to providing a coherent overall

### Our strategy has been backed up by new legal powers, for example:

The Immigration and Asylum Act 1999. Measures included:

- introducing a £2,000 penalty on transport companies for each clandestine migrant they brought into the country;
- establishing the power to fingerprint asylum-seekers; and
- giving new powers to immigration officers.

The Nationality, Immigration and Asylum Act, 2002. Measures included:

- significantly streamlining the arrangements for providing support to asylum-seekers, ending automatic support for those who fail to claim asylum at the earliest opportunity and requiring asylum seekers to report regularly or lose their support;
- introducing powers to deport asylum-seekers who commit serious crimes when they have been sentenced to two or more years in custody; and
- improving the appeals system.

immigration system. Abuse of the asylum process undermines public confidence in the system and makes it more difficult for us to protect genuine asylum seekers, something we remain committed to doing. As progress on reducing unfounded asylum claims continues, we will drive savings out of the system and into securing even greater benefits on the full range of immigration and nationality issues.

Our objective is **that migration is managed to benefit the UK while preventing abuse of the immigration laws and of the asylum system.**

This section outlines our overall strategy for developing our approach. In the months ahead, we will set out in more detail the implementation of our recent legislation as well as the use we will make of new technologies.

## 4.2 The management of legitimate routes of entry and an international approach to helping genuine refugees

There will always be gaps in our labour market that cannot be filled by British citizens. Using migration to fill these gaps in a controlled and targeted way is common sense. As we have always said, this is not an alternative to developing our own skills base and the productivity of those already resident in the country, but an essential way of supporting these policies as we engage the drive and enterprise of those who have sought to make the UK their home. That is why the Government will continue to look at how it can refine the current routes of entry, while taking steps to ensure that they are not abused.

- *Work permits to help meet labour shortages:* Work permits need to be issued in the right quantity and in a timely and flexible way to be of maximum benefit to industry. They are applied for by employers and provide a good means of identifying the needs of industry and important public sectors such as the NHS to which our migrant population makes an enormous contribution. Work permits will remain the primary route for labour migration. Smaller schemes for those with high skills or

large amounts of capital to invest in the UK will continue to supplement the work permit system. The Highly Skilled Migrant Programme enables particularly talented people to take up residence in the UK.

- *Worker registration for new EU members:* Migrants from the European Union can bring extra flexibility to our labour market. The Workers Registration Scheme will help us to retain control of managed migration routes in response to inflows of workers from the new EU states.
- *Students at UK institutions:* Foreign students make an important cultural and economic contribution to the UK and encouraging people to come to study here continues to be a priority. But, clearly, we must balance this against potential abuse of the student route, which is why we have taken the steps set out in section 4.3.

### Timely processing of applications for managed migration routes

A professional service in processing applications is important for everyone applying to come to the UK to work or study. Over the last five years we have significantly improved the service we offer, and applications generally now take less than a week to process. Over the next five years we will make similar improvements throughout the business, introducing minimum standards of speed and service. We will support this by continuing to develop the approach to charging for applications, which already raises over £80 million each year towards the cost of managing migration.

### Helping genuine refugees

We are committed to ensuring that the UK helps to meet the needs of refugees around the world. We need to work with partners to find solutions to the challenges of refugee flows worldwide, in order to counter the pressures which lead to illegal migration. We have also recently begun a scheme to resettle a number of people identified by the United Nations High Commission for Refugees as eligible for refugee status.

### 4.3 Robust action to prevent abuse of the asylum system and illegal immigration

#### Managing migration carefully

The vast majority of people who migrate in and out of Britain do so in accordance with the rules. However, there are examples of abuse, both by people coming in covertly or falsely claiming to be fleeing persecution, and by those exploiting particular routes into the country. This abuse unfairly tarnishes the genuine migrant, skews the debate and brings the system into disrepute.

The traditional approach to tackling immigration abuse has focused on visa regimes and border controls. The Government is already highly selective about who is allowed in to the UK to work, study or settle. It refused entry clearance to almost 222,000 people in 2002, more than three times as many as in 1992. The effective use of pre- and on-entry controls remain important elements of our approach. However, with over 12 million non-European Economic Area nationals arriving through our ports and airports in 2003, and criminal organisations using increasingly sophisticated techniques, a more comprehensive approach is required.

Our strategy is to build on our success in dealing with asylum and to tackle abuse across the full range of migration routes. This will involve drawing on intelligence, the experience of front-line staff and information from across the system to allow resources to be accurately targeted at potential abuse.

