

Economy, Residents, Communities and Governance Scrutiny Committee

Meeting Venue
**Council Chamber, County Hall -
County Hall**

Meeting Date
Monday, 25 November 2019

Meeting Time
2.00 pm



County Hall
Llandrindod Wells
Powys
LD1 5LG

For further information please contact
**Wyn Richards, Scrutiny Manager and
Head of Democratic Services**
wyn.richards@powys.gov.uk

19.11.2019

Mae croeso i chi siarad yn Gymraeg neu yn Saesneg yn y cyfarfod. Rhowch wybod pa iaith rydych am ei defnyddio erbyn hanner dydd, ddau ddiwrnod gwaith cyn y cyfarfod.

You are welcome to speak Welsh or English in the meeting. Please inform us of which language you wish to use by noon, two working days before the meeting.

AGENDA

1.	APOLOGIES
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To receive apologies for absence.

2.	MINUTES OF PREVIOUS MEETINGS
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To authorise the Chair to sign the minutes of the previous meeting(s) held as follows as a correct record:

14 October, 2019

(Pages 3 - 8)

3.	DECLARATION OF PARTY WHIPS
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To receive disclosures of prohibited party whips which a Member has been given in relation to the meeting in accordance with Section 78(3) of the Local Government Measure 2011.

(NB: Members are reminded that under Section 78 Members having been given a prohibited party whip cannot vote on a matter before the Committee.)

4.	DISCLOSURES OF INTEREST
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Any disclose of interests by Members relating to items to be considered at the meeting.

5.	CRIME AND DISORDER
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To receive and consider the report of the Community Safety Partnership Co-ordinator.

(Pages 9 - 284)

6.	PROSECUTION ENFORCEMENT POLICY
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To consider for pre-Cabinet Scrutiny the report of the Portfolio Holder for Economic Development, Housing and Regulatory Services.

7.	FOOD JUSTICE
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Arising from the Motion which was considered by Full Council on 11th July, 2019, to consider the terms of reference for the review which Full Council has asked the Committee to undertake as to how to take this motion forward.

A copy of the Motion considered by the Council is attached for information.

(Pages 285 - 286)

8.	WORKING GROUP RECOMMENDATIONS
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To receive the recommendations of the following Working Groups together with the responses of the Cabinet:

9.	SCRUTINY WORK PROGRAMME
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To receive a copy of the Scrutiny Forward Work Programme and to make any suggestions for items to be added or deleted for consideration by the Co-ordinating Committee.

(Pages 287 - 294)

Public Document Pack

Economy, Residents, Communities and Governance Scrutiny Committee – 14.10.2019

MINUTES OF A MEETING OF THE ECONOMY, RESIDENTS, COMMUNITIES AND GOVERNANCE SCRUTINY COMMITTEE HELD AT COUNCIL CHAMBER, COUNTY HALL - COUNTY HALL ON MONDAY, 14 OCTOBER 2019

PRESENT: County Councillor M J Dorrance (Chair)
County Councillors D O Evans, L George, J Gibson-Watt, E M Jones, G Jones,
I McIntosh, P C Pritchard, J Pugh and D Selby

Cabinet Portfolio Holders In Attendance: County Councillor J Evans

Officers: Nigel Brinn (Corporate Director - Economy and Environment), Wyn Richards (Scrutiny Manager and Head of Democratic Services), Andy Thompson (Service Manager – Tenancy Services), Terry Flynn (Housing Strategy Team Leader) and Greg Langridge-Thomas (Project Officer Events & Civil Contingencies)

1. APOLOGIES

Apologies for absence were received from County Councillors M Barnes and R. Harris, and from Nina Davies (Head of Housing and Community Development)

2. MINUTES OF PREVIOUS MEETINGS

The Chair was authorised to sign the minutes of the previous meeting held on 20 August, 2019 as a correct record.

3. DECLARATION OF PARTY WHIPS

There were no disclosures of prohibited party whips in accordance with Section 78(3) of the Local Government Measure 2011.

4. DISCLOSURES OF INTEREST

There were no disclosures of interest from Members relating to items to be considered at the meeting.

5. TENANT SATISFACTION AND CUSTOMER FIRST ACTION PLAN

The Committee received the report of the Head of Housing and Community Development. (copy filed with signed minutes)

The Committee was advised that there were four sections to the action plan, namely Contacting the Council; Repairs and Maintenance; Listening to Tenants; and Clients and Keeping Everyone Informed. The action plan had been adopted by and would be monitored by the Housing Management Team. It was noted that some of the items e.g. establishment of a single call centre would take time to complete. The action plan had also been discussed with the Tenants Scrutiny Panel at its last meeting and those comments had been taken into account in finalising the action plan.

The Committee was advised that improvements had already been implemented such as improving the way that messages were distributed from first contact officers to housing officers. With regard to web-chat it was noted that there were

licensing issues which were being discussed with the ICT Service so that this provision could be used more consistently during office hours.

Question / Comment: It has been quoted that there is a lower level of satisfaction by younger tenants – is there evidence of this?

Response: The satisfaction survey gave the stark statistic that new tenants and younger tenants had lower levels of satisfaction.

Question / Comment: Courtesy visits to properties – How often are these visits undertaken and could they be combined with visits to consider improvements?

Response: There are some tenants that officers see more frequently than others. However, there are some tenants who officers do not have contact from at all, and the Service needs to find out why this is the case. It is felt that some of the non-contact may be as officers are office based and there is a need for them to be out meeting people instead.

Question / Comment: How do those tenants who do not contact the service sort out any maintenance issues?

Response: These tenants will undertake these minor maintenance issues themselves and only approach the service for any major improvements.

Question / Comment: The Service is congratulated on the action plan. Officers are in Llanfair Caereinion between 1 to 3 p.m. and accessible to tenants. However, some tenants will still be in work and others may be picking up children, so how can this be addressed. With regard to the regular meetings with HOWPS, how many have occurred since August?

