



HM Government

Serious and Organised Crime Strategy

October 2013

Introduction

1.1 This pamphlet provides a high level summary of the new Government strategy to deal with the challenges we face from serious and organised crime. The strategy is published to coincide with the launch of the new National Crime Agency (NCA) and is the product of extensive consultation with law enforcement agencies, the intelligence agencies, local authorities, the private sector and academia. It reflects changes to the threats we face and the lessons we have learned from our previous work.

1.2 The full strategy is available online at www.gov.uk/government/publications/serious-organised-crime-strategy and hard copies through the Home Office.¹

1.3 Organised crime includes drug trafficking, human trafficking, and organised illegal immigration, high-value fraud and other financial crimes, counterfeiting, organised acquisitive crime and cyber crime. The strategy also

deals with serious crime which demands a national coordinated response, notably other fraud and child sexual exploitation.

1.4 Organised crime is a threat to our national security. It costs the United Kingdom at least £24 billion each year, leads to loss of life and can deprive people of their security and prosperity. Crime groups intimidate and corrupt and can have a corrosive impact on our communities. Cyber crime undermines confidence in our communications technology and online economy. Organised immigration crime threatens the security of our borders. We regard human trafficking as a pernicious form of modern slavery. Financial crime can undermine the integrity and stability of our financial markets and institutions.

1.5 Overseas, organised crime undermines good governance and the stability of countries of strategic importance to our national security. Organised crime groups overseas

¹ OCStrategy@homeoffice.gsi.gov.uk

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can facilitate or engage in terrorism.

1.6 The aim of the strategy is to substantially reduce the level of serious and organised crime affecting the UK and its interests.

Our approach

1.7 Our serious and organised crime strategy uses the framework we have developed for our counter terrorist work and has four main objectives:

- **PURSUE:** prosecuting and disrupting people engaged in serious and organised criminality;
- **PREVENT:** preventing people from engaging in serious and organised crime;
- **PROTECT:** increasing protection against serious and organised crime;
- **PREPARE:** reducing the impact of this criminality where it takes place.

1.8 The strategy lists our strategic objectives under each of the four areas of work. We need to meet these objectives to achieve our aim. The strategy also identifies many of the projects and programmes relevant to each objective. More details about the projects and programmes will also be available from responsible departments or the Home Office coordination team in the Office for

Security and Counter Terrorism (OSCT)².

1.9 Our immediate priority is the work set out under Pursue to prosecute and relentlessly disrupt serious and organised criminals and reduce the threat they pose.

