

National Community Safety Plan

2008–11



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MINISTERIAL FOREWORD



I know that community safety rightly remains near the top, if not at the top, of people's concerns and priorities.

Right across Whitehall, this is something that we take very seriously. That is why in July this year the Government set out

a new vision for tackling crime, disorder and anti-social behaviour over the period 2008–11 in a new strategy, *Cutting Crime: A New Partnership 2008–11*. This recognises the huge amount that has been achieved since 1997, and draws its inspiration from you – and the thousands of local practitioners like you. It's your expertise and experience that has helped us in setting out the scale of our ambition and given us clarity on the next steps we need to take to sustain progress.

The Crime Strategy is supported by the publication of a new set of Public Service Agreements published in October this year. We have radically reduced the number of targets practitioners have to meet from 110 across government to 30 from April next year. This approach will have a powerful impact on how front-line practitioners work and where you focus your activities and it will give you more of the flexibility you need to deliver on what matters to the people you serve locally.

This year the National Community Safety Plan has been refreshed to reflect this new vision and objectives, covering the period 2008–11.

In the two years since it was first published, the plan has reinforced the message that improving community safety is something to which a wide variety of organisations and agencies can – and must – contribute. We have now won the argument that real gains in tackling crime are achieved through partnership activity, but we must keep up the pace and go further to strengthen community activity, so that people are empowered and engaged and involved in solving problems.

There is much continuity with the previous National Community Safety Plan. But as our learning has evolved, there are some newer areas of focus where more gains can be made, such as on serious violence, counter-terrorism and young people.

Perhaps the toughest challenge of all is the critical importance of improving public confidence in our ability to deliver safety and security in our communities.

As well as continuing to reduce crime, we **must** make sure that we are responding to the issues people care most about so that our work together is really visible to communities across the country.

Neighbourhood policing shows very clearly one way in which we can build trust and confidence, through visible, community policing. But neighbourhood policing is about more than the police alone in meeting the needs of local communities. In his interim report on policing, Sir Ronnie Flanagan backed the drive for neighbourhood management of crime and anti-social behaviour in our communities.

We must keep citizens and communities at the heart of what we do to improve community safety, and I look forward to continuing to work with all our partners, national and local, and with the public, to achieve safer and more secure communities for all.

A handwritten signature in black ink that reads "Jacqui Smith". The signature is fluid and cursive, with a long horizontal stroke at the end.

Rt Hon Jacqui Smith MP
Home Secretary

1. INTRODUCTION

The National Community Safety Plan was first published in November 2005, to cover the period 2006–09. An update to the plan was published in November 2006. It describes a shared endeavour to deliver safer communities, recognising that community safety cannot be delivered successfully by the police on their own but must involve broadly based partnerships at both local and national level.

In July 2007, the Government published *Cutting Crime: A New Partnership 2008–11* (the Crime Strategy), which described a refreshed approach to tackling crime and increasing community safety. This sets the overarching strategic framework for crime and community safety for the three years from 2008/09 to 2010/11. This was followed, in October 2007, by the publication of a new set of Public Service Agreements (PSAs), also covering the period 2008/09 to 2010/11. The PSAs set out the Government's high-level objectives for public service delivery, including a PSA entitled Make communities safer.

This new National Community Safety Plan therefore also reflects the period 2008–11, and has been revised to ensure that it is clearly in line with the new strategy and PSAs. This does not mean a radical shift in direction – there is strong continuity between the six themes of the National Community Safety Plan 2006–09 and the community safety priorities as set out in the new set of PSAs. There is, however, some shift in emphasis: e.g. a stronger focus on more serious violence; greater flexibility for local partners to deliver local priorities; a specific outcome to increase community confidence; and the need to reflect the increased threat to communities posed by violent extremists.

WHO THE DOCUMENT IS FOR, AND HOW IT SHOULD BE USED

The National Community Safety Plan is for members of all local partnerships with a role in delivering

community safety. In particular, it is for Crime and Disorder Reduction Partnerships (CDRPs), but will also be relevant to Local Strategic Partnerships (LSPs) and Local Criminal Justice Boards (LCJBs). This means that the plan is for people who work in all agencies or organisations connected with those partnerships, whether as responsible authorities or as interested parties who can contribute to the delivery of community safety outcomes (such as third sector organisations). The plan is also for agencies or organisations that operate primarily at regional or national level, with a role in delivering community safety. The plan applies to England; it applies to Wales only where it relates to non-devolved policing issues. It does not extend to Scotland or Northern Ireland.

The Crime Strategy and other related strategies and action plans, sets out the Government's overarching strategic framework. The PSAs match this strategy and set out the Government's priority objectives, and act as a signal to the public about what is important. This plan is intended to build on these with some further detail about the priority programmes and policies that will deliver those objectives, in order to inform local planning. It does not cover everything required for delivery of each PSA but highlights those aspects particularly important to delivering community safety (e.g. full detail of what delivery of PSA 24 means for LCJBs and others is set out in *Working Together to Cut Crime and Deliver Justice: A Strategic Plan for Criminal Justice 2008–11* (the criminal

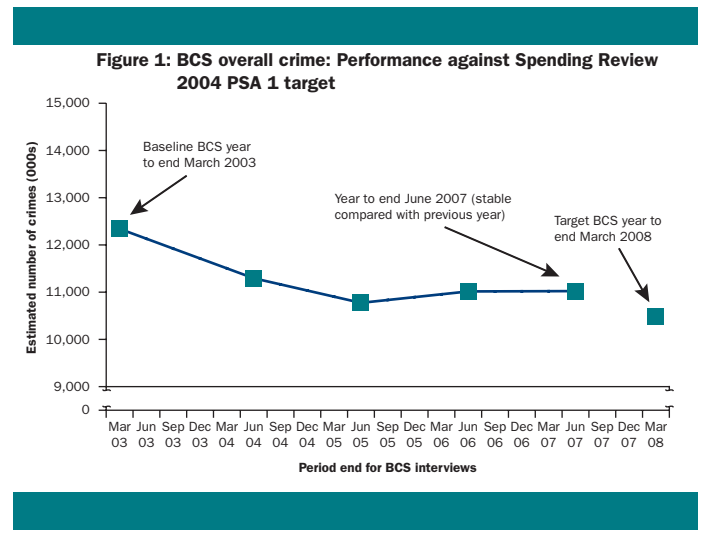
justice system (CJS) strategic plan) and is therefore not replicated here).

Each partnership follows an annual process of review, assessment and planning, which reflects both **national** and **local** community safety priorities. For CDRPs, this is through the partnership plan; for LSPs, the sustainable communities plan; and for LCJBs, the business plan. There is also a statutory requirement for police authorities to produce an annual policing plan for their force area in which they set out priorities, bringing together national and local priorities. From April 2008 this will become a rolling three-year plan, issued annually.

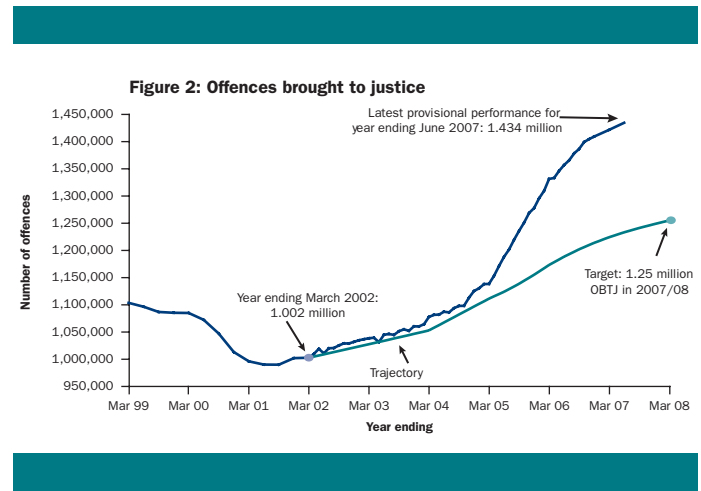
Each partnership must have mechanisms for engaging local communities to understand local community safety concerns, and this is a key element in establishing priorities. This National Community Safety Plan is intended to be the main source for understanding national community safety priorities – and how they link together – as a key tool for local delivery.

The National Community Safety Plan builds on a decade of partnership working, which has seen much hard work and dedication, and impressive success in delivering previous PSAs. This section sets out progress against the **current** targets, which end in March 2008.

■ **Overall crime PSA target:** To reduce British Crime Survey (BCS) overall crime by 15 per cent between 2002/03 and 2007/08, to 10.5 million offences. This is measured through the BCS. Interviews in the 12 months to June 2007 showed no change in all BCS crime compared with the previous 12 months, continuing the stable trend seen over the past two years. These latest results include a statistically significant decrease for all personal acquisitive crime of 10 per cent. There has been an 11 per cent fall in all BCS crime compared with the 2002/03 target baseline.

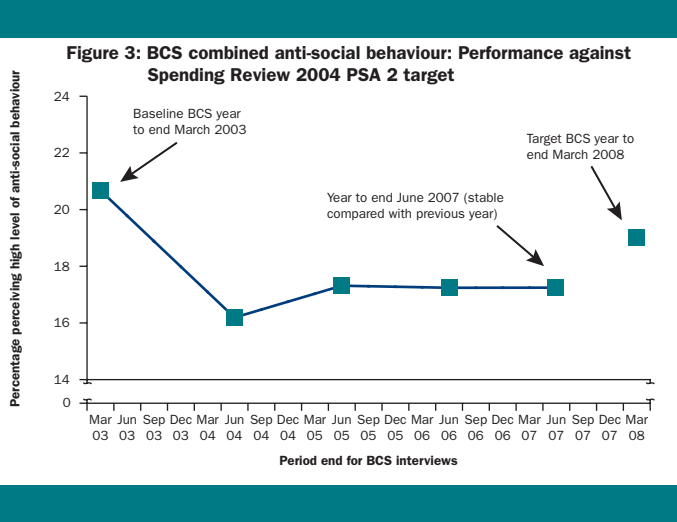


■ **Bringing more offences to justice PSA target:** To increase the number of offences brought to justice (OBTJ) to 1.25 million in 2007/08. The latest performance data show that 1,434 offences were brought to justice during the year ending June 2007. This is 43.1 per cent above the 2002 baseline.¹

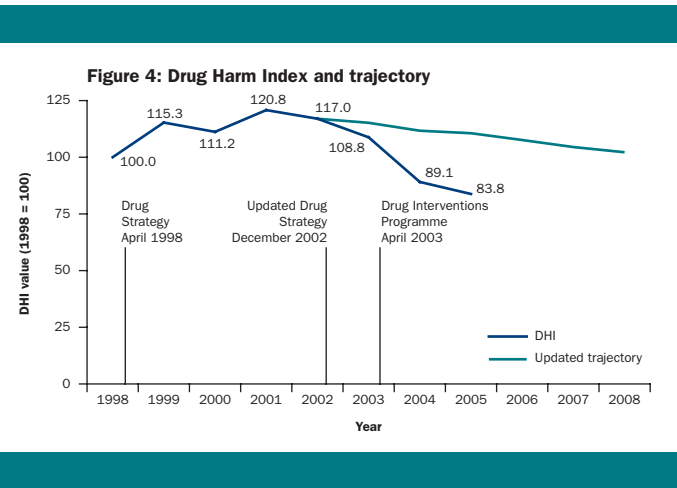


■ **Reassurance PSA target:** The percentage of people who have a high level of worry about becoming a victim of crime to be lower in 2007/08 than in the baseline year 2002/03, and the percentage of people who feel that anti-social behaviour is a very or fairly big problem to be lower in 2007/08 than in the baseline year 2002/03. Levels of worry about crime are lower than the baseline (e.g. 16 per cent worry about violent crime compared with 21 per cent in the baseline year). Latest BCS data for 2006/07 show that the proportion of people who perceive anti-social behaviour to be a problem in their local area is stable at 17 per cent (lower than the baseline of 21 per cent).

¹ England and Wales figure includes estimates for missing data. Data are provisional and subject to change.



■ **Reduce the harm caused by drugs PSA target:**
 To reduce the harm caused by illegal drugs, including substantially increasing the number of drug-misusing offenders entering treatment through the CJS. The Drug Harm Index (DHI) measures performance in reducing the overall level of harm caused by illegal drugs over the Spending Review 2004 period. It combines robust national indicators of the harm generated by illegal drug use (such as drug-related crime and drug-related deaths), which are weighted according to their economic impact to allow year-on-year comparisons of the harm caused by illegal drugs. Latest figures show that between 2002 (the baseline year) and 2005 the harm caused by illegal drugs has been reduced by 33.2 points or 28.4 per cent.



2. THE GOVERNMENT'S COMMUNITY SAFETY OBJECTIVES

PSAs set out the Government's objectives for public service delivery and explain how success in delivering those objectives will be measured. The PSAs for 2008/09 to 2010/11 demonstrate much more clearly a partnership endeavour at a national level, as well as at regional and local levels: they can only be delivered through government departments and delivery agencies working closely together.

There is a single PSA for improving community safety: PSA 23 Make communities safer. It reflects the Government's vision that:

- continuing to build on the significant reductions in crime achieved over recent years, fewer people will be victims of crime, especially the most serious crime – violent, drug and alcohol-related crime – and the public will be protected from the most harmful offenders; and
- local agencies will be accountable and responsive to the needs and priorities of the local community, leading to increased public confidence in those agencies.

There are also a number of other PSAs that contribute to delivering community safety, and together these support the delivery of the Crime Strategy.



