



Part One - What is Crime Reduction?

Introduction

The aim of this section is to give you an understanding of what we mean by crime reduction.

Objective

By the end of this section you will be able to:

-  Explain what we mean by crime reduction
-  List key legislation and government policies which have influenced crime reduction
-  Explain the importance to crime reduction of working in partnership and good communication.



Overview

This section looks at:

- 8 Section One - **What do we mean by crime reduction?**
Definitions of the terms crime reduction, crime prevention and community safety.
- 9 Section Two - **Where we are in crime reduction**
Looks at the history of crime reduction, legislation, publications and the Home Office perspective.
- 17 Section Three - **Working in partnership**
Briefly covers communication, information sharing and working with communities.
- 25 A **summary** of key points in this part can be found on page 25.



What do we mean by crime reduction?

The word "crime" is an all-embracing term referring to many different types of behaviour. What society considers a crime, which organisation it holds responsible for controlling crime and how it deals with offenders changes over time, roughly in line with social values. Let's set out what we currently mean by "crime reduction".

Crime reduction means **reducing the number** and seriousness of crime and disorder events by:

PASSPORT identifying potential targets for crime and taking action to deter potential offenders

PASSPORT disrupting and frustrating crimes as they happen (e.g. police action to stop a fight or an individual's action to ward off a pickpocket.)

PASSPORT preventing further crimes by reducing the risk, limiting more harm after a crime has happened by taking action (e.g. stopping further use of a stolen credit card, or dealing with offenders)

Crime prevention is part of crime reduction in that it is concerned with **reducing the risk** of a crime happening by intervening in its causes. Historically, crime prevention has mainly been associated with the police and physical security (locks & bolts), but it can be used in many circumstances. It is very difficult to measure how many crimes have been prevented by crime prevention action, hence the focus on reduction.

Community safety is a modern phrase that reflects more generally on quality of life issues: a broader approach identified in the early 1980s which encourages wider participation in the fight against crime. Community safety includes all hazards (real or perceived) that an individual might experience, including crime and disorder, but is often viewed only in the context of crime and disorder at the expense of other hazards (for example road safety). In this book we will normally use the phrase crime reduction and refer to community safety only when it is mentioned in key documents.

Now we have a feeling for these terms, let's find out more about how we've got to be where we are in crime reduction.

Where we are in crime reduction

History of crime reduction

At the beginning of the 20th century, there were 181 police forces in Britain. Most were very small and there was little contact or cooperation between them. Now, there are 43 police forces in England and Wales with many more officers.

In spite of new technologies that helped the police go about their business more efficiently, crime rose sharply after 1960, which inevitably led to criticism of the police whose job it was to prevent crime. It became apparent that traditional policing methods would not prevent or reduce crime on their own. The police service looked towards involving the community and taking up problem oriented policing, first developed in the United States. This was a step change from a previously reactive policing style.

In the early 1980s, alongside changes in policing, the government of the day put crime prevention firmly on the agenda with a number of circulars proposing co-ordinated approaches to crime prevention, involving many organisations working together.

1984 - An Inter-departmental Circular 8/84 encouraged the setting up of local multi-agency groups to tackle crime problems.

1988 - The Safer Cities programme was launched to tackle crime in the inner cities through proactive, multi-agency projects in areas with particular crime problems, drawing on the **problem solving approach**.

1990 - A further Inter-departmental Circular 44/90 "Crime Prevention: the success of the partnership approach" was accompanied by a booklet "Partnership in Crime Prevention" which provided further guidelines on good practice by highlighting some successful local partnership initiatives.

1991 - Standing Conference on Crime Prevention issued its report "Safer Communities: the local delivery of crime prevention through the partnership approach" (known as the Morgan report after its chairman). This report recommended that "local authorities, working in conjunction with the police, should have

The problem solving approach is covered in Part Two (page 28)

a clear statutory responsibility for the development of community safety and crime prevention programmes". The government at the time did not implement these recommendations.