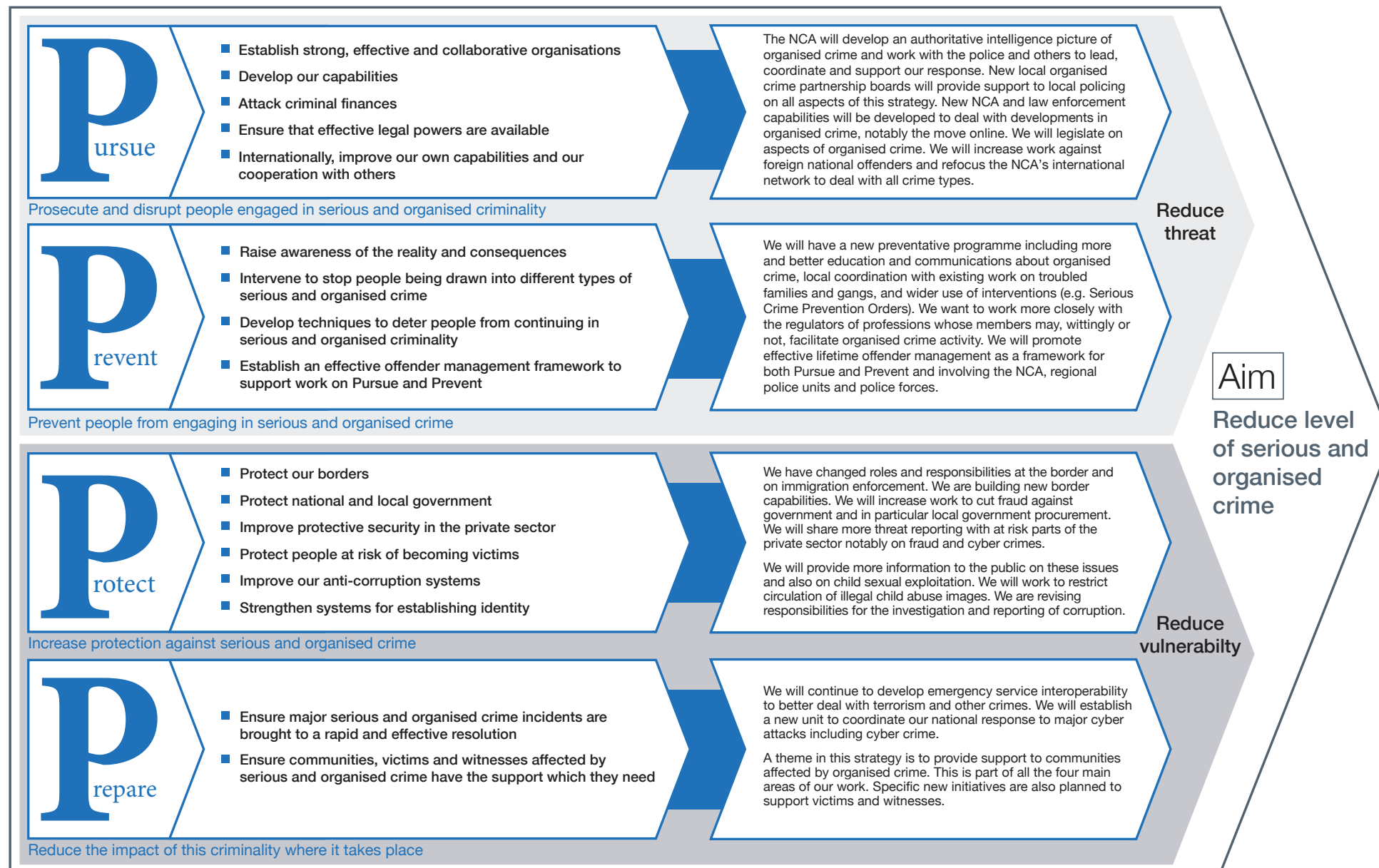
1.10 Like other threats to our national security, serious and organised crime requires a response across the whole of government, close collaboration with the public and with the private sector and with many other countries.

1.11 The diagram on the following pages illustrates the four parts of the strategy, the strategic objectives for each one and provides a short description of some of the associated programmes. Tactical objectives (e.g. priority crime groups) will be set by the NCA with law enforcement counterparts.

1.12 A full list of the departments and agencies responsible for dealing with organised crime is at Annex A.

² OCStrategy@homeoffice.gsi.gov.uk

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PURSUE

1.13 We are building organisations with new roles and responsibilities to deal with serious and organised crime. They will have new capabilities. We want to see more cross-government collaboration at every level. We are also making changes to our legislation to make our powers more effective. We are reshaping our international work to reflect the changes in the threats we face.

1.14 The NCA will formally begin work in October 2013. It will develop and bring together intelligence on all types of serious and organised crime, prioritise crime groups according to the threats they present and, in conjunction with police forces lead, coordinate and support the operational response.

1.15 Police forces will continue to conduct most law enforcement work on serious and organised crime. They should be supported by new local organised crime partnership boards, including local authorities and agencies, to ensure all available information and powers are used against this threat. These local partnerships will be informed by new serious and organised crime local profiles. Police and crime commissioners will be involved in this work.

1.16 We will continue to build police Regional Organised Crime Units (ROCUs) in England and Wales. These units also need to be supported by better data-sharing between government departments and agencies. We will expand the existing Government Agency Intelligence Network (GAIN) for this purpose.

1.17 Developments in organised crime, notably the emergence of cyber crime, mean that we need to continue to improve the NCA and police capabilities. Funding has been made available for this purpose, within England and Wales. We want to see much more sharing of capabilities between the police networks which deal with organised crime and terrorism.



