

Building  
on progress:  
Security, crime  
and justice

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Our commitment is to go further  
in tackling crime, securing our  
borders, and building cohesive  
communities to improve the  
quality of life for all in Britain.

# Foreword by the Prime Minister

When this Government came to office a decade ago it was on the back of a commitment to be tough on crime and tough on the causes of crime. We have done both.

The system we inherited had been designed for a previous era. We have acted to make it work more effectively. Sentences for serious crimes have gone up. We are introducing neighbourhood policing teams and have given law enforcers new powers to respond to problems such as anti-social behaviour. The prison estate has been expanded to almost 80,000 and sentence lengths for all serious offences are now longer than in 1997.

We have acted to tackle organised crime more effectively through the establishment of the Serious and Organised Crime Agency. We are making our borders more secure through the introduction of biometric visas and identity cards for foreign nationals. In 2006 for the first time we returned more asylum seekers with unfounded claims than we received in new applications for asylum.

At the same time, we have not forgotten that crime has deep roots. The minimum

wage put a floor under the labour market. The New Deal offered new hope to the long-term unemployed. Tax Credits made work pay. School reform gave new hope to children in the poorest areas who had often not been well served by what went before.

Our commitments to go even further in tackling social exclusion, in intervening early to encourage a course towards opportunity and a positive contribution to society, are hard wired into our approach to the future.

It was never this Government's belief that poverty and deprivation were excuses for crime. To say such a thing would be an insult to the vast majority of people from poor and deprived backgrounds who don't commit crimes and who live good lives.

That is why it is essential that the system works quickly and efficiently to detect crime and deal with the criminals. This paper sets out what we have done in criminal justice over the last decade and charts the next steps.

It does so against the backdrop of rapid change. September 11th 2001 and

July 7th 2005 changed the security landscape forever. The world is more open. Technology and patterns of trade and growth are all fuelling an unprecedented movement of people.

Britain is well placed to take advantage of this world. Our strong economy, our reputation in the world and, of course, the English language mean we are a popular choice for migration. Migration is a strength for our economy and adds to our national wealth, but we want to make sure it happens in a controlled and fair manner, and is not abused by people traffickers and illegal immigrants.

Amidst these changes, people are looking for a sense of security. If reform to the criminal justice system does not continue then it will fail this demand. There are three main elements to the new approach that are set out in this paper:

- more effective prevention;
- better detection and enforcement; and
- reform of the criminal justice system by applying the principles of public service reform.

On crime prevention we will focus more on early intervention working intensively with those most at risk of offending. We will tailor our approach to reoffending by targeting the offender not the offence through a range of policies including

an expansion of the successful prolific offender programme. More emphasis will be given to reducing opportunities to commit crime by improving the security of products and places.

We will improve detection and enforcement by extending the range of summary powers available to those who enforce the law. New powers will be introduced to improve the seizure of criminal assets rapidly. Rehabilitation of offenders will be improved through strengthening non-custodial sentences and prison programmes to cut reoffending. The opportunities offered by technology to reduce crime will be exploited but balanced against concerns about civil liberties.

Our reform programme will extend into new areas of the criminal justice system such as offender management and courts. We will also make further workforce reforms elsewhere in the system to build on the success of earlier changes such as the introduction of Police Community Support Officers. There will also be changes to make the police more accountable to local communities.

The policy review sets out in detail how each of these strands will be achieved to ensure that we remain tough on crime and tough on its causes. Through this approach we can continue to tilt the criminal justice system in favour of law-abiding citizens and improve the quality of life for everybody in Britain.

This paper sets out some of the future priorities for Government in setting its policy direction on security, crime and justice.

# Executive summary

## Introduction

This document is the final product of a series of papers prepared for the Policy Review Ministerial Working Group on Security, Crime and Justice. It consists of four separate but related sections: on crime, security, immigration and cohesion.

## Crime

Since 1997, the Government's approach to crime has been grounded in being 'tough on crime and tough on the causes of crime'. Significant progress has been made. Crime has fallen by 35 per cent since 1997,<sup>1</sup> with approximately 6 million fewer offences now committed each year<sup>2</sup> compared with a decade ago. In addition, fear of crime has fallen,<sup>3</sup> anti-social behaviour has decreased, and the risk of being a victim of crime is significantly lower now (24 per cent of those surveyed) than at its peak in 1995 (when the figure was 40 per cent).<sup>4</sup>

*Crime has fallen by 35 per cent since 1997, with approximately 6 million fewer offences now committed each year compared with a decade ago.*

However, society has changed rapidly, and patterns of criminality constantly evolve. New family structures, changing attitudes (such as declining deference), new and emerging technology, and other changes all have the potential to impact on future crime – and therefore on future crime policy. In addition to these longer-term structural challenges, the Government's crime reduction strategy faces a number of more immediate challenges:

- crime figures from the latest British Crime Survey emphasise that the Government cannot be complacent about continued falls in crime;
- a significant perception gap exists, with two-thirds of citizens believing that crime has been rising, despite significant falls; and
- the UK spends a higher proportion of GDP on security and tackling crime than most other EU countries. The question is how best to use this investment.

The Government's aims remain to reduce crime and to improve the satisfaction and confidence of citizens in the criminal justice system. The strategy for achieving these aims will be informed by the Government's vision for public service reform.<sup>5</sup> This implies a future strategy for tackling crime that involves:

- **a more targeted and personalised approach** to tackle the most serious and persistent crime and offenders and to ensure that the criminal justice system reflects appropriately the needs and priorities of individual victims and citizens;
- **a new balance between rights and responsibilities**, with law-abiding citizens placed at the heart of the criminal justice system and empowered to influence crime-fighting priorities in their own communities;
- **a particular focus on those areas that suffer the greatest levels of crime while improving outcomes for all citizens**; and
- **engagement with criminal justice workforces in service innovation and reform.**

The Government will deliver this strategy through a three-pronged approach of prevention, detection and enforcement, and reform of the criminal justice system.

## Prevention

- **Intervene early to prevent criminality from developing**, tackle the underlying causes of crime and address social exclusion, dysfunctional families, drugs and alcohol abuse.
- **Target the offender, not the offence**, by using personalised case management<sup>6</sup> to target the most prolific and serious offenders in particular.
- **'Design out' crime** in products and places, and raise potential victims' awareness, reducing opportunities to offend and reoffend.

## Detection and enforcement

- **Use new types of summary powers and extend the application of existing powers** to ensure flexible responses to different crimes from anti-social behaviour to more serious and organised crime.
- **Improve the effectiveness and targeting of non-custodial sentences and prison rehabilitation programmes** by developing non-custodial sentences that are tough and enforceable, have

*The strategy for achieving the aims of reducing crime and increasing citizen confidence in the criminal justice system will be informed by the Government's vision for public service reform.*

a strong restorative element and are seen as effective by the public, while improving the targeting and effectiveness of prison rehabilitation programmes.

- **Make greater use of new technology**, such as biometric data, to help stop and detect crime – and ensure that support for the use of such technology is maintained by putting in place safeguards to protect the rights of law-abiding citizens.

### Reform of the criminal justice system

- **Apply the Government’s principles of public service reform to institutions in the criminal justice system**, so that the different institutions work together better and there is the right balance between pressure from government (top-down performance management), pressure from citizens (choice and voice), competitive provision (where appropriate) and measures to build the capability and capacity of civil and public servants and central and local government.
- **Reform the criminal justice workforces**, improving police workforce efficiency, establishing more effective mechanisms (including with the judiciary) for managing court performance, and creating a greater role for prosecutors in resolving lower-risk, uncontested cases out of court.

- **Ensure that policing is more visible and more locally accountable** and work with the police on a review to identify options for reducing bureaucracy, increasing local accountability, mainstreaming Neighbourhood Policing and managing its resources effectively.

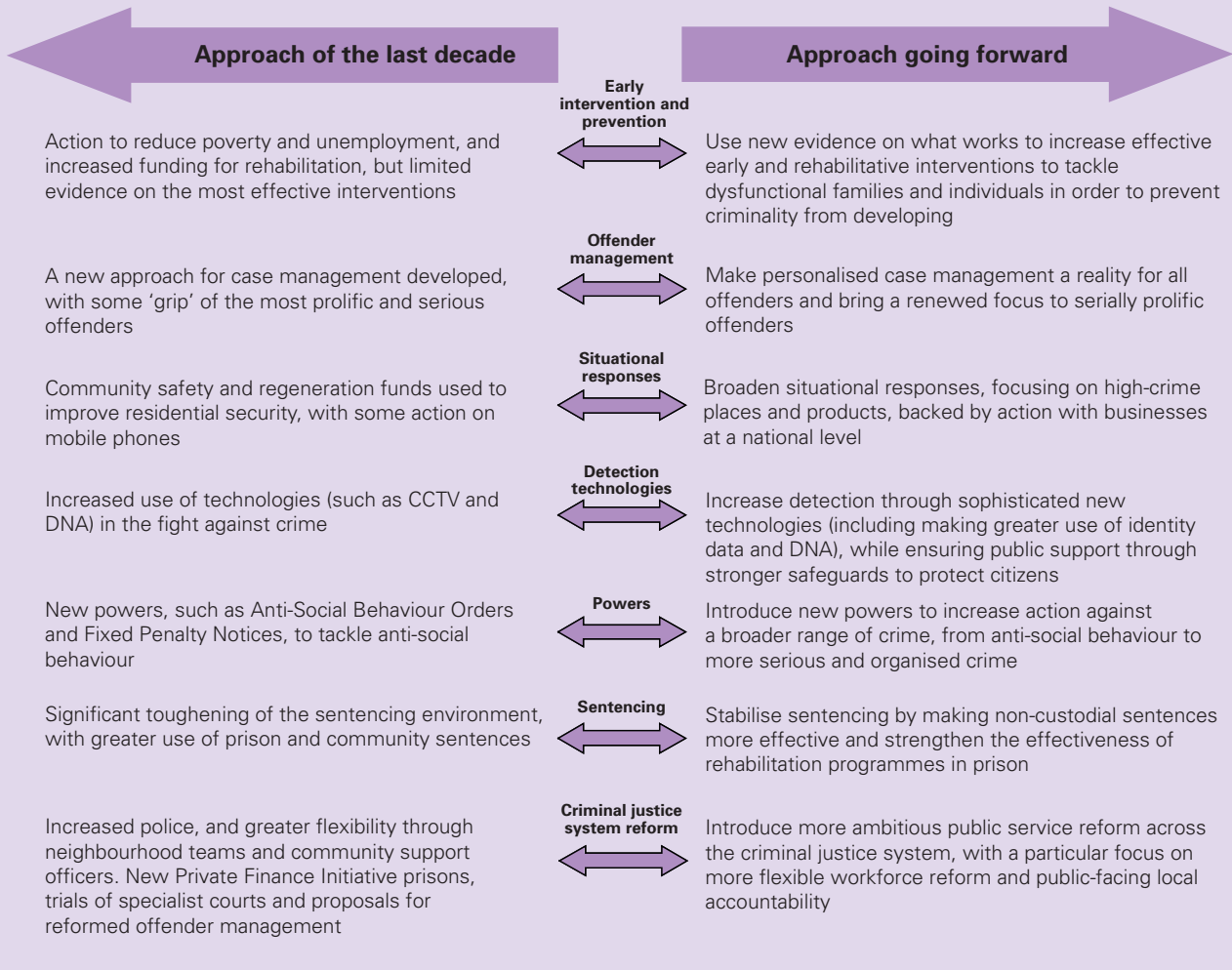
The diagram on the following page sets out the ways in which this approach builds on the achievements of the past decade and lays the ground for substantial improvement in the future.

### Security

Terrorism is the most serious direct security challenge facing the UK. The current threat – from those who seek to cause death and destruction in the name of a perversion of the faith of Islam – could remain with us for a generation or more. Such terrorism is not new to the UK or countries across the globe. It pre-dates the 9/11 attacks on the United States and the subsequent interventions in Afghanistan and Iraq – the latter by over a decade. This paper complements the *Britain in the World* strand of the Policy Review.

For the last five years, the Government has been evolving and refining its long-term framework for countering terrorism, known as CONTEST. There has been significant growth in this area: annual spending on counter-terrorism, intelligence and resilience will have more than doubled to

## Building on the Government's crime policy approach



*For the last five years, the Government has been evolving and refining its long-term framework for countering terrorism, known as CONTEST.*

£2.25 billion by 2007/08. Thanks to the diligence of the police and security and intelligence services, many successes have been and are being achieved. But there have also been terrible attacks – here in the UK with the London bombings of July 2005, but also abroad with UK citizens as well as many people of other nationalities caught up in attacks in Bali, Egypt, Turkey and elsewhere. The strategic threat of terrorism is not yet abating. Terrorist campaigns are assessed to be gaining in strength and sophistication; their leadership and ideology have proven to be resilient.

Following the disruption of an alleged plot to detonate bombs on aircraft in mid 2006, the Prime Minister asked the Home Secretary to lead a review of the Government's counter-terrorism policies, approach and structures. In addition, a complementary review of the way our counter-terrorism effort is resourced is taking place as part of the current Comprehensive Spending Review.

The Home Secretary's review made the following policy recommendations (among others):

- establishing constant political leadership and oversight, from across government, through a new strategic centre;
- creating a single research, information and communications unit in support of the struggle for ideas and values; and
- developing further legal powers to counter terrorism.

## **Immigration**

Global migration has increased significantly in recent years, with 175 million international migrants in the world in 2000. Migration is now an issue facing large numbers of countries around the world.

Immigration to the UK raises a broad range of issues including impacts on economic performance, public services, security and cohesion. Potential impacts on crime are only one dimension.

In general, the economic impacts of immigration are positive, with estimates suggesting that migrants account for 10–15 per cent of projected growth in GDP.

But there are actual and potential pressures that affect particular parts of the country or particular segments of the population. Surveys show that immigration is viewed by the public as a high priority facing the UK.

Future migration policy faces a number of new challenges, including:

- the emergence of new global competitors such as India and China, whose rising prosperity may trigger further migration flows;
- an expanded European Union;
- how to manage migration in the context of global terrorism; and
- the continuing potential for large-scale displacement from the developing world, especially from Africa.

The Government's vision is for managed migration, which maximises the benefits of immigration for UK citizens and the UK economy while minimising the risks. This demands improved control and regulation of who comes to the UK and who stays, as well as a robust, integrated system in which newcomers abide by the rules and make a positive contribution to society.

Achieving this vision requires a strategy that addresses four main issues:

- how continued migration – from both within and outside the EU – is controlled for the benefit of the UK economy and society;
- how managed migration can be overseen and illegal migration tackled, through robust rules and enforcement – including ensuring that there is an effective agency capable of dealing with these issues;

- how asylum can be provided swiftly and fairly to those in need; and
- how international cooperation and legal structures can facilitate our approach to migration and asylum.

The only way to do all this is through an effective system of identity management. Even with an increase in border guards, the UK could never entirely secure its borders from illegal immigration or stop people overstaying their visas. Therefore the Government needs to combine targeted and intelligence-driven immigration enforcement at ports and airports with a new system of identity management. Biometric data provides the basis to do this.

The Government will therefore:

- work with EU member states to capture data on passengers and migrants moving within the EU;
- work with the travel industry and other countries to have advanced warning about who is travelling to the UK, by tracking all passengers electronically into and out of the country;

*The impact of immigration on the UK economy is positive, with estimates suggesting that migrants account for 10–15 per cent of projected growth in GDP.*

*The Government's vision is for managed migration, which maximises the benefits of immigration for UK citizens and the UK economy whilst minimising the risks.*

- use biometrics to mitigate the risk of people changing their identities when in the UK; and
- set up compatible systems for establishing biometric identity and sharing data on high-risk individuals.

Once migrants have entered the UK, they must be made aware of their rights and responsibilities. The Government will set out a clear framework for categorising entrants to the UK, their status and ensuing rights and responsibilities, including the expectation that new UK citizens should be able to speak English well. Identity management will help to manage better and enforce these rights and responsibilities, for example by requiring all migrants who have been in the UK for more than three months to hold an identity card.

The Government has a strategy for dealing with managed migration and illegal migration. This includes taking a sophisticated, country-specific approach to immigration, securing the UK's borders, using biometric information to identify abuse, and developing a more effective strategy for enforcing immigration rules

within the UK in partnership with the private sector. The Government is also strengthening the rules around the deportation of foreign national prisoners.

Asylum should continue to be given to those who need it. The Government has a three-pronged approach for dealing with asylum:

- reducing the number of unfounded claimants, and processing claims and granting refugee status more quickly;
- increasing the number of unfounded claimants who are removed and continuing to return more unfounded claimants than are arriving; and
- integrating refugees into local communities to support social cohesion.

Finally, the Government needs to ensure that both international and national law facilitate its approach to immigration and asylum.

## **Cohesion**

Cohesion is about the ability of a society to function well together around a set of common values at both the local level and the national level. Cohesive communities are central to many government objectives, from preventing and managing conflict and tension to improving cooperation and social justice, and creating a self-confident UK in a globalising world.

Government policy has focused mainly on building cohesion at a local level by improving capacity and capability in local communities, for example strengthening leadership and engaging people in the community, and by improving the life chances of deprived groups, for example improving employment opportunities, educational attainment and neighbourhood renewal.

Overall perceptions of local cohesion remain strong, with 80 per cent of the population feeling that people from different backgrounds get on well in their local area.<sup>7</sup> Life chances have improved in various respects over the past decade, with improvements in employment rates, levels of educational attainment and child poverty for black and minority ethnic groups, as well as overall reductions in the fear of crime.

Challenges remain, however, as a result of:

- increasing diversity;
- rising sympathy with extremist sentiments; and
- persistent differences in life chances (including perceptions of unfair access to public services).

The Government's vision is for a cohesive and tolerant country in which citizens share a set of common values and have a sense of belonging to both their community and their country.

There are three key elements to realising this vision:

- **promoting common values** to ensure that all people living in the UK share a common civic British identity;
- **building cohesion locally** to promote safe and tolerant communities that are close, vibrant, support each other and are resilient to extremist sentiment; and
- **addressing actual and perceived inequalities** to tackle differences in opportunity by race, faith, class and gender.

*Government policy has focused on building cohesion at a local level by improving capacity and capability in local communities and by improving the life chances of deprived groups.*

This report is the final product following a series of papers prepared for the Ministerial Working Group on Security, Crime and Justice.

# 1. Introduction

## Overview

**1.1** Security, crime and justice form a core strand of the Policy Review, the goal of which is to set out the future strategic priorities for the UK.

**1.2** This report is the final product of the deliberations of the Ministerial Working Group on Security, Crime and Justice, which drew on a series of specially prepared working papers, seminars for non-Cabinet ministers, and a focused public consultation (see the text box below).

## How this paper is structured

**1.3** This paper sets out progress, key challenges and future options for building on the Government's policy approaches to crime, security, immigration and cohesion.

**1.4** Chapter 2 sets out the future direction of the Government's policy on crime and justice, focusing largely on domestic crime and the effectiveness of the criminal justice system.

## Citizen involvement in the Policy Review

The Government has ensured that citizens' views have directly fed into the Policy Review by hosting a series of deliberative forums in Manchester, London, Birmingham, Bristol and Leeds to discuss how citizens would deal with the difficult questions that ministers and civil servants face every day. These discussions centred around three core themes:

- how to improve customer services in the public services;
- how to encourage culture change to improve local communities; and
- how to update the relationship between the citizen and the State.

The forums culminated in a Citizen Summit at Downing Street on 3 March 2007, at which 60 members of the public discussed how to improve public services.

**1.5** Chapter 3 broadens the discussion to consider issues related to security and the Government's efforts to counter terrorism.

**1.6** Chapter 4 looks at immigration. Immigration raises a broad range of issues of which the potential impacts on crime are only one dimension. This paper focuses primarily on those issues that touch on Home Office areas of responsibility. Other strands of the Policy Review – for example the economic dynamism strand – will pick up wider issues.

**1.7** Chapter 5 builds on the discussion of immigration with a broad-ranging look at the key issues surrounding government efforts to build cohesion among communities, at both local and national level.

**1.8** Finally, Chapter 6 sets out the next steps in the process.

The Government will achieve its objectives of reducing crime and improving public confidence by building on its approach to prevention and enforcement, and taking further steps to reform the criminal justice system.

