



Reducing Crime

THE HOME OFFICE WORKING WITH CRIME
AND DISORDER REDUCTION PARTNERSHIPS

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SUMMARY AND CONCLUSIONS



1 Crime has a detrimental impact on quality of life - victims and witnesses suffer financial and emotional loss and the fear of crime can mean people feel unsafe, particularly at night.

2 The British Crime Survey is regarded by the Home Office as the most authoritative source for assessing crime levels as it measures people's direct experiences of crime and is not affected by reporting or recording changes. The survey results are based on interviews with up to 40,000 people a year. In 2004, its estimate for the number of crimes committed is 11.7 million, which is five per cent less than the previous year and 22 per cent less than five years earlier. There were over 5.9 million crimes recorded by the Police in England and Wales in 2003-04, equivalent to 113 crimes per 1,000 people. As the British Crime Survey estimates show, the true figure could be much higher, however, as victims do not report every incident to the Police. This is why the Home Office is convinced the British Crime Survey provides a more accurate measure of crime than the recorded crime statistics.

3 The Home Office aims to reduce crime in England and Wales and has provided grants of £926.8 million since 1999 to fund specific crime reduction projects. Grants have gone to Police Basic Command Units, 354 Crime and Disorder Reduction Partnerships in England and 22 Community Safety Partnerships in Wales. These local Partnerships include Police, local Police and Fire Authorities, and the NHS and are required to work with the Probation Service, voluntary sector and local residents and businesses to find local solutions to local crime problems. The crime reduction projects funded by the Home Office include:

- **Initiatives focused on potential and known offenders** to deter individuals from committing crime. Schemes include specialist staff to provide help, such as support in dealing with drug dependency, and schemes to keep young people 'off the streets'.
- **Initiatives focused on specific locations.** Some locations can become crime 'hotspots'. Initiatives include better lighting, closed circuit television and cleaning up graffiti.
- **Initiatives aimed at potential victims of crime.** Projects include raising awareness, such as reminders to secure buildings and vehicles and advising vulnerable groups of risk.

These specific grants form a relatively small part of the funding dedicated to delivering Home Office Aim 1 - a reduction in crime and fear of crime. In 2003-04, the Home Office spent around £5.5 billion to help meet this objective a large proportion of which is directed to the Police.

Main conclusions of our report

4 Home Office grants to Crime and Disorder Reduction Partnerships and Police Basic Command Units have contributed to the 39 per cent reduction in the number of crimes reported through the British Crime Survey between 1995 and 2003-04. Many of the projects funded by the Home Office have been diverse in nature, innovative and successful in reducing crime. In one successful project in Blackpool, for example, the Partnership estimated that the initiative had prevented 262 crimes and led to a net financial saving to society of over £200,000¹ plus non-quantifiable improvements in people's quality of life.

5 The Home Office regards the provision of grants to new organisations as inevitably likely to lead to increased administration and bureaucracy. No single initiative alone is likely to resolve all aspects of crime and we believe the Home Office is to be congratulated on the range and diversity of the projects and initiatives it has supported. Although it is difficult to demonstrate direct cause and effect, the work of the Home Office Crime Reduction Directorate has contributed to the continuing reduction in crime reported by the British Crime Survey in recent years.

6 That said, we believe that the Home Office could have achieved bigger reductions in crime by minimising the administrative work done by Partnerships, so that more monies can be spent on successful crime prevention initiatives instead. While some of this was most likely inevitable, Partnerships have too often 'reinvented the wheel' by not using lessons learned elsewhere. Resources have too often been tied up dealing with administration of different grant conditions imposed by the Home Office and other Departments. And smaller Partnerships spent a higher proportion of their grant monies on staff costs. Improvements depend on the Home Office encouraging neighbouring Partnerships to communicate and collaborate more and by simplifying grant procedures to reduce the administrative burden.

7 In this context, the Home Office reported that it has put in place Local Delivery Agreements with two local authorities - Bradford, and Hammersmith and Fulham - under which a wide range of separate grants have been pooled and a greatly simplified performance management system introduced. The Home Office also confirmed two further initiatives to reduce bureaucracy in 2005-06. The first is the plan to merge a number of separate streams of Home Office funding with further funding streams from the Office of the Deputy Prime Minister into a single Safer and Stronger Communities Fund. The second is the launch of 21 Local Area Agreement pilots which will incorporate a still wider set of funding streams and draw together spending from the Home Office, the Office of the Deputy Prime Minister, the Department for Education and Skills and the Department of Health into three separate "chapters", covering Children and Young People, Safer and Stronger Communities and Healthier Communities and Older People.

¹ The Partnership estimated the project had cost £281,000 to operate and had generated a financial saving of £481,400.

Our main findings in more detail

Crime reduction projects are more likely to be successful when there is commitment and synergy within a Partnership

8 The involvement of Partner agencies is critical to Partnerships having the information and skills to design and run crime reduction initiatives. Divisional Police Commanders and the Chairs of Partnerships typically rated their local Probation Service and local Health Service as less active than other key statutory Partner agencies due to resource constraints and competing priorities.

9 Success in reducing crime depends on generating a synergy amongst those in each Partnership and a commitment to tackle crime - issues of genuine local concern were more likely to generate such commitment among Partners. Each Partnership strategy is a means to pull together different bodies to achieve success, but the quality of the strategies is variable. Existing Home Office guidance focuses on the structure of the document rather than whether it will enable the Partnership to achieve significant reductions in crime. We developed a checklist of ten good practices the Home Office could use to assess Partnerships' plans before committing resources.

10 Partnerships' commitment to tackle local crime concerns depends on devising suitable initiatives to address the problem and getting the projects up and running quickly. We found that successful projects target underlying causes of crime through a strong analysis of local data and by drawing upon lessons learned. Only 44 of the 72 projects we examined, however, had specific, measurable and realistic targets. About half of the projects we examined had been delayed by between two months and a year, and 69 per cent of Partnerships and 80 per cent of Police Basic Command Units cited delays as a reason why they might not achieve their crime reduction targets for 2002-05.

11 Project hold ups were partly due to delays by the Home Office in confirming the amount and conditions attached to funds provided. Seventy six per cent of Partnerships said projects were also delayed because of recruitment difficulties - in particular because of difficulties in finding skilled staff. Small neighbouring Partnerships could collaborate more closely to share resources so that they can recruit and retain sufficient in-house staff between them with the skills and experience to manage crime reduction projects. Few of the Partnership strategies we examined, however, demonstrated awareness of work being done by neighbouring Partnerships.

Ten good practices the Home Office could use to assess Partnerships' plans

- 1 The Mission Statement is clear, concise and relevant.
- 2 Targets set are SMART (Specific, Measurable, Achievable, Realistic and Time-bound) and clearly aligned to priorities.
- 3 The actions and interventions proposed are matched to targets.
- 4 Funding streams are identified and non-Home Office funds have been considered.
- 5 Long-term sustainability of the funding of interventions has been considered.
- 6 The structure of the Partnership is defined and lead roles assigned by expertise and skills.
- 7 The strategy is reviewed and updated annually.
- 8 Priorities are supported by clear reference to crime and consultation data and partners' plans.
- 9 There is awareness of regional and national priorities and cohesion with neighbouring Partnerships.
- 10 There is a balanced appraisal of the previous strategy and lessons learned.

12 The Home Office could improve the way it targets its resources through closer monitoring by Home Office Regional Directors of how Partnerships have implemented and managed projects and whether they have taken account of lessons learned elsewhere when developing new projects. The Home Office already has a crime reduction website (www.crimereduction.gov.uk) and a quarterly magazine to promote good practice as well as a Crime Reduction Centre to provide a source of information and advice for practitioners. Only 39 per cent of Partnership projects and 51 per cent of Police-led projects, however, had been subject to any review. Home Office Regional Directors should make sure lessons are learned and taken into account in the development of subsequent projects.

13 However, there are some notable examples where good practices have been disseminated. For example, the Tower Project in Blackpool, established in January 2002, was developed to tackle prolific volume crime offenders identified through the Police's National Intelligence Model. The Home Office confirmed it has taken the Tower model and other similar examples of good practice (including the Tameside project, the Staffordshire Chase Division Prolific Offender Project and the Avon and Somerset Prolific Offender Scheme), and developed from them a Prolific and Other Priority Offenders Strategy, launched nationally at the beginning of September 2004. The Home Office intends to target the new strategy towards a relatively small number of people who cause a disproportionate amount of crime, disorder and mayhem in their communities, damaging people's confidence and increasing feelings of uneased and the fear of crime.

14 The Home Office has improved its monitoring of performance in 2003-04 and Partnerships were required to complete an annual report on the implementation of their crime and disorder reduction strategy. However, Partnerships have mixed views on the feedback they receive from the regional Home Office crime reduction teams. Thirty three per cent of the Partnerships thought they did not receive enough effective feedback. (See Recommendations i - vii).

Complex funding systems have placed an administrative burden on Partnerships

15 The Home Office allocates grant monies according to the extent of crime and the population in each area of England and Wales, although a different weighting system is used for Partnerships and Police. The Partnerships and Police have expressed dissatisfaction with existing arrangements. Between April 1999 and March 2003, the Home Office introduced fourteen different types of crime reduction grant, each with different conditions and requiring separate audit certificates, which has placed an undue burden of bureaucracy on Partnerships. The Home Office has already reduced the number of different grants from fourteen to three and plans to rationalise further to one single grant scheme for 2005-06.

16 The Home Office has not previously co-ordinated its funding with other central government departments and some of the projects it has helped finance have also been part-funded by the Office of the Deputy Prime Minister. This lack of co-ordination has increased the risk that resources could be wasted. Different terms and conditions of grants increase the administrative burden by requiring the collection and submission of different information.

17 Home Office grants have been time-limited to give an initial cash boost to get projects up and running and then to enable local services to fund projects from thereon. A significant minority of successful projects come to an end, however, because there are insufficient funds to keep them going. Closing down a successful project can have a detrimental impact on levels of crime. Partnership staff explained, however, that it is often difficult to find alternative sources of funds.

18 The Home Office simplified its own grant procedures for 2003-04 by bringing together some of its grants into a single fund, the Building Safer Communities grant, and by announcing funding allocations before the start of the financial year. Further progress is needed, however, as Partnerships are only allocated funds for one year at a time and the Building Safer Communities grant was not finalised until May 2003. Uncertainties about levels and conditions of funding have been a major cause of programme slippage and led to pressure being put on Partnerships and the Police to spend monies in the last quarter of the financial year. The Home Office confirmed the Safer and Stronger Communities Fund will be rolled out to all Local Authorities in England from 2005-06. The new fund merges a number of existing Office of the Deputy Prime Minister and Home Office funding streams, and provides local Partnerships with more freedom and flexibility to deliver on local priorities. (See [Recommendations viii - ix](#)).



RECOMMENDATIONS

- i** The Home Office should encourage Police and Crime and Disorder Reduction Partnerships to review what lessons they have learned by stating this requirement clearly in its grant conditions and by making future funding allocations dependent on having suitable project review arrangements in place.
- ii** The Home Office should encourage greater sharing of good practices and lessons learned between Partnerships by tasking Home Office Regional Directors in co-ordination with the Crime Reduction Centre to draw such information to the attention of Partnerships. This could involve compiling a checklist of good practices and lessons learned for each main approach to crime reduction (such as working with potential victims or collecting information on crime patterns) so that key information is readily available for Partnerships, Police and regional Home Office staff to use.
- iii** Home Office regional teams should assess each proposed project against the proposed checklists of good practices and lessons learned as well as the four factors we identified as critical to success:
 - Is the project focused on crime reduction?
 - Has there been sufficient analysis to define and target the problem?
 - Is the project a logical solution in line with existing knowledge about crime reduction techniques?
 - Is the project of sufficient size to make a difference?
- iv** Home Office Regional Directors could encourage better project management by Police and Partnerships by compiling local lists of suitably skilled and experienced project managers for Partnerships to use, closer monitoring of progress against milestones and by taking account of past performance in subsequent funding allocations.



- v Home Office Regional Directors should encourage each Partnership to develop a strategic approach that will co-ordinate the various projects proposed and the commitment required from each Partner so they can maximise their effectiveness in reducing crime. Building on the ten good practice criteria we developed, the Home Office should give Partnerships clear feedback on the quality of their current strategy and what it expects from the next round of strategies.
- vi The Home Office should encourage smaller, neighbouring Partnerships to collaborate more closely, for example by sharing resources, or even, where appropriate, to merge so that they can build up greater levels of expertise and resources to tackle crime. Such encouragement could include making some grant allocations dependent upon evidence of closer working with neighbouring Partnerships.
- vii Home Office Regional Directors should build on their self assessment arrangements to improve their feedback to Partnerships by giving regular information on their performance relative to neighbouring Partnerships.
- viii The Home Office should simplify its funding arrangements further by standardising the terms and conditions of its grants and co-ordinating its funding allocations with those of other central government departments.
- ix As a major contributor to the Safer Stronger Communities grant scheme, the Home Office should work closely with other central government departments and agencies to finalise grant conditions and funding arrangements well in advance of the start of the financial year.