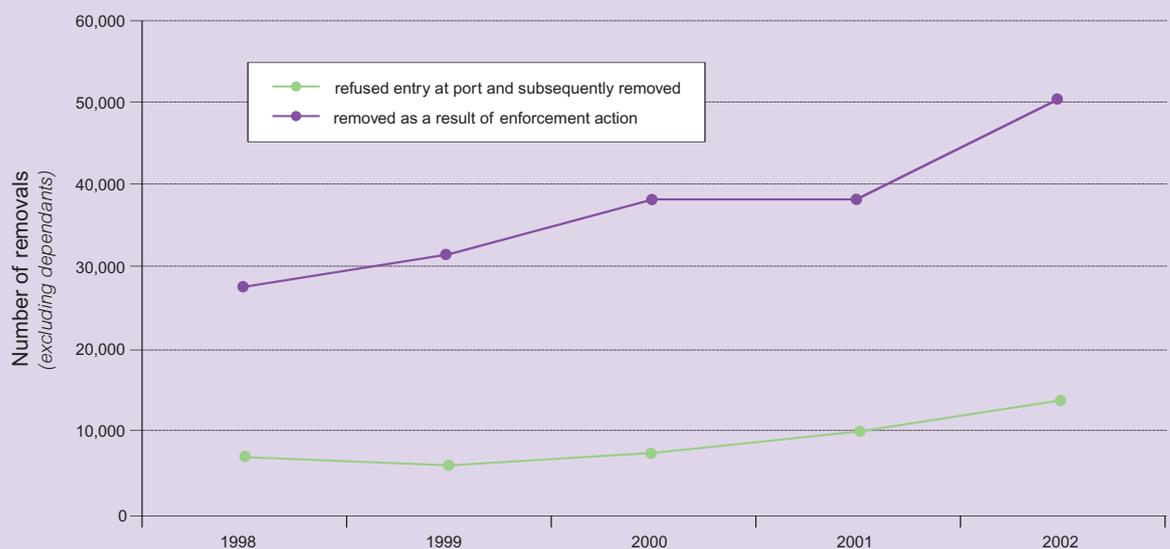
#### Controls at our borders

##### *New electronic tracking systems and detection technologies*

UK immigration control staff are increasingly checking travellers' documents before they reach the UK, by moving controls to ports in France and Belgium. Extended visa regimes, including requiring some of those travelling through the UK en route to other countries to hold a visa, will improve our regulation of entry into the UK. The Airline Liaison Officer network will continue to help reduce the number of people attempting to travel to the UK using false documentation, avoiding the difficult process of returning people who do not have a legitimate right to be in the UK. We are also working with Her Majesty's Customs and Excise and police in a new way to provide a more integrated system of control.

We plan to invest in a major new system for tracking travellers' entry and exit at borders, using the information collected by airlines and

#### Migration enforcement activity (Source: Home Office)



### Securing our borders with new technology

Detection technology plays a significant role in protecting border security. Technology-based search procedures include:

- CO<sub>2</sub> detectors
- Gamma scanners
- Passive millimetric wave imagers
- Heartbeat detection equipment.

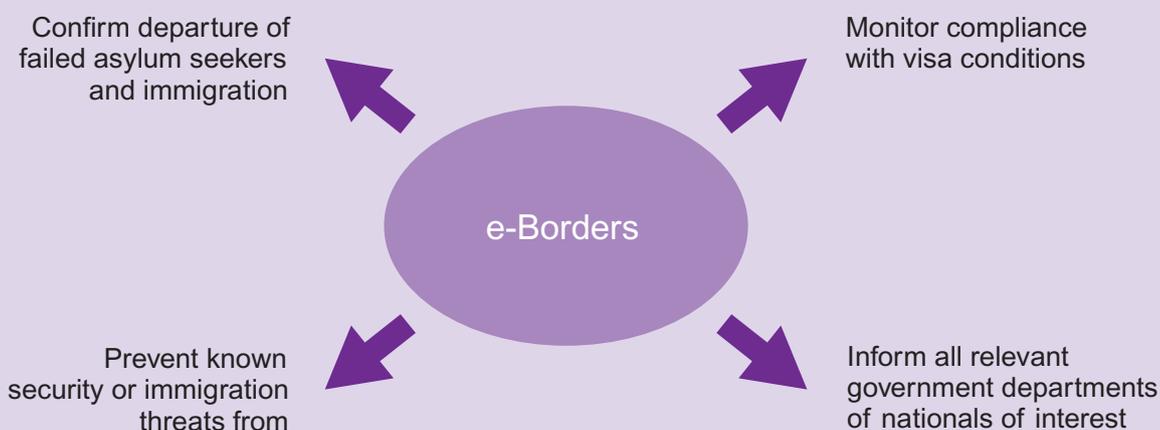
This 'technology toolbox' provides an effective and efficient solution to the identification of would-be illegal migrants concealed in freight vehicles. It also helps to reduce the risk of serious injury or death for those concealed in freight vehicles.

ferry companies. This system – e-Borders – will begin to identify people who have boarded transport destined for the UK, check them automatically against databases of individuals who pose a security risk, and keep a simple electronic record of entry into the country. The system would also enable us to keep track of people leaving the UK, helping to identify those who overstay.