Response: This is being run as a pilot to assess whether there are such issues as have been raised. Some of the engagement sessions will be held on a Saturday. Some also coincide with the Library Van visits. However, the Library Service visits on a routine basis and for short periods, whereby the Housing Service needs longer sessions in areas.

The Service Manager – Tenancy Services advised the Committee that he met with HOWPS monthly with Team Leaders meeting to discuss voids on a weekly basis. He also indicated that he was meeting HOWPS on a weekly basis to deal with repairs and maintenance.

Question / Comment: It is of concern that the Service did not previously understand the needs of tenants, based on the current analysis. The Council also moved services externally (HOWPS) and is there a danger that the Council is now integrating services again to make improvements (single call centre)? With regard to younger tenants, different ways of communication is important. Recreating localism is also good to resolve issues as it can provide solutions based on what estates need.

Response: What the Service is trying to achieve is to reduce the number of links in the chain so that the service is provided quicker to tenants. With regard to localism, area caretakers were introduced and a small office has been opened in Machynlleth. Libraries are being used to provide a more local service. The outreach service should be able to identify more local needs as well as where there is a need for more housing.

Question / Comment: Why does the Council need to “negotiate” with

HOWPS regarding changes as it is a company owned equally by Kier and the Council? There is confusion amongst Members and tenants as to who to contact for repairs and maintenance as well as accountability.

Response: A document was circulated to members recently about how to report repairs. Members are able to report problems on behalf of their tenants. The relationship with HOWPS is a contractual relationship even though the Council owns half of the joint venture.

Question / Comment: What percentage of Council properties have wired in smoke alarms and how many operate on batteries?

Response: All Council properties have hard wired smoke alarms with battery back up. A percentage of alarms are tested annually and alarms are changed every nine years.

A Member commented on difficulties in accessing officers as well as the need to contact local Councillors to discuss issues.

Question / Comment: When will services improve, particularly access and the issue with access to licences for web chat?

Response: A single contact number was implemented for the Service some years ago. Officers have also been advised that when they are working on a Council estate to contact the local Councillor for the area.

Question / Comment: Is it possible for the Service to undertake a “secret shopper” type assessment to just the needs of tenants and expectations? Whilst the Council cannot match all expectations from tenants, by setting standards this should assist in dealing with expectations. Do HOWPS work towards achieving the Powys pound?

Response: Shelter Cymru did undertake a secret shopper approach previously for the Council which was helpful. The quality of accommodation standard is being reviewed which reflects not only expectations but matches that to the resources which the Council has available. HOWPS do undertake smoke alarm checks and the Service can speak to them about picking up other issues which the Service and the Council needs to be aware of such as tenants who were socially isolated or where there might be concerns regarding safeguarding.

The Joint Venture company spends more of its money within the County than the Council e.g. supplies are bought within the county. The Director of Economy and Environment indicated that this information had been made previously and agreed to update the information and circulate it to Members.

A Member commented that it was not only the issue of how much HOWPS spent in the county but also about employing people in the county, and creating the opportunities for apprenticeships. The committee considered that it should review progress with implementing the action plan in 6 months time.

Outcome:

- (i) **The Director of Economy and Environment to update the information regarding the HOWPS spend in the county and circulate it to Members.**

- (ii) **That a request be made to the Co-ordinating Committee that a progress report on implementing the action plan be considered by the Committee in 6 months time.**

6. POWYS COUNTY COUNCIL BREXIT PREPAREDNESS
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The Council was required to make preparations for Brexit following guidance from Welsh Government and from Westminster. However, the outcome of national discussions are as yet unknown. The preparations which the Council were making was to respond to a no-deal Brexit. The Committee noted that three groups had been established to undertake the planning and co-ordination in preparation for Brexit.

Ninety nine risks had been identified by the Council's Services arising from Brexit, which had been reduced to the eleven most significant risks as included on the Brexit Risk Register. Mitigation had also been identified for these eleven risks.

Question / Comment: Have there been many enquiries from individuals or businesses regarding Brexit?
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Response: There have been some enquiries from businesses with information being sent to them by the regeneration Team as well as from Trading Standards. Information has also been made available on the Council's website which signposts businesses and others to national websites. There have been a number of Freedom of Information requests in relation to Brexit.
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Question / Comment: What will be the impact on the Council?
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Response: This is difficult to know. The Council is planning for the worse case scenario at present.

Question / Comment: European Union nationals living in Powys are being encouraged to seek settled status and a number have done so. Is there more that the Council can do to inform individuals about the need to apply for settled status.
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Response: 330 individuals have applied for settled status. The Council is pushing more information out on social media. The Home Office is due to distribute information packs to Councils which will be distributed to libraries. Welsh Government have also appointed Cohesion Co-ordinators who will identify where pockets of EU nationals live. More work needs to be done to inform people.
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Question / Comment: The Council is at the right point in its planning at present. What more can be done without scaremongering? It is difficult to make plans without definite knowledge of what is going to happen so the Council needs to tread carefully.

Response: It is a difficult position for the Council. However, it is working within the guidance provided by the WLGA and others.
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Question / Comment: The Council is short of resources and more people should not be employed for this purpose. The greatest effect will be on farming in Mid Wales due to policies from Welsh Government rather than

Brexit.

Response: The Council is working with outside bodies to try to understand the issues and the impact on those sectors. However there is little the Council can do about the impacts.

Question / Comment: When were the three co-ordinating and planning groups established?

Response: They were established in late 2018 in advance of the March 2019 deadline. They were restarted once the Brexit deadline was changed.

Question / Comment: Grant Thornton has been doing some research as to the likely impact of Brexit. When are they likely to report? There are two facets which will affect the Powys economy, Brexit and Welsh Government policies post Brexit. There are also threats due to tariffs to the Powys economy. Although these will not have a direct impact on the Council, there will be an indirect impact due to the economic impact.

Response: The work by Grant Thornton has been published on the Welsh Government website. Links would be circulated to Members.

