

Saving Lives. Reducing Harm. Protecting the Public.

An Action Plan for Tackling
Violence 2008-11



FOREWORD



Tackling violent crime is one of the most important issues we face. Serious violence blights lives in a way no other crime does. It causes terrible suffering not just to victims, but to their families too, and contributes to higher levels of fear in communities.

We have achieved a great deal over the past ten years. We have increased police numbers and funding to the police and other delivery partners. We have introduced a range of new police and court powers. We have rolled out new technology, including making much greater use of DNA evidence. We have toughened sentencing. And we have introduced much more robust arrangements for managing offenders, especially serious violent and sex offenders, in the community.

All of this has made a real difference. Violent crime has fallen by 31 per cent since 1997. Domestic violence has more than halved over the past decade. The number of offences initially recorded by the police as homicides last year was the lowest for eight years. Offences resulting in serious wounding fell by 9% between 2005/06 and 2006/07. And recorded firearms offences fell by 13% in the same period.

But we are not complacent. Serious violence makes up only about 1% of all crime, but of course, every homicide, shooting and stabbing, and every case of sexual violence, is one too many. We will be relentless in our drive both to reduce the incidence of serious violence, and to reduce the harm to victims when tragedies do occur.

This Action Plan sets out what we as a Government, together with the police and our other delivery partners, will be doing to tackle serious violence over the next three years. We will be taking this work forward within the overarching framework of the Government's new Public Service Agreements, which prioritise serious violence for the first time, recognising that this is core

business for the police and local partners, as has been the case in many areas for some time.

We know a lot about what works. The challenge is to ensure that the good practice we have developed is applied in all communities, to the benefit of everyone, and this Plan contains a comprehensive range of actions to achieve this. Our commitment is that, by 2011, we will have reduced gun and gang-related violence, knife crime, and sexual and domestic violence, and improved the criminal justice response to these offences.

We will continue to prevent and detect illegal firearms entering the UK, and introduce new controls to remove deactivated firearms from our streets. We will work with the police to develop new technology to improve police intelligence on firearms used in crime. We will ensure that, particularly in relation to gang violence, witnesses receive the best possible protection from the earliest stage of the criminal justice process. Over the next five years we will educate 1.1 million young people on the dangers of carrying weapons. We will immediately give the police and others 100 search arches and 400 search 'wands' to increase detection of knife crime. We will increase the presumption to prosecute those caught in possession of a knife in a public place. And we will ensure that young people convicted of knife crime receive focused interventions to change their behaviour and prevent reoffending.

We will double the number of Specialist Domestic Violence Courts, to ensure that sensitive domestic violence cases can be heard in a safe and protected court environment; and roll out Multi-Agency Risk Assessment Conferences nationally to ensure that local agencies work positively and proactively together to reduce repeat victimisation among domestic violence victims.

On sexual offences, we will focus in particular on improving the Criminal Justice response. The current conviction rate for rape of only approximately 6% is unacceptably low, and we are determined to see a step change in this area. We will therefore be driving

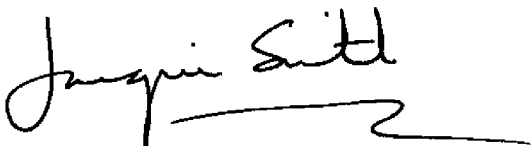
forward work to improve the investigation and prosecution of rape, including engaging with areas where performance is especially poor. And we will be more than doubling the number of rolling out joint police/NHS Sexual Assault Referral Centres across the country, so that all victims of serious sexual offences can benefit from the excellent services they provide.

We will work with the internet industry to ensure that the online protection of children from sex offenders is as robust as possible. And we will continue to implement the recommendations of the 2007 Review of the Protection of Children from Sex Offenders, including allowing for the disclosure of child sex offenders' convictions to certain members of the public where this is necessary for child protection.

We will also be taking forward action on two key cross-cutting themes. First, the Plan includes a number of actions to get local agencies to work together better. This is because it is so important for them to share information about the relatively small number of people in their communities at risk of involvement in serious violence, either as victims or offenders, so that early interventions can be made to prevent serious violence from occurring in the first place, or from escalating where it has already started.

And secondly, there are actions to improve the care we provide to all victims of serious violence, both to reduce harm and to help secure more convictions and thereby reduce reoffending.

Our vision is **to save lives, reduce harm and protect the public**. The police and other delivery partners have been closely involved in the development of this Plan, and we are committed to working with them all, and local communities, to implement it. We are confident that by delivering the actions in this Plan over the next three years and beyond, this vision will become reality.

A handwritten signature in black ink, reading "Jacqui Smith". The signature is written in a cursive, flowing style with a long horizontal flourish at the end.

Rt. Hon. Jacqui Smith MP, Home Secretary

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EXECUTIVE SUMMARY

The Government's Public Service Agreements (PSAs) for 2008-11 include commitments to prioritise action to tackle the most serious violent and sexual offences. Serious violence covers a wide range of offences, including homicide and serious wounding, offences involving weapons, domestic violence, hate crime and serious sexual offences including rape. These crimes are extremely rare: together they account for only about 1% of all crime. Yet when they do occur they cause significant harm, both to individual victims and their families in terms of physical injury and psychological trauma, and to society more widely in terms of fear.

The prioritisation of serious violence in the new PSAs is key to achieving our vision: **to save lives, reduce harm and protect the public**. This in turn is part of a wider response to crime and the harms caused by crime and re-offending, as set out in *Cutting Crime: A New Partnership 2008-11* and the forthcoming *Strategic Plan for Reducing Re-Offending 2008-11*. Alongside this the *Criminal Justice Strategic Plan 2008-11: Working Together to Cut Crime and Deliver Justice* places an emphasis on improving the efficiency and effectiveness of the Criminal Justice System in bringing offences, and particularly serious offences, to justice, as well as enhancing support for victims in the Criminal Justice System.

This Plan sets out a range of actions we will be driving forward to reduce priority crime types, including gun and gang-related crime; knife crime; and sexual and domestic violence. It explores good practice we have developed in these areas, and sets out how we can build upon this in moving forward. It guides frontline practitioners as to how they can deliver the new PSA targets, with a focus on two main cross-cutting themes:

- Providing care and support for **victims** of serious violence, in order to reduce the impact of and the harm caused by these offences, to reduce future risk and vulnerability, and to work with them to secure convictions.

We will support our delivery partners to fulfil their role in achieving our over-arching vision, and will work with them to ensure that progress is sustained. The Home Secretary will draw together Cabinet Members from across the government into a new Ministerial Action Group to oversee delivery of our priorities, supported by officials, senior police officers and others. Helping people to feel safe in their homes and local communities is a key element of the new Home Office Strategy.¹ However, just as partnership working among many different statutory and non-statutory organisations is vital to tackling violence at a local level, the Government's response cannot be the responsibility of the Home Office alone. That is why this Action Plan is cross-governmental in scope. It has also been developed with the close involvement of the police and other delivery partners, who will work closely with us in implementing it.

The table opposite summarises our key objectives in achieving our vision over the next three years, and the action we propose to take in order to deliver these.

- Ensuring that agencies are able to work together to manage known violent offenders, as well as those who are most at **risk** of involvement in serious violence either as perpetrators or victims, in order to prevent violence from occurring in the first place or escalating in seriousness.

¹ www.homeoffice.gov.uk/documents/strategy_2008

Key Objective	Action
<p>To reduce gun crime and gang-related violence.</p>	<ul style="list-style-type: none"> ■ We will work with the police to develop state-of-the-art imaging technology to provide information and intelligence on firearms used in crime. ■ We will introduce new controls on deactivated firearms. ■ In those communities affected by gang-related violence, we will continue to work with the police and other delivery partners to: <ul style="list-style-type: none"> – identify key gang members; – enhance the use of covert surveillance; and – implement targeted, multi-agency crackdowns. ■ We will ensure that, in particular with respect to gang violence, witnesses are given the best possible protection from the earliest stage of the criminal justice process. This will include strengthening special measures such as live links. ■ We will implement the learning from the Tackling Gangs Action Programme, which has operated since September 2007 in London, Liverpool, Birmingham and Manchester.
<p>To crack down on knife crime, in particular involving young people.</p>	<ul style="list-style-type: none"> ■ Working with the voluntary organisation <i>Be Safe</i>, we will over five years educate 1.1 million young people about the dangers of carrying weapons. ■ We will improve the detection and deterrence of knife crime through the immediate provision of an additional 100 portable knife arches and 400 search ‘wands’ to the police and others. ■ We will work with the police and Crown Prosecution Service to create a national framework for the use of warnings, cautions and charges for those caught in possession of knives, and increase the presumption to prosecute for this very serious crime. ■ We will work with the Youth Justice Board to ensure that young people convicted of knife-related offences receive focused interventions to change their behaviour and reduce re-offending.
<p>To drive forward work on sexual violence, with a particular focus on improving the investigation and prosecution of rape and protecting children from sex offenders.</p>	<ul style="list-style-type: none"> ■ We will continue to improve the investigation and prosecution of serious sexual offences, and we will robustly manage local performance through a cross-CJS Rape Performance Group. ■ We will more than double the number of Sexual Assault Referral Centres (SARCs) to cover every part of the country, to ensure that victims of sexual assault have access to immediate care and support following an attack, and that where appropriate the police can gather valuable forensic evidence in order to help secure convictions. ■ We will work with the internet industry to ensure that the online protection of children from sex offenders is as robust as possible. ■ We will continue to implement the recommendations of the 2007 <i>Review of the Protection of Children from Sex Offenders</i>, including allowing for disclosure of child sex offenders’ convictions to certain members of the public where it is necessary for the interests of child protection.

Key Objective	Action
<p>To roll out the good practice we have developed in tackling domestic violence.</p>	<ul style="list-style-type: none"> ■ We will double the number of Specialist Domestic Violence Courts to ensure that sensitive domestic violence related cases can be heard in a safe and protected court environment. ■ We will roll out Multi-Agency Risk Assessment Conferences (MARACs) nationally in order to reduce repeat victimisation among victims of domestic violence.
<p>To reduce street prostitution, human trafficking and all forms of sexual exploitation.</p>	<ul style="list-style-type: none"> ■ We will implement the Government's co-ordinated Prostitution Strategy, and the UK Action Plan on Combatting Human Trafficking. ■ We will conduct a review of what more can be done to tackle the demand for prostitution, and subject to Parliamentary approval we will reform the law on street offences to support routes out of prostitution and exploitation.
<p>To ensure that local agencies work together to identify those individuals in their communities who are involved or at risk of involvement in serious violence, either as perpetrators or victims, and are in a position to respond appropriately and robustly to prevent offending and re-offending.</p>	<ul style="list-style-type: none"> ■ We will ensure that local agencies work together and share information about known and at-risk offenders and victims. This will include a particular focus on information sharing between health services and the police. ■ We will strengthen arrangements for managing proactively those individuals who are identified as being at risk of committing serious violence. ■ We will expand the MARAC model to reduce repeat victimisation among all vulnerable victims of violence. ■ Subject to Parliamentary approval, we will introduce Violent Offender Orders to provide an effective additional tool to protect the public from the risk of serious harm caused by dangerous people after the end of their sentence.
<p>To ensure that victims of violence have access to better care and support.</p>	<ul style="list-style-type: none"> ■ We will ensure that suitable support services are available to victims of violence, and will rebalance the Criminal Justice System in favour of victims. ■ We will support all partnerships to offer independent advisory services to victims of sexual and domestic violence and, where appropriate, other forms of violence where victims are particularly vulnerable. ■ We will implement the Council of Europe Convention on Action against Trafficking in Human Beings to ensure minimum standards and rights for all identified victims of human trafficking. ■ We will support local partnerships to expand the Specialist Court model beyond domestic violence, to cover other forms of violence where victims are particularly vulnerable.

Alongside these priority actions we will ensure that we are in a position to respond to new challenges in violence as they arise, including working with relevant industries to tackle the issue of offensive content on the internet and the representation of violence in video games, films and other media. We will continue to review the way in which changing demographics in local communities can affect the nature of the challenge with respect to violence; honour-based violence is an issue that is increasing in importance, and we will develop a national Action Plan for tackling this.

On many issues we look to communities to take the lead in addressing local concerns. With respect to serious violence we believe that, while communities will have an important role to play in this area, the suffering and fear caused and the nature of the challenge faced in reducing these very serious offences requires a particularly strong response from the Government. That is why we are determined to act decisively and robustly in taking forward a range of activity at national level, and why we will work closely with frontline practitioners to ensure serious violence is tackled as effectively as possible everywhere.

INTRODUCTION

In 2007 we set out the over-arching principles, the context and the framework for tackling crime over the next three years in *Cutting Crime: A New Partnership 2008-11*². This recognised the significant achievements that have been made over the last ten years – overall crime down by a third, the chances of being a victim of crime at historically low levels, and fear of crime also down – and set out a new, more rounded approach to tackling crime and the harms caused by crime, and reducing re-offending.

Cutting Crime laid the ground for the development of a stronger focus on serious violence. This has been taken forward through new PSA targets for 2008-11, which prioritise action to reduce serious violence and enhance the response of the Criminal Justice System where it does occur. This Action Plan is designed to accompany these PSA targets and set out how they will be delivered. As well as *Cutting Crime*, this document should be read in conjunction with the *Criminal Justice Strategic Plan 2008-11: Working Together to Cut Crime and Deliver Justice*³, which sets out commitments for all Criminal Justice agencies to work together to bring more offences to justice and put the needs of victims at the system's heart, and the forthcoming Strategic Plan for *Reducing Re-Offending 2008-11*, which will focus specifically on working with those who have already begun to offend, in order to achieve reductions in crime in all its forms.

We will be taking forward a wide range of actions at national level over the coming years to reduce gun and gang-related violence; crack down on knife crime; drive forward work on sexual violence and reduce all forms of sexual exploitation; and roll out good practice developed in tackling domestic violence. Yet at the heart of this document is an understanding, based on emerging good practice, that much can be achieved in preventing or reducing violence if emerging risk factors are properly understood, identified and acted upon, and if the drivers of violence such as alcohol abuse and the availability and use of weapons are tackled effectively. Supporting victims is key to reducing the harm caused by violence, and can contribute significantly towards bringing more offences

to justice and reducing re-offending. And we know that if we are to be truly effective in meeting our objectives in this area, we must target interventions at every stage of the lifecycle of offending, from working with parents, children and young people to prevent violence from occurring in the first place, to managing offenders robustly to reduce the likelihood of re-offending.

This document is designed to guide local practitioners in their strategic planning and delivery of our priorities with respect to serious violence over the next three years. It takes stock of where we are now and what we have achieved to date, and sets out our vision: **to save lives, reduce harm and protect the public**. It outlines how our understanding of what works can be applied in each local area, and how we as a Government will support the front line in doing this.

² www.homeoffice.gov.uk/documents/crime-strategy-07/crime-strategy-07?view=Binary

³ www.cjsonline.gov.uk/downloads/application/pdf/1_strategic_Plan_ALL.pdf

CHAPTER 1 – WHERE ARE WE NOW?

1.1 WHAT IS VIOLENCE?

Violent behaviour can have any number of motivations. Individuals may behave in a violent way because of something that is personal to them, for example past experiences such as exposure to violence at a young age, difficulties in controlling anger, or issues such as substance misuse. Violent behaviour may be linked to relationships and the way in which an individual views or responds to others. It may be prompted by a particular situation or circumstance, or it may be related to the culture surrounding that individual.

Violent crime covers a wide range of offences including homicide and serious wounding; gang-related violence and offences involving guns and knives; hate crime; and sexual and domestic violence. We can separate violent offences into two broad categories: those that take place in private, usually between people who are known to each other, and those that take place in public spaces between those who do not share a close relationship. According to the British Crime Survey (BCS) 2006/07 there is a fairly even split between these two categories.

Public space violence – violence that primarily takes place in public, frequently by, among or targeted at groups of people. These crimes are usually committed by individuals who are not intimately known to each other. The majority of offenders and victims of these crimes are men.

- This includes youth and gang violence, which often involves the use of guns and knives, as well as most hate crime and alcohol related violence.
- It also includes serious and organised violence, which is often committed in a business context, with the aim of enforcing debts, protecting or furthering business interests, or extorting money.

- The street is the most common location for violent incidents.⁴
- Approximately 76% of victims of stranger violence are men.⁵

Private space violence – violence that primarily takes place in private, often in the home, usually between individuals who have or have had some form of relationship with each other. The vast majority of these crimes are committed by men against women and represent both a cause and consequence of gender inequality.

- This includes domestic violence (including honour-based violence, forced marriage and female genital mutilation), almost all sexual violence, and trafficking for sexual exploitation and domestic servitude.
- The home is the second most common location of violence.⁶
- Only approximately 11% of serious sexual assaults are committed by strangers.⁷
- Approximately 77% of victims of domestic violence and 92% of victims of police recorded rapes are women.⁸
- All recorded offences of trafficking for sexual exploitation have been against women and girls.

⁴ Supplementary tables to Walker, A, Kershaw, C, and Nicholas, S (2006) *Crime in England and Wales 2005/06*. Home Office Statistical Bulletin 12/06. www.homeoffice.gov.uk/rds/pdfs07/violent_crime_0506.xls

⁵ Nicholas, S, Kershaw, C, and Walker, A (2007) *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

⁶ Supplementary tables to Walker, A, Kershaw, C, and Nicholas, S (2006) *Crime in England and Wales 2005/06*. Home Office Statistical Bulletin 12/06. www.homeoffice.gov.uk/rds/pdfs07/violent_crime_0506.xls

⁷ Povey, D (Ed.), Coleman, K, Kaiza, P, Hoare, J, and Jansson, K (2008) *Homicides, Firearm Offences and Intimate Violence 2006/07 (Supplementary Volume 2 to Crime in England and Wales 2006/07)*. Home Office Statistical Bulletin 03/08.

⁸ Nicholas, S, Kershaw, C, and Walker, A (2007) *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

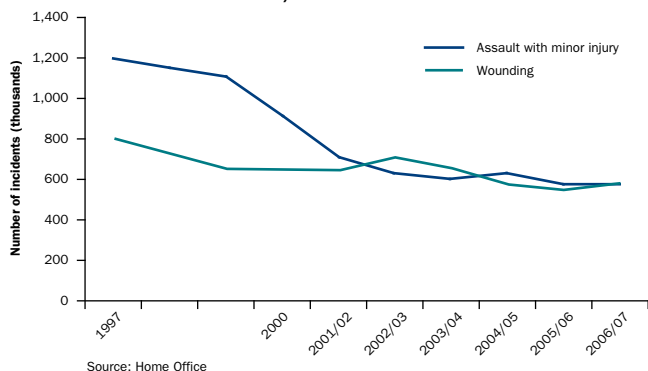
It is important to target activity to address violence according to the context in which it occurs. For example, responses to private space violence need to be sensitive both to the fact that women are overwhelmingly the victims of these crimes, with predominantly male perpetrators, and to the ongoing relationship that is likely to exist between offender and victim. When dealing with public space violence, it is important to be aware of those situations in which violence is likely to occur, for example in or around a town centre, club or pub where groups of people gather, as well as those factors that may make certain individuals particularly vulnerable to offending or to victimisation.