1.18 We will amend existing legislation to seek to create new powers to seize criminal assets.

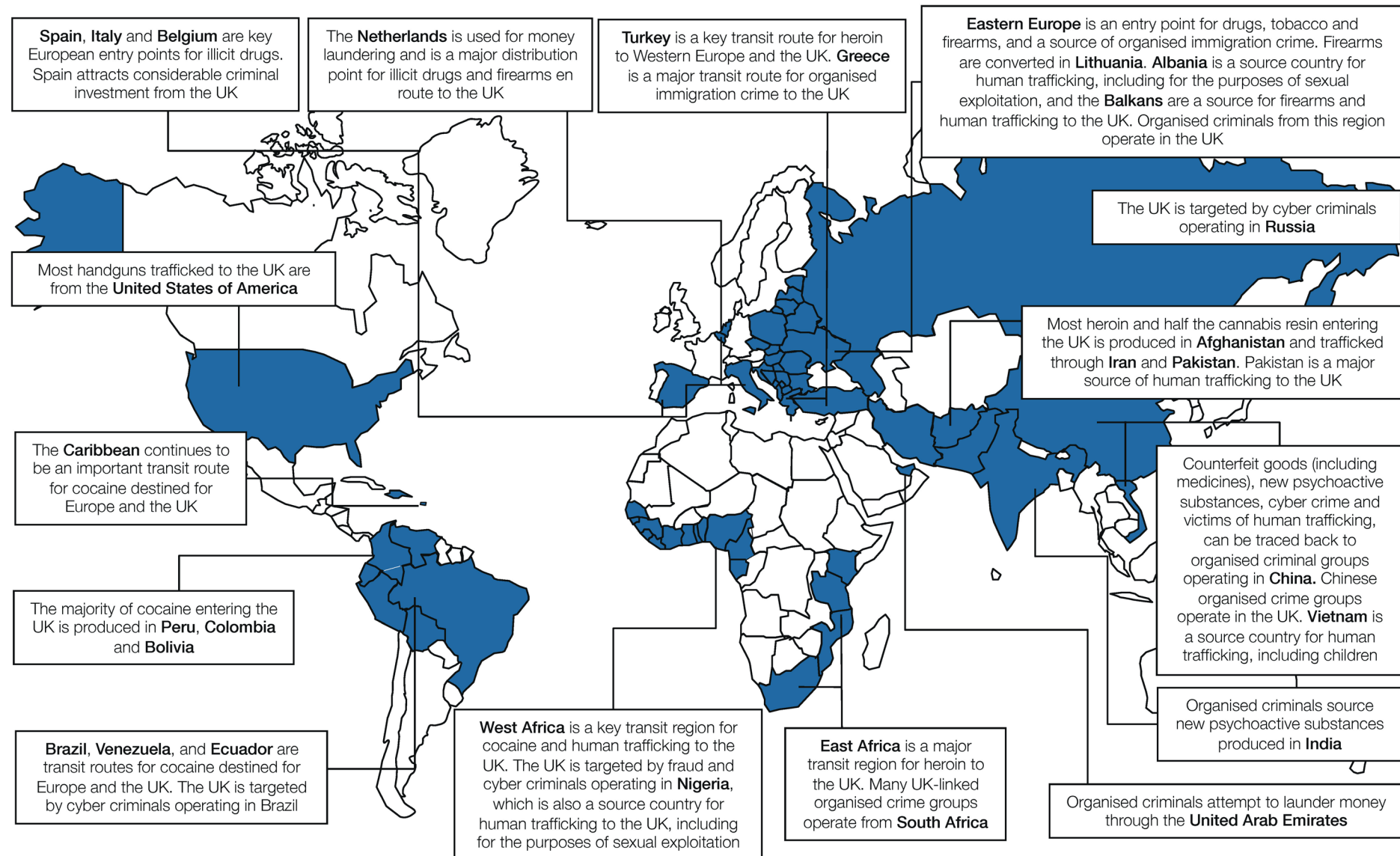
We will also take measures to better deal with people who actively support and benefit from serious and organised crime. We will legislate to deal with the challenge of modern slavery.