We also plan to continue investing in new detection technology to detect those trying to enter covertly, such as in the backs of lorries. We are working with port authorities in continental Europe to search freight vehicles before embarkation to the UK.

### Swifter, more robust processing of asylum applications

Long periods of waiting for asylum decisions cause problems for everyone. Applicants are in a state of uncertainty over their future, and taxpayers may be paying for housing and welfare benefits even if there is no valid claim. And the longer the decision takes to be made, often the more difficult it may be to effect removal. We have already taken steps to address these problems. For 80 per cent of applicants, the time taken to make a first decision has been dramatically shortened to less than two months. This sends a clear signal to those who wish to abuse the system that unfounded claims will be swiftly rejected. Over the next five years, we will build on this success by:



### From claim to removal in one month - Harmondsworth Fast Track

Based at the removal centre near Heathrow, Harmondsworth Fast Track quickly became embedded in our asylum strategy after it began in April 2003. Fast Track cases go from claim to removal in a month, including any appeal. Ninety-eight per cent of decisions are upheld at appeal and over 50 per cent of those who have entered the Fast Track have already been removed.

Cases are referred to the Fast Track if they appear suitable after initial screening. All claimants have access to a legal representative via a duty solicitor scheme. Also, the immigration adjudicator has the power to move an appellant from the jurisdiction of the Fast Track into the mainstream appellate system.

There is a sharp focus on high-quality decision making with, where possible, the same caseworker following an applicant from interview through decision and presenting at appeal.

- Dealing with claims even more quickly – through fast-tracking processes and using accommodation centres, so that decisions are made before asylum seekers enter UK society.
- Speeding up appeals – final decisions can still drag on for months if applicants appeal. We intend to speed up this process. The Asylum and Immigration (Treatment of Claimants, etc.) Bill will unify the appeals structure to create a system focussed on fairness, speed and finality.
- *Illegal working*: We will continue our important work of disrupting illegal working, including where it has links to organised crime. Close collaboration with other government bodies and agencies, through sharing relevant data and by joint operations to disrupt and counter illegal activity, will be the key to our success. For example, in one successful operation between the end of November and mid-December 2003, immigration officers from Boston assisted the Department of Work and Pensions fraud investigators from their Agricultural Investigation Team by conducting joint visits to fourteen farms and packhouses. A hundred and twenty-one illegal workers were detected by the Immigration Service and the Department of Work and Pensions found 167 people who were wrongly in receipt of benefits.

### Controls within our borders

*Improved enforcement within the UK – ID cards, disrupting illegal working and countering visa abuse*

Our enforcement effort does not stop at the border. By developing internal controls we will ensure that visitors are not able to switch from legal routes to work illegally or access public services if they do not have permission to do so.

- *Marriage*: We are developing robust controls to counter bogus marriages with the requirement that all marriages involving non-EEA nationals must give prior notice at certain designated offices and must gain an official Home Office status certificate to confirm eligibility to marry.
- *Students*: The new student taskforce has so far visited around 600 colleges about which we had suspicions. Where these suspicions have been confirmed, visa applications from the colleges concerned are now being refused. A registration scheme is being established for genuine institutions and will be in operation by the end of the year. No student visas will be issued for colleges that are not on the register. We are discussing with the education sector how best to implement arrangements for ensuring we can identify overseas students who fail to join or who drop out of a course.

A fundamental challenge to the enforcement of immigration regulations is effectively establishing people’s identity and their rights to work and to access public services. The introduction of ID cards therefore supports our immigration enforcement capability, as well as contributing to the wider crime reduction strategy. Developing ID cards is a major long-term project we plan to introduce there by 2008.

**Removals and prosecution**

We will make our enforcement to remove those in the country illegally even more effective – including against those whose visas have expired or those working illegally – and will step up our efforts to prosecute people who employ illegal immigrants. We will enhance the expertise and strength of the Immigration Service, so that they are less reliant on the police in the enforcement of immigration laws. At the same time, we will strengthen collaboration between the Immigration Service, police and workplace inspectorates from the Health and Safety Executive, Department of Work and Pensions, Her Majesty’s Customs and Excise, Inland Revenue and Department of Trade and Industry.

We will also continue to work with international partners to develop bilateral returns agreements, helping to speed up the removals process.

**Falling costs**

Falling asylum intake will free up resources in terms of both asylum support and operational costs. There will be a time lapse before the benefits of a reduction are fully reflected in lower costs, because support is provided to existing as well as new asylum seekers. Nevertheless, we will look to deliver these savings by ensuring that those not entitled to receive support are denied it as soon as possible. As a consequence of the measures we are taking, we expect asylum support costs to come down by £450 million over the next five years and we will continue to look at driving efficiency out of all parts of the system so we can focus resources on front-line delivery.