PART ONE

Background



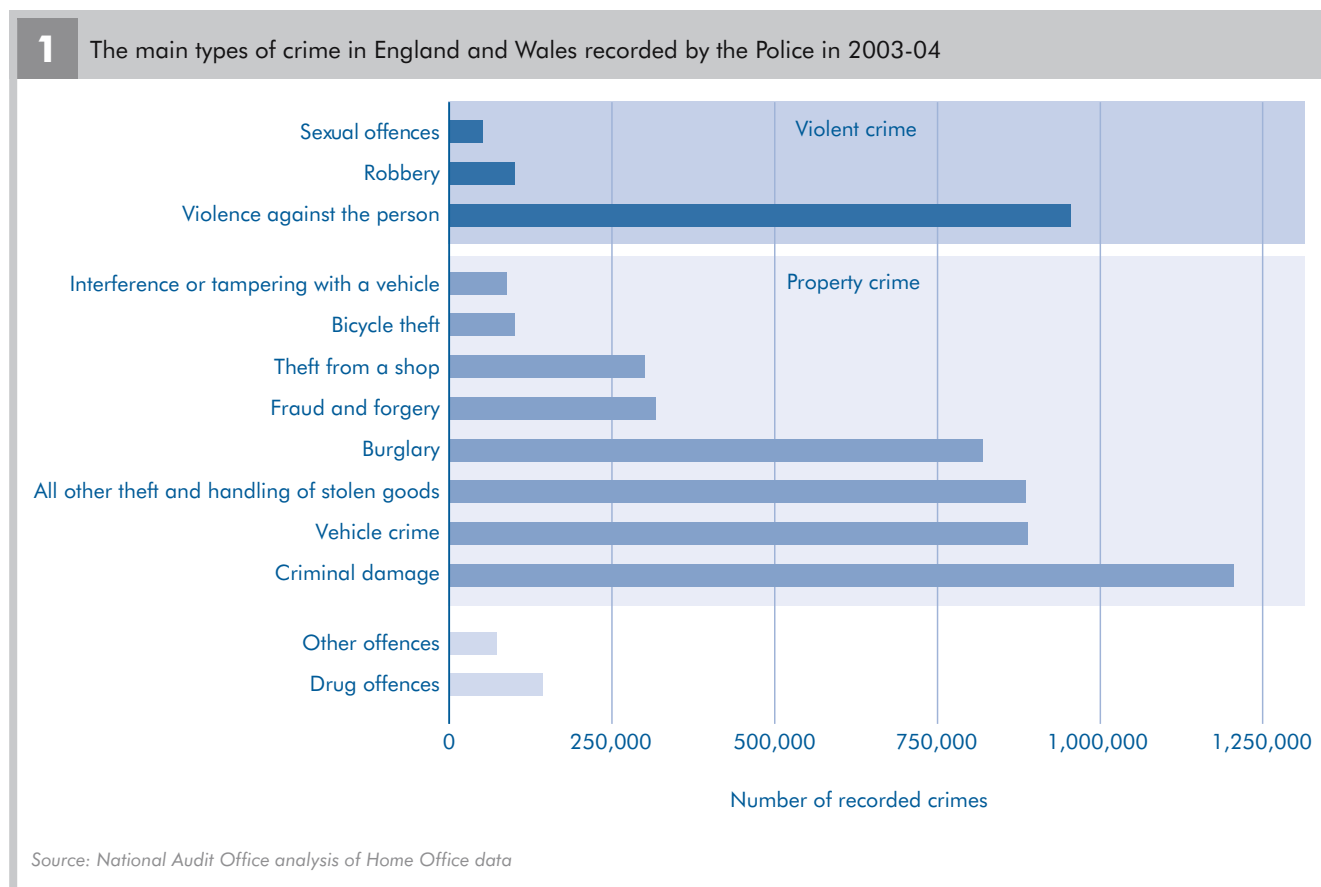
Crime affects many people in England and Wales and is a key public concern

1.1 The Police in England and Wales recorded over 5.9 million crimes in 2003-04, equivalent to 113 crimes per 1,000 population. There were 4.61 million property crimes (78 per cent of the total number of recorded crimes), such as burglary or theft from a vehicle, and 1.1 million violent crimes (19 per cent of crimes recorded), such as murder, assaults and robbery - see **Figure 1**. The 141,100 drug offences and 74,200 other crimes, such as indecent exposure and public order offences, comprised the remaining 3 per cent of recorded crime.

1.2 For many people, crime and the fear of crime has a negative impact on their quality of life. Victims and witnesses of crime can suffer financial loss, as well as emotional and physical reactions ranging from anger and

shock to more severe mental health problems, such as anxiety, depression and post-traumatic stress disorder.² Criminal offences are also likely to have a wider impact, however, on the public and fear of crime can affect quality of life. Twenty nine per cent of respondents to the Home Office survey in 2002 said they never walked alone in their local area after dark.³ The residents we interviewed explained that they felt unsafe in certain parts of their town, particularly at night.

1.3 In 2000, the Home Office estimated the costs of a crime to society, although the calculation should be treated with caution as some factors, such as the emotional and physical impact on victims, are difficult to quantify accurately and other factors, such as fear of crime, are not costed.⁴ The estimated costs, when multiplied by the numbers of crimes in 2003-04, would amount to some £1.8 billion for domestic burglary, £1.9 billion for thefts of and from vehicles, and £0.7 billion for robbery and mugging at 2000 prices.



² National Audit Office, HC 1212 Session 2001-02, Helping Victims and Witnesses: the work of Victim Support.

³ J Simmons and T Dodd, Crime in England and Wales 2002-03, Home Office.

⁴ Sam Brand and Richard Price, The economic and social costs of crime, 2000, Home Office Research Study 217. Authors note that the costs are best estimates but inevitably imprecise due to lack of firm data in some areas and are therefore sensitive to changes in assumptions.

1.4 There are two key measures of crime in England and Wales:

- **Recorded crime** refers to those offences recorded by the Police according to Home Office rules. The number of crimes recorded by the Police are dependent on the crime coming to the attention of the Police and whether the incident should be recorded as a recordable offence within the categories laid down by the Home Office. The Home Office counting rules were revised in 1998 to incorporate a wider range of offences⁵ and further updated in April 2002 to incorporate the National Crime Recording Standard.⁶ The introduction of the standard has meant crimes are recorded if the victim perceives an offence to have been committed rather than when the Police satisfy themselves that a crime has occurred. The Home Office estimate the revised counting procedures led to a 10 per cent increase in recorded crime, although figures are likely to vary, from a 3 per cent increase in domestic burglary and in robbery to a 23 per cent increase in the number of cases of violence against a person.
- **Crimes identified through the British Crime Survey.** The Home Office undertakes a regular public survey to determine whether respondents had been the victim of a crime in the last twelve months and if they had reported the crime to the Police. The British Crime Survey is regarded by the Home Office as the most authoritative source for assessing crime levels - it measures people's direct experiences of crime and is not affected by reporting or recording changes. The number of crimes against individuals and their households identified through the British Crime Survey is typically over double the comparable number recorded by the Police.

Comments from interviews with residents on their perceptions of crime

I think late at night the bus station can be a little bit intimidating. You know I stood there one night and there were people begging; I don't know whether they were on drugs or alcohol or what.

I mean I lived there for about four years and in the daytime it's not that bad. It's like a little marketplace but when it comes to night time, like 12.00am or 3.00am in the morning when the nightclubs in the town centre turf out, it's not very safe.

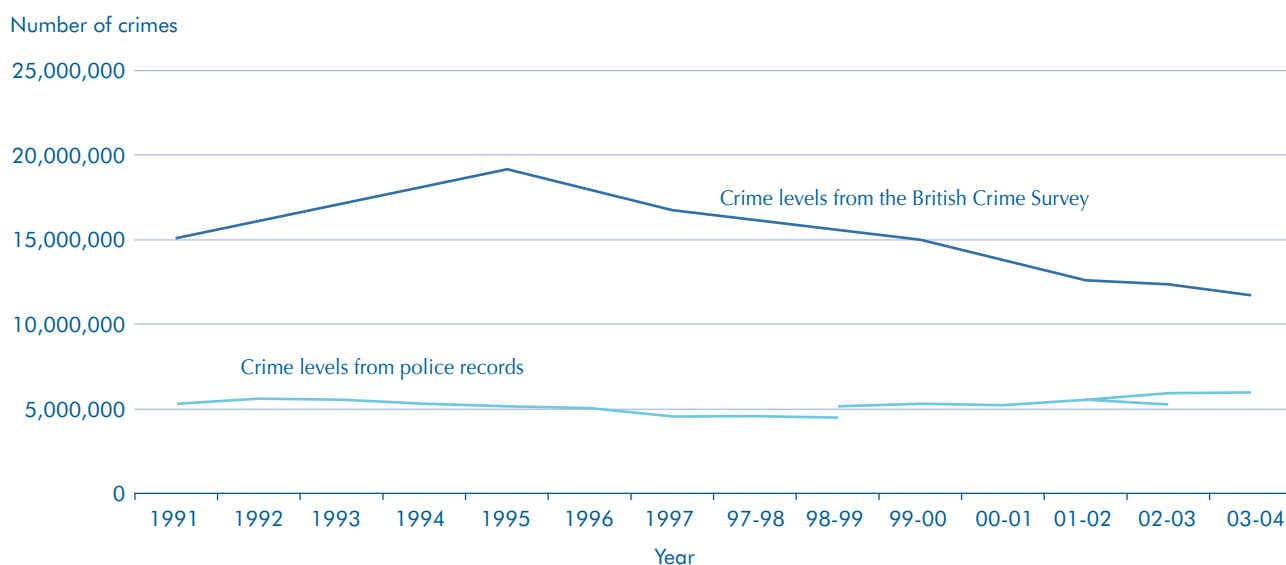
I have lived here for over 10 years and I can't say that I have ever felt vulnerable or intimidated. Sometimes you think "Am I safe going there?". You use your common sense I am not saying it's not going to happen to me but I don't think just because we live in Hackney that I am not safe.

1.5 The British Crime Survey indicates that overall crime levels have fallen in 2003-04 compared to previous years, although the number of crimes recorded by the Police has been increasing. The extent of crime measured through the British Crime Survey has decreased since 1995 by 39 per cent to 11.7 million offences in 2003-04 - see **Figure 2**. The Police recorded 5.9 million crimes in 2002-03 and also in 2003-04, although the Home Office estimates the figure would have been 5.3 million if the impact of the implementation of National Recording Standards is excluded. Whilst numbers of reported and recorded crimes for some types of offence, such as vehicle crime, decreased between 2002-03 and 2003-04, other types, such as violent crime increased.

⁵ The revisions included adding a range of less serious violent crimes, frauds and drug offences.

⁶ The standard aims to introduce a greater degree of consistency to the ways in which crime is recorded by Police forces and to ensure there is a comprehensive record of all crimes that are reported to the Police by victims.

2 Crime trends according to Police records and from the British Crime Survey



Source: National Audit Office analysis of Home Office data

NOTES

- 1 The British Crime Survey was undertaken in 1991, 1995, 1997, 1999, 2001-02, 2002-03, and 2003-04.
- 2 The Home Office counting rules changed in 1998. The figures for 1998-99 show the results under the earlier rules and under the new rules. Figures for subsequent years are based on figures compiled under the new rules.
- 3 The Home Office counting rules changed in 2002. The figures for 2002-03 show the results under the earlier rules and the higher figures under the new rules.

1.6 Research and analysis of crime trends has contributed to understanding the role of Government action and the contribution of other factors that influence crime. The Home Office has developed a Trends in Crime model⁷ which attempts to explain recorded crime in England and Wales by reference to a combination of economic, demographic, social and criminal justice variables. The model is robust, but highly aggregated,

and as such it cannot account for all the factors that impact on crime rates. It has nonetheless demonstrated that alongside Government action to reduce crime, a faster rate of economic growth has been associated with lower crime. Of the other factors that are outside of the control of the Home Office, the model demonstrates that demographic factors such as the numbers of young males have contributed to upward pressure on crime over time.

⁷ Modelling Crime Reduction for the Home Office's Strategic Plan, Home Office Online Report 38/04.

The Government has introduced measures and targets to reduce crime in England and Wales

1.7 The Home Office has specific responsibility to reduce crime and the fear of crime. The Department's current public service agreement includes a target to reduce burglary by 25 per cent from 1998-99 to 2005, cut vehicle crime by 30 per cent from 1998-99 to 2004 and to reduce robbery in the ten Street Crime Initiative areas⁸ by 14 per cent from 1999-2000 to 2005. **Figure 3** summarises progress made against the targets specified by the Home Office in 2002.

1.8 The Government's Crime Reduction Strategy⁹ emphasised the importance of local organisations working with the Police to tackle the causes of crime. The Crime and Disorder Act (1998) requires local agencies to work together to reduce crime and for Local Authorities and the Police to shoulder the main responsibility. There are 354 Crime and Disorder Reduction Partnerships in England and 22 Community Safety Partnerships in Wales¹⁰ which can include locally elected councillors, as well as council officers, Police Officers and representatives from the Local Police and Fire Authorities and the NHS, and are required to work with the Probation Service, the voluntary sector, and local residents and businesses. Home Office guidance, developed in conjunction with its

3 Summary of Home Office Public Service Agreement targets on crime reduction and their associated performance up to the end of March 2004

Targets set in 2002

- 1 Reduce crime and the fear of crime, improve performance overall, including by reducing the gap between the highest Crime and Disorder Reduction Partnership areas and the best comparable areas; and reduce:
 - vehicle crime by 30 per cent from 1998-99 to 2004;
 - domestic burglary by 25 per cent from 1998-99 to 2005;
 - robbery in the ten Street Crime Initiative areas¹ by 14 per cent from 1999-00 to 2005; and maintain that level.

Performance up to 31 March 2004

Crime reported in the British Crime Survey has fallen by 7 per cent between 2001-02 and 2003-04.

The proportion of people reporting high levels of worry about burglary, car crime and violent crime was 13 per cent, 15 per cent and 16 per cent respectively in 2003-04. The percentage of respondents expressing high levels of worry for each type of crime has decreased compared to the 2001-02 survey results.

For vehicle crime, domestic burglary and robbery there is a narrowing gap between crime rates in the highest crime Partnership areas and the rest of the country. The gap widened between 2002-03 and 2003-04 for violent crime, although this type of offence is not included in the Home Office's target to reduce the gap in performance between Partnerships, and has been subject to change as a result of the introduction of the National Crime Recording Standard. It is also the Government's deliberate policy to increase the reporting of some types of violent crime such as domestic violence.

- Vehicle thefts measured by the British Crime Survey fell by 30 per cent between 1999 and 2003-04.
- Burglary measured by the British Crime Survey fell by 27 per cent between 1999 and 2003-04.
- There were 76,800 street crimes in the ten areas¹ in 2003-04, compared to 68,800 in 1999-00, representing an increase of nearly 12 per cent. The number of street crimes reached 100,800 in 2001-02 and has since declined by 24 per cent.