1.19 We will restructure our overseas crime fighting network to deal with all the crime types which now fall to the NCA, including child sexual exploitation and cyber. We will increase our effort to disrupt the significant amount of organised crime which is conducted by foreign nationals in this country. We will continue to build the capacity of third countries where organised crime has a direct impact on our own security.

1.20 Success in Pursue will mean that:

- at home, relentless disruption of serious and organised crime and the prosecution of those responsible reduces the threats we face;
- overseas, better international collaboration drawing on wider resources more effectively disrupts global organised crime.

Serious and Organised Crime Overseas



PREVENT

1.21 We will create a programme to stop people beginning or continuing to engage in serious and organised crime. This is Prevent. It needs to be coordinated with and draw lessons from our Prevent work on counter-terrorism.

1.22 We will sponsor and create new education and communications programmes to raise awareness of the reality of serious and organised crime, the damage it causes and the consequences for offenders and their families. We will publicise the identities of people convicted of serious and organised crime and our successes in seizing their assets.

1.23 We will use existing programmes (notably programmes for Troubled Families and Ending Gang and Youth Violence) to prevent serious and organised crime.

1.24 We want to see wider use by the NCA and others of Serious Crime Prevention Orders and Travel Restriction Orders and 'cease and desist' notices to better deter people already engaging in serious and organised crime.

1.25 We will have an effective offender management programme for tracking organised criminals into and beyond prison, ensuring the effective management of the threat they pose.



1.26 Success in Prevent will mean that:

- fewer people engage in serious and organised criminal activity;
- we reduce reoffending by people convicted of serious and organised crime.

PROTECT

1.27 Evidence shows that improving physical protection against serious and organised crime can significantly deter and reduce its impact.

1.28 Secure borders are vital to work on organised crime. We have reorganised responsibilities at the border, with the new Border Force and the NCA's Border Policing Command. Major capability programmes are under way.

1.29 There has been success in cutting fraud against the public sector but we need to do more. We want to see more collaboration between law enforcement agencies and local authorities to contain the risk that serious and organised crime might benefit from local authority procurement.

1.30 Containing fraud and cyber attacks against the private sector requires public and private sector collaboration. The new



Counter Fraud Checking Service in the Cabinet Office will bring together known fraud data from the public and private sectors to enable better protection against known fraudsters. The NCA will share information with the private sector about developing threats. We are making further changes to procedures for reporting fraud to the Action Fraud service. We have already introduced a Cyber Security Information Sharing Partnership (CISP) to enable public/private sharing of information about cyber threats.

1.31 The NCA will continue a major education programme to protect potential victims of child exploitation. We are now working on new initiatives to reduce the

availability of illegal images of child abuse circulating online.

1.32 Bribery and corruption are tools of serious and organised crime. We intend to introduce new systems for reporting corruption and the NCA will lead and coordinate work to investigate corruption in the UK. The Home Office will now coordinate domestic policy in this area.

1.33 Serious and organised crime also depends on identity theft and the use of false identities. We need to do more to protect identities and share data about false identities in the UK and beyond.

1.34 Success in Protect will mean that:

- we reduce our vulnerability to serious and organised crime, across government, the private sector and among the public.

PREPARE

1.35 Although we can do much to reduce the threat and our vulnerability, serious and organised crime will happen. We need to ensure that we can deal with it and support people who are most affected.

1.36 Significant improvements have been made in building generic capabilities to respond to civil emergencies and we have a good continuing programme to improve the interoperability of the emergency services. In order to improve the way the UK responds to major cyber attacks, a new national Computer Emergency Response Team (CERT- UK) will be established in 2014.

1.37 Crime creates victims and witnesses. Communities are also affected. Supporting communities is a theme in the strategy and we

want to see harm to communities taken into account in the sentencing of people engaged in serious and organised crime.

1.38 A new Victim's Code will be published late 2013 which sets out the support to which victims are entitled. We are also developing new arrangements to support witnesses with a new Witness Charter and a new UK Protected Persons Service which will overhaul current witness protection arrangements.

1.39 Success in Prepare will mean that:

- major serious and organised crime incidents are brought to a rapid and effective resolution;
- communities, victims and witnesses affected by serious and organised crime have the support which they need.