**4.4 Undermining organised crime: maintaining a momentum**

Work on countering organised immigration crime underpins our end-to-end strategy for managing migration and asylum. We will reduce the attractiveness of the UK for illegal

**Project Reflex: Working together to beat organised crime**



immigrants by removing the criminals' market – globally, organised immigration crime is worth an estimated £6 billion in profits.

Project Reflex harnesses the combined power of the National Criminal Intelligence Service, the National Crime Squad, the Immigration and Nationality Directorate, the security and intelligence agencies, the Passport Service, police forces and government departments, such as the Crown Prosecution Service, the Home Office and the Foreign and Commonwealth Office. The core aims of Reflex are to raise the risks that the criminals must take, render their illegal businesses unprofitable and reduce the opportunities for them to exploit communities.

Led by intelligence, Reflex will continue to target criminal groups involved in the volume facilitation of illegal migrants, human trafficking and the exploitation of the illegal population in the UK. Reflex aims to disrupt illegal operations at source and at transit points, establishing a network of overseas officers to build up intelligence on key points, and conducting joint operations with EU partners and other countries.

## 4.5 Integration and citizenship

### Enhanced integration of those accepted for settlement here

Immigrant cultures have enriched our society throughout its history, and it is important that they continue to do so and that immigrants

feel welcomed and part of the UK. Part of the Government's wider agenda is the promotion of socially cohesive communities. We have a crucial role to play in facilitating the integration of migrants, both short- and long-term, including those granted refugee status.

We have introduced citizenship ceremonies for those settling in the UK, as a way of publicly celebrating this important milestone in the lives of Britain's new citizens. On a practical level, we are developing a programme of citizenship studies. This will benefit both new legal migrants and others who have been here for some time and want to learn more about the country they have adopted. A *Living in Britain* handbook is already being prepared, and we will also publish a shorter version aimed at meeting the immediate integration needs of newcomers.

At the same time, we must consider how we can better prepare people living here already to welcome migrants. We will expand the material about different cultures in the existing schools citizenship curriculum and make it more widely available. The acquisition of English greatly helps the successful integration of migrants in the economy and society. The Department for Education and Skills will review the provision of English Speakers of Other Languages tuition later this year, including looking at support for immigrants. We will encourage the development of courses which use citizenship materials to teach English.

#### A letter from a refugee

'Fabian' was desperate to escape from oppression in the Congo. He was 29 when he was granted asylum in the UK. He was unemployed for over six months until he was able to get on a language course. Here is an extract from his letter to the refugee integration organisation that provided him with some of the skills he needed to get a job in this country.

"Following my Jobcentre advice, I attended some free English courses to improve my little knowledge while searching for a suitable job for me. That programme was fantastic because I didn't feel alone any more in the English way of life. I mean by that learning language and culture I started to feel more English than the English people!

"The most exciting thing was after three weeks of six, I felt more confident and I started filling forms and going from interview to interview. It was not very easy but I owe thanks to the people who gave me lot of encouragement. The result was I got a nice job. After three years, I was promoted to Assistant Supervisor as a reward for my involvement in the work."

**A new ceremony for Britain’s new citizens**

The first Citizenship ceremony to be held in the United Kingdom took place in the London Borough of Brent on 26 February 2004. It brought to reality the Government’s proposal, introduced in the 2002 White Paper *Secure Borders, Safe Haven*, to enhance the experience of becoming a British citizen. The intention behind the ceremonies is to provide a focus for welcoming new citizens and helping them gain a fuller appreciation of the rights and responsibilities of British citizenship.