1.2 THE OVERALL PICTURE

In order to understand fully the problem we are seeking to address through this Action Plan and to target our responses in order to tackle it, it is helpful to analyse what has been happening with respect to violent crime in recent years. There are two main sources of data on violent crime available to us: the BCS and police recorded crime data.

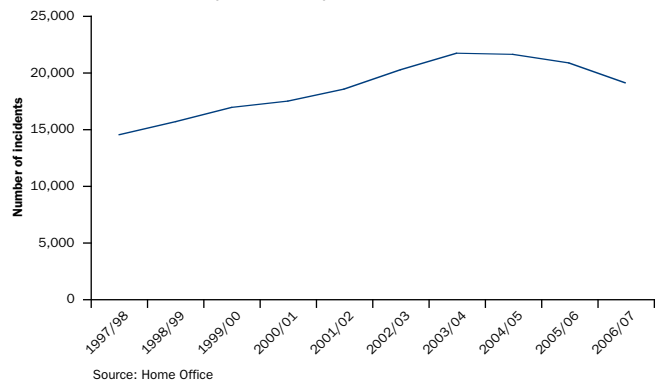
The BCS is widely regarded as the most authoritative indicator of trends in overall violent crime.⁹ Overall violence has fallen by 31% between 1997 and 2006/07 according to the BCS. Figure 1 shows that incidents of wounding (more serious injury) fell by 28%, while assaults resulting in minor injury reduced by 52%.

Figure 1: Trends in BCS violent crime by offence type, 1997 to 2006/07



The **police recorded crime** figures for violent crime show an overall rise since 1997 which can be attributed in part to changes in crime recording practices. Increases in reporting levels have also contributed to this rise.¹⁰ Indeed, we are taking steps to encourage the reporting of sexual and domestic violence and hate crime as part of our overall response to these offences. However, for the most serious violent offences, which include homicide and grievous bodily harm, police recorded figures are much more reliable.¹¹ Following year on year increases since 1997 we have seen decreases in these offences in each of the last three years, including a 9% fall between 2005/06 and 2006/07.

Figure 2: Most serious violence (recorded crime), 1997/98 to 2006/07



These figures demonstrate that we have had some important successes in tackling violence in recent years. However, they do highlight that, notwithstanding recent reductions, there have been increases over the last decade in a range of less numerous but **more serious violent offences**, such as homicide and offences involving weapons. We will now go on to consider these in detail.

⁹ The BCS is based on interviews held throughout the year with a nationally representative sample of adults aged 16 and over (47,203 face-to-face interviews were carried out in 2006/07). The survey captures crimes not reported to the police, which means it can represent what is actually happening better than the police recorded data. The BCS asks about crimes experienced within a 12-month reference period. All BCS figures referred to in this section prior to 2001/02 refer to crimes experienced in that calendar year. From 2001/02 onwards, when the survey became continuous, figures are based on people interviewed each year about crimes they experienced in the 12 months prior to interview.

¹⁰ The coverage of police recorded crime was extended in 1998/99 and this had the effect of artificially increasing recorded offences of violent crime by more than 80%. In addition, the introduction nationally of the National Crime Recording Standard in 2002/03 led to a further increase of 20% in violent crime in its first year. Levels of reporting have changed over recent years – the proportion of violence estimated to be reported to the police has increased from 35% in 1999 to 43% in 2006/07. Proactive policing can also impact on levels of recorded crime because it leads to more offences being detected by police.

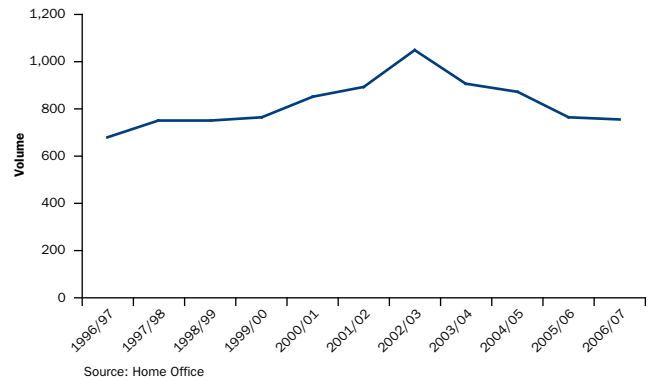
¹¹ Because of the seriousness and comparative rarity of these crimes, there is a much greater likelihood of them being reported to and recorded by the police. Such offences are less susceptible to changes in counting rules and policing practices.



1.3 HOMICIDE

The most serious form of violent crime is, obviously, homicide, and ultimately all of our work to tackle violence aims to prevent this offence. There were 757 deaths initially recorded as homicides¹² by the police in England and Wales during 2006/07, a decrease of 2% since 2005/06. The number increased year-on-year between 1997/98 and 2002/03 (from 729 to 875)¹³, but has decreased each year since.¹⁴

Figure 3: Homicides since 1996/97 – police recorded crime [2002/03 includes 172 Shipman victims]



The international picture can help to put homicide levels into context. Figure 4 shows how the homicide rate in England and Wales compares internationally.¹⁵

¹² The police statistics for the number of homicides include murders, manslaughter and infanticides that come to the attention of the police. Deaths that are not initially believed to be suspicious may be re-categorised as homicides at a later date. The police record such incidents at the time of re-classification, not the year of death.

¹³ 2002/03 figure excludes the 172 victims attributed to Dr Harold Shipman as a result of Dame Janet Smith's inquiry.

¹⁴ Nicholas, S, Kershaw, C, and Walker, A (2007) *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

¹⁵ Povey, D (2005) *Crime in England and Wales 2003/4: Homicide and Gun Crime*. London: Home Office.

Figure 4: Homicide rates by country, average per year 2000–2002

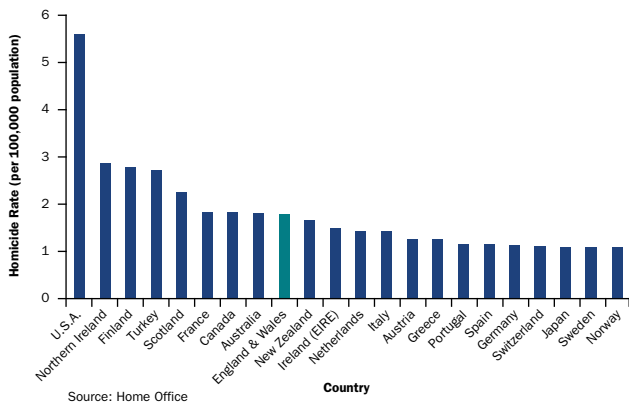
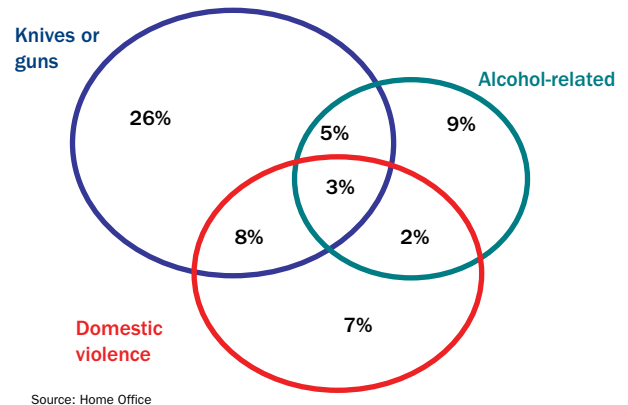


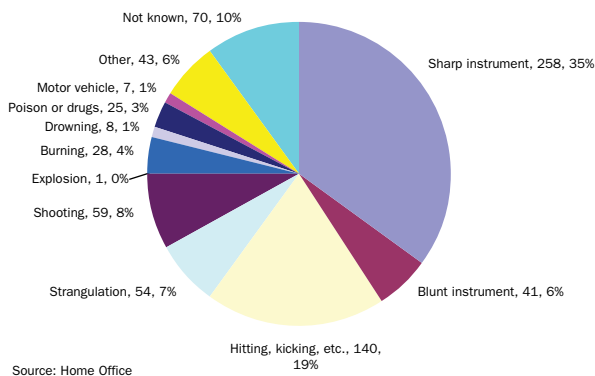
Figure 6: Relationship between knives/guns, alcohol and domestic violence in recorded homicides, 2004/05 to 2006/07 (Police recorded crime)¹⁶



Nevertheless, every homicide is one too many, and the fact that levels are higher now than ten years ago is a cause for serious concern. How we target our resources to continue to drive forward recent reductions will depend largely on the factors behind these homicides. If we can intervene early to address these factors, we will be able to save lives.

Figure 5 shows the apparent method of homicide in 2006/07, and Figure 6 shows some of the main factors involved in homicides between 2004/05 and 2006/07.

Figure 5: Apparent method of homicide 2006/07 (police recorded crime)

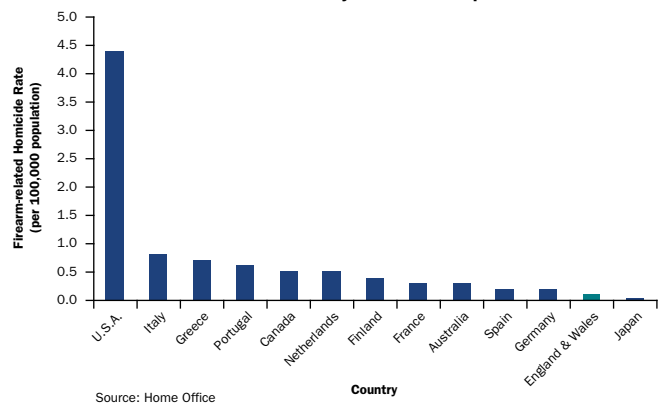


This clearly shows that weapons are involved in a significant proportion of homicides, but that domestic violence and alcohol are also key factors.

1.4 WEAPONS

The number of **firearm homicides** in England and Wales is low when compared internationally, as we can see from Figure 7.

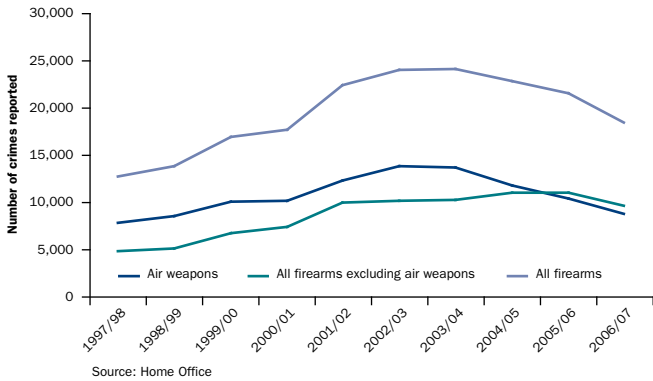
Figure 7: Firearm-related homicide rates by country for the most recent year available up to 2000



While it is possible to draw some comfort from this, an analysis of firearm offences more widely – as shown in Figure 8 – does show significant increases since 1997. However, latest annual figures show that they are now beginning to decrease, and indeed they fell by 13% between 2005/06 and 2006/07.¹⁷

¹⁶ 41% of homicides did not involve knives or guns, domestic violence or alcohol. Domestic violence homicides are defined as those in which the relationship of victim to the principal suspect is partner or ex-partner.
¹⁷ Povey, D (Ed.), Coleman, K, Kaiza, P, Hoare, J, and Jansson, K, (2008) *Homicides, Firearm Offences and Intimate Violence 2006/07 (Supplementary Volume 2 to Crime in England and Wales 2006/07)*. Home Office Statistical Bulletin 03/08.

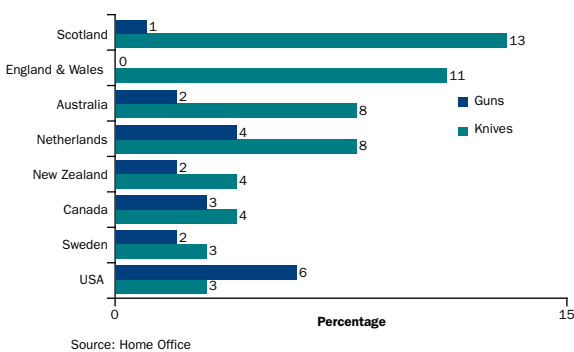
Figure 8: Crimes reported to the police in which a firearm has been used, 1997/98 to 2006/07¹⁸



We are determined to sustain these reductions, in order to minimise the devastating impact these offences have on victims and the fear which is caused in local communities and across society more widely as a result. Tackling gun crime will therefore be a major focus for us over the coming years.

Addressing the increasing prevalence of knife crime will also be a priority. Figure 9 shows that, compared with other countries, **knives** are in fact used more often than guns in violent crime in England and Wales, and we know from Figure 5 that sharp instruments accounted for over a third of homicides in 2006/07.

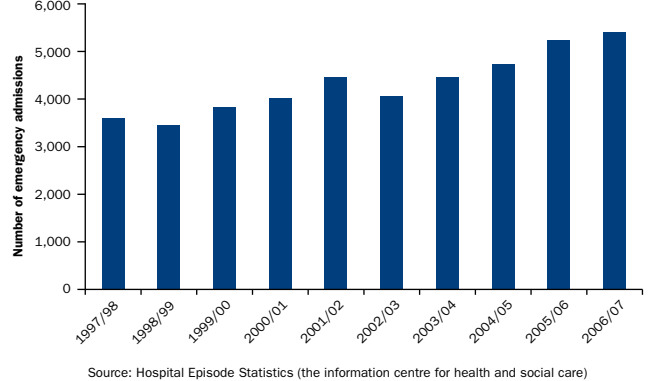
Figure 9: Percentage of offences involving assault or threats where the victim reported the use of guns or knives, 2004¹⁹



Until April 2007 the Home Office did not collect specific data on the number of woundings caused by knives or other sharp instruments. We are now doing so, but it is too soon to have a full year's data and to

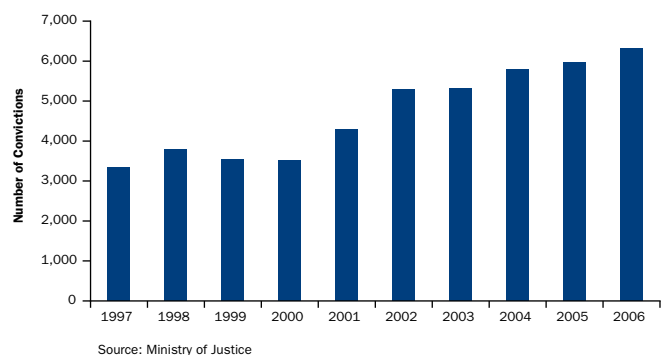
start to analyse trends. Nevertheless, Figure 10, drawn from hospital data, does suggest that the number of stabbings has increased.

Figure 10: Emergency admissions to English hospitals where external cause is 'assault by sharp object', 1997/98 to 2006/07



The number of people convicted of having a blade or point in a public place, for which the Home Office does collect data, has also increased substantially over recent years, as we can see from Figure 11.

Figure 11: Convictions for 'having an article with blade or point in a public place' in England and Wales, 1997 to 2006



1.5 DOMESTIC VIOLENCE

Approximately 16% of violent incidents are characterised as domestic violence related.²⁰ These offences have fallen substantially since 1995,²¹ although as Figure 6 illustrated, domestic violence is still a factor in a relatively large proportion of homicides.

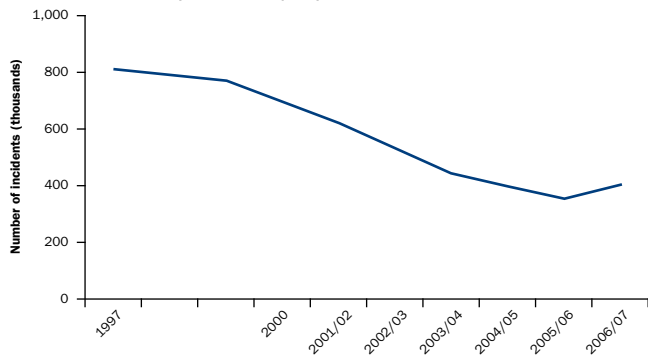
¹⁸ Figures from April 1998 were subject to revision in Home Office counting rules for recording and classifying crimes, which may affect comparisons between 1997/98 and later periods. Unlike the overall recorded crime collection, we cannot quantify these effects.

¹⁹ International Crime Victimization Survey data (unpublished) – use of weapons as reported by victims of assaults and threats in 2004.

²⁰ Nicholas, S, Kershaw, C, and Walker, A, (2007) *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

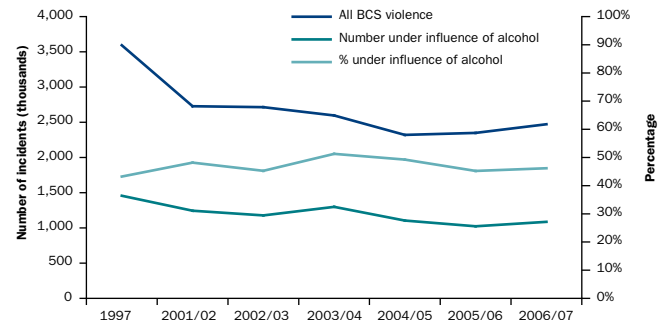
²¹ The BCS definition of 'domestic violence' includes violent offences carried out by a current or former partner or other family, relative or household member. The BCS is able to provide trends for the number of incidents of domestic violence, but there is often an unwillingness among victims to disclose incidents – these figures only relate to incidents reported face-to-face to BCS interviewers so some caution is required due to under-reporting of these offences.

Figure 12: Trends in incidents of BCS domestic violence (1997–2006/07)



Source: Home Office

Figure 13: All BCS violent crime: percentage of incidents where offender thought to be under the influence of alcohol, 1997 to 2006/07²⁴



Source: Home Office

Domestic violence is particularly harmful because it has an extremely high rate of repeat victimisation, with approximately 42% of victims being victimised more than once.²² Indeed, the BCS indicates that victims experience an average of 20 incidents of domestic violence in a 12-month period, which can often increase in severity each time.²³ We have developed a range of good practice in addressing these issues, which we will be rolling out over the next three years and, where appropriate, expanding to other violent crime types.

1.6 ALCOHOL

As well as being a factor in a significant proportion of homicides, alcohol is involved in a range of other violent offences; according to the BCS, approximately 46% of all violence is alcohol-related. While the absolute number of violent incidents involving alcohol has fallen over the past decade, there has been an increase in the proportion of total violence involving alcohol, as Figure 13 shows.

We are already taking forward a range of activity to address alcohol-related crime through *Safe. Sensible. Social. The next steps in the National Alcohol Strategy*²⁵, which aims to develop a clearer national understanding of what is acceptable drinking behaviour in order to reduce the harm that alcohol causes to individuals, families and communities.