The Crime Strategy outlines a **differentiated approach to tackling the spectrum of crime**: continued pressure on anti-social behaviour; maintaining reductions in volume crime; a greater focus on more serious crime; and addressing organised crime and terrorism. This is captured in the following PSAs:

- PSA 23, Priority Action 1, **Reduce the most serious violence**, including tackling serious sexual offences and domestic violence.

- PSA 23, Priority Action 2, Continue to make progress on **serious acquisitive crime** through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug-misusing offenders.
- PSA 23, Priority Action 3, Tackle the **crime, disorder and anti-social behaviour issues of greatest importance in each locality**, increasing **public confidence** in the local agencies involved in dealing with these issues.
- PSA 26 Reduce the risk to the UK and its interests overseas from **international terrorism**.

The Crime Strategy describes the importance of **increasing public confidence** in agencies responsible for community safety, and a greater role for citizens in influencing local priorities and helping to ensure safer and stronger communities. This is captured in the following PSAs:

- PSA 23, Priority Action 3 (as above).
- PSA 21 Build more cohesive, empowered and active communities.
- PSA 17, Indicator 4, Increase the proportion of people over 65 who are satisfied with their home and their neighbourhood.



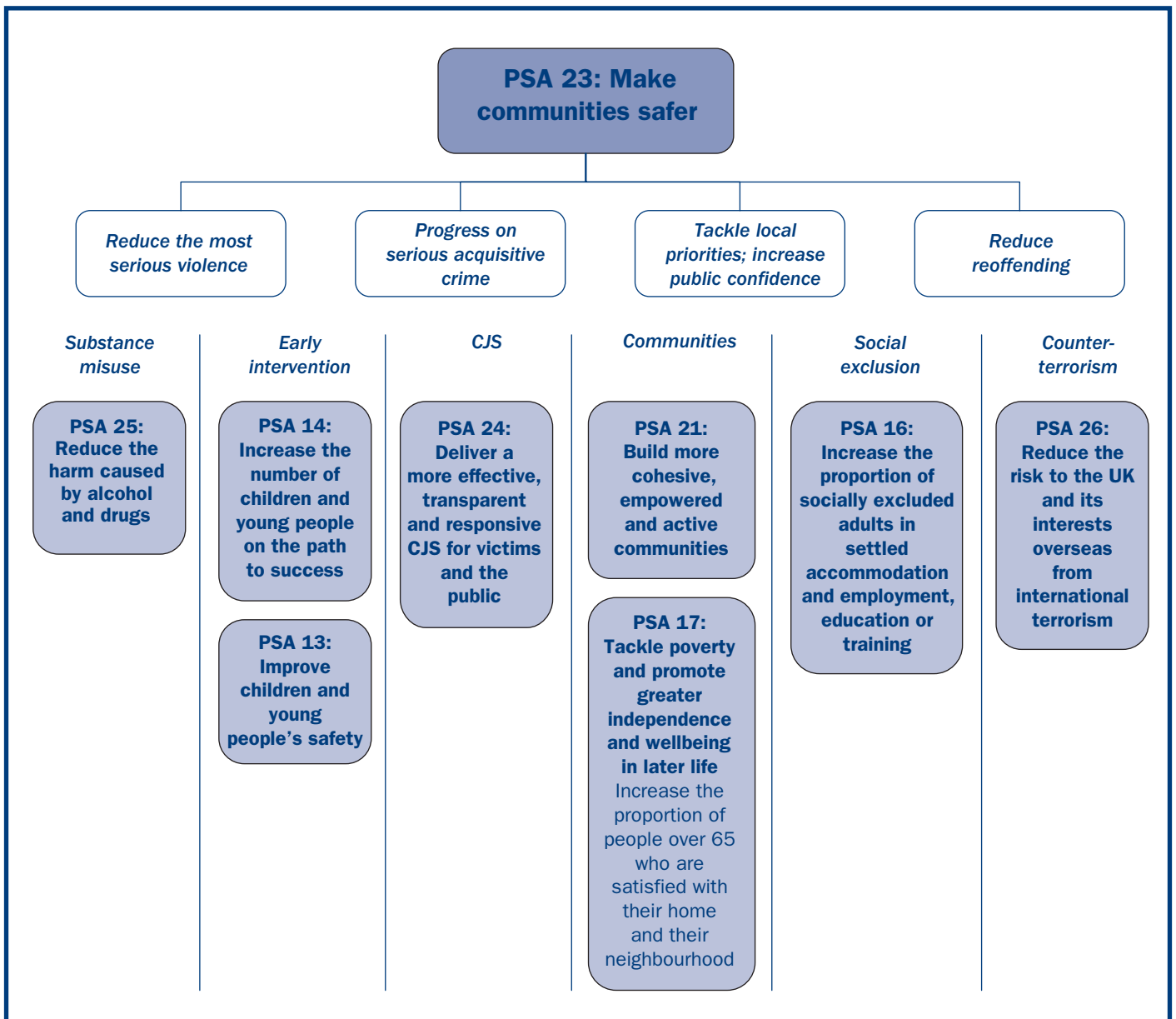
At its heart, the Crime Strategy sets out a **strategic framework for tackling crime and increasing community safety** through: early intervention; prevention; enforcement; reducing reoffending; and tackling key drivers of crime (alcohol and drug misuse, and social exclusion). The Prolific and other Priority Offenders (PPO) Programme and the Drug Interventions Programme (DIP), in particular, are

two of the most powerful approaches that local partners have available to impact on tackling crime and increasing community safety.

- **Early intervention:** PSA 14 Increase the number of children and young people on the path to success; and, specifically, Indicators 3 and 5, Reduce the proportion of young people frequently using illicit drugs, alcohol or volatile substances; and Reduce the number of first-time entrants into the CJS aged 10–17; PSA 13 Improve children and young people’s safety; and PSA 26 Reduce the risk to the UK and its interests overseas from international terrorism (through reducing the ability of extremists to radicalise young people).
- **Prevention:** PSA 23, Priority Actions 1–3, as above; PSAs 13, 14 and 26, as above. Successful prevention is key to delivering these outcomes.

- **Enforcement:** PSA 24 Deliver a more effective, transparent and responsive CJS for victims and the public; and PSA 26 Reduce the risk to the UK and its interests overseas from international terrorism (through prosecution and other actions to disrupt terrorism).
- **Reduce reoffending:** PSA 23, Priority Action 4, Reduce reoffending through the improved management of offenders.
- **Substance misuse:** PSA 25 Reduce the harm caused by alcohol and drugs.
- **Social exclusion:** PSA 16 Increase the proportion of socially excluded adults in settled accommodation and employment, education or training.

Figure 5: PSAs covered in the National Community Safety Plan



3. DELIVERING THE GOVERNMENT'S COMMUNITY SAFETY OBJECTIVES: KEY POLICIES AND PROGRAMMES, AND WHAT THEY MEAN FOR PARTNERSHIPS

MAKE COMMUNITIES SAFER (PSA 23)

PRIORITY ACTION 1: REDUCE THE MOST SERIOUS VIOLENCE

The most harmful crimes are undeniably those in which people are killed, seriously injured and/or seriously psychologically harmed. Protecting the public begins with tackling these most serious offences. Given the nature of these crimes, although specific local challenges will vary, all local agencies in every area can be expected to prioritise efforts to tackle serious violence.

What does it mean for the public?

The public will see a reduction nationally in the prevalence of serious violent crimes over a sustained period. This includes:

- a reduction in the number of murders, attempted murders and serious violent assaults (including those that are gang related);
- a reduction in gun and knife crime;
- a more effective and appropriate response by police, criminal justice agencies and other partners to incidents of domestic violence and serious sexual violence (including ensuring appropriate support for victims);
- a reduction in deaths and serious injuries on our roads, especially as a result of the most serious offences (e.g. drink driving, speeding or driving while disqualified, uninsured or without a licence, among other offences); and
- an increase in the conviction rate for rape in the CJS.

What does it mean for partnerships?

Specific local targets will not be mandated by the Government as part of this PSA. However, all local areas should take into account the relative level and nature of serious crime experienced within their locality when considering local priorities. The performance of partnerships and the police against

this objective will be measured through indicators in the Assessments of Policing and Community Safety (APACS) related to violent crime (see section 4 for further detail on performance management).

In line with local priorities and strategic assessments, partnerships should consider:

- identification of and early intervention with victims and perpetrators of domestic violence, to prevent escalation, including (in many areas) through implementation of Multi-Agency Risk Assessment Conferences (MARACs);²
- building on this, developing mechanisms for identifying and intervening early with those **at risk** of involvement in violence, either as a perpetrator or a victim (informed by work to be taken forward nationally under the Tackling Violence Action Plan);
- identifying and targeting the key causes of serious road casualties in the area, including tackling accident blackspots;
- working jointly with LCJBs and Reducing Reoffending Partnership Boards to develop effective local responses to tackling serious sexual offences, including the provision of effective victim care pathways to minimise harm and action to improve the investigation and prosecution of serious sexual offences;³
- developing action to tackle hate crime, based on good practice and in response to local assessment of need; and
- in specific local areas, implementing the measures in the Tackling Gangs Action Programme (priority neighbourhoods in parts of London, Liverpool, Greater Manchester and Birmingham).

² Over 100 MARAC areas will have received funding and training by the end of 2007/08, and we are aiming for national roll-out of MARACs by 2010.

³ In some areas this will include the implementation of Sexual Assault Referral Centres (SARCs) – 36 SARCs will be established by the end of 2008/09.

What does it mean nationally and regionally?

- The Government will support the delivery of the PSA with a specific national action plan, the Tackling Violence Action Plan. This outlines the approach and key roles and responsibilities in reducing serious violence, including homicide and serious wounding, offences involving weapons, serious sexual offences, hate crime and domestic violence, and the harm it causes. It will also address drivers for serious violence, including alcohol.
- A number of additional plans will support the Tackling Violence Action Plan, setting out the Government's response to specific aspects of violence and including clear actions that can be taken at local level. These plans will cover individual crime types, e.g. domestic violence or gang violence, as well as cross-cutting issues, such as the sharing of information between agencies in a violence reduction context.
- The Government will support the Police Service in implementing the joint Roads Policing Strategy to reduce road casualties and help deny criminals the use of the roads, counter terrorism, reduce the anti-social use of roads and enhance confidence and reassurance.
- The Government will develop and disseminate good practice (or support others in doing so) across the range of violent crime, through vehicles such as guidance, websites, training, roadshows and awareness campaigns. Local partnerships facing the greatest challenges in tackling more serious violence will continue to receive support through the national Tackling Violent Crime Programme. The Government will continue to deliver its national road safety publicity campaigns to focus on the range of serious traffic offences.
- Government Offices have a key role to play in ensuring that community safety is integral to strategy, planning and delivery in local areas. Government Offices provide support to and challenge local areas, disseminate effective practice and facilitate meaningful collaboration across partnerships to tackle the full range of crime and disorder issues. (In Wales, this is the responsibility of the Home Office Crime Team.)

CASE STUDY

Spark 2 Life Programme and Wandsworth Police, London. Spark 2 Life has been highly successful in assisting the police to tackle the issue of youth crime in Wandsworth, London. Led by Dez, himself a reformed offender and now youth pastor, who is supported by a specialist teacher from Wandsworth Council, the project goes into schools and community centres, targeting children with bad behaviour and high levels of absenteeism. Through the programme Dez recounts his own experiences of crime, challenging how teenagers within the borough perceive knife, gun and drug culture. The result of the scheme has been an immediate and unprecedented fall in youth crime and a greater confidence in the CJS as a whole. It has personally altered the lives of many people, and in the case of one school helped lift it out of Special Measures.

CASE STUDY

Hate crime, Hounslow CDRP. Homophobic crime is identified as a key area of work in the Hounslow Community Safety Strategy 2005–08, with under-reporting being a real issue. In a study carried out by the West London Gay Men's Project (GMP) it was found that 61 per cent of all incidents experienced were not reported, and 74 per cent of people who experienced homophobic crime did not seek any support. Following analysis, it was decided that installing a console in a venue where the lesbian, gay, bisexual and transgender community meets would help to increase reporting of such crime and access to support agencies. A touch-screen kiosk was therefore installed in a local gay venue. The completed online reporting forms are mailed directly to the GMP and, if requested, the information is passed on to relevant support agencies, including the police. The project is reviewed and monitored by the Homophobic Crime Stakeholder Group through monthly usage reports. In 2006–07 the project received 31 reports, compared with 25 police reports for the same period. The kiosk succeeded in increasing the confidence of victims in reporting hate crime, and provided a clearer picture of homophobic crime committed in Hounslow.

PRIORITY ACTION 2: REDUCE SERIOUS ACQUISITIVE CRIME

In recent years significant reductions have been made in the level of some of the most harmful acquisitive crimes – burglary, robbery and vehicle crime. However, we know that more can be done. These crimes matter, and it is important that focus on these crimes continues but, given that prevalence varies by locality, the Government does not expect every local partnership to take the same approach.

What does it mean for the public?

The public will see the current low levels of these types of crime maintained and further reduced, and should not experience significantly worse levels of any of these crimes than in other similar areas. They will see the Government taking quicker action to tackle emerging ‘hot products’ (e.g. desirable electronic consumer goods) and continuing to drive action to tackle prolific and drug-misusing offenders. They should also be more engaged in understanding how they can reduce their risk of being a victim of crime, e.g. understanding the availability of crime-proofed goods and taking preventative action such as home and vehicle security, safe and sensible drinking, and not carrying knives.

What does it mean for partnerships?