## 2. Crime

### Introduction

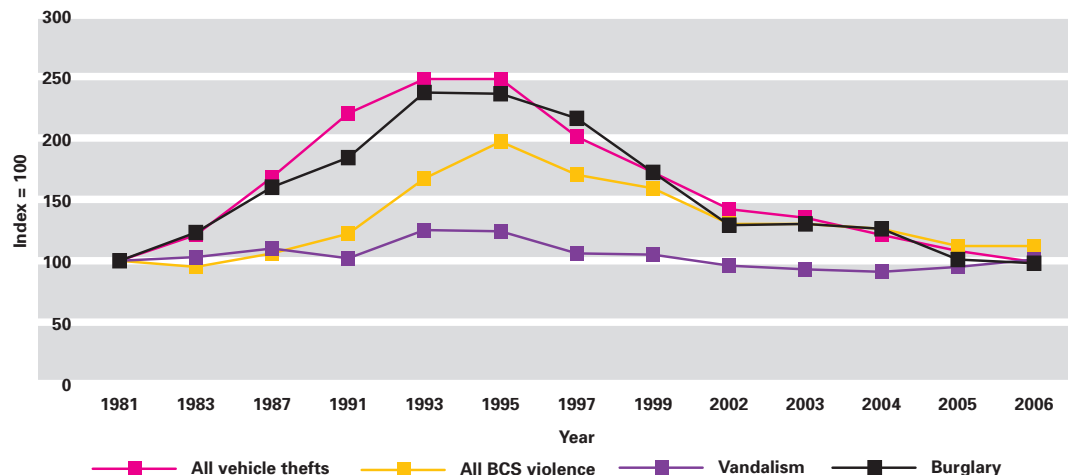
**2.1** This chapter sets out the direction of the Government’s future policy on crime. The Government’s objectives remain to reduce crime and to improve the satisfaction and confidence of citizens in the criminal justice system. The Government will achieve these aims by building on its approach to prevention, detection and enforcement, and reform of the criminal justice system.

### Progress since 1997

**2.2** When this Government came to power in 1997, criminal activity, although in decline, remained high (see Figure 1). Volume crime and more serious (including violent) crime had both been rising steadily for over a decade, before peaking in the mid-1990s.

**2.3** In 1997, the Government introduced a new approach, with the ethos ‘tough on crime and tough on the causes of crime’ which punished offending and invested in

**Figure 1:** Number of crimes committed in the UK 1981–2006 (index=100)



Source: British Crime Survey

crime prevention. At the same time, the Government embarked on a series of reforms designed to improve the performance of the criminal justice system.

**2.4** The Government's policy approach has emphasised greater detection and

punishment of high-volume and visible forms of crime and disorder through increased powers for the police and the introduction of community support officers. The greater use of summary powers for less serious offending is intended, in part,

## Summary of the Government's approach to crime

### *Tough on crime*

- More police officers and police staff, and new community support officers and wardens.
- New types of powers, for example Anti-Social Behaviour Orders (ASBOs) and the Serious Organised Crime and Police Act.
- Stronger punishments with a large increase in custodial and non-custodial sentences.
- Greater detection of crime and improved law enforcement to increase the number of offences brought to justice (OBTJ).

### *Tough on the causes of crime*

- Work to tackle drug-related acquisitive crime through, for example, the Drug Interventions Programme.
- Increased spending on youth justice and probation.
- Wider social welfare reforms, including the New Deal, New Deal for Communities and Sure Start, and an emphasis on school standards.

### *Reform of the criminal justice system*

- Making the agencies within the criminal justice system work together better locally, through Crime and Disorder Reduction Partnerships and Local Criminal Justice Boards.
- Top-down performance management, including the Policing Performance Assessment Framework (PPAF), street crime initiatives for the police, and OBTJ targets.

*In 1997, the Government introduced a new approach, with the ethos ‘tough on crime and tough on the causes of crime’ which punished offending and invested in crime prevention.*

to allow the criminal courts to focus their attention on the most serious offences and offenders. In addition, the criminal justice system is now confronting serious and organised crime in a more meaningful and effective manner.

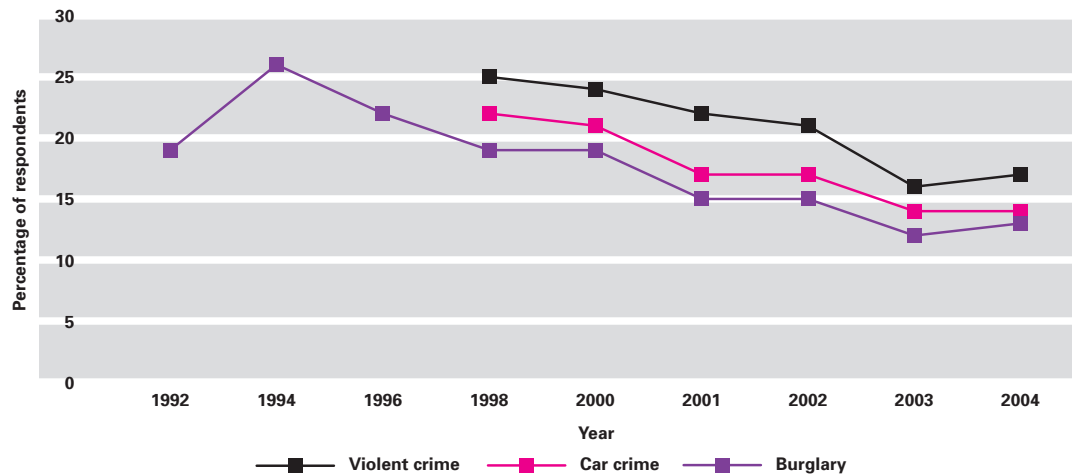
**2.5** The Government’s approach over the past decade has involved a significant injection of funding and resources (averaging 5 per cent real increases per year in criminal justice system spending since 2001), with substantial investments in the police and prisons in particular.

**2.6** The Government’s overall policy approach has been associated with significant improvements in the criminal justice system over the last decade. Crime (as recorded by the British Crime Survey) has fallen by some 35 per cent since 1997, with marked reductions in violent and volume crime. The fear of crime has also fallen: since 1998, there has been a 32 per cent fall in the number of people who are ‘highly worried’ about violent crime and a 31 per cent drop in those who are ‘highly worried’ about burglary (see Figure 2).

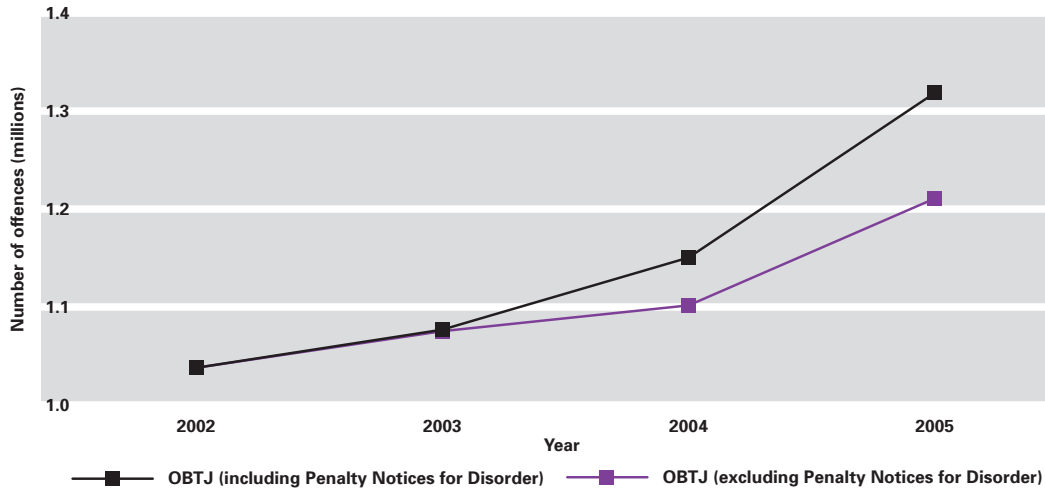
**2.7** Anti-social behaviour has declined, and the proportion of those who feel that it is a problem in their area has fallen since 2001.

**2.8** The risk of being a victim of crime is significantly lower now (24 per cent of

**Figure 2: Proportion of UK respondents who worry about specific crimes**



Source: Crime in England and Wales 2005/06

**Figure 3: Offences brought to justice (OBTJ) in the UK**

Source: Home Office (2007), sentencing statistics 2005

Note: Rolling average taken at March (end of financial year)

those surveyed in the British Crime Survey had been victims of crime) than at its peak in 1995 (when 40 per cent of respondents had been victims of crime).<sup>8</sup>

**2.9** There have also been notable improvements in criminal justice system performance and efficiency in administering justice. There has been a significant increase in the number of offences brought to justice (see Figure 3). The total number of offences brought to justice increased by 37 per cent from March 2002 to September 2006.

**2.10** There has been a large reduction in the number of ineffective trials (trials that are unable to proceed on the arranged date). From August 2002 to May 2006,

the ineffective trial rate in the magistrates' courts fell from 30.9 per cent to 20.3 per cent and in the Crown Court it fell from 23.8 per cent to 12.5 per cent. This has largely been driven by improvements in the operation of the Crown Prosecution Service.

**2.11** Public confidence in the criminal justice system's capacity to bring offenders to justice increased from 39 per cent in March 2003 to 44 per cent in June 2006.

**2.12** Finally, there have been significant improvements in the effectiveness and efficiency of the enforcement of court orders. For example, the fine enforcement rate currently stands at 93 per cent, up from 73 per cent in 2004.<sup>9</sup>

*The Government's approach to getting tough on crime has been associated with a significant fall in crime levels since 1997.*

### Challenges that remain

**2.13** Despite the improvement in criminal justice system outcomes over the past decade, new and significant challenges remain.

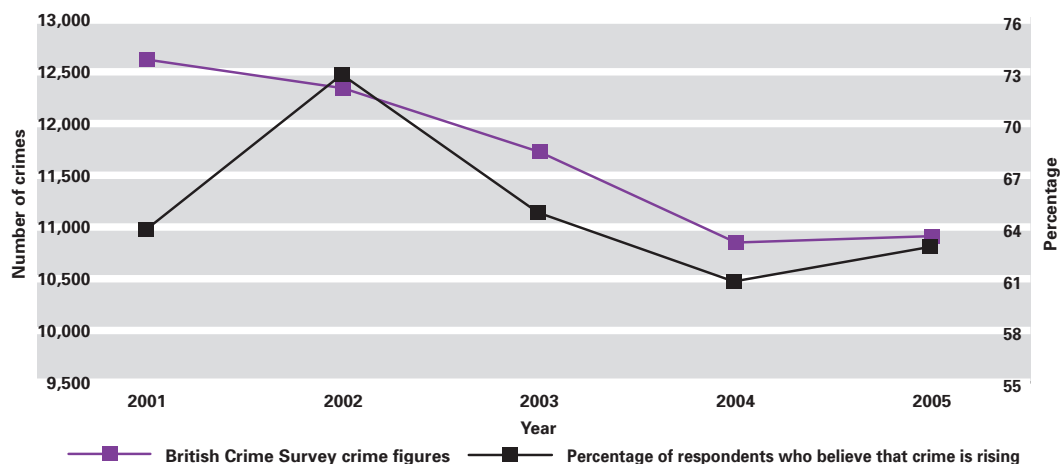
### Crime

**2.14** New crime opportunities (including identity theft, internet crime and the theft of high-value portable devices) will continue to arise as a result of technological advancements. New technology has radically improved the ability of the police to detect crime, but has also spawned new criminal opportunities.

For example, high-volume acquisitive crime is influenced by the increased availability of expensive, desirable and portable goods such as MP3 players and mobile phones. In addition, there are examples of offenders exploiting developments in software and hardware, such as fitting 'skimming' devices to cash machines to clone cash cards.

**2.15** Trends in international markets also create risks from organised crime, while international terrorism has become both complex and increasingly prevalent.<sup>10</sup> Trafficking over borders is becoming a growing concern. Increasing volumes of passengers and goods are arriving in the UK from countries where controls are not rigorously enforced. Smugglers are adept at changing routes and methods to exploit

**Figure 4: Number of crimes and public perceptions of crime in the UK**



Source: British Crime Survey

such soft targets. In addition to traditional commodities like drugs, the trade in people has risen up the agenda to pose a significant threat to the UK.

**2.16** Although the Government's approach to getting tough on crime has been associated with a significant fall in crime levels since 1997, a perception gap remains, with two-thirds of citizens believing that crime has been rising (see Figure 4).

**2.17** Persistently high public perceptions of rising crime are likely to be driven in part by levels of social trust<sup>11</sup> and concerns about high-visibility anti-social behaviour. Research suggests a strong relationship between the fear of crime and generalised ratings of trust in strangers: the higher the level of trust, the lower the fear of crime.

**2.18** Crime figures from the latest British Crime Survey emphasise that there is no room for complacency about continued falls in crime.

**2.19** There remains large geographical variation in crime across England and Wales. Evidence from the 2005/06 British Crime Survey shows that the risk of being a victim of burglary, vehicle theft or violent crime was lower in rural areas than in urban areas, while people living in more deprived areas were more likely to be victims of crime than those living in less deprived areas. More needs to be done to reduce this variation while continuing to cut crime in all areas.

**2.20** In relation to volume crime, criminal damage and the perceived problem of anti-social behaviour remain too high, despite falling since 2002/03. Vandalism is on the rise (it was up 11 per cent over the 12 months to September 2006 based on British Crime Survey data)<sup>12</sup> and public concerns about anti-social behaviour are no longer falling. Despite the increase in the number of offences brought to justice, the Government needs to continue to improve its performance on encouraging crimes to be reported, detected and resolved.

**2.21** In relation to drug-related offending, there has been a doubling in the number of individuals in contact with structured drug treatment. Further, the volume of drug-related acquisitive crime has fallen in recent years, and there has been a fall in the harm caused by drugs (as measured by the Drug Harm Index).<sup>13</sup> However, drug-related offending still constitutes a large proportion of overall criminal behaviour, and challenges remain in tackling such offending – especially in areas of deprivation.

### Causes of crime

**2.22** Society has changed rapidly and patterns of criminality evolve constantly. New family structures, changing attitudes (such as

*New family structures, changing attitudes, and new and emerging technology all have the potential to impact on future crime.*

declining deference), new and emerging technology, and other changes all have the potential to impact on future crime. Crime policy needs to adapt to reflect this.

**2.23** Economic, demographic and social changes can have a significant impact on crime rates and hence will continue to pose challenges for the Government's crime policy.

**2.24** Despite successes in drug and alcohol treatment, the consumption of drugs and alcohol has remained relatively steady over the past decade. Drug treatment programmes, for example, may need to 'grip' more individuals over the longer term in order to manage the most prolifically criminal drug users.

### **Criminal justice system reform**

**2.25** The Government continues to take steps to drive improvements across the board in public service delivery and value for money. A tightening of departmental budgets over the 2007 Comprehensive Spending Review period underlines the need for continued improvements in the efficiency and productivity of our criminal justice agencies.

*Despite a range of reforms to the police, the National Offender Management Service and the wider criminal justice system, it is necessary to go further to meet public expectations and improve efficiency.*

**2.26** After its Capability Review and as a means of tackling operational failings, in July 2006 the Home Office announced fundamental and radical changes to transform the department and make it a more responsive organisation that puts protecting the public at the heart of everything it does. A reform action plan was announced to reshape the Home Office in order to:

- focus it on frontline delivery;
- develop its people and particularly its leaders;
- match its resources to priorities; and
- transform its systems and processes.

A programme of 29 reform projects is now underway across the Home Office.

**2.27** Despite a range of reforms to the police, the National Offender Management Service and the wider criminal justice system, it is necessary to go further to meet public expectations and improve efficiency.

**2.28** There is currently pressure on the capacity of the prison estate – although an additional 8,000 prison places are planned. However, there is significant uncertainty in trying to accurately predict likely future changes in the prison population.

### **Approach going forward**

**2.29** The Government's objectives remain to reduce crime and to improve the

satisfaction and confidence of citizens in the criminal justice system.

**2.30** The Government will continue to be ‘tough on crime and tough on the causes of crime’. However, as criminal activity becomes more complex, the Government must take steps to ensure that the criminal justice system can meet these future challenges.

**2.31** The Government’s strategy for achieving these aims should be informed by its vision for public service reform.<sup>14</sup> This implies a future strategy for tackling crime that involves:

- **a more targeted and personalised approach** to tackle the most serious and persistent crime and offenders and to ensure that the criminal justice system reflects appropriately the needs and priorities of individual victims and citizens;
- **a new balance between rights and responsibilities**, with law-abiding citizens placed at the heart of the criminal justice system and empowered to influence crime-fighting priorities in their own communities;

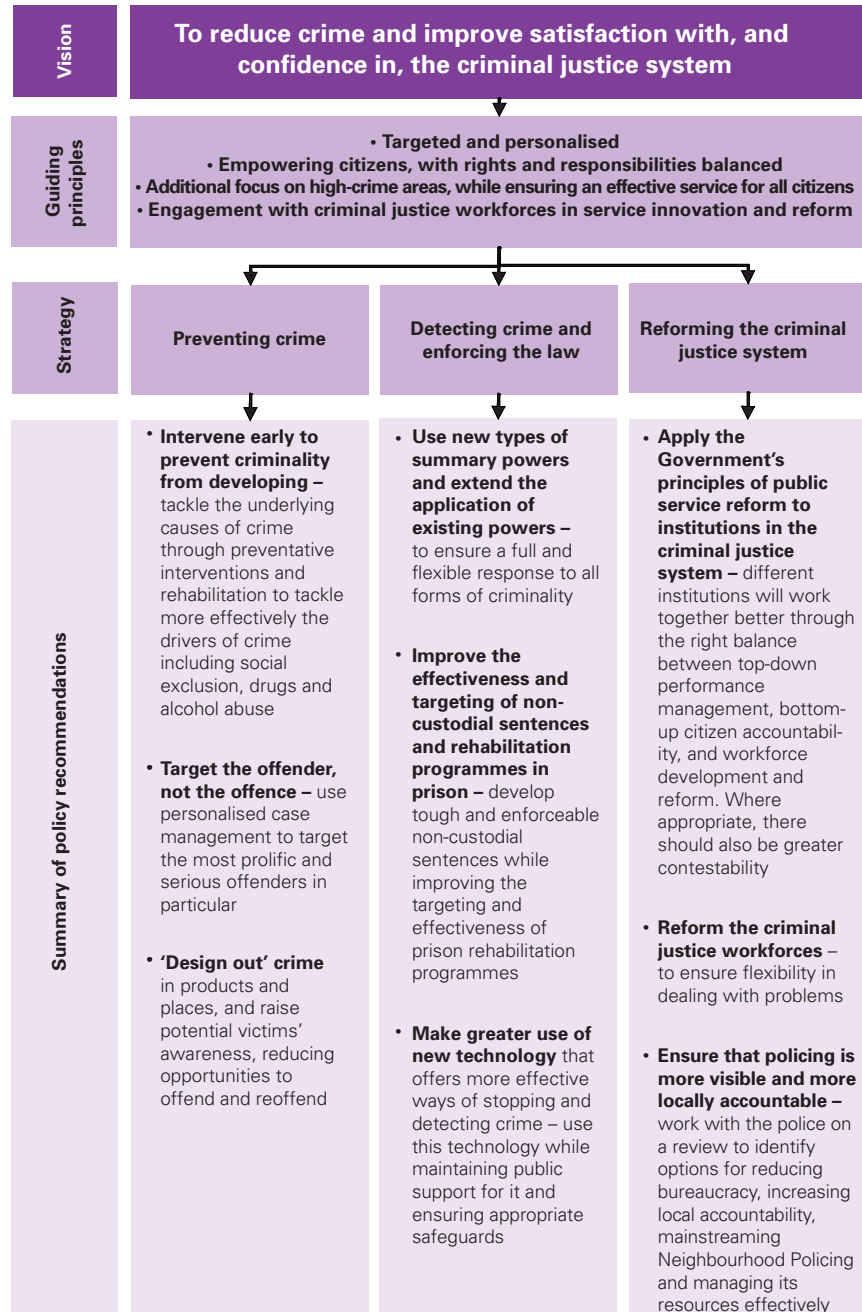
- **a particular focus on those areas that suffer the greatest levels of crime while improving outcomes for all citizens;** and

- **engagement with criminal justice workforces in service innovation and reform.**

**2.32** The Government will deliver its future crime strategy through a three-pronged approach of prevention, detection and enforcement, and reform of the criminal justice system.