1.7 SERIOUS SEXUAL VIOLENCE

In addition to prioritising offences involving weapons and domestic violence, and continuing work with respect to alcohol-related crime and disorder, we believe it is important to focus our efforts on reducing the incidence of serious sexual violence. Figure 14 shows that, while the number of rapes reported to the police and recorded has increased substantially over recent years, there has been barely any increase in the number of convictions. The conviction rate is less than 6% for recorded offences of rape, significantly lower than for other serious violent offences, which is approximately 14%. Improving this situation must therefore be a top priority.

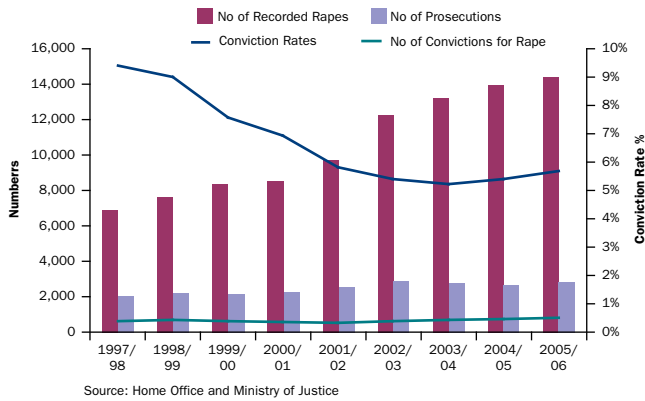
²² Nicholas, S., Kershaw, C. and Walker, A. (2007) *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

²³ Walby, S. and Allen, J. (2004) *Domestic violence, sexual assault and stalking: Findings from the British Crime Survey*. Home Office Research Study 276. London: Home Office.

²⁴ Figures include BCS woundings, assaults with minor injury, assaults with no injury and robberies where the offender was thought to be under the influence of alcohol.

²⁵ www.homeoffice.gov.uk/documents/alcohol-strategy-2007?view=Binary

Figure 14: Numbers of rapes recorded and prosecuted, 1997/98–2005/06



1.8 CONCLUSION

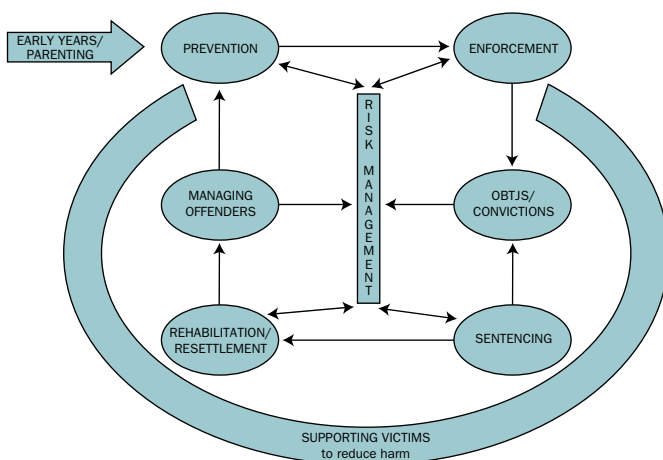
This chapter has attempted to present a clear picture of the changing patterns in violence over recent years, and highlight where we need to do more. The next chapter will outline some of the good practice we have already developed to address these priorities, upon which we will build in moving forward.

CHAPTER 2 – ACTION SO FAR

We have taken forward a wide range of work in recent years to address issues of violence, and in doing so have gained an important understanding of what works.

Experience has taught us that it is crucial to take a long-term approach to tackling violence. Responding to individuals once they have begun to offend is not enough. Interventions must be targeted at every stage of the offending lifecycle if we are to have a truly sustainable impact on people's behaviour (see Figure 15), from work with parents and young children to prevent violence from occurring in the first place, to managing offenders beyond custody to reduce re-offending. This chapter will set out progress we have made at each stage of the offending lifecycle, upon which we will build over the coming years.

Figure 15: Lifecycle of offending



In addition to activity in each of these stages we have taken forward a range of work with respect to cross-cutting themes of risk management and supporting victims, for example through the establishment of Multi-Agency Public Protection Arrangements, Multi-Agency Risk Assessment Conferences, and Sexual Assault Referral Centres. These issues are at the heart of our strategy for the future, and will be discussed in detail in Chapters 5 and 6.

2.1 PREVENTION

We have worked with **parents, children and young people** to reduce the likelihood of young people developing violent behaviour and continuing it into adulthood, and to encourage parents to take responsibility for the behaviour of their children.²⁶ We are encouraging and supporting schools to develop early intervention approaches with pupils, to address signs of poor behaviour at an early stage before problems get out of hand. We are also encouraging closer working between schools and the police, particularly through the establishment of Safer School Partnerships. These partnerships make an important contribution to school safety, reducing the risk of anti-social behaviour and offending, improving relations between young people and the police, and providing schools with a dedicated police resource to help deal with any crime related incidents that may occur.

We have taken steps to divert young people away from offending through support for community organisations such as Positive Futures; *Aiming High for Young People: a Ten Year Strategy for Positive Activities*²⁷ sets out our proposed next steps in this area. We have established the Extended Schools programme to enable school premises to be used for positive activities such as sports or clubs outside hours, and we are fast-tracking this scheme in those areas where problems with youth gang violence have been identified. We are also supporting the provision of mentoring and mediation services to young people involved in gang violence. Targeted Youth Support reforms ensure early intervention with young people when they hit problems and may be at risk of violent offending, with effective joined up services.

We are working through the Youth Justice System to support young people who are particularly at risk of offending through initiatives such as Youth Inclusion Projects. We have established a new Youth Taskforce with responsibility for continuing the achievements of the Respect programme in addressing anti-social behaviour, and for leading the Targeted Youth Support

²⁶ The implementation of Every Child Matters; the introduction of the Nurse Family Partnership programme, the Family Intervention programme and parenting classes; and the establishment of Sure Start Children's Centres in local communities have been key elements of our work with parents and young children in order to provide a positive start in life for all children.

²⁷ www.hm-treasury.gov.uk/media/2/6/cyp_tenyearstrategy_260707.pdf

reforms. Bringing these programmes together will help to ensure that effective measures to tackle anti-social behaviour, which if unchecked can lead to more serious crime, are at the heart of new local structures for intervening early when young people are at risk. Over the course of 2008, the Home Office and the Department of Health will lead on the development of a **Violence and Abuse Prevention Strategy** focusing on early intervention approaches, and the forthcoming **Cross-Government Youth Crime Action Plan** will outline further action to be taken in order to address all aspects of youth offending and victimisation.

We are taking forward a range of preventative work with respect to **gangs and weapon use**, including through the Tackling Gangs Action Programme (TGAP). The Association of Chief Police Officers (ACPO) has been working closely with the Serious Organised Crime Agency (SOCA) and Her Majesty's Revenue and Customs to prevent and detect illegal firearms entering the UK and to remove them from the streets, and the multi-agency National Firearms Intelligence Cell, which operates under ACPO control, has been established to develop and co-ordinate firearm-related intelligence in England and Wales. We have reduced the number of weapons available on the streets through firearms and knife amnesties: a national knife amnesty in 2006 resulted in the surrender of approximately 90,000 knives. And we have disbursed £1.75 million since May 2004 in grants through the Connected Fund to local community groups working on these issues.

CASE STUDY 1:

Manchester Multi-Agency Gang Strategy (MMAGS)

MMAGS is a multi-agency team dedicated to reducing the incidence of death and injury through gang-related firearms incidents in Manchester. This is achieved through a combination of one-to-one working with gang members and those affected by gang violence, and wider preventative measures. Preventative work includes addressing gang membership in places of education and youth provision, including events at secondary schools to look at personal safety and gang involvement. The scheme also oversees direct intervention with young people and offenders, including providing structured intervention plans and the delivery of a 12-week cognitive behaviour programme.

We have already seen in Chapter 1 that alcohol is linked with a large proportion of violent crime. We published the next steps in the **Alcohol Strategy Safe. Sensible. Social.** in June 2007, which includes action to identify those at risk of perpetrating or being a victim of alcohol related violent crime, tackle the issue of young people and alcohol, and take action to replace glassware and bottles in high risk premises. To support the strategy, we have recently published a full list of tools and powers available to frontline enforcement agencies in this area.²⁸ Last November, an experts group comprising representatives from Government, the alcohol industry, police and local government was established to develop a tool to identify high risk premises in a consistent manner. There is an expectation that such premises will move to a safer alternative to glass, such as polycarbonate. Where this cannot be agreed, licensing authorities will be encouraged to use the powers in the Licensing Act 2003 to impose a condition on that licence that the glassware be replaced.

We will be shortly also be launching a new **Drugs Strategy** which will enhance responses to preventing and reducing drug-related crime and re-offending, and improve approaches to support local communities to work better together to tackle this issue.

A great deal of preventative work with respect to sexual and domestic violence is being taken forward as part of implementation of the **National Delivery Plan for Domestic Violence** and the **Cross Government Action Plan on Sexual Violence and Abuse**.²⁹ Examples include awareness raising about the dangers of sexual violence; introduction of routine questioning of pregnant women about domestic violence by maternity services, in recognition of the links between domestic violence and pregnancy,³⁰ and support for a matrix of national helplines for victims and perpetrators of domestic and sexual violence.

Prevention is a key component of the Government's strategy to tackle human trafficking. The **UK Action Plan on Combating Human Trafficking** sets out support to be provided to a number of projects in source and transit countries. These include social development programmes to address the underlying causes that make individuals vulnerable to trafficking, campaigns to raise awareness about trafficking, and capacity building to deal with organised criminality.

²⁸ drugs.homeoffice.gov.uk/publication-search/drug-strategy/alcoholguide

²⁹ <http://www.crimereduction.homeoffice.gov.uk/sexualoffences/sexual03.htm>

³⁰ Mezey, J. (1997) *Domestic Violence in Pregnancy* in Bewley, S., et al. (Eds). *Violence Against Women*. London: RCPG.

The Action Plan also sets out measures to address demand in the UK, through awareness-raising about the realities of trafficking via high-profile enforcement campaigns and direct marketing campaigns.

Tackling demand for prostitution is addressed in the Government's co-ordinated **Prostitution Strategy**, and in 2008 we will be taking forward a review of how we can improve our approach in this area. The strategy recognises that people involved in selling sex have a disproportionate experience of physical violence and sexual assault; it focuses on measures to prevent young people in particular from involvement in prostitution and assist those who are already involved to find routes out. It also sets out activity to raise awareness among young people about safe and equal relationships and the dangers associated with prostitution.

ACPO is developing a work programme arising from its strategic assessment on **homicide** to introduce measures to prevent homicide associated with organised crime such as contract killings, including

through the development and implementation of a European database of dangerous offenders.

We have taken steps to ensure the **safeguarding of vulnerable adults and children**. We established the Home Secretary's Task Force on Child Protection on the Internet in 2001, providing a mechanism through which issues affecting the safety of children on the internet, particularly with regard to criminal activity, can be discussed. The Safeguarding Vulnerable Groups Act 2006 introduced the Independent Safeguarding Authority scheme, the most stringent vetting and barring service yet, to protect both children and vulnerable adults by preventing those who are known to pose a risk of harm from accessing these groups through their work. We have published *Staying Safe*,³¹ a cross-government action plan for improving children and young people's safety, and 'No Secrets',³² guidance to local authorities on safeguarding vulnerable adults from abuse.



³¹ www.everychildmatters.gov.uk/stayingsafe/

³² www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4008486

Together with the police we established the Child Exploitation and Online Protection (CEOP) Centre in 2006, which combines police powers with the dedicated expertise of business sectors, government and specialist charities to prevent child sexual abuse. CEOP is involved in the delivery of free education programmes in schools to help children stay safe online, and the sharing of best practice techniques within the child protection community. The Centre also works to tackle abuse where it does occur, through the tracking of identified child sex offenders and the provision of direct support to victims and their families.

2.2 ENFORCEMENT

We have worked with the police and other delivery partners to ensure robust enforcement of the law with respect to violence. **Enforcement campaigns** have proved effective in addressing alcohol misuse and sales of alcohol to underage drinkers. A national Tackling Underage Sales of Alcohol Campaign (TUSAC) took place between May and July 2007, in which nearly 3,000 identified problem premises were repeatedly tested by the police and trading standards officers for compliance with underage sales legislation. 22 premises failed on three occasions during the campaign and are being prosecuted for a new offence of persistently selling to children introduced into the Licensing Act 2003 by the Violent Crime Reduction Act 2006. Overall nearly 40% of the premises tested failed at least once during the campaign period and should have been subject to local licensing reviews as a result. Alongside this we have encouraged the confiscation of alcohol from underage young people, using existing powers with the Confiscation of Alcohol (Young Persons) Act 1997 and new dispersal powers for those at risk of involvement in alcohol-related crime or disorder available under the Violent Crime Reduction Act 2006.

Domestic Violence Enforcement Campaigns³³ have been an important vehicle for promoting innovative practices in both policing and partnership working. The campaigns have highlighted the need for specialist investigators to respond to domestic violence incidents, multi-agency working to protect the most vulnerable victims and their families, and intelligence analysis to target services to high crime areas. The most recent of these campaigns took place between December 2007 and January 2008, promoting among other

things the proactive targeting of identified prolific or high risk domestic violence offenders. With respect to violence against those involved in prostitution, we have launched a national ‘ugly mugs’ campaign in partnership with Crimestoppers, aimed at increasing the reporting of these crimes through the circulation of information about those who perpetrate them.

The Home Office’s **Tackling Violent Crime Programme** (TVCP) has developed a range of enforcement-based and other tactics to respond to alcohol-related and domestic violence, including encouraging the use of high-visibility policing operations in town centres and promoting the use of Penalty Notices for Disorder for low-level offending to prevent drunken behaviour escalating into violence. Together, these initiatives have contributed towards significant reductions in more serious violence in those areas involved in the programme.

CASE STUDY 2:

Tackling Violent Crime Programme

An independent evaluation of the TVCP conducted by the Jill Dando Institute in November 2006 showed that ‘anecdotal evidence together with reductions in serious violent crime... provide reassurance of the programme’s effectiveness’.³⁴ Latest data shows that:

- Those areas which joined the programme in November 2004 saw **decreases in serious violence of 21%** between then and March 2007, compared to a reduction of 15% in comparison areas.
- Those areas which joined the programme in May 2005 saw **decreases in serious violence of 18%** between then and March 2007, as compared to a 1% reduction in comparison areas.
- Those areas which joined the programme in April 2006 saw **decreases in serious violence of 15%** between then and March 2007. No changes in violence levels were seen in comparison areas over this period.

³³ www.homeoffice.gov.uk/documents/Domestic-Violence-10731.pdf

³⁴ www.crimereduction.homeoffice.gov.uk/tvcp/tvcp02evaluationreportfinal.pdf



The **Tackling Gangs Action Programme (TGAP)** has taken a similarly enforcement-based approach to gang violence and gun crime, for example encouraging the use of covert surveillance against identified gang members to gather intelligence and evidence about their offending. This complements dedicated, intelligence-led gun crime initiatives in police forces around the country, such as Operation Trident in London and X-Calibre in Manchester.

CASE STUDY 3:

The TGAP 'day of action'

A co-ordinated day of action against gang-related violence and gun crime was held on 28 November 2007, with activity concentrated in the four TGAP regions of London, the West Midlands, Greater Manchester and Merseyside. This focused on impacting upon the supply of firearms to criminal markets – particularly gangs – both into and within the UK, as well targeting identified and suspected gang members who ultimately use or are victims of these firearms. Intelligence-led enforcement action was backed up by community reassurance initiatives. Results included 124 arrests and 174 warrants executed. Police seized a large quantity of knives and batons; live ammunition; four air weapons; one single barrell shotgun; and 1,290 realistic imitation handguns. There were also a number of drug seizures, including half a kilogramme of heroin and 2,040 ecstasy tablets.

Early indications from a survey of strategic and operational staff working to tackle gangs shows that they believe that youths are now less at risk of both gang involvement and firearm crime compared to six months ago. We are currently in the process of exploring in detail the views of the public and of gang members themselves on this.

Operation Shield, run by the British Transport Police, promotes the use of portable knife arches to target people carrying weapons on the transport network.

The **UK Human Trafficking Centre** was established in 2007 to support SOCA by co-ordinating and delivering the UK policing response to trafficking through a multi-agency approach. Two successful Pentameter operations have been delivered across the UK to rescue and protect victims of human trafficking for sexual exploitation and to identify, disrupt, arrest and bring to justice those involved in criminal activity. The first of these resulted in 88 victims being rescued.

With respect to other forms of violence perpetrated by **organised criminals**, targeted interventions by law enforcement authorities under SOCA helped to avert 35 threats to life in 2006/07.³⁵ ACPO is drawing up practice advice on the management of kidnap and extortion, which will describe the management processes and techniques to be used to investigate these offences.

2.3 OFFENCES BROUGHT TO JUSTICE/ CONVICTIONS

We are working across government, led by the National Criminal Justice Board and the three Criminal Justice departments – the Home Office, the Ministry of Justice and the Attorney General's Office – to ensure that offenders are detected and brought to justice, that penalties are appropriate to both the offender and the offence, that offenders are effectively managed throughout their sentences, that re-offending is tackled, and that victims of crime are supported.

We have developed **new technology** to enhance the investigative process for violent offences. We have improved DNA technology to help identify offenders through the establishment of the National DNA database, and under the Criminal Justice Act 2003 can now permanently retain samples of DNA from anyone arrested for a recordable offence. The use of DNA increases the chance that crimes will be detected

³⁵ Figures from the Serious Organised Crime Agency (SOCA).

and brought to justice, not least because the existence of DNA evidence linking an offender to a crime can provoke early guilty pleas and remove the need for cross-examination. It can also exonerate the innocent. The number of DNA matches more than doubled between 1998/99 and 2006/07. There is a particular focus on using this technology to identify rape offenders through Operation Advance.

Body-worn video devices can improve the quality of evidence provided by police officers and enable footage of violent behaviour to be presented at interview, increasing the proportion of guilty pleas from offenders. During the five months to March 2007 in which these devices were piloted by Devon & Cornwall Constabulary there was an increase of nearly 8% in successful investigations for violent offences; an increase in the percentage of offences resulting in a charge or a summons (10.2% to 15.0%); and a reduction of 22.4% in officer time spent on paperwork and file preparation.³⁶

We have taken steps to drive up performance in the **investigation and prosecution** of violent offences, particularly serious sexual offences. We have introduced specially trained officers and specialist rape prosecutors in every area to ensure better conviction rates for cases which are brought before the courts. Each police force has been supported to develop an action plan to implement the recommendations of *Without Consent*³⁷, the report of Her Majesty's Inspectorate of Constabulary and Her Majesty's Crown Prosecution Service Inspectorate on the investigation and prosecution of rape, which was published in January 2007. The Crown Prosecution Service (CPS) has responded to the report by setting up a dedicated unit to implement its recommendations. The Home Office and the Office of Criminal Justice Reform, working with Local Criminal Justice Boards (LCJBs) and other agencies including the CPS, have recently established a new Rape Performance Group to manage local performance on the investigation and prosecution of rape. This group examines the stages at which attrition occurs in rape cases, and identifies and engages with those areas that need additional support to tackle this issue.