Question / Comment: Supply chains and food shortages. This could have a significant effect on people on lower incomes. What can the Council do to work with the 3rd sector and in particular food banks? Is there anything the Council can do to lobby the Department for Work and Pensions (DWP) regarding the waiting time for benefits?

Response: Work has already been undertaken with the Trussell Trust and food banks. It was difficult to comment on what could be done to lobby the DWP.

Question / Comment: What evidence was there that there could be food shortages?

Response: The Chair commented that this was included in the risk register. Officers commented that this was raised due to potential delays at ports and had been based on the UK Government / Welsh Government risk registers.

Question / Comment: Are the risks identified by the Council going to be made public? as there is concern about the comment regarding public unrest

Response: It is public through the committee papers and by means of Freedom of Information requests. With regard to civil unrest this is a matter which the UK Government has told local authorities to prepare for.

Outcome:

(i) That the link to the Grant Thornton report on the Welsh Government website be circulated to Members.

7. WORKING GROUPS RECOMMENDATIONS

The Committee received the recommendations of the following Working Groups together with the cabinet's responses:

- ERCG Scrutiny Working Group – Public Toilets Strategy – April 2019

- Joint Scrutiny Working Group – Vision 2025 – June 2019
- ERCG Scrutiny Working Group – HAMP – July 2019
- ERCG Scrutiny Working Group – Winter Maintenance – July 2019

The Committee noted that it had asked the Portfolio Holder for Highways to write to Welsh Government relating to grants to Town and Community Councils for the provision of toilets on trunk roads. The Committee asked for an update as to whether the letter had been send.

In relation to a comment regarding the revised salting of roads, the Director of Economy and Environment commented that the Council was adhering to best practice in the revisions it was undertaking. With regard to trunk roads we conformed to the requirements of the Trunk Road Agency for salting of trunk roads. It was within the county roads network that the Council could make economies.

Outcome:

- (i) Scrutiny Manager to ask the Portfolio Holder for Highways whether the letter to Welsh Government had been sent.**

8. SCRUTINY WORK PROGRAMME

The Committee received the Scrutiny Forward Work Programme.

A Member asked if scrutiny was to be undertaken of the Mid Wales Growth Deal and the Scrutiny Manager outlined what was proposed regarding the establishment of a new Joint Scrutiny Committee with Ceredigion County Council for the Mid wales Growth Deal.

Project Hornby – it was suggested that the Council should consider the scrutiny of the Joint project between the Council, Neath Port Talbot County Council and Welsh Government.

A Member reminded the Committee that he had made a request to the Co-ordinating Committee for the scrutiny of car parking charges. The Committee was reminded that this would be a review of charges across Powys, and the Scrutiny Manager advised the Committee that he would obtain background information in relation to the current scheme of charges, so that a meeting of the Working Group could be arranged.

Outcomes:

- (i) That a request be made to the Co-ordinating Committee to include Project Hornby in the Scrutiny Work Programme.**
- (ii) Scrutiny Manager to obtain background information regarding current car parking charges, prior to calling a meeting of the Scrutiny Working Group.**

County Councillor M J Dorrance (Chair)

CRIME AND DISORDER SCRUTINY COMMITTEE

25th November, 2019

Report Author: Fay Smith, CSP Co-ordinator

Subject: Community Safety Partnership Update

REPORT FOR: INFORMATION

1. INTRODUCTION

- 1.1 Community Safety Partnerships were formed following the Crime and Disorder Act 1998 which made it a statutory duty for each local authority area to have a Community Safety Partnership.
 - 1.2 Section 17 of the Crime and Disorder Act 1998 imposes a duty on the responsible authorities to: *'Without prejudice to any other obligation imposed upon it... exercise its functions with due regard to...the need to do all it reasonably can to prevent crime and disorder in its area.'*
 - 1.3 The responsible authorities of the Powys Community Safety Partnership are Dyfed/Powys Police; Local Authority; Wales & West Fire Service; Youth Justice Service; Powys teaching Health Board; National Probation Service and Community Rehabilitation Company.
 - 1.4 There are many legislative and cross-cutting issues which influence how Community Safety Partnerships operate, however priorities are determined annually via a Joint Strategic Assessment which draws on intelligence from all partner agencies, as well as service action plans or reports.
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2. DEVELOPMENTS

2.1 **The Safer Communities Programme - ongoing:**

The Welsh Government's [Safer Communities Programme](#) was established in December 2017 following the completion of the [Working Together for Safer Communities Review](#) – Welsh Government's response to the Auditor General's [Community Safety in Wales](#) report of the previous year. At the heart of the programme is a new shared vision for community safety in Wales in which:

- Every community is strong, safe and confident in a manner that provides equality of opportunity and social justice, resilience and sustainability for all;
- The shared responsibility of government, public and third sector agencies is to work together with the communities they serve and the private sector to address activity or behaviour that is unlawful, anti-social, harmful to individuals and society and to the environment;
- Sharing knowledge and ensuring early intervention with prompt, positive action tackles local issues and addresses vulnerabilities.

This vision is underpinned by six key principles and a set of 11 commitments from Welsh Government designed to support the refresh of local and regional community safety partnership working ensuring it is:

- Evidence-based and intelligence-led;
- Supported by appropriate skills & knowledge;
- Sustainably resourced and locally appropriate;
- Engaging and involving citizens;
- Preventative and intervening as early as possible;
- Focused on long-term improvements and benefits.

The programme commitments include:

- working with the Commission on Justice in Wales to identify options for the development of a distinct Welsh justice system;
- establishing a dialogue with the Home Office over the appropriateness of the original Crime & Disorder Act as it applies to Wales;
- developing a more clearly defined strategic leadership role for Welsh Government in community safety partnership working;
- establishing a community safety partnership policy & practice function within Welsh Government;
- developing new Welsh guidance for community safety partnership working;
- considering how to establish a Wales Community Safety Network and online resources library;
- exploring opportunities for joint thematic inspection around the 'reducing reoffending' them;
- considering how to improve community safety funding programmes to achieve longer term approaches giving greater flexibility and focus on community safety outcomes;
- improving data sharing, data development and analysis arrangements for community safety partnership working.