1998 - The Crime and Disorder Act 1998 (C&D Act 1998) received Royal Assent in July, putting recommendations, many from the Morgan Report, on a statutory footing. The Act laid the ground for Statutory Crime and Disorder Reduction Partnerships (CDRPs). It gave the lead responsibility for crime and disorder reduction to the police and local authorities, requiring them to produce audits and strategies to plan for this. A new duty on police and local authorities required them to consider crime and disorder in all their activities, and new powers were created.

Legislation











Can you list some of the new powers introduced by the Crime and Disorder Act 1998?




Use the space below for notes.



Some of the new powers included in the Act are:

-  anti-social behaviour orders
-  reparation orders
-  action plan orders
-  parenting orders
-  local curfew schemes
-  removal of truants
-  drug treatment and testing orders
-  information sharing between agencies.

The purpose of the Act is to tackle crime and disorder and help create safer communities. It reflects a number of underlying themes:

-  The purpose of the youth justice system is to cut offending. Action must be taken quickly to nip youth offending in the bud.
-  The police and local authority - with the whole community - must establish a local partnership to cut crime.
-  Local authorities and other public bodies must consider the crime and disorder implications of all their decisions.

The key sections of the Act concerning mainstream crime reduction are set out below:

Section 1 created the community-based Anti-social Behaviour Order (ASBO) which aims to prevent serious and persistent anti-social behaviour which can make life a misery for a community. Breach of an order without reasonable excuse is a criminal offence.

Section 5 placed a joint responsibility on local authorities and the police to develop and implement crime and disorder reduction strategies in each local authority area in England and Wales.

Section 6 set out the requirement for the partnerships to carry out a Crime and Disorder Audit and write a strategy for tackling crime and disorder, giving targets to be met along the way. Strategies must be prepared every three years, but kept under review during the intervening period.

Section 17 required all local authorities, including joint authorities and police authorities, to consider crime and disorder reduction while exercising all their duties. So, for example, the planning department of a local authority must take crime and disorder reduction into account when granting planning permission.

Section 5 of the C&D Act 1998 led to what we now know as Crime and Disorder Reduction Partnerships. (CDRPs).

Section 39 placed a duty on all local authorities with social services and education responsibilities to establish one or more youth offending teams for their area. Chief officers of police, probation committees (these are now called probation boards) and health authorities (Primary Care Trusts) are required to co-operate in establishing these teams. Youth offending teams (YOTs) are to co-ordinate the provision of youth justice services locally and to carry out the functions assigned to the team in the youth justice plan.

Section 115 established the power to disclose information between crime and disorder partners (police authorities, local authorities, probation committees/boards, health authorities or to persons acting on their behalf) so long as such disclosure is necessary or expedient for the purposes of the Act.

More recently, **Section 97** of the **Police Reform Act 2002** requires that the Police Authorities, Fire Authorities and the Health Service Primary Care Trusts should become responsible authorities under the C&D Act 1998 alongside the police and the local authorities.

The Police Reform Act also strengthens the arrangements in the C&D Act 1998 for Anti-social Behaviour Orders, it extends the use of ASBOs to the British Transport Police and registered social landlords. It also extends the area over which an ASBO can be made for the protection of persons anywhere within a defined area of England and Wales. ASBOs may be imposed in addition to a sentence on conviction for a criminal offence involving anti-social behaviour, interim orders may be granted to protect communities pending the outcome of a full hearing. **Schedule 4** of the Police Reform Act gives extra powers to community support officers within the police, including the power to issue a range of fixed penalty notices relating to anti-social behaviour.




Section 40 enables chief officers to establish and maintain community safety accreditation schemes for non-police employees with powers to support the police. **Section 43** allows British Transport Police to do this for railway safety.

Section 98 allows the Secretary of State to require responsible authorities to make provision in their strategies for specified areas of crime and disorder. It also requires responsible authorities to send copies of their strategies to the Home Secretary (National Assembly for those in Wales).



There have clearly been some important changes over the last 25 years. Thinking of your own organisation - how has it changed over time? Has its focus changed and if so how has this manifested itself?

Think about:

-  how you work with other organisations, agencies and partners, and how this has changed
-  how your organisation works with the community
-  how your own role within your organisation may have changed.

Use this space to make notes.