We have established **Specialist Domestic Violence Courts (SDVCs)** to improve local responses to domestic violence cases and increase the number of these offences reported and successfully prosecuted.

Under this system, accredited advisers offer victims one point of contact during and after a case; all Criminal Justice System staff and magistrates are trained on domestic violence; perpetrators and victims are separated in court; and specific court listing practices enhance the effectiveness of the court and support services. There are currently 64 SDVCs operational in England and Wales.

CASE STUDY 4:

Specialist Domestic Violence Courts (SDVCs)

A review of 23 SDVCs conducted between October 2006 and March 2007 found that ten had achieved successful prosecutions in more than 70% of domestic violence cases. These ten courts also had the fewest cases discontinued.

Nationally, there was a 15% increase in the number of domestic violence cases being prosecuted in 2006/07 compared with 2005/06, and successful prosecutions rose from 59.7% to 65.2% in the same period.³⁸

Linked to the SDVC system, we have introduced **Independent Domestic Violence Adviser (IDVA)** involvement with victims of domestic violence, to guide them through the criminal justice process and provide specialist advice and practical and emotional support. This has been shown to decrease victimisation; increase notification of children at risk; and reduce the number of victims unwilling to support a prosecution. An evaluation of the early pilots of the SDVC model found that victims were more likely to participate in the criminal justice system if they were assisted by advocates.³⁹ Since 2006/07 we have been rolling out IDVA services across the 64 SDVCs and have funded IDVA services in over 50 areas wishing to develop SDVCs.

In support of the TGAP, we are considering the procedural protections available to **witnesses** in gang-related offences, both during the investigation and at trial, including strengthened special measures such as live links and screens around the witness box. The Serious Organised Crime and Police Act 2005 has standardised and improved the service provided to protected witnesses, and a Central Witness Bureau has been established to facilitate house moves for witnesses and to support frontline police to set up effective and sustainable witness protection arrangements.

³⁶ www.police.homeoffice.gov.uk/operational_policing/technology_equipment/body_worn_camera/?version=2

³⁷ <http://inspectors.homeoffice.gov.uk/hmic/inspections/thematic/wc-thematic/>

³⁸ Figures provided by Crown Prosecution Service.

³⁹ www.cps.gov.uk/publications/docs/specialistdvccourts.pdf

2.4 SENTENCING

We have introduced **tough new legislation** to respond to violent offending where it does occur. The Criminal Justice Act 2003 introduced public protection sentences, which allow for dangerous offenders to be imprisoned until such a time as they can be managed safely in the community, and to be supervised for an extended period following release. Approximately 3,700 Indeterminate Public Protection sentences had been awarded to sexual or violent offenders by December 2007.

The same Act introduced a mandatory minimum sentence of five years' imprisonment for unlawful possession of a prohibited firearm. Through the Violent Crime Reduction Act 2006 we have increased the maximum sentence for possession of a knife from two to four years and banned realistic imitation firearms. We have also tightened and updated legislation on sexual and domestic violence, and introduced a new offence of familial homicide, in the Domestic Violence Crime and Victims Act 2004; updated sexual offences in the Sexual Offences Act 2003; and introduced new offences under the Female Genital Mutilation Act 2003.

We have comprehensively criminalised trafficking in human beings for all forms of exploitation through the Sexual Offences Act 2003 and the Asylum and Immigration (Treatment of Claimants, etc) Act 2004. These offences carry a 14-year maximum penalty, with convictions for several counts resulting in sentences of up to 21 years.

The Sentencing Guidelines Council has issued guidance on sentencing for a range of violent offences, and will shortly be publishing new guidelines with respect to assault. Where an individual commits an offence as part of a group, this is now treated as an aggravating factor for sentencing purposes.

Figure 16 illustrates that average sentences for violent offences have increased in the last ten years, significantly more than for other offences.

Figure 16: Average length of custodial sentence awarded to adults, in months, by offence type⁴⁰

	1996	2006
All offences	12.8	12.4
Rape	77.8	81.1
Other sexual assault	24.0	28.1
GBH with intent	45.8	46.5
GBH without intent	15.6	18.5

2.5 REHABILITATION AND RESETTLEMENT

We have continued to focus on the rehabilitation and resettlement of dangerous offenders for the protection of the public, as part of the overall offender management strategy implemented by the National Offender Management Service (NOMS). We have introduced a range of offender behaviour programmes for violent offenders focused on facilitating their re-integration into the community and reducing re-offending. Every probation service area in England and Wales now runs an accredited domestic abuse treatment programme, and probation and prisons have piloted schemes to improve employability and self-employment opportunities for high risk offenders.

Research has found that there are positive indications that anger management programmes and programmes designed specifically for violent offenders are effective in reducing re-offending.⁴¹ This view has been reinforced by an extensive review of national and international evidence on the effectiveness of violence reduction programmes and other interventions for violent offenders undertaken by Cambridge University Institute of Criminology in 2007.

The *Strategic Plan for Reducing Re-offending 2008-11* is due to be published in spring 2008 and will set out actions to reduce adult and youth re-offending with a particular focus on serious re-offending, informed by these research findings. As part of the delivery of this plan we will implement a major drive to overcome barriers to the rehabilitation of offenders, in particular by cutting drug use and providing opportunities for offenders to learn the new skills which might lead to sustainable employment. We will set out clearly the balance of opportunities and responsibilities of offenders in the community.

⁴⁰ Statistics provided by NOMS Research, Development and Statistics (RDS).

⁴¹ See Sugg, D (2000) *Aggression Replacement Training, Appendix F, Research Report ART* (unpublished); and Dobash, R.P, Dobash, R.E, Cavanagh, K and Lewis, R (1996) *Re-education programmes for violent men: An evaluation*.

2.6 MANAGING OFFENDERS TO REDUCE RE-OFFENDING

We have introduced **Multi-Agency Public Protection Arrangements** (MAPPA) to manage violent offenders in the community, bringing together the police, probation and prison services and other agencies and successfully highlighting the importance of inter-agency co-operation in identifying, assessing and managing the risks presented by serious sexual and violent offenders. In 2006/07 there were around 48,000 offenders managed by MAPPA, and the rate of serious re-offending by these offenders successfully remained under 0.6%.

There has been an increase in the use of specific powers to intervene with and target offenders before a serious further offence is committed. In 2006/07, the number of serious offenders recalled to prison for breach of licence was 13% higher than the previous year, while the police charged or cautioned 30% more registered sex offenders for failing to comply with registration requirements.

We have introduced **new tools** that place restrictions on sexual offenders in the form of Sexual Offences Prevention Orders, Risk of Sexual Harm Orders and Foreign Travel Orders, and on those involved in serious and organised crime through Serious Crime Prevention Orders, which are to be implemented later this year. Subject to Parliamentary approval, we will also introduce Violent Offender Orders, which will be civil preventative orders designed to manage the most dangerous violent offenders after the end of their sentence.

We published the **Review of the Protection of Children from Sex Offenders** in June 2007, which made 20 recommendations for how current arrangements for managing sex offenders who target children could be improved. These include measures to strengthen MAPPA arrangements and on the amount of information about specific offenders that is shared with certain members of the public. The Review also sets out the role parents and other members of the public can play in child protection, through improved education and awareness-raising.

CHAPTER 3 – BUILDING ON SUCCESS

Chapter 1 showed us that, although we have clearly achieved a great deal in recent years, there is still more to do, especially to address the most serious forms of violence. Chapter 2 set out the good practice we have developed in this respect, which we will build upon in moving forward over the next three years in order to achieve our vision: **to save lives, reduce harm and protect the public.**

Cutting Crime: A New Partnership 2008-11 laid the groundwork for the development of a stronger focus on serious violence. This has been taken forward through new Public Service Agreement (PSA) targets for 2008-11, and in particular those which prioritise action to:

- Make communities safer, including through reducing the prevalence of more serious violent offences, and prioritising serious sexual offending and domestic violence; and
- Improve the efficiency and effectiveness of the Criminal Justice System in bringing offences to justice.

These targets will create an over-arching framework for all work to tackle serious violence, and allow us to measure progress and evaluate success.

We have already seen that, notwithstanding recent decreases, there have been some increases in serious violent offences over the past decade. These are offences that result in significant harm both to victims and to society as a whole. Sexual violence, and childhood sexual abuse in particular, can scar a victim psychologically as well as physically, and can bring about health problems including sexually transmitted diseases, depression and, in the most extreme cases, suicide. They are offences that contribute greatly to the fear of crime in this country – witnessing or hearing about violent attacks through the media can contribute towards making people feel unsafe on their streets and in their homes – and which carry significant financial cost to victims and to public services such as health, victim services, the police and the Criminal Justice System.

We will be seeking a reduction in serious violent offences, including in re-offending, and an improvement in the criminal justice response to these offences over the PSA period. Serious sexual offences will not be counted with other serious violent offences in the crime reduction target because of the need to drive up reporting and recording of these crimes in order that they can be dealt with appropriately by the Criminal Justice System, but they will still be measured and local agencies should still prioritise action to reduce the incidence of these offences. Other PSA objectives will contribute to delivery of our vision, including those which prioritise action to reduce the harm caused by alcohol and drugs; tackle poverty and promote greater independence and wellbeing in later life; improve children and young people's safety; and address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief.

The delivery of our vision will necessarily be led by frontline practitioners in local communities, and community members will also play a part. The second part of this document will set out how our vision can be translated into reality in local areas. Yet we believe that the nature of the challenge faced with respect to serious violence necessitates a particularly strong role for Government in establishing an appropriate policy framework, ensuring that the law is robustly enforced, holding delivery partners to account for progress, and responding to new challenges which arise. We will therefore be taking forward a number of key actions at national level over the coming years.

3.1 NATIONAL ACTIONS PUBLIC SPACE VIOLENCE

Arguably the most pressing challenge we currently face is the availability and use of weapons. We are determined to do all we can to address this. We will ensure that young people are educated on the dangers and implications of carrying weapons; it is vital for young people to understand that a weapon should not be regarded as a tool of self-defence, and that carrying a gun or a knife can in fact put them in greater danger.

We also want them to be clear on what the law says in this respect. We will take this forward in a number of ways. We will work with schools to ensure that they are aware of the opportunities within the curriculum to address the dangers of carrying weapons. We will deliver a national communications campaign to tackle knife possession among young people, particularly those who are carrying weapons for fear of being a victim of violent crime, and we will consider the role of parents as part of that campaign.

We will support the voluntary organisation Be Safe to develop a five-year programme for delivery of educational workshops on the dangers of carrying weapons. We will also work with the Youth Justice Board to ensure that young people convicted of knife-related offences receive focused interventions to change their behaviour and to reduce re-offending, building on and sharing the emerging practice and evidence base that the Youth Justice Board is developing in this critical area.

We will tighten controls in this area even further; as long as dangerous weapons continue to be legally available, the risk that they will be used in crime remains. We have already strengthened legislation. We have banned the manufacture, sale, import and hire of a wide range of weapons, including knuckle-dusters, disguised knives and realistic imitation firearms, and we will introduce a similar ban in relation to samurai swords. We have introduced an outright ban on other weapons including handguns and machine guns. We have introduced restrictions on the marketing of knives, and will continue to work with the police to ensure that these are robustly enforced. We will now turn our attention to deactivated weapons, which we know are increasingly being reactivated to fire live ammunition for use in violent attacks.

We will do more to detect weapons, particularly knives. The British Transport Police have been using portable knife arches, which are much more flexible than rigid arches and can be rapidly deployed, and search 'wands' to good effect to target people carrying weapons on the transport network. We will roll out the use of knife arches and 'wands' more widely over the next three years.

We will improve our intelligence-gathering with respect to weapon use. We will work with the police to develop state-of-the-art imaging technology to provide information and intelligence in almost real time about weapons that have been used in crimes. This

will be based on a registry of recovered firearms and ammunition, but will go much wider in terms of the intelligence it will provide.

We will ensure that the Criminal Justice System is tough on those who are found in possession of illegal weapons. While the number of convictions for unlawfully having a blade or point in a public place has risen by 70% since 1999, the proportion of custodial sentences has remained stable at around 15%. And the average length of sentence awarded is significantly lower than the maximum available for this offence. We will work with the police and the CPS to create a national framework on the appropriate use of warnings, cautions, and charges for those caught in possession of knives, and increase the presumption to prosecute for this very serious crime.

We will take further steps to address gang violence, much of which involves weapons. We will continue to work intensively with a small number of areas that face particular challenges in this respect. We will develop good practice guidance capturing lessons learnt from the Tackling Gangs Action Programme, and will work with local areas to ensure that this is implemented as appropriate. In addition to reducing gang-related violence this approach will also benefit other areas of government and police work directed at reducing the risk of individuals being drawn into violent extremism.

We will strengthen arrangements for the protection of witnesses, in particular with respect to gang violence. Witnesses need to be confident from the earliest stages of the criminal justice process, that they will receive the best possible protection and we are exploring ways to achieve this. Live TV links and screens are already available at trial, but this is often arranged late in the proceedings. We will sharpen up the service in order to get decisions earlier so that witnesses feel reassured and supported when they give evidence.

Alongside these efforts, we will continue to address violence motivated by prejudice or hate. We will improve our knowledge of the true extent of these crimes through enhanced collection of data from police forces. We will focus on increasing reporting, through raised awareness and increasing community and victim confidence in criminal justice agencies. We will assist local partners in developing their responses to hate crime through delivery of a dedicated cross-government strategy to be published by 2009.

We will:

- Work with schools to ensure that they are aware of the opportunities within the curriculum to address the dangers of carrying weapons.
- Deliver a national communications campaign to address knife possession among young people, particularly those who are carrying weapons for fear of being a victim of violent crime.
- Support Be Safe to educate 1.1 million young people on the dangers of carrying weapons by 2013.
- Work with the Youth Justice Board to ensure that young people convicted of knife-related offences receive focused interventions to change their behaviour and reduce re-offending.
- Introduce new controls on deactivated firearms by 2009.
- Provide 100 portable knife arches and 400 search wands to the police and others immediately, and more over the next three years.
- Work with the police to develop state-of-the-art imaging technology to provide enhanced information and intelligence about firearms used in crimes.
- Work with ACPO and the CPS to create a national framework for responding to those caught in possession of knives, and increase the presumption to prosecute for this very serious offence.
- Publish good practice gained from the Tackling Gangs Action Programme by May 2008, and work with local areas to ensure that this is implemented as appropriate.
- Ensure that, in particular with respect to gang violence, witnesses are protected from the earliest possible stage of the criminal justice process.
- Assist local partners in developing their responses to hate crime through delivery of a dedicated, cross-government hate crime strategy by 2009.

PRIVATE SPACE VIOLENCE

We will step up our efforts to address all aspects of private space violence, including sexual and domestic violence, prostitution and trafficking.

We will work to reduce the incidence of sexual and domestic violence, and to increase reporting where it does occur. Awareness-raising about the realities of these crimes and the importance with which they are viewed by the police and the Criminal Justice System will be a key part of this. The Government Equalities Office is leading cross-government work to develop a specific communications strategy for sexual and domestic violence, which will be taken forward as a matter of priority.

We will work to ensure that the online protection of children is as robust as possible. We know that predatory sex offenders sometimes use social networking websites in order to contact and groom potential young victims. We will work with the authorities, including the police, the probation service, the Child Exploitation and Online Protection Centre, and the internet industry, to protect children from these risks. This will include the publication of social networking guidance, developed with representatives from industry, law enforcement and charities, which will set out voluntary good practice guidelines for the development and use of social networking websites.

A major focus will be on improving the conviction rate for serious sexual offences, particularly rape. We set out our work on the cross-CJS Rape Performance Group in Chapter 2. We will continue to strengthen these arrangements, and will report quarterly on progress to the National Criminal Justice Board. We will require a step change in terms of improvement, with all areas reaching the level of performance of the best. We will also consider whether to expand this performance management approach to other violent crime types.

We will continue to improve the management of sexual and domestic violence offenders, with a particular focus on sex offenders who target children following the publication of the *Review of the Protection of Children from Sex Offenders* in June 2007 (see Chapter 2). This contained 20 actions for improving the protection of children from sex offenders, which we are implementing. As part of these actions we will pilot a new scheme in four police force areas, under which parents or legal guardians of children under the age of 18 will be able to register a child-protection interest in a

named individual and apply for information about any child sex offence convictions that person may have. We will build on the lessons learnt from this review and consider how they might be applied to other forms of violence.

We will continue to implement the Government's co-ordinated Prostitution Strategy. We will conduct a review of what more can be done to tackle demand in order to reduce all forms of sexual exploitation, human trafficking and street prostitution. We will reform the law on street offences to support routes out of prostitution and exploitation, subject to Parliamentary approval. We will take forward a wide range of actions under the UK Action Plan on Combating Human Trafficking, including working with source and transit countries, and tackling demand in the UK.



We will:

- Develop a communications strategy for sexual and domestic violence by the end of 2008.
- Work with the authorities and the internet industry to ensure that the online protection of children is as robust as possible.
- Publish good practice guidelines on the development and use of social networking websites, in order to protect children from predatory sex offenders online.
- Continue the work of the cross-CJS Rape Performance Group in order to increase the conviction rate for rape.
- Report quarterly to the National Criminal Justice Board on local progress in investigating and prosecuting rape.
- Implement the recommendations of the Review of the Protection of Children from Sex Offenders, and pilot a new model for the disclosure of child sex offenders' convictions to certain members of the public in four areas.
- Implement the Government's co-ordinated Prostitution Strategy in order to reduce street prostitution and all forms of sexual exploitation, and provide guidance to local areas on this issue.
- Conduct a review of what more can be done to tackle the demand for prostitution.
- Reform the law on street offences to support routes out of prostitution and exploitation, subject to Parliamentary approval.
- Take forward a wide range of actions under the UK Action Plan on Combating Human Trafficking, including working with source and transit countries and tackling demand in the UK.

NEW CHALLENGES

We will continue to identify and respond to new challenges in violence as they occur. For example, improvements in technology and a changing population in the UK, while bringing many benefits, are changing the nature of the challenge we face with respect to violence.

There are concerns that the way in which violence can be presented in popular culture, for example in music, television, films, videos, computer games and on the internet, may attribute towards a general atmosphere in which violence is tolerated and even glorified. Some individuals may be more influenced by this than others and we are considering this issue in particular with respect to children and young children. We will work with relevant industries and regulators to ensure that any response is proportionate and evidence-based.

We are working with the internet industry to assess how to respond to the growing public concern about violent and offensive content being posted on popular websites. The Byron Review will report to the Secretaries of State for Children, Schools and Families and Culture, Media and Sport on how best to support

children and young people to enjoy the benefits of video games and the internet while managing the risks from harmful or inappropriate material.