The programme is being taken forward under the direction of a multi-agency programme board. Chaired by Jane Hutt AM, Deputy Minister & Chief Whip, with representatives from:

- Welsh Government;
- the Home Office;
- the Ministry of Justice;
- Welsh Police & Crime Commissioners and
- Chief Constables (Policing in Wales Group); the
- Welsh Local Government Association (WLGA);
- Society of Local Authority Chief Executives (SOLACE);
- Her Majesty's Prison & Probation Service (HMPPS);
- Youth Justice Board (YJB) Cymru;
- Welsh Fire & Rescue Services Chief Officers;
- Public Health Wales (PHW);
- Community Justice Cymru (CJC);
- Welsh Local Health Boards (LHBs).

Progress to Date

The Oversight Group which led the review of community safety in Wales became the Safer Communities Programme Board in early 2018. This retention of membership and expertise has provided continuity and consistent leadership.

Since moving from review to implementation and delivery stage in mid 2018, the group has:

- Embedded a “public health” approach at the heart of our programme, in keeping with the Public Health Wales partnership agreement with policing and criminal justice agencies across Wales, ensuring the recognition of ACEs and trauma-informed practice within community safety partnership working;
- Continued work to better align specific aspects of community safety working in Welsh Government including; substance misuse, VAWDASV, community cohesion and youth justice, safeguarding, housing and health (for example, by taking a joined up policy approach for development of the justice blueprints);
- Established a workstream to consider options and develop a case to overcome the various identified barriers and issues to partnership data sharing, data development and analysis – a paper has been prepared for the next meeting of the AWCJB and the next steps will be to develop a detailed business case for additional analytical support;
- Established a workstream to develop a community safety network for Wales, which will include an online portal, training and reference programmes and materials and guidance documents, by the end of this year;
- Refocused The Wales Association of Community Safety Officers (WACSO) group so that it is more strategically focused and driven.
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To review the full update please open the below document:-



Community Safety in
Wales Update from t

2.2 JUSTICE IN WALES FOR THE PEOPLE OF WALES – Commission for Justice in Wales Report

The political responsibility for policing in Wales should move to the Welsh Government and away from politicians in Westminster – replicating the situation in Scotland and Northern Ireland.

That is one of the recommendations of the Commission for Justice in Wales which was published on 24th October, its comprehensive review of the country’s justice system.

The Justice in Wales for the People of Wales Report – authored by the former Lord Chief Justice of England and Wales Lord Thomas of Cwmgiedd – makes 78 recommendations about the future of the justice system in Wales in what it describes as an ‘ambitious plan for the future’.

They include backing for a fully devolved police service in Wales which would be governed by the Welsh Government rather than the one in Westminster.

Policing is one element of the wider justice system – which also includes the courts, prison and probation services – which the commission suggest should be devolved.

Lord Thomas said: “Justice should be determined and delivered in Wales so that it aligns with distinct and developing social policy and a growing body of Welsh law.”

Continuing: “The way that responsibilities are split between Westminster and Cardiff has created pointless complexity, confusion and incoherence in justice and policing in Wales”.

The summary report can be viewed via the below link:-



Justice Commission
Summary ENG DIGITA

Recommendation	Reason for Recommendation
The Committee notes the contents of the Report	For Information only

Relevant Policy (ies) :	n/a		
Within Policy	Y/N	Within Budget	Y/N n/a

Contact Officer:	Telephone:	Email:
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CSP Priorities - Update

The 2018/19 priorities were:-

- **Crime** - October 2019 YTD: Crime Totals - Priority areas:

Vehicle Offences

Powys has seen an increase of 15.7% (total 140 – up by 19). Nationally there has been a 3% increase in vehicle offences, which includes a 7% rise in the subcategory of “theft or unauthorised taking of a motor vehicle”.

Powys has been particularly hit by theft of quads over recent months.

There is a partnership response, via the Powys Rural Crime Partnership underway including a bid to the Police Crime Commissioner for funding in relation to both preventative and enforcement activity.

Police have a live, ongoing operation – Op Maple running.

The NFU, FUW, Elan Valley, BBNP amongst others are members of the newly revamped Rural Crime Partnership.

Public Order Offences

Powys has seen an increase of 33.8 (total 352 – up by 89). There are no trends identified.

Nationally Police recorded figures show that public order offences increased at a slower rate in the latest year compared with previous years. An increase of 9% (to 445,945 offences), following a 30% increase in the year ending June 2018.

Other Theft

Powys has seen a reduction of 21.6% (total 537 – reduction of 148) offences of theft ytd October 2019.

Violence Against the Person

Powys has seen an increase of 16.2% (total 1739 – up by 243) – this has links to Serious Organised Crime.

There have been two Home Office Strategy Launches during 2019:-

- Serious Organised Crime



HO SOC Strategy -
November 2018.pdf

- Serious Violence Crime



serious-violence-strat
egy.pdf

Within Dyfed-Powys Police Force, Serious Violence & Organised Crime is managed through partnership working:-

- a Regional Serious Violence & Organised Crime Board (SVOC)
- Local (LA areas) Serious Violence & Organised Crime Boards
- A new Strategy - Project Diogel, has been developed and a delivery plan sits below that, which directs the work of the 4 Local SVOC Boards.
- Specific tactical groups are arranged when require.



CSP Priorities - Update

• Road Safety

Overall KSI rates are stable from the baseline to date with a steady downward trend, albeit it is unlikely that the 2020 target will be achieved. Prevention work is in line with the campaign and operations calendar that is shared pan-Wales. Fluctuations in figures year on year can be attributed to weather, economic conditions and traffic volumes.

The Fatal 5 strands representing the major of contributory factors in KSI RTCs form a theme throughout the campaign calendar – drink/drug driving; speeding; careless driving; seatbelt wearing; mobile phones/distraction.

Overall, there is a decreasing frequency in deaths on the road network but as the numbers get smaller the greater the challenge to maintain a stable level let alone decrease further.