Source: National Audit Office analysis of Home Office data

NOTE:

- 1 The ten areas are: The Metropolitan Police Service; West Midlands; Greater Manchester; Merseyside; West Yorkshire; Avon and Somerset; Thames Valley; Nottinghamshire; South Yorkshire; Lancashire.

⁸ The 10 Police Forces included in the Street Crime Initiative are: Metropolitan Police, West Midlands, Greater Manchester, Merseyside, West Yorkshire, Avon and Somerset, Thames Valley, Nottinghamshire, South Yorkshire and Lancashire.

⁹ The Government's Crime Reduction Strategy, November 1999.

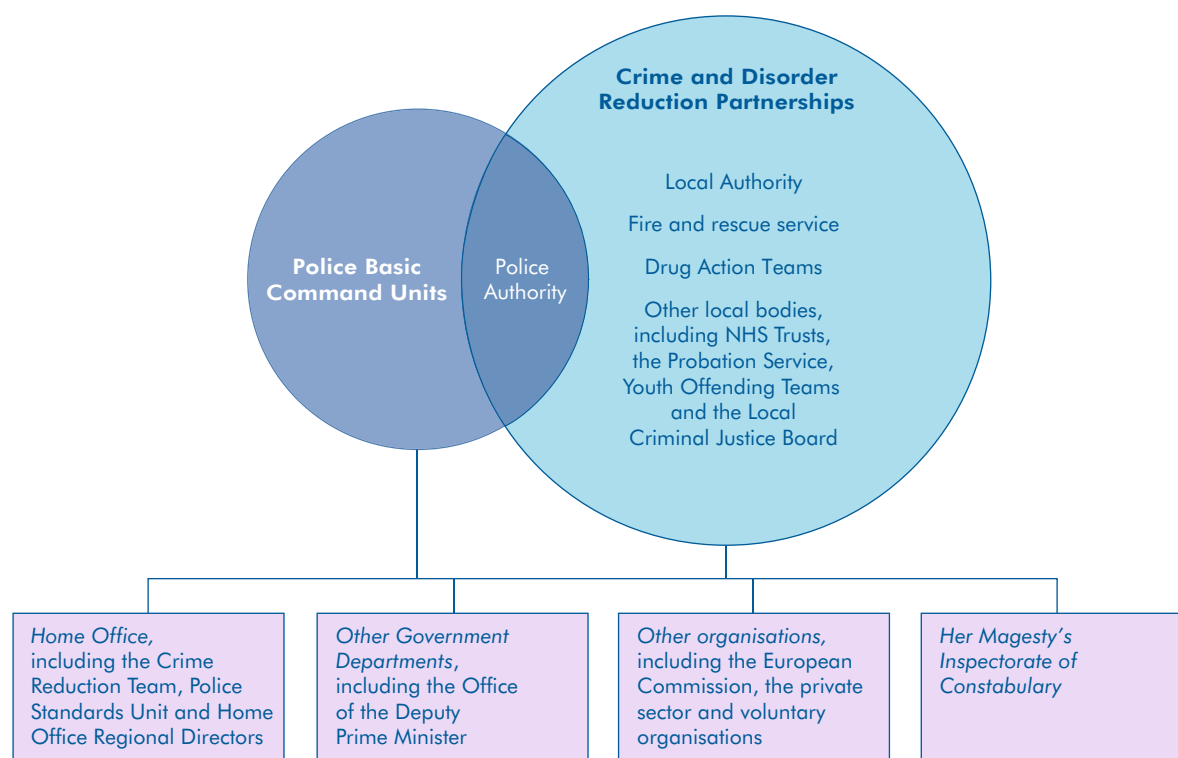
¹⁰ We have used the term Crime and Disorder Reduction Partnerships in this report to cover the Partnerships in England and Wales.

crime reduction strategy, encouraged local Partnerships to decide how to organise themselves most effectively. According to research by the Audit Commission, most Partnerships include victim support representatives, in particular from black and minority ethnic communities, older people, women's and domestic violence groups and anti-homophobic groups.¹¹ There are also 318 Police Basic Command Units in England and Wales serving an average population of 166,000. Each Basic Command Unit is an integral part of its local Police force and the Commander, usually a Superintendent or Chief Superintendent, is accountable to their Chief Constable or, in the Metropolitan Police and the City of London Police, their Commissioner. **Figure 4** summarises the main organisations a Partnership and Basic Command Unit would typically work alongside.

1.9 The Home Office provided a range of different grants to Crime and Disorder Reduction Partnerships and other local bodies since 1999, amounting to £926.8 million.

Appendix 1 provides details of each grant scheme. Partnerships can also apply for monies from other sources, including the Neighbourhood Renewal Fund, New Deal for Communities¹² and Neighbourhood Wardens Scheme run by the Office of the Deputy Prime Minister, as well as grants available from the European Commission and the Lottery Fund. These grants form a relatively small proportion of the overall funding to deliver Home Office Aim 1 - a reduction in crime and the fear of crime. In 2003-04, the Home Office spent around £5.5 billion to help meet this objective of which a large proportion is directed to the Police.

4 The main organisations that typically work with Crime and Disorder Reduction Partnerships and Basic Command Units



Source: National Audit Office

¹¹ Audit Commission, 'Community Safety Partnerships', 2002.

¹² The National Audit Office has previously examined this topic - English Regions: An early progress report on the New Deal for Communities programme, HC 309, Parliamentary Session 2003-2004.

1.10 Up until March 2003 Home Office grants for crime reduction were channelled through the Partnerships. In 2003-04, however, the Police Basic Command Units received £50 million in grants from the Home Office's Basic Command Unit Fund to help deliver crime and disorder reduction and to promote Partnership working. The Basic Command Unit fund requires each Commander to agree spending plans with their associated Crime and Disorder Reduction Partnerships. Similarly, the Home Office encourages Partnerships to link their spending with monies from other sources, such as the Basic Command Unit fund and the Neighbourhood Renewal fund.

What we examined

1.11 This examination focuses on the role of the Home Office in overseeing initiatives funded from its crime reduction grants to Partnerships and Basic Command Units. The report does not examine the impact of other Police activities, funded through the Police Grant, Rate Support Grant and national non-domestic rates, as these activities are outside our remit. Earlier National Audit

Office reports have already examined other key factors likely to impact on crime, in particular reports on prisoner re-offending, youth crime, and drug treatment and testing orders.¹³ The report also builds on the findings of earlier reports by the Audit Commission and Her Majesty's Inspectorate of Constabulary¹⁴ on the establishment of community based Partnerships. The two main parts of this report examine:

- **Part 2: Crime reduction projects.** This part of the report examines the effectiveness of Home Office funded projects in reducing crime.
- **Part 3: The management and supervision of local plans and activities to reduce crime.** This part examines the Home Office's role in overseeing the work of local Crime and Disorder Reduction Partnerships, in collaboration with Police Basic Command Units, to reduce crime.

1.12 In carrying out this examination we sought evidence from a range of sources. **Figure 5** summarises our approach and the purpose of each methodology. Further details are in **Appendix 2**.

13 National Audit Office, *Reducing Prisoner Reoffending* (2002), *Youth Offending: The delivery of community and custodial sentences* (2004), *The Drug Treatment and Testing Order: early lessons* (2004).

14 Audit Commission, 'Community Safety Partnerships', 2002; Her Majesty's Inspectorate of Constabulary, 'Calling Time on Crime', July 2000.

5 Our sources of evidence in carrying out this examination

Method

- Census of Chairs of Crime and Disorder Reduction Partnerships and Police Divisional Commanders.
- Visits to ten Crime and Disorder Reduction Partnerships and the associated Police Basic Command Units and five Home Office teams in the Regions. We interviewed key staff, examined performance data and reviewed 72 projects in depth (see Appendix 3).
- We commissioned MORI to carry out focus groups with selected persistent offenders and local residents in Hackney and Chesterfield (see Appendix 4).
- We contracted Professor Wikstrom from the Institute of Criminology at the University of Cambridge to review existing literature on methods of crime reduction.
- Analytical review of crime statistics.
- Sought the views of interested parties, including setting up an advisory panel; interviews with Home Office staff, and liaison with a range of bodies, including the Association of Chief Police Officers and Her Majesty's Inspectorate of Constabulary.

Purpose

The postal questionnaires sought opinions and information on key study issues, including the role of the Home Office in supporting crime reduction, local strategies and performance against targets.

During interviews, we explored in greater depth the issues covered in the census. In reviewing projects, we sought evidence on whether they had been effective in reducing crime.

To gain understanding of offenders' motivation for committing crime and residents' views on whether crime reduction initiatives are making a difference in their area.

Alongside our own review of projects, existing evaluations provided key evidence on the effectiveness of crime reduction initiatives.

To identify crime trends and assess the relative performance of Partnerships and Police Basic Command Units.

To inform our approach, increase our knowledge and test the rigour of our conclusions.

Source: National Audit Office analysis of Home Office data

PART TWO

Crime Reduction Projects



2.1 This part of the report examines the effectiveness of Home Office funded projects in reducing crime. The key findings are:

- i The Home Office has funded a diverse range of initiatives, with varied success in reducing crime.
- ii The Home Office has encouraged innovation in response to local problems, but limited evaluation has reduced the scope for learning lessons about what works in reducing crime.
- iii Delays and difficulties in sustaining projects have reduced the impact of Home Office funded schemes to cut crime.

The Home Office has funded a diverse range of initiatives, with varied success in reducing crime

2.2 The Home Office has funded a diverse range of projects to reduce crime. **Figure 6** provides an example of what a project can involve. Whilst the Home Office does not maintain a comprehensive list of the projects it has funded, we estimated that it had contributed to around 8,000 initiatives in 2003-04. The amounts contributed to the 72 projects we examined varied from £1,000 to £995,000. The projects also varied in nature: around 20 per cent of the projects focused on increasing Police resources to tackle crime, for example additional Police to patrol hotspot areas; and the remaining 80 per cent of projects involved working with other local services, such as housing authorities and probation services to prevent crime.

6 An example to illustrate what a crime reduction project can involve

Youth and Family Support Workers in Hackney aim to reduce youth crime, street crime and anti-social behaviour in the Shoreditch area by identifying and supporting those at risk of offending. The workers have regular contact with around 35 young people referred to them by the Police and have arranged presentations, activities and day trips to help integrate them more effectively in their community. The posts are funded by the Home Office through the Hackney Crime and Disorder Reduction Partnership and through Pinnacle-psg Housing.

Source: National Audit Office

2.3 The local residents and persistent offenders we interviewed (see **Appendix 4**) recognised the need for wider community involvement in tackling crime, although they had limited awareness of initiatives run by their local Crime and Disorder Reduction Partnerships. Residents suggested that crime could be reduced by providing more activities for young people, mentoring, skills training for school leavers and increased drug rehabilitation. They thought the main causes of crime in their communities were: boredom, drug use, poor quality education, unemployment, bad parenting, and a lack of respect amongst young people. This view was largely endorsed by the persistent offenders we interviewed in the same communities, who thought the factors that led them to commit crimes were boredom, a need for money and drugs. The offenders described the initial “buzz” of offending, but said that at a later stage, the motivation evolved to funding drugs or alcohol.

"The drugs have changed you. You are having to go out and do that much crime because it (addiction) is getting that much..."

Male offender

2.4 Projects implemented by Crime and Disorder Reduction Partnerships have addressed both social and environmental causes of crime. The focus of projects falls into four broad categories, which we identified by drawing upon existing research on crime reduction and from our discussions with Home Office staff:

- **Initiatives focused on potential or known offenders.** Projects focused on known offenders are based on the theory that a small number of people are likely to be responsible for a large proportion of crimes in an area. These projects often include initiatives to address underlying causes of crime, in particular drug misuse. Projects targeted at potential offenders tend to be aimed at children, young adults and parents in order to deter individuals becoming involved in crime. Such projects typically involve some form of education and diversionary activities to keep people ‘off the streets’ - see **Figure 7**. The ten Partnerships we visited spent £1.9 million in 2003-04 (35 per cent) on projects focused on known or potential offenders.

- **Initiatives that focus on crime locations.** The incidence of crime tends to cluster at certain locations and at specific times - often termed crime 'hotspots', which can be due to the environmental condition of the area. There are a range of different crime reduction initiatives to tackle such problems, including better street lighting, closed circuit television cameras to monitor events, and graffiti cleaning. Academic research suggests that improving the security of a location is most effective in deterring opportunistic criminals rather than persistent offenders. The persistent offenders we interviewed thought that improved security would not stop them - an alarm if connected to the Police station may stop them from burgling a particular house but they would burgle another instead. The ten Partnerships we visited spent £1.6 million in 2003-04 (29 per cent) on such projects.
- **Initiatives aimed at potential victims of crime.** Projects include initiatives to raise awareness of the risk of crime - such as reminders to keep buildings and vehicles secure, and more specific advice and security measures for vulnerable groups, such as young people and the elderly - see **Figure 8**. The ten Partnerships we visited spent £0.4 million in 2003-04 (7 per cent) on such projects.

- **Projects aimed at improving the capacity of Crime and Disorder Reduction Partnerships and Basic Command Units to tackle crime in their area.** Partnerships and the Police require staff with the right skills and experience in order to identify crime hotspots and to devise and implement projects quickly to tackle crime. Although projects to help Partnerships and the Police to acquire such resources can only have an indirect impact on crime, such initiatives can be necessary to underpin the success of other projects. The ten Partnerships we visited spent £0.9 million in 2003-04 (16 per cent of Home Office funds) on such projects.¹⁵

2.5 The crime reduction projects funded by the Home Office have led to varied results. The Partnerships who responded to our survey reported that of those projects they had evaluated, 48 per cent had contributed to a demonstrable reduction in crime or disorder, compared to 58 per cent of projects run by Basic Command Units. Twenty four out of the 72 projects we examined had either been evaluated and had led to a demonstrable reduction in crime, or were very likely to lead to a reduction in crime. The initiatives comprised seven projects to work with offenders, eight projects focused on specific locations, one project to help potential victims and one scheme to improve the capacity of the Partnership.¹⁶ A further 32 projects could lead to reductions in crime, but it was not possible to verify this because of the lack of reliable data and the innovative nature of some of these schemes. The remaining 16 projects were unlikely to lead to a quantified reduction in crime, mainly because

7 An example of a project focused on potential offenders in a specific area

A £87,500 contribution to address begging in Manchester.