**2.33** Figure 5 summarises this approach to the Government’s future policy on crime.

Figure 5: The Government's future crime policy framework



The Government proposes to go further to tackle the underlying causes of crime.

## 2A. Preventing crime

‘We need to make sure that these people have as much support as possible in the first seven years of the child’s life – it’s all about early intervention.’

(Source: Citizen Summit)

28

### Introduction

**2.34** The Government will focus on intervening early to prevent criminality from developing, targeting the offender rather than the offence and ‘designing out’ crime in products and places while raising potential victims’ awareness as a means of cutting offending and reoffending.

### Intervening early to prevent criminality from developing

**2.35** Early intervention can be highly effective in preventing future crime. Individuals can move in and out of risk. However, by using intelligence on risk factors (such as conduct disorder or living in very low income families<sup>15</sup>), high-risk individuals can be identified early and specific, tailored interventions used. The availability of this kind of intelligence is

increasing, meaning that a more systematic approach can be taken both in identifying which interventions work best and in applying them. There is strong evidence that, when targeted effectively, early intervention and prevention can have a significant impact and be cost-effective.<sup>16</sup> For instance, a recent NHS assessment concluded that parent training/education programmes appear to be an effective and potentially cost-effective therapy for children with conduct disorder.<sup>17</sup>

**2.36** Agencies are increasingly able to identify those with significant problems and at risk of future offending early in their life.<sup>18</sup> To support this, the Government has invested substantially in targeted crime prevention programmes such as Youth Inclusion and Support Panels (YISPs) and the Youth Inclusion Programmes (YIPs). YISPs are multi-agency panels that offer packages of support to at-risk young people predominantly in the 8–13 age range, while YIPs are neighbourhood-based projects providing positive activities for young people at risk of crime and anti-social behaviour in the 13–16 age range. However, there is scope to go even

further by intervening earlier in a child's life, and thereby creating further opportunities to prevent offending for those at the greatest risk.

### What has worked so far?

**2.37** The Government's approach to date has involved a number of preventative interventions and rehabilitation measures designed to tackle the causes of crime.

**2.38** For example, the approach has included a focus on wider social reforms to confront social exclusion, unemployment, poverty, dysfunctional families and lack of opportunity. This approach has been associated with an 18 per cent reduction in the number of households living in poverty since 1996/97,<sup>19</sup> and a reduction in the rate of unemployment from 7.2 per cent in 1997 to 5.4 per cent in 2006.<sup>20</sup> In addition, there are a number of additional government policies and programmes (such as Sure Start) which cannot yet be evaluated fully but have longer-term prospects of achieving better outcomes for children, parents and communities.

**2.39** These wider social reforms have been coupled with a number of targeted and early preventative interventions, such as:

- Nurse–Family Partnerships – 10 local areas in England will begin trialling the Nurse–Family Partnership project shortly. It is based on a programme from North America and is designed to provide structured and intensive home visiting

## *The Government's approach to date has involved a number of measures designed to tackle the causes of crime.*

by health visitors to disadvantaged mothers from pregnancy until the child is aged two. In the US, the programme has resulted in a 56 per cent reduction in arrests (for children aged 15) and increased parental employment rates; and

- YIPs – aimed at preventing groups of up to 50 young people in high-crime, high-deprivation neighbourhoods from becoming involved in offending and anti-social behaviour, which have seen arrest rates fall by 65 per cent on average. Seventy-three per cent of those arrested before taking part in a YIP were not arrested during the programme.

**2.40** The Government has also introduced a range of initiatives to tackle drug-related crime and youth offending. Government

‘Sure Start was really good for parenting courses – “strengthening the family, strengthening the community” – really good to bring you into the community. Helped loads of people in area.’

‘There's lots of positive stuff being done – Every Child Matters and New Deal for Communities.’

(Source: Citizen Summit)

‘A lot of bad parents are trying their best, but don’t know what they should be doing.’

‘Parenting classes can be useful in transmitting values from generation to generation. Some parents weren’t given the values and if you don’t intervene that’ll carry on through generations.’

(Source: Citizen Summit)

measures have resulted in a 113 per cent increase in the number of individuals in contact with structured drug treatment (Figure 6). In addition, over 11,000 parenting interventions have been delivered by Youth Offending Teams (YOTs) to families of young offenders in the past 12 months to prevent youth crime and anti-social behaviour.

**2.41** The Government has also established and delivered a number of rehabilitation programmes, both in prison and once people have left custody, to try and prevent reoffending. It has also piloted various problem-solving courts (focused on community justice, drugs, domestic violence and young people) to better understand and address the causes of crime.

*Youth Inclusion Programmes have led to arrest rates falling 65 per cent on average across the locations in which they have been set up.*

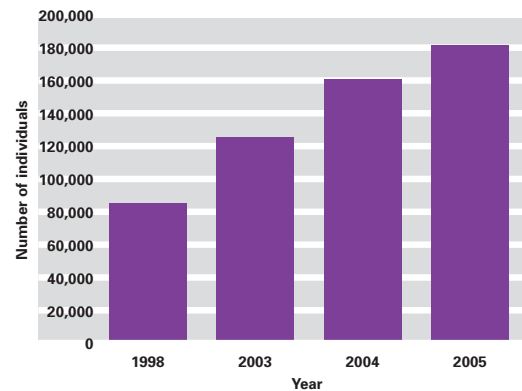
## The next stage of reform

**2.42** The Government proposes to tackle further the underlying causes of crime, especially through better targeting and use of preventative interventions and the more systematic identification and use of the most effective rehabilitation programmes.

**2.43** Particular focus will be needed on people suffering from mental health conditions or drug addiction, using risk-based assessments to identify such individuals and intervening to tackle the factors that can drive offending.

**2.44** A strong and stable economy is an important factor in reducing crime over time. The Government will continue to drive forward wider social and economic reforms, which will impact on the economy and future criminal activity.

**Figure 6: Numbers in structured drug treatment**



Source: National Treatment Agency for substance misuse, 2006

**2.45** The Government proposes the following policy measures as part of its renewed approach to prevent criminality from developing.

- **Increase the cross-government focus on crime prevention**, with emphasis on early interventions, measures to ‘design out’ crime, and rehabilitation.
- **Ensure that Children’s Trusts and their partners work together closely with YOTs in order to intervene at the earliest possible point**, so that vulnerable children and those at risk of criminality are actively case-managed. This multi-disciplinary approach should be used to coordinate the identification and assessment of risk, for example by considering ‘trigger’ factors, such as a child’s parent being sentenced to custody or being addicted to high-harm drugs.

- **Establish universal checks throughout a child’s development to help service providers to identify those most at risk of offending**. These checks should piggyback on existing contact points such as the transition to secondary school.

- **As set out in the Social Exclusion Task Force action plan, there should be a code of practice and a common rating of high quality programmes**. Currently, there is limited evidence about the effectiveness of interventions for certain risk factors and hence gaps in interventions exist.

### Targeting the offender, not the offence

**2.46** A small number of offenders commit a disproportionately large number of crimes. For example, it is estimated that 100,000 offenders (of which 20,000 will

### At a glance: policy recommendations to intervene early to prevent criminality from developing

- Increase the cross-government focus on crime prevention.
- Ensure that Children’s Trusts and their partners work together closely with YOTs in order to intervene at the earliest possible point.
- Establish universal checks throughout a child’s development to help service providers to identify those most at risk of offending.
- There should be a code of practice and a common rating of high-quality programmes.

be new each year) are responsible for half of all crimes in England and Wales. The most active 5,000 of this group – representing just 0.5 per cent of the total offender population – are estimated to be responsible for one in ten offences<sup>21</sup> (Figure 7). It is vital that the criminal justice system (CJS) adopts a personalised approach based on the circumstances of individual offenders, even though the resulting offences may appear similar.

### What has worked so far?

**2.47** The Prolific and Priority Offender (PPO) programme allows the police and other agencies to target offenders who commit the most crime with tough enforcement action, backed up with an emphasis on rehabilitation to prevent reoffending. A recent impact assessment<sup>22</sup> of PPOs

from the start of the scheme to 17 months later found a 62 per cent reduction in recorded convictions among the 7,800 individuals who took part in the programme.

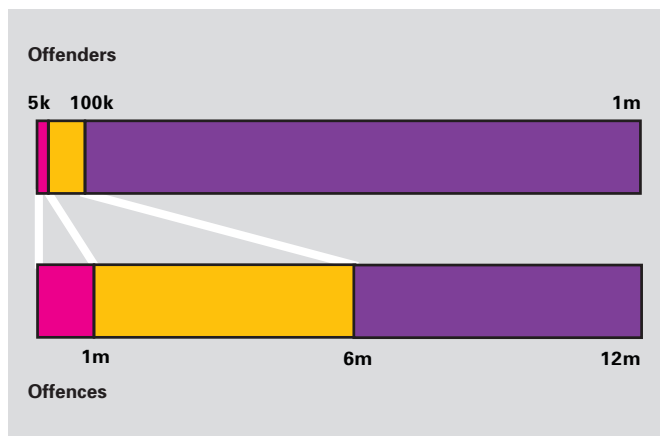
**2.48** The Drug Interventions Programme (DIP) addresses crime caused by drug misusers by helping adult offenders who take high harm drugs (heroin, cocaine and crack) out of crime and into treatment. Initial impact assessment studies<sup>23</sup> undertaken in Sunderland and Middlesbrough suggest that there was a reduction in offending rates of around 27 per cent for those who remained on the programme for six months or longer, with 64 per cent of those remaining on the programme either reducing their rate of offending or staying the same.

**2.49** Given the overlapping nature of these two programmes, work is under way to merge them and make them even more effective and efficient. With this in mind, a key consideration will be the reach of these interventions, and the scope to expand these programmes beyond the 50,000 people currently ‘gripped’.

### The next stage of reform

**2.50** Criminal justice agencies must continue to take steps to better understand and subsequently tackle the underlying causes of an offender’s criminal behaviour, and hence the likelihood that the individual will reoffend. This means improving case management in the National Offender

**Figure 7: Volume of crime accounted for by prolific offenders**



Source: [www.crimereduction.gov.uk](http://www.crimereduction.gov.uk)

Management Service (NOMS) and targeting the most prolific and serious offenders. It also means applying a special focus on drug users and their treatment.

**2.51** Given the disproportionate impact that such offenders have on society, the Government will target these individuals better by building on the successes of the PPO programme and DIP.

**2.52** The Government proposes the following policy measures to target offenders more effectively:

- **Accelerate the introduction of personalised case management**, so that the factors underlying an offender's behaviour are addressed. This includes progressing the reforms outlined in the Government's Offender Management Bill to ensure that each offender receives the most appropriate and targeted interventions via personalised case management.
- **Shift CJS resources, including Probation Officer time, towards managing the offenders who offend the most.** There are about 100,000 PPOs responsible for half of all crime: tackling this group through much tighter case management should be a priority. Over time, this should mean a significant expansion in programmes like the PPO programme and DIP, to cover an increasing proportion of the group so that reoffending by these offenders

*Initial impact assessment of the Drug Interventions Programme pilots running in Sunderland and Middlesbrough suggest that there was a reduction in crime of around 27 per cent for those who had been on the programme for six months or longer.*

falls significantly. The Government will consider different ways to tackle the few hundred most prolific offenders, including through the introduction of the prolific offender licence to manage them more intensively.

- **Tackle the mental health needs of offenders by better targeting existing mental health care.** This involves identifying those within the community whose mental health needs place them at high risk of offending and encouraging them to accept targeted, mainstream treatment on a voluntary basis, as well as better targeting and prioritising of existing mental health care resources within the specialist mental health wings of existing prisons. Efforts should be focused on the most effective rehabilitation programmes, including those that improve communication skills and cognitive behaviour skills. Over the longer term, this means considering the potential role of specialist 'hybrid' prisons for the most serious offenders with significant mental health needs who have not already been transferred to secure hospitals.

It could also lead to the increased use of non-custodial sentences, combined with mental health-related support and treatment, for non-serious offenders with mental health needs.

- **Continue to expand into the mainstream magistrates' courts the principles of community courts and the power of review**<sup>24</sup> that brings offenders back before the same judge, providing improved feedback about the costs and outcomes of sentencers' decisions. The timing and extent of further expansion of community justice and review courts (over and above the pilots already announced) should be informed by the evidence gathered on their impact and cost-effectiveness.

- **Ensure that young offenders receive the same level of assistance, resettlement and support services from the relevant local authority on release from a Young Offender Institution as they would on leaving a care facility.**

### **'Designing out' crime in products and places, and raising potential victims' awareness**

**2.53** By identifying and addressing the risk factors associated with people, places and products that are likely to make them more vulnerable to criminal activity, opportunities to commit crime can be reduced.

### **At a glance: policy recommendations to target the offender, not the offence**

- Accelerate the introduction of personalised case management.
- Shift CJS resources, including probation officer time, towards managing the offenders who cause most offending.
- Tackle the mental health needs of offenders by better targeting existing mental health care.
- Continue to expand into the mainstream magistrates' courts the principles of community justice and the power of review, with the timing and extent of further expansion of community justice and review courts informed by evidence.
- Ensure that young offenders receive the same level of assistance, resettlement and support services from the relevant local authority on release from a Young Offender Institution as they would on leaving a care facility.

## What has worked so far?

**2.54** The Government's approach to date has involved a number of measures to 'design out' crime in products and places and raise potential victims' awareness. For example, the Government recently joined together with the mobile phone industry to ensure that 80 per cent of mobile phones stolen within the UK are blocked on all UK networks within 48 hours of being stolen. The 'Secure your motor' campaign uses widespread advertising to alert citizens to the danger of opportunistic car thieves – and so cut car crime. And the Government's policy approach on burglary has reaped a number of positive results.<sup>25</sup>

## The next stage of reform

**2.55** The Government proposes to further reduce the opportunities for offending and reoffending by collaborating with industry to crime-proof products.

**2.56** The Government's approach includes the following proposals.

- **Develop a more strategic approach to 'designing out' crime in products and places and raising potential victims' awareness.** This can be done by increasing the risks facing would-be offenders, reducing rewards and provocations, and making it easier to comply with the law.
- **Work in partnership with businesses to crime-proof their products, services and processes** to the highest standards. One example could be introducing fingerprint activation of MP3 players.
- **Incentivise local Crime and Disorder Reduction Partnerships (CDRPs), for example through payment by results, to raise the priority and profile of opportunities to reduce crime.** This could include a greater focus on tackling 'hot spots' through crime prevention initiatives such as better home security, or increasing the police presence in a particular neighbourhood.

### At a glance: policy recommendations to 'design out' crime in products and places, and to raise potential victims' awareness

- Develop a more strategic approach to 'designing out' crime in products and places and raising potential victims' awareness.
- Work in partnership with businesses to crime-proof their products, services and processes.
- Incentivise local CDRPs to raise the priority and profile of opportunities to reduce crime.

The Government will take a number of steps to detect even more crime and better enforce the law.

## 2B. Detecting crime and enforcing the law

### Introduction

**2.57** The Government will strengthen future efforts to improve crime detection and law enforcement by using new types of summary powers and extending the application of existing powers, improving the effectiveness and targeting of non-custodial sentences and prison rehabilitation programmes, and making greater use of new technology.

### Using new types of summary powers and extending the application of existing powers

**2.58** Many criminal justice processes and powers were designed for relatively homogeneous volume crimes. To tackle crime and disorder ranging from anti-social behaviour to terrorism, the Government will need to increasingly differentiate its response to crime. This requires a range of powers that can be used to tackle different levels of crime in a suitable manner.

**2.59** One area in which new powers have been introduced is the recovery of criminal proceeds. In 2005/06, £100 million was recovered from a total estimated

organised criminal economy of £15 billion, of which around £2 billion is estimated to be recoverable in the UK.<sup>26</sup> Seizing criminal assets delivers a wide range of benefits, from depriving criminals of capital to reducing the incentives for crime, as well as promoting fairness and confidence in the criminal justice system (CJS). For example, cash proceeds from criminal activity can provide the essential capital for enabling new crimes in the future. Therefore its seizure can be both preventative and restorative (if channelled back into victim compensation payments).

### What has worked so far?

**2.60** The Government has introduced a range of new powers to promote an increasingly differentiated approach to different forms of crime.

**2.61** For example, the Government has introduced a suite of new tools to tackle anti-social behaviour. Acceptable Behaviour Contracts (ABCs), Anti-Social Behaviour Orders (ASBOs), crack house closure powers and penalty notices (such as Penalty Notices for Disorder and Fixed Penalty Notices) all encourage

enforcement agencies to respond to high-volume, high-visibility disorder. Such measures were introduced in recognition that high-volume anti-social behaviour had gone largely unpunished, and that the most effective interventions for tackling such disorder are those that are delivered swiftly and proportionately. Statistics show that these new tools are being widely used across the country,<sup>27</sup> in combination with a number of additional measures to tackle the underlying causes of anti-social behaviour. These additional measures include interventions for the most challenging families, tackling poor attendance at school and behaviour inside and outside the classroom, increasing public service visibility and accountability, and the provision of constructive activities for children and young people.<sup>28</sup> Evidence indicates that, in recent years, there has been a reduction in volume crime and in the proportion of people with high levels of perceived anti-social behaviour.

*The UK's performance on asset recovery is close to the best performance internationally.*

**2.62** The Proceeds of Crime Act 2002 has proved to be a powerful new tool to recover assets obtained through serious and organised crime, and the UK's performance on asset recovery is close

to the best performance internationally. The Government is on course to recover £125 million in 2006/07, an almost five-fold increase in performance over five years. Criminal justice agencies are continuing to make use of the range of provisions within the Serious Organised Crime and Police Act 2005. In addition, the Government recently published the Serious Crime Bill, which proposes tough new powers to tackle organised crime syndicates.

### The next stage of reform

**2.63** The Government proposes new powers and enhancements to existing powers to tackle crime.

- **Use new summary, preventative and civil powers to tackle specific criminal activity.** This could include strengthening powers to tackle anti-social behaviour<sup>29</sup> and considering the option of a higher-value prosecutorial fine, designed as an additional pre-court disposal option for more serious 'low-level' offending.
- **Empower the police to seize more types of vehicles for longer and without warning, and to seize drivers' licences,** for vehicle-related anti-social behaviour to which existing vehicle seizure powers apply.

**2.64** Current performance on asset recovery is focused too narrowly on a small group of crime types, most notably drug offences. Performance could be much stronger on recovering assets from purely financial crimes like fraud. There should be a major step up in the recovery of proceeds of crime, with a clearly visible impact. The Government wants to set much tougher targets for the CJS, with a goal of detecting up to £250 million by 2009/10, supported by a major drive to improve the capacity and capability of frontline agencies on asset recovery and enforcement. The Government will:

- Establish a Home Office-led programme to ensure that existing powers in the Proceeds of Crime Act 2002 are exploited to the full, with clear targets for agencies on the proportion of assets returned to victims.
- Consult practitioners and the public, via a new action plan to be published soon, on the next generation of powers to recover criminal assets, including:
  - make the full recovery of proceeds from criminal activity a standard principle of criminal sentencing;
  - introduce a radically stripped-down confiscation proceeding for low-value cases, perhaps through a new ‘criminal benefit order’ for a range of simple acquisitive crimes;
  - look at an ‘administrative’ approach to the seizure of cash, where seizures are not contested;
  - introduce new, non-cash seizure and forfeiture powers, including:
    - allow the police to seize and forfeit movable non-cash assets that are suspected of being both the proceeds and instrumentalities of crime up to a certain value threshold (for example £100,000). This would mainly affect vehicles; and
    - possibly extend to all non-cash assets (lifestyle property like jewellery, plasma TVs and laptops) up to £100,000. This would be a highly powerful tool against bad criminal role models, but could increase the risk of human rights challenge;
  - extend the time limit (from the existing 12 years), or remove it all together, for seizing assets through civil recovery;
  - extend the use of tax powers against criminal assets by introducing a specific tax provision for all criminal income to be charged to; and
  - reduce the risk of ‘asset flight’ overseas by increasing the number of asset-sharing agreements with other countries.