Implementation

1.40 The National Security Council (NSC), chaired by the Prime Minister, will have oversight of this strategy and take reports on its progress.

1.41 The Home Secretary has direct oversight of the NCA. The Home Secretary chairs a regular Ministerial Serious and Organised Crime meeting.

1.42 OSCT in the Home Office has overall responsibility for coordinating implementation of the strategy and developing an effective performance framework against which progress will be assessed.

1.43 Performance assessment will be based on a set of indicators, including (but not only) prosecutions, other disruption activity, assets and goods seized, recidivism, and removal of foreign national offenders.

1.44 The Director General of the NCA will have Strategic Governance Groups on the principal crime types that are the subject of the strategy. The purpose of these Groups is to monitor and coordinate operational delivery. Implementation requires the collective effort of government

departments and their agencies, law enforcement agencies and the wider public and private sectors.

1.45 Our success will also continue to depend on the quality of our international engagement with our close allies and with multilateral organisations.

1.46 The Home Secretary will receive regular reports on the NCA's performance and progress. We expect police and crime commissioners to scrutinise police forces' performance on serious and organised crime and also support provided to police forces by the local authority. We will publish a report on progress in delivering the strategy every year.

1.47 The Spending Review 2013 set the budget for each government department. The resources allocated to departments reflected the priorities in the Strategic Defence and Security Review. We have allocated funding to maintain and in some cases enhance capabilities to tackle serious and organised crime, while still delivering efficiency savings.

Conclusion

1.48 The strategy is complex and wide ranging. Many agencies and departments are involved (roles and responsibilities are set out below) alongside and in support of the NCA and the police. We intend to track closely the implementation of this strategy: we will publish an annual report on our progress.

Annex A:

Departmental roles and responsibilities for tackling serious and organised crime

Action Fraud: the single point of reporting for fraud and financially motivated internet crime.

Cabinet Office (CO): includes the Office of Cyber Security and Information Assurance (OCSIA) which is responsible for delivery of the National Cyber Security Strategy, coordinates the National Cyber Security Programme and is responsible for the UK's new Computer Emergency Response Team (CERT-UK). The Cabinet Office also includes the Fraud, Error and Debt taskforce which will assume responsibility for the Counter Fraud Checking Service and the National Fraud Initiative.

Centre for the Protection of National Infrastructure (CPNI): protects UK national security by providing protective security advice to organisations, including on cyber security.

Crown Prosecution Service (CPS): prosecutes serious and organised crime cases in England and Wales; also has lead responsibility for the Fraud Prosecution Service, which will work closely with the NCA's Economic Crime Command.

Department for Business, Innovation & Skills (BIS): includes the Office of Fair Trading which is responsible for ensuring that consumers and industry are protected from serious and organised crime, and for promoting contingency planning in sectors at risk from fraud, cyber attacks or corruption. UK Trade and Industry (UKTI) in BIS advises UK businesses overseas on ways to protect themselves from corruption and protects incoming investment from bribery and corruption.

Department for Communities and Local Government (DCLG):

coordinates work with local authorities and others to help troubled families in England relevant to Prevent work in this strategy.

Department for Culture, Media and Sport (DCMS):

the sponsoring department for the Gambling Commission, an executive non-departmental public body, which regulates gambling, betting and the lottery and is responsible for flagging suspicious activity to law enforcement.

Department for Education

(DfE): has an interest in activity to deter young people from becoming involved in serious and organised crime, either as a victim or potential offender.

Department of Energy and Climate Change (DECC):

responsible for combating fraud in energy markets, protecting the Government's energy incentive schemes, encouraging energy companies to report suspicious activity and protecting the UK's energy infrastructure from attacks by serious and organised criminals.

Department for Environment, Food and Rural Affairs

(DEFRA): its responsibilities include the Environment Agency and the Gangmasters Licensing Authority, and it contributes funding to support the National Wildlife Crime Unit.

Department of Health (DH):

responsible for policy relating to recovery from drug dependence and for planning the strategic response to some future challenges from organised crime (e.g. new and novel drugs).