The CSP Co-ordinator (as the Road Safety Partnership chair) sits on the PSB sub-group of Infrastructure and Transport.

The Road Safety Partnership has not met for some time, due to lack of data, but dates of meetings will be set for 2020.

• Substance Misuse

Reducing Substance Misuse is a statutory responsibility of the CSP, which is discharged by the Area Planning Board.

The organisation commissioned by Powys APB is Kaleidoscope (they provide the adult service). Working with them is CAIS who deliver the young persons substance misuse service.

The Welsh Government have recently published the Substance Misuse Delivery Plan 2019 – 2022.

“Improving Lives for People and Communities Affected By Substance Misuse”

The plan is structured under the four key aims of the previous strategy given the confirmation from the evaluation that these remain relevant as we aim to prevent, and tackle harms associated with, substance misuse use:-

- preventing harm;
- support for individuals – to improve their health and aid and maintain recovery;
- supporting and protecting families; and
- tackling availability and protecting individuals and communities via enforcement activity.

Below is the full Substance Misuse Delivery Plan 2019-2022



substance-misuse-delivery-plan-2019-22.pdf



CSP Priorities - Update

- **Reducing Re-offending**

A number of methods in operation are:

- Integrated Offender Management (IOM)
- Youth Justice Service, YISP and Detached Youth Service
- Daily work of both the National Probation Service and the Community Rehabilitation Company
- Work led by Trading Standards in relation to Acquisitive Crime, Rogue Traders, Supply of illicit substances etc.
- VAWDA&SV – violence against women, domestic abuse and sexual violence.

- **Community Cohesion**

The Welsh Government has not produced a new Community Cohesion plan, but rather four themes:

- Work at a strategic level to build community cohesion and inclusion.
- Work at a local level to break down barriers to inclusion and integration for particular groups and communities.
- Support for migrants, refugees, asylum seekers, and settled communities during the integration process.
- Support for communities to prevent and manage community tensions, hostility and extremism.

We have a new Community Cohesion Co-ordinator (Kay Howells) – covering the whole of Dyfed-Powys. In addition, Welsh Government have provided some additional funding, and we have recently appointed two Community Cohesion Officers – 1 officer will be responsible for Powys & Ceredigion, the other for Pembrokeshire and Carmarthenshire – although they will each work together and be able to cover/assist with each other's areas as required.

N.B. The Officers are not yet in post – interviews were early November.

In the past couple of months work has focussed very much on the EU Exit and the Settlement Scheme. Kay has met with a number of Local Authority Officers to progress the awareness of this scheme.

Other areas which have been actioned are Hate Crime and Syrian Refugees.

The focus of the work of Community Cohesion officers will be on the four themes detailed above.

This concludes the Community Safety Partnership update.

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Llywodraeth Cymru
Welsh Government

Report to the Public Accounts Committee
Safer Communities Programme Update

June 2019

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ONE

Summary

In 2016 the Wales Audit Office published a report into Community Safety in Wales. The report concluded that complex responsibilities make it difficult for public bodies to co-ordinate a strategic approach to community safety, which weakens collective leadership and accountability, and undermines the potential to help people stay safe.

We agree with the fundamental conclusion of the then Auditor General, however we would emphasise the point that community safety in Wales is a complex area for many reasons. These issues are addressed briefly below and in further detail in the main chapters of this report and include (but are not limited to):

(i) The complexity of delivering non-devolved functions in a devolved landscape. This is something which impacts across all levels, politically and operationally.

Policing in Wales is devolved to the four Police & Crime Commissioners (PCCs) , who, along with the four Chief Constables, have a close and productive working relationship with Welsh Government Ministers and officials. The Policing Board for Wales ensures dialogue between Welsh Government and the PCCs and Chief Constables on a quarterly basis – the February meeting earlier this year was Chaired by the First Minister and also attended by the Deputy Minister and Chief Whip (who will alternate the Chair between them going forward).

We work very closely with UK Government departments as criminal justice policy is developed to ensure the maximum alignment with devolved services in Wales. For example, we have recently responded to a Home Office consultation on a new legal duty to support a multi-agency approach to preventing and tackling serious violence. We questioned whether their preferred option (option one in the consultation document¹ - to legislate to place a new duty on specific organisations to have due regard to the prevention and tackling of serious violence) would have the legislative competence to place a duty on devolved service providers in Wales. This is just one example of many that illustrates how we work with UK Government departments to ensure so far as possible their policies and legislation are appropriate for the Welsh landscape.

(ii) The complexity and number of groups and organisations at regional and local level poses a significant challenge in terms of strategic and joined up leadership and alignment.

There are productive and collaborative meetings that cut across the devolved and non-devolved landscape held at national and regional level. For example, the All Wales Criminal Justice Board has representation from organisations including the Prison Service, Courts Services, PCCs, Chief Constables, Third Sector in Wales, local government in Wales and Welsh Government. This strategic all Wales Board

¹ <https://www.gov.uk/government/consultations/serious-violence-new-legal-duty-to-support-multi-agency-action>

provides direction and sets work priorities for the Integrated Offender Management (IOM) Cymru Board at a regional level². However, below the regional level the local landscape of organisations and groups is crowded, complex and often not joined up or aligned with the same people from the same organisations attending multiple meetings on similar or related themes. The “message” or ambition is not always clear or consistent across the various groups and may not best serve the national and regional priorities and objectives.

We have completed a piece of work that has identified the most significant national and regional groups. The Safer Community Programme’s local government manager is now meeting regularly with local authorities and other local groups and organisations (i.e. local SOC boards) to understand and where appropriate help these groups to better align with the national and regional structure. We recognise that this element of work of the programme will take time to achieve although there has already been some good progress, for example in Gwent all local organisations now operate under the umbrella of Safer Gwent³ which allows them to take a more joined up and holistic approach to the commissioning of services.

In addition, the Minister for Housing and Local Government has asked the Working Group on Local Government to present emerging work on mapping partnerships at the September meeting of the Working Group. The aim of this work is to look to reduce complexity in the governance of public services, local government and other public service partners, including Public Service Boards (PSBs) and Regional Partnership Boards (RPBs).