Manchester Partnership identified that most beggars in the city centre had been convicted for other types of crime and 90 per cent self reported that they were begging to support a drug habit. The Partnership employed an outreach worker, with responsibility for providing drug advice and helping beggars to access treatment as well as referring them to Housing Services to help get people off the street. The Begging Outreach worker worked alongside Greater Manchester Police who arrest and charge people who beg on a regular basis. An independent evaluation confirmed a general reduction in the begging population, although it is not clear what impact this has had on the extent of other types of crime in the city centre or neighbouring areas.

Source: National Audit Office

8 An example of a project to help potential victims make their premises more secure

A £30,000 contribution to a 'Bobby Van' to improve the security of houses in Bexley.

The Bexley Partnership identified some homes in the area at risk of repeated burglaries. The Partnership has paid Victim Support £30,000 to help finance a 'Bobby Van'. The 'Bobby Van' is an initiative to improve the security of houses at risk of burglary and involves a carpenter fitting door bolts, window locks and other similar security devices to peoples' homes. The Partnership estimates the initiative has contributed to a 50 per cent decrease in the incidence of burglary in Bexley since 1998.

Source: National Audit Office

15 The ten Partnerships spent a further £700,000 (13 per cent of funds) on projects that involved a range of initiatives and which we could not allocate to one of the four categories.
 16 The remaining projects had a mixed focus.

the projects were not sufficiently targeted on achieving demonstrable reductions in crime, were too small to make any material difference, or incurred problems in getting up and running (such as delays in implementation, Partners not meeting their commitments to provide information or resources to support the project, or a lack of skilled staff to operate and deliver the project). All the projects we examined, however, would contribute to improving the quality of life in an area and, as a consequence, should reduce the fear of crime amongst the local population.

2.6 In the early years of the Home Office's crime reduction programme there was a strong emphasis on reducing crime by making locations more secure, for example by installing closed circuit television cameras. Results from these types of projects varied considerably (see Figure 9) - an evaluation of closed circuit television cameras, for example, found that cameras generally led to a four per cent reduction in crime, whereas those placed

in car parks led to reductions of up to 41 per cent in the immediate area. The risk with location focussed projects is that they do not reduce crime but displace it to other locations - an offender discouraged from committing crime in one location could commit a similar offence elsewhere instead. There is little evidence available on the extent to which displacement occurs, but research suggests opportunistic crime is unlikely to be displaced whereas persistent offenders are likely to commit similar offences elsewhere instead. The Home Office is addressing this matter through the introduction of an offender management strategy to tackle Prolific and Other Priority Offenders. The risk of crime being displaced elsewhere should, however, be weighed against the likelihood that the benefits of crime prevention work can also spread to other areas. A Home Office evaluation of the reducing burglary initiative in the North of England, for example, found that the effects of successful crime prevention initiatives had also benefited neighbouring areas.¹⁷

9 An example of a project focused on potential offenders in a specific area

| Project | Effectiveness |
|-----------------------------------|---|
| Closed Circuit Television | Such projects are likely to lead to a reduction in crime, although a meta analysis ¹ of evaluations determined the overall impact was relatively small - a four per cent reduction in crimes committed. The introduction of closed circuit television has had no effect on violent crime, but it has had a big impact on vehicle crime - figures indicate that cameras can lead to a 41 per cent reduction in crimes committed in car parks. |
| Improved street lighting | A review of 13 projects to improve street lighting in the United Kingdom and the United States of America established that they had all led to reductions in crime - an average decrease of 20 per cent. The reductions in crime tended to occur during the day as well as at night time, which indicates that it could be a general impact on 'community pride' rather than better lighting that led to the reduction in crime. |
| The secured car park award scheme | A review of secure car parks concluded that some form of surveillance (including cameras or staff patrols), lighting, controlled access and the physical appearance of a car park can reduce crime. The scheme was targeted towards those car parks that already had relatively low crime levels, however, and the review was not able to draw clear conclusions on the extent to which it had led to reductions in crime. |
| Initiatives to reduce burglary | The Reducing Burglary Initiative, which ran from 1999 until 2002, targeted areas with the worst domestic burglary problems and included projects to improve lighting, restrict access (such as installing security gates), and improve security. A review of 55 Reducing Burglary Initiatives concluded that 15 achieved a 20 per cent reduction in burglary, 13 a reduction of between 10 per cent and 20 per cent, and 15 projects saw a relative increase in burglary. Those projects that were not successful tended to be due to problems in implementing the project effectively, although a key factor in areas where burglaries had reduced appeared to be due to the publicity associated with the scheme. |

Source: National Audit Office

NOTE:

¹ Meta analysis refers to the process of synthesizing research results by using statistical methods to select and combine results from previous separate but related studies.

¹⁷ Hirschfield A., The Impact of the Reducing Burglary Initiative in the North of England, Home Office 2004.

10 An example of a project making use of rigorous analysis

The Cardiff Partnership identified that an increase in violence and disorder was concentrated on Friday and Saturday evenings around the growing number of city centre bars and clubs. The Partnership pinpointed particular nightclubs as ‘hotspots’ through the use of Police crime data, CCTV logs and information from the hospital Accident and Emergency Unit. A three year initiative included training bar staff and doormen, high visibility policing at these ‘hotspots’, attempts to influence licensing policy, and education for school age children. The Partnership reported reductions in alcohol-related assaults, with particular reductions inside and around the targeted clubs and bars.

Source: National Audit Office

11 An example of a project that was not sufficiently targeted on achieving a demonstrable reduction in crime and was not very well thought through

The South Somerset Partnership invested in speed monitoring devices with the aim of reducing speeding by 5 per cent. The project is unlikely to have a significant impact on crime, as although speeding is a local community safety concern, it is not a criminal offence. The project relies on volunteers who stand by the roadside operating the speeding devices and a letter is then sent to anyone found to be speeding. The impact of the project is uncertain - the letter does not come from the Police and there is no authority for the team to issue penalties, so recipients may simply ignore letters or become more blasé about speeding.

Source: National Audit Office

12 A comparison of the likelihood of projects achieving a demonstrable reduction in crime and the level of Home Office funding

| Likelihood of a reduction in crime | Amount of Home Office funding | | |
|------------------------------------|-------------------------------|---------------------|---------------|
| | Less than £50,000 | £50,000 to £100,000 | Over £100,000 |
| High | 13 | 1 | 10 |
| Medium | 21 | 4 | 7 |
| Low | 16 | 0 | 0 |

Source: National Audit Office analysis of 72 projects

2.7 Drawing upon our examination of 72 projects and, in particular, the 24 most successful projects, we identified four factors that determine the likelihood of success:

- **Rigorous Analysis:** Projects need to be based on a strong understanding of the nature of the local crime problem and its underlying causes. Sixty three out of the 72 projects we examined had some evidence to demonstrate the nature of the problem to be targeted (see Figure 10).
- **Targeted at achieving a demonstrable reduction in crime.** Projects are more likely to achieve a demonstrable reduction if they have a clear focus. Fifty seven of the 72 projects we examined met this requirement. In the other fifteen cases, projects focused on other issues instead, such as addressing broader community safety issues (see Figure 11).
- **The project must be a rational solution to the crime problem.** The methods employed in crime reduction projects need to be well thought through, based or building on existing knowledge about what works. The project design needs to take account of and mitigate potential negative impacts, such as a significant risk of displacement. Fifty nine of the 72 projects we examined met this criterion.
- **The project must be of sufficient scale to tackle the problem.** Projects are unlikely to have an impact if they do not fully address the underlying cause of a particular type of crime in an area. All 16 of the projects we assessed as unlikely to lead to a demonstrable reduction in crime cost less than £50,000 (see Figure 12). Figure 13 provides an example of such a project.

13 An example of a project that was not of sufficient size to make a difference

Ashfield Partnership identified that one of its housing estates had high levels of anti-social behaviour, drug abuse and a burglary rate of three times the national average. The Partnership spent £24,450 on improving street lighting and £9,510 on improving the outdoor play areas for young people. The investment is likely to have improved quality of life for residents in the area, but the changes appear to have made little difference to levels of crime and burglary rates have continued to rise since the project finished.

Source: National Audit Office

2.8 The Blackpool Tower project is a successful initiative focused on offenders that also demonstrates how the four factors in paragraph 2.7 can lead to significant reductions in crime (see Figure 14). The project takes a co-ordinated and targeted approach to crime in the area, focusing on the most prolific offenders and offering a programme of support, surveillance and drug treatment. The scheme has contributed to a discernible reduction in acquisitive crime, such as burglary and vehicle crime, in Blackpool and the Fylde between 2001-02 and 2002-03 (see Figure 15 overleaf). Our analysis of the project, using Home Office estimates of the financial cost of crime indicates

that the project generated net financial benefits of around £200,000 for the first 27 offenders involved. The saving from the Tower Project is likely to have increased with the expansion of the project. It has proved a catalyst for development of the new Prolific and Other Priority Offenders strategy.

2.9 The Home Office deliberately adopted a policy of funding a wide range of initiatives. It was inherent in that approach that some would be more successful and have a greater impact on the level of crime in their locality than others.

14 The Blackpool Tower project

Established in January 2002, the Blackpool Tower project combines support, surveillance and drug treatment for a target group of acquisitive criminals. Key features of the successful design are:

1 Rigorous analysis

Acquisitive crime rates in Blackpool, such as burglary and theft from a car, were rising in 2001. Research prior to the project showed that 98 per cent of Blackpool's prolific acquisitive criminals were drug addicts, but there were long waiting lists for drug treatment - typically between 12 and 18 months. The Partnership developed a programme of immediate testing and drug treatment for prolific offenders that it estimated would lead to a 30 per cent reduction in crime.

2 Targeted at crime reduction

The project is confined to Blackpool's 140 most prolific offenders committing acquisitive crime, identified using a computer matrix of offending rates and the professional judgement of staff.

3 The project is of sufficient scale to tackle the problem

The scale of the problem demanded a co-ordinated solution. The project required collaborative working between the Police, the Drug Action Team, Probation Service, Crown Prosecution Service, and Nacro, a crime reduction charity. A core multi-agency team monitor and support the offenders through weekly appointments and visit offenders in their own home. A drug worker and a medical practitioner conduct surgeries for those on the scheme.

Source: National Audit Office

4 The project is based on a logical solution to the crime problem

The project takes a robust approach to the treatment of prolific offenders with a drug problem and seeks to cut the supply of drugs to the area. Staff make initial contact with offenders whilst they are in prison and arrange to meet them at the prison gate on the date they are released. The scheme involves an assertive approach to treatment, and it is made clear to the offenders on the scheme that if they test positive for drugs or show signs of offending they will be subject to increased Police surveillance. Drug treatment includes methadone prescriptions to reduce each person's need for illegal drugs and hence their motivation to commit acquisitive crime. Running in parallel with the Tower project is an operation aimed at arresting drug dealers.

15 Estimate of the costs and benefits of the Blackpool Tower project

The Blackpool Tower project has only collected offending histories for the first 27 clients on the scheme. Currently around 140 offenders are registered on the Tower project and about 50 per cent of these are actively involved, with the remainder mostly being in prison.

| Project | Burglary | Vehicle Crime | Robbery | Total |
|--|----------|---------------|---------|------------|
| Annual offences committed by the 27 clients in the pre-Tower period (average 2000 & 2001) ¹ | 204 | 78 | 28 | |
| Annual offences committed by the 27 clients in the post-Tower period (2002) ¹ | 24 | 17 | 7 | |
| Crimes "prevented" | 180 | 61 | 21 | |
| Home Office estimate of average costs incurred as a consequence of/in response to crime ² | £1,870 | £770 | £4,660 | |
| Estimate of annual saving on costs of crime through working with the first 27 Tower clients | £336,600 | £46,970 | £97,860 | £481,430 |
| Estimated annual cost of running the Tower Project ³ | | | | (£281,000) |
| Estimated net financial benefit of working with the first 27 Tower clients | | | | £200,430 |

Source: National Audit Office

NOTE:

- 1 Data collected by University of Huddersfield in evaluating the scheme.
- 2 The economic and social costs of crime, Home Office Research study 217, Sam Brand and Richard Price.
- 3 Costs for the year 2002, including staff costs, equipment, training, and drug treatment.



The Home Office has encouraged innovation in response to local problems, but limited evaluation has reduced the scope for learning lessons about what works in reducing crime

2.10 Partnerships have been innovative in finding new ways to tackle crime, but there is scope for greater sharing of experience, as on the Tower project, to avoid repeating mistakes made elsewhere and to spread the benefits of successful projects. Partnerships have responsibility for developing projects that make good use of their annual allocation from the Home Office to tackle crime in their area. Of the 72 projects we examined, around 39 per cent seemed to contain genuinely new ideas, whilst the remainder were each slightly different but followed broad standard approaches. However, managers had often not made use of project information from elsewhere - the Partnerships that responded to our survey estimated that, on average, only around 37 per cent of projects were based on schemes run elsewhere.

2.11 The Home Office has sought to promulgate good practice through its crime reduction website (www.crimereduction.gov.uk), a quarterly magazine for practitioners and its Crime Reduction Centre, which provides information and advice for practitioners. It is difficult, however, for Partnerships to readily draw out good practices and ideas from the range of information available. Partnerships had mixed views on how useful the Home Office guidance had been in helping them to generate project ideas: 48 per cent thought that it had been useful, whilst 44 per cent thought that it wasn't useful, and the remainder didn't know.