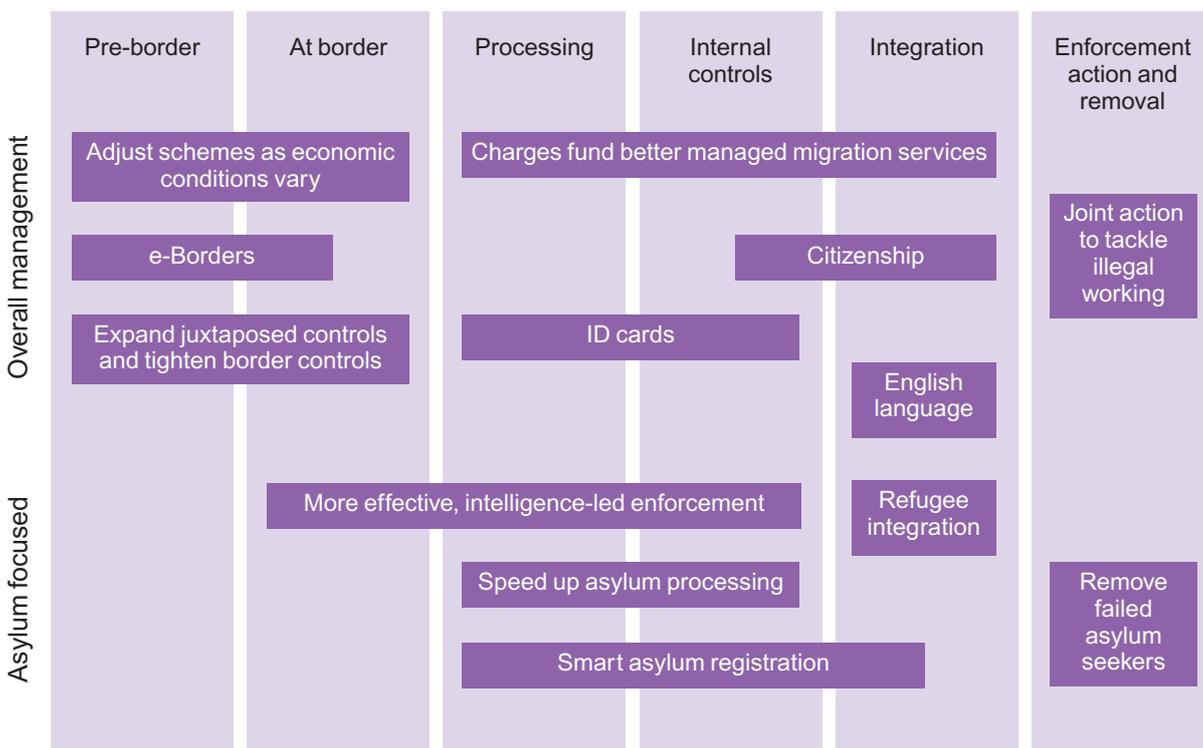
The requirement to participate in a ceremony before citizenship is conferred came into force on 1 January 2004. The Home Office and Local Authorities have worked together to deliver ceremonies which, in most parts of the United Kingdom, will be conducted by Registration Officers.

Further ceremonies have since been held in towns and cities across the country. New citizens are giving positive feedback, saying that they enjoyed the experience and welcomed the opportunity to celebrate publicly an important day in their lives.

We also intend to pilot new personal assistance programmes to refugees in the first month after refugee status is granted, helping them to enter employment and to use public services effectively. We are also planning to introduce a new Refugee Integration Loan, to reflect the partnership between society and its new citizens in helping them to integrate both economically and socially.

This is a two-way deal. We will continue to assist those who come and contribute the skills we need for a successful economy, but there are

responsibilities as well as rights that come with British residency and eventually citizenship. There is the obligation to respect our laws, and to reject extremism and intolerance. There will be no place for those who incite hatred against the basic values that this country stands for and we will continue to take firm action against those who abuse the privilege of British citizenship to do so. There is also the obligation to pay taxes and pay one’s way. The Government will offer support such as healthcare and other essential services to those who are legally here but will not tolerate those who treat the UK as a soft touch.



Milestones	
<b>04/05</b>	<ul style="list-style-type: none"> <li>• Monthly asylum intake reduced to below 3,000</li> <li>• Streamlined processing and Fast Track system rolled out</li> <li>• Final development on border control measures; juxtaposed controls; new detection technology; and Airline Liaison Officers</li> <li>• New legislation implemented</li> <li>• Introduction of register of accredited educational institutes for which foreign students can be granted a visa to study</li> <li>• Introduction of Home Office status certificates to confirm eligibility to marry for non-EEA nationals</li> <li>• Introduction of list of district offices at which marriages to non-EEA nationals may take place</li> <li>• More co-operation to intercept migrants outside the UK by increasing the number of disruptions of organised criminal groups</li> <li>• Closer working with source countries to tackle the refugee problem</li> </ul>
<b>05/06</b>	<ul style="list-style-type: none"> <li>• Begin implementing e-Borders</li> <li>• Optimised impact of contact management to target fraud and assist removals</li> <li>• Maximise removals to countries of origin/safe third countries</li> </ul>
<b>06/07</b>	<ul style="list-style-type: none"> <li>• Greater co-operation with other countries to intercept migrants outside UK borders</li> <li>• Improvement in customer service throughout asylum and immigration systems</li> </ul>
<b>07/08</b>	<ul style="list-style-type: none"> <li>• We plan to have introduced ID cards by 2008</li> <li>• Managed migration process becomes completely self-financing and offering economic benefit</li> </ul>



## Section 5

### Transforming the Home Office

#### By 2008, the Home Office will:

- i Have modernised its major operating businesses – the police, correctional services and the Immigration and Nationality Directorate;
- ii Have a more effective and smaller headquarters function;
- iii Have strengthened its partnerships with delivery agents and other stakeholders at international, European, national, regional and local levels;
- iv Be spending £2.8 billion a year more on its public services; and
- v Be improving value for money to the taxpayer and citizen by 3% a year in its big operating businesses.