Legislation - some websites and publications

To find out more about the Crime and Disorder Act and the Police Reform Act, visit these websites:

<http://www.homeoffice.gov.uk/docs/cdaindex/html>

(C&D Act 1998 includes introductory guide)

<http://www.policereform.gov.uk>

(Police Reform includes summary of provisions)

For more information on specific aspects of the Crime and Disorder Act, you may find some of these sources useful:

Section 1 - **A Guide to Anti-social Behaviour Orders and Acceptable Behaviour Contracts**, Home Office, November 2002
at: **<http://www.crimereduction.gov.uk/asbos9.htm>**

Section 17 - **Keeping Section 17 on the Agenda: good process and practice for local authorities implementing section 17 of the 1998 Crime and Disorder Act**

Crime Concern Briefing Paper in association with the London Borough of Havering, 2003 (12 pages)

**[http://www.crimeconcern.org.uk/pubs/
section17ontheagenda.pdf](http://www.crimeconcern.org.uk/pubs/section17ontheagenda.pdf)**

Section 39 - **Youth Justice Board Website** at:

<http://www.youth-justice-board.gov.uk>

Section 115 - **Information Sharing** Mini-site at:

<http://www.crimereduction.co.uk/informationsharing/>

Information Commissioner website:

<http://www.informationcommissioner.gov.uk>

Where does the Home Office fit in?

The Home Office has 7 aims which cover its wide ranging responsibilities as a government department. The aims most relevant to crime reduction and partnerships are:





Aim 1: To reduce crime and the fear of crime, tackle youth crime and violent, sexual and drug-related crime, anti-social behaviour and disorder, increasing safety in the home and public spaces.

Aim 5: To reduce the availability and abuse of dangerous drugs, building a coherent, co-ordinated drugs strategy, covering education and prevention, supply and misuse. To focus on effective intelligence and detection, preventative measures at local level, community regeneration, and - with other relevant departments and agencies - the provision of necessary treatment and rehabilitation services. To reduce the incidence of drugs in prisons and provide appropriate follow-up and remedial services.

Each Aim has a **Public Service Agreement** (PSA) which sets out delivery of agreed priority targets.



PSAs for Aim 1 and Aim 5 for the period 2003/4 - 2005/6 are set out on the next page:

PSA 1 Reduce crime and the fear of crime; improve performance overall, including by reducing the gap between the highest crime Crime and Disorder Reduction Partnership areas and the best comparable areas; and reduce:

-  vehicle crime by 30% from 1998/9 to 2004;
-  domestic burglary by 25% from 1998/9 to 2005;
-  robbery in the ten Street Crime Initiative areas by 14% from 1999/2000 to 2005;
-  and maintain that level

PSA 2 Improve the performance of all police forces, and significantly reduce the performance gap between the best and worst performing forces; and significantly increase the proportion of time spent on frontline duties

PSA 6: Reduce the harm caused by drugs by:

-  Reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people;
-  Reducing drug related crime, including as measured by the proportion of offenders testing positive at arrest.

For more information on the Home Office, the annual report is published each year in June. The 2003 report can be downloaded from: <http://www.official-documents.co.uk/>

document/cm59/5908/5908.pdf

Other information can be found at:

<http://www.homeoffice.gov.uk/crimpol/index.html>

or at:

<http://www.crimereduction.gov.uk/crssummary.htm>

Working in partnership

By working in partnership with others you will be able to tackle problems more thoroughly and much more quickly than you could if you were working on your own.



Make a list of all of the people/partners you work with, make contact with or simply network with in the crime reduction or community safety process.

Then, beside each of your partners, write down how they contribute towards the crime reduction process. Also think about any special skills or access to specialist skills your partners may have and write them down.

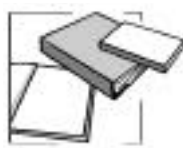
Partner	Contribution to crime reduction process

Knowing who has what skills will allow you to use the most appropriate people for the task in hand.

Using the exercise on the previous page make a list of any skills shortfalls you can think of which are restricting you and your partnership's performance. For example some organisations may be better placed to perform certain types of work. They may have experience in dealing with publicity, printing, the press etc.