## **At a glance: policy recommendations to use new types of summary powers and extend the application of existing powers**

- Use new summary, preventative and civil powers to tackle specific criminal activity.
- Extend the summary powers that currently apply to vehicle-related anti-social behaviour.
- Establish a Home Office-led programme to ensure that existing powers in the Proceeds of Crime Act 2002 are exploited to the full.
- Introduce the next generation of powers to recover criminal assets, including:
  - make the full recovery of proceeds from criminal activity a standard principle of criminal sentencing;
  - introduce a radically stripped-down confiscation proceeding for low-value cases, perhaps through a new 'criminal benefit order';
  - look at an 'administrative' approach to the seizure of cash;
  - introduce new, non-case seizure and forfeiture powers, including: (a) allow the police to seize and forfeit movable non-cash assets; and (b) possibly extend to all non-cash assets (lifestyle property like jewellery, plasma TVs and laptops) up to £100,000;
  - extend or remove the time limit for seizing assets through civil recovery;
  - extend the use of tax powers against criminal assets; and
  - increase the number of asset-sharing agreements with other countries.

## Improving the effectiveness and targeting of non-custodial sentences and prison rehabilitation programmes

**2.65** The Government has presided over a significant toughening of sentencing. Prison numbers have increased from 60,000 to 80,000 in the last 10 years. There has also been an increase in the number of individuals receiving non-custodial sentences.

**2.66** Going forward, the Government will look to ensure that system integrity and citizen confidence are retained in a sustainable manner through the use of prison for serious offenders and the appropriate use of non-custodial alternatives for less serious offenders (with tough and enforceable sanctions, including prison where necessary, for those who breach).

### What has worked so far?

**2.67** Over the past 10 years, the Government has focused on tougher sentences and tighter control of the most dangerous offenders, alongside greater investment in rehabilitation<sup>30</sup> and improved sentence enforcement for less serious criminals (including increasingly higher fine enforcement rates).

**2.68** There are now 80,000 offenders in prison compared with around 60,000 in 1997. The number of offenders

supervised by the Probation Service has also increased, from 185,000 in 1997 to 232,000 in September 2006.

**2.69** There has also been a considerable increase in the number of places available on offending behaviour programmes in prisons and in the community. Between 1998/99 and 2004/05, the number of programmes completed within prison increased from around 3,000 to roughly 8,000. By 2005/06, there were some 17,000 completions of offending behaviour programmes in the community. The Prison Service also offers resettlement activities, including help to find housing and employment, to support offenders moving from prison into the community.

**2.70** A great deal of work has been undertaken in recent years to increase the visibility of unpaid work schemes and to engage communities in the choice of work to be done locally under the Community Payback project. Unpaid work completions rose from 34,473 in 2004/05 to 51,026 in 2005/06, which amounts to 6.5 million hours per year. Under recent legislation, people who receive a conditional caution may be required to do unpaid work.

**2.71** Restorative justice<sup>31</sup> is being used increasingly throughout the CJS both as an alternative and a complement to traditional criminal justice processes. It has been a central part of the youth justice system since the Crime and Disorder Act 1998.

Available evidence on the success of restorative justice in the UK is somewhat limited, although pilot studies<sup>32</sup> from Australia indicate that restorative justice approaches can reduce post-traumatic stress disorder in victims and, in some cases, reduce reoffending. Restorative justice approaches will continue to comprise a valuable element of future community-based sentences.

*Unpaid work completions rose from 34,473 in 2004/05 to 51,026 in 2005/06, which amounts to 6.5 million hours per year.*

42

‘If local kids see a local person painting over it [graffiti], then they might be less likely to do it again.’

(Source: Citizen Summit)

**2.72** In the short term, the Government will:

- **roll out end-to-end offender management** so that more offenders can be gripped and their offending reduced;
- **take through the Offender Management Bill** so that high-quality services can be commissioned from the best providers, whether from the public, private or third sector;

- **prioritise probation resources towards the highest-risk offenders;**
- **improve systems for the assessment of offenders and case management;**
- **announce the outcome of a review of the management of child sex offenders,** including introducing measures to ensure better two-way exchange of information between the public and professionals;
- **change sentencing and parole arrangements for the most dangerous offenders,** including introducing a requirement for unanimous parole board decisions and reviewing the way public protection sentences are determined; and
- **increase prison capacity by 8,000 places by 2012,** while recognising that there is significant uncertainty in trying to accurately predict likely future changes in the prison population.

### The next stage of reform

**2.73** Following the recent toughening in sentencing, the Government is now in a position where it can aim to achieve stability in sentencing and a greater focus on rehabilitation.

**2.74** A lot of rehabilitative work currently takes place in prison, and the Government’s knowledge of the relative effectiveness of different interventions in reducing reoffending continues to improve.

**2.75** The first priority is to ensure that current interventions follow best practice in what works, by targeting the right interventions at the right offenders.

**2.76** In the medium term, reform of the National Offender Management Service (NOMS), as set out in the Offender Management Bill, will provide stronger incentives for offender managers to reduce reoffending.

**2.77** The Government will also incentivise NOMS to coordinate better the resources spent on resettling offenders on release from prison, and to target better – in the short term – the provision of high-quality and cost-effective drug detox treatment and employment and training opportunities. In the longer term, and as resources allow, the Government will look to increase the availability of such programmes, given that 75,000 prisoners each year are going into prison as drug addicts, of whom around only 50,000 benefit from clinical services (maintenance and/or detox),<sup>33</sup> and only 30 per cent of prisoners receive employment, training or education arranged on release.

**2.78** In the longer term, the Government intends to increase the number of offenders who receive high-quality interventions – especially in prison – to reduce further the risk of reoffending.

**2.79** More effective use must be made of non-custodial sentences as an alternative sanction to prison. This means building on existing progress to ensure sentences that are tough, have a strong restorative element, are seen as effective by the public and have tough sanctions – including, ultimately, prison – for those who breach.

**2.80** The key policy recommendations are set out below:

- **Incentivise NOMS to coordinate better the resources spent on resettling offenders on release from prison**, to increase the availability of high-quality drug detox treatment and employment or training opportunities, and to ensure that the most appropriate providers are delivering these.
- **Incentivise NOMS to improve the quality and accessibility of effective rehabilitation programmes within prison** by continuing to focus on the rehabilitation programmes that evidence suggests work best in reducing reoffending, and selecting the best providers, whether from the public, private or third sector.
- **Improve the use, enforcement and communication of non-custodial alternatives.** This should include a wider range of visible punishments of last resort, such as removing non-cash assets and confiscating driving licences.

- **Increase the visibility of unpaid work** by developing the Community Payback scheme even further.
- **Establish a fine recovery target that ensures an appropriate focus on those receiving smaller financial penalties.**
- **Ensure sustained central government support for fines and community sentences for lower-level offenders.**

‘Information-sharing – in favour, but concerns about misuse – would need significant protection measures.’

‘People should share information – if we’ve got nothing to hide, why are we worried?’

(Source: Citizen Summit)

### **Making greater use of new technology that offers more effective ways of stopping and detecting crime**

**2.81** Efforts by criminal justice agencies to detect and resolve more crime can be enhanced by information and intelligence about the criminal intent of certain individuals and groups. Gathering this information and intelligence relies in part on the use of evolving technologies such as DNA and CCTV.

**2.82** Scientific and technical advances over the next five to ten years will continue

to present new opportunities to increase security, reduce crime, and improve offender detection and management. It is likely that, over time, the costs of new technologies will fall, while their reliability and sophistication will improve. But the greater use of such technologies requires a clear acceptance by citizens of the ways in which the resulting information will be used and the establishment of systems to ensure that the information is used appropriately.

### **What has worked so far?**

**2.83** The Government has introduced measures over the past decade to strengthen crime detection and law enforcement. These measures include significantly greater resources (including more law enforcement officers), new powers (such as powers to tackle anti-social behaviour and serious and organised crime) and stronger punishments (including longer custodial sentences).

**2.84** The Government’s approach to detection and enforcement has also relied on the use of technologies, including DNA databases and CCTV. Other examples include:

- biometric technologies, such as:
  - automated face recognition, for example via the new range of passports that include a digitised image of the holder’s face in a secure chip;

## At a glance: policy recommendations to improve the effectiveness and targeting of non-custodial sentences and prison rehabilitation programmes

- Incentivise NOMS to coordinate better resources spent on resettling offenders on release from prison.
- Incentivise NOMS to improve the quality and accessibility of effective rehabilitation programmes within prison.
- Improve the use, enforcement and communication of non-custodial alternatives.
- Increase the visibility of unpaid work by developing the Community Payback scheme even further.
- Establish a fine recovery target that ensures an appropriate focus on those receiving smaller financial penalties.
- Ensure sustained central government support for fines and community sentences for lower-level offenders.

- the identification and verification of individuals using fingerprints, for example to register asylum seekers; and
- iris recognition, for example to facilitate travel for frequent visitors to the UK.
- Automatic Number Plate Recognition (ANPR) technology – an established technology that allows vehicles observed by camera to have their vehicle registration mark ‘read’ using pattern recognition software. Evaluation of the pilot scheme suggested that each police constable operating as part of an ANPR-enabled intercept team would expect to make approximately 100 arrests (of criminals rather than road traffic offenders) per year – 10 times the national average for a police constable;<sup>34</sup>
- drug-testing techniques – developments in drug-testing technologies have allowed saliva to be used to detect drugs in an individual’s system as a quick and inexpensive alternative to blood tests; and
- detecting drugs-related premises – the police can now use infrared cameras in police helicopters at night to detect intensive heat lamps used to cultivate cannabis plants.

**2.85** The Government has provided significant funding for IT advancements that facilitate greater access to, and sharing of, information within criminal justice agencies. Recent examples include the £367 million of funding provided to develop a national police database (the IMPACT Programme), and the development of the Airwave radio communications system, which enables officers to access the Police National Computer while in the field.

*£367 million of funding has been provided to develop a national police database and to enable officers to access the Police National Computer while in the field.*

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**2.86** Concurrent with the increased use of technology to gather information and intelligence, the Government has introduced a number of safeguards, including legislation, to promote access to official information and to protect personal information.

#### **The next stage of reform**

**2.87** Looking ahead, the Government will make greater use of evolving crime detection technologies. The emphasis will be on striking an appropriate and mutually acceptable balance between the legitimate risk-based gathering of information and intelligence by the state and the public's expectation of privacy, free movement and lawful action. Citizens are

asked to accept the gathering of greater levels of information and intelligence in the knowledge that this will facilitate improvements in public safety and law enforcement. The Government will undertake further work on how best to create a set of strong safeguards and measures to protect the rights and liberties of law-abiding citizens. As part of this, clear rules will be put in place regarding how such information and intelligence is to be used, and systems will be established to ensure that the information is used appropriately. This will include careful planning to ensure that suspected offenders cannot use the safeguards to impede and prevent the effective use of such information and intelligence.

**2.88** The following policy measures indicate how the Government will look to make greater use of technology while ensuring strong public support:

- **Expand the use of the most cost-effective crime detection technologies** to assist in the gathering of information and intelligence, in order to facilitate improvements in crime detection and public safety. Over time, this could include:
  - identity cards;
  - mobile fingerprint readers for the police;
  - crowd scanners that detect bomb-related devices; and

- expanding the DNA database to all suspected offenders who come into contact with the police.
- **Make greater use of more sophisticated CCTV (perhaps enabling some degree of automatic facial recognition) and more advanced detection of weapons and explosives,** as these technologies evolve and costs fall. This should also include exploring the scope for scanning postal packages to detect drugs, as well as portable devices to allow the police to test for both the possession and use of drugs in the field.
- **Facilitate much more powerful analysis of key databases** (such as identity, intelligence, DNA, CCTV and crime), which will provide agencies with information that will help to detect and solve more crimes and protect the public.
- **Provide more police officers with fast mobile access to databases that will speed investigations.** This should include harmonising systems and business processes to overcome the information gap between existing bespoke applications that carry different levels of confidential data and information.
- **Create a set of safeguards and measures to protect the rights and liberties of law-abiding citizens in response to the use of evolving technologies.**

### **At a glance: policy recommendations to make greater use of technology while ensuring strong public support**

- Expand the use of the most cost-effective crime detection technologies.
- Make greater use of more sophisticated CCTV and more advanced detection of weapons and explosives.
- Facilitate much more powerful analysis of key databases.
- Provide more police officers with fast mobile access to databases that will speed investigations.
- Create a set of safeguards and measures to protect the rights and liberties of law-abiding citizens in response to the use of evolving technologies.

The Government will take steps to ensure that the criminal justice system operates as an effective public service by following established public service reform principles.

## 2C. Reforming the criminal justice system

### Introduction

**2.89** The Government plans to reform the criminal justice system (CJS) using established public service reform principles. The aim is to create a flexible, dynamic and joined-up CJS that responds more effectively to the needs of victims and witnesses and to public expectations.

### Applying the UK Government's principles of public service reform to institutions in the criminal justice system

**2.90** Criminal justice agencies have improved performance in some areas over the past decade, largely as a result of the CJS reforms to date. But agencies have yet to deliver a major step-change in performance.

**2.91** Greater joint working would help increase efficiency in procedures and improve overall effectiveness.

**2.92** Public confidence in the effectiveness and efficiency of the CJS has risen in recent years, although there remains room for improvement in public perceptions of CJS processes and outcomes. For

instance, while 80 per cent of people were very or fairly confident that the CJS respects the rights of those accused of a crime, only 43 per cent were confident that the CJS is effective in bringing those who have committed a crime to justice, and only 34 per cent were confident that the CJS meets the needs of victims.<sup>35</sup>

*Public confidence in the effectiveness and efficiency of the CJS has risen in recent years.*

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### What has worked so far?

**2.93** Across the CJS, there has been some application of the Government's model of public service reform, which focuses on performance management, citizen pressure, contestability where appropriate, and workforce reform.<sup>36</sup>

**2.94** The Government has introduced a number of reforms (including the Simple, Speedy, Summary reforms to the criminal courts, which involves, among other things, better information sharing and joint working, and the removal of a vast number of low-level offences from court),

many of which are already improving system efficiency and effectiveness in administering justice, such as improved court timeliness.

### The next stage of reform

**2.95** The Government will take steps to ensure that the CJS operates as an effective public service by following established public service reform principles. This means that:

- the different institutions will work together better;
- there is the right balance between top-down performance management and bottom-up citizen accountability;
- there is a commitment to workforce development and reform; and
- where appropriate, greater contestability is introduced, involving the best providers, whether from the public, private or third sectors.

The system must be well connected to its local communities and be seen to be acting on their behalf. The different elements of the CJS – the courts, the police, the Probation Service and others with an interest in fighting crime, such as local authorities – must be properly joined up. In driving this forward, the Government will look to ensure that new technology is used effectively.

**2.96** The Government will take steps to reduce paperwork so that it is at the minimum level necessary to maintain system integrity. This will boost the efficiency and productivity of the CJS.

**2.97** Finally, the Government will take steps to ensure that the CJS is outward-looking in its approach and accessible to communities. This includes rolling out nationally the principles of community justice, providing greater information to victims and witnesses, and raising the public profile of prosecutors.

**2.98** The Government will focus policy on the following areas to ensure that the CJS operates as an effective public service:

- **Reduce bureaucracy** by rolling out nationally the lessons learnt from pilot schemes where prosecutors worked with the police to cut down the amount of administration needed for preparing case files.
- **Raise the public profile of prosecutors** by taking further steps to ensure that the CJS is outward-looking in its approach and accessible to communities.
- **Introduce further contestability in court administration** by exploring how private providers can play a greater role in the delivery of administrative court functions, such as the provision of information.<sup>37</sup>

- **Implement technology-driven virtual courts to divert work from the courts and increase efficiency** over the longer term, and as resources allow. The *Delivering Speedy, Simple and Summary Justice* paper proposes a number of live links between police stations and courts to improve efficiencies. Video-link technology could allow for the creation of virtual courts<sup>38</sup> and hearings where the defendant is dealt with at the police station.
- **Establish greater interoperability between the technology systems of the various CJS agencies and partners.**
- **Ensure that the needs and views of victims are adequately represented** within the criminal courts by building on the pilots to introduce victims' advocates in the Crown Court. Further measures should include extending Community Impact Statements in magistrates' courts across the whole of England and Wales and using video links (where available) to provide an alternative means for victims and witnesses to give evidence.
- **Publish court performance data** (based on measures of efficiency, such as timeliness, in the first instance) to improve transparency and accountability of performance in the criminal courts. Her Majesty's Courts Service is already undertaking a major piece of work

on what constitutes a 'good court' and associated measures of success. The implementation of these findings and the publication of court performance data could drive performance improvements in the CJS. The criteria for intervening to improve a court's performance could be based, in part, on published performance.<sup>39</sup>

- **Make crime statistics (including at a neighbourhood level) widely available to the public.**
- **Consider an increased role for the third sector** to increase innovation in the criminal courts. The criminal courts have already seen a number of voluntary organisations, such as Victim Support, the Witness Service, Citizens Advice and Nacro (the crime reduction charity), identify and develop roles that improve the experience of court users. The Government will explore how it can work in partnership with agencies to drive improvements and innovation in the criminal courts. Community justice provides opportunities for working in partnership with other agencies and the proposal to introduce mental health courts, for example, could be undertaken with one of the many mental health charities.

## **At a glance: policy recommendations to apply the Government's principles of public service reform to institutions in the CJS**

- Reduce bureaucracy.
- Raise the public profile of prosecutors.
- Introduce further contestability in court administration.
- Implement technology-driven virtual courts to divert work from the courts and increase efficiency.
- Establish greater interoperability between the technology systems of the various CJS agencies and partners.
- Ensure that the needs and views of victims are adequately represented within the criminal courts by building on the pilots to introduce victims' advocates in the Crown Court, extending Community Impact Statements in magistrates' courts across the whole of England and Wales and using video links to provide an alternative means for victims and witnesses to give evidence.
- Publish court performance data to improve transparency and accountability of performance in the criminal courts.
- Make crime statistics (including at a neighbourhood level) widely available to the public.
- Consider an increased role for the third sector to increase innovation in the criminal courts.

## Reforming the critical workforces in the criminal justice system

**2.99** It is vital that individual workforces within the CJS are sufficiently flexible, productive and integrated to respond to the changing nature and prevalence of criminal activity, and to ensure that the CJS is delivering a quality public service based on future expected resources. Reform should include top-down elements, such as ensuring that there are sufficient staff, that they are incentivised with outcomes-based performance management, and that their roles are flexible enough to respond to modern crime challenges. There should also be horizontal pressure where appropriate, with roles subject to contestability, and the workforce as a whole needs to be responsive to bottom-up citizen pressure.

**2.100** These reforms need to be considered for the police, court staff, prosecutors and sentencers, National Offender Management Service (NOMS) staff and local authority figures involved in enforcement and crime reduction.

### What has worked so far?

**2.101** The Government has taken a number of important steps over the last decade to strengthen and reform the workforces of the criminal justice agencies:

- There has been a strong emphasis on increasing staff numbers and flexibility of frontline staff. Police Service numbers

(including officers and staff), for example, have increased by nearly 25 per cent since 2001.

- There has been greater flexibility within the profession, with almost 11,000 new police community support officers, and numbers are planned to reach 16,000 in 2007.
- New ways of working have resulted from the Government's Neighbourhood Policing approach, along with the introduction of neighbourhood wardens (often provided by the local authority) to support the work of the police.
- Probation Service officers have been similarly flexible within NOMS, and this has been coupled with an extra 7,000 probation workers since 1997.

*The Government has helped create an extra 7,000 probation workers, while Police Service numbers (including officers and staff) have increased by nearly 25 per cent since 2001.*

**2.102** The Government has introduced measures to promote greater integration and collaboration between the criminal justice agencies. For example, the new National Enforcement Service increases joint working and cooperation between Her Majesty's Courts Service and other criminal justice agencies (such as the police, NOMS and the Crown Prosecution Service) to

tackle the hard core of fine evaders. The National Enforcement Service benefits from new powers (such as the power of entry to premises), improved intelligence, with access to the Police National Computer, and increased professionalism through common standards and training. Measures such as community justice pilots provide a one-stop-shop approach, with sentencers, employment and housing agencies, probation, police and other support services employing a problem-solving approach to each offender's circumstances. Other reforms have seen CPS staff based both in police stations and in the Serious Organised Crime Agency, and the establishment of NOMS, which will facilitate collaborative partnership working to provide end-to-end offender management between probation and prison employees.