(iii) Data – at the moment a multitude of organisations are collecting data but it is not always consistent and used appropriately. And organisations are often not sharing it for use on a multi-agency basis.

Multi-agency data sharing and analysis is required to underpin effective community safety partnership working and this remains a major weakness across Wales. Significant barriers, such as lack of resources, a risk-averse data culture and ineffective personal information sharing protocol arrangements continue to hinder early intervention and prevention work on a multi-agency basis. Although good practice does exist in Wales, for example, the Newport SOC Board which, in February⁴, was praised for its multi-agency partnership approach in dealing with serious and organised crime at a local level, these instances are isolated.

A working group has is now developing a comprehensive business case for multi-partner investment in the necessary analytical resources and digital ‘data sharing’ technologies to support better strategic and tactical decision-making, service planning and commissioning.

² <https://www.iomcymru.org.uk>

³ <http://www.gwent.pcc.police.uk/engagement/partnerships/safer-gwent/>

⁴ <https://www.newport.gov.uk/en/Council-Democracy/News/articles/2019/February-2019/Praise-for-partnership-project-tackling-Serious-and-Organised-Crime.aspx>

(iv) Resources, in terms of money and frontline staffing.

It is clear from our partnership discussions with local government and other partners including (but not limited to) third sector organisations and safeguarding service providers, that there is a collective will to work with us to deliver this programme and respond to the threat of serious and organised crime at local, regional and national levels. However, a common theme is that after a long period of austerity there is a general lack of capacity and capability to move from a reactive to a proactive position of delivery. The numbers of organisations' frontline staff have been seriously depleted which has severely hampered the delivery agenda, with a significant impact of community safety functions and programmes. The Safer Communities Programme Board's Vice-Chair (Reg Kilpatrick, Director, Local Government Division, Welsh Government) has been very clear that the outlook for public finances remains very challenging and it is unlikely that there will be any additional funding or resources available to support the programme, other than the dedicated full time programme resource already provided by Welsh Government and jointly funded local government delivery manager. Partners will need to continue to spot opportunities to work smarter and together so as to align their community safety activities within "business as usual".

In some areas – such as North Wales and Pembrokeshire – ambitious work is under way to develop appropriate intelligence products to support and stimulate more effective partnership working. North Wales is also actively reviewing its partnership 'landscape' with a view to rationalising and simplifying structures, remove duplication and achieve better alignment around tackling vulnerability and criminal exploitation of communities and individuals (e.g. county lines, modern slavery, child sexual exploitation).

(v) Related policy areas are not consistently aligned across UK, Welsh and local government.

Misalignment of policy aims, objectives and implementation across the various partners is a significant issue. A key piece of work in this respect is the development of a Serious Violence Framework for Wales, commissioned jointly by the four PCCs and co-developed with the Home Office Violence & Vulnerability Unit and supported by Welsh Government.

The framework, to be launched in July, will provide an effective toolkit and guidance to underpin local partnership working – hand-in-hand with the ongoing work to develop locally appropriate intelligence around serious & organised crime, gangs and serious violence.

TWO

The Safer Communities Programme

In response to the WAO's 2016 report, the Welsh Government undertook a detailed review of community safety in Wales which concluded with the publication of the *Working Together for Safer Communities* report⁵ in December 2017. This report included 11 recommendations to improve community safety working in Wales.

The review also established a new shared vision for community safety in Wales in which:

1. Every community is strong, safe and confident in a manner that provides equality of opportunity and social justice, resilience and sustainability for all;
2. The shared responsibility of government, public and third sector agencies is to work together with the communities they serve and the private sector to address activity or behaviour that is unlawful, anti-social, harmful to individuals and society and to the environment;
3. Sharing knowledge and ensuring early intervention with prompt, positive action tackles local issues and addresses vulnerabilities.

It set out that this vision will be achieved through collaborative and integrated multi-agency activity that is:

- Evidence-based and intelligence-led;
- Supported by appropriate skills & knowledge;
- Sustainably resourced and locally appropriate;
- Engaging and involving citizens;
- Preventative and intervening as early as possible;
- Focused on long-term improvements and benefits.

These are the **key principles** that, together with 11 priority commitments designed to support the realisation of this shared vision for community safety partnership working in Wales, now form the Welsh Government's Safer Communities Programme (2018-2020).

The programme is being taken forward under the direction of a multi-agency programme board, chaired by Jane Hutt AM, Deputy Minister & Chief Whip.

Membership of the programme board includes representatives of:

- Welsh Government;
- Home Office;
- Ministry of Justice;
- Welsh Police & Crime Commissioners and Chief Constables (Policing in Wales Group);
- the Welsh Local Government Association (WLGA);
- Society of Local Authority Chief Executives (SOLACE);

⁵ <https://gov.wales/sites/default/files/publications/2019-03/working-together-for-safer-communities.pdf>

- Her Majesty's Prison & Probation Service (HMPPS);
- Youth Justice Board (YJB) Cymru;
- Welsh Fire & Rescue Services Chief Officers;
- Public Health Wales (PHW);
- Community Justice Cymru (CJC); and
- Welsh Local Health Boards (LHBs).

The programme delivery plan is based around workstreams for each of the six key principles in order to best deliver the 11 priority commitments within the programme, which include:

- working with the Commission on Justice in Wales to identify options for the development of a distinct Welsh justice system;
- establishing a dialogue with the Home Office over the appropriateness of the original Crime & Disorder Act as it applies to Wales;
- developing a more clearly defined strategic leadership role for Welsh Government in community safety partnership working;
- establishing a community safety partnership policy & practice function within Welsh Government;
- developing new Welsh guidance for community safety partnership working;
- considering how to establish a Wales Community Safety Network and online resources library;
- exploring opportunities for joint thematic inspection around the 'reducing reoffending' theme;
- considering how to improve community safety funding programmes to achieve longer term approaches, giving greater flexibility and focus on community safety outcomes;
- improving data sharing, data development and analysis arrangements for community safety partnership working.