#### 5.1 The Home Office Group

This section describes the Home Office Group and how it is transforming itself in order to deliver the commitments outlined in this plan.

It is the task of the Home Office Group to build a foundation of security, public order and stability as a basis for trust and confidence which individuals and communities need to fulfil their potential.

The Home Office Group is complex, with a central departmental headquarters and several major operating businesses. They are united not just by common Ministers and senior management - with the common accountabilities that brings - but by a coherent set of objectives to which all the businesses contribute. Reducing crime and fear of crime is the central purpose of the police, prisons and probation, but the immigration service also plays a vital role particularly in combating organised crime and terrorism and in promoting cohesive communities and active citizens. Similarly, our work to promote cohesive communities, race equality and the successful

integration of legal migrants contributes in the longer term to reductions in insecurity and fear.

In all our work we have both to make the enforcement of our laws and borders more effective and to build active and cohesive communities.

The operating businesses are:

- The police service, comprising 43 local police authorities and forces, and a number of national agencies;
- The prison and probation services, which are being reformed into the new National Offender Management Service;
- The Youth Justice Board;
- The Immigration and Nationality Directorate;
- The Forensic Science Service;
- The UK Passport Service;

- The Criminal Records Bureau; and
  - The Criminal Injuries Compensation Authority.
- The Home Office Group also has a wide range of broader relationships - with other government departments, local authorities, the voluntary and community sector, and with communities more widely.

## Home Office objectives and public service agreements (PSAs)

### Objective I: People are and feel more secure in their homes and daily lives.

**PSA 1. Reduce crime by 15%, and further in high crime areas, by 2007-08.**

**PSA 2. Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System without compromising fairness.**

### Objective II: More offenders are caught, punished and stop offending, and victims are better supported.

**PSA 3. Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007-08.**

### Objective III: Fewer people's lives are ruined by drugs and alcohol.

**PSA 4. Reduce the harm caused by illegal drugs (as measured by the Drug Harm Index encompassing measures of the availability of Class A drugs and drug related crime) including substantially increasing the number of drug misusing offenders entering treatment through the Criminal Justice System.**

### Objective IV: Migration is managed to benefit the UK while preventing abuse of the immigration laws and of the asylum system.

**PSA 5. Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.**

### Objective V: Citizens, communities and the voluntary sector are more fully engaged in tackling social problems and there is more equality of opportunity and respect for people of all races and religions.

**PSA 6. Increase voluntary and community engagement, especially amongst those at risk of social exclusion.**

**PSA 7. Reduce race inequalities and build community cohesion.**

The Home Office must also continue to maintain performance on ensuring that: our communities are better protected against terrorism, custodial and community sentences are more effective at stopping offending, and that prisons maintain the exceptionally low level of escapes.

The links between the Policing Performance Assessment Framework (PPAF) and the PSAs, and the police performance improvement in PPAF indicators implied by the PSAs, are set out and reported on in the National Policing Plan.

## 5.2 Transforming the Home Office

To make the progress outlined in this plan, the Home Office Group is making a number of major reforms to the way it works in the headquarters, in its operating businesses and with the community.

These include, as described in Section 2:

- Reforming the police, including through a new approach and increased focus on neighbourhood policing, by establishing a National Policing Improvement Agency and by creating the new Serious Organised Crime Agency.
- Working collaboratively with the other criminal justice system departments and agencies to create a modern and efficient criminal justice with modern IT infrastructure, where collaborative working and customer service will become second nature. This work is led by the Office of Criminal Justice Reform which is jointly accountable to the Home Office, the Department for Constitutional Affairs and the Crown Prosecution Service.
- Bringing together prisons and probation to manage offenders throughout their sentence through a new National Offender Management Service.
- Expanding the Criminal Justice Interventions Programme so that all problematic drug users who come into contact with the Criminal Justice System in the sixty-six highest crime areas will be actively and individually case-managed from arrest onwards.

As described in Section 3:

- Introducing ID cards to safeguard citizens' identity and improve access to public services, while cutting identity fraud and combating illegal immigration, illegal working, organised crime and terrorism.
- Reforming charity law to provide a clearer definition of charity to reinforce the purpose of charities as for public benefit and reduce bureaucracy and legal obstacles for charities.
- With the Department of Trade and Industry, Department for Work and Pensions and Department for Constitutional Affairs, establishing a new Commission for Equality and Human Rights.

As described in Section 4:

- Reforming our Immigration and Nationality Directorate including new electronic border control systems and detection technologies, working with Customs and Excise and the police in a new way, swifter and more robust processing of asylum applications, and a professional service in processing applications for managed migration.

And, as described in this section:

- Reforming the Home Office headquarters; and
- Streamlining our relationships with key local areas.