**2.103** Finally, new performance management regimes have been introduced to make agencies more accountable, including the Policing Performance Assessment Framework (PPAF), which is being updated into the new Assessments of Policing and Community Safety (APACS) system.

### The next stage of reform

**2.104** The Government will build on the workforce reforms to date to further strengthen the performance of the criminal justice agencies. Measures will cut across the various CJS workforces.

**2.105** There is a strong case for more flexible and specialist workforces. For example, an expansion of community justice and specialist courts will mean different working patterns for sentencers and others involved in reducing reoffending. A focus on Simple, Speedy, Summary justice will mean greater powers for prosecutors. In the police, more needs to be done to ensure an efficient mix of warranted officers and civilian investigators.

**2.106** Performance management regimes will need to evolve to ensure that workforces across the CJS are incentivised to improve outcomes, including the satisfaction of citizens and customer service standards, and productivity. For some, such as sentencers and prison governors, this will mean receiving regular performance information on crime outcomes and reoffending for the first time.

**2.107** For some CJS services, contestability can be introduced to incentivise outcome-based performance. For example, the reforms outlined in the Government's Offender Management Bill would provide the powers to commission high-quality services from the best providers. In addition, the courts system can make increased use of contestability to drive efficient processes in court administration functions (such as the provision of information).

**2.108** Finally, a number of CJS workforces should become more outward-facing, with steps required to increase the role of local accountability so that citizens can set priorities. Examples include the Police Service (discussed in more detail in the next section), community courts (see page 57), public-facing prosecutors, and greater citizen involvement in recommending projects for unpaid work.

**2.109** The specific steps the Government will take to reform the criminal justice workforces are set out below:

- **Work hard with the Association of Chief Police Officers (ACPO) to improve workforce efficiency** and ensure an efficient mix of warranted officers and civilian staff.
- **Reduce the number of performance measures, increase joint targets for police and crime reduction partners,** and further increase the prominence of measures of the satisfaction of citizens with, and their confidence in, the police.
- **Establish more effective mechanisms, including with the judiciary, for managing court performance,** including a foundation/beacon status for high-performing courts and greater intervention for those underperforming.
- **Focus on the greater use of pre-trial agreements and sanctions to ensure cost-effective case management.**

‘You can have things that the community would like doing, and you could let them decide what sort of work should be done by people on community service.’

(Source: Citizen Summit)

- **Increase the number of specialised, problem-solving courts** over the longer term, including establishing courts that deal solely with offenders with severe mental health problems. Associated specialist training of magistrates, and possibly prosecutors, should take place to promote greater awareness/understanding of the specific issues the victim is facing.
- **Establish a greater role for prosecutors in resolving lower-risk, uncontested cases out of court** and work with courts and communities to develop a more responsive CJS.
- **Ensure that all those involved in the CJS, including sentencers, prisons and probation, receive information about the outcomes of their interventions** (including impacts on costs and reoffending).
- **Ensure that communities and victims have a stronger say in the nature of community sentences** and, specifically, local options for unpaid work, by encouraging the courts (through the extension of community justice) to engage actively and formally with members of communities.

‘People don’t know how to impact on policing.’

‘Intelligent policing comes from the community – people need to engage the police.’

‘We want to be in contact with the local guys, with the faces you see in your local area. You want a personal number to call.’

‘There needs to be a community policeman, who you can feed in the information to.’

(Source: Citizen Summit)

– look at other ways to break down traditional demarcations between roles in order to establish a workforce with the flexibility to meet the changing needs of employees, customers and the state itself. For example, greater use could be made of cross-jurisdictional courts between magistrates’ and Crown courts, where the magistrates or judges can be given appropriate powers, including sentencing, to deal with an offender in the round, with both criminal and civil proceedings.

● **Break down traditional workforce demarcations.**

A new set of roles to support public service professionals, such as teaching assistants and Police Community Support Officers, has already improved both the efficiency and effectiveness of the workforce.

The Government should:

- continue to extend the use of such support roles, for example by creating prosecutor support officers to provide administrative support and to undertake the early stages of case management for offences being dealt with outside court; and

## Community justice courts

The community justice vision is about the courts and criminal justice agencies engaging with the local community and working in partnership with a range of support services, voluntary organisations and community groups to solve the problems caused by offending in a local area. It aims to strengthen the links between the courts, the CJS and the local community in order to increase local confidence in the work of the courts and the wider CJS.

The North Liverpool and Salford community justice projects were both established in the autumn of 2005 and evidence on the impact of these approaches to community justice will be available shortly. In November 2006, the Government announced the extension of community justice to 10 more sites in England and Wales, with the aim of these initiatives starting by April 2007. These projects will provide further learning and best practice so that the principles of community justice are mainstreamed in the existing courts and alternative venues, such as police stations, rather than establishing branded centres or new buildings.

It is the Government's intention to mainstream the principles of community justice in all magistrates' courts by 2008. The achievement of this objective will realise a number of benefits right across the CJS and the wider community. These include:

- making the court and the CJS responsive to the community and ensuring that their needs and problems are listened to and acted on;
- breaking cycles of reoffending by adopting a problem-solving approach that supports proportionate and cost-effective measures to reduce the risk of reoffending rather than a merely punitive approach;
- ensuring that compliance with court orders and other penalties is seen and recognised by the community;
- the community feeling empowered through the increased accountability and visibility of the court; and
- the reinvigoration of local justice and Neighbourhood Policing and increased levels of community cohesion and participation.

The challenge is to ensure that this transformation provides real community engagement with the courts and the CJS, to increase confidence and provide safer neighbourhoods.

## **At a glance: policy recommendations to reform the criminal justice workforces**

- Work hard with ACPO to improve workforce efficiency.
- Reduce the number of performance measures, increase joint targets for police and crime reduction partners, and further increase the prominence of measures of the satisfaction of citizens with, and their confidence in, the police.
- Establish more effective mechanisms, including with the judges, for improving the performance and responsiveness of the criminal courts.
- Focus on the greater use of sanctions on defence counsel and pre-trial agreements to ensure cost-effective case management.
- Increase the number of specialised, problem-solving courts over the longer term.
- Establish a greater role for prosecutors in resolving lower-risk, uncontested cases out of court.
- Ensure that all those involved in the CJS receive information about the outcomes of their interventions.
- Ensure that communities and victims have a stronger say in the nature of community sentences.
- Break down traditional workforce demarcations.

## Ensuring policing is more visible and locally accountable

**2.110** A number of steps have been taken in recent years to improve the extent to which the criminal justice agencies, and the police in particular, are locally visible and accountable. However, further fundamental reforms are necessary to ensure the police service is more responsive to local needs, and to strengthen police accountability arrangements at a local level.

### What has worked so far?

**2.111** The Government's approach to police reform has focused on providing a citizen-focused service to the public that responds to the needs of individuals and communities, including victims and witnesses, and inspires confidence in the police.

**2.112** The work of the Police Standards Unit<sup>40</sup> has helped drive impressive performance improvements through the provision of intensive support to police forces and Basic Command Units (BCUs) to help them meet performance targets. This includes improvements in citizen focus and local policing. Performance assessments at a national level in 2005/06<sup>41</sup> indicate that, compared with the previous 12 months, a number of improvements have been achieved, including:

*In 2005/06, 1.32 million offences were brought to justice nationally, an increase of 170,000 on the year before.*

- **crime reduction** – with particular focus on reducing incidents of burglary, vehicle crime, robbery and violence, overall performance in this domain has improved, with more 'excellent' and fewer 'poor' grades being awarded;
- **crime investigation** – data for 2005/06 indicates that 1.32 million offences were brought to justice nationally, an increase of 170,000 on the year before. This improvement was reflected in individual force assessments, with an increase in the number of forces assessed as 'excellent', and no force experiencing 'deteriorated' performance;
- **citizen focus** – nationally, there has been an increase in all public satisfaction measures, such as handling of enquiries and follow-up of incidents, with satisfaction of overall service increasing by 1.4 percentage points to almost 80 per cent in 2005/06. In addition, many forces improved on their results over the year; and
- **local policing** – results for 2005/06 show a continued increase in confidence in the local police. In addition, with respect to an assessment of progress in

rolling out Neighbourhood Policing, eight forces achieved an 'excellent' grade and 29 improved since the previous year.

**2.113** Much of this improvement in performance can be attributed to increased investment in policing, with record numbers of police officers and support staff.<sup>42</sup> However, a number of additional measures have also played a key role in establishing greater local visibility and accountability for the police, including:

- **citizen engagement through Neighbourhood Policing** – this includes the beginnings of greater citizen influence over resource allocation decisions. For example, under Neighbourhood Policing, citizen surveys form a primary input into local priority-setting;
  - **measures of the satisfaction and confidence of citizens** – these measures have been made a central part of the Home Office's performance management framework to measure how successfully police forces are providing more citizen-focused policing. A citizen-focused approach will improve public confidence in the police and increase satisfaction among those who come into contact with the Police Service, especially victims and witnesses;
  - **improved local service standards** – the Quality of Service Commitment<sup>43</sup> was developed by the Home Office with ACPO and involves the police setting out the core levels of service local citizens can expect to receive. The commitment was rolled out in November 2006, with all forces required to be compliant immediately. The PPAF user satisfaction measures will be key in assessing the impact of the introduction of the Quality of Service Commitment;
  - **community empowerment** – the Police and Justice Act 2006 created the Community Call for Action to give communities the means to request action on a community safety issue that they consider the police or other Crime and Disorder Reduction Partnerships to have failed to address adequately; and
  - **better use of local information** – since April 2006, there has been a statutory requirement for police authorities to distribute annual local policing summaries to every resident. These summaries are a means of getting information to the public about how they are being policed.
- 2.114** Evidence suggests that measures taken to increase community engagement can drive improved outcomes. For example, an evaluation<sup>44</sup> of some of the first Neighbourhood Policing pilots shows that, where implemented,

Neighbourhood Policing has led to significantly increased public confidence, while satisfaction and crime outcomes can also improve. Initial evaluation results show that the fall in crime in pilot areas was nearly twice the size of the fall in wards without Neighbourhood Policing activity. The public's confidence in the police, meanwhile, increased by a third in the wards with Neighbourhood Policing activity, five times more than in the wards without it. The increase in confidence and satisfaction may reflect the fact that Neighbourhood Policing facilitates local, sometimes face-to-face, accountability of the police to local communities and citizens.

**2.115** The public have a direct input into a significant proportion of detections. In areas where confidence in the police is low, reporting and detection rates are poor. Community engagement can also drive a cross-agency approach to crime, as citizens highlight problems that require a response from both the police and other local agencies. Community engagement is therefore likely to contribute to improved performance on detections, as well as increased performance pressures on the police and other crime agencies.

### The next stage of reform

**2.116** The Government has taken steps to improve the responsiveness and efficiency of the police, for example through reduced bureaucracy and less restrictive targets

for the police. Furthermore, the police have been encouraged to accelerate the pace of workforce reform and strengthen local accountability. However, more could be done.

*The public have a direct input into a significant proportion of detections.*

‘Ideally, you should be able to look at a police force that’s performing well and why they’re performing well, and then share knowledge.’

(Source: Citizen Summit)

**2.117** The challenges surrounding policing and community safety now and in the future mean that a new deal for the police is required. Key challenges include:

- **workforce reform** – ensuring that the police workforce becomes more specialised and flexible, with the right people skilled and available to deal with issues from anti-social behaviour to regional crime and terrorism in an increasingly efficient manner;
- **local accountability** – empowering local people and bringing together the police, local authorities and other agencies more effectively to pursue community safety in a visible and accountable way; and

- **capacity and capability** – achieving both the cooperation and collaboration necessary between police forces to ensure that the capacity and expertise are there when needed to deal with major incidents and operations, not least where criminal activities cross force or even national boundaries.

**2.118** Working with the Police Service, the Government now wants to develop a shared vision for reform which delivers a Police Service that:

- is trusted and respected everywhere;
- serves locally and protects nationally;
- is visible, accountable and public facing;
- is efficient, flexible and productive, delivering maximum value to the taxpayer; and
- is free from the burdens of unnecessary bureaucracy and red tape, with fewer targets and mandates from the centre.

**2.119** To develop this shared reform vision the Government will establish an independent review, drawing on a wide range of views and expertise, to explore four key issues:

- how to reduce bureaucracy and promote better business processes;
- how to sustain and mainstream the excellent progress that has been made on Neighbourhood Policing;

- how to ensure that the public are driving local policing priorities and how to improve local involvement and accountability; and
- how the Police Service can manage its resources effectively to deliver on the challenges of the coming years.

The review will report on a phased basis over the coming year, starting with an urgent review of bureaucracy and Neighbourhood Policing. It will not be constrained in the analysis it brings to bear on these areas, nor in thinking through the issues around how local people can have a real say about how their area is policed. It will be important for the review to consider the issues around funding and possible solutions to ensuring that greater efficiency and productivity will deliver the performance necessary on the ground. In looking at the four areas prescribed, the review will be able to make use of solutions generated by the police themselves as well as lessons learnt from other bodies both in the UK and abroad, including the experience of directly elected mayors in areas like London and those areas where lead councillors have played a key role in local crime reduction strategies.

**2.120** It will be critical to ensure that the Government, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) continue to deliver important areas of reform while the review is progressing.

## **At a glance: policy recommendations to ensure that policing is more visible and locally accountable**

- Establish a process to generate a new vision for police reform.
- Set up a review process, led by a trusted individual with wide experience of policing issues, to report by the end of 2007 on four key workstreams:
  - reducing bureaucracy;
  - mainstreaming Neighbourhood Policing;
  - local accountability; and
  - effective use of resources.

Security remains the first duty of  
government.

## 3. Security

### Introduction

**3.1** Terrorism is the most serious direct security challenge facing the UK, its allies and many countries across the world. The current threat – from those who seek to cause death and destruction in the name of a perversion of the faith of Islam – will be enduring, perhaps remaining with us for a generation or more. Most significantly, the threat is seamless, meaning that it does not recognise traditional boundaries between international and domestic.

**3.2** Terrorism must be prosecuted as a criminal activity as far as possible. Terrorism and related activities require sophisticated and multi-faceted approaches to counter them, which involve local communities, the police, the intelligence and security agencies, the criminal justice system, government departments, and the wider public and voluntary sector, including local authorities. Because the threat that the UK faces is seamless, affecting British and other interests around the world, coherent action is needed at home and abroad.

### Approach since 1997

**3.3** Since creating a counter-terrorist framework, known as CONTEST, in 2003, the Government has worked constantly to refine it. By 2007/08, the amount spent annually on security will have more than doubled compared with before 9/11 – to around £2.25 billion. Thanks to the diligence of the police, security and intelligence services, the UK has had successes – foiling several plots and successfully prosecuting offenders. But the UK has also suffered terrible attacks, with the London bombings of July 2005 but also abroad, with UK citizens caught up alongside people of many other nationalities in attacks in Bali, Egypt, Turkey and elsewhere.

*By 2007/08, the amount spent annually on security will have more than doubled compared with before 9/11 – to around £2.25 billion.*

**3.4** Like its strategy for crime and justice generally, the Government's approach to tackling terrorism is multi-layered. This is

reflected by the four main areas of work under the CONTEST framework.

- **Preventing** terrorism, by tackling the factors that make individuals, organisations and communities, both in the UK and elsewhere, prone to violent extremism.
- **Pursuing** terrorists and those who sponsor their campaigns by disrupting their activities.
- **Protecting** from terrorist attacks the UK public, key national services and UK interests abroad.
- **Preparing** for the consequences of sustained and innovative terrorist campaigns.

**3.5** The most important tasks for the police and security and intelligence services are to protect the public and disrupt terrorist attacks in the UK and abroad, and to bring to justice those planning and carrying out terrorist attacks. Since 1997, the Government has created a new legal framework to address the complex issues around this new terrorist threat, replacing outdated legislation. The Government has sought to provide the police and security services with the legal powers that they need to protect the public, disrupt terrorist plots and bring the perpetrators to justice.

- **A new range of offences has been created, designed to address the new forms of terrorism and the behaviour that leads to terrorism.**

These offences also allow the police and security services to intervene earlier in 'threat to life' operations. For example, legislation has been introduced to create a new offence of 'acts preparatory' to terrorism.<sup>45</sup>

- **Specific powers now exist to deal with foreign nationals who pose a security threat to the UK but who cannot be deported to their home countries.**

These powers of detention, originally enacted in the Anti-terrorism, Crime and Security Act 2001, were ruled incompatible with the European Convention on Human Rights (ECHR) by the House of Lords in 2004. Following this, they were replaced with a system of control orders under the Prevention of Terrorism Act 2005. Control orders are preventative orders that place obligations on individuals (of any nationality) that are designed to prevent, restrict or disrupt their involvement in terrorism-related activity. While not perfect, control orders are the best available means of addressing the continuing threat posed by suspected terrorists who cannot currently be prosecuted or, in respect of foreign nationals, cannot be removed from the UK. The Government is also seeking to challenge the current case

law around Article 3 of the ECHR, to strike an appropriate balance between the rights of those suspected of terrorism and the rights of the British community at large. Alongside this, the Government is successfully negotiating a series of memoranda of understanding to allow the deportation of suspects to their home countries under conditions compatible with our domestic and international obligations.

- Reflecting the need to intervene earlier in terrorist investigations, **the period of detention for terror suspects prior to charge has been extended**, giving the police more time to undertake their investigations. The value of this change has been demonstrated in the investigations into recent plots, which have been larger and more complex than previously seen.

**3.6** For those suspected of terrorism, the aim is to ensure that the process of investigating and bringing these cases to justice is both fair and swift. This will help to maintain public confidence in the arrangements for detecting and dealing with terrorists. New case management arrangements exist within the criminal justice system to deliver this.

**3.7** The immediate and enduring key to reducing terrorism is to prevent the process by which communities, organisations and individuals become

drawn into violent extremism. This will be achieved by:

- engaging in the struggle for values and ideas;
- supporting local communities to take on extremism in their midst;
- tackling disadvantage and supporting community cohesion; and
- acting against those who facilitate terrorism.

**3.8** Since the ideas and planning which fuel terrorism have their origins overseas as well as in the UK, the Government is taking action with overseas partners. This is also discussed in the Britain in the world strand of the Policy Review.

**3.9** A new fund has been launched to support local authorities and local communities in preventing extremism, and the Government has made it clear that only those who are prepared to play an active role in tackling the shared challenge posed by extremism will receive government support and funding. Those who preach hatred and violence in this country will not be tolerated, and the Government will seek to prosecute all those who do this. The Terrorism Act 2006 introduced the offence of ‘encouraging terrorism’ to deal with the specific issue of those seen to be actively glorifying terrorist activities in a way that could encourage others to commit terrorist acts.

## Challenges that remain

**3.10** It is clear that the threat posed by terrorism has increased. The terrorists' capabilities are innovative, their campaigns sustained and their organisations resilient. As the Director General of the Security Service said last year: 'There are now some 200 groupings or networks, totalling over 1,600 identified individuals (and there will be many whom we don't know) who are actively engaged in plotting, or facilitating, terrorist acts here and overseas'.<sup>46</sup> In the long term, countering terrorism demands even more than the tactical and operational successes attained so far.

**3.11** In particular, the struggle for values and ideas has to contest the Al Qaeda doctrine (the so-called 'single narrative') that persuades some Muslims and converts to become violent extremists. Unless the struggle for values and ideas is put on a sound strategic footing, the challenge of international terrorism will persist and grow. This overriding challenge requires constant political leadership, which must be sustained as the struggle to advance values and ideas fuels success. It will also require engagement with partners in the UK and in countries around the world.