Finally, make a list of where you may find the skills to fill this gap.

Skills shortfall	Where to find skills



Before we move on to look at communications find out if your organisation has a communications strategy. If it has what is it, what does it cover and how do you fit in?

Communications




If you are working in partnership with others make sure that you communicate openly with them. Set up regular meetings to discuss relevant issues. Make a note of your partners and make a point of getting to know who they are and what they are responsible for. You may well find that someone else is doing similar work to yourself and that you can help each other and share the burden. You may find that one of your partner organisations has better relationships with external agencies/organisations.

For help with setting up a communications strategy, use the **Communicating Crime Reduction** resource at:

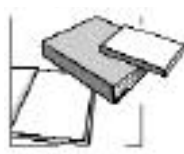
[http://www.crimereduction.gov.uk/
communicatingcrimereduction.htm](http://www.crimereduction.gov.uk/communicatingcrimereduction.htm)

Information Sharing

Sometimes you may have problems getting hold of the data you need or sharing it between partners. There are several possible reasons for this:

-  lack of an evaluation culture may mean the data isn't collected in the first place
-  there may be some suspicion about why the data is needed and how it is going to be used
-  there may be concerns about confidentiality.

Although this problem is becoming less common, the situation may need careful handling. One way of doing this is to have a data sharing agreement between the partners. The agreement should set out what data is to be collected, how it is going to be used and how it will be presented.

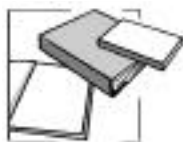


Find out if your organisation has a data-sharing agreement and how it works.

If you want to find out more about information sharing and how to set up an agreement, visit the Information Sharing Mini-site at:

<http://www.crimereduction.co.uk/informationsharing/>

For a more comprehensive assessment you might ask other members of the partnership to complete the checklist, Copy it as you need to.



Think about how your partnership operates. What are its strengths and weaknesses? How might it work better?

The following checklist, based on advice from the Home Office Crime Reduction Delivery Board, will help you to focus your thoughts.

Does your partnership:

- 1** Show effective leadership and the involvement of Chief Executives, elected members and other senior partners? Yes Don't Know No
- 2** Have a shared commitment to improve community safety? Yes Don't Know No
- 3** Show concerted action by a wide range of agencies? Yes Don't Know No
- 4** Have access to effective performance and project management skills? Yes Don't Know No
- 5** Have an adequately resourced and skilled Community Safety Team? Yes Don't Know No
- 6** Have an evidence-based approach to problem solving? Yes Don't Know No
- 7** Demonstrate analytical capacity and data sharing? Yes Don't Know No
- 8** Show openness to good practice with effective feedback mechanisms? Yes Don't Know No
- 9** Demonstrate effective and ongoing engagement with the community? Yes Don't Know No
- 10** Use benchmarking and twinning to learn lessons from partnerships elsewhere? Yes Don't Know No

Does your partnership have:

- 11** Information sharing protocols in place to ensure that core and relevant data is collated and analysed? Yes Don't Know No
- 12** A partnership strategy with clear outcomes, timelines, resource allocation, review processes and responsibilities? Yes Don't Know No
- 13** Effective joint planning arrangements based on agreed outcome-based targets/indicators? Yes Don't Know No
- 14** Commitment to take account of all members of the community, respecting diversity? Yes Don't Know No
- 15** Strong and effective communications with the community and partners? Yes Don't Know No
- 16** Assessment procedures and a system to monitor and review performance? Yes Don't Know No
- 17** A willingness to consider and introduce alternatives for failing or under-performing areas or initiatives? Yes Don't Know No

Ticks in the 'Don't Know' boxes might be an indication that you need to improve your partnership's internal communications.

Ticks in the 'No' boxes would be useful in drawing up an action plan to improve the way in which your partnership works.

Working with the community

What is 'the community'?

It is easier to talk about communities than to define them. The most obvious communities are geographical, and a number of Government funding programmes, especially regeneration programmes, relate to neighbourhoods and areas.

The community sector is made up of personal relationships, groups, networks, traditions and patterns of behaviour among people who share physical neighbourhoods, living conditions or common understandings and interests. The community sector ranges from small informal community groups to large multi-purpose community organisations.