### 5.3 Reforming the Home Office headquarters

We will reform our headquarters, making sure that it can anticipate new challenges and provide high quality, strategic leadership for our business. As explained further in Section 5.5 below, we will reduce the size of our headquarters and establish clearer relationships with our operating businesses and frontline agencies.

We are streamlining the departmental headquarters and reducing staff numbers by 30% in order to focus resources on the frontline. We are committed to similar reductions in the headquarters of corrections and the Immigration and Nationality Directorate.

Much of the reductions will come from exploiting better technology to streamline back office functions including through the use of shared service centres. But we also plan to streamline our relationships with frontline services - reducing the bureaucratic burden on them will also reduce the work at headquarters.

Within the reduced staff totals however we will strengthen:

- our use of the knowledge base to set the strategy, priorities, objectives and resource allocation for the Home Office Group;
- our monitoring and management of performance against the Group's key outcomes and targets;
- the provision of professional leadership on financial management, procurement and project management; and
- science planning, strategy, quality assurance and horizon scanning (see box on next page).

### 5.4 Working in partnership

The Home Office will deepen its partnerships with delivery agents and other stakeholders, at international, European, national, regional and local levels.

In an increasingly interconnected world, we will step up our work with others to combat the threats of crime, drug use and terrorism which transcend national borders.

### Science, technology and research in the Home Office

Recent developments in the Home Office's approach to science, technology and research management in the Home Office include the appointment of a Chief Scientific Advisor and the creation of a Home Office Science and Technology Reference Group of eminent independent scientists. Building on this, the Home Office will, over the years through to 2007-08, be putting in place an integrated approach to managing investment in science and research by creating an overarching science and technology strategy.

This strategy will include: establishing a central mechanism for science planning, strategy, quality assurance and horizon scanning; restructuring and strengthening the Police Scientific Development Branch to become the Home Office Scientific Development Branch; a department-wide science and technology unit; and strengthening cross-departmental science links to ensure high standards and appropriate cross-departmental working on delivery issues such as CBRN, drugs and youth justice. The Research, Development and Statistics Directorate will be restructured to create flexible high quality social research and analysis teams fully integrated into and line managed by delivery areas but with the Chief Scientist responsible for quality assurance, professional development and training, driving up skills levels and maintaining a group-wide strategic focus for Research and Development.

Key science and technology priorities over the plan period include:

- the development of a coordinated cross-departmental programme to develop the evidence base to deal with CBRN risks and other aspects of the coordinated deployment of biometrics;
- the greater use of effective technologies for policing, such as tracking and surveillance technologies, and non-lethal technologies for police protection;
- targeted higher quality evaluations and modelling work to enhance and assess the efficiency and effectiveness of various Criminal Justice System agencies and interventions;
- the evaluation of effective drug treatments; and
- strategic research looking at crime, offenders brought to justice, longitudinal analysis of refugees and other recent migrants, and research to support civil renewal and increasing volunteering

### The Home Office and the European Union

Our work with the European Union includes:

- i. Reducing the threat of terrorism, by promoting practical co-operation such as better information sharing on threats;
- ii. Promoting intelligence led police co-operation to combat organised crime and boost agreements which enable cross-border crimes to be successfully prosecuted;
- iii. Improving the management of migration and reduce abuse of immigration and asylum systems, such as through more secure travel documentation to reduce fraud and jointly working with countries from where many immigrants originate;
- iv. Helping build safer, stronger communities across Europe, such as by sharing lessons from crime reduction programmes and better sharing of information which can help protect children from sex offenders.

As we set out in Section 4, we will continue to establish immigration controls beyond our borders, to turn away those without a right to come to the UK. Alongside better controls, we will strengthen agreements with source countries to return more easily people found to be illegally living or working in the UK or whose asylum applications have failed. To achieve these goals we will work more closely with UK Visas and the Foreign and Commonwealth Office who are joining the Ministerial Supervisory Board which oversees our immigration and nationality operations.

As we set out in Section 2.11, we will work with partners across the world to prevent the causes of terrorism and respond to terrorism threats.

At national level, we will strengthen our partnerships with other government departments. Five of our seven Public Service Agreements (PSAs) have joint elements:

- PSA 2 on reassurance and PSA 3 on justice are joint between the Home Office, the Department for Constitutional Affairs and the Crown Prosecution Service. The collaborative relationship between the three Criminal Justice System departments has been strengthened further by the creation of the trilateral Office of Criminal Justice Reform;
- Home Office work on PSA 4 (drugs) is supported by the Department of Health, the Department for Education and Skills, Customs and Excise and the Foreign and Commonwealth Office.
- The Home Office and Department of Constitutional Affairs jointly own PSA 5 on asylum and migration, and manage their work together via a joint Supervisory Board which also includes the Foreign and Commonwealth Office.
- PSA 6 (voluntary and community engagement) and PSA 7 (reduce race inequalities and build community cohesion) are Home Office led targets which are part of broader cross government strategies.