A changing population within the UK brings with it new challenges relating to violent crime which will need to be properly understood, and we will work with the Migration Impacts Forum in order to do this. So-called honour-based violence, including honour-related murder, forced marriage and female genital mutilation, has been the focus of much attention over recent years. It is important that we develop strategies to deal with these issues sensitively; we must work to protect those who are at risk of these crimes and to hold perpetrators to account for their actions.

We are developing a national action plan to tackle so-called honour-based violence, which will aim to improve the response of the police and other agencies and ensure that victims are encouraged to come forward in the knowledge that they will receive the help and support they need. The plan will focus on ways to raise awareness of these issues and improve training within communities and professional bodies.



We will:

- Consider the recommendations of the Byron Review on children and new technologies, and take action as appropriate.
- Continue to work with the internet industry to address the growing public concern about violent and offensive content on the internet.
- Develop a national action plan for tackling so-called honour-based violence by the end of 2008.
- Work with the Migration Impacts Forum to consider how changes in local demographics may affect violent crime.

3.2 GOVERNANCE

In order to ensure that progress is maintained on all these issues we will establish a clear, coherent and effective national governance structure which brings together all the relevant Government Departments and key stakeholders, including the police, at the highest level.

The Home Secretary will chair a new Ministerial Action Group to drive forward all aspects of this Plan. The Action Group will be supported by officials, senior police officers and other delivery partners who will be responsible for day to day action, including monitoring progress on the delivery of the new PSAs, managing local performance, and holding local areas to account for delivery of our priorities. Stakeholder advisory groups will ensure that all relevant interests are represented and views taken into account. An annual report on progress will be published by the Home Office.

CHAPTER 4 – DEVELOPING A LOCAL RESPONSE

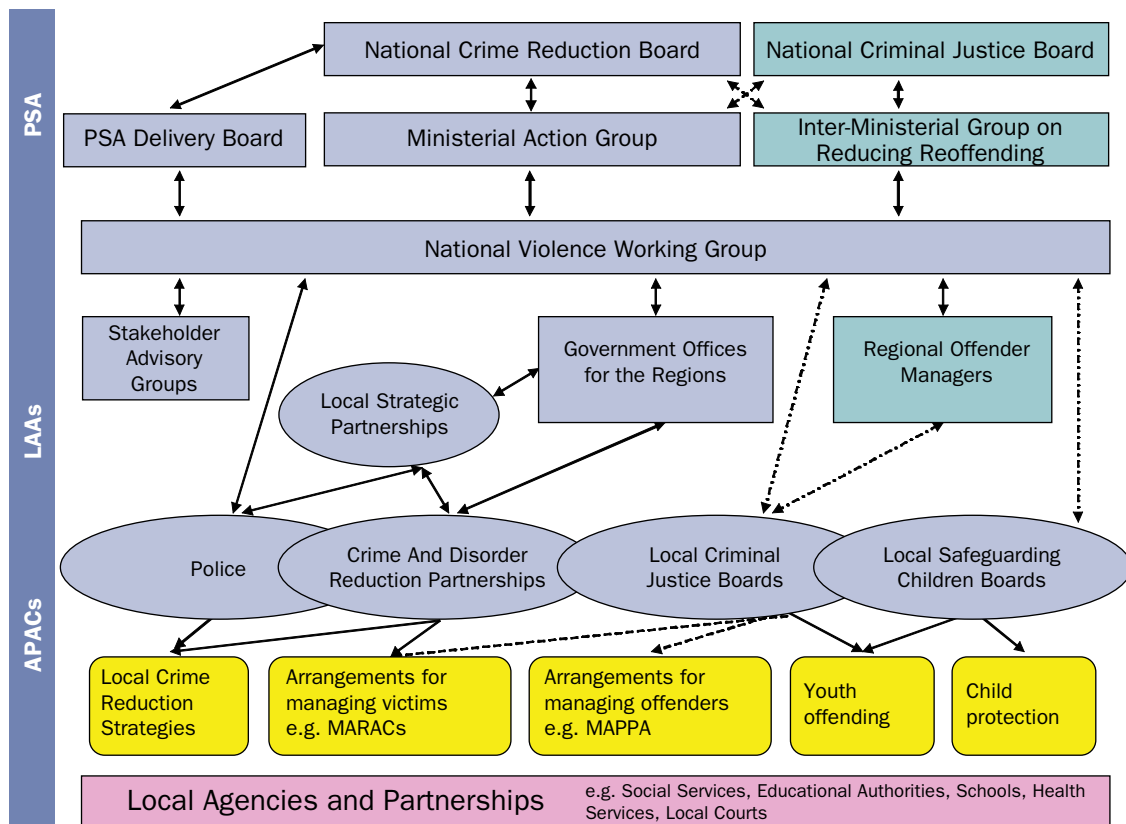
While PSA targets and national action plans provide a national framework for tackling violence, it is frontline practitioners that must ensure that these are delivered on the ground, and it is vital that they are properly equipped to do this. The nature and extent of the challenge faced with respect to violence will be different in each area, and responses must be tailored accordingly. Our aim is to support local partnerships in developing those targeted local responses, and to ensure that they have the right tools, processes and structures in place to be able to implement them.

The delivery landscape for violent crime is a complex one, involving a diverse range of partners including the police, prosecution, courts, prison, probation, youth

justice services, as well as health, education, social services and others. Figure 17 gives an illustration of this.

The effectiveness of bodies and structures involved in violence reduction relies on genuine multi-agency working, and the input of all relevant agencies. Crime and Disorder Reduction Partnerships (CDRPs) in England and Community Safety Partnerships (CSPs) in Wales bring together key partners such as the police, health services and local authorities, and will be responsible for the majority of activity to implement this Action Plan and deliver our PSA targets. It is important that CDRPs work closely with Local Criminal Justice Boards (LCJBs) to assess the

Figure 17: Delivery landscape for violent crime



needs in their areas, develop a joined up approach to tackling violence and re-offending, and improve the effectiveness of the local CJS response. Offenders will be managed by Youth Offending Teams (YOTs) and adult prison and probation services to reduce re-offending. We will look to Government Offices for the Regions to support local agencies to deliver and monitor local progress, but central government will also play a direct role in this respect.

4.1 AGREEING LOCAL PRIORITIES

All CDRPs/CSPs must take the new PSAs into account when carrying out their local strategic assessments. To support this, the Home Office is developing the Assessments of Policing and Community Safety (APACS) framework, which builds on the Police Performance Assessment Framework, to allow CDRPs/CSPs to compare their performance against similar partnerships in other areas. In England, where APACS suggests that performance of a CDRP falls short of that being achieved elsewhere, there will be a strong case for an improvement target to address this in the Local Area Agreement (LAA).

LAAs will be an important mechanism for the delivery of the priorities outlined in this document at a local level. Each LAA will include up to 35 improvement targets set against indicators selected from a National Indicator Set of 198,⁴² which cover the agreed priorities for that area. There is a range of indicators in this set which, if included in an LAA, would contribute to tackling violence. It is important that Government Offices for the Regions work with local areas to ensure that, where serious violence is a priority, improvement targets are included in LAAs so that resources can be directed in order to tackle it.

In Wales, following the publication of the Welsh Assembly Government's response to the Beecham Review *Making the Connections – Delivering Beyond Boundaries* and the local government policy statement *A Shared Responsibility*, work is progressing in six development areas on the implementation of Local Service Agreements, which will be similar to LAAs. The intention is to have Local Service Agreements in place across Wales by 2010.

4.2 UNDERSTANDING THE PROBLEM

The first stage in developing a local response to violence should be to take steps to understand fully the nature or extent of the challenge faced, and the people involved. Every CDRP/CSP should develop a **strategic assessment or problem profile** for violence which provides a clear picture of the local priorities. The Home Office has published specific guidance on completing strategic assessments, as part of work on supporting the new statutory requirements for CDRPs.⁴³ A problem profile on violence should include information on those people who are involved or at risk of involvement in violence, either as perpetrators or victims, as well as an analysis of data on offences committed. These issues are explored in detail in Chapter 5. It is recommended that an analysis of relevant data be undertaken over a specific period of time from a range of sources, including police recorded crime; accident and emergency and the ambulance service; probation; local authority departments; or any surveys about public reassurance and safety. The analysis should cover:

- Victim and offender profiles, including gender, age, ethnicity, and relationship between victim and offender;
- Details of repeat victimisation and offending;
- Location of offences, including 'hot spot' areas, streets and addresses (eg. licensed premises);
- Temporal analysis, including long term trends, 'hot' days and times, and links to events such as football matches or holiday periods;
- Details of alcohol and drug related offences, and use of weapons; and
- Information about the local response to offences, i.e. how many are reported to the police, and of those how many result in convictions.

A problem profile should make recommendations based on this analysis, enabling managers to co-ordinate actions and allocate appropriate resources to their delivery.

4.3 IMPLEMENTING GOOD PRACTICE

A range of good practice in tackling violence is available, upon which practitioners can draw in developing their responses; many examples are highlighted in this document. Further guidance is

⁴² www.communities.gov.uk/publications/localgovernment/nationalindicator

⁴³ www.crimereduction.homeoffice.gov.uk/regions/regions00.htm.

available via the National Delivery Plan for Domestic Violence;⁴⁴ the Cross-Government Action Plan on Sexual Violence and Abuse;⁴⁵ Knife Crime Best Practice Guidance⁴⁶; the National Alcohol Strategy;⁴⁷ the co-ordinated Prostitution Strategy;⁴⁸ and the UK Action Plan on Combating Human Trafficking.⁴⁹ These will be regularly updated to ensure that they are as effective as possible.

Since 2004 the Home Office has been working with practitioners in high-priority local areas through the **Tackling Violent Crime Programme (TVCP)**, to trial new ideas and develop good practice in tackling alcohol-related and domestic violence. Tactics which have proved successful in relation to alcohol-related violence include working with pubs and clubs to reduce the sale of alcohol to those who are underage and whose behaviour is likely to be affected by it; establishing taxi marshals and night bus routes to prevent violence among those leaving town centres at night; and promoting the use of alternatives to glass in licensed premises, to reduce glass-related injuries. In relation to domestic violence, the TVCP has introduced measures to enhance investigation and evidence gathering, and has encouraged widespread training for law enforcement officers and the establishment of expert domestic violence ‘champions’ within local agencies. Details of these and other examples of good practice developed by the programme are available on the crime reduction website.⁵⁰

The **Tackling Gangs Action Programme** has also focused on high-priority areas for gang and gun-related violence, working with key delivery partners to develop and trial packages of targeted actions, including:

- high-visibility policing operations;
- robust enforcement including use of covert surveillance against identified gang members;
- development of mediation services;
- preventing re-offending through the use of multi-agency risk assessment arrangements;
- mentoring and education; and
- community reassurance.

Good practice guidance will be developed following this work to help schools, parents and police services throughout the country to deal with issues around gang culture; this will be available by May 2008.

4.4 DRIVING FORWARD THE LOCAL RESPONSE

Partnership working is key to driving forward the local response to violence. All agencies in a CDRP or CSP, as well as those that make up the LCJB, have a role to play; it is only by working together that they can effectively reduce violent crime in the longer term. We are working with CDRPs/CSPs to improve local partnership working through the introduction of national standards and related guidance, which is included in *Delivering Safer Communities: A guide to effective partnership working*.⁵¹ The Department of Health has commissioned guidance for NHS managers which will outline the importance of engagement with CDRPs/CSPs and set out the requirements on Primary Care Trusts to work in partnership with other agencies, ensure that information is shared appropriately, and provide examples of good practice.

It is important that partnerships and individual agencies have the **capacity** to deliver responses to violence in every area. *The Independent Review of Policing*⁵² by Sir Ronnie Flanagan, published in February 2008, made a number of recommendations for freeing up police resources, including through reducing unnecessary bureaucracy and strengthening the structures and systems that support policing. These have been accepted by the Home Secretary and will be implemented as a matter of priority. The National Protective Services⁵³ Analysis Tool, recently developed by the Home Office and Her Majesty’s Inspectorate of Constabulary, assists police forces in assessing the demand for policing services to tackle serious crime in particular, including serious violence, and judging whether there is adequate capability to meet these demands. Agencies must be equipped to respond appropriately to specific forms of violence, and frontline staff should be trained in order to sensitise them to the particular needs of victims.

Development of **action plans** at local level will help partnerships to structure their responses to serious violence. Such plans should build on existing problem

⁴⁴ www.crimereduction.homeoffice.gov.uk/dv/dv017.htm

⁴⁵ www.crimereduction.homeoffice.gov.uk/sexualoffences/sexual03.htm

⁴⁶ www.crimereduction.homeoffice.gov.uk/violence/violence023.htm

⁴⁷ www.homeoffice.gov.uk/documents/alcohol-strategy-2007?view=Binary

⁴⁸ www.homeoffice.gov.uk/documents/ProstitutionStrategy.pdf?view=Binary

⁴⁹ www.homeoffice.gov.uk/documents/human-traffick-action-plan?view=Binary

⁵⁰ www.crimereduction.homeoffice.gov.uk/tvcp/tvcp01.htm

⁵¹ www.crimereduction.homeoffice.gov.uk/regions/regions00.htm

⁵² police.homeoffice.gov.uk/news-and-publications/publication/police-reform/Review_of_policing_final_report/

⁵³ Protective Services covers a range of serious crime and in many cases serious violence is an element. The term ‘Protective Services’ covers those crimes and incidents that are widely recognised as impacting significantly on public protection: counter-terrorism and domestic extremism, serious and organised crime, civil contingencies and emergency management, critical incident management, major crime, public order, protection of vulnerable people and strategic roads policing.

profiles and local assessments. They should identify key priorities and actions to address these, as well as setting out appropriate governance arrangements, resources and timescales. Different agencies should take ownership of those actions within the plans that are within their remit. In some cases separate plans may be needed for specific aspects of violence.

Local action planning is particularly important in relation to serious sexual offences, because of the complexities of responding to this form of violence. CDRPs/CSPs, in partnership with LCJBs and NOMS service providers, should be able to demonstrate to Government Offices for the Regions that they are taking action to reduce the incidence, rather than recorded number, of serious sexual offences and to improve their investigation and prosecution. They should also show that they are providing effective victim care and support to minimise harm. Specific guidance to help local areas deliver this is available in the Cross-Government Action Plan on Sexual Violence and Abuse.⁵⁴

The establishment in a CDRP/CSP of a **dedicated strategic group** for violence, and for specific violent crime types where possible, is crucial to driving forward violence reduction activity. A violent crime strategic group should include representation from all relevant agencies. It should meet regularly to oversee the problem profiling process; deliver and monitor the local action plan for violence and assess progress against it; and hold individual agencies to account for delivery of their commitments. The nomination of a dedicated violent crime lead within the partnership, and the establishment of an additional tactical group to deal with day-to-day planning, is recommended good practice.

4.5 SUPPORTING DELIVERY

Violence is not an issue experienced by all areas on an equal basis: 50% of all serious violent offences occur in only 50 of a total of 373 CDRPs. In 2006/07 55% of all firearm offences and 65% of firearm homicides occurred in the Metropolitan Police Service, Greater Manchester Police and West Midlands Police.⁵⁵ We will



⁵⁴ www.crimereduction.homeoffice.gov.uk/sexualoffences/sexual03.htm

⁵⁵ www.Povey, D (Ed), Coleman, K, Kaiza, P, Hoare, J and Jansson, K (2008). *Homicides, Firearm Offences and Intimate Violence 2006/07 (Supplementary Volume 2 to come in England and Wales 2006/07)*. Home Office Statistical Bulletin 03/08.

continue to provide ongoing and targeted support to those areas which face the biggest challenges in terms of serious violence.

4.6 MONITORING DELIVERY AND MANAGING PERFORMANCE

The government will monitor progress towards meeting the national PSAs and on the full range of national priorities through the new APACS framework, using data reported against all 198 indicators in the National Indicator Set. APACS will also monitor specific additional outcomes delivered by the police, alone or in partnership with others, which are not contained in the National Indicator Set. Together, these measures will ensure that the Home Office and Government Offices for the Regions can readily monitor trends in serious violence and identify those local areas that will benefit from additional support and, where necessary, inspection and intervention to improve performance.

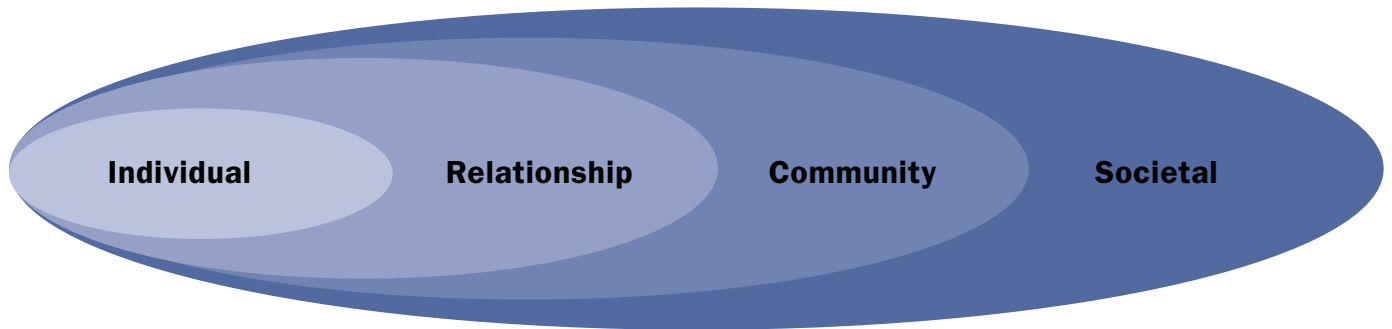
- Consideration should be given to including relevant improvement targets in Local Area Agreements in those areas which face particular challenges in terms of serious violence.
- CDRPs should develop a problem profile for violence which provides a clear picture of the local priorities, by the end of 2008.
- CDRPs should access and, where appropriate, implement existing good practice with respect to serious violence.
- CDRPs should develop a local action plan for violence which addresses identified local priorities, by the end of 2008.
- CDRPs should be able to demonstrate to Government Offices for the Regions that they are taking action to reduce the incidence of serious sexual offences, to improve their investigation and prosecution, and to provide effective victim care and support to minimise harm.
- CDRPs should consider establishing a dedicated strategic group for violence. Where appropriate this should be accompanied by an additional tactical group and the appointment of a dedicated violent crime lead.

CHAPTER 5 – A RISK-BASED APPROACH

Any attempt to address issues of violence, in whatever form these manifest themselves, must take into account key factors that play a part in the involvement of individuals or groups of individuals in violent activity, either as perpetrators or victims. An awareness of these risk factors will help to target violence reduction activity appropriately and effectively. At a local level it is crucial that all agencies, including the health service, education authorities, social services and the police, are able to access relevant information about priority individuals in order to put measures in place to prevent them from developing or escalating violent behaviour, manage their risk and, in the case of victims, ensure that they have access to appropriate care and support. Because each agency is likely to hold different information, the establishment of mechanisms to share information between agencies is a crucial element of this process.