## Approach going forward

**3.12** There can be no complacency in the Government's efforts to defeat those determined to use terrorism. As the scale and nature of the threat grows and changes, so too must the capacity to overcome that threat. In mid 2006, the Prime Minister asked the Home Secretary to lead a review of the Government's counter-terrorism policies, approach and structures, with a view to achieving a 'radical step-change' in the delivery of the Government's counter-terrorism strategy. A complementary review of the way in which the Government's counter-terrorism effort is resourced is taking place as part of the current Comprehensive Spending Review.

**3.13** The Home Secretary's review group included ministers from across government, notably the Foreign Secretary and the Secretary of State for Communities and Local Government, as well as the police and security and intelligence agencies. The group concluded that a radical step-change is now needed and offered practical and sustainable recommendations on how to move forward with an appropriate sense of urgency.

**3.14** The review group made a number of recommendations, at the heart of which was the underlying recognition that one of the most difficult aspects of the threat being faced is the struggle for ideas and

values. This finding underscores the need for constant political leadership, not only to formulate and decide on policy options, but also to oversee both the overall strategy and specific counter-terrorism campaigns. Such strategic focus will tackle the causes of terrorism, and the beliefs that motivate it.

**3.15** Security remains the first duty of government. It is clear that even with the unstinting and growing efforts and professionalism of the police, as well as defence, intelligence and security services, security cannot be guaranteed absolutely. The struggle for ideas and values has to involve everyone, because security is at once personal, societal, national and global.

**3.16** Political leadership therefore not only has to protect public security but also has to enable people to engage in the process of advancing the ideas and values that the UK holds in common. For example, the Department for Communities and Local Government works with UK communities, enabling them to foster the core value of tolerance. Alongside this, the Foreign and Commonwealth Office reaches out in innovative ways to the people of many countries and backgrounds to dispel misunderstandings and to foster tolerant, non-violent approaches to political and religious differences. The Government will work with international allies and with the public, private and third sectors to actively contribute to the struggle for ideas and values.

**3.17** Such campaigns have not happened and will not happen spontaneously. Adversaries are ruthless in their opposition to the core values that all civilised people share, and they run active but poisonous campaigns to devastating effect. Political leadership is vital to mobilising all sectors of society to campaign for common values. However, the review of counter-terrorism offers ways to achieve a radical step-change in security for everyone, as the first duty of government and the concern of every citizen.

## Conclusion

**3.18** A great deal has already been done to develop the UK's counter-terrorism effort so that it is equipped to deal with increasing and ever more complex threats. The UK police and the defence, security and intelligence services are second to none in the protection that they offer. But more needs to be done. Looking to the future, efforts must focus on continuing to provide constant political leadership across government, supported by a strong, strategic centre. The legal powers, skills and resources that apply to this work must be fully joined up and comprehensive. However, the Government cannot do this alone: its strength lies in the agencies, stakeholders and communities that contribute to the overall effort both here and abroad, encompassing the full spectrum of prevention, pursuit, protection and preparedness.

The Government's vision is for managed migration which maximises the benefits of immigration for UK citizens and the UK economy while minimising the risks.

# 4. Immigration

## Introduction

**4.1** Immigration raises a broad range of issues. It impacts on economic performance, public services, security and cohesion. This paper focuses primarily on those issues that touch on Home Office areas of responsibility. Other strands of the Policy Review – for example, the *economic dynamism* strand – will pick up other, broader issues.

**4.2** This chapter sets out the main trends in immigration over the past decade, the progress made in adapting immigration policy to these trends and the key challenges that remain. Most importantly, it proposes the approach that should be taken over the next 10 years, given those challenges.

## Progress since 1997

**4.3** Global migration has increased significantly in recent years. In 2000, there were 175 million international migrants in the world, representing a more than twofold increase in the number of migrants since 1960. Above all, it means that migration is now an issue facing large numbers of countries around the world.

**4.4** Immigration is not a homogeneous issue. Instead, it can be divided into five distinct groups, and at different times these different groups have contributed to the overall level of immigration.

- **Family migrants** – a decade ago, most permanent immigration was via family ties. This process has continued over the last 10 years.
- **Skilled migrants** – over the last decade, as our economy has prospered and grown, there has been an increase in highly-skilled migrants arriving in the UK on work permits in response to demand for specific skills. For example, in 2006 around 25 per cent of work permits issued were for workers in the health sector. These workers from abroad have made a positive contribution to the economy, supported public services and helped create a successful society.
- **Refugees** – the UK continues to give protection to those at risk of torture and persecution. Claims for asylum increased in the late 1990s, but have fallen back sharply since 2002. In 2006, there were fewer asylum applications than in any year since 1993. Alongside this,

an increased number of failed asylum seekers are being removed from the country, with more removed in 2006 than ever before.

- **European Union (EU) migrants** – following EU expansion in 2004, there has been a significant increase in workers from Europe.
- **Illegal immigration** – at a national level, concerns about illegal immigration continue, in spite of measures, such as tighter controls at the border, that have tackled the flow.

**4.5** In general, the impact of immigration on the UK economy is positive, with estimates suggesting that migrants account for 10–15 per cent of projected growth in GDP.<sup>47</sup> But there are actual and potential pressures and risks that may affect particular parts of the country or particular segments of the population. For these reasons, over the past decade the Government has put in place a strategy for managing migration.

- New approaches to border security have been introduced, resulting in lower levels of unfounded asylum claims and increased removals. Removals of failed asylum seekers increased by 91 per cent from 1997 to 2005.

*In 2006, there were fewer asylum applications than in any year since 1993.*

- More stringent requirements are now in place for those wishing to study, work or join family in the UK, including proof of English language ability and longer qualifying periods for people wishing to settle.
- Illegal immigration through the English Channel ports has been reduced, as a result of better controls and increased cooperation with our French and Belgian partners.
- Legislation has been introduced to create identity cards for foreign nationals staying in this country and for British citizens.
- New technology has been introduced in high-risk countries and in the UK to store biographic and biometric data. All asylum applicants are now routinely fingerprinted to prevent multiple applications and fraudulent claims for support.

## Challenges that remain

**4.6** Notwithstanding the benefits, new technology and tighter controls, a number of challenges remain for all countries across the EU, including the UK, including:

- likely continued growth in immigration flows as a result of globalisation;
- the emergence of new global competitors such as India and China whose rising prosperity may trigger further migration flows;

- further expansion of the EU;
- managing migration in the context of global terrorism; and
- the potential for large-scale displacement from the developing world, especially from Africa.

**4.7** Furthermore, immigration is seen by the public as a high priority facing the country.<sup>48</sup> There may be a number of reasons for this, including:

- **concern about the number of immigrants**, legal or illegal, entering the country;
- **the belief that immigrants receive different treatment** from the indigenous population on social justice issues such as the allocation of housing; and
- **concern about pressure on jobs** for the low skilled, and a perception of a negative impact on public services, even though the public generally accept that there are positive economic impacts as a result of immigration.<sup>49</sup>

## Approach going forward

**4.8** The Government's vision is for managed migration which maximises the benefits of immigration for UK citizens and the UK economy while minimising the risks. To do this, the Government will increase control and regulation of who

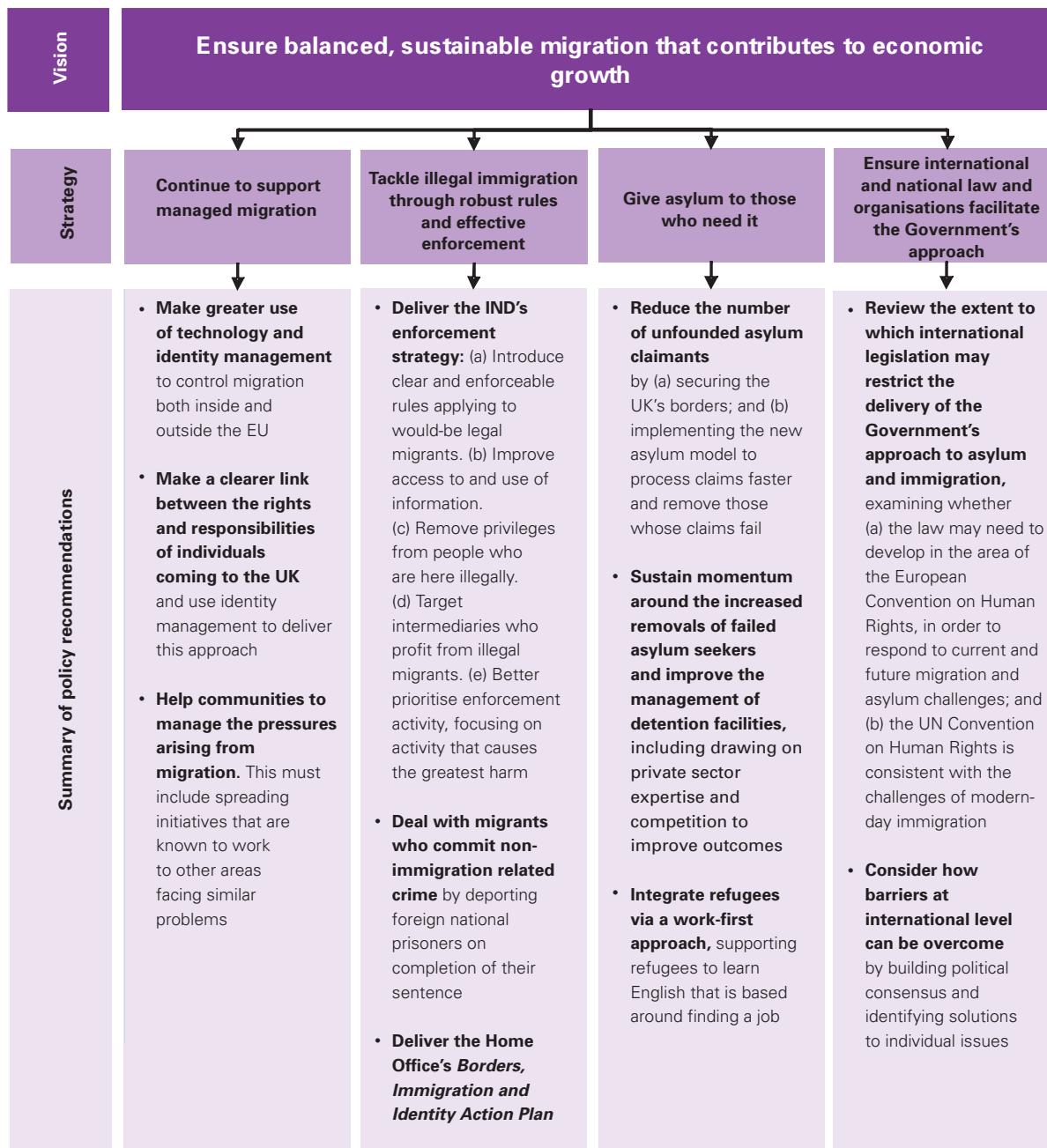
comes to the UK and who stays, and will ensure a robust, integrated system where newcomers abide by the rules and make a positive contribution to society.

**4.9** Achieving this vision requires a strategy that addresses four main issues:

- how continued migration – from both within and outside the EU – is controlled to the benefit of the UK economy and society;
- how managed migration can be overseen and illegal migration tackled, through robust rules and enforcement – including ensuring that there is an effective agency capable of dealing with these issues;
- how asylum can be provided swiftly and fairly to those in need; and
- how international cooperation and legal structures can facilitate our approach to migration and asylum.

**4.10** Figure 8 summarises the Government's future policy approach on immigration.

Figure 8: The Government's future immigration policy framework



## Supporting continued managed migration

**4.11** The Government welcomes managed migration that brings positive economic benefits. The benefits arise through the contribution that migrants make to the following areas.

- **The economy** – for example, migrants on average contribute more to public finances and use fewer services than individuals born in the UK.<sup>50</sup> Migrants from countries that have recently joined the EU tend to have particularly positive economic characteristics. The majority are young (over 80 per cent are under 30), have few dependants and are reasonably well educated. The employment rate of migrants from the eight states that joined the EU in 2004 is over 80 per cent (higher than the UK rate).
- **Public services** – over a third of UK doctors are trained abroad,<sup>51</sup> and many other sectors, including teaching, dentistry and care work, benefit from migration from new EU countries.<sup>52</sup>
- **Creating a successful society** – 43 per cent of postgraduate students are international,<sup>53</sup> and ethnic minority businesses contribute £13 billion per year to the economy.<sup>54</sup>

**4.12** However, these benefits need to be balanced by effective measures to meet the challenges.

- Because of the relatively free movement of people within the EU, it will be necessary to **work with EU member states to introduce effective ways to capture data on passengers and migrants moving within the EU**. This data should be made accessible to both central and local government to allow a better understanding of how populations are changing, and to facilitate a rapid and appropriate response.
- To deal with specific dangers to the public, UK immigration authorities need to **work with the travel industry and other countries to put in place electronic systems which give advance warning about who is travelling to the UK**. This will enable early intervention if someone could be a danger to the public or may abuse UK hospitality. It will also facilitate the counting of everyone in and out of the UK. Taken together, these measures will allow UK authorities to know who is coming and going, and who is still here but should not be.
- There must be effective ways to **stop people changing their identities when in the UK, without making travel unduly difficult for ‘trusted travellers’**. The Government intends to do this by recording biometric information (for example fingerprints) about foreign travellers. Iris scanning at the border already operates for some ‘trusted

travellers', and all people seeking a visa to stay in the UK will have to provide their biometric data.

- The **implementation of a points-based system by 2009 for migrants from beyond the EU** will provide an objective, robust way of ensuring that only those workers and students who offer a clear benefit to the UK economy can come.
- In the longer term, the goal is to **set up compatible systems for establishing biometric identity**. This involves developing links between the UK and other governments' population records, and sharing data on high-risk individuals to ensure an internationally integrated approach to common threats like terrorism, organised crime and immigration abuse.

**4.13** A clear framework of rights and responsibilities should apply to all visitors and foreign nationals once in the UK, which is robustly and rigorously enforced. This would mean:

- **increasingly distinguishing between visitors, temporary migrants and permanent migrants**, and ensuring that people understand the rules and responsibilities that apply to each category. For example, those coming temporarily should be able to support themselves (for example by taking out adequate health insurance), while those looking to become UK citizens

– particularly those who have joined family in the UK – should be expected to speak English well. The Government should consider whether to require those looking to become UK citizens to demonstrate that collectively they, and their family, are contributing socially and economically to the UK – for example, by working and paying tax;<sup>55</sup> and

- **using the investment in biometric identity management to manage and enforce these rights and responsibilities effectively**. All non-EEA migrants in the UK for more than three months will require an identity card (a biometric residence permit) to allow them to prove that they have a right to be in the UK, and to access various services. This document would be time limited and could be de-activated centrally when the person's stay in the UK expired. People would have to show their identity card in order to prove that they had a right to work in the UK. They could also be asked to show it before accessing services they are not entitled to use for free, such as health, to ensure that they are correctly charged.

## Overseeing managed migration and tackling illegal immigration

**4.14** The Government has an established strategy for dealing with managed migration and illegal migration. This includes:

- **taking a sophisticated, country-specific approach to immigration**, using intelligence and existing data to identify the countries, transit countries, regions within countries, routes of entry and individuals who pose most risk to the UK – and so prevent them from travelling;
- **securing the UK’s borders** using tougher checks abroad to ensure that only those with permission to enter the country can travel to the UK;
- **developing an electronic system** which will:
  - record all passengers entering and leaving the UK;
  - automatically identify people who have stayed longer than their visa allows; and
  - give information to border security agencies to identify dangerous or abusive passengers before they travel and arrive in, or depart from, the UK;
- **developing a more effective strategy – led by the IND – for enforcing immigration rules** in partnership with the private sector. The aim is to:
  - make it easier for would-be legal migrants to stay, using clear and easily enforced rules;
  - provide government departments with better information on illegal migrants so that they can take appropriate action;
  - introduce a one-stop identity- and rights-checking service for employers;
  - remove privileges from people who are here illegally, including denying them the ability to access the labour market;
  - target intermediaries who profit from illegal migrants, through fines for private landlords and employers who knowingly deal with illegal migrants;
  - prioritise enforcement activity to focus on the prosecution, detention and removal of the minority of foreign nationals involved in criminal activity; and
  - open up some functions of the immigration service to the private sector, where it can help deliver the above aims more effectively and efficiently;
- **making it easier to deport foreign national prisoners** by:
  - changing the law to make deportation automatic for foreign nationals at the end of their sentence;
  - recording the nationality and – over time – considering taking the biometrics of offenders; and
  - using our investment in developing nations to ensure that they have the capacity to take back their criminals; and

- **putting in place a robust, reformed immigration agency**, with demanding outcome targets to help deliver a step-change in performance. Part of this transformation will involve the IND becoming the Borders and Immigration Agency from April 2008.

## Granting asylum to those who need it

**4.15** The Government has a three-pronged approach for dealing with asylum:

- **reducing the number of unfounded asylum claimants** and processing claims and granting refugee status more quickly;
- **increasing the number of unfounded asylum seekers who are removed** and continuing to return more unfounded asylum claimants than are arriving; and
- **integrating refugees** into local communities to support social cohesion.

**4.16** The number of unfounded asylum claims has been reduced significantly since 2001. At the same time the new asylum model – which involves tighter case management, shortened processes and faster removals – has been used to improve the speed with which asylum claims are processed and refugee status is granted.

**4.17** Although there has been a sharp reduction in asylum claims and an increase in the number of failed asylum seekers

removed from the UK, more needs to be done. In particular, incentives should be developed for people to return to their home country voluntarily, potentially combining this process with gathering intelligence surrounding the perpetrators of organised immigration crime. There is also a need to manage detention facilities more effectively and efficiently and increase the use of commissioning and contestability to exploit better the resources available.

**4.18** Refugees have very low employment rates, which lead to a range of other issues, such as dependence on benefits and social housing. To address these issues, the Government will develop a work-first approach, which has been successful for other hard-to-help groups. This could include a requirement – with the requisite support – to learn English that is based around finding a job.<sup>56</sup> This service would be delivered by the third sector and other providers.

## Ensuring that international and national law facilitate the UK's approach to immigration and asylum

**4.19** International conventions on migration and asylum were drafted in an era of completely different migration issues. The expansion of the EU and new migration patterns, with large-scale migration from diverse countries, create new demands that may require changes to national and

international legislation and organisation to ensure that the Government can deliver controlled migration within a robust set of rules.

**4.20** The global nature of migration and asylum means that action at an international level is needed to deliver the Government’s objectives. Multilateral institutions – at both a global and European level – and international law have an important role to play. These international frameworks provide the UK with many opportunities. For example, human rights conventions provide a framework for states to demonstrate that they meet specific human rights standards. However, the Government will review existing arrangements to ensure that they facilitate and support its current approach. There are two particular areas that such a review should examine:

- *Do existing conventions support the Government’s approach to migration and asylum?*

With regard to the **European Convention on Human Rights**, the Government has identified areas in respect of which the law may need to develop in order to respond to current and future migration and asylum challenges. As discussed in Chapter 3, the Government will look to

strike an appropriate balance between the rights of the individual and the rights of citizens of a nation as a whole within the context of seeking to challenge the current case law around Article 3 of the European Convention on Human Rights.

With regard to the **UN Convention on Human Rights**, work should be done to establish whether there are elements of the convention that do not match the challenges of modern-day migration.

- *What practical steps could be taken instead of, or alongside, amending international legislation?*

While progress has been made at EU level on dealing with the flow of migrants from North and West Africa, there is scope to increase cooperation between states, building political consensus and identifying solutions to individual issues. For example, the Government will develop specific measures to help prevent countries becoming migration transit routes from developing countries to the EU. The Government will also work with other immigrant destination countries, such as Australia and the US, to share information about and take action against individuals who pose a threat to the public, either in terms of security or immigration.

## **At a glance: policy recommendations on immigration**

### *Continue to support managed migration*

- Make greater use of electronic tracking, biometric technology and identity management to control migration from both inside and outside the EU.
- Clarify the rights and responsibilities of individuals coming to the UK and use biometric identity cards to enforce the rules.
- Take an active role in helping communities respond to and manage the impacts of migration, including developing real-time population data.

### *Tackle illegal migration through robust rules and effective enforcement*

- Deliver the IND's enforcement strategy:
  - introduce clear and enforceable rules applying to would-be legal migrants;
  - improve access to and use of information, getting the right information to people who can act on it;
  - remove privileges from people who are here illegally;
  - target intermediaries who profit from illegal migrants; and
  - better prioritise enforcement activity focusing on activity that causes the greatest harm.
- Deal with migrants who commit crime by deporting foreign national prisoners on completion of their sentence.