The remaining two commitments have been temporarily deferred until the publication of the 'Commission on Justice in Wales'⁶ report is published later this year as they have a direct bearing on the future relationship of the UK & Welsh Governments and further devolution of justice policy to Wales, including consideration of whether the Crime & Disorder Act 1998⁷ (as amended) remains fit for purpose for delivery in Wales.

A Senior Responsible Officer (SRO) from the programme board has been appointed to lead each of the six workstreams. The board has agreed that the delivery plan will utilise dispersed leadership methodology to ensure it involves all key stakeholders, is collaborative and integrated in its approach, and places an emphasis on sustainable action that is preventative or intervening as early as possible.

Programme implementation will also initially focus on Serious & Organised Crime (SOC) and associated 'county lines' activity and serious violence, as these were agreed to be the most pressing priorities for all partners and areas within Wales.

⁶ <https://gov.wales/commission-justice-wales>

⁷ <https://www.legislation.gov.uk/ukpga/1998/37/contents>

THREE

Progress to Date

The Oversight Group which led the review of community safety in Wales became the Safer Communities Programme Board in early 2018. This retention of membership and expertise has provided continuity and consistent leadership.

Since moving from review to implementation and delivery stage in mid 2018, the group has:

- Embedded a “public health” approach⁸ at the heart of our programme, in keeping with the Public Health Wales partnership agreement with policing and criminal justice agencies across Wales, ensuring the recognition of ACEs and trauma-informed practice within community safety partnership working⁹;
- Continued work to better align specific aspects of community safety working in Welsh Government including; substance misuse, VAWDASV, community cohesion and youth justice, safeguarding, housing and health (for example, by taking a joined up policy approach for development of the justice blueprints);
- Established a workstream to consider options and develop a case to overcome the various identified barriers and issues to partnership data sharing, data development and analysis – a paper has been prepared for the next meeting of the AWCJB and the next steps will be to develop a detailed business case for additional analytical support;
- Established a workstream to develop a community safety network for Wales, which will include an online portal, training and reference programmes and materials and guidance documents, by the end of this year;
- Refocused The Wales Association of Community Safety Officers (WACSO) group so that it is more strategically focused and driven. WACSO is arranging an all-Wales community safety two day conference which will be opened and closed by the PCCs in Wales and will feature plenary and workshop sessions on matters including exploitation, serious crime, and data sharing. The event is to be held at the Coldra Court Hotel, Newport¹⁰ and will sound-test the approach and methodology we have developed so far for the community safety network for Wales;

⁸ By definition, public health aims to provide the **maximum benefit for the largest number of people** by exposing a broad segment of a population to **prevention measures** and to reduce and prevent violence at a **population-level** and seek to improve the **health and safety of all individuals** by addressing **underlying risk factors** that increase the likelihood that an individual will become a victim or a perpetrator of violence.

⁹ *Public health, policing and criminal justice organisations in Wales are leading transformational change which is addressing the root causes of criminal behaviour, taking an ACE-informed and public health approach and enabling police to take preventative measures when dealing with vulnerable people to keep them out of the criminal justice system, breaking the generational cycle of crime and improving lives.*

¹⁰ <https://www.eventbrite.com/e/building-safer-communities-tickets-62045592036>

- Started work with local authorities, police forces and SOC groups to refresh community safety at regional and local level and ensure alignment, synergy and join up. Local problem profiles for each of the 22 local authorities are in development and will be considered further at the next meeting of the Safer Communities Programme Board in September to, for example, be able to take a national picture of local activity in order to further consider matters such as alignment, duplication, commonality and resources.

Each SRO was invited to provide a project update for this report and where applicable these are included as annexes to this report. In addition, a brief summary of specific progress against each of these work-streams is as follows (as extracted from a recent programme board report):

I. Evidence-based and intelligence-led – SRO: Dafydd Llywelyn, Dyfed Powys PCC

- A multi-agency workstream group is exploring opportunities for improving information sharing arrangements, analytical and research capacity across community safety, policing and criminal justice and to seek better alignment of data & analysis systems and processes. The group has completed a ‘stocktake’ to understand the issues, barriers and potential solutions to improved data sharing and analytical capacity.
- Utilising the initial data gathered via the stocktake, the group is now supporting the All Wales Criminal Justice Board (AWCJB) and Integrated Offender Management Board Cymru (IOM) to develop a business case for additional ‘partnership’ analytical capacity – either nationally, regionally or both – and to develop appropriate data/analysis tasking and commissioning mechanisms within community safety, policing and criminal justice.
- Workstream group members are looking at improving the alignment between current programmes to establish multi-agency data sharing platforms (data observatories/repositories) and systems (bridging, data-mining & cleansing, machine learning, etc.).
- Group members are also involved in the development of specific Information Sharing Protocols (ISPs) (under the “Wales Accord on the Sharing of Personal Information” (WASPI) umbrella) and regional/local multi-agency data-sharing arrangements to support the development of effective multi-agency needs assessments, or problem profiles, focused on county lines and other forms of criminal exploitation. These will help inform local partnership working.

II. Supported by appropriate skills & knowledge – SRO: Chris Davies, Chief Officer, Mid & West Wales Fire & Rescue Service

- This workstream is split into three areas (in priority order): development of an all Wales community safety network; an all Wales on-line training database; and development of Wales-specific community safety guidance.
- Work has progressed well and has already refreshed and refocused WACSO to be the focal point for the development of the three work areas (see above)

bullet) and a two day conference will be held on 1 & 2 July (as detailed on page 7) to disseminate and launch this work. By September we want to see significant progress and a road map of how we will deliver the three priorities.

- The working group has pulled together a whole host of existing community safety guidance and reference material and the next step will be to consider this further on a multi agency basis and look to remove (the existing) duplication and complexity. The guidance document(s) will be considered and developed by the end of the year and will include an update of existing material to reflect the Welsh legislative landscape (for example The Well-being of Future Generations (Wales) Act 2015).