5.1 ADDRESSING KEY RISK FACTORS

The first step in an approach to tackling violence is to gain an understanding of the factors that lie behind it. There are a range of factors which may motivate violent behaviour or make people more likely to fall victim to violence. These broadly fit into four spheres: individual; relationship; community; and societal. Risk factors cannot be set out in an exhaustive list, but some examples of factors prominent in each of the spheres are included below.



Individual	Relationship	Community	Societal
Alcohol abuse	Family relationship instability	Gang violence	Gender and other inequality issues
Exposure to violence at early age, e.g. through domestic violence	Poor or abusive parenting	Availability of weapons	Drinking culture
Mental disorder, e.g. personality disorders	Violent criminal associates/friends; delinquent peers or siblings	Ethnic tensions/ community cohesion	Demographic changes
		Poverty/social exclusion	Representations of violence in the media and in entertainment

INDIVIDUAL

Individual risk factors are those traits and experiences that are personal, and which can impact upon an individual's behaviour in a negative way. **Abuse of alcohol** is a particularly strong risk factor for both violent offending and victimisation. Latest figures show that offenders were thought to be under the influence of alcohol in over half of incidents of violence between strangers (58%), and just under half of incidents of domestic violence (39%).⁵⁶ Excessive consumption of alcohol may make people more prone to violent victimisation by putting themselves in vulnerable positions, for example accepting lifts from strangers; or failing to react to danger, for example being unable to run away from or to recognise an attacker. Some offenders may actively target individuals who they know are under the influence of alcohol, for example in targeted sex attacks. While **drugs** are more of a factor in acquisitive crime than violent crime, victims believed their attacker to be under the influence of drugs in 17% of incidents of violence in 2006/07.⁵⁷

Exposure to violence at a young age may increase the likelihood of violent behaviour later in life because it makes it appear 'normal' as a form of interaction. Figures show that 40% of boys and young men and 25% of girls and young women in custody have experienced violence at home.⁵⁸

Conduct disorders and some personality disorders are associated with an increased risk of violent offending in some individuals; a small proportion of people with serious **mental illnesses** also commit violent acts, and the added complication of substance misuse can increase the seriousness of the violence.⁵⁹ Mental illness can also affect the likelihood of victimisation.

RELATIONSHIP

The breakdown or instability of **inter-personal relationships** can be a contributory factor in a significant proportion of violence; these have a number of established risk factors.⁶⁰ Domestic violence has the highest rate of repeat victimisation, with 42% of victims being victimised more than once.⁶¹ Furthermore, just over half of serious sexual assaults are committed by a current or former partner.⁶²

Family instability is a particular risk factor. A recent study of 80 convicted and imprisoned illegal firearms offenders found that 59 reported a disrupted family life, including 35 who had grown up in a single parent household.⁶³ More generally, 70% of young offenders identified by Youth Offending Teams come from lone-parent families,⁶⁴ and 63% of boys with convicted fathers go on to be convicted themselves.⁶⁵

Poor or abusive **parenting** can prompt violent behaviour in children and young people which can continue into adulthood. Randomised trials conducted in the US have shown that intensive health-led home visiting during pregnancy and the first two years of life led to a 48% reduction in child abuse and neglect and a 59% reduction in arrests at age 15.⁶⁶

Relationships with **peers** are strongly linked to involvement in and the escalation of criminality and violence. Criminal behaviour and delinquency have been shown to increase on joining a gang and reduce when individuals leave.⁶⁷ Research shows that young people who belong to a delinquent youth group are significantly more likely to offend.⁶⁸ Gang membership can also increase the propensity to possess and use weapons, particularly firearms: analysis of arrestee data shows that gang members are five times more likely than non-gang members to report owning a gun.⁶⁹

⁵⁶ Nicholas, S, Kershaw, C. and Walker, A. (2007). *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

⁵⁷ Ibid

⁵⁸ Social Exclusion Unit 2002

⁵⁹ Swanson, J.M., Holzer, C, Ganju, V. and Juno, R. (1990) 'Violence and Psychiatric Disorder in the Community: Evidence From the Epidemiologic Catchment Area Surveys' in *Hospital and Community Psychiatry*, 41, 761-770.

⁶⁰ ACPD (2005) *ACPD Guidance on identifying, assessing and managing risk in the context of policing domestic violence*.

⁶¹ Nicholas, S, Kershaw, C. and Walker, A. (2007) *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

⁶² Povey, D. (Ed.), Coleman, K, Kaiza, P., Hoare, J, and Jansson, K. (2008). *Homicides, firearm offences and intimate violence 2006/07 (Supplementary Volume 2 to Crime in England and Wales 2006/07)*. Home Office Statistical Bulletin 03/08.

⁶³ Hales, Lewis and Silverstone (Home Office, 2006) *Gun Crime: The market in and use of illegal firearms*

⁶⁴ Review 2001/02: *Building on success*, Youth Justice Board: London. *The Stationery Office (July 2002)*.

⁶⁵ Farnham, D. and Coid, J. (2003). *Early Prevention of Adult Anti-social Behaviour*. Cambridge University Press.

⁶⁶ Research conducted by Professor Olds: www.nursefamilypartnership.org

⁶⁷ Gordon, R. A., Lahey, B.B., Kawai, E., Loeber, R., Stouthamer-Loeber, M. and Farrington, D. (2004) *Antisocial behavior and youth gang membership: selection and socialization*. *Criminology* 42(5):55-88.

⁶⁸ Sharp C, Aldridge J and Medina J (2006) *Delinquent youth groups and offending behaviour: findings from the 2004 Offending, Crime and Justice Survey* Home Office Online Report 14/06 www.homeoffice.gov.uk/rds/pdfs06/rdsolr1406.pdf

⁶⁹ UCL Jill Dando Institute of Crime Science, 2005. *Rationalisation of current research on guns, gangs and other weapons: Phase 1*

COMMUNITY

What is happening in an individual's community can be an influencing factor with respect to their likely involvement in violence. For example, the prevalence of **gangs** in an area may draw young people into violent behaviour, particularly if they are easily led or lacking in self-confidence. Many gangs are territorial or postcode-based, and membership can erroneously be perceived as a way to guarantee personal protection. The **availability of weapons** in an area may also facilitate violence, and cause it to be more serious where it does occur. Some people, particularly young people, are known to carry weapons for protection as well as criminal intent.

Social deprivation or poverty in a community can also be a contributory factor for involvement in crime and violence; we know that offenders tend to come from poorer backgrounds, with low family incomes. In addition, those assessed as being 'hard pressed' (the lowest level of wealth and achievement) are over twice as likely to be victims of violence once or more than those assessed as 'wealthy achievers'.⁷⁰

Ethnic tensions and an absence of tolerance within a community can also contribute; there were around 184,000 racially motivated incidents in 2006/07.

SOCIETY

The nature of our society, and the culture in which we operate, can impact upon individuals' exposure to and propensity for violence. Issues of **inequality** are particularly important: factors such as gender, race or social exclusion can increase vulnerability to involvement in violence either as a perpetrator or a victim. We know for example that the majority – 77% in the 2006/07 BCS⁷¹ – of victims of domestic violence are women, and that 5% of women are raped as adults compared with 0.5% of men.⁷² We know that non-white adults are more likely to be victims of violence.⁷³ And we know that seven in ten prisoners will have been in receipt of benefits immediately before imprisonment.⁷⁴

We have already seen that popular culture and demographic changes in our society can impact upon the nature of the challenge faced with respect to domestic violence.

5.2 VIOLENT BEHAVIOUR AND VICTIMISATION ARE USUALLY PREDICTABLE

Understanding risk factors can help to predict the small number of people who will be involved in serious violence in any local area. Not every individual will react to these issues in the same way – for example the vast majority of us can drink alcohol safely and sensibly without resorting to violence – but where they do begin to affect behaviour it is important that the relevant agencies with which they come into contact are able to respond appropriately. Figure 18 gives examples of those people at whom interventions should be targeted in every area: offenders and victims who are known, those who are at risk of violent offending or victimisation, and others who have the potential to be involved in violence.

A key predictor of the future behaviour of offenders is their record of past behaviour, and it is important to work effectively with these individuals in order to manage their risk of re-offending. **Known offenders** should be robustly managed (see section 5.4), and relevant agencies should have the capacity to strengthen supervision in order to respond to any changes in assessed risk levels. **Known victims** should be able to access relevant support services, and where appropriate steps must be taken to ensure that they are kept safe, including through the sharing of information about the whereabouts and release dates of past perpetrators, in order to prevent re-victimisation.

⁷⁰ Jansson, K, Budd, S, Loubakke, L, Moley, S, and Thorpe, K. (2007). *Attitudes, perceptions and risks of crime: Supplementary Volume 1 to Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 19/07.

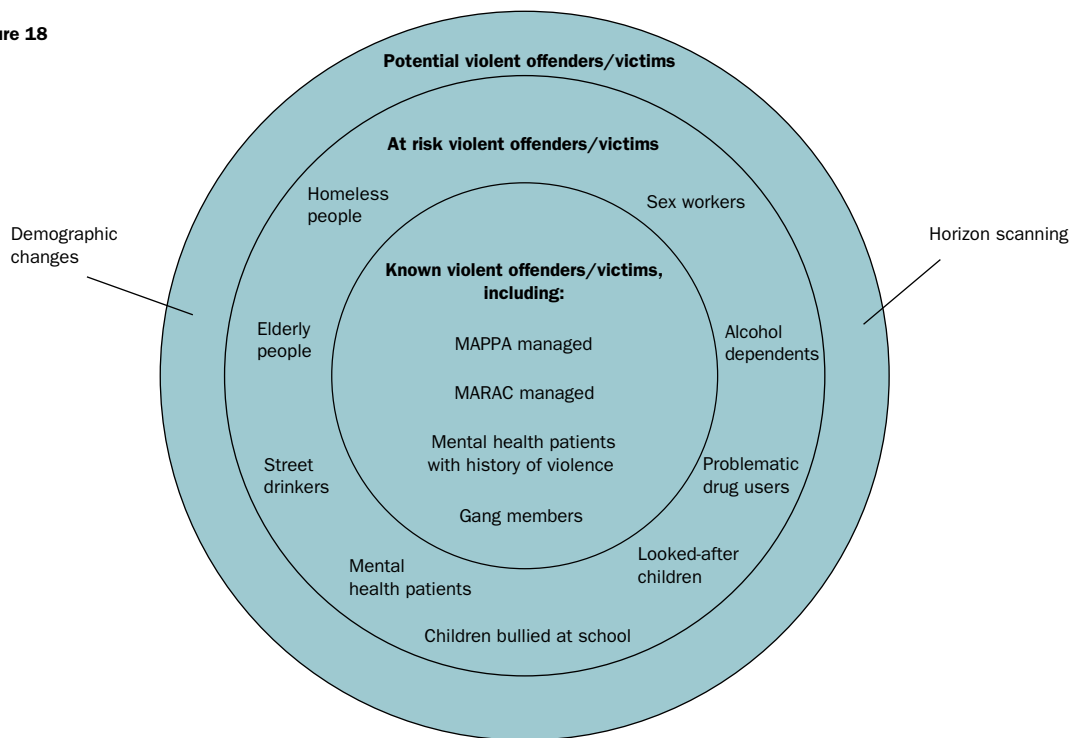
⁷¹ Nicholas, S, Kershaw, C, and Walker, A. (2007). *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

⁷² Povey, D. (Ed.), Coleman, K, Kaiza, P, Hoare, J, and Jansson, K. (2008). *Homicides, firearm offences and intimate violence 2006/07 (Supplementary Volume 2 to crime in England and Wales 2006/07)*. Home Office Statistical Bulletin 03/08.

⁷³ Nicholas, S, Kershaw, C, and Walker, A. (2007). *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

⁷⁴ Figures provided by Cabinet Office Social Exclusion Taskforce.

Figure 18



In addition to those individuals who are already known to crime reduction agencies, there will in any Crime and Disorder Reduction Partnership (CDRP) or Community Safety Partnership (CSP) be people and groups who, because they display recognised risk factors, can be identified as being **at risk of involvement in violence**. For example, these might include drug or alcohol dependents or mental health patients, whose behaviour may be identified as risky by non-Criminal Justice Service agencies such as social services, GPs, Mental Health agencies, and schools or colleges. They may also include individuals who are involved in low-level offending which has the potential to develop into something more serious. It is important that these people are identified early in order to enable interventions to be made to prevent behaviour escalating into serious violence.

Some people will be particularly vulnerable to violent attack or assault, for example because of the demographic group into which they fall or because of the nature of their work. These might include elderly people or the homeless, sex workers or children bullied at school. These are likely to be identified by the same agencies outlined above; again, early identification is key to ensuring that appropriate protective or support

measures can be put in place before it is too late.

An understanding of how the changing demographics of a local community may impact upon the nature of violence can also help to identify groups of people who could have the **potential to be involved** in certain types of violent activity, for example for reasons linked to cultural practices and attitudes. So-called honour-based violence is an example of this. Regular horizon-scanning will help to ensure that these new challenges can be picked up on and appropriate responses developed.

It is important to note that the distinction between violent offending and victimisation is not always clear. The experience or even fear of being a victim of violence can sometimes lead individuals to become violent themselves; as we have seen, exposure to violence at home as a child can be a contributory factor for violent behaviour later in life. Young people who are victimised by gang violence will often join gangs themselves in order to protect themselves, and fear and victimisation can play a significant role in a young person's decision to carry a knife or gun. Young victims of violence are three to five times more likely to have offended than other young people.⁷⁵

⁷⁵ UCL Jill Dando Institute of Crime Science, (2005), *Rationalisation of current research on guns, gangs and other weapons: Phase 1*.

5.3 SHARING INFORMATION

As we have seen, many of the individuals who are involved or at risk of involvement in violence will be known to criminal justice and other statutory agencies. It is crucial that this information is shared between agencies. What social services, housing authorities, health services, schools or the police know about an offender or potential offender, or a victim, may be inconclusive in isolation, but piecing it together with information from other agencies will start to build a picture of the true level of risk posed by, or to, that individual. Information-sharing protocols should be developed locally so that agencies can express and explore their concerns in a safe and supportive environment that allows for disclosure and assessment. This will enable risk to be identified and accurately assessed, so that it can be appropriately managed. Failure to share information in this way can have serious consequences, but where it does happen lives can be saved.

CASE STUDY 5:

An investigation by police in the North West concerned the death of a six year old boy, murdered in his home by a lodger who was a friend of his father.

The lodger had been babysitting the boy when he stabbed him several times. This individual had received psychiatric treatment prior to this incident and had been investigated for a sexual assault against a child; however, there was insufficient evidence to charge him on that occasion.

This information, together with a number of interactions with the police, had not been passed onto the social services. As such no assessment had been conducted as to whether or not it was appropriate or otherwise that he should live with the victim. It is likely that, had social services been aware of the facts surrounding these informal arrangements, they would have been able to intervene.

CASE STUDY 6:

A case in the West Country initially involved domestic abuse, which was investigated by police, jointly with social services. The partner was not supportive or willing to work with agencies, but there were child protection issues. Further domestic issues arose and the children were placed on the at-risk register. Further offences were committed by the perpetrator, resulting in a two-day roof top siege. Following negotiation he was subsequently arrested and remanded.

Multi-agency meetings took place under child protection protocols and under MAPPAs. Information was shared by a number of agencies, which highlighted the individual's risk to children, staff, partners and the public in general. Probation and Health shared assessments on this individual, which reinforced the police information that he was highly dangerous. These concerns were shared with the CPS and Courts and were used to refuse bail.

During legal proceedings by the Local Authority to safeguard the children, the MAPPAs Co-ordinator provided the court with a report of the multi-agency concerns which was instrumental in the children being placed under the care of the Local Authority.

Sharing information between agencies is much easier now than it was in the past. Crime and Disorder (Prescribed Information) Regulations 2007 have strengthened existing powers by placing all the key players in CDRPs/CSPs under a legal duty to share aggregate, depersonalised data between themselves. New minimum standards for CDRPs/CSPs require an information sharing protocol to be signed by all responsible authorities, and for a designated person in each authority to facilitate information sharing within the CDRP/CSP.⁷⁶

However, we want to go further than this. We want to encourage an environment in which **personal information** about at-risk individuals can be safely and responsibly shared between agencies as part of core business for the purposes of violence prevention. Section 115 of the Crime and Disorder Act 1998 provides a permissive gateway for data sharing, giving anyone the power to disclose information to specific local agencies where that disclosure is necessary for

⁷⁶ Details of new information sharing regulations affecting CDRPs can be found at www.opsi.gov.uk/si/si2007/20071831.htm.

the purposes of a provision of the Act, including the prevention of crime and disorder. The information sharing must be compatible with the Data Protection Act, and must not interfere with rights under Article 8 of the European Convention on Human Rights; the need for public protection and the prevention of crime must outweigh any interruption to an individual's right to privacy. The sharing must also be compatible with the common law duty of confidentiality. This is particularly pertinent to the health service; a NHS Code of Practice covering confidentiality issues has been issued to all NHS staff by the Department of Health,⁷⁷ which we will supplement in 2008 with an additional Confidentiality Roadmap giving additional detailed guidance on a range of issues including public interest disclosures. The Department for Children, Schools and Families also published guidance in 2006 for practitioners across children's services, setting out when and how they can share information legally and professionally about a child or young person with whom they are in contact.

Though the sharing of personal information for the purposes of preventing crime is at the heart of the Multi-Agency Risk Assessment Conference model (see 5.4) in relation to domestic violence, achieving this more widely and consistently may require a shift or expansion of inter-agency practice.

Sharing information about violent offences can help in understanding the nature of violence in an area, as well as for the purposes of strategic planning and the deployment of resources in order to respond. In particular, all CDRPs/CSPs should look to establish a dialogue between the **police and health services** in their area. Less than half of violent crimes committed are actually reported to the police,⁷⁸ yet the majority of victims of serious violence will go to hospital to seek treatment for their injuries. Under new minimum standards, Primary Care Trusts are now required to share this data with other partners. Good practice in this respect is found in Merseyside and Cardiff.

CASE STUDY 7:

The Trauma and Injury Intelligence Group (TIIG) was established to collate and utilise quality injury information across Merseyside and Cheshire. TIIG collects injury data from Accident and Emergency (A&E) departments, along with ambulance and fire services data, hospital episode statistics (HES) and mortality data to provide a comprehensive picture of both intentional and unintentional injuries. Combined multi-agency intelligence then allows CDRPs and other partners to target interventions. For example, analysis of A&E data collected through TIIG facilitates the targeting of police activity and has contributed to the identification of a 15% decrease in assaults following implementation of the Licensing Act 2003. TIIG reports on both A&E and HES data have shown that early prevention interventions should target deprived communities, where violence is higher than in the most affluent areas.