2.12 Given the wide range of different types and nature of projects funded by the Home Office, evaluation is crucial to understanding which projects are most effective in reducing crime. Since 2000, the Home Office has commissioned some 30 evaluations of initiatives to reduce crime in a particular location. Formal evaluations by external bodies will not be appropriate for all projects - otherwise the cost of evaluation could often outweigh the cost of smaller projects. In such circumstances, the evaluation should be conducted internally by the Partnership. Twenty one per cent of completed Partnership projects and 29 per cent of completed Police-led projects had been subject to an evaluation by an external body, such as an academic institution. Of all projects, including those still ongoing, 39 per cent of Partnership projects and 51 per cent of Police-led projects have been reviewed, either internally or externally to identify their impact.

2.13 The Home Office could increase the number of project reviews undertaken and improve their quality by examining evaluation arrangements as part of their scrutiny of new projects proposed by Partnerships and the Police. Adopting such an approach, however, would require a change in emphasis. Home Office staff explained that they felt they had limited authority to challenge project plans and that their role was to get projects up and running. Where Partnerships had received feedback on their project plans, 75 per cent of survey respondents said they had found the advice helpful.

2.14 Drawing upon the findings of the National Audit Office report on using resources to improve services,¹⁸ the extent of work done for each internal review or external evaluation must take account of the nature of the project, the risks involved and how the scheme was delivered. Project evaluations are more likely to be useful if Partnerships:

- Specify clear and measurable targets. Forty four of the 72 projects we examined had specific, measurable, achievable, realistic and time-bound targets.
- Include the cost of evaluation in the overall budget. A number of project managers explained they had not been able to evaluate crime reduction projects because there were no resources available to undertake the work.
- Identify from the outset the sources of data required to measure outcomes. Project managers confirmed it can be difficult to identify suitable performance measures and that data are often not available. Whilst 50 per cent of Partnerships confirmed they received good or reasonable data from other agencies, 46 per cent thought there was insufficient information to measure the effectiveness of projects.

Delays and difficulties in sustaining projects have reduced the impact of Home Office funded schemes to cut crime

Project delays reduce the likelihood of Partnerships meeting their crime reduction targets

2.15 Getting projects up and running quickly is crucial in order to have an impact on levels of crime. Sixty nine per cent of Partnerships and 80 per cent of Basic Command Units cited project delays as a cause of not achieving all the targets specified in their crime and disorder strategy for 2002-05. Of the 72 projects we examined, 36 projects had been delayed by between two months and a year, although one project, which was part of a larger information technology project in the East Midlands to analyse data from different organisations, had been delayed over three years.

2.16 The delays in getting projects up and running have partly been due to late notification and distribution of funding from the Home Office (see Part 3). Nearly two thirds (64 per cent) of Partnerships confirmed that late receipt of Home Office funds had delayed projects. Staff at the Partnerships we visited explained that uncertainty over how much money they might receive from the Home Office meant they had to wait before they could finalise project plans and recruit any staff required.

2.17 Projects have also been delayed because of difficulties in recruiting and retaining sufficient skilled staff. Seventy six per cent of Partnerships said projects were delayed because of recruitment difficulties - in particular difficulties in finding skilled staff, such as drug workers, probation officers and technical engineers, who were willing to join on a short term contract. Sixty nine per cent of Partnerships also reported difficulties in retaining staff. One project we examined in South Somerset, for example, involved £25,000 of Home Office funds to divert young people from car crime and to raise their awareness of road safety. The project was delayed 10 months, however, due to difficulties in recruiting a suitably qualified person to co-ordinate the project.

18 Increased resources to improve public services: A progress report on Department's preparations, HC 234, Session 2003-04.

The Home Office has funded projects aiming to achieve a long term reduction in crime without assurances that other funding sources will be available when their grants end

2.18 Home Office grants have been time-limited, often for a three year period, to give an initial cash boost to get projects up and running and then to encourage local services to continue funding the project from thereon to maintain the scheme. Sixty eight out of the 72 projects we examined were intended to continue running after the Home Office's three year funding had ceased. The other four projects were short term Police projects that used the funds to pay Police overtime costs to achieve immediate impact by targeting specific crime areas over a short period of time. Of the 68 longer term projects, 50 required significant ongoing funding. Those that did not tended to be capital projects or training events. For example putting up gates in an alley to cut off escape routes for burglars has a long term effect on crime in an estate without requiring significant ongoing maintenance costs.

2.19 Partnerships reported wide variations in the proportion of projects still running in late 2003 that had been funded through the Home Office Crime Reduction Programme between April 1999 and March 2002. Twenty per cent of Partnerships reported that less than one in five of their projects were still running, whereas 18 per cent of Partnerships reported that at least four out of five projects were still running. Of the 72 projects that we examined, 15 were older schemes that had been set up through the original Crime Reduction Programme grants and 11 of them were still running, although three¹⁹ of these had been scaled down since the end of the Home Office grant.

2.20 A significant minority of successful projects come to an end because of insufficient funds to keep them running. In response to our survey, Partnerships estimated that, on average, 27 per cent of discontinued projects had terminated because funding had expired. Of the 72 projects that we examined, 11 had finished. Whilst some projects finished because they had come to a natural end, in two cases²⁰ the projects had terminated because of a lack of funding. A further 15 out of the 58 ongoing projects faced funding uncertainties that could lead to the project being discontinued.²¹ Partnership staff explained that it often proved difficult to find alternative sources of funds, such as from local agencies or the private and voluntary sectors, when Home Office funding for a project came to an end.

2.21 Closing down a successful project can have a detrimental impact on levels of crime. A drug related crime project in Hackney, for example, had to be scaled back significantly from a team of 18 to just one Police sergeant when Home Office funding came to an end. The project team explained that this scaling back had resulted in local resentment and the Partnership thought crime and fear of crime increased subsequently. The Partnership is now looking at plans to restart the project on a smaller scale.

2.22 The Home Office consider time limited funding can be used by Partners to test the viability of new and innovative projects and services. If the projects and services prove successful, Partners need to consider a realistic exit strategy that could include mainstreaming the service within the budgets and mainstream service provision.

¹⁹ Targeted alcohol related street crime, Cardiff; Reducing burglary initiative, Hackney; Small retailers in deprived areas, Hackney.

²⁰ Coxmoor project, Ashfield; Dalston Partnership Policing Project, Hackney.

²¹ The remaining three projects were not up and running yet: Motor Project, South Somerset; Rural Safety Initiative, South Somerset; Operation Vorsprung, Hackney.

PART THREE

The management and supervision of local plans and activities to reduce crime



3.1 This part of the report examines the Home Office's role in overseeing the work of local Partnerships, in collaboration with Police Basic Command Units, to reduce crime. The key findings are:

- i** Complex funding systems have placed an administrative burden on Partnerships.
- ii** Partnerships are relatively confident of meeting their local crime reduction targets, although success depends on the synergy and commitment of Partners and whether there are sufficient skilled staff to deliver the work.
- iii** The Home Office has improved its performance monitoring, although scope to improve feedback remains.

Complex funding systems have placed an administrative burden on Partnerships

Delays in confirming funding has led to inefficiency

3.2 The Home Office allocates grant monies according to the extent of crime and the population in each area of England and Wales. Building Safer Communities funds are allocated to Partnerships by using the formula of 20 per cent of monies divided equally across each Partnership, 50 per cent based on levels of recorded acquisitive crime (such as burglary and theft of a vehicle), and 30 per cent on the resident population within each Partnership area. Basic Command Unit funds are allocated by using the formula of 15 per cent divided equally between each unit and 85 per cent allocated according to overall levels of recorded crime.

3.3 Partnerships have expressed dissatisfaction with delays in notification and receipt of Home Office funds. The Home Office did notify Partnerships in February 2003, before the financial year began, of how much they would receive for 2003-04, but the terms and conditions of the grants were not finalised until May 2003. As a result, Partnerships' spending on crime reduction projects slipped towards the last quarter of 2003-04. The Home Office had expected Partnerships would spend £54.8 million of the Building Safer Communities fund in the first three quarters of the year, whereas only £36.4 million was spent and the Home Office had to increase its forecast spend for the last quarter to £32.5 million. The slippage was particularly acute in North East England, where £2.9 million of funds out of the £3.6 million allocation remained to be spent in the final quarter. Staff in the Home Office regional crime reduction teams explained that their prime objective became to ensure that annual allocations were spent by the year end.

3.4 Pressure to spend funds by the year end can lead to inefficient use of resources. The Partnership in Portsmouth, for example, were allocated a further £300,000 in December 2002 to upgrade their closed circuit television cameras and to introduce an Automatic Number Plate Recognition system into the network on condition that the monies had to be spent by the year end. The short timescale meant that some of the software was not tested properly before installation, with the result that the Automatic Number Plate Recognition cameras were not operational until after August 2003. Ninety one per cent of Partnerships confirmed that project proposals were 'often' influenced by the need to dispose of the funding in order to implement projects quickly.

The many different central government grants have increased the administrative burden on Partnerships

3.5 Our discussions with Partnership staff highlighted a frustration with the diverse number of Home Office grants and with the time-limited nature of each funding stream. Between April 1999 and March 2004, the Home Office introduced 14 different types of crime reduction grants, each with different conditions on how they could be spent and separate reporting requirements and audit certificates (see [Appendix 1](#)). The Department did simplify arrangements for 2003-04 by rationalising some of the different grants and introducing a 'single pot of funding' through the Building Safer Communities grant. The Home Office reported that this was well received by Partnerships and it produced a significant impact on the bureaucratic burden placed upon Partnerships. Some teething problems continue, however, and sections within the Home Office have continued to allocate separate grants, for example for initiatives on anti-social behaviour. The Home Office commissioned a review by PA Consulting who reported in November 2003²² that 'the high volume of bureaucracy arises from an accumulation of many issues and initiatives over the past few years'. PA Consulting compared the Home Office's grant arrangements with those used by other central government bodies and concluded that Partnerships would benefit from greater certainty if the Home Office provided funds for a longer period of time.

3.6 Against this background, the Home Office confirmed it would introduce a number of initiatives for 2005-06. First, the Home Office reported that it has put in place two Local Delivery Agreements with two local authorities (Bradford, and Hammersmith and Fulham) which pool a wide range of separate grants, administered under a greatly simplified performance management system. Second, from 2005-06 the Department confirmed it intends to merge a number of separate streams of funding with further funding streams from the Office of the Deputy Prime Minister into a single Safer and Stronger Communities Fund. Finally, the Government is launching in the next financial year 21 Local Area Agreements. These agreements incorporate further funding streams and draw together spending from the Home Office, the Office of the Deputy Prime Minister, the Department for Education and Skills and the Department of Health into three separate "chapters" for Children and Young People, Safer and Stronger Communities and Healthier Communities and Older People.

3.7 The Office of the Deputy Prime Minister also provides monies to Partnerships in deprived areas as part of its New Deal for Communities and urban regeneration schemes. The Home Office has not taken account of these monies when allocating its funds and monies from both departments were used to part-finance four²³ of the projects we examined. Despite this overlap, the terms and conditions of grants applied by the Home Office are not the same as those of the Office of the Deputy Prime Minister, requiring different performance reporting arrangements and creating additional administrative work for Partnerships. The Home Office regards the plans for the new Safer and Stronger Communities Fund and the Local Area Agreements as likely to do much to tackle these problems in future.

²² PA Consulting, 'Home Office, Crime Reduction Delivery Team', November 2003.

²³ Two projects in Manchester and two projects in Hackney.

Partnerships are relatively confident of meeting their local targets, although success depends on the synergy and commitment of Partners and whether there are sufficient skilled staff to deliver the work

Each Partnership has developed a local strategy to reduce crime in their area and most are confident they will meet the targets they set

3.8 Crime and Disorder Reduction Partnerships have a statutory responsibility every three years to undertake a crime and disorder audit and to produce a strategy for addressing the issues identified. Home Office guidance emphasises that the process is not just about fulfilling a statutory requirement - the published document can help bring the partnerships together by clarifying each organisation's role, raising awareness of specific problems, and setting targets and priorities which the public and other organisations are committed to achieving. The audit should involve the collection and analysis of data from various sources, such as recorded crime statistics, probation records, truancy records, and hospital records of assaults and domestic violence. Partnerships must consult with the public and local stakeholders, such as retailers, as part of the audit.

3.9 Police Basic Command Units have their own crime reduction targets set out in their local policing plan set by their Police Authority. Ninety five per cent of the Chairs of Crime and Disorder Reduction Partnerships who responded to our survey were familiar with the local policing plan and of these, 17 per cent reported that the Partnership's targets were 'exactly the same' as targets in the local policing plan, 64 per cent reported that they were 'very similar', 15 per cent that they were 'fairly similar', and 4 per cent that they were 'somewhat different'. Where targets differed, there was no common trend on whether Police or Partnership targets were more challenging. The Home Office told us that Government Offices will be taking care to ensure the alignment of Crime and Disorder Reduction Partnership and Police crime reduction targets, as they are negotiated for the next financial year, and that the National Policing Plan lays a specific responsibility on Police Authorities (who are members of their local Partnerships) to do the same.

3.10 Police Divisional Commanders were generally positive about the effectiveness of their local Partnerships - around three quarters thought that the work carried out by their associated Partnerships had reduced anti-social behaviour, domestic burglary and vehicle crime. Our visits to Partnerships established that key determinants of success were whether there was synergy amongst the Partners and a commitment to tackle crime - issues of genuine local concern were more likely to generate such commitment among Partners. Where local targets were unlikely to be met, Partnerships and the Police considered the main reasons to be a lack of staff, insufficient funding, delays in setting up projects and because initial targets were too optimistic.