### *Give asylum to those who need it*

- Reduce the number of unfounded asylum claimants by securing the UK's borders and implementing the new asylum model to process claims faster and remove those whose claims fail.
- Sustain momentum around the increased removal of unfounded asylum seekers.
- Improve the management of detention facilities.
- Integrate refugees via a work-first approach and support refugees to learn English that is based around finding a job.

*Ensure international and national law and organisations facilitate the Government's approach to immigration and asylum*

- Review the extent to which international legislation may restrict the delivery of the Government's approach to asylum and integration.
- Consider how barriers at international level can be overcome by building political consensus and identifying solutions to individual issues.

The UK should remain a cohesive and tolerant country where citizens share a set of common values and have a sense of belonging to both their communities and the country.

# 5. Cohesion

## Introduction

**5.1** Cohesion is about the ability of a society to function well together around a set of common values.

**5.2** At the local level, cohesive communities are ones in which people:

- trust and get along with each other and have a sense of belonging;
- respect diversity and are tolerant; and
- promote fairness to ensure that community members have similar life chances.

**5.3** At the national level, a cohesive British society is one in which people have a clear idea of what is expected of them and share a common set of values that transcend ethnic, religious or other identities.

**5.4** Cohesive communities are central to many key government objectives, including:

- preventing and managing conflict and tension;<sup>57</sup>
- increasing levels of cooperation between individuals and communities and improving their ability to get along;

- improving social justice; and
- creating a self-confident Britain in a globalising world.

**5.5** The box overleaf highlights the broader relevance of cohesion to the Policy Review process, by summarising key themes emerging from the seminars for non-Cabinet ministers that were held in January and February as part of the Review.

**5.6** However, there are significant challenges to government in promoting cohesion. Individual communities may be experiencing very specific changes and can face very different cohesion challenges. The same factors that improve cohesion in one community may cause a lack of cohesion in another community. For example, large-scale regeneration projects can improve the quality of life in one area, but cause resentment in others, unless carefully handled. Provision of specialised services, for example healthcare for Somali women, often supports bonding activities and assists with **initial** integration, but may reduce English language exposure and make **long-term** integration more difficult. At the same time, individuals and communities can

## Relevant themes arising from seminars with non-Cabinet ministers

- Cohesion means building a society in which people have a clear idea of what is expected from them and share a common set of values.
- Cohesion is about creating the conditions for people to prosper and tackling disadvantage and inequality.
- Cohesion is not about overcoming a 'clash of civilisations' but building resilience against threats affecting all communities from a small number of extremists, condemned by the vast majority of our Muslim communities.
- There is a need to build safe and tolerant communities, strengthening them against the threats posed by extremism.
- British common values must be promoted to those who wish to live in Britain permanently.

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express strong views about cohesion even if they are not directly affected by the issue. Immigration and immigrants are increasingly cited by the public as 'concerns' in national polls, even when they have not experienced any immigration locally.<sup>58</sup>

### Progress since 1997

#### Local cohesion

**5.7** The Government's approach to promoting cohesion at the local level has focused on building capacity and capability in local communities and improving life chances.

**5.8** To build capacity and capability in local communities, the Government has looked to:

- introduce the teaching of citizenship;
- strengthen local leadership and engage local communities. For example, various funding streams help organisations to promote community cohesion and shared citizenship at a local level by funding practical solutions to build capacity among faith communities to support inter-faith work, and the Connecting Communities Plus Fund supports participation such as Operation Black Vote and small grassroots projects which aim to encourage interaction at local level; and
- provide support to areas experiencing challenges to cohesion. For example, work has been done with the Institute

of Community Cohesion to provide training for local authorities, while the National Communities Tension Team at the Association of Chief Police Officers works with local police forces and provides advice on policing options. Neighbourhood renewal advisers work with local areas to provide mediation, conflict resolution and give local communities a voice.

**5.9** The Government has sought to improve life chances by:

- promoting employment opportunities (for example through Welfare to Work, regeneration and other programmes);
- increasing educational attainment and skills;

- alleviating deprivation and poverty (for example through Tax Credits and the New Deal for Communities programme);
- improving neighbourhoods (for example through a focus on reducing crime and increasing community policing); and
- tackling discrimination and prejudice (for example with the recent launch of the Commission for Equality and Human Rights).

**5.10** The Government has set up a Commission on Integration and Cohesion. The Commission, a fixed-term advisory body, is considering how local areas can make the most of the benefits delivered by increasing diversity – but will also consider how they can respond to the

### **Paths to cohesion: the Bradford example**

In 2001, Bradford experienced severe disturbances in which 326 police officers were injured and £10 million of damage was caused. The Government's response focused on local actions, including improving social conditions, building links between different groups in the community and engaging wider and different community leadership structures.

Specific activities included building shared community facilities, raising participation in neighbourhood forums, youth parliaments and local elections and acting on hate crimes.

These activities were set clear targets and have helped to turn around a community that, in 2001, was on the brink of conflict. Today it is a community where more than 80 per cent of residents think that people of different backgrounds get on well.

tensions it can sometimes cause. It will develop practical approaches that build communities' own capacity to prevent problems, including those caused by segregation and the dissemination of extremist ideologies.

**5.11** Overall perceptions of local cohesion remain strong, with 80 per cent of the population feeling that people from different backgrounds get on well in their local area.<sup>59</sup> However:

- the proportion of people who strongly agree that people from different backgrounds get on **in their local area** declined from 18 per cent in 2003 to 12 per cent in 2005;
- there are significant differences by age group, with 88 per cent of those over 65 perceiving their communities to be cohesive compared with 78 per cent of those aged 16–19; and
- there are some differences by ethnic group. For example, 76 per cent of mixed-race respondents surveyed in 2005 perceived their communities to be cohesive, compared with 88 per cent of Chinese respondents.

**5.12** Britain has always prided itself on being a tolerant, open country where diversity is respected. In some cases, the level of tolerance and respect for diversity has increased. For example, attitudes towards marriage between different

ethnic groups and homosexuality have become significantly more tolerant.<sup>60</sup> The evidence also suggests, however, that there has been a decrease in tolerance in some areas, particularly around issues of immigration. Although the percentage of people who believe that immigrants are good for the British economy increased from 17 per cent in 1995 to 22 per cent in 2003, this represents just over one in five people in Britain. In 2003, 39 per cent of people believed that immigrants cause an increase in crime rates compared with 25 per cent of people in 1995.<sup>61</sup>

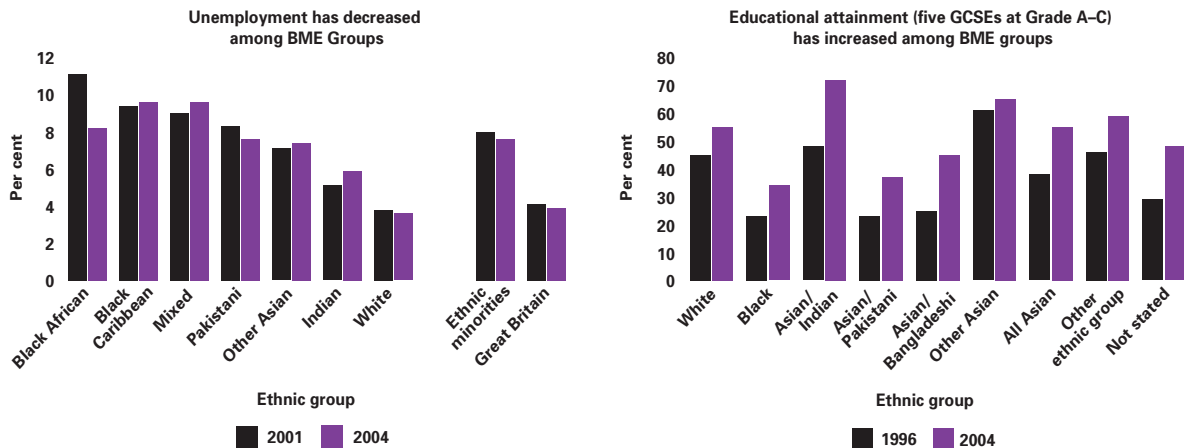
**5.13** Life chances have improved in various respects over the past decade. The charts in Figure 9 show improvements in employment rates, levels of educational attainment and child poverty for black and minority ethnic (BME) groups.<sup>62</sup>

### National cohesion

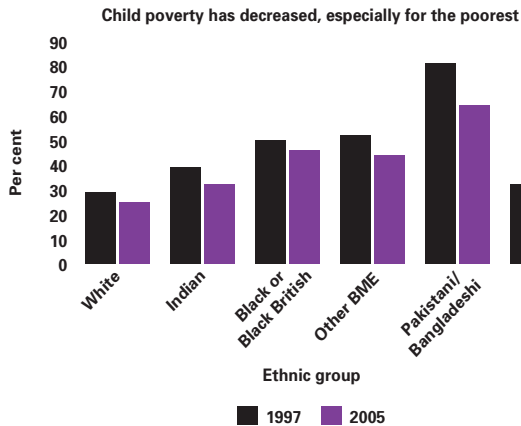
**5.14** Measures of national cohesion are less developed. Current measures of national cohesion include how 'British' people feel (in terms of identity) and how this relates to other identities, and the level of support for the shared values that underpin identity.

**5.15** Overall, there has been a decline in the number of people who identify themselves as British over the last two decades. However, the evidence is mixed about the extent to which Britons identify with local or regional levels. Analysis of

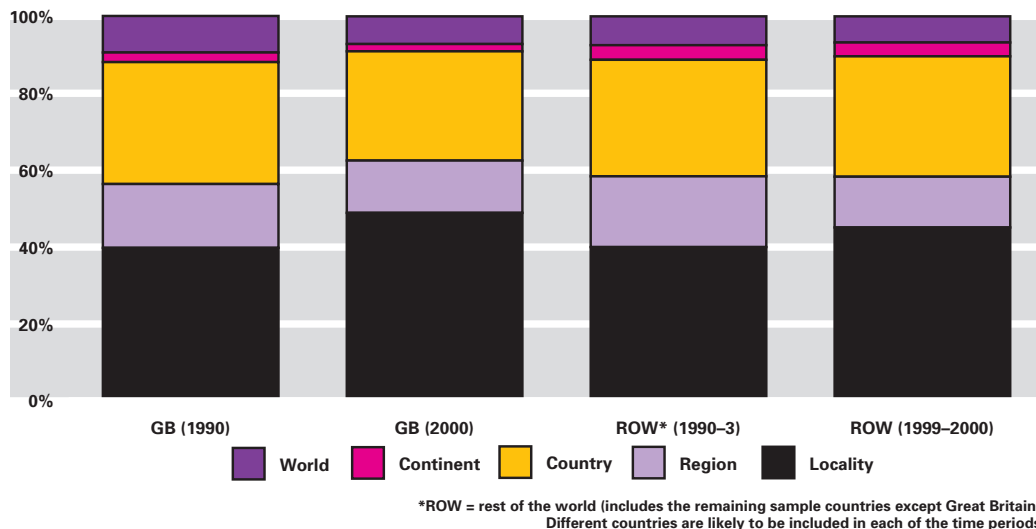
**Figure 9: Outcomes in indicators of life chances**



Source: Ethnic Minority Employment Task Force (2004) *Equality, Opportunity, Success. Year 1 Progress Report* ([www.emetaskforce.gov.uk](http://www.emetaskforce.gov.uk))



**Figure 10:** The sense of belonging of the UK population compared to other countries



Source: World Values Survey 1990–2000

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the World Values Survey (1990–2000) showed that around 50 per cent of Britons identified much more strongly with their locality or town compared with roughly a quarter who identified strongly with their country (see Figure 10).<sup>63</sup> In addition, very recent (unpublished) data from MORI<sup>64</sup> showed that just over a quarter of respondents identify themselves as British.

**5.16** In addition to affinity to local areas, people’s ethnic identity has become more important to their overall identity. However, it is clear that some people continue to think about themselves in multiple terms, for example being Scottish **and** British. Indeed, BME groups are more likely to identify themselves as British than white groups – when this does not preclude other identities<sup>65</sup> to which they may

also feel they belong. But when asked whether they feel ‘British’ rather than any other identity, black and Asian groups are increasingly identifying with their ethnic identity, as they are becoming less likely to feel British (see Figure 11).<sup>66</sup>

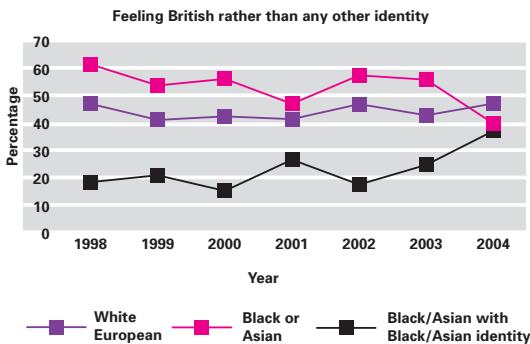
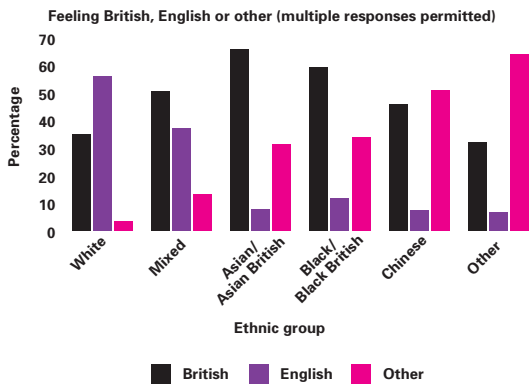
**5.17** Nevertheless, there is a consensus among the British people about some of the core civic values that are central to Britishness. For example, a 2005 YouGov poll showed overwhelmingly that Britishness was widely defined in terms of several core civic values (including freedom of expression, fairness, tolerance and adherence to the rule of law). The 2005 Citizenship Survey showed that ideas about core British values appear consistent across religious and ethnic groups (see Figure 12).

## Challenges that remain

**5.18** The challenges to cohesion fall into three main groups.

- **Increasing diversity** – like many countries, Britain has recently experienced increased diversity. The reasons for this include the fact that the volume of migration has increased; the fact that migrants are coming from a

**Figure 11: Proportion of the population who ‘feel British’**



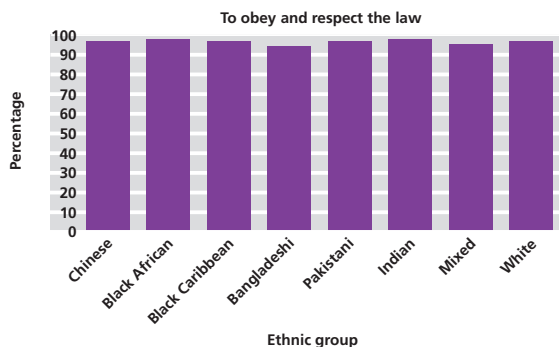
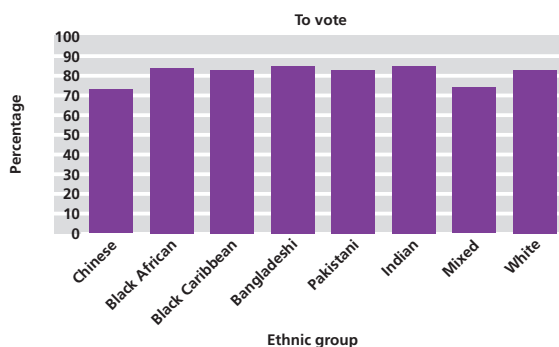
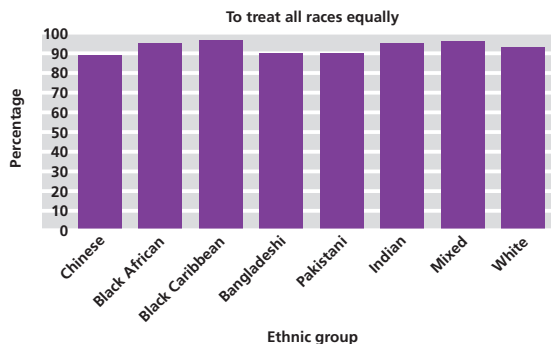
Source: British Social Attitudes Survey

wider range of countries; and the way in which migrants are dispersed across the UK, often moving to regions that may not previously have experienced much migration.

- **Rising sympathy with extremist sentiments** – while the vast majority of our Muslim communities condemn extremist sentiments, there has been a worrying increase in levels of expression of sympathy with extreme Islam. For example, 5 per cent of UK Muslims polled in August 2005 thought the July attacks were ‘justified’ and 13 per cent ‘didn’t know’ whether they were justified or not.<sup>67</sup> Extremist sentiment, as expressed by voting patterns for far-right parties, has increased among some communities.<sup>68</sup>

Terrorism itself may not be prevented by increased cohesion,<sup>69</sup> but lack of cohesion is considered to be a significant factor behind communities allowing extremist feelings to go unchallenged and for not condemning extremist views. For instance, perceived prejudice and frustration due to the lack of achievement in certain communities have been cited as reasons for supporting extremist views.<sup>70</sup> Support for extremist sentiments and parties indicates support for values and social norms that are counter to those that should be at the core of a modern British identity.

**Figure 12: Views on what core values should be a responsibility for UK citizens**



- **Differences in life chances** – life chances are still not equal for all communities in the UK, and perceptions of different access to public services persist. Those with poorer life chances (including low income, low educational attainment, etc) tend also to feel the most negative about cohesion. Some groups who experience poorer life chances can blame immigration for their circumstances because of the fears it creates about impacts on job prospects for the low-skilled, access to social housing and access to public services.

### Approach going forward

**5.19** The Government’s vision is that the UK should remain ‘a cohesive and tolerant country, where citizens share a set of common values and have a sense of belonging to both their communities and the country.’<sup>71</sup>

**5.20** In order to achieve that vision, the Government requires a strategy that promotes cohesion and sets out what cohesion means for the UK. Figure 13 sets out a possible vision and future strategy, which will be developed further in the light of the Commission on Integration and Cohesion report, when it is published in the summer.

**5.21** There are three key elements to this strategy:

- **promoting common values** to ensure all people living in the UK share a common civic British identity. Citizenship is an ‘earned’ right, with a clearly defined duty on immigrants to integrate. Explicit and managed processes for integrating immigrants are in place, including an obligation to learn English. Further, the shared values that underpin the British national civic identity, such as demanding allegiance to the rule of law, need to be communicated and promoted;
- **building cohesion locally to promote safe and tolerant communities** that are close, vibrant, resilient and support each other. Communities need to be both strong internally and able to mix positively with other groups, for example by supporting shared community projects and promoting the use of the English language; and
- **addressing actual and perceived inequalities** to eliminate differences in opportunity by race, faith, place, class and gender. Perceptions of unfair treatment in the allocation of public services such as housing or benefits will be addressed, for example through the transparent allocation of public services and clear communication of the principles and processes behind that allocation. The valuable contribution that immigrants make as individuals needs to be better communicated, and policy needs to continue to address the

differences in life chances between different areas and groups of people.