At regional and local level, we are determined to streamline our relationships with frontline services and reduce the bureaucratic burden we impose on them. For example, the Home Office and Office of the Deputy Prime Minister are drawing together different funding streams into a combined Safer and Stronger Communities Fund to address liveability issues, including tackling anti-social behaviour and disorder, improving public spaces, reducing crime, and empowering communities. This Fund will be

### **Delivery Managers – streamlining our relationships with key local areas.**

Our new Delivery Managers will collaborate with people in local agencies to develop a coherent, integrated approach to the Home Office's relationship with front-line services. They are senior staff members, with the right skills and knowledge to drive fundamental change in the way we do business. Furthermore, because our Delivery Managers will be based in the local communities they serve, they will be able to identify issues of local importance very quickly and to ensure that they receive the right level of attention within the Department.

In two of the four areas where delivery managers are working – Bradford and Hammersmith and Fulham – agreements have been signed to simplify funding and offer increased flexibility. As a result, our partners can focus their efforts and resources more directly on the issues that matter most to local people. Targets for reductions in violent crime and anti-social behaviour, and improved community cohesion have been agreed in Bradford. In both areas, the Home Office will work in partnership with the police, local authorities and other partners to improve community engagement.

Delivery Managers will be in place in six more local areas by the end of 2004.

distributed and monitored via the Government Offices for the Regions into which the Home Office regional staff are now integrated.

Our aim, particularly in the key deprived areas, is to move from a relationship based on standard national guidelines, overlapping plans and bidding rounds for separate funds; to multi-year funding and tailored agreements which reflect local as well as national priorities. As a step towards this, we have now appointed senior Local Delivery Managers in four areas – Manchester and Salford, Nottingham, Bradford and Hammersmith and Fulham. They are already working with local agencies on more effective approaches across the Home Office's range of responsibilities.

## 5.5 Resources and value for money

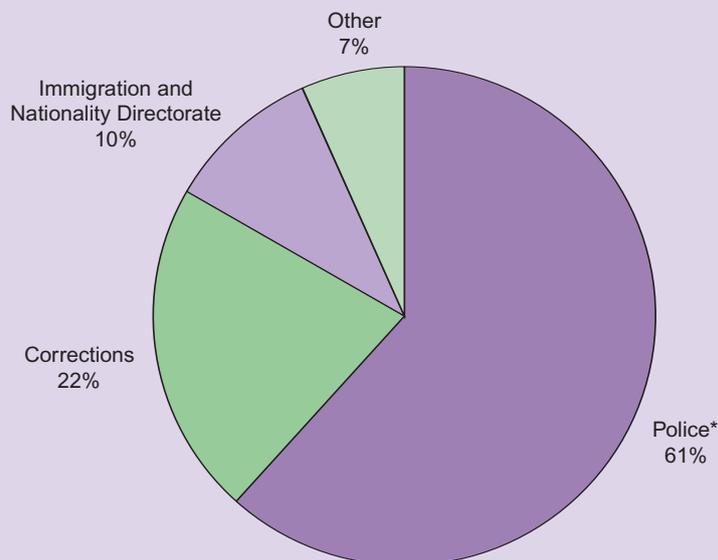
The government is providing the Home Office Group with a total of £17.3 billion for 2004-05. Over 90 per cent of this expenditure goes on the major businesses – police, corrections (the National Offender Management Service and the Youth Justice Board) and the Immigration and Nationality Directorate.

Since 1997, government expenditure on the Home Office Group as a whole has grown by around half in real terms.

By 2007-08, the Home Office Group will be spending £2.8 billion a year more on public services than at present. But we will also be increasing value for money across the whole of our business. Those improvements will be worth at least £1.97 billion a year by 2007/08.

### Home Office Group Resource Budget 2004-05

£16.8 billion (excludes capital and includes depreciation)



\*This comprises central government resource provision for the police, including the part which is on the budgets of the Office of the Deputy Prime Minister and the National Assembly for Wales.

That involves making value for money improvements of 3% a year in our major businesses – police, corrections and the Immigration and Nationality Directorate. Half of those improvements will be cash-releasing, whilst the other half will represent improved effectiveness. For example, in improving police effectiveness more officer time will be spent on frontline policing – time equivalent to at least 12,000 new officers.

We will also reduce asylum support costs by about £450 million a year by 2007/08.

As part of making our headquarters more effective, we are reducing staff numbers by 2,700 full-time equivalents by 2007/08. This will free up around £100 million in real terms to be spent on the frontline rather than in the headquarters. More cost-effective provision of group support and better-managed procurement of goods and services are expected to yield further substantial savings both in the headquarters and across the Group.

We are also planning, subject to a sound business case, to relocate up to 2,200 headquarters staff out of London and the South East.

**Real government expenditure on the Home Office Group**

(1996-97 = 100)







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