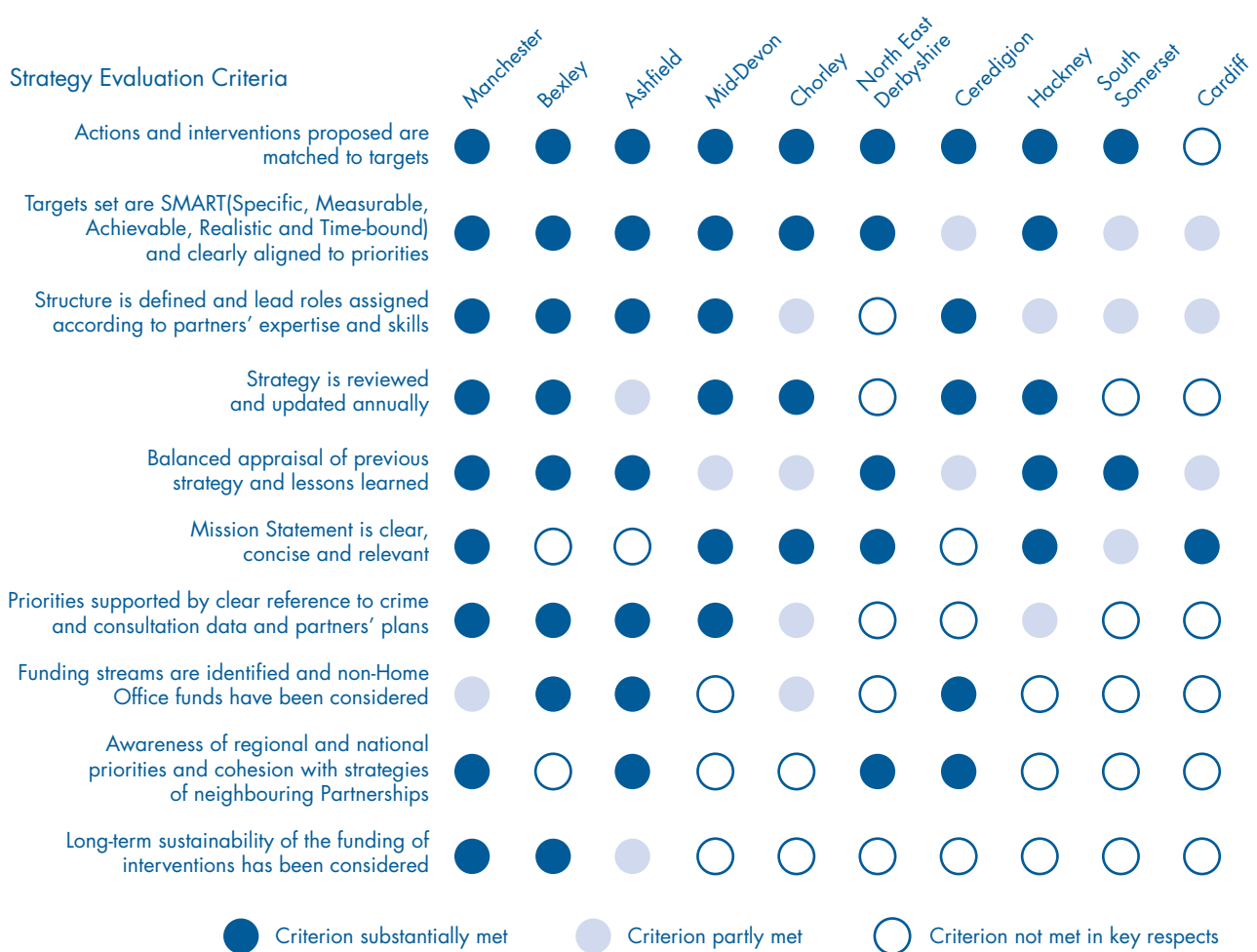
The overall quality of local strategies is variable

3.11 Local strategies are developed in response to local requirements. We were unable to determine, however, whether the targets set locally by Partnerships were compatible with the Home Office’s national targets. The Home Office expects Partnerships to set relevant targets in their strategies and agree these with Home Office staff in the crime reduction team based in their Government Office for the Region or in Wales. We did not find any evidence, however, that Regional Offices had calculated the likely impact of achieving local targets on the Home Office’s national targets to reduce vehicle crime by 30 per cent and domestic burglary by 25 per cent. The Home Office told us that from 2005-06 there will be a national target of a 15 per cent reduction in crime and

more in high crime areas and Government Offices will be taking a much more pro-active role in setting Crime and Disorder Reduction Partnership targets, with the help of central Home Office guidance that are deliberately designed to ensure that targets set at local level will sum to the desired national outcome.

3.12 Home Office guidance on crime and disorder reduction strategies is increasingly focusing on outcomes rather than processes as Partnerships mature, but there is still room for improvement. Drawing upon existing research and reports on Crime and Disorder Reduction Partnerships²⁴, we identified 10 good practices that will determine whether a strategy is likely to help the Partnership and Police to reduce crime and disorder in their area. Our analysis of the strategies prepared for the

16 The quality of the strategies prepared varies across Partnerships



Source: National Audit Office assessment of Partnership strategies

24 C. Phillips, J Jacobsen, R Prime, M Carter and M Considine ‘Crime and Disorder Reduction Partnerships: Round one progress’, Home Office, Police Research Papers 151, 2002, Community Safety Partnerships, Audit Commission, 2002.

ten Partnerships we visited against these criteria suggests overall quality varies - see **Figure 16**. Few Partnerships had demonstrated their strategy fitted in with those developed by neighbouring Partnerships or had considered the longer term sustainability of their projects to reduce crime. Other elements of the strategies had been carefully considered by some Partnerships; in Hackney, for example, the Partnership had reviewed and appraised its previous strategy in a separate published document.

Smaller Partnerships find it difficult to access staff with the right skills

3.13 Small Partnerships that employ only one or two staff find it difficult to access the range of skills required to reduce crime effectively. Staff supporting Crime and Disorder Reduction Partnerships need to be able to analyse data to identify crime problems, network and keep up to date with issues in order to identify possible solutions, and have sufficient project management and financial management skills to develop and run projects. Without these skills, there is a risk that a Partnership will find it difficult to identify and run worthwhile crime reduction projects. Sixty four per cent of the Partnership Chairs who responded to our survey confirmed that they always or usually had sufficient access to suitably skilled data analysts in 2003-04, but 33 per cent said that access was usually insufficient or they had no access to such skills at all. Seventy two Chairs of Partnerships confirmed they employed two or fewer staff and this is mainly because many Partnerships cover relatively small resident populations; there are 376 Partnerships in England and Wales, compared to 155 Youth Offending Teams and just 42 Local Criminal Justice Boards.

3.14 Greater collaboration between Partnerships and joining up on support functions could achieve more efficient use of resources through economies of scale and access to a wider range of skills. The 232 Partnerships responding to our survey reported that Home Office Crime Reduction money had been used to employ a total of 487 staff to support their Partnerships as at 30th September 2003. Employing specialist staff can be expensive, especially when uncertainties over funding necessitate short-term contracts of up to a year. The Home Office, for example, paid the £32,000 cost of employing a Communities Against Drugs Officer in

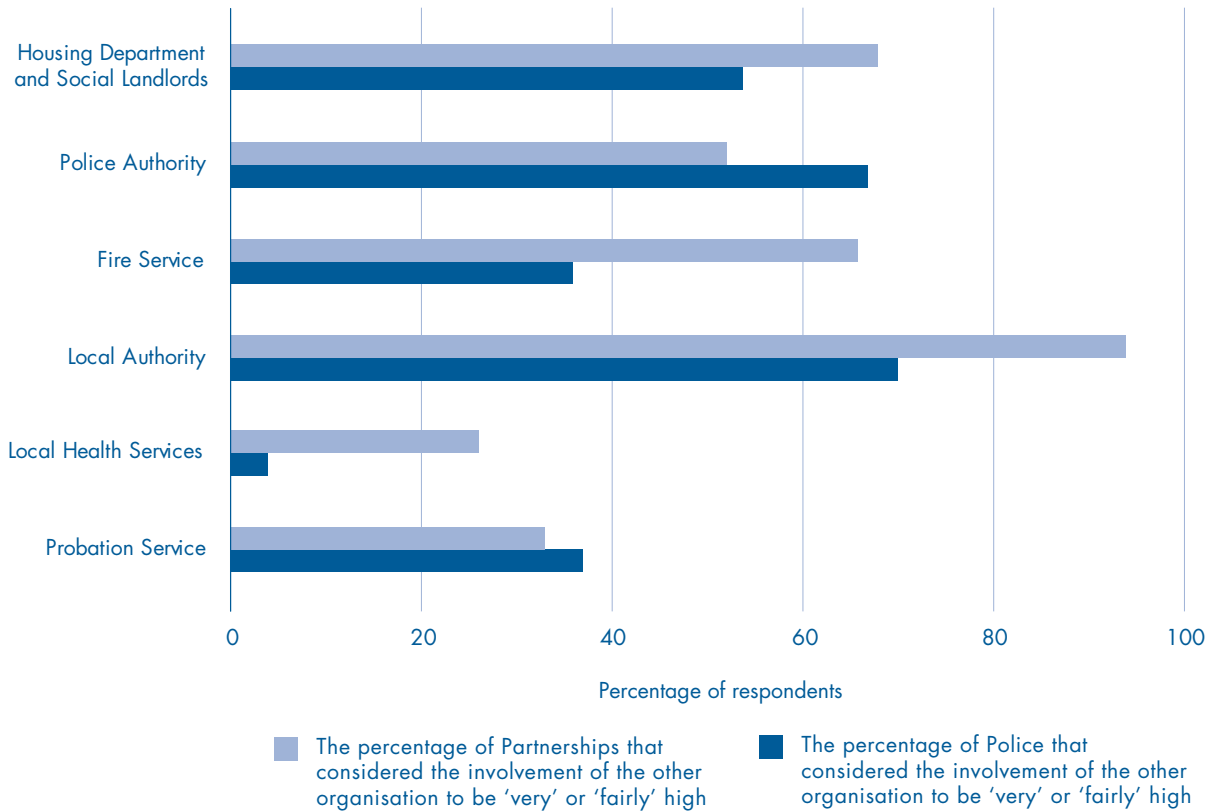
Bolsover, Chesterfield and North East Derbyshire. The cost of employing staff required to develop plans and deliver crime reduction projects can represent a large proportion of the total funds given to smaller Partnerships. For example, around a third of the Home Office grant to North East Derbyshire in 2003-04 was to pay the staff costs for the Community Against Drugs Officer, plus the staff costs for a Community Safety Assistant and a Partnership Assistant. Whilst Partnerships that received less than £100,000 in grants from the Home Office in 2003-04 used that money to employ 1.7 staff for every £100,000 spent, Partnerships that received £100,000 or more employed 1.1 staff for every £100,000 spent. We therefore welcome Home Office plans to issue guidance to Home Office Regional Directors to facilitate the merger of Crime and Disorder Reduction Partnerships, where appropriate.

Partnerships continue to find it difficult to engage other organisations fully in their crime reduction work

3.15 The involvement of Partner agencies is critical to Partnerships having the information and skills necessary to design and run initiatives. Divisional Commanders of Police Basic Command Units and the Chairs of Partnerships typically rate their local Probation Service and the local Health Service as less active than other key statutory Partner agencies (see **Figure 17 overleaf**). This was supported by our discussions with key staff in Partnerships and the Police who explained that Probation Service and Health staff are often unable to contribute due to resource constraints and other competing priorities. Assistance can include seconding staff to the Partnership, providing data for crime analysis, using staff time and expertise to lead projects, funding for projects, making premises available and, if applicable, altering the delivery of mainstream services. The Audit Commission examination of Partnerships²⁵ highlighted the need for local agencies to work together with a high degree of co-ordination, but found that health services, social services, probation and education services were often not full participants. The Home Office had sought to encourage Crime and Disorder Reduction Partnerships and Drug Action Teams to work more closely together and, in unitary local authority areas, for the two bodies to become integrated into one organisation by April 2004.

25 Audit Commission, 'Community Safety Partnerships', 2002.

17 The views of Police Divisional Commanders and the Chairs of Partnerships on the involvement of other organisations involved in crime reduction



Source: National Audit Office

The Home Office has improved its performance monitoring, although scope to improve feedback remains

3.16 Previous National Audit Office reports²⁶ have highlighted the importance of accurate and reliable information to monitor the progress of schemes and to identify any under-performance early enough to be able to take remedial action.

3.17 The Home Office has improved the overall quality of its management information on the performance of each Partnership. The Police Reform Act 2002 introduced the requirement for Partnerships to complete an annual report for the period April 2003 to March 2004 on the implementation of their crime and disorder reduction

strategy. The report should include information on progress towards meeting agreed outcome targets, information on the human resources available to each Partnership, plus examples of good practices and potential barriers to effective working. The annual report should also contain information on whether the Partnership has completed a Self Assessment Framework. The Self Assessment Framework was introduced in November 2003 (see **Figure 18**) and the Home Office considers it to be mandatory for the 94 Partnerships with the highest crime rates per 1,000 population for vehicle crime, robbery and domestic burglary and recommended good practice for all others. The Home Office encouraged Partnerships to complete their reports by April 2004. Not all Partnerships have done so and as progress has taken longer than expected, the Department has not yet examined the reports.

26 'Increased resources to improve public services: a progress report on departments' preparations' (HC 234, Session 2003-04); and 'Managing resources to deliver better public services' (HC 61-1, Session 2003-04).

18 The Self Assessment Framework

The Self Assessment Framework is based on the Business Excellence Model and covers five key areas: leadership, audit and strategies, people and partners, resources and processes. Each area includes a number of specific standards and Crime and Disorder Reduction Partnerships and Drug Action Teams should assess their performance against each standard. Each assessment should be supported by suitable evidence, such as references to evaluations or reviews done or to actions and initiatives undertaken.

The primary purpose of the Self Assessment is to identify strengths and areas for improvement. The self assessment leads to the identification of improvement goals which can then be turned into actions for an improvement plan.

The Chair of the Partnership, plus representatives from the local authority, Police, Police authority, fire and rescue service and primary care trust must sign the assessment and endorse the findings.