Department for International Development (DFID):

overseas programmes can contribute to the delivery of this strategy by reducing poverty and addressing underlying social and economic issues (including corruption), and supporting good governance and security, economic stability and employment services and access to basic services.

Department for Transport

(DfT): is the security regulator for the transport sector, across the different modes of aviation, maritime, rail and (the transportation of) dangerous goods. DfT's security regulations are intended to protect the travelling public, transport facilities and those employed in the transport industry. Security measures taken by DfT can serve to disrupt serious and organised crime.

Department for Work and Pensions (DWP):

leads on investigating serious and organised crime involving the benefits system and protecting the welfare system from fraud.

Devolved Administrations:

responsible in Northern Ireland, Scotland and Wales for the functions which have been devolved to them according to their different devolution settlements. Policing and justice are devolved in Scotland and Northern Ireland.

Financial Conduct Authority

(FCA): regulates the financial sector and financial advisers, will pursue criminal prosecutions, including for insider dealing and market manipulation. On organised crime, the FCA will work closely with the NCA.

Foreign and Commonwealth

Office (FCO): responsible for delivering diplomatic support to our serious and organised crime priorities overseas.

Government Agency

Intelligence Networks (GAIN):

facilitate information sharing about regional organised crime threats between government, law enforcement and in some instances the private sector.

Government Communications Headquarters (GCHQ):

provides intelligence support and information assurance advice to law enforcement.

HM Revenue and Customs

(HMRC): the UK's tax and customs authority, responsible for tackling fiscal fraud, with civil and criminal powers to investigate organised criminals. Has an international network of Fiscal Crime Liaison Officers (FCLOs).

HM Treasury (HMT):

responsible for regulating the financial and banking sectors and for ensuring that appropriate sanctions are in place, including asset freezing.

Home Office:

within the Home Office the Office for Security and Counter-Terrorism (OSCT) is responsible for devising and coordinating delivery of this strategy and oversight of the NCA. OSCT also houses the security industry engagement team which supports work on both counter-terrorism and organised crime. Border Force, UK Visas & Immigration and Immigration Enforcement, alongside Her Majesty's Passport Office, form the Home Office's operational pillar. They will continue to conduct operations against serious and organised crime.

Intellectual Property Office

(IPO): is the national co-ordinator on intellectual property crime (counterfeiting and piracy). Its Intelligence Hub coordinates and exchanges criminal intelligence between intellectual property enforcement agencies and the private sector in the UK and overseas.

Ministry of Defence (MOD):

supports this strategy through the Defence Engagement Strategy by building capacity in priority countries and, where appropriate and available, using interdiction capabilities to ensure the threats cannot reach the UK. The Defence Science and Technology Laboratory, a trading fund of the MOD but operating across HMG, also supports Government work on cyber security.

Ministry of Justice (MOJ): works to protect the public and reduce reoffending, and to provide a more effective, transparent and responsive criminal justice system for victims and the public. Also responsible for ensuring that prison and probation services disrupt the activities of serious and organised criminals as part of a lifetime management approach. MOJ published guidance to help companies protect themselves from corruption and bribery in 2012.

National Crime Agency

(NCA): will develop and bring together intelligence on all types of organised crime, prioritise crime groups according to the threats they present and, in conjunction with the police, then lead, coordinate and support our operational response.

Police: most of the operational work against serious and organised crime in this country will continue to be conducted by police forces at local level and by police Regional Organised Crime Units. There are police lead officers at chief constable rank for crime, and serious and organised crime matters, who provide national strategic leadership and support to forces in England and Wales.

Serious Fraud Office (SFO):

responsible for reducing the threat from fraud and corruption and promoting the rule of law to protect confidence in the UK's financial systems and business sector. It is the lead agency for investigating corruption and is responsible for action to disrupt economic crime through Deferred Prosecution Agreements.

Secret Intelligence Service

(SIS): collects intelligence overseas to promote and defend the national security and economic well-being of the UK.

Security Service (MI5): is

responsible for protecting UK national security against threats including terrorism and serious crime.

UK Human Trafficking Centre

(UKHTC): is a multi-agency centre, led by the NCA, that provides a central point for the development of expertise and cooperation in relation to the trafficking of human beings.

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