Why is community engagement important?

The strategy for crime reduction in England and Wales recognises that crime is a problem that affects an entire community and needs to be dealt with by all social partners, not just the police.

The Crime and Disorder Act 1998 set up Crime and Disorder Reduction Partnerships to involve social partners (including voluntary and community organisations) in the assessment of crime needs and the planning of crime reduction strategies. Experience has shown that local delivery works best and most sustainably when the community are involved, so CDRPs are required to consult the local communities they serve.






Successful partnerships go a stage further and understand that increasing the crime reduction knowledge and skills of local people can help them to understand the issues, generate and focus grassroots activity, reduce victimisation and lessen the fear of crime.

Working with the community will give a voice to groups and help to strengthen local democracy. It will promote a shared responsibility for community safety and make sure that resources are used effectively.

Community roles in crime reduction

Possible community roles in relation to crime reduction include consultation (establishing the nature and extent of the problems); helping to devise solutions; and participating in decision-making and implementation.

The community also has a broader role as crime preventers who individually or collectively:

-  protect themselves and their property
-  exercise social control
-  report crimes to the police
-  act as witnesses
-  protect others.

How can you improve relationship with the community?

When working effectively with communities you should recognise that groups have specific funding, information and support needs. You should also think about how the partnership will approach consultation, making sure that community groups have a real opportunity to influence local decisions. It is important to have procedures in place to make sure that information reaches all sections of the community. Remember that consultation is a three stage transaction. ASK the question. LISTEN to the response. CHANGE your thinking and plans.

Further reading

Community engagement and the community development needed to support it are important subjects which require far more space than we have available in this book.

If you would like to learn more the following resources will help to get you started:

Compact Code of Good Practice on Community Groups

available from:




www.crimereduction.gov.uk/asactivecommunities36.htm

or in hard-copy from Home Office Active Communities Unit,
3rd Floor, Allington Towers, 19 Allington Street,
London SW1E 5EB.

Tel: 0207 035 5328.

Email: Public_enquiry.acu@homeoffice.gsi.gov.uk.

The Community Development Foundation - CDF is a leading authority on community development in the UK and Europe. It promotes community development by enabling people to work in partnership with public authorities, government, business and voluntary organisations to regenerate their communities. CDF strengthens communities by ensuring the effective participation of people in determining the conditions which affect their lives through:

-  Influencing policymakers
-  Promoting good practice
-  Providing support for community initiatives

Contact:

Community Development Foundation, 60 Highbury Grove,
London N5 2AG Tel: 0207 226 5375 Fax: 0207 704 0313
Email: admin@cdf.org.uk
Website: <http://www.cdf.org.uk>

Involving Communities in Urban and Rural Regeneration: a guide for practitioners. 2nd edition.

Published in 1997, this guide is a basic primer in how to involve the community in regeneration programmes. It covers the principles of community involvement, involvement at each stage of the process, techniques for involving the community, involving ethnic minorities, faith communities and young people, and involvement in local authority-wide programmes. Some references to the Single Regeneration Budget are no longer relevant but its value is in the basic principles of involving communities which can be transferred to crime and disorder reduction.

There is a leaflet which highlights some of the general principles of community involvement, and summarises the new advice contained in the guide on involving ethnic minorities, faith communities and young people in regeneration programmes. This leaflet is available from :

www.urban.odpm.gov.uk/research/summaries/02599/index.htm

The full report can be obtained priced £10 from the Publications Sales Centre, Unit 8, Goldthorpe Industrial Estate, Rotherham S63 9BL.
Telephone: 01709 891318 Fax: 01709 881673.

Now that we have looked at some of the background to crime and disorder reduction and some of the issues around partnerships we'll move on to the process of crime reduction.

Summary - Part One



What is crime reduction? To explain this question Part One covered:

- PASSPORT** What the terms crime reduction, crime prevention and community safety mean.
- PASSPORT** Where we are in crime reduction, the history, legislation and some key publications.
- PASSPORT** The Home Office perspective.

This part also covered the importance of working in partnership, good communication, information sharing and working with communities.

Part One summary