Source: National Audit Office

3.18 Whilst the level and extent of performance monitoring has begun to improve, Partnerships continue to have mixed views on the feedback they receive from their Home Office Regional Crime Reduction Team, based in the Government Offices for the Regions and the Welsh Assembly. Thirty per cent of Partnerships responding to our survey confirmed that they receive sufficient feedback on their performance, whereas 33 per cent thought they did not receive sufficient feedback. More specifically, the majority of Partnerships thought the Home Office regional crime reduction teams were useful in giving feedback on strategies (60 per cent of respondents) and spending plans (76 per cent of respondents) and responding to ad hoc queries (84 per cent of respondents), but only 37 per cent thought they were helpful in giving advice on how to run a Partnership or in co-ordinating activities between neighbouring Partnerships. Police Basic Command Units generally considered the advice they received from the Home Office, the Police Standards Unit within the Home Office and Her Majesty's Inspectorate of Constabulary useful, but other Basic Command Units and Crime and Disorder Reduction Partnerships were considered a better source of advice.

APPENDIX 1

Home Office grants for crime reduction

Grant Schemes running in 2003-04

| Grant scheme | Duration of funding | Total grant allocations up to 31 March 2004 (£) | Recipients of grants | Purpose of grant scheme |
|--|---|---|---|--|
| Building Safer Communities | Annual grant, April 2003 onwards | £72.2 million | Crime and Disorder Reduction Partnerships | Currently the main Home Office grant for crime reduction initiatives. In 2003-04, requirements were that a proportion of the grant was to be spent on drugs initiatives. |
| Basic Command Unit funds | Annual grant, April 2003 onwards | £50 million | Police Basic Command Units | Funding allocated to Basic Command Units for initiatives which fit in with the overall Partnership strategy. |
| Directors Fund | Annual grant, April 2003 onwards | £10 million | Home Office Regional Directors | To enable Partnerships and other organisations to carry out specific projects to build capacity and address key priorities, including national targets. |
| Criminal Justice Intervention Programme (CJIP) | Annual grant, April 2003 onwards | £46.2 million | Drug Action Teams | Provide a beginning-to-end support system for dealing with drug-misusing offenders. In 2003-04 money was allocated to the 30 worst affected areas. The scheme is to be widened from 2004-05. |
| Anti-Social Behaviour | One-off allocation 2003-04 | £6.4 million | Crime and Disorder Reduction Partnerships | Strengthen Partnerships' response to anti-social behaviour. |
| Vehicle Crime | One-off allocation 2003-04 | £1.2 million | Home Office Regional Directors | Local publicity on vehicle crime. |
| Communities Against Drugs | Annual grant, 2 years starting April 2001 | £220 million | Crime and Disorder Reduction Partnerships | Initiatives tackling drug related crime and disorder, in conjunction with local Basic Command Units and Drugs Action Teams. |
| Partnership Development Fund | Annual grant, 3 years starting April 2000 | £40.5 million | Home Office Regional Directors | To assist Partnerships with developing and implementing crime reduction strategies, for example, through new information systems or disseminating good practice. |
| Street wardens | Allocated in response to bids for 3 years starting April 2001 | £25 million | Local authorities, housing associations, Police | To establish new or expanded warden schemes to improve the physical appearance of streets, deter anti-social behaviour and reduce crime. |

| Grant scheme | Duration of funding | Total grant allocations up to 31 March 2004 (£) | Recipients of grants | Purpose of grant scheme |
|---|---|---|---|--|
| Small Retailers in Deprived Areas | Annual grant, 3 years starting April 2000 | £15 million | Crime and Disorder Reduction Partnerships | To improve the security of small retailers in the most deprived areas, for example, through providing them with better locks, or toughened glass. |
| Safer Communities Initiative Fund | Annual grant, 1 year starting April 2002 | £20 million | Crime and Disorder Reduction Partnerships | To fund crime reduction initiatives and Partnership capacity building. |
| Secured Car Parks scheme | One-off allocation in 2002-03 | £0.3 million | British Parking Association (since 2001) and ACPO Crime Initiatives Ltd | Scheme which awards Secured Car Park status to operators who meet a stringent set of security standards. The overall scheme was launched by the Association of Chief Police Officers (ACPO) in 1993. |
| CCTV Initiative (mostly within the Crime Reduction Programme) | Allocated in response to bids in two rounds, the first of which was in April 1999 | £170 million | Crime and Disorder Reduction Partnerships | To set up over 680 CCTV schemes. £153 million of the available funding came under the Crime Reduction Programme (this is not included in the figure below). |
| Crime Reduction Programme | Allocated in response to bids within the three years starting April 1999 | £250 million | Crime and Disorder Reduction Partnerships | A suite of initiatives including the Reducing Burglary Initiative (£25 million), Targeted Policing (£30 million) and Drug Arrest Referrals scheme (£20 million). |
| Total Grant Allocations up to 31 March 2004 | | £926.8 million | | |

APPENDIX 2

Our audit approach

Visits to Crime and Disorder Reduction Partnerships, Police Basic Command Units and Home Office teams in the Regions

1 We carried out preliminary interviews and tested our approach by speaking with key staff at the South East Regional Office, Hastings and Portsmouth Crime and Disorder Reduction Partnerships. We then visited ten Crime and Disorder Reduction Partnerships and associated Police Basic Command Units in England and Wales - see **Table A**. The Partnerships included rural and urban locations, and varied in size (based on resident population) and varied by levels of crime (according to Police recorded crime statistics). As part of each visit

we interviewed key staff, including a member of the Partnership’s executive committee, the community safety manager and a representative from the Police Basic Command Unit and examined at least seven projects in each area.

2 We visited the Home Office teams at the five Regional Offices responsible for overseeing the Partnerships and Police Basic Command Units that we had examined. Our work included interviews with key staff and a review of financial and performance monitoring information, including any data held on the projects we had examined.

A We visited a range of Crime and Disorder Reduction Partnerships, Police Basic Command Units and Regional Offices

| Region | Partnership | Associated Police Basic by the Command Unit | Population covered Partnership (thousands) | Crime rate per thousand population in 2002-03 ¹ |
|---------------|----------------|---|--|--|
| London | Bexley | Bexley | 219 | 91 |
| London | Hackney | Hackney | 203 | 194 |
| Wales | Cardiff | Cardiff | 305 | 161 |
| Wales | Ceredigion | Ceredigion | 75 | 48 |
| North West | Manchester | North /South Manchester | 393 | 240 |
| North West | Chorley | Southern | 101 | 69 |
| East Midlands | NE Derbyshire | Chesterfield | 97 | 70 |
| East Midlands | Ashfield | Area A | 112 | 130 |
| South West | South Somerset | Somerset East | 151 | 85 |
| South West | Mid Devon | Area 4 | 70 | 54 |

Source: National Audit Office

NOTE: 1 Based on recorded crime data from the Police Standards Unit

Census of Chairs of Crime and Disorder Reduction Partnerships and Police Divisional Commanders

3 We undertook a questionnaire survey of all 376 Chairs of Crime and Disorder Reduction Partnerships and all Divisional Commanders of Police Basic Command Units. The two questionnaires were similar, covering:

- The role of the Home Office.
- Local strategies and targets.
- Partnership activity.
- Staffing and resources.
- Evaluation of crime reduction projects.

The response rates were high. Two hundred and forty nine Divisional Police Commanders responded and we received 232 questionnaires from Crime and Disorder Reduction Partnerships, equivalent to a 62 per cent response rate. We compared those Partnerships that had replied with data on crime rates and determined that we had received a broadly representative mix of responses.

Views of Offenders and Residents

4 We commissioned MORI Social Research Institute to run four focus groups with persistent offenders and with local residents (see [Appendix 4](#)). Two groups (one of persistent offenders and the other of local residents) were held in the London Borough of Hackney and two (one of persistent offenders and the other of local residents) in Chesterfield, Derbyshire. The Probation Service assisted with identifying offenders in each area. Topics explored with the offenders were: their motivation for committing crime, experience of interventions, their future aspirations and ideas about what would deter them from re-offending. Issues explored with the residents included their perceptions of crime in the area, their awareness and opinion of current crime reduction initiatives and ideas about how to achieve reductions in crime.

Review of existing research on methods of crime reduction

5 We commissioned Professor Per-Olof Wikstrom of the Institute of Criminology, University of Cambridge to undertake a literature review of existing research on crime reduction initiatives.

Analytical review of crime statistics

6 We interviewed key staff at the Home Office and analysed existing crime data. Crime data included published crime statistics and Police recorded crime data collated by the Police Standards Unit.

Seeking the views of interested parties

7 In designing and carrying out the study, we consulted with the Home Office, the Association of Chief Police Officers, the Audit Commission and Her Majesty's Inspectorate of Constabulary. We held an advisory panel meeting to discuss our work and emerging findings. The advisory panel included representatives from the Home Office, the Local Government Association, Her Majesty's Inspectorate of Constabulary, the Scottish Executive, the Driver and Vehicle Licensing Agency, Nacro, Crime Concern, the Jill Dando Institute of Crime Science and a local Community Safety Manager.

APPENDIX 3

The projects we examined during our visits to Partnerships

In consultation with each of the Partnerships and associated Police Basic Command Units visited, we selected a range of schemes funded through different Home Office grants in 2002-03 and at different stages of

development. The projects we examined do not represent all the schemes at each Partnership, although our selection is broadly representative.

Ashfield

| Project | Description | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|---|---|---|
| CCTV projects - Kirkby, Hucnall and Sutton | Installing and monitoring CCTV cameras in hotspot locations. | 635 | High |
| Coxmoor project | Improve street lighting and install recreational equipment on the Coxmoor estate. | 34 | Low |
| New Cross project | The project involved a Police led drugs raid on the New Cross estate and other initiatives to reduce burglary, violent crime and anti-social behaviour. | 48 | Low |
| Operation Axis | Dedicated Police team and an enhanced forensic service to tackle vehicle crime. | 25 | High |
| Project Jupiter | Computer equipment and a data analyst to participate in an East Midlands project mapping crime related data. | 30 | Low |
| Prolific Offenders project | Collaboration between the Police and drug services to target prolific offenders. | 110 | High |
| Targeted Police Operations project | Undercover Police operation to remove the area's major drug dealers. | 80 | Medium |

Bexley

| | | | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|--|---|--|--|
| | Project | Description | | |
| | Anti-social Behaviour | Employment of an anti-social behaviour co-ordinator. | 50 | Medium |
| | Community Safety Action Zones - Slade Green | Environmental improvements and increased activities for young people in the crime 'hotspot' area of Slade Green. | 210 | High |
| | Operation Cubit - removing abandoned and illegal vehicles | Operations involving the Police, Local Authority and DVLA to remove untaxed and abandoned cars from within the borough. | 50 | High |
| | GIS Crime Analyst and specialist equipment | Analyst to look at weekly figures and produce reports particularly for the community safety action zone areas. | 40 | High |
| Targeted motor vehicle crime initiatives | | Small scale Police operations in 'hotspot' areas. | 8 | Low |
| | The Bobby Van - securing homes in streets with high burglary rates | Victim Support led project securing homes identified as vulnerable to burglary. | 30 | High |
| | Seneca/Galena/Durham operations | Police officers and CCTV cameras on particular bus routes to target vandalism and robbery. | 1 | Medium |

Cardiff

| | | | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|---|---|--|--|
| | Project | Description | | |
| | BCU - Auto crime task group | Various auto crime initiatives mostly led by Police officers. | 22 | Medium |
| | Arson/Auto Crime Project | Removing abandoned vehicles, led by fire service. | 40 | High |
| Target hardening for potential hotspot | | Small scale environmental improvements in areas identified as vulnerable. | 24 | Medium |
| | Proactive Police operations: Drug related crime | Undercover Police operation to target and disrupt the supply of drugs. | 112 | Medium |
| | Funding to Victim Support | A mini-bus to take victims, witnesses and their families to court. | 8 | Low |
| Targeted alcohol related street crime | | Police-led project involving a range of measures to reduce alcohol related violence in the town centre. | 488 | High |
| | Women's safety unit | Support centre working with victims of domestic violence. | 409 | High |

Ceredigion

| Project | Description | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|--|---|---|
| Quality of life part fund graffiti removal | Purchase of graffiti removal equipment | 5 | Medium |
| Criminal justice support worker | Contribution to funding a substance misuse worker concentrating on arrest referrals and Drug Treatment and Testing Orders. | 15 | High |
| Community Policing - mobile Police station | A mobile Police unit, slightly larger than a normal patrol car. | 10 | Medium |
| Auto Crime: Electronic link between Ceredigion County Council and the DVLA | An electronic link between the local authority and the DVLA to facilitate faster removal of abandoned cars. | 3 | Medium |
| Drug Dependency Demand: Expansion (Ceredigion Contact) | Contribution to rent for the expanded premises of the substance misuse centre | 9 | Medium |
| CCTV R1 - Lampeter town centre CCTV | Installing and monitoring CCTV cameras in Lampeter. | 206 | High |
| Employment of a full time licensing officer | Employment of a licensing officer to take over the need to oversee licensing issues from the Chief Inspectors of Police in the area. The work involved conducting performance inspections, dealing with licensing offences and giving advice to licensees. | 5 | Low |

Chorley

| Project | Description | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|---|---|---|
| Young People - prevention of substance misuse | Employment of two substance misuse workers: providing guidance, advice and outreach services to young people. | 38 | Medium |
| Project Tower | Adaptation of the Blackpool project funding Police offices and drug treatment to target prolific offenders. | 141 | Medium |
| Neighbourhood Wardens | Purchase of two vans for neighbourhood wardens working in areas of Chorley | 12 | Medium |
| Vehicle crime reduction scheme - costs to put up posters | Information in problem car parks through leaflets and posters. | 3 | High |
| ANPR system to armed response | Contribution to purchasing Automatic Number Plate Recognition equipment for use by the Police in Lancashire. | 2 | Low |
| Reduction in alcohol related crime | Training of bar and door staff as part of an initiative to reduce alcohol related crime. | 5 | High |
| Increase security of elderly persons' homes | Small repairs and adaptations to the homes of the elderly and disabled people. | 3 | Medium |