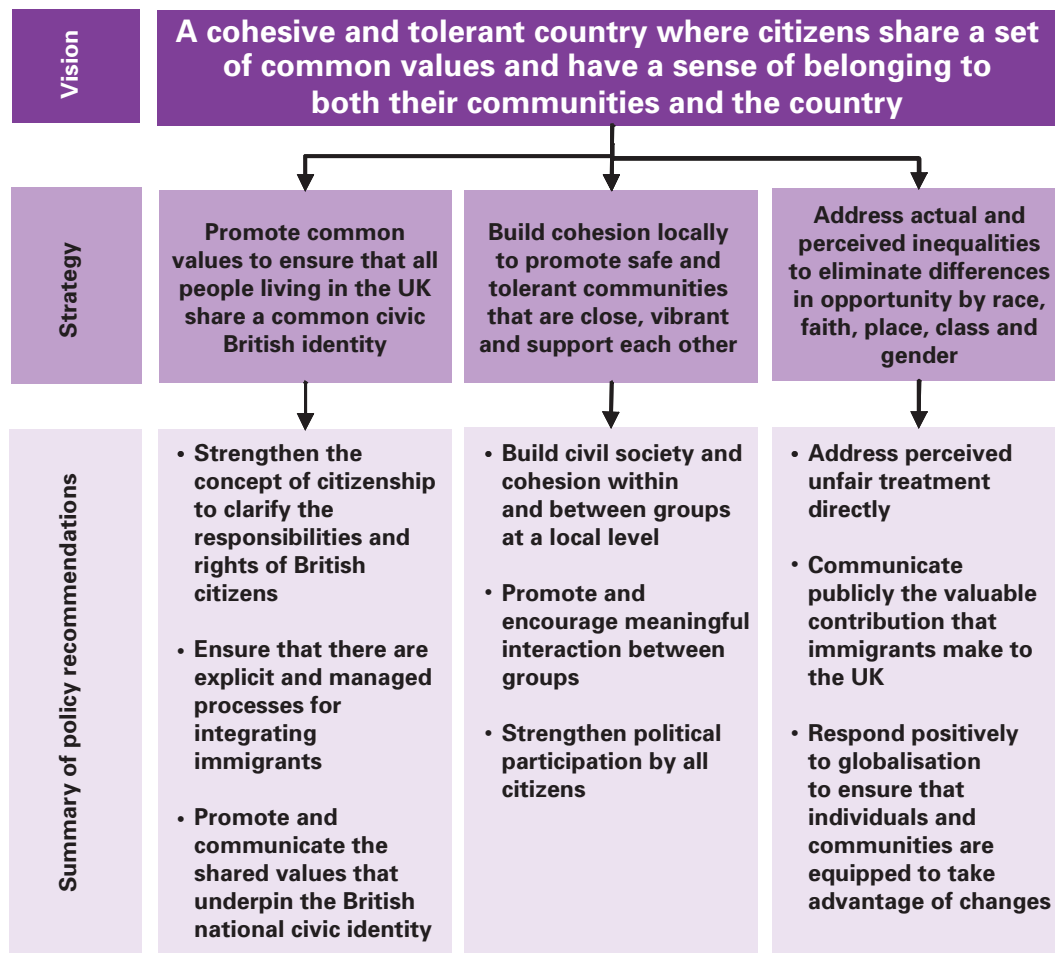
**5.22** The Government’s response will need to focus on influencing people’s behaviours and changing social norms. Traditional levers and policy interventions, such as tax and policing, will not be sufficient, although interventions such as Neighbourhood Policing and the Respect Agenda will remain powerful at the local level.

Improved communication and engagement will be vital to influencing the way people behave in public and in private.

**5.23** The specific policy measures that the Government should pursue as part of its overall strategy are set out below.

- **Strengthen the concept of citizenship** to clarify the responsibilities and rights of British citizens and, in particular, to define the duty to integrate, both for new migrants and for existing communities.
- **Ensure that there are explicit and managed processes for integrating immigrants**, based upon a sound understanding of their needs and how long they will stay. These could include a package of guidance and practical help during the integration process, a focus on work placement and education on shared values for new immigrants.
- **Promote and communicate the shared values that underpin the British national civic identity**, for example by

**Figure 13:** The Government’s vision for an open and tolerant society



highlighting positive role models, funding appropriate sports and arts activities and demanding allegiance to the rule of law.

- **Build civil society and cohesion within and between groups at a local level**, so that different communities are stronger and better able to interact

and link with other communities and the state. For example, community and faith leadership should be built at a local level, and bids for funding from ethnic and religious groups should be tested to ensure that they will strengthen community cohesion and integration.

- **Promote and encourage meaningful interaction between groups**, for example supporting shared community projects and promoting the use of the English language.
- **Strengthen political participation by all citizens**, for example by promoting proportionate ethnic, gender and racial

representation in government and devolving power, as proposed in the local government White Paper, *Strong and Prosperous Communities*, through the Community Call for Action and other means.

- **Address perceived unfair treatment directly**; for example, where some communities perceive that migrants are receiving different treatment than them,

### **At a glance: cohesion policy recommendations**

#### *Promoting common values so that all people living in the UK share a common civic identity*

- Strengthen the concept of citizenship to clarify the responsibilities and rights of British citizens.
- Ensure that there are explicit and managed processes for integrating immigrants.
- Promote and communicate the shared values that underpin the British national civic identity.

#### *Building cohesion locally so that all communities are safe, vibrant and support each other and are resilient to the threat of extremist sentiment*

- Build community representation and internal cohesion within groups at local level.
- Promote and encourage meaningful interaction between groups.
- Strengthen political participation by all citizens.

#### *Addressing actual and perceived inequalities so that differences in equality of opportunity by race, faith, place and class are eliminated*

- Address perceived unfair treatment directly.
- Communicate publicly the valuable contribution that immigrants make to the UK.
- Respond positively to globalisation to ensure that individuals and communities are equipped to take advantage of changes.

there should be increased transparency in the allocation of public services and clear communication of the principles and processes behind that allocation.

- **Communicate publicly the valuable contribution that immigrants make to the UK** (as well as immigration more generally).
- **Respond positively to globalisation to ensure that individuals and communities are equipped to take advantage of changes**, through continued support for investment in skills, regeneration and tailored support to communities and continued work to narrow the gaps in life chances between places and groups of people, for example through Neighbourhood Renewal activities, regeneration and welfare reform.

The Policy Review process will inform the broad approach the Government takes across policy areas over the coming decade.

## 6. Next steps

**6.1** The Policy Review process has allowed the Government to undertake a fundamental, wide-ranging look at what can be achieved over the next 10 years. Drawing on policy papers specifically drafted for the Policy Review and views from the public and numerous ministerial seminars, this paper has set out some of the future priorities in relation to security, crime and justice.

**6.2** The steps that need to be taken are to:

- reduce **crime** and improve the satisfaction and confidence of citizens in the criminal justice system by building on the Government's approach to crime prevention, law enforcement and reform of the criminal justice system;
- provide public **security** through coherent action, both here and overseas, by all the agencies, stakeholders and communities which contribute to the overall effort, encompassing the full spectrum of prevention, pursuit, protection, and preparedness;
- manage **immigration** effectively, which will involve improved control and regulation of who comes to the UK and who stays, and a robust, integrated system where newcomers abide by the rules and make a positive contribution to society; and
- strengthen **cohesion** locally and nationally by promoting common values and addressing actual and perceived inequalities.

**6.3** Measures already in hand include:

- the Offender Management Bill to make end-to-end offender management a reality;
- rolling out specialised courts, including community justice courts, to improve the responsiveness of the criminal justice system to the needs of victims and communities;
- developing a new immigration enforcement strategy to facilitate cooperative working on the issue of illegal immigration, in order to balance fairness with enforcing immigration laws; and

- strengthening political participation by all citizens, for example by promoting ethnic, gender and racial representation in government and devolving power, as proposed in the local government White Paper, *Strong and Prosperous Communities*, through the Community Call for Action and other means.

**6.4** The Government's Policy Review is reflective of a broader long-term work programme being taken forward by the Government, which includes the Comprehensive Spending Review and the Capability Reviews of government departments. Together, these reviews will inform the broad approach that the Government takes across policy areas over the coming decade.

# Endnotes

- 1** As measured by the British Crime Survey 1997 and 2005/06.
- 2** British Crime Survey 1996 to 2005/06 data. See [www.homeoffice.gov.uk/rds/pdfs06/hosb1206chap2a.xls](http://www.homeoffice.gov.uk/rds/pdfs06/hosb1206chap2a.xls)
- 3** Since 1998, there has been a 32 per cent fall in the number of people who are 'highly worried' about violent crime and a 31 per cent drop in those who are 'highly worried' about burglary.
- 4** Taylor P., Budd S. and Thorpe K., 'Crime in England and Wales: Quarterly Update to September 2006', *Home Office Statistical Bulletin*, 25 January 2007. See [www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf](http://www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf)
- 5** *The UK Government's Approach to Public Service Reform*. See [www.cabinetoffice.gov.uk/strategy/work\\_areas/public\\_service\\_reform/index.asp](http://www.cabinetoffice.gov.uk/strategy/work_areas/public_service_reform/index.asp)
- 6** The case management approach in the National Offender Management Service (NOMS) involves end-to-end offender management based on continuity, consistency, commitment and consolidation. This involves joined-up working between prisons and the Probation Service to ensure that the same offender manager works with an offender for the entirety of their sentence.
- 7** Home Office *Citizenship Survey* 2005.
- 8** Taylor P., Budd S. and Thorpe K., 'Crime in England and Wales: Quarterly Update to September 2006', *Home Office Statistical Bulletin*, 25 January 2007. See [www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf](http://www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf)
- 9** National Criminal Justice Board.
- 10** Security and terrorism are discussed in Chapter 3 of this paper.
- 11** 'Social trust' signifies whether people think other people can, in general, be trusted. Research suggests that fear and perceptions of crime may be inversely related to levels of social trust (see, for example, Halpern D., 'Moral Values, Social Trust and Inequality: Can Values Explain Crime?', *The British Journal of Criminology* 41:236–251, 2001).
- 12** Taylor P., Budd S. and Thorpe K., 'Crime in England and Wales: Quarterly Update to September 2006', *Home Office Statistical Bulletin*, 25 January 2007. See [www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf](http://www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf)
- 13** MacDonald Z., Tinsley L., Collingwood J., *et al.*, 'Measuring the Harm from Illegal Drugs using the Drug Harm Index', *Home Office Online Report* 24/05, 2005. See [www.homeoffice.gov.uk/rds/pdfs05/rdsolr2405.pdf](http://www.homeoffice.gov.uk/rds/pdfs05/rdsolr2405.pdf)
- 14** *The UK Government's Approach to Public Service Reform*. See [www.cabinetoffice.gov.uk/strategy/work\\_areas/public\\_service\\_reform/index.asp](http://www.cabinetoffice.gov.uk/strategy/work_areas/public_service_reform/index.asp)

- 15** Feinstein L., *Predicting Adult Life Outcomes from Earlier Signals: Identifying Those at Risk*, Report for the Prime Minister's Strategy Unit, August 2006.
- 16** Although cost-benefit analysis of crime prevention is notoriously difficult, there are a number of promising evaluations of early intervention studies, including the Nurse-Family Partnership in the US, which claims a 19:1 benefit; Perry Pre-School (7:1); and Multi-Systemic Therapy (5:1).
- 17** Dretzke J., Frew E., Davenport C., *et al.*, 'The Effectiveness and Cost-Effectiveness of Parent Training/Education Programmes for the Treatment of Conduct Disorder, Including Oppositional Defiant Disorder, in Children', *Health Technology Assessment* 9(30), 2005. See [www.hta.ac.uk/fullmono/mon950.pdf](http://www.hta.ac.uk/fullmono/mon950.pdf)
- 18** Feinstein L., *Predicting Adult Life Outcomes from Earlier Signals: Identifying Those at Risk*, Report for the Prime Minister's Strategy Unit, August 2006.
- 19** Sourced from The Poverty Site. See [www.poverty.org.uk/summary/key%20facts.shtml](http://www.poverty.org.uk/summary/key%20facts.shtml)
- 20** Office for National Statistics, Labour Force Survey.
- 21** Source: Crime Reduction website. See [www.crimereduction.gov.uk](http://www.crimereduction.gov.uk)
- 22** The impact assessment report is available at [www.crimereduction.gov.uk/ppo/ppominisite09.htm](http://www.crimereduction.gov.uk/ppo/ppominisite09.htm). See <http://press.homeoffice.gov.uk/press-releases/Offending>
- 23** *Sunderland DIP Impact Assessment Study* and *Middlesbrough DIP Impact Assessment Study*, Government Office for the North East, 2005.
- 24** The power of review was introduced under Section 178 of the Criminal Justice Act 2003.
- 25** Available evidence indicates that: (a) the Home Office's Reducing Burglary Initiative reduced crime by an average of 7 per cent in 56 pilot areas; (b) 'alley-gating' (placing gates at either end of an alley way) in Merseyside reduced burglary in affected houses by 55 per cent; (c) Secure Design Houses saw a 26 per cent reduction in burglary and a 42 per cent fall in motor vehicle theft from outside homes; and (d) improved street lighting can reduce crime by up to 30 per cent. Source: Home Office and Crime Reduction websites.
- 26** Home Office estimate.
- 27** See the Respect website for further evidence, [www.respect.gov.uk/members/article.aspx?id=9748](http://www.respect.gov.uk/members/article.aspx?id=9748)
- 28** For example, Youth Opportunity and Youth Capital Funds, totalling £115 million over two years, have been made available to all local authorities in England since April 2006, giving young people the chance to establish their own projects and improve the activities available locally. All authorities are also under a new statutory duty to secure access for young people to 'positive activities', including youth clubs, sports facilities and art projects. See [www.respect.gov.uk/members/article.aspx?id=9748](http://www.respect.gov.uk/members/article.aspx?id=9748)
- 29** *Strengthening Powers to Tackle Anti-Social Behaviour: Consultation Paper*, Home Office, 2006.
- 30** Since 1997, there has been an increase in annual investment in prisons of £77 million in drug misuse treatment and £46 million in offender behaviour programmes and resettlement; and there has been an increase in annual investment in probation of £77 million in probation-accredited programmes, £34 million in Drug Treatment and Testing Orders (DTTOs)/Drug Rehabilitation Requirements (DRRs) and £9 million in basic skills.

- 31** Restorative justice is a process whereby: (a) all the parties with a stake in a particular conflict or offence come together to resolve collectively how to deal with the aftermath of the conflict or offence and its implications for the future; and (b) offenders have the opportunity to acknowledge the impact of what they have done and to make reparation, and victims have the opportunity to have their harm or loss acknowledged and amends made. Source: Restorative Justice Consortium, [www.restorativejustice.org.uk](http://www.restorativejustice.org.uk)
- 32** Sherman L.W., Barnes G., Strang H., *et al.*, *Restorative Justice: What We Know and How We Know It*, Working Paper Number 1, Lee Center of Criminology, University of Pennsylvania, 2004; and Centre for Restorative Justice, Australia National University.
- 33** The Integrated Drug Treatment System (IDTS) is being introduced in certain prisons and is aimed at boosting the quality of clinical drug treatment. By March 2008, the IDTS is expected to benefit around 24,500 offenders – with the full IDTS (that is, enhanced clinical and psycho-social (CARAT) support) in 17 prisons and enhanced clinical services in at least a further 32 establishments.
- 34** *Engaging Criminality: Denying Criminals the Use of the Roads*, PA Consulting Group.  
See [www.paconsulting.com/NR/rdonlyres/8BEBFD54-94DC-4274-8283-EE1A66D0E09E/0/ANPR\\_report\\_24\\_Oct.pdf](http://www.paconsulting.com/NR/rdonlyres/8BEBFD54-94DC-4274-8283-EE1A66D0E09E/0/ANPR_report_24_Oct.pdf)
- 35** Taylor P., Budd S. and Thorpe K., 'Crime in England and Wales: Quarterly Update to September 2006'. See *Home Office Statistical Bulletin*, 25 January 2007, [www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf](http://www.homeoffice.gov.uk/rds/pdfs07/hosb0107.pdf)
- 36** *The UK Government's Approach to Public Service Reform*. See [www.cabinetoffice.gov.uk/strategy/work\\_areas/public\\_service\\_reform/index.asp](http://www.cabinetoffice.gov.uk/strategy/work_areas/public_service_reform/index.asp)
- 37** *Supporting Magistrates' Courts to Provide Justice*, Department for Constitutional Affairs, 2005.
- 38** An operational model of a virtual court has already been produced as part of the London Virtual Courts Initiative.
- 39** Publication of such data would need to make clear that court performance data may reflect the collective performance of all parties to a hearing (judges, magistrates, CPS, NOMS, defence, etc) and not necessarily the court (the judiciary/magistracy) in isolation.
- 40** The Police Standards Unit:
- runs national programmes, including the Automatic Number Plate Recognition Programme and the Tackling Violent Crime Programme. The latter entails working closely with areas to reduce more serious violence;
  - manages national initiatives that are designed to improve operational effectiveness and national campaigns on issues such as alcohol enforcement and domestic violence; and
  - develops forensic science techniques, using new technologies to solve cold cases, for example in rape cases.
- 41** See <http://police.homeoffice.gov.uk/documents/police-assessments-0506.pdf?view=Binary>
- 42** Police service numbers (including officers and staff) have increased by nearly 25 per cent since 2001, and there are now more than 140,000 police officers and 13,000 volunteer special constables across England and Wales. In addition, there has been greater flexibility within the profession, with almost 11,000 new police community support officers and numbers planned to reach 16,000 in 2007.

- 43** See <http://police.homeoffice.gov.uk/news-and-publications/publication/police-reform/quality-of-service-commitment?view=Binary>
- 44** *Neighbourhood Policing: Progress Report*, Home Office, 2006.
- 45** This was recommended by Lord Carlile in the *Second Report of the Independent Reviewer Pursuant to Section 14(3) of the Prevention of Terrorism Act 2005*, Home Office, 2007.
- 46** Dame Eliza Manningham-Buller, speech at Queen Mary College London, 10 November 2006.
- 47** Source: HM Treasury, 2002.
- 48** MORI Six-monthly tracker, Immigration and Nationality Directorate, January 2007.
- 49** Survey data shows general support for immigration; for example, an *Observer* poll on 10 April 2005 showed 45 per cent of those surveyed agreed that 'Immigration is good for the economy', and the latest MORI poll shows that 36 per cent agree with the same statement.
- 50** *Paying their Way*, Institute for Public Policy Research (IPPR), 2005.
- 51** *Medical Census 2005*, Department of Health, 2005.
- 52** *Accession Monitoring Report*, Home Office, 2006.
- 53** *Higher education in facts and figures*, International Perspectives, Summer 2006, Universities UK.
- 54** Analysis of the Annual Small Business Survey 2003, Department of Trade and Industry, 2003.
- 55** The issues of citizenship and integration are covered in more depth in Chapter 5.
- 56** Lack of English has been identified by the Commission on Integration and Cohesion as being a critical barrier to integration. See *Our Interim Statement*, Commission on Integration and Cohesion, 2007.
- 57** Chapter 3 of this paper discusses security, terrorism and extremism.
- 58** MORI Six-monthly tracker, Immigration and Nationality Directorate, January 2007.
- 59** Home Office Citizenship Survey, 2005.
- 60** The British Social Attitudes Survey showed an increase in respondents who stated that they 'would not mind' if one of their close relatives were to marry a person of Asian origin, from 48 per cent in 1983 to 70 per cent in 1996. The World Values Survey showed a reduction in respondents who stated that homosexuality was 'never acceptable', from 47.5 per cent in 1981 to 24.5 per cent in 1999.
- 61** British Social Attitudes Survey, 1995–2003.
- 62** Ethnic Minority Taskforce, 2005; Youth Cohort Survey, Department for Education and Skills, 2005; *Improving Opportunity and Strengthening Society: One Year On*, Department for Communities and Local Government, 2006; British Crime Survey, 2005.
- 63** World Value Survey analysis showing respondents' first choices when asked at what level did they feel the strongest sense of belonging. The international average includes the US, Canada, Denmark, France, Italy, The Netherlands, Norway, Spain, Sweden and Ireland.
- 64** Ipsos MORI poll (unpublished), 2007.

- 65** Labour Force Survey 2002/03, Office for National Statistics; *Asian Britishness, A study of first generation Asian migrants in Greater Manchester*, Working Paper 4 of the 'Asylum and migration series, Thompson A., Begum R., IPPR, 2005. *Perceptions of Britishness, Nations and Nationalism 3*, 1997, Jacobson J.
- 66** British Social Attitudes Survey ('Feeling British rather than any other identity').
- 67** According to an ICM poll in August 2005. Other polls have shown similar results; for example, in a YouGov poll in July 2005, 6 per cent agreed that the bombing attacks were justified on balance.
- 68** Ipsos MORI aggregate data, 2002–04.
- 69** Terrorism is covered in Chapter 3. The PREVENT strand of the counter-terrorism strategy is concerned with tackling the radicalisation of individuals, both in the UK and elsewhere.
- 70** Interviews with representatives from the Joint Terrorism Analysis Centre, 2007.
- 71** Prime Minister's speech on multi-culturalism, October 2006.