⁷⁷ www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/@dh/@en/documents/digitalasset/dh_4069254.pdf

⁷⁸ Nicholas, S., Kershaw, C. and Walker, A. (2007). *Crime in England and Wales 2006/07*. Home Office Statistical Bulletin 11/07. London: Home Office.

CASE STUDY 8:

In Cardiff, reception staff in A&E departments collect information from all non-accidental attendees, which is collected and supplied to the CSP and used to create a much more accurate picture of violence in that area than the police alone can provide. This has helped to identify:

- vulnerable repeat victims who may not be reporting their crimes, for example victims of domestic violence;
- local violence hotspots, including bars and clubs in and around which alcohol-related violence is occurring, as well as peak times for violent activity;
- trends in weapons use; and
- potential victims of violence who can be referred to organisations such as Victim Support.

This information has assisted the police in targeting their resources, re-designing shift patterns and deploying CCTV and other measures in the places and at the times they are most needed. This in turn has reduced the burden on A&E departments and on the health service more generally.

Implementation of these measures has been followed by an overall decrease of 35% in numbers of assault patients seeking Emergency Department treatment (2000–05), and a 31% decrease in assaults inside licensed premises in Cardiff city centre (1999–2001)⁷⁹.

The Home Office and the Department of Health have been working in partnership to develop this principle more widely. Pilots have been conducted in the South East, and following this work is underway to introduce diagnostic codes for injury related to violence in Electronic Patient Records (EPR) across the country. In the meantime, the British Medical Association has provided guidance to doctors and GPs on this issue,⁸⁰ which includes a recommendation that A&E staff report serious wounding to the police, including knife and gun-shot wounds, as well as advice about disclosures in the public interest, with a focus on serious crime.

5.4 RISK ASSESSMENT AND MANAGEMENT

Once all information held by different agencies is known in relation to an individual, an assessment of their level of risk should be conducted to ensure that appropriate interventions and resources can be targeted. Risk assessment and risk thresholds vary according to agencies and professional disciplines. The value of any risk assessment tool depends on the skills of those using it and, though risk assessment can help to reduce the likelihood of future harm, care must be taken not to rely on any ‘predictive formula’. What these tools do demonstrate is that certain factors can increase the probability of future harm.

There are three approved risk assessment tools for use by agencies, including the police, prison and probation services:

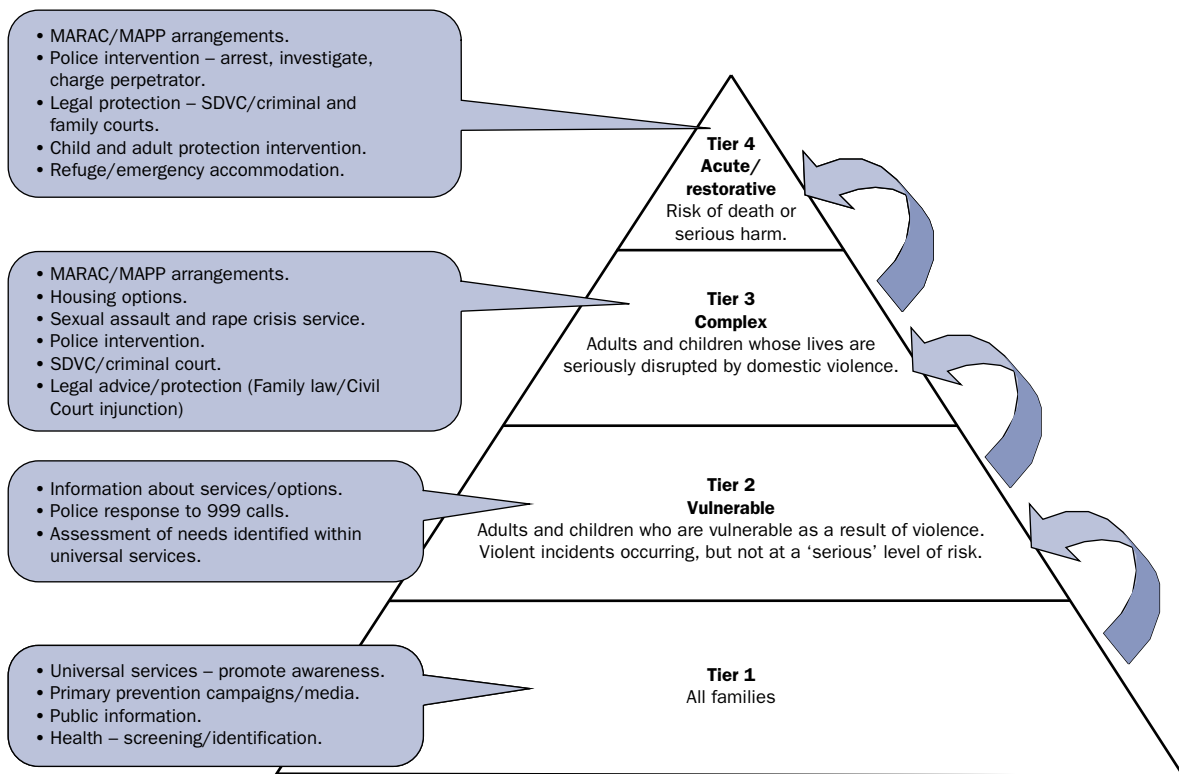
- **Offender Assessment System (OASys)** is a national standardised risk assessment tool used by the prison and probation services for all offenders.
- **Asset** is designed for people under the age of 18 and therefore used primarily by Youth Offending Teams.
- **Risk Matrix 2000** is primarily for use with sex offenders.

There are also other specialist risk assessment tools relevant for specific offending behaviours, for example domestic violence.

⁷⁹ Shepherd JP. *Preventing violence – Caring for Victims*. Surgeon 2007;5:114-1

⁸⁰ www.bma.org.uk/ap.nsf/Content/Firearms?OpenDocument&Highlight=2.f

Figure 19: Pyramid of risk for domestic violence



It is important to ensure that risk levels are kept under regular review, so that any change in circumstances (of both the offender and, where relevant, the victim) which may impact upon risk can be identified. Changes in risk levels should be recorded on local and national information systems and shared with all relevant agencies. Where appropriate, they should be stored on the Violent and Sex Offenders Register (VISOR): a confidential, shared national database through which those involved in public protection can exchange information about violent individuals.

Once risk level is assessed, this will inform consideration of the level of intervention needed. For example, Figure 19 illustrates the sort of interventions that can be effective at each level in relation to domestic violence. Positive action in the form of an arrest may be all that is required at the lowest level,

while for more high-risk offenders and victims a robust multi-agency response through the formulation of a safety plan may be more appropriate.

The most serious sexual and violent offenders in every community should be subject to **Multi-Agency Public Protection Arrangements (MAPPA)**. These bring together the 'responsible authorities' of police, probation and prison services and other agencies which have a duty to co-operate, including social, health, housing and education services. The aim of MAPPA is to assess and manage serious sexual and violent offenders. In 2006/07 a total of 48,000 offenders were supervised by MAPPA, and the rate of serious re-offending by these offenders successfully remained under 0.6%.

Currently, these national arrangements operate only in relation to those individuals who have been convicted of serious offences; there is no corresponding system for managing those at risk of offending, or whose low-level offending is at risk of escalating in seriousness. Yet as we have seen, early intervention is an important element of violence prevention. As a matter of priority, we will work with our delivery partners to strengthen arrangements for this, and ensure that they are implemented everywhere.

In order to ensure that the management of serious violent offenders in the community is as robust as possible, we will (subject to Parliamentary approval) introduce **Violent Offender Orders (VOOs)**. These are civil orders designed to manage the most dangerous individuals after the end of their sentence and minimise their risk of re-offending. VOOs will contain such conditions as are considered necessary to control the behaviour of an individual and protect the public from serious harm, and will carry a maximum penalty of five years' custody for breach.

With respect to managing victims of domestic violence to reduce re-victimisation, **Multi-Agency Risk Assessment Conferences (MARACs)** are an important and valuable tool. These bring together key agencies likely to come into contact with victims, and enable them to obtain the most complete assessment possible of the circumstances of the abuse and the risks faced by victims and their children. This information should be used to develop a safety plan that combines individual agency actions into a comprehensive multi-agency response aiming to reduce further victimisation. MARACs are currently operational in 100 areas. From data obtained from those areas, it can be estimated that there has been an average reduction of 50% in repeat victimisation among those cases reviewed at MARAC.⁸¹

CASE STUDY 9:

In a recent case the police brought to a MARAC information about seven call-outs to an address in a six-month period, which were all reported to be for verbal arguments when the police arrived. However, at MARAC it was disclosed that there had been attendances at A&E by the victim on each of the dates in question, including the last admission revealing two broken wrists. The A&E representative also disclosed that a nine-year old child in the family had presented with a fracture at the emergency unit on the day following the seventh incident. At the time this was assessed as accidental with the explanation given appearing to be consistent with the injury. As a result of the information disclosed at MARAC, the x-ray was revisited and concerns were raised about the safety of the child and whether in fact it was a non-accidental injury. The police stated that they would investigate the case further; an independent adviser contacted the victim to offer support; and children's services placed the child on the 'at risk' register.

In recognition of the important role that these arrangements can play in protecting victims and reducing the harm caused by domestic violence, support will be made available from the Government to more than double the number of MARACs, to ensure that they are available for domestic violence victims nationally. We will also work with our delivery partners to explore how the MARAC model could be expanded to cover other vulnerable victims, including of gang-related violence and hate crime.

Risk management should also involve protecting children from the risk of harm, as a consequence of either the deliberate or unintended behaviour of those around them. Multi-agency **Local Safeguarding Children Boards (LSCBs)** are designed to make this happen by coordinating and ensuring the effectiveness of member agencies in safeguarding and promoting the welfare of children. From late 2008 practitioners will be able to find out who else may be working with a child or young person with whom they come into contact through ContactPoint, a new online directory available to authorised staff.

⁸¹ MARAC data monitoring, undertaken by Coordinated Action Against Domestic Abuse, 2007.

Information about the management of violent and sexual offenders is available to all practitioners. For example, the National Policing Improvement Agency (NPIA) produced comprehensive guidance in 2007 for the police service on managing violent offenders and sex offenders,⁸² and the Department of Health's Best Practice in Risk Managing sets out a range of tools for assessing and managing risk, including of violence, for mental health professionals.⁸³

- We will supplement the NHS Code of Practice on Confidentiality with a Confidentiality Roadmap, which will provide additional detailed guidance in a number of areas including public interest disclosures, by 2009.
- By the end of 2008 we will publish good practice guidance for all partnerships on the sharing of personal information between agencies in a violence-reduction context.
- CDRPs should develop mechanisms for sharing personal information between agencies about those involved in or at risk of involvement in violence, as part of core business, by 2009.
- CDRPs should develop mechanisms to share relevant information about violence between health services and the police in order to target resources effectively, by 2009.
- We will introduce diagnostic codes for injury related to violence in Electronic Patient Records (EPRs) across the country, by the end of 2008.
- By 2009 we will strengthen arrangements for managing proactively those individuals who are identified as being at risk of committing serious violence.
- We will introduce Violent Offender Orders by the end of 2008 (subject to Parliamentary approval).
- We will roll out Multi-Agency Risk Assessment Conferences (MARACs) nationally, to ensure that they are available with respect to all domestic violence victims by 2011.
- We will support partnerships to expand the MARAC approach to cover vulnerable victims of other forms of violence, for example gang related violence and hate crime, by 2011.

⁸² NPIA (2007) Guidance on Protecting the Public: Managing Sex Offenders and Violent Offenders.

⁸³ www.nimhe.csip.org.uk/our-work/risk-management-programme/risk-tools-and-risk-management.html

CHAPTER 6 – SUPPORTING VICTIMS

Together with the identification, assessment and management of risk, a local response to tackling serious violence should be focused around the needs and rights of victims. Victims of violent crime can suffer a range of physical, emotional, financial, and mental health problems. It is important to have services in place to provide immediate, targeted protection and support, reduce the long-term impact of these crimes, and prevent re-victimisation. Addressing victims' health and support needs requires a multi-agency response from criminal justice agencies, the health service, local authorities, and the voluntary sector. Ensuring a streamlined and supportive Criminal Justice System is also integral to maintaining victims' engagement with the process, reducing attrition rates, increasing conviction rates, and reducing re-offending.

A range of good practice has been developed in relation to victims of sexual and domestic violence. These are forms of violence on which we have focused because they are often more personally targeted than that which takes place in the public space, and they can have high levels of repeat victimisation, which necessitates targeted care and support for victims. In moving forward, we will look to use this learning to develop responses for victims of other forms of violence, including gang related violence, hate crime, and violence associated with those involved in prostitution.

Our approach to supporting victims is focused on two main elements: ensuring that suitable support services are available; and supporting victims who engage with the criminal justice process, by ensuring that they receive timely and tailored information, have a voice in the system, and are supported and protected in court.

6.1 SUPPORT SERVICES

The primary source of practical and emotional support for victims of all but the most serious violence in any area is likely to be through the charity Victim Support. The Government already provides £30m per year to fund Victim Support, and is providing an extra £5.6 million of funding in 2007/08 to resource significant enhancements to the service, to provide victims with immediate and tailored support suitable to their needs. We will work with Victim Support to ensure that the new enhanced service helps develop greater local links and partnership-working with specialist services for victims of violent crime. The Government's Victims Fund funds a wide range of specialist services for victims; in 2007/08, £1.75 million was invested into specialist services across the country for victims of sexual offences, hate crime and homicide.

The provision of appropriate support and advice to victims immediately after an attack is key. In relation to serious sexual violence, every area should establish a **Sexual Assault Referral Centre (SARC)**. These are multi-agency projects, often involving the voluntary sector, where victims receive medical care and counselling following an attack, facilitated by a dedicated Independent Sexual Violence Adviser (ISVA – see section 6.2). Victims can access SARCs as self-referrals without the involvement of the police, but where the police are involved they can facilitate the collection of vital evidence through forensic examination, which can help to secure convictions. An evaluation of SARCs conducted in 2004⁸⁴ found that proactive re-contacting of victims by support workers attached to SARCs was associated with reduced withdrawals from the criminal justice process.

⁸⁴ www.homeoffice.gov.uk/rds/pdfs04/hors285.pdf

CASE STUDY 10:**Sexual Assault Referral Centres (SARCs)**

St Mary's Sexual Assault Referral Centre in Manchester was established in 1986 – the first centre of its kind – to provide a comprehensive and co-ordinated forensic, counselling and medical aftercare service to anyone in Greater Manchester who has experienced rape or sexual assault (whether recently or in the past).

The hospital-based centre provides 24-hour immediate one-stop services to both female and male victims, and to date has provided services to over 9,500 clients. It is committed to an inter-agency approach and works closely with the police and other criminal justice agencies, health and social services, and voluntary sector organisations. In addition to the forensic examination, counselling, and provision of post-coital contraception and sexual health screening common to most SARCs, St Mary's offers a 24-hour telephone support and information line, crisis support, support through criminal proceedings and a proactive re-contacting and advocacy service. It also provides rape awareness training for police personnel and other agencies.

There are currently 19 SARCs in England and Wales. We are committed to more than doubling this number to ensure that all victims can benefit from the services they offer.

The **Victims of Violence and Abuse Prevention Programme (VVAPP)**, run by the Department of Health in association with other government departments, academics and the voluntary sector, aims to support professionals to identify and respond to the needs of individuals affected by domestic violence, rape and sexual assault. Among the actions arising from the VVAPP will be the provision of guidance to the NHS about how best to meet the needs of those who have been the victims of physical, sexual and or emotional violence.

Helplines can help victims and their families to access support and advice. We will continue to fund a matrix of helplines for victims of domestic violence across the country, and will explore options for expanding

these to cover sexual violence. We will also continue to ensure that victims have access to compensation through the Criminal Injuries Compensation Authority, which every year awards £175-190m to approximately 30,000 victims of violent crime. We are currently undertaking a radical reform of the Authority, to make it more focused on the needs of applicants.

Human trafficking is a particularly complex crime, which often involves high levels of intimidation, physical or psychological control, threats of serious violence and actual violence. The Council of Europe Convention on Action against Trafficking in Human Beings provides a framework for the protection and rights of all identified victims of this crime. Support to adult women trafficked into the UK for sexual exploitation is available through the Poppy project, into which approximately £4.5 million has been invested over the last five years. The project provides clients with support based around their individual needs. This can include intensive support through a caseworker, access to counselling, language training and resettlement support. It also has an outreach team to help with the identification of victims.

Black and Minority Ethnic victims may have particular needs. We will work together across government and with statutory agencies and the voluntary sector to ensure that victims of violence within Black and Minority Ethnic groups have access to the support they need. We will establish a working group to identify and develop actions and practical tools to assist victims and potential victims within these communities.

6.2 REBALANCING THE CJS TO SUPPORT VICTIMS OF VIOLENCE

In 2006, the Home Office published *Rebalancing the criminal justice system in favour of the law-abiding majority: cutting crime, reducing re-offending and protecting the public*,⁸⁵ which recognised the need to rebalance the system in a way that gives the public much greater involvement in the criminal justice services they receive. This starts with ensuring that the needs of victims are at the heart of what the CJS does. Local Criminal Justice Boards will be at the heart of driving forward these improvements.

⁸⁵ www.crimereduction.homeoffice.gov.uk/criminaljusticesystem.19.htm

Many victims of sexual and domestic violence in particular find it very difficult to report the crimes committed against them, or to engage with the CJS, because they are too traumatised and are reluctant to relive their experiences or break up the family. This is one of the reasons why very few perpetrators of sex offences in particular are convicted for their crimes, as we have seen in Chapter 1. Earlier and better engagement with victims, awareness-raising, and encouraging victims and witnesses to come forward to the police can all play a part in improving these figures.

The establishment of **Specialist Domestic Violence Courts** (SDVCs) has already been highlighted in Chapter 2 as a particular achievement with respect to supporting victims to bring domestic violence offences to justice. There are currently 64 SDVCs operational in England and Wales; we are committed to doubling this number by 2011, in order to ensure that all domestic violence cases can be heard in a safe and protected court environment. We will also support areas to expand this approach to cover victims of other offences.

In many areas, **Independent Domestic Violence Advisers** (IDVAs) and **Independent Sexual Violence Advisers** (ISVAs) play an important role in guiding victims of sexual and domestic violence through the CJS. They provide specialist advice, advocacy and practical and emotional support to victims, help them to access the healthcare and services to which they are entitled, and work to ensure their ongoing safety. IDVAs were evaluated in 2004 and found to contribute to an increase in victim satisfaction with the criminal justice process, as well as a reduction in the number of victim withdrawals from the CJS and an increase in perpetrators brought to justice. A further evaluation of both IDVAs and ISVAs is currently underway, the final report for which is expected by summer 2008.