Hackney

| | | | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|--|--|--|--|
| | Project | Description | | |
| | Clapton CAD project | Initiatives in the Upper Clapton estates including youth activities, a Police presence and a drugs worker. | 995 | Medium |
| | Reducing Burglary Initiative | Information and security improvements to houses in a burglary 'hotspot' area. | 37 | High |
| | Small retailers in deprived areas | Security improvements, including a radio scheme for small retailers in crime hotspots. | 200 | Medium |
| | Operation Vorsprung | Planned Police work to target vehicle crime 'hotspot' areas. | 20 | Low |
| | Operation Safer streets: microbeats | Paying Police overtime for more Police officers in streetcrime 'hotspots'. | 80 | Medium |
| | Pinnacle ASB | Two employees working with young people involved in anti-social behaviour and their families in the Shoreditch area. | 140 | High |
| | Criminal Justice Interventions Programme | Setting up an end-to-end service for drug using prolific offenders. | 828 | High |
| | Dalston Partnership Policing Project | Dedicated Police team and drug services in Dalston. | 760 | High |
| | CCTV in Dalston, Hackney and Well Street | Installing and monitoring CCTV equipment. | 227 | High |

Manchester

| | | | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|--|--|--|--|
| | Project | Description | | |
| | St Mary's hospital - violence against women project | Employment of a forensic nurse to speed up examination of sexual assault victims. Research in the attrition rates and services at the St Mary's sexual assault centre. | 230 | Medium |
| | Vehicle Crime initiative | Initiatives on vehicle crime across the city, including environmental improvements, informing the public of risks and working with young people. | 100 | Medium |
| | Environmental improvements | Local Area Partnerships submitting proposals and carrying out environmental improvements. | 157 | Medium |
| | Begging outreach | Outreach worker offering drug advice and accessing housing services for beggars in the city centre. | 28 | High |
| | Youth inclusion programme in Miles Platting area | Activities for the 50 most at risk young people in the area. | 25 | Medium |
| | Targeted policing initiative - Operation Chrome South Manchester | Multi-agency project targeting young people at risk of becoming involved in gang-related gun crime. | 120 | Medium |
| | Longsight - Operation Salem II | High profile policing and youth activities to combat the rise in youth nuisance in October and November. | 30 | High |

Mid Devon

| | | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|--|---|---|
| | Project | Description | |
| | Locality Forum meetings | Training on crime reduction for 50 local people in Partner agencies and interested bodies. | 1 Low |
| | Parent-family support worker | Employment of parent-family support worker to work with drug misusing parents. | 20 Medium |
| | Pressure washer | Purchase of pressure washer for removing graffiti, operated by offenders on community sentences under the supervision of probation. | 6 Medium |
| | Preventative services for young people | Working with groups of young people to educate them about drugs. | 20 Medium |
| | Prolific offenders unit | Drug treatment and supervision for prolific offenders. | 15 High |
| | Speed visor | Equipment operated by the Highways department to measure the speed of passing cars. | 4 Low |
| | Wilcombe playing field project | Improving the existing facilities for young people at Wilcombe playing field. | 4 Low |

North East Derbyshire

| | | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|----------------------------|--|---|
| | Project | Description | |
| | Action Housing project | Contributing the set up costs to a project supporting tenants who have heavy drug addiction. | 30 Medium |
| | Mark it wise project | The Police and neighbourhood watch visiting hotspot areas to give out anti-burglary packs and offer crime prevention advice. | 6 Medium |
| | Partnership analyst | An analyst to provide crime statistics for North East Derbyshire, Bolsover and Chesterfield Partnerships. | 22 Medium |
| | Prolific offenders project | Probation, Police and drug treatment services providing support to prolific offenders. | 8 High |
| | CX Security project | Installing security equipment into the Clay Cross 'hotspot' area. | 8 High |
| | Community safety assistant | Employment of an assistant for the community safety officer. | 10 Medium |
| | CAD co-ordinator project | Employment of a Communities Against Drugs Co-ordinator to oversee drugs initiatives. | 10 Medium |

South Somerset

| Project | Description | Home Office funding in 2002-03 (£'000s) | NAO assessment of the likelihood of a demonstrable reduction in crime |
|--|---|---|---|
| Chard Community Link Worker | Work with drug addicts between the ages of 18 and 25 offering them guidance and advice. | 23 | Medium |
| Careline Alarms | Alarms for vulnerable individuals in their home, linked electronically to Careline. | 3 | Low |
| Community Speed Watch | Purchase of equipment to measure the speed of vehicles, operated by volunteers. | 7 | Low |
| Section 17 training and task group development | Training on Partnership working for parish and town councils. | 18 | Low |
| Motor Project | Employing a co-ordinator to run a "wheels" project to engage young people at risk of offending and educate them about the safe use of vehicles. | 25 | Low |
| Rural Safety Initiative | Training and on-going support to local community action groups. | 2 | Low |
| Safer Neighbourhoods Small Grant Schemes | Capital funding for projects identified by local area groups. | 10 | Medium |

APPENDIX 4

Discussions with local residents and persistent offenders about crime in their area and their experiences of crime reduction initiatives

1 This appendix summarises the findings of the research conducted by MORI Social Research Institute in March 2004. The results are based on the discussions held and whilst we sought the views of a broad range of people, the results are not based on quantitative statistical evidence.

2 The key objectives of the research were to understand the views of offenders and local residents about crime in their area, and their experiences of crime reduction initiatives. Areas explored with persistent offenders included:

- Motivation to commit crime.
- Experience of interventions (including their experience of probation, Police, prisons and drug services).
- Their future aspirations.
- Their ideas about what would deter them from re-offending and reducing crime levels.

3 The key areas discussed with local residents were:

- Perceptions of crime in their area.
- Awareness of initiatives run by Crime and Disorder Reduction Partnerships and their opinion on the effectiveness of local crime reduction strategies.
- Their ideas for reducing crime in the area.

Methodology

4 The research comprised four focus groups - two in Hackney and two in Chesterfield. In each of the areas one group was held with persistent offenders and the other with local residents. Four persistent offenders in Hackney and six in Chesterfield were recruited from the Hackney and Derbyshire probation services respectively. All except one of the participants in each offender group was a drug user. Each of the groups of local residents from Hackney and Chesterfield consisted of ten participants, with a broad mix of men and women between the ages of 25 to 55 from the C1C2DE social class residing in the area.

Key Findings

Fear of crime versus being a victim

5 Local residents in both Hackney and Chesterfield feel that their local area has two sides to it; a 'nice' area and a 'rough' area. The rough areas are seen to be unpleasant because they are overrun by drug dealers and drug users, have gangs of youth hanging around and are potentially unsafe when pubs and clubs close.

6 Both residents and offenders in Hackney and Chesterfield alike feel that crime has been on the increase in recent years but the fear of crime and preconceptions about an area is far greater than the actual occurrence of crime. The most common crimes mentioned by

both residents and offenders were street robbery, muggings, car crimes and drug dealings. Shootings were also mentioned as something they heard about and concerned them. Offenders feel that the level of drug use has increased especially among young people. They all agree that in the last few years, drugs have become more easily accessible, both on the street and in schools, and drug use is perceived to drive crime levels up in their area.

What drives crime, a resident perception

7 Most residents in Hackney and Chesterfield feel that nowadays people are exposed to anti-social and criminal behaviour at a much younger age. A gamut of factors were mentioned, including, a shortage of funds to keep schools open and poor quality education leading to a skills vacuum later in life and subsequent unemployment.

8 A lack of activities and resources for facilities such as sports or community centres to keep young people off the street corner was thought to lead to boredom. Unable to fill their spare time constructively they are more vulnerable to engaging in anti-social behaviour, drugs and criminal activity. Bad parenting and a lack of discipline in the home are also thought to add to the problem of young people having a general lack of respect for people and property and engaging in anti-social behaviour.

Being a victim

9 The fear of crime was palpable and residents said they do take precautions in areas deemed as unsafe such as not answering mobile phones on the street, but this was more to do with common sense practices and awareness of one's surroundings. Most residents in the group discussion had been a victim of crime at some stage albeit at varying degrees. Some of the offences they had been a victim of were car theft, muggings and burglary.

10 Residents in both areas feel that anyone can be a potential victim of crime but that women and the elderly probably feel more at risk. However, some did acknowledge that young men were actually the most vulnerable group with the greatest potential for being attacked, and that women and the elderly are often perceived as more vulnerable due to media hype.

Motivation to commit crimes

11 Offenders offered a few reasons why they initially started committing crimes. These tended to be financial, to relieve boredom and at a later stage to fund drugs or alcohol.

12 In both Hackney and Chesterfield offenders describe the "buzz" they get from offending, particularly when committing aggravated burglary, a mugging or car theft. While some felt uneasy and even physically sick when committing their first offence, repeating a crime breeds familiarity and eventually reduces the fear of committing the offence, being caught or subsequent punishments. At this initial stage the financial gains and perceived freedom it offers adds to the buzz of offending.

You would go out and do a burglary and just have a pocket full of money. That is buzz mate, absolute buzz. Yes, when you were spending it all on nice clothes and flashing it around...

Male offender

13 Both drug users and non-drug users feel that the "buzz" begins to wane over a period of time. Drug users find that as their dependence on drugs increases, committing crimes becomes a way to support an addictive lifestyle. Thus what can start out as 'daring' or 'exciting' becomes a requirement for survival rather than a choice. For the non-drug user, the excitement he once derived from burglary now lacks lustre because it has become a means of survival.

The drugs have changed you. You are having to go out and do that much crime because it [addiction] is getting that much.

Male offender

No I just go to work as normal. I see myself as doing a job. It is not exciting and that, not at this age, it is not a buzz.

Male offender

14 That said for the offender offending itself had become an addiction so that in spite of having a supply of drugs and money he still felt the urge to commit crime. He describes offending as a behaviour pattern he feels trapped in and unable to control. Most of the offenders feel that while the actual crime might be committed spontaneously, the awareness that they need to commit a crime for financial gains is conscious and planned.

When I was in active addiction I was a robber, a street robber. So say I was coming out of my house one morning and I wanted money to buy drugs or I was sick and I saw a man round the corner I would stick him up and rob him. It did not matter if he was big, tall or what. Not plan it but the first person I saw I would just rob him but I knew that in my head already.

Male offender

15 They describe not having back up plans or sussing out houses or shops they intend to burgle. This is because they feel that burglary is 'potluck': they never know exactly what each burglary can yield. Alarms, unless connected to the Police station are not a deterrent as most of the burglaries committed by these offenders are aggravated, and therefore usually the alarm is not on.

But then I will do that [burglary] and leave one house, but you always have one to like fall back on don't you. If you are doing burglaries it is pot luck anyway. Yes, it is like the lottery isn't it, everything doesn't always go to plan. I can do six or seven houses in one night before I have actually got anything.

Male offender

Knowledge and perceptions of crime reduction initiatives

16 Residents in both Hackney and Chesterfield had a low awareness of crime reduction initiatives. However, residents and offenders did put forward a number of suggestions they thought would help reduce crime in the area.

These were essentially linked to what are perceived as the core drivers of rising crime. Some of the common suggestions were:

- More activities for young people like music, swimming and youth shelters. All should be affordable and for both young people and families.
- Having more mentors for people.
- More skills training for school leavers, and encouragement for entrepreneurs and small businesses.
- More rehabilitation and support for drug users.

17 Residents specifically mentioned the following crime reduction methods:

- The Police working more closely with the community with emphasis on education in schools, being part of the community rather than being visible only after a crime, engaging with young people rather than portraying the organisation as threatening and distant.
- Local Police stations in crime 'hotspots'.
- More help for victims of crime.
- Courses on parenting; although there was a recognition that the parents most in need of guidance could be the most resistant to help.
- Encourage a feeling of community through regular meetings, organising community activities, neighbourhood watch and taking pride in the area.

18 Offenders' suggestions to reduce re-offending include:

- Access to drug treatments in prisons is seen as beneficial but after being released the chances of revisiting old haunts and friends who are still drug users is high and can lead to relapse and therefore re-offending. Therefore more drug services and support in the community.
- Support with housing, drug rehabilitation, training, employment, reuniting with family and community and disassociating with ones criminal past on leaving prison or while on probation is thought to be an essential component of ways to reduce re-offending. Some of this is seen to depend on the levels of interest taken by ones probation officer.
- There are perceived differences in the levels of support offenders receive from the Probation Service. While some feel they are not given adequate support others contest these claims but also acknowledge it could be due to the length of the prison sentence served or the type of support needed. Offenders released from a

custodial sentence of 12 months or more are subject to supervision by the National Probation Service, whereas offenders serving less than 12 months are unlikely to require supervision.

- Offenders who were offered a Drug Treatment and Testing Order found it beneficial and counselling was a key step to understanding their addictions to drugs and criminal activity.

All the going to court and getting caught by the Police and doing drugs it makes you realise how much life you are missing when you are straight. You get a scary wake up call and it is time to put your foot down isn't it?

Male offender

You lapse and relapse but I learned more in that course. I learned more about drugs and myself in that nine months than my whole life. I learned so much about drugs on that course.

Male offender

- The Persistent Offenders Programme in Chesterfield was talked about in a positive light. Compared to the Probation Service where offenders feel they are treated like 'just a number', social workers were concerned about rehabilitating drug users and sometimes went beyond their remit to help offenders with housing and family issues. However, one non-drug user felt that he was not getting the support he needed with training and employment from the programme. The drug users felt they might have got more support because of their addiction.

No, once you get out of prison that is it you are on your own. Probation they don't help you... It depends on what Probation Office you have to go to. Some are more interesting than others.

Male offender

It is different if you are doing a long sentence but when I came out and I went to see my Probation Officer they put me in contact with all these organisations. Every organisation where they thought I needed help I got.

Male offender