III. Sustainably resourced and locally appropriate – SRO: Naomi Alleyne, Director, WLGA

- The programme is working with the 22 local authorities in Wales to support the Wales-wide ‘refresh’ of local community safety partnership working and sharing of effective practice and learning across Wales.
- This work has three specific areas: supporting local partnership working; alignment to the priorities of local partnerships within the regional and national picture; and resourcing. The position is variable across authorities but it is imperative that local partnerships understand and define what their local problems are – ie where are the vulnerabilities and where is early intervention and prevention required, which will enable the development of the local problem profile work (as previously referenced).

IV. Engaging and involving citizens – SRO: Bernie Bowen-Thomson, Chair of Community Justice Cymru

- This workstream is developing and testing an approach to involve service user/citizen voice in informing and participating in the development of services for women in the criminal justice system. This includes the delivery of engagement events for women to discuss their experiences (including what prevented positive progression, what helped them/would have helped them); and case studies relating to women with lived experiences of the criminal justice system. This work will feed into the development of the female offending blueprint. Additional benefits arising from this tangible opportunity is the potential for the development of an engagement methodology that can inform guidance to partners and agencies seeking citizen/user voice strategy in a wider context: providing principles, guidance and examples to inform any toolkit developments.
- Two events (in North & South Wales) were held in March to update Community Justice Cymru’s 2015 manifesto¹¹. The manifesto details how third sector organisation will engage and deliver for citizens and seek to influence (UK & Welsh) Government thinking (ie the female offending blueprint development). This work identified opportunities and a willingness from the third sector to engage in the criminal justice arena, which will be included within the updated manifesto for the first time as a specific policy area.
- The development of a Young Persons Vision Statement is continuing, in

¹¹ https://www.wcva.org.uk/media/2436889/cjc_manifesto_-_final_2015_eng.pdf

conjunction with YJB Cymru, and this will be completed in the autumn.

V. Preventative and intervening as early as possible – SROs: Janine Roderick, Public Health Wales programme lead and Julian Williams, Chief Constable for Gwent

- This workstream is seeking to build on the established Public Health Wales partnership with policing and criminal justice across Wales, managed via the All Wales Criminal Justice Board by extending the partnership agreement to include local government, fire & rescue services, Welsh Ambulance Service Trust and Community Justice Cymru. This will promote the use of the ‘public health approach’ – embedded in the partnership agreement – across community safety, policing and criminal justice partnership working and allow AWCJB to truly reflect a ‘whole system approach’ to policing and justice in Wales.
- The PHW workstream SRO is supporting the programme board to develop a ‘quality assurance’ approach to the ongoing work and activity of the other 5 complementary workstreams based on the four-step model now defined as the ‘public health approach’ – 1) define and monitor the problem; 2) identify risk and protective factors; 3) develop and test prevention; 4) implementation.
- The PHW workstream SRO is supporting the programme board in the development of a robust research/evidence base¹² for community safety, policing and criminal justice policy and practice (closely linked to first and second workstreams) including joint working to establish an all-Wales violence surveillance system and a Wales Violence Reduction Unit.
- The Chief Constable SRO is overseeing discussions between the devolved and non-devolved inspectorates and audit regimes to pilot ‘joint thematic inspection’ approaches from November 2019 onwards, initially focused on safeguarding in the context of partnership working to address criminal exploitation, but looking to the broader ‘reducing reoffending’ theme.

VI. Focused on long-term improvements and benefits – SRO: Reg Kilpatrick, Director of Local Government and Public Services, Welsh Government

- Cross-government dialogue between both officials and Ministers from Welsh and UK Government Departments (Home Office and Ministry of Justice) to improve delivery across the devolved/non devolved landscape are continuing, with focus around the development of distinct justice delivery blueprints for young people and women, the reform of the Welsh Probation Service and the ongoing engagement through the Policing Board for Wales.
- Inter-departmental dialogue between relevant Welsh Government officials on key community safety, policing and criminal justice themes are being established with a focus on structures (e.g. CSPs, PSBs, APBs, RPBs, Safeguarding Boards, etc.) and local/regional footprints, with exploration of opportunities for greater collaboration between local authority areas.

(See page 20 for more detailed narrative).

¹² <https://www.rsph.org.uk/our-work/resources/early-action-together-learning-network/about-the-programme.html>

FOUR

Next Steps

The implementation of the programme is being maintained and we expect further progress to be made by the time of the next update report requested by the Public Accounts Committee in November.

The programme is on track to conclude its work by the spring 2020, before the end of this period of Government, where we expect that delivery will move from a “task and finish” approach, such is the work of the Safer Communities Programme, to an approach that is embedded in “business as usual”, with the continuation of community safety delivery within the existing funding and resource envelope that is available.

We will look to explore options of sustainability in order to derive a “business as usual” approach over the coming months, including how local government and other stakeholders/ groups can work smarter and within the structures of the finite resources available, for example, through better multi-agency working and better sharing of data and analytical information and for example, by ensuring the AWCJB has strategic oversight and responsibility.

We are aware many challenges have been discussed within this report which have a direct and indirect impact on our ability to deliver this programme. However, we benefit in Wales from a “can do” attitude from all our delivery partners and the willingness of all to improve services for the citizens of Wales.

We have said all along that this is a multi-agency programme and there is the collaborative requisite to continue to implement this programme of work on a multi-agency, dispersed leadership basis, with each SRO accountable for delivery of their own workstream area. We will continue to prioritise early intervention and prevention techniques (to look to divert people away from the criminal justice process in the first place, through our policies and initiatives) as we implement this programme, against a backdrop of finite and diminishing resources and the challenges posed by the unknowns associated with BREXIT for example.

We will provide a further written report as requested by the end of November. Should the Committee wish to discuss the contents of this report in more detail, then we would be content to provide a verbal update, further to our previous verbal update last November, at a convenient date.

Annex A

SRO Update: Evidence-Based & Intelligence-Led, Dafydd Llywelyn