CASE STUDY 11:

Independent Sexual Violence Advisers (ISVAs)

Some victims, such as Jenny, who had been working in prostitution when she was raped, say that they would not have gone through with the court process had it not been for the ISVA. Gail, the ISVA based at St Mary's Sexual Assault Referral Centre in Manchester, supported Jenny through her video-interview, kept her informed about developments in her case, and accompanied her when she gave evidence in court. The support she received gave Jenny the confidence to face her attacker in court. Jenny proved a reliable and credible witness and the perpetrator received a 12-year prison sentence.

We are committed to supporting the national roll-out of IDVAs and ISVAs to enable all victims of sexual and domestic violence to access their services, and will be guided in this by the results of the current evaluation. We will also support areas facing particular challenges in terms of gang violence and hate crime, as well as women particularly vulnerable to sexual violence through prostitution, to develop similar arrangements with respect to victims of these crimes.

For other violent crimes, criminal justice agencies in every area will provide similar support and information to victims. For example, they will explain how the CJS works and how their case is progressing through it. Police forces will keep victims up to date on the progress of the investigation. The recently introduced joint police/CPS **Witness Care Units** will provide regular information about hearing dates and results, as well as offering victims the support they need in order to go to court. If victims of violent offences are vulnerable or intimidated, they are eligible for an application to be made for special measures to support them to give their best evidence. These standards of service are pulled together and embedded by the **Code of Practice for Victims of Crime**.⁸⁶ The code was introduced in April 2006 and gives victims of violent and other criminal offences the legal right to this minimum level of service.

It is important to ensure that victims of violent crime have the chance to make their voice heard. The CPS **Victim Focus Scheme**, and the **Victims' Advocate Scheme** currently being piloted at five Crown Courts in England with respect to murder and manslaughter cases, give bereaved relatives the opportunity to meet

⁸⁶ www.cjsonline.gov.uk/downloads/application/pdf/Victims%20Code%20of%20Practice.pdf

with prosecutors and to make a written statement describing the impact of the crime on their family, which may be read as part of the sentencing hearing. The Victims' Advocate Scheme provides legal advice and ensures that families receive prompt and full information about the case pre-trial. The **Prosecutors' Pledge**⁸⁷ clearly sets out the level of service a victim or a member of the victim's family can expect from prosecutors.

- We will more than double the current number of Sexual Assault Referral Centres (SARCs), to ensure that they are available to all victims of sexual violence by 2011.
- We will continue to analyse case tracking data from SARCs, to ensure that they have as effective an impact as possible on the criminal justice response to sexual violence.
- We will provide guidance to the NHS about how best to meet the needs of those who have been the victims of physical, sexual and/or emotional violence by the end of 2008.
- We will continue to fund a matrix of helplines to enable victims of domestic and, in future, sexual violence to access support and advice.
- We will implement the Council of Europe Convention on Action against Trafficking in Human Beings by the end of 2008.
- We will establish a national working group of government, statutory agencies and the voluntary sector, to develop actions and practical tools to assist victims and potential victims of violence within Black and Minority Ethnic communities.
- We will double the number of Specialist Domestic Violence Courts (SDVCs), in order to improve the CJS response to all domestic violence cases, by 2011.
- We will expand the SDVC approach to cover other forms of violence where victims are particularly vulnerable, for example sexual offences, gang-related violence and hate crime, by 2011.
- Guided by the current evaluation, we will support the roll-out of Independent Domestic Violence Advisers and Independent Sexual Violence Advisers, to ensure that they are available for all sexual and domestic violence victims by 2011.
- We will support those areas where gang violence, hate crime and prostitution are identified as particular challenges to adopt similar advisory arrangements for victims of those crimes by 2011.

⁸⁷ www.cps.gov.uk/publications/prosecution/prosecutor_pledge.html

SUMMARY OF ACTIONS

An annual report on progress against all actions will be produced by the Home Office.

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To reduce gun crime and gang-related violence	1. Develop state-of-the-art imaging technology on firearms used in crime	Home Office, ACPO	Ministerial Action Group	Increased intelligence and information about firearm use; reduction in gun crime as a result	National	Recorded crime; Public Service Agreement (PSA) 23; relevant Key Diagnostic Indicators (KDIs) in the Assessments of Policy and Community Safety (APACS)	By mid-2008
	2. Introduce new controls on deactivated firearms	Home Office	Ministerial Action Group	Tightened control on the use of weapons; reduction in gun crime as a result	National	Recorded crime; PSA 23 and relevant KDIs in APACS	By 2009
	3. Work with schools to ensure that they are aware of the opportunities within the curriculum to address the dangers of carrying weapons	Department for Children, Schools and Families	Ministerial Action Group	Children are aware of the dangers of carrying weapons from an early age; reduction in weapon possession offences as a result	National	Recorded crime; annual progress report	Ongoing

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To reduce gun crime and gang-related violence (continued)	4. Publish good practice gained from the Tackling Gangs Action Programme, including on: <ul style="list-style-type: none"> ■ Identification of key gang members ■ Enhanced use of covert surveillance ■ Targeted, multi-agency crackdowns 	Home Office	Ministerial Action Group	Criminal justice and enforcement agencies are equipped to deal with gang-related violence effectively and robustly; reduction in gun crime and gang-related violence as a result	National	Recorded crime; annual progress report; PSA 23 and relevant KDIs in APACS	By May 2008
	5. Implement good practice in tackling gang-related violence	Crime and Disorder Reduction Partnerships (CDRPs)	Government Offices	Reduction in the incidence of gun crime and gang-related violence, and a swift and robust response where it does occur	National; particular priority in those communities which face the biggest challenges with respect to gang violence	Recorded crime; PSA 23; Government Office reports to Home Office	From May 2008
	6. Ensure that, in particular with respect to gang violence, witnesses receive the best possible protection from the earliest stage of the criminal justice process	Ministry of Justice	Ministerial Action Group	Improvement in the criminal justice response with respect to gang violence	National	PSA 24	From mid-2008

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To crack down on knife crime, in particular involving young people	7. Deliver a national communications campaign to address knife possession among young people, particularly those who carry them for fear of being a victim of crime	Home Office	Ministerial Action Group	Reduction in knife possession offences	National	Recorded crime; annual progress report	By end 2008
	8. Support Be Safe to educate 1.1 million young people on the dangers of carrying weapons	Home Office	Ministerial Action Group	Reduction in knife possession offences	National	Recorded crime; annual progress report	By 2013
	9. Ensure that young people convicted of knife-related offences receive focused interventions to change their behaviour and reduce re-offending	Home Office and Youth Justice Board	Ministerial Action Group	Reduction in knife crime re-offending	National	Recorded crime; PSA 23 and relevant KDIs in APACS	From end 2008
	10. Provide the police and other delivery partners with 100 portable knife arches and 400 search 'wands' immediately, and more over the next three years	Home Office	Ministerial Action Group	Improved capability in detecting knives; reduction in knife crime as a result	National	Recorded crime; PSA 23 and relevant KDIs in APACS	Ongoing

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To crack down on knife crime, in particular involving young people <i>(continued)</i>	11. Work with ACPO and the CPS to create a national framework for responding to those caught in possession of knives, and increase the presumption to prosecute for this very serious offence	Home Office, ACPO, Crown Prosecution Service	Ministerial Action Group	Robust criminal justice response to knife crime in order to deter offending and reduce re-offending in relation to knife crime	National	Recorded crime; PSA 23 and relevant KDIs in APACS	From March 2008
To drive forward work on sexual violence, with a particular focus on improving the investigation and prosecution of rape offences and protecting children from sex offenders.	12. Develop a communications strategy for sexual and domestic violence	HM Government (led by Government Equalities Office)	Ministerial Action Group	Raised awareness of the realities of sexual and domestic violence; decrease in the incidence of these offences as a result	National	PSA 23	By end 2008
	13. Continue the work of the cross-CJS Rape Performance Group	Home Office, Crown Prosecution Service	Ministerial Action Group	Improved conviction rates for rape cases	National	PSA 24	Ongoing
	14. Report quarterly to the National Criminal Justice Board on local progress in investigating and prosecuting rape	Home Office, Crown Prosecution Service	Ministerial Action Group	Improved conviction rates for rape cases	National	PSA 24	Ongoing

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To drive forward work on sexual violence, with a particular focus on improving the investigation and prosecution of rape offences and protecting children from sex offenders <i>(continued)</i>	15. Implement recommendations of the Review of the Protection of Children from Sex Offenders, and pilot a new model for the disclosure of child sex offenders' convictions to members of the public in four areas	Home Office	Ministerial Action Group	Enhanced management of child sex offenders; reduction in re-offending as a result	National	Annual progress report; PSA 23	Ongoing
	16. Work with the authorities and the internet industry to ensure that the online protection of children is as robust as possible	Home Office	Ministerial Action Group	Enhanced protection for children from harm	National	Annual progress report	Ongoing
	17. Publish good practice guidelines on the development and use of social networking websites	Home Office	Ministerial Action Group	Protection of children from predatory sex offenders online	National	Annual progress report	By end 2008
To roll out the good practice we have developed in tackling domestic violence	18. Double the number of Specialist Domestic Violence Courts	Home Office, Ministry of Justice, Crown Prosecution Service	Ministerial Action Group and National Criminal Justice Board	Improved conviction rates for domestic violence	National	Annual progress report; PSA 24	By 2011

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To roll out the good practice we have developed in tackling domestic violence <i>(continued)</i>	19. National roll-out of Multi-Agency Risk Assessment Conferences (MARACs), more than doubling the number currently in operation	Home Office	Ministerial Action Group	Reduction in re-victimisation for domestic violence	National	PSA 23; relevant KDIs in APACS	By 2011
	20. Implement the Government's co-ordinated Prostitution Strategy	HM Government	Ministerial Action Group	Reduction in the numbers involved in street prostitution and all forms of commercial sexual exploitation	National	Annual progress report	Ongoing
To reduce street prostitution, human trafficking, and all forms of sexual exploitation	21. Conduct a review of what more can be done to tackle the demand for prostitution	Home Office	Ministerial Action Group	Reduction in sexual exploitation, human trafficking and street prostitution	National	Annual progress report	By end 2008
	22. Reform the law on street offences to support routes out of prostitution and exploitation (subject to Parliament's approval)	Home Office	Ministerial Action Group	Victims of physical violence and sexual assault through prostitution provided with routes out to safety	National	Annual progress report	By end 2008
	23. Take forward a wide range of actions under the UK Action Plan on Combating Human Trafficking, including working with source and transit countries and tackling demand in the UK	Home Office	Ministerial Action Group	Reduction in the harm caused by human trafficking and sexual exploitation	National	Annual progress report	Ongoing

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To ensure that local agencies work together to identify those individuals in their communities who are involved or at risk of involvement in violence, either as perpetrators or victims, and are in a position to respond appropriately and robustly to prevent offending and re-offending	24. Supplement the NHS Code of Practice on Confidentiality with a Confidentiality Roadmap, which will provide additional detailed guidance in a number of areas, including public interest disclosures	Department of Health	Ministerial Action Group	Facilitation of multi-agency information sharing and enhanced identification and management of risk; reduction in offending and re-offending as a result	National	PSA 23	By 2009
	25. Publish good practice guidance for all partnerships on the sharing of personal information between agencies in a violence reduction context	Home Office	Ministerial Action Group	Facilitation of multi-agency information sharing and enhanced identification and management of risk; reduction in offending and re-offending as a result	National	PSA 23	By end 2008

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To ensure that local agencies work together to identify those individuals in their communities who are involved or at risk of involvement in violence, either as perpetrators or victims, and are in a position to respond appropriately and robustly to prevent offending and re-offending (continued)	26. CDRPs to develop mechanisms for sharing personal information between agencies about those involved in or at risk of involvement in violence, as part of core business	CDRPs	Government Offices	Facilitation of multi-agency information sharing and enhanced identification and management of risk; reduction in offending and re-offending as a result	National	Government Office reports to Home Office; PSA 23	By 2009
	27. CDRPs to develop mechanisms to share relevant information about violence between health services and the police, in order to target resources effectively	CDRPs	Government Offices	Facilitation of multi-agency information sharing; resources targeted effectively to reduce violent offending as a result	National	Government Office reports to Home Office; PSA 23	By 2009
	28. Diagnostic codes on injury related to violence to be included in Electronic Patient Records (EPR) across the country	Department of Health	Ministerial Action Group	Improved understanding of the nature and extent of the challenge faced with respect to violence both locally and nationally	National	Annual progress report	By end of 2008
	29. Strengthen arrangements for managing proactively those individuals who are identified as being at risk of committing serious violence	Home Office	Ministerial Action Group	Enhanced management of risk to reduce violent offending and re-offending	National	Annual progress report; PSA 23	By 2009
	30. Introduce Violent Offender Orders (subject to Parliamentary approval)	Home Office	Ministerial Action Group	Robust management of serious violent offenders to minimise reoffending and protect the public	National	Annual progress report; PSA 23	By end 2008

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
<p>To ensure that local agencies work together to identify those individuals in their communities who are involved or at risk of involvement in violence, either as perpetrators or victims, and are in a position to respond appropriately and robustly to prevent offending and re-offending (continued)</p>	<p>31. Support CDRPs to expand the MARAC approach to cover vulnerable victims of other forms of violence, for example gang related violence and hate crime</p>	<p>Home Office</p>	<p>Ministerial Action Group</p>	<p>Reduction in re-victimisation for all violent offences</p>	<p>National</p>	<p>Annual progress report; PSA 23</p>	<p>By 2011</p>

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To ensure that victims of serious violence have access to appropriate care and support (continued)	36. Implement the Council of Europe Convention on Action against Trafficking in Human Beings	Home Office	Ministerial Action Group	Provision of a framework for the protection and rights of all identified victims of human trafficking; reduction in the harm caused by these offences as a result	National	Annual progress report	By end 2008
	37. Establish a national working group of government, statutory agencies and the third sector to develop actions and practical tools to assist victims and potential victims of violence within Black and Minority Ethnic communities	HM Government	Ministerial Action Group	Black and Minority Ethnic victims of violence have access to the support they need	National	Annual progress report	By end 2008
	38. Support the national roll-out of Independent Domestic Violence Advisers and Independent Sexual Violence Advisers, to ensure that they are available for all sexual and domestic violence victims	Home Office	Ministerial Action Group	Reduction in the harm caused by domestic and sexual offences; reduction in re-victimisation and improvement in the criminal justice response as a result	National	Annual progress report; PSA 23 PSA 24	By 2011

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To ensure that victims of serious violence have access to appropriate care and support <i>(continued)</i>	39. Support those areas where gang violence, hate crime and prostitution are identified as particular challenges to adopt advisory arrangements for victims of these crimes	Home Office	Ministerial Action Group	Reduction in the harm caused by serious violent offences; reduction in re-victimisation and improvement in the criminal justice response as a result	National	Annual progress report; PSA 23; PSA 24	By 2011
	40. Support areas to expand the Specialist Court model beyond domestic violence, to cover other forms of violence where victims are particularly vulnerable	Home Office, Ministry of Justice, Crown Prosecution Service	Ministerial Action Group	Improved conviction rates for violent crime; reduction in re-offending as a result	National	Annual progress report; PSA 23; PSA 24	By 2011

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To respond to new challenges in violence as they arise	41. To consider the recommendations of the Byron Review on children and new technologies and take action as appropriate	Department for Children, Schools and Families, Department for Culture, Media and Sport	Ministerial Action Group	Protection of children from the potentially harmful effects of the internet and new technology	National	Annual progress report	From mid-2008
	42. To continue to work with internet service providers and the industry to address public concern about violent and offensive content on the internet	HM Government	Ministerial Action Group	Protection of vulnerable people from the harm potentially caused by offensive content on the internet; public reassured that their concerns are being considered and addressed appropriately	National	Annual progress report	Ongoing
	43. Develop a national action plan for tackling so-called honour-based violence	HM Government and ACPO	Ministerial Action Group	Improved awareness of so-called honour-based violence; reduction in these offences and improved criminal justice response as a result	National	Annual progress report; PSA 23; PSA 24	By end 2008
	44. Work with the Migration Impacts Forum to consider how changes in local demographics may affect violent crime	Home Office	Ministerial Action Group	Improved understanding of how changes in local demographics may affect the nature of violent crime in the UK, and action to mitigate adverse changes	National	Annual progress report; PSA 23	Ongoing

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
<p>To ensure that all local partnerships are equipped to develop an effective local response to serious violence</p>	<p>45. Consideration to be given to including relevant improvement targets in Local Area Agreements in those areas which face particular challenges in terms of serious violence</p>	<p>Local Strategic Partnerships</p>	<p>Government Offices</p>	<p>Serious violence prioritised; resources targeted towards addressing it as a result</p>	<p>High-priority areas</p>	<p>Government Office reports to Home Office; PSA 23; PSA 24</p>	<p>By June 2008</p>
	<p>46. CDRPs to develop a problem profile for violence which provides a clear picture of the local priorities</p>	<p>CDRPs</p>	<p>Government Offices</p>	<p>Clear understanding of the nature of the challenge with respect to violence in local areas; improved response to tackling violence as a result</p>	<p>National</p>	<p>Government Office reports to Home Office; PSA 23; PSA 24</p>	<p>By end 2008</p>
	<p>47. CDRPs to access and, where appropriate, implement existing good practice with respect to serious violence</p>	<p>CDRPs</p>	<p>Government Offices</p>	<p>Improved response to tackling serious violence; reduction in these offences as a result</p>	<p>National</p>	<p>Government Office reports to Home Office; PSA 23; PSA 24</p>	<p>Ongoing</p>
	<p>48. CDRPs to develop a local action plan for violence which addresses identified local priorities</p>	<p>CDRPs</p>	<p>Government Offices</p>	<p>Improved response to serious violence in local areas</p>	<p>National</p>	<p>Government Office reports to Home Office; PSA 23; PSA 24</p>	<p>By end 2008</p>

Objective	Key actions	Owner	Responsible to	Outcome	Coverage	Measurement	Timing
To ensure that all local partnerships are equipped to develop an effective local response to serious violence (continued)	49. CDRPs to develop appropriate responses to hate crime, guided by a new comprehensive, cross-government hate crime strategy	CDRPs	Government Offices	Improved response to hate crime in local areas; reduction in hate crime offences and improved Criminal Justice response as a result	National	Government Office reports to Home Office; PSA 23; PSA 24	By 2009
	50. CDRPs to demonstrate to Government Offices for the Regions that they are taking action to reduce the incidence of serious sexual offences, improve their investigation and prosecution, and provide effective victim care and support to minimise harm	CDRPs	Government Offices	Improved response to serious violence in local areas	National	Government Office reports to Home Office; PSA 23; PSA 24	By end 2008
	51. CDRPs to consider establishing a dedicated strategic group for violence. Where appropriate, this should be accompanied by an additional tactical group and the appointment of a dedicated violent crime lead	CDRPs	Government Offices	Improved response to serious violence in local areas	National	Government Office reports to Home Office; PSA 23; PSA 24	By end 2008

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