Serious acquisitive crime includes burglary (including aggravated burglary), robbery (both of personal and business property) and theft of and from a vehicle (including aggravated vehicle taking). The Government expects all areas to be able to make further reductions in these crimes. A key principle is that partnerships should have flexibility to tackle local priorities. Therefore, success for this PSA has been defined as no local area having disproportionate levels of the most harmful acquisitive crimes compared with what has been achieved in other areas. This means that local areas can focus greatest effort on reducing those harmful acquisitive crimes that matter most to people locally.

The performance of partnerships and the police on levels of serious acquisitive crime will be monitored in all areas through APACS and, where they are identified as a local priority and included within a Local Area Agreement (LAA), improvement targets will be negotiated. For crimes falling outside the scope of this particular measure, local areas employing intelligence-led processes to determine local priorities will be free

to give these crime types the relative attention they deserve (see section 4).

In line with local priorities and strategic assessments, partnerships should consider:

- continuing to drive successful programmes for tackling prolific and drug-misusing offenders, in particular the DIP and the PPO Programme;
- working jointly with LCJBs and Reducing Reoffending Partnership Boards to ensure effective, joined-up, local responses to tackling prolific offending and ensuring the delivery of a successful PPO CJS Premium Service; and
- deploying solutions on an intelligence-led basis to ‘design out’ crime where relevant, including tackling crime against businesses.

What does it mean nationally and regionally?

- The Government will continue to support partnerships by disseminating good practice in relation to serious acquisitive crime.
- The Government will continue to support delivery of the PPO Programme and DIP nationally, regionally and locally to help drive ongoing improvements.
- The Government will work with a new Design and Technology Alliance, a group of independent design experts, to develop innovative solutions to key problems.
- The Government will raise the profile of crimes against businesses, make provisions for better information about them and produce guidance to support local partnerships in their efforts to tackle business crime, including cash and valuables in transit (CVIT) robberies.
- Government Offices have a key role to play in ensuring that community safety is integral to strategy, planning and delivery in local areas. Government Offices provide support to and challenge local areas, disseminate effective practice and facilitate meaningful collaboration across partnerships to tackle the full range of crime and disorder issues. (In Wales, this is the responsibility of the Home Office Crime Team.)

CASE STUDY

Prolific and other Priority Offenders

Programme. ‘We picked up one lad who was 17. He was being released from prison and was homeless, with no means of support, no money and no food. They were opening the prison gates and just letting this lad out, totally unsupported. Because he was a PPO, we pulled together all the agencies and, when he left prison, he was collected by the youth offending worker, who took him to prearranged appointments we’d set up with Connexions and Jobcentre Plus. We secured him accommodation in supported tenancy, and he had the support of workers within the scheme. We got him a food parcel, just to help him out, and we’ve worked with him intensively. He must have been back in the community for about six months now, and he’s still crime-free. And last week he told me he had a job interview.’ (Police representative)

- working closely with LSPs and LCJBs to ensure that local mechanisms for engaging the community in the governance of local crime and CJS strategies and sustainable communities plans are aligned;
- working closely with the police to ensure that local crime and other community safety information is made available to all communities on a monthly basis by July 2008;
- working closely with the police on the delivery of neighbourhood policing as a key mechanism for understanding the priorities of the community and for responding to local concerns;
- encouraging the integration of neighbourhood management with neighbourhood policing to ensure a joined-up response to local concerns;
- developing local partnerships, such as Safer Schools Partnerships, to deliver solutions in response to specific issues, as appropriate;
- ensuring that relevant tools and powers for tackling anti-social behaviour (such as Anti-Social Behaviour Orders (ASBOs), Acceptable Behaviour Contracts, dispersal powers, parenting classes or orders, and crack house closures) are used effectively and appropriately, as part of the range of responses to local issues. This should include effective use of powers in the Clean Neighbourhoods and Environment Act 2005 and other relevant legislation, to enforce against environmental crime.

What does it mean nationally and regionally?

- The Government will work to increase take-up of tools and powers for tackling anti-social behaviour, by producing and promoting guidance and supporting improvement where performance in tackling anti-social behaviour is below par.
- The current Flanagan Review of policing is looking at how to sustain the excellent progress already made in rolling out neighbourhood policing and ensure that it is embedded into core policing.
- The Home Office and Communities and Local Government (CLG) will work with stakeholders to develop an action plan to integrate neighbourhood policing with neighbourhood management. This should enable a more joined-up response to the community safety problems in the most difficult neighbourhoods.

PRIORITY ACTION 3: TACKLING LOCAL PRIORITIES; INCREASING PUBLIC CONFIDENCE

Beyond ensuring that the most harmful crimes receive attention, the Government wants to give local agencies and partnerships the freedom to tackle the anti-social behaviour and other crime and disorder issues that are of greatest importance to their local communities.

What does it mean for the public?

Individuals and communities will have a clear understanding of how their local agencies are working to tackle crime, including terrorism, in their area and whom they can contact to get involved or report a concern.

What does it mean for partnerships?

The performance of the police and their partners against this objective will be measured through indicators in APACS (see section 4). Implementing the CDRP reform programme will help partnerships to be clear about their priorities and the mechanisms for managing performance against them. The minimum standards recently established for CDRPs require each CDRP to hold at least one public meeting per year to engage the community in tackling crime. In line with local priorities and strategic assessments, partnerships should consider:

- The Government will continue to support reducing crime and fear of crime on the transport system through good practice development, evaluation and dissemination (e.g. through research projects or specific initiatives such as the Secure Stations Scheme and the Safer Travel on Buses Panel).
- The Government is conducting a cross-departmental review on how front-line agencies can get their communities better engaged in the fight against crime, and will report in June 2008.
- Government Offices have a key role to play in ensuring that community safety is integral to strategy, planning and delivery in local areas. Government Offices provide support to and challenge local areas, disseminate effective practice and facilitate meaningful collaboration across partnerships to tackle the full range of crime and disorder issues. (In Wales, this is the responsibility of the Home Office Crime Team.)

CASE STUDY

Problem-orientated policing, tackling local priorities, Lancashire Police. The Farringdon Park estate in Preston is in the top 10 per cent of deprived communities in England. A scan of police and partner data indicated that crime, anti-social behaviour and drug reports were high. New tenancies were unsustainable, there were high levels of fear of crime, and gang culture was present. The area had a community centre, but it offered few diversionary activities and was often closed. There was a blame culture, with little community involvement. The local partnership conducted an **analysis** of the problems. This included looking at the key features of the location, victims and offenders; understanding local crime data from a variety of sources; and involving local parents and children in understanding their priorities and suggested solutions. The partnership also involved the Head of Criminology at the University of Central Lancaster. The **response** included adding situational crime prevention measures to the design of the estate (e.g. lighting and fencing, changing access points, cleaning up and installing CCTV), 'social' prevention measures (e.g. youth services outreach, Prince's Trust projects and a buddy system for new residents) and targeting offenders (e.g. ASBOs, evictions, drug warrants and Individual Support Orders).

As a **result, a 49 per cent reduction in crime was achieved**, as well as a 34 per cent reduction in service calls. Offending rates for key offenders have significantly reduced, fear of crime has dropped, and community involvement has increased (e.g. attendance at the new Police and Communities Together (PACT) meetings has grown).

CASE STUDY

Increasing feelings of safety, Safer Hastings Partnership. Public confidence plummeted in Hastings following a very high rate of crimes per 1,000 population, accompanied by adverse media coverage. In 2000, 98 per cent of respondents in a local survey stated that crime reduction should be the top priority for the town. Since then, crime has fallen by 15 per cent, and Hastings' rate of crimes per head of population has improved compared with that of other CDRPs. However, fear of crime remained high, and the Safer Hastings Partnership therefore launched a long-term plan to increase feelings of safety and repair the image of the town. This included an innovative, award-winning 11-screen TV network broadcasting more than 3.5 million community safety messages annually to patrons of McDonalds, Tesco, the local shopping centre and other venues; an interactive website, voted Best Community Site by residents at the local Sussex Community Internet Project Web Awards 2006; schools competitions, each attracting more than 200 entries and engaging with young people on issues such as anti-social behaviour; and four-page spreads in the local newspaper, known to be a key opinion former in Hastings for feelings of safety. This approach has so far resulted in more residents feeling safe walking alone at night in their neighbourhood (19.9 per cent increase) and the town centre (13.4 per cent increase; Safer Hastings Partnership Fear of Crime Survey, 2006 compared with 2001 data). Evaluation of the partnership's TV network reveals a 20 per cent increase in the number of residents who believe that crime is falling in Hastings, and the percentage of people believing that anti-social behaviour is high in the town has halved, from 60 per cent to 30 per cent.

PRIORITY ACTION 4: REDUCE REOFFENDING

The Government's vision is to transform the offender into the law-abiding citizen, providing support for those who do want to change and managing effectively those who do not. At the heart of the Government's vision to bring about this change is a package of reform, using end-to-end case management for offenders, commissioning the most effective interventions to best support the management and rehabilitation of offenders, and encouraging providers to innovate to improve the effectiveness of these interventions.

What does it mean for the public?

The public will see further reductions in crime through improved management of offenders.

What does it mean for partnerships?

The new target for reducing reoffending focuses on the volume of proven reoffending and the severity of the offence. This will assist partners in prioritising the most serious and prolific offenders. The national level of ambition for reducing the volume of reoffending will be set following consultation with local and regional partners. Local reducing reoffending targets will be set where reducing reoffending is chosen as an outcome in the LAA, and this will inform the national ambition and enable monitoring of reoffending at a local level for the first time. The performance of partnerships and the police against this objective will be measured through indicators in APACS related to priority offender reoffending, adult reoffending and youth reoffending (see section 4).

Probation trusts will have a critical role to play, promoting the reducing reoffending agenda through working with local partnerships. Both LCJBs and CDRPs will be vital to the delivery of this objective, which is perhaps their key area of common interest. The Reducing Reoffending Strategic Plan (to be published in spring 2008) will contain further detail about how the PSA will be delivered and will outline how partners can work most effectively together to deliver further reductions in reoffending. In line with local priorities and strategic assessments, CDRPs should consider:

- working closely with probation trusts to ensure the most effective use of resources in relation to managing offenders, and a joint approach to reducing crime and reoffending;
- in particular, how their use of the established DIP and PPO programmes supports wider activity to deliver the reducing reoffending objective;

- working closely with Youth Offending Teams (YOTs) to deliver reductions in youth offending; and
- working closely with probation trusts and LSPs to assess the need for reducing reoffending priorities to be included in local plans, including LAAs.

What does it mean nationally and regionally?

- The Government has put in place an ambitious programme of reform, led by the Ministry of Justice and Home Office, which includes developing a new system for commissioning services from a range of providers at national, regional and local level, and implementing offender management, bringing greater coherence to the work done with offenders throughout the entire length of their sentence.
- Responsibility for delivering a reduction in reoffending and the management of offenders is also devolved to nine regional offices in England and one office in Wales. The English regional offices are led by Regional Offender Managers, and the Welsh office by a Director of Offender Management, working with partners through regional Reducing Reoffending Partnership Boards.

CASE STUDY

Reducing reoffending. Scott, a prolific and other priority offender, was responsible for significant levels of car crime in a Warwickshire town (over 200 offences). On leaving prison, Scott was required to live at the probation approved premises (hostel), where he became a beneficiary of the Arts Participation for Employability (ArtsPEP) project. Through the project, Scott was given the opportunity to produce a short DVD presentation, *Scott's Story*, which outlined his offending past and future intentions. The project provided Scott with information, advice and guidance on accessing employment and training opportunities. Scott decided to enrol on a fork-lift truck training programme, which he completed, and he subsequently found employment. He was provided with accommodation support to find suitable accommodation and ended his period of supervision with probation in full-time employment, with somewhere to live and in a stable relationship. Scott has not reoffended since being supported by Warwickshire Probation and the ArtsPEP project.

REDUCE THE RISK TO THE UK AND ITS INTERESTS OVERSEAS FROM INTERNATIONAL TERRORISM (PSA 26)

Since the early 1990s, violent extremists claiming to act in the name of Islam have committed acts of terrorism across the world as a means of advancing their various politico-religious agenda. Attacks took place in London on 7 July 2005, with further attempted attacks on London and Glasgow. There have been attacks against UK-related targets and UK citizens overseas. The terrorist threat is serious and sustained. The Government has no higher duty than the protection of its citizens: countering this threat is therefore a critical cross-government priority. In order to achieve this aim, the Government's specific objectives are to:

- stop terrorist attacks;
- where we cannot stop an attack, mitigate its impact;
- strengthen our overall protection against terrorist attacks; and
- stop people becoming or supporting terrorists or violent extremists.

The Government's long-term strategy for countering international terrorism is CONTEST (published in July 2006). The strategy and the programme to implement it are divided into four principle areas of work:

- pursuing terrorists and those who sponsor them;
- preparing for the consequences;
- protecting the public, key national services, and UK interests overseas; and
- preventing terrorism by tackling the radicalisation of individuals.

What does it mean for the public?

CONTEST aims to reduce the risk from international terrorism so that people can go about their daily lives freely and with confidence.

What does it mean for partnerships?

It is essential that the Government works with and through local communities and local partnerships to tackle this threat. Terrorism is a crime and must not be viewed in isolation from mainstream delivery mechanisms: those community groups and local partnerships that have a role in delivering community safety equally have an essential role to play in delivering

counter-terrorism measures. Indeed, many of the delivery mechanisms for other PSAs in this document will also be relevant to counter-terrorism. For example, PSA 14 (Increase the number of children and young people on the path to success) and PSA 21 (Build more cohesive, empowered and active communities) are both critical elements of our strategy to prevent radicalisation. The counter-terrorism indicators in the National Indicator Set (NIS) and in APACS will encourage local partnerships to consider the contribution they can make to reducing the risk of terrorist attack. LSPs will be accountable for creating and supporting an atmosphere in local communities whereby violent extremism is resisted and rejected, as well as helping to identify and support individuals at risk of violent extremism. They should focus on four main themes: knowledge and understanding of preventing violent extremism; understanding of, and engagement with, Muslim communities; effective development of an action plan to build the resilience of communities and support vulnerable individuals; and effective oversight, delivery and evaluation of projects.

In line with local priorities and strategic assessments, CDRPs should:

- ensure that local arrangements are in place to identify and support individuals who may be vulnerable to recruitment by violent extremists and to bring back into the mainstream those who are already violent extremists. These arrangements should be based within the community and work in partnership with the community. In particular, this will require close working between local authorities and the police to ensure that local activity to tackle violent extremism is directed at those areas where the greatest risk has been identified; and
- work with police counter-terrorism security advisers and groups such as Local Resilience Fora and, depending on local assessments, take action to reduce the vulnerability of crowded places to terrorist attack using the protective security guidance from the National Counter-Terrorism Security Office.

What does it mean nationally and regionally?

- The Government's collective effort on tackling terrorism will be taken forward by the Office for Security and Counter-Terrorism (OSCT), which will

provide strategic direction for counter-terrorism in support of Ministers, including through its CONTEST programme boards.

- The Government attaches particular importance to developing the PREVENT strand of CONTEST, which focuses on stopping people becoming or supporting terrorists or violent extremists. OSCT will drive progress on this agenda across all government departments, agencies and delivery partners, including the police. The Association of Chief Police Officers (ACPO) Terrorism and Allied Matters Working Group is developing an operational delivery strategy to embed tackling violent extremism into mainstream policing across the country.
- Early in 2008, OSCT will be providing detailed guidance for partnerships on how to tackle issues of violent extremism in their area. Each area needs to consider how relevant and how acute these issues are. The Government recognises that they are not uniform across the country, but are significant in many areas. Examples of best practice will be circulated, together with advice on how to implement similar projects. Additional support will be provided to areas of high risk.
- The Lord West Review showed that although a substantial amount of work has been undertaken to increase protective security in crowded places, transport infrastructure and critical national infrastructure, further improvements could be made. But in each case these need to be proportionate to the risk, as individuals and businesses need to be free to carry out normal social, economic and democratic activities.
- The Home Office will provide a new national strategic framework early in 2008 to encourage greater partnership working at the local level between local authorities, other local partners and businesses.
- The Home Office will work with partnerships on issues in relation to protective security, including specifically working with relevant professional bodies to raise the awareness and skills of architects, planners and police architectural liaison officers in relation to counter-terrorism.

BUILD MORE COHESIVE, EMPOWERED AND ACTIVE COMMUNITIES (PSA 21)

The Government's objective through this PSA is to build cohesive, empowered and active communities that maximise the benefits of diversity rather than fear it, where individuals are empowered to make a difference both to their own lives and to the communities and wider environment in which they live, and where individuals are enabled to live active and fulfilled lives.

What does it mean for the public?

Local people and communities will be empowered to lead change and will be given the confidence, skills and power to influence what public bodies do for them.

What does it mean for partnerships?

Local authorities lead on understanding the overall challenges faced by their city, town or neighbourhood and developing sustainable solutions and a shared vision, working with partners through LSPs. This will include community safety issues, and CDRPs will therefore need to work closely with LSPs. In line with local priorities and strategic assessments, CDRPs should consider:

- working closely with local authorities and LSPs to ensure that community safety challenges and proposed solutions are represented within the wider picture developed for communities, e.g. through the LSPs' sustainable communities strategies and LAAs. Local authorities have a vital role in ensuring that the right connections are made between the activity of their CDRPs and the wider sustainable communities strategy;
- working closely with LSPs and LCJBs on the use of new mechanisms to facilitate user and citizen engagement,⁴ to ensure that citizens and communities are engaged effectively and in a co-ordinated way about their community safety priorities alongside broader priorities for the community. Again, local authorities have a key linking role;

⁴ Some of these are being introduced through the Local Government and Public Involvement in Health Act 2007 (e.g. Community Call for Action, or the extension of the wellbeing power to some parish councils); others are options to be considered according to local circumstances (e.g. neighbourhood charters or participatory budgeting).

- ensuring that they stay in touch with the work led by police and local authorities to monitor community tensions in their areas and develop activities to manage down tensions when they arise. Transparent decision-making and resource allocation processes are particularly important to ensure that cohesion is not damaged by perceptions that people's concerns are not being addressed or that other communities have a monopoly on available resources;
- working closely with local authorities on their action to improve public spaces and the quality of people's homes and communities through the Cleaner Safer Greener Communities initiative; and
- exploring neighbourhood management initiatives, which empower the local community by bringing residents and service providers together to improve local services; these provide ready-made access to the local community for partner organisations such as the police and the CDRP to pilot new ideas and try out new ways of working.

What does it mean nationally and regionally?

- The Government will progress the reforms set out in *Strong and Prosperous Communities: The Local Government White Paper* and enacted in the Local Government and Public Involvement in Health Act 2007.
- To assist in promoting community cohesion, the Government will publish:
 - a mainstreaming toolkit to support organisations in contributing to cohesion, including voluntary cohesion impact assessments (early 2008);
 - guidance on cohesion contingency planning and tension monitoring; and
 - guidance for organisations and partnerships providing funding, to assist them in balancing funding and service provision between different communities and groups within the community.

- CLG will be providing guidance on the place-shaping role of local authorities as described in the Local Government White Paper, and on the duty on statutory partners to co-operate with local authorities in the context of LAAs.
- In October 2007 CLG published an Action Plan for Community Empowerment, and will be implementing it.
- Government Offices have a key role to play in ensuring that community safety is integral to strategy, planning and delivery in local areas. Government Offices provide support to and challenge local areas, disseminate effective practice and facilitate meaningful collaboration across partnerships to tackle the full range of crime and disorder issues. (In Wales, this is the responsibility of the Home Office Crime Team.)

CASE STUDY

Police Community Support Officer (PCSO), Dorset Police. Philip C has worked hard to improve the quality of service provided to those living on the Cranford Heath Estate, which had been suffering from high levels of anti-social behaviour and associated criminal damage. Identifying that youths drinking and taking drugs in public was a key concern for the community, Philip began to involve them in projects such as clearing up the local park. Involving the youths in improving their surroundings increased confidence on the estate and led to a reduction in anti-social behaviour. Philip has been instrumental in 34 arrests, and regularly comes into the community to give talks on a variety of criminal justice topics. He can be credited with the transformation of community relations with the police.

CASE STUDY

Operation Hotspot. Trinity Ward, an area of high deprivation, was identified by the local CDRP as a priority using data from a variety of agencies. A survey of Trinity residents revealed that only 45 per cent of them would speak well of their neighbourhood, but 60 per cent would like to get more involved in neighbourhood activities. The neighbourhood manager consulted local resident groups on their top priorities, and the issues topping the residents' list of priorities were 'enviro-crime' issues, such as fly-tipping, drug dealing and anti-social behaviour offences. A lack of activities for young people and a lack of enforcement action were also identified as issues and confidence in agencies was low, leading to low reporting of crime. Partners and residents combined to identify short-, medium- and long-term interventions, and an action plan identified the right agencies for different problems. Operation Hotspot involved 25 partner agencies, as well as the residents. During the six-week operation, rubbish was cleared, graffiti removed, and youth activities provided. Enforcement action was stepped up, with joint police/council patrols catching offenders. Operations targeted littering and dog fouling; untaxed cars; drinking in the alcohol control area; drug dealing; and other issues. Community clean-ups, with residents, removed over 75 tons of rubbish and graffiti was removed by council wardens, together with local volunteer youths. The Fire Service visited local schools to talk about the dangers of fire setting, and youth activities were provided for bored youths. As a result, community pride was rekindled and community confidence increased: the percentage of residents who said that they would speak well of their neighbourhood increased from 45 per cent before the operation to 83 per cent afterwards.

INCREASE THE PROPORTION OF PEOPLE OVER 65 WHO ARE SATISFIED WITH THEIR HOME AND THEIR NEIGHBOURHOOD (PSA 17, INDICATOR 4)

This indicator reflects an objective to improve housing options, conditions and appropriateness for older people, and CLG will lead on a national strategy for achieving this. However, the objective is also to increase older people's satisfaction with their wider

neighbourhood, and tackling the community safety issues important to this group is a key element in delivering this.

What does it mean for the public?

Older people will feel more secure in their neighbourhoods.

What does it mean for partnerships?

Key drivers for older people's neighbourhood satisfaction include social capital, length of association with the area, quality and availability of local services and amenities, levels of crime, cleanliness, green space, and local services and amenities. Local authorities will lead on ensuring that planning is in place to address this range of issues, that older citizens are involved as part of the planning process, and that, where relevant, the key issues are reflected in LAAs. CDRPs will need to work with local authorities to ensure that action to improve public confidence and address the crime, disorder and anti-social behaviour priorities of individuals and communities (see PSA 23, Priority Action 3) takes sufficient account of older citizens, to support delivery of this indicator.

INCREASE THE NUMBER OF CHILDREN AND YOUNG PEOPLE ON THE PATH TO SUCCESS (PSA 14)

Most young people are already on the path to success and make a successful transition to adult life. But not all young people are on this path and many experience problems in their teenage years, such as falling behind at school or getting involved in drugs, crime and other unacceptable behaviour. In addition, young people can be exposed to extremist messages, and protecting them from these is important. The Government has already worked with its partners to introduce wide-ranging reforms to help improve outcomes for teenagers and there has been significant progress on some issues, but this PSA reflects the Government's objective to work more closely with its key partners to accelerate progress.

The approach to delivering the overall PSA recognises that young people who experience one problem often experience several others at the same time. However, of particular relevance to community safety, there is a specific indicator to reduce the number of first-time entrants into the CJS aged 10–17, and an indicator to reduce the proportion of young people frequently using illicit drugs, alcohol or volatile substances.

What does it mean for the public?

Fewer young people will experience poor outcomes, and instead will make a successful transition to adult life.

What does it mean for partnerships?

Children's trusts bring together social services, health, education and other services for children and young people in a local authority area, and have the lead role in local delivery of this PSA. Similarly, YOTs bring together key partners to tackle youth crime and reoffending, and have a lead role in the delivery of the indicator to reduce first-time entrants into the CJS aged 10–17. Given the role of early intervention in preventing future crime and tackling youth crime, and the contribution that this makes to the Make communities safer PSA, CDRPs have a particular interest in working closely with both children's trusts and YOTs. In line with local priorities and strategic assessments, CDRPs should consider:

- working closely with children's trusts and YOTs, and involving the third sector, to develop robust Children and Young People's Plans (incorporating Youth Justice Plans), maximising opportunities to reach the most socially excluded young people, particularly those at risk of entering the CJS;
- engaging children and young people to understand their concerns and priorities, and developing responses through the partnership plan;
- working with the police to consider using Safer Schools Partnerships to build good relationships between the police, children and young people; improve the safety of young people; and tackle youth crime; and
- working closely with children's trusts and primary care trusts (particularly those that do not pool budgets with their local partners) to ensure that there is sufficient availability of appropriate mental health services for 16 and 17 year olds (many of those involved in crime have substance misuse and/or mental health issues).

What does it mean nationally and regionally?

- The Home Office, the Department for Children, Schools and Families (DCSF) and the Ministry of Justice will work with the Police Service and other partners to develop a youth crime action plan and practitioner toolkit (to be published in spring 2008).
- Government Offices have a key role to play in ensuring that community safety is integral to strategy, planning and delivery in local areas. Government Offices provide support to and challenge local areas, disseminate effective practice and facilitate meaningful collaboration across partnerships to tackle the full range of crime and disorder issues. (In Wales, this is the responsibility of the Home Office Crime Team.)

CASE STUDY

Safer Schools Partnership. In autumn 2002, levels of criminal damage and nuisance calls started to increase in and around Henbury School. The perpetrators were found to be local young people coming onto the school site after school. On speaking with the young people it was found that the school was seen as a safe place to play, but older young people would often follow and use the site to drink alcohol and smoke, leading to the damage and increase in nuisance behaviour. As a result, the Safer Schools Partnership set up an after-school club at the school. The programme of activities including art, sport, music and community projects, aiming to provide a safe, supervised play environment where young people could learn and develop their interpersonal skills: a priority was to challenge inappropriate behaviour. A target group of young people was actively involved in taking ownership of the club, developing it and challenging the behaviour of other young people. After three months, there was a distinct decrease in the levels of criminal damage. After 12 months, evaluation revealed increasing levels of acceptable behaviour, levels of criminal damage at an all-time low, and increased interest and involvement from parents as well as young people.

CASE STUDY

The community-orientated policing leadership course, Tower Hamlets, Metropolitan Police.

Tower Hamlets is the fourth most deprived borough in the country, and crime and anti-social behaviour is high on the list of residents' concerns. The CDRP analysed the profile of anti-social behaviour in the borough and decided to design an intervention to work with young people who were identified by police and partner professionals as being at risk of involvement in the CJS. Alongside this, the police wished to promote a career in the force, to help the force become more representative of the diverse population in Tower Hamlets. A model for a leadership course aimed at the target group of young people was developed. The course aimed to provide young people with challenging opportunities to understand the impact of their behaviour on other people, and to support young people to develop their self-confidence to control their own behaviour and resist peer pressure situations. The course was designed by the Safer Schools Team in conjunction with other agencies and branches of the Metropolitan Police Service. The course consisted of seminars relating to citizenship, leadership, gangs, drugs, the CJS and dangerous weapons, as well as a mobile prison visit and an interactive custody and court workshop. It included first aid training, careers counselling and teambuilding exercises, with a formal graduation and follow-up opportunities. The results of the pilot programmes were startling. The number of youth disorder-related computer-aided dispatch calls showed a decrease of 295 between November 2005 and November 2006. Before the second pilot course, 13 of the young people had come to police attention, but in the three months following the course only one had reoffended and three had come to the attention of the police.

IMPROVE CHILDREN AND YOUNG PEOPLE'S SAFETY (PSA 13)

The Government's objective is to improve children and young people's safety further over the next three years. Improving children's safety means tackling a wide range of issues, from abuse and neglect to accidental injury and death, bullying, crime and anti-social behaviour. It also means ensuring a stable home environment.

What does it mean for the public?

The public will see fewer children reporting being bullied, a quick and effective response for children referred into social care, fewer children injured either by accident or deliberately, and fewer preventable child deaths.

What does it mean for partnerships?

Local Safeguarding Children Boards (LSCBs) are the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and ensuring the effectiveness of the work that the organisations undertake to safeguard children and young people. The delivery of the Make communities safer PSA contributes to the delivery of PSA 13 by tackling crime, disorder and anti-social behaviour issues that affect local communities, including the safety of children and young people. In line with local priorities and strategic assessments, CDRPs should consider:

- ensuring that the views and concerns of children and young people are taken into account when identifying the concerns and priorities of local citizens and developing responses through the partnership plan;
- as above, working with the police to explore using Safer Schools Partnerships where they do not already exist;
- working with the police to ensure that local neighbourhood policing approaches take account of the needs and concerns of children and young people (including about safety on the streets and on public transport) and support these approaches where appropriate; and
- working with universal services (e.g. schools, health) to support educating children and young people about how to keep themselves safe.

In addition, police forces will identify and act on child protection concerns, carry out criminal investigations and help to prevent harm. Police forces have specific child abuse investigation units and can exercise emergency powers where necessary to protect children believed to be at immediate risk.

What does it mean nationally and regionally?

- The Government published *Staying Safe: A consultation document* in July 2007, covering a wide range of issues relating to children's safety and proposing new actions in 11 areas. A cross-government action plan will be published in response to the consultation in early 2008.
- The Youth Justice Board (YJB) for England and Wales will continue to work with providers of custodial places to develop safeguarding arrangements and promote effective behaviour management strategies.
- For criminal cases, the Ministry of Justice is working to improve the safety of children who appear as witnesses. Courts are working towards a target that by the end of 2008 all Crown Courts and 90 per cent of magistrates' courts will have separate waiting facilities.
- In a statement on national security, the Prime Minister announced a new headteachers' forum to advise on what more can be done to protect young people from violent extremism and build bridges across communities.

DELIVER A MORE EFFECTIVE, TRANSPARENT AND RESPONSIVE CJS FOR VICTIMS AND THE PUBLIC (PSA 24)

The Government's vision is for a CJS that puts victims at its heart and in which the public are confident and engaged. It will be effective in bringing offences to justice through simple and efficient processes. The CJS has a key role to play supporting the Crime Strategy. Catching and convicting criminals helps to deter crime and reoffending, and reduces the overall incidence of crime, making communities safer places in which to live and work. This PSA represents the high-level measures of success for the CJS strategy.

What does it mean for the public?

Criminal justice services locally will be more citizen-focused and accountable to local communities, who will be more engaged and increasingly confident that the system is fair, efficient and effective in delivering justice for all.

What does it mean for partnerships?

Although LCJBs lead in delivering this PSA, it will continue to require close working between LCJBs and CDRPs to ensure that local delivery plans are co-ordinated. In line with local priorities and strategic assessments, CDRPs should consider:

- working closely with LCJBs to enhance the management of prolific and priority offenders, through joint working between the police, prosecutors, courts and local criminal justice agencies, ensuring that prolific offenders are brought to justice and given the support they need to stop them reoffending;
- sharing information and working closely with LCJBs through effective community engagement to identify and tackle issues that are of most concern locally, increasing public confidence in, and support for, local criminal justice services;
- working closely with LCJBs to ensure that local frameworks and tools used by each partnership to identify and act on locally determined community safety priorities are aligned with CJS priorities;
- working closely with LCJBs to ensure that all victims and witnesses receive a high standard of service from the CJS, and improving information, practical and emotional support to victims. This will mean continuing the national roll-out (through Victim Support, in partnership with LCJBs) of enhanced services for victims, providing a practical, tailored and timely response to their needs. Enhanced services will be in place in all areas by June 2008;
- rolling out the Crown Prosecution Service (CPS)-led Victim Focus Scheme; and
- sharing information gained by LCJBs (through use of diagnostic tools and a core framework/action plan, to be developed in 2008) and identifying problems and determining priorities locally in relation to race disproportionality at key stages in the CJS, and using it to inform CDRPs' strategic assessments and partnership planning.

What does this mean nationally and regionally?

- The Government (led by the Office for Criminal Justice Reform) will develop a cross-CJS community engagement strategy, to inform local engagement in relation to the CJS.
- The Government will make the Criminal Injuries Compensation Scheme more customer-focused, increase reparation to victims and divert money from offenders to third sector services through the victim surcharge.

CASE STUDY**Volunteer Advisory Panel on Victim and Witness Issues, Lincolnshire LCJB.**

Formed in 2005, this panel of four people comprises victims who have been affected by serious crime. Despite personal misfortune, they bravely decided to share their experiences to benefit other victims. They offer their spare time to fulfil the vision of a victim-friendly CJS. By shadowing CJS agencies on the front line, they are able to make recommendations for improvement, while recognising the difficulties faced by staff. The panel is involved in domestic abuse issues and witness care and, in doing so, provides an excellent consultation mechanism to aid the humanising of the CJS. They have demonstrated high moral integrity, outstanding altruism and enormous citizenship commitment, and their contribution brings enduring benefits right across the system.

REDUCE THE HARM CAUSED BY ALCOHOL AND DRUGS (PSA 25)

The Government's vision is to produce a long-term and sustainable reduction in the harm associated with alcohol and drugs. Between a third and half of acquisitive crime is believed to be committed to fund a drug addiction, and alcohol is a factor in around half of all violent crimes. Problem drug use and harmful alcohol consumption destroy families and contribute to a cycle of deprivation and lost opportunity.

What does it mean for the public?

People will see a reduction in alcohol-related and drug-related crime, disorder and anti-social behaviour within their communities, making them feel safer.

What does it mean for partnerships?

CDRPs and Drug Action Teams (DATs) (or Drug and Alcohol Action Teams (DAATs)) lead on delivering the community safety aspects of this PSA and, where they are not merged into a single partnership, close working between the two is crucial. The performance of partnerships and the police against this objective will be measured through indicators in APACS (see section 4).

In line with local priorities and strategic assessments, CDRPs should consider:

- working closely with partners in children's trusts (in particular through targeted youth support) to ensure that prevention and early intervention activities to prevent substance misuse among young people are successful, and that young people most at risk are being identified and supported;
- developing local alcohol strategies to tackle local alcohol-related crime, disorder and anti-social behaviour (in place in every CDRP by April 2008). In particular, in relation to community safety, these strategies should address 18–24 year old binge drinkers, a minority of whom are responsible for the majority of alcohol-related crime and disorder in the night-time economy. Tactics include early police intervention (e.g. Penalty Notices for Disorder to prevent behaviour escalating to violence); working with licensed premises to reduce underage sales of alcohol; establishing taxi marshals and night bus routes to prevent violence among those who are leaving the town centre at night; and introducing polycarbonate drinking vessels to reduce glass-related injuries in high-risk premises;
- working closely with partners in health and the CJS to identify and target alcohol-related offenders, with a combination of penalties, health and education interventions to drive home messages about risks associated with alcohol and promote behavioural change to prevent reoffending; and
- using targeted enforcement campaigns to tackle specific alcohol harm in key areas.

- working closely with partners in health to ensure that there is sufficient provision of drug treatment both for high harm-causing drug-misusing offenders (including those referred from the CJS) and other drug misusers. Ensuring that there is early and appropriate intervention with priority groups such as prisoners, young people and drug users who are parents;
- working with partners to tackle drug misuse as a driver for offending, building on the success of offender-based interventions such as DIP and the PPO Programme;
- working with partners in health, housing and education, Jobcentre Plus, the National Offender Management Service (NOMS) and others (including in the third sector) to ensure integrated support to address the range of complex and inter-related issues faced by drug misusing offenders;
- tackling the supply of drugs using the National Intelligence Model, identifying problem areas, issues and high-harm users, to guide appropriate intervention.

Detail on specific programmes and milestones will be available in the new Drug Strategy, which is expected to be published in early 2008.

What does this mean nationally and regionally?

- Local partnerships can expect the Government to continue to develop and disseminate good practice and guidance to support their work.
- The Government will deliver on the actions and priorities set out in the national alcohol strategy, *Safe. Sensible. Social.* This includes developing guidance on what is and is not safe and sensible in alcohol use among young people, supported by a social marketing campaign. It will also involve working with industry with a view to considering the need for regulatory change or legislation in relation to alcohol, and providing further guidance to ensure that alcohol enforcement activity is efficient and well targeted.
- The Government (the Department of Health, DCSF and the Home Office) will run national and local public health campaigns about the harms associated with drug misuse.

- The Government will also work with national and international partners to tackle the supply of drugs, disrupt drug traffickers and increase the amount of criminal assets recovered.
- Government Offices have a key role to play in ensuring that community safety is integral to strategy, planning and delivery in local areas. Government Offices provide support to and challenge local areas, disseminate effective practice and facilitate meaningful collaboration across partnerships to tackle the full range of crime and disorder issues.

CASE STUDY

Effective information sharing. Ms B was under a parole licence that required her to address her drug problem and comply with a drug testing condition. However, there were concerns about her progress. A meeting was arranged for the offender manager, police officer and criminal justice integrated team (CJIT) caseworker to discuss her case. The CJIT caseworker confirmed that Ms B had been missing appointments; the offender manager reported an increase in positive drug tests; and the police officer confirmed that Ms B was seen on several occasions in the red light area late at night. The welfare of the three children in her care was of urgent concern. This was immediately reported to the social services team that was managing the children's welfare. As a result of the sharing of information by all workers involved, the children's safety was assured. Ms B admitted to a relapse and asked for help to restart her treatment. Within a few weeks, the number of intelligence reports fell. Ms B attended her appointments and began giving negative drug tests. The offender manager gave her a formal written warning regarding her behaviour, and she remained under close monitoring by all agencies over the following months.

INCREASE THE PROPORTION OF SOCIALLY EXCLUDED ADULTS IN SETTLED ACCOMMODATION AND EMPLOYMENT, EDUCATION OR TRAINING (PSA 16)

This PSA recognises that some people suffer from a combination of problems and circumstances that make it very difficult for them to participate in society. The PSA encapsulates the Government's objective to ensure that the most vulnerable adults are offered the chance to get back on a path to a more successful life.

What does it mean for the public?

More of the most vulnerable adults will receive the support they need to escape social exclusion.

What does it mean for partnerships?

LSPs will lead on understanding local performance against the eight indicators in this PSA and on negotiating improvement targets through the LAA – where appropriate and based on the balance of priorities in an area. The wider group of socially excluded adults includes adults who are offenders or are at risk of offending, and adults who have children who may be at risk of offending. Tackling social exclusion therefore has an impact on reducing offending and reoffending. CDRPs have an interest in local approaches to delivering this PSA, and in line with local priorities and strategic assessments they should consider:

- working closely with local authorities and Jobcentre Plus to ensure that socially excluded offenders or those at risk of offending are identified and helped into settled accommodation, employment, education or training, in order to reduce reoffending; and
- ensuring that offenders' accommodation needs are incorporated in relevant local plans, such as Reducing Reoffending Delivery Plans, community plans, DAT treatment plans, and regional housing and homelessness strategies.

What does it mean nationally and regionally?

- The Government will continue to work to improve access to Jobcentre Plus advisers in prisons; to explore extending the availability of Fresh Start interviews to benefits other than Jobseeker's Allowance; and to ensure that prisoners have timely access to benefits and financial support on release.

CASE STUDY

The Warbarth Project, National Probation Service, in association with Working Links, Devon and Cornwall. The Warbarth project works on the simple premise that being employed reduces reoffending. Its aim is to help offenders to sell themselves to potential employers, and to start new careers away from crime. By providing bespoke advice to over 400 offenders and ex-offenders on seeking work, Warbarth has doubled its own target. A quarter of these individuals have found jobs and six have even started their own businesses. Warbarth's four advisers operate from various locations around Devon and Cornwall, including libraries, community centres, cafes and sports centres. They also visit local prisons to talk to offenders who are close to release. The project is a key element of the local multi-agency strategy to put prolific offenders back on the straight and narrow.

ENABLING DELIVERY: STRENGTHENING CAPACITY AND CAPABILITY

Key to the delivery of the Government's community safety priorities, as set out in the range of PSAs above, is the way in which local delivery partners work together. Delivering on the elements of CDRP reform is therefore also a key priority for CDRPs in 2008/09.

CDRP REFORM

Almost a decade ago, the Crime and Disorder Act 1998 put partnership working on a statutory footing in England and Wales for the first time. CDRPs have matured, and inter-agency working is becoming second nature to many who work to improve the safety of their communities. It has become increasingly evident that a range of organisations and agencies working together deliver more effective and long-lasting solutions than any one agency working alone. While some partnerships have achieved excellent outcomes for their communities, partnerships remain more virtual than real in other areas. CDRP reform aims to strengthen partnership working further.

What does this mean for partnerships?

- In place of nationwide mandates from government, the onus will be on partnerships to understand the full breadth of crime and community safety issues in their area, and to be able to demonstrate effective action to address them. Partnerships will be expected to improve their skills and processes to perform better and, in doing so, to rise to the increased challenges posed by this greater flexibility and to meet the needs of their community.
- Through a review of the partnership provisions in the Crime and Disorder Act 1998 and extensive stakeholder consultation, the Government has identified what works well and has developed the Hallmarks of Effective Partnerships.⁵ These represent the key aspects of partnership working that underpin effective delivery. Each hallmark comprises two elements: statutory requirements and suggested practice. The statutory requirements have been reflected in regulations that came into force in August 2007 (and in November 2007 in Wales). Beyond these minimum statutory requirements, partnerships have the flexibility to deliver in their own way. Providing front-line professionals with increased flexibility to respond to local issues reflects the Government's belief that an effective partnership is one that is visible to the local community and held to account for the decisions that it makes.

What does this mean nationally and regionally?

- The Government will remove some of the central direction that had been necessary as local community safety partnerships were developing.

⁵ Full details of the six hallmarks, and *Delivering Safer Communities: A guide to effective partnership working* can be found at www.crimereduction.homeoffice.gov.uk/partnerships/partnerships001.htm

4. PERFORMANCE MANAGEMENT

The Government believes that performance management of crime and policing in the future should reflect what has been learned in the past and the changed strategic landscape.

The Government sets the strategic direction for the police and their community safety partners. The PSAs for 2008–11 articulate the national priority objectives for community safety, including national indicators that will be used to help measure how well these are being achieved across England and Wales. As the PSAs make clear, local partners will have flexibility to balance their local community safety priorities with these national strategic objectives, through establishing priorities for improvement in LAAs (by LSPs and CDRPs) and through the role of police authorities in setting priorities for the police locally through policing plans.

The Home Office has lead responsibility for the performance management of crime and policing. The principles underpinning the Home Office's new approach will be as follows.

- To focus on those priorities set out in the Government's PSAs for 2008–11 that will be delivered in whole or in part through the police working alone or in partnership. These include the priorities set out in PSAs 23 (Make communities safer), 24 (Deliver a more effective, transparent and responsive CJS for victims and the public), 25 (Reduce the harm caused by alcohol and drugs), 26 (Reduce the risk to the UK and its interests overseas from international terrorism), 14 (Increase the number of children and young people on the path to success) and other priorities established beyond the PSA framework (e.g. on police efficiency).
- To use LAAs as a driver for improved performance, and to establish local policing and community safety priorities for the communities concerned. The Home Office will work with police forces, police authorities, local authorities and other local and national partners to deliver these priorities.
- To work with other government departments and other partners to improve delivery for the public by strengthening the way in which performance and delivery frameworks fit together. The LCJBs, YOTs, directors of children's services and PCTs are just a few of the many partners who need to work together.
- To reflect the particular importance of performance on crime to the public's sense of wellbeing and confidence, and recognise the fact that in a fast-moving world, crime trends can change fast and require a real-time response.
- To continue to provide high-quality and up-to-date information to the public to enable them to hold services to account.
- To provide flexibility in the setting of local policing and community safety priorities, with areas held to account in terms of their performance against these priorities.

The approach taken by the Home Office, led by the Police and Crime Standards Directorate, will therefore be as follows.

- To work with police forces, police authorities and local authorities through Government Offices to agree which of the national policing and community safety targets are also local priorities in each LAA, and which have been identified as important to achieving national PSAs. These negotiations are already underway, and LAAs will be signed off by ministers by June 2008.
- To work with police forces and authorities through the national police performance arrangements to support continued improvement.
- To work with Government Offices and regional Improvement and Efficiency Partnerships to co-ordinate any necessary improvement support or challenge for local partnerships in their delivery of the LAA targets.

- To provide support for any CDRPs that need and want it – initially through Government Offices and Police and Crime Standards Directorate consultancy work, and in the longer term through the National Policing Improvement Agency (NPIA), the Local Government Association and the Improvement and Development Agency for local government (IDeA) – while at the same time encouraging a sector-led improvement approach that sets clear objectives and milestones for improvement, with escalation to stronger interventions if necessary.
- To monitor trends in CDRP performance and, where these threaten to put national PSA delivery at risk, to feed into Government Office reviews of LAAs. Where necessary, to seek to agree changes to LAA targets at the first possible review point.

The Home Office will not be setting improvement targets for partnerships outside the LAA process, but will continue to monitor and support CDRPs as described above.

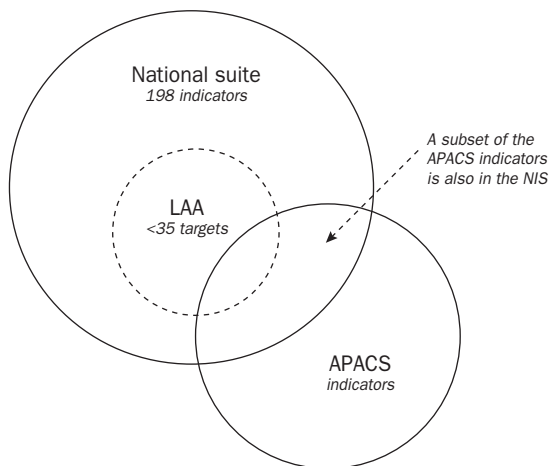
Police and CDRP performance will be monitored through APACS. The Policing Performance Assessment Framework (PPAF) was introduced in 2004, and APACS have been developed as its successor. The main changes are as follows.

- APACS will cover policing and community safety issues in a balanced way that reflects relative seriousness. (E.g. the previous framework did not give enough weight to important issues such as terrorism, violence and protective services, and many people felt that it set a perverse incentive and failed to give credit to improvement in these important areas.)
- APACS will recognise that agencies other than the Police Service are crucial to success in terms of the Government's crime and community safety goals. They will promote joint working through a single measurement framework agreed with partners and aligned with other performance frameworks.
- APACS will reflect the priorities set out in the Government's new Crime Strategy and the PSAs.
- APACS will support a balanced regime of accountability, building on the roles of partners locally, regionally and nationally – and within the framework – to allow a realistic balance between nationally and locally identified priorities.

- APACS will be aligned with the performance frameworks for other public services.
- APACS will make the best use of performance data, diagnostic data, local data and professional judgements in producing analysis and assessments that:
 - show whether services are effective, equitable and provide value for money, and whether they are perceived as such;
 - reflect relevant PSAs, other strategic priorities and standards, the priorities for improvement agreed between local partnerships and the Government for inclusion in the LAA, as well as performance against locally chosen priorities for improvement;
 - use data that is focused on results (outcomes), but with the capability to use data for inputs, processes or outputs; and
 - can monitor the implementation of key operational strategies such as neighbourhood policing, alcohol misuse and drug enforcement.

The Local Government White Paper identified that 1,200 existing indicators were being reported to the Government by local authorities. These have now been reduced to an NIS of 198, covering the full range of national priorities delivered by local authorities working alone or in partnership in England. The list of NIS indicators is currently being consulted on, and all the indicators that are relevant to crime and community safety are included in APACS.

Local authorities and partners in England will be expected to continue to deliver across all of the national priorities monitored through the NIS. However, from April 2008, new LAAs will set a maximum of 35 improvement targets from the NIS.

Figure 6: Relationship between APACS, the NIS and LAAs

It is recognised that APACS indicators may not necessarily be included in all LAAs. As at December 2007, 55 APACS indicators were proposed – of which 24 were in the NIS.

This new approach will be underpinned by the regular publication of the following information.

- Monthly crime data at the local level, as ministers have promised.
- A replacement for the annual PPAF document setting out data and ratings for forces and for local areas.
- The new Comprehensive Area Assessment (CAA), which will set out performance in local areas against LAA outcomes and the NIS. The CAA will be introduced from April 2009 as part of the new performance framework for local authorities working alone or in partnership with others. It will replace existing regimes like the Comprehensive Performance Assessment and children's services Joint Area Reviews. It will have four elements: an assessment of risks to outcomes being delivered locally (including LAA targets); a scored 'use of resources' judgement for local authorities, police authorities, PCTs, and fire and rescue authorities; a scored 'direction of travel' judgement for local authorities; and publication of performance against the NIS.

5. TIMETABLE OF KEY EVENTS

December 2007	January 2008	February 2008	March 2008	April 2008	May 2008
<p>Launch of local alcohol strategy toolkit</p> <p>All local authorities consulting on new LAA outcomes frameworks, funding plans and performance arrangements; Government Offices and central departments review proposed priorities</p> <p>Second month of Phase 2 (implementation) of LAA process</p> <p>Comprehensive Spending Review (CSR) police grant</p> <p>Police Efficiency and Productivity Strategy published</p> <p>Neighbourhood Management Action Plan published</p>	<p>Negotiation of priorities based on departmental and Government Office discussions and local authority/LSP consultations</p> <p>Publication of new LAA intervention toolkit</p> <p>Sir Ronnie Flanagan Review of Policing final report due</p> <p>Publication of Staying Safe Action Plan</p> <p>Tackling Violence Action Plan published</p> <p>ITV <i>Beat Life</i> series runs for six weeks</p>	<p>Local authorities submit revised LAA outcomes framework to Government Offices</p> <p>Updated action plans for domestic and sexual violence published (to sit underneath the overarching Tackling Violence Action Plan</p> <p>Country-wide consultation closes on the CAA</p>	<p>Continuing negotiation of LAA priorities based on departmental and Government Office discussions and local authority/LSP consultations</p> <p>Publication of gangs toolkit</p> <p>Promotion and review of Home Office/ACPO knife crime guidance</p> <p>Launch of knife awareness campaign</p> <p>Place-shaping guidance published that describes how LSPs support the delivery of LAAs</p> <p>Tackling Guns Action Plan conference</p> <p>44 areas conference</p>	<p>Introduction of APACS performance framework</p> <p>CDRP reform plans and arrangements in place</p> <p>Police Green Paper published (tbc)</p> <p>Full roll-out of neighbourhood policing complete</p> <p>Three-year rolling policing plans published by police authorities</p> <p>National Treatment Agency annual DAT treatment plans published</p> <p>Local authorities submit revised LAA outcomes framework to Government Offices, to include proposed improvement targets</p> <p>New cross-government alcohol communications strategy launched</p> <p>Development of new CAA intervention approach</p> <p>Implementation of new Drug Strategy begins</p> <p>Youth Crime Action Plan published</p> <p>Local alcohol strategies in place</p>	<p>Continuing negotiation of LAA improvement targets based on departmental and Government Office discussions and local authority/LSP consultations</p>

<p>June 2008</p> <p>Government Office regional directors make LAA recommendations to the Government; ministerial sign-off of LAAs</p> <p>End of Phase 2 (implementation) of LAA process</p>	<p>July 2008</p> <p>Start of Phase 3 of LAA process (delivery)</p> <p>Local crime information available at sub-Basic Command Unit level</p>	<p>August 2008</p> <p>Start of programme of priority reviews to assess the effectiveness of the new Crime Strategy in local context</p>
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6. ROLES AND RESPONSIBILITIES OF KEY PARTNERS

NATIONAL

Nationally, community safety policy and delivery are the responsibility of government departments. The departments with an interest in the PSAs in this document include:

- Home Office
- Ministry of Justice
- Office of the Attorney General
- Communities and Local Government
- Department for Children, Schools and Families
- Department for Environment, Food and Rural Affairs
- Department for Culture, Media and Sport
- Department of Health
- Department for Business, Enterprise and Regulatory Reform
- Department for Innovation, Universities and Skills
- Department for Work and Pensions
- HM Treasury
- Cabinet Office.

NOMS was created in 2004, with the aim of reducing reoffending and protecting the public. Based within the Ministry of Justice, it includes a number of organisations including the Prison Service and Probation Service, and is putting a system in place to deliver end-to-end offender management.

REGIONAL

The Government also works through the Government Offices for the Regions in England, and through the Home Office Crime Team in Wales. The Government Office Network consists of nine regional offices across England, and the corporate centre, the Regional Co-ordination Unit. The Government Offices represent 11 Whitehall departments and have an important role to play as the key brokers between central government policy and delivery on the ground.

The Government Offices negotiate LAAs for the Government, delivering for Whitehall and enabling local partners to focus resources on local priorities. They:

- strengthen national policies;
- integrate regional strategies; and
- drive local delivery.

In Wales the Home Office Crime Team is responsible for monitoring the performance of the 22 community safety partnerships against agreed local crime targets. It is also responsible for working with the 22 partnerships to improve performance and disseminate best practice. The Home Office Crime Team works closely with the Welsh Assembly Government on matters that might have an impact on community safety but for which responsibility is devolved.

Responsibility for offender management and delivering a reduction in reoffending is devolved to nine regional offices in England and one office in Wales. The English regional offices are led by regional offender managers, and the Welsh office by a Director of Offender Management. These leaders have substantial knowledge of the offending-related needs and issues in their region, and their responsibilities include:

- developing and overseeing the implementation of a regional delivery plan for reducing reoffending;
- building and co-ordinating robust regional and local partnerships to help to ensure that the capacity exists to meet the shared goals of reducing reoffending and protecting the public; and
- commissioning and joint-commissioning services to address the priorities of their region.

Along with appropriate regional partners, the regional offender managers and Director of Offender Management lead work through their regional Reducing Reoffending Partnership Boards in England. In Wales, they lead work through the joint NOMS/Welsh Assembly Government Reducing Reoffending Board.

LOCAL

THE POLICE SERVICE

The Police Service's role in community safety is of primary importance at all levels. The mission of the Police Service remains to protect and reassure the public, to prevent and reduce crime, to maintain order and to bring criminals to justice.

Chief constables have operational independence in the exercise of their operational responsibilities, and help to guard the fairness and impartiality of law enforcement. Police authorities set the budget for the year and publish a local policing plan which sets out their local priorities following consultation with local people – this ensures that national targets are reflected properly at the local level and is a key part of delivering effective performance across all areas of policing business: from community safety through to protective services and beyond. The implementation of the Police and Justice Act 2006 will also place additional functions on police authorities: specifically a duty to hold chief constables to account, to ensure that arrangements are made for its force to co-operate with other forces whenever necessary or expedient, and to monitor the performance of the force in relation to compliance with human rights and the promotion of diversity within both the force and the authority.

CRIME AND DISORDER REDUCTION PARTNERSHIPS

CDRPs⁶ are comprised primarily of responsible authorities, which have a statutory duty to work with other local agencies and organisations to develop and implement strategies to tackle crime and disorder in their area (including anti-social behaviour and other behaviour that adversely affects the local environment, as well as the misuse of drugs).

The responsible authorities set out in Section 5 of the Crime and Disorder Act 1998 are the police, police authorities, local authorities, fire and rescue authorities and PCTs. Responsible authorities are under a statutory duty to ensure that the key agencies come together to work in partnership in a CDRP. The contribution of individual agencies varies, but the requirements that responsible authorities have to meet are set out in the Crime and Disorder Act 1998, the Police and Justice Act 2006 and recently published regulations that set out new minimum standards for partnerships. Details of these, and further good practice, can be found in *Delivering Safer Communities: A guide to effective partnership working*.

Partner contributions will vary from partnership to partnership, but PCTs can make a vital contribution by:

- commissioning services for the identification, referral and treatment of individuals with drug problems;
- identifying individuals with alcohol misuse disorders and providing brief health interventions;
- developing integrated services to support victims of crime, particularly victims of domestic violence, young offenders or offenders with mental health problems, and those who experience drug and alcohol dependence; and
- developing more effective prison healthcare, and links with community provision for primary care and the treatment of mental health problems, drug and alcohol dependence, and other chronic ill-health problems that are prevalent among prisoners.

The benefits of all of this to PCTs can include reducing the pressure on the emergency services that results from violence or alcohol-related injuries; reducing the demand on NHS services from crime-, alcohol- or drug-related ill health; and improving the working lives and conditions for NHS staff by reducing the risks of violent or alcohol-related attacks and abuse.

Fire and rescue authorities also play an important role in community safety, significantly beyond firefighting. This includes two main strands of work.

- Programmes to reduce the incidence of accidental fires and casualties through education and publicity work in the community.
- Wider community and youth work, specifically targeting young people who are at risk of social exclusion and those in deprived areas.

LOCAL STRATEGIC PARTNERSHIPS

In England, LSPs are non-statutory, multi-agency partnerships. At a local level they bring together various parts of the public, private, community and voluntary sectors, allowing different initiatives and services to support one another so that they can work together more effectively. LSPs are not single organisations, but a 'family' of partnerships and/or themed sub-groups. The way in which individual LSPs are structured is determined locally.

⁶ CDRPs are known as community safety partnerships in Wales. The National Community Safety Plan applies in Wales in respect of non-devolved policing issues. It also applies insofar as it relates to PSAs that are concerned with non-devolved matters.

LOCAL CRIMINAL JUSTICE BOARDS

The 42 LCJBs in England and Wales were established non-statutorily in 2003 and are based on police force and criminal justice areas. Membership comprises chief police officers, the CPS, HM Courts Service, the Prison Service, the Probation Service and youth offending services. LCJBs are responsible for joining up the CJS at the local area level, and are increasingly involved in managing change across the CJS. LCJBs focus on improving the effectiveness of the CJS by bringing more offences to justice, reducing the number of ineffective trials, improving the experience of victims and witnesses, driving delivery of the timeliness target in the Persistent Young Offenders Pledge, delivering the PPO CJS Premium Service, improving enforcement and increasing public confidence in the CJS.

There are many overlaps between the agendas of community safety partnerships and those of LCJBs: they can work together to reinforce the other's area of work. Key areas of common interest are public confidence, support and services for victims, and offender management, including reoffending. Other areas will be determined by local priorities.

PROBATION TRUSTS

The Offender Management Act 2007 aims to improve the delivery of probation services to reduce reoffending and better protect the public. It will do so by enabling the establishment of probation trusts (replacing probation boards), and supporting the commissioning of probation services in greater partnership with providers in the voluntary, charitable and private sectors. Commissioning and joint commissioning will take place at national, regional and local levels. The national commissioning and partnership framework will set out NOMS' priorities for England and Wales. The national priorities will find expression in the regional commissioning and partnership plans, which will also reflect the regional reducing reoffending plans developed by the regional Reducing Reoffending Partnership Boards. These commissioning plans will be developed in full consultation with regional and local providers, as well as sentencers.

CHILDREN'S TRUSTS

Children's trusts bring together social services, health, education and other services for children and young people in a local authority area. Children's trusts support the integrated planning, commissioning and

delivery of services, multi-disciplinary working and clear lines of accountability. This means that children and young people should experience more integrated and responsive services and specialist support, resulting in earlier and more effective support for them and their families. Children's trusts have a vital contribution to make to community safety through their preventative work, and CDRPs should engage with them to develop this. Children's trusts should focus on preventative work through a multi-agency approach, encouraging closer joint working between the police, YOTs, youth services, drug and alcohol services, and health, social services and educational professionals. The overall aim should be to intervene at an early stage, before young people turn to crime and develop drug misuse problems.

YOUTH OFFENDING TEAMS

YOTs were created by the Crime and Disorder Act 1998. They are local authority youth justice services that bring together the staff and wider resources of education, health and social services, the police, the Probation Service and the third sector. YOTs are overseen nationally by the YJB, which monitors the effectiveness of the youth justice system, sets national standards, shares effective practice and independently advises the Government on the operation of the youth justice system. The focus for the YJB and YOTs is to achieve an integrated, end-to-end youth justice system that is effectively structured and well equipped to achieve long-term reductions in youth crime.

LOCAL SAFEGUARDING CHILDREN BOARDS

LSCBs are the most important mechanism for ensuring that local services consider how they can help to improve children's safety, and build this into plans for their services. LSCBs were established in every local authority from April 2006 to ensure that local organisations co-operate to safeguard children and to promote their welfare, and that the work carried out is effective.

Some local organisations have to be members of the LSCB by law – including local authorities, health services, the Police Service, the Probation Service, youth justice organisations and Connexions.⁷

Other partners – such as schools, further education institutions, the National Society for the Prevention of Cruelty to Children, and other voluntary and community sector bodies – should all be involved in the LSCB.

⁷ Connexions is the Government's support service for all young people aged 13 to 19 in England. It also provides support up to the age of 25 for young people who have learning difficulties or disabilities (or both). Through multi-agency working, Connexions provides information, advice, guidance and access to personal development opportunities for young people.

DRUG ACTION TEAMS AND DRUG AND ALCOHOL ACTION TEAMS

DATs are partnerships combining representatives from local authorities, education, social services, housing, health, the Probation Service and the Prison Service. DATs are the strategic lead on all drug issues and are responsible for the implementation of the national Drug Strategy at a local level. DATs take strategic decisions on the four aims of the current national Drug Strategy: treatment, young people, communities and supply. Their work includes ensuring the effective local commissioning of drug provision and supporting structures, and monitoring and reporting on performance against the four aims.

THE THIRD SECTOR

The third sector makes a vital contribution to keeping communities safe. CDRPs should consider actively engaging local third sector organisations – not only as potential partners in delivering services and solutions, but also in helping to shape those services and solutions. The Government is implementing a programme to build the capacity of organisations working at a local level. The aim is to promote active and empowered communities by building relationships between the local third sector, cultural and sporting organisations and local authorities. This will include building partnerships to transform public services with improved commissioning and procurement relationships, and investment to improve the level and quality of small grant funding available to community groups. Third sector organisations – both national and local – are often significant providers of local services and campaigns. Groups like Neighbourhood Watch can play an important role in increasing community engagement in community safety.

JOBCENTRE PLUS

Jobcentre Plus has specific programmes and initiatives that are aimed at helping some of the most disadvantaged either back into work or closer to the labour market. Jobcentre Plus employment and benefit surgery advisers see prisoners on a one-to-one basis at both the induction and pre-release stages of their custodial sentences, and signpost them to appropriate services and benefits. For prisoners who wish to claim Jobseeker's Allowance, the Fresh Start initiative provides the prison with an appointment for a new jobseeker interview as soon as possible after release. Jobcentre Plus supports offenders through a network

of regional and district partnerships, and plays a key role in negotiating LAAs as part of LSPs.

THE PRIVATE SECURITY INDUSTRY

The Private Security Industry Act 2001 (PSIA) provides protection for the public by driving out criminal elements from the private security industry and raising standards in the industry. Under the PSIA, the Security Industry Authority (SIA) regulates the industry through a mandatory licensing scheme for a range of security activities. The SIA also runs the Approved Contractor Scheme for security companies.

THE BUSINESS COMMUNITY

The Crime and Disorder Act 1998 obliges CDRPs to invite representatives of local businesses to become involved in the development and implementation of community safety strategies. Businesses should therefore have the opportunity to play a key role in shaping the direction of CDRPs and to ensure that tackling crimes against business plays an important role in their partnership plan. As invited participants, businesses also have an important role to play in being the 'eyes and ears' of their local community by reporting crime and activities that could lead to terrorism, so that clear strategies are devised and police resources are targeted to tackle local issues.

ANNEX A: RELEVANT NATIONAL STRATEGIES AND GUIDANCE

The full text of the Crime Strategy can be found at www.homeoffice.gov.uk/documents/crime-strategy-07.

Much of the material in this plan is drawn from or based on the delivery agreements for the PSAs. The full text of the PSAs, including the delivery strategies, can be found at www.hm-treasury.gov.uk/pbr_csr/psa/pbr_csr07_psaindex.cfm.

Detail on funding and resources is published in the funding settlement at <http://police.homeoffice.gov.uk/finance-and-business-planning/index.html>.

The new Drug Strategy will be published in the new year. In due course, action plans will be published on violent crime and youth crime, and a strategic plan on reducing reoffending will also be published.

For further detail on specific strategies and action plans, the following documents will be helpful.

PUBLICATIONS

ACPO, Department for Transport and Home Office (January 2005) *Roads Policing Strategy* (www.dft.gov.uk/pgr/roadsafety/drs/roadpolicingcommitment).

Communities and Local Government (September 2007) *Negotiating New Local Area Agreements*. London: CLG (www.communities.gov.uk/publications/localgovernment/negotiatingnewlaas).

Communities and Local Government (October 2006) *Strong and Prosperous Communities: The Local Government White Paper*. London: CLG (www.communities.gov.uk/publications/localgovernment/strongprosperous).

Department for Children, Schools and Families (July 2007) *Staying Safe: A consultation document*. London: DCSF (www.dfes.gov.uk/consultations/conResults.cfm?consultationId=1500).

Department for Education and Skills (March 2005) *Every Child Matters: Change for Children – Young People and Drugs*. London: DfES (<http://drugs.homeoffice.gov.uk/publication-search/young-people/every-child-matters.pdf>).

Department of Health (June 2007) *Safe. Sensible. Social: The next steps in the National Alcohol Strategy*. London: DH (<http://drugs.homeoffice.gov.uk/publication-search/drug-strategy/alcohol>).

HM Crown Prosecution Service Inspectorate (January 2007) *Without consent: A report on the joint review of the investigation and prosecution of rape offences*. London: HMCPSI (www.hmcpsi.gov.uk/reports/Without_Consent_Thematic.pdf).

Home Office (July 2007) *Cutting crime: A new partnership 2008–11*. London: Home Office (www.homeoffice.gov.uk/documents/crime-strategy-07).

Home Office (September 2007) *Delivering Safer Communities: A guide to effective partnership working*. London: Home Office (www.crimereduction.homeoffice.gov.uk/partnerships/partnerships001.htm).

Home Office (March 2007) *Enforcing the rules: A strategy to ensure and enforce compliance with our immigration laws*. London: Home Office (www.bia.homeoffice.gov.uk/6353/aboutus/enforcementstrategy.pdf).

Home Office (January 2006) *Respect Action Plan*. London: OCJR (www.homeoffice.gov.uk/documents/respect-action-plan).

Office for Criminal Justice Reform (November 2007) *Working Together to Cut Crime and Deliver Justice: A Strategic Plan for Criminal Justice 2008–11 – An overview*. London: OCJR (www.cjonline.gov.uk/downloads/application/pdf/1_CJS_Public_ALL.pdf).

ONLINE RESOURCES

Local Government Association National Improvement and Efficiency Strategy: www.lga.gov.uk/OurWork.asp?lsection=59&ccat=1313.

National Counter Terrorism Security Office protective security guidance: www.nactso.gov.uk.

Prolific and other Priority Offenders Programme guidance: www.crimereduction.homeoffice.gov.uk/ppo/ppominisite09.htm.

ANNEX B: STRATEGIC POLICING PRIORITIES AND KEY ACTIONS FOR THE POLICE SERVICE IN 2008/09

The PSAs set out the overarching priorities for community safety. The Home Secretary is also empowered to determine strategic priorities that are specific to policing. **These do not represent additional performance indicators.** Police performance will be measured through APACS. The strategic policing priorities (SPPs) are aligned with the PSAs and with APACS, and the ‘key actions’ highlight those actions that the Government believes are important to deliver the success that will be measured through the indicators in APACS.

The Home Secretary’s key strategic priorities for the Police Service for 2008/09 are as follows.

1. Reduce crime in line with the national PSAs (23 and 25), including focusing on more serious violence (particularly involving the use of firearms and other weapons), serious acquisitive crime (particularly prolific and other priority offenders and drug-misusing offenders), alcohol-related crime and disorder, and anti-social behaviour.
2. Increase public confidence in and satisfaction with the police through an emphasis on the quality of service provided to the public.
3. In line with PSA 24, work in partnership to deliver a more effective, transparent and responsive CJS for victims and the public.
4. Work jointly to ensure that adequate capability and capacity exists across England and Wales to deliver effective policing to tackle serious and organised crime and to provide other protective services.
5. In respect of counter-terrorism and violent extremism in line with CONTEST and the counter-terrorism PSA, work with and through local communities as appropriate to disrupt terrorists and their operations; protect key sites and people going about their daily lives; deter those who facilitate terrorism; stop people from becoming or supporting terrorists or violent extremists; and be prepared to respond to a terrorist attack and its consequences.
6. The tougher financial settlement for the CSR period requires both police authorities and forces to make the best use of resources, with a continuing commitment to achieving significant cashable improvements in efficiency and productivity. The Police Service should see resource management as a core responsibility of delivering sustainable improvement.

SPP1

Reduce crime in line with the national PSAs (23 and 25), including focusing on more serious violence (particularly involving the use of firearms and other weapons), serious acquisitive crime (particularly prolific and other priority offenders and drug-misusing offenders), alcohol-related crime and disorder, and anti-social behaviour.

Police authorities and chief constables may wish to consider the following key actions, depending on the profile of local problems:

- Engage in multi-agency information sharing in order to identify those people in the local area who are involved, or at risk of involvement, in violence or sexual offending either as perpetrators or victims. This can include implementation of MARAC arrangements according to national standards. This should include working in partnership with local partners on high-risk/MAPPA cases.
- Improve recording and analysis of domestic violence offences and ensure that these are prioritised at all stages from arrest through to prosecution, with a focus on reducing repeat victimisation.
- Implement the recommendations of HMIC and HMCPSP’s *Without consent*⁸ with regard to the investigation and prosecution of rape offences.
- Take steps to reduce the incidence of all weapon-enabled crime, including the possession of knives and, working closely with other agencies, the supply of firearms.

⁸ <http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/wc-thematic/>

- Identify the members of violent gangs in the local area and intervene to prevent gang-related violence, particularly involving the use of firearms, including through mediation, use of the civil justice system and other disruptive tactics, and working closely with other agencies, partners and the community.
- Make appropriate use of DIP and the PPO Programme to tackle drug-related acquisitive crime and persistent offending.
 - Ensure that prolific and other priority offenders are actively targeted, monitored and managed under the ‘Catch and Convict’ strand of the PPO strategy.
 - Work with other criminal justice agencies, particularly NOMS, in a multi-agency approach to manage prolific and other priority offenders in the community, in custody and on release on licence.
 - Fully support the Premium Service approach from arrest to sentence for prolific and other priority offenders being brought to justice.
- Use intelligence-led processes to tackle the serious acquisitive crime that is causing the greatest problems locally.
- Work with the full range of partners – particularly children’s services and YOTs – to identify those at risk, both as perpetrators and/or as victims of crime, and take preventative action to stop escalation.
- Use the full range of disposals available to respond to youth crime and disorder.
- Make full use of Safer Schools Partnerships.
- Ensure effective consultation and engagement with young people to design strategies to tackle youth crime.
- Work with licensed premises (on- and off-licences) to ensure that the sale of alcohol and its consumption are managed in a responsible manner. Where this partnership approach does not result in more responsible retailing or management of premises, the powers contained in the Licensing Act should be used appropriately.
- Tackle issues associated with the night-time economy, both by stopping problems from escalating and by working with partners to prevent problems and to ensure effective enforcement where they do occur.
- Work with local partners and the community, establishing accurate problem profiles of drug-related crime, offending and anti-social behaviour, and identifying the highest harm-causers to the community where drug misuse is the key driver for offending behaviour. Implement proportionate offender management strategies to tackle drug misuse and to reduce drug-related crime, offending and anti-social behaviour. This should include prolific and other priority offenders whose substance misuse is a key driver for their offending behaviour.
- Work with other agencies, partners and the community to robustly tackle drug dealing and supply. Co-ordinate enforcement and demand reduction activity, using powers in the Proceeds of Crime Act 2002 to maximum effect and building a comprehensive intelligence picture from street level up.
- Ensure that there are effective routes for engagement with the community to establish the nature of problems and concerns, and provide feedback and reassurance that drug dealing, crime and anti-social behaviour are a priority and are being tackled.
- Work with partners to champion implementation and delivery of the new 2008 Drug Strategy, and support the approach that improves engagement in and treatment outcomes for all drug users, including prolific and other priority offenders.
- In line with the consultation document *Improving Health, Supporting Justice*, work with mental health services to secure early assessment of people coming into contact with the police or who appear to be mentally disordered, as the first step towards admission to health facilities, informed decisions about risk assessment and criminal justice action, and/or diversion into health treatment, as appropriate.
- Engage fully with regional reducing reoffending partnership arrangements, for example through attendance at Regional Reducing Reoffending Partnership Boards, to ensure that regional priorities in relation to reducing reoffending are identified and addressed more effectively.

- Implement the Roads Policing Strategy with the aim of reducing the number of people killed or seriously injured on the roads, focusing on the most serious offences, especially seatbelt-wearing offences, speeding, and drink and drug driving.
- Support and engage with a local partnership response to reducing the volume and seriousness of reoffending as a key component of tackling high-volume and serious crime, particularly in those local areas where reducing reoffending is identified as a priority.
- Take account of the forthcoming Youth Justice Board/Home Office guidance on the Prevent and Deter strand of the PPO Strategy.

SPP2

Increase public confidence in and satisfaction with the police through an emphasis on the quality of service provided to the public.

Police authorities and chief constables may wish to consider the following key actions, depending on the profile of local problems:

- Continue the drive to tackle anti-social behaviour by dealing with local concerns quickly – building on the success already achieved across England and Wales.
- Together with community safety partners and other agencies, work to integrate neighbourhood policing with neighbourhood management (where it exists) and to explore alternative options in areas where it does not.
- Improve on and continue to support effective community engagement through neighbourhood policing teams. By July 2008, provide locally specific monthly crime information which will better inform the relationship between the Police Service and the community, including by working with Neighbourhood Watch, residents' associations and similar organisations.
- Continue to improve complaints handling.

SPP3

In line with PSA 24, work in partnership to deliver a more effective, transparent and responsive CJS for victims and the public.

Police authorities and chief constables may wish to consider the following key actions, depending on the profile of local problems:

- Work in partnership to improve the effectiveness and efficiency of the CJS in bringing offences to justice, especially in relation to serious offences, prolific and other priority offenders and the Premium Service. In particular, to:
 - improve sanction detection rates for serious violent crime and serious acquisitive crime;
 - work with the CPS to examine local processes in order to reduce unnecessary work on, and time dedicated to, case file preparation;
 - improve the effectiveness of processes to investigate and prosecute rape and serious sexual offences; and
 - implement local action plans as per the recommendations of the 2007 HMIC and HMCPSI report *Without consent*.
- Increase the levels of public confidence in the fairness and effectiveness of the CJS. In particular:
 - work with LCJB and CDRP partners to involve and consult individuals and communities on priorities in delivery of local CJS services, including prolific and other priority offender schemes and the Premium Service;
 - use this to develop and agree local delivery plans to address local concerns; and
 - encourage and support police officers and staff to act as advocates for the CJS.
- Increase the proportion of victims and witnesses who are satisfied with the way they are treated by the CJS, particularly by meeting the standards set out in the Quality of Service Commitment, and the Code of Practice for Victims of Crime.
- Identify and explain race disproportionality at key points within the CJS and have strategies in place to address any racial disparities that cannot be explained or objectively justified. In particular:
 - ensure that key data are collected to the 16+1 ethnicity standard;

- use local data to identify areas of disproportionality and use diagnostic tools to analyse and understand the reasons for any identified race disproportionality; and
 - identify local priorities for action, and implement robust and measurable strategies.
- Reduce the harm caused by crime by increasing the quantity of criminal assets recovered, in line with agreed annual recovery targets and delivery plans.

SPP4

Work jointly to ensure that adequate capability and capacity exists across England and Wales to deliver effective policing to tackle serious and organised crime and to provide other protective services.

Police authorities and chief constables may wish to consider the following key actions, depending on the profile of local problems:

- Conduct robust, local, risk-based assessments of the levels of threat, capability and capacity to identify improvements needed in the protective services set out by the Home Office in the Minister of State for Security, Counter-terrorism, Crime and Policing's letter of 14 February 2007.
- Work with HMIC, the Home Office and other agencies involved in developing and delivering improvement plans to ensure that those plans generate significant improvements in high-need areas by 2009 and, throughout England and Wales, meet the ACPO Threshold Standards for Protective Services by 2011.
- Implement the improvement plans, including collaborative arrangements where appropriate, in a manner that ensures that there is appropriate provision of protective services, in particular to address serious and organised crime, at a local, regional and national level, as well as providing the necessary support to regional and national initiatives, including criminal asset recovery.
- Take account of advice from ACPO, APA, the Home Office and their partners on best practice for joint working, in particular the reports from the evaluation of protective service demonstrator sites.
- Develop further opportunities for joint working to improve the delivery of protective services.

SPP5

In respect of counter-terrorism and violent extremism in line with CONTEST and the counter-terrorism PSA, work with and through local communities as appropriate to disrupt terrorists and their operations; protect key sites and people going about their daily lives; deter those who facilitate terrorism; stop people from becoming or supporting terrorists or violent extremists; and be prepared to respond to a terrorist attack and its consequences.

Police authorities and chief constables may wish to consider the following key actions, depending on the profile of local problems:

- Work with national and local partners and the community to stop people from becoming or supporting terrorists or violent extremists.
- Increase capability in all forces, but particularly in high-priority areas, to enable engagement in the full range of counter-terrorism policing activities – from intelligence and investigation through to intervention – by disruption and prosecution.
- Strengthen border security, policing the transport infrastructure to maximise safety for passengers and staff, and enhance protective security advice in relation to crowded places, iconic sites and hazardous sites in the UK and abroad.
- Develop, maintain and evaluate resilience through effective counter-terrorism training and exercising at local, regional and national levels – including fulfilling UK chemical, biological, radiological and nuclear requirements.
- Target the illegal activities of extremists who intimidate those involved in legitimate animal research and testing.

SPP6

The tougher financial settlement for the CSR period requires both police authorities and forces to make the best use of resources, with a continuing commitment to achieving significant cashable improvements in efficiency and productivity. The Police Service should see resource management as a core responsibility of delivering sustainable improvement.

Police authorities and chief constables may wish to consider the following key actions, depending on the profile of local problems:

- The Police Efficiency and Productivity Strategy for 2008–11 will set out targets for efficiency and productivity improvements, as well as a framework for the Police Service to make the improvements needed. The strategy will provide the context, but the delivery of the improvements is the responsibility of authorities and forces locally. The role of the strategy is to assist them.
- Improving efficiency and productivity by making better use of resources is a core responsibility for all involved in the Police Service. This is also the case for the Home Office, APA and ACPO. The NPIA will play a key role.
- Forces and authorities will produce three-year local policing plans setting out how they will deliver their national and local priorities, including the necessary efficiency and productivity increases.
- There is much good work already happening across the Police Service. We must foster this good practice, disseminate it across the service, and drive it forward dynamically. We must make sure that we manage and share this knowledge for the benefit of all 43 authorities and forces.

ANNEX C: LIST OF ACRONYMS

ACPO	Association of Chief Police Officers	PSA	Public Service Agreement
APA	Association of Police Authorities	SARC	Sexual Assault Referral Centre
APACS	Assessments of Policing and Community Safety	TVAP	Tackling Violence Action Plan
ASBO	Anti-Social Behaviour Order	YJB	Youth Justice Board
BCS	British Crime Survey	YOT	Youth Offending Team
CAA	Comprehensive Area Assessment (from April 2009)		
CDRP	Crime and Disorder Reduction Partnership (England)		
CJS	Criminal Justice System		
CSP	Community Safety Partnership (Wales)		
DAAT	Drug and Alcohol Action Team		
DAT	Drug Action Team		
DHI	Drug Harm Index		
DIP	Drug Interventions Programme		
LAA	Local Area Agreement (England)		
LCJB	Local Criminal Justice Board		
LSCB	Local Safeguarding Children Board		
LSP	Local Strategic Partnership		
MARACs	Multi-Agency Risk Assessment Conferences		
NIS	National Indicator Set		
NOMS	National Offender Management Service		
OSCT	Office for Security and Counter-Terrorism		
PCT	Primary Care Trust		
PPO	Prolific and other Priority Offenders (Programme)		

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Prolog Home Office orderline and quote reference CDSD6
Tel: 0870 241 4680
E-mail: dpas@prolog.uk.com
(Office staffed from 8.30 am to 6 pm Monday to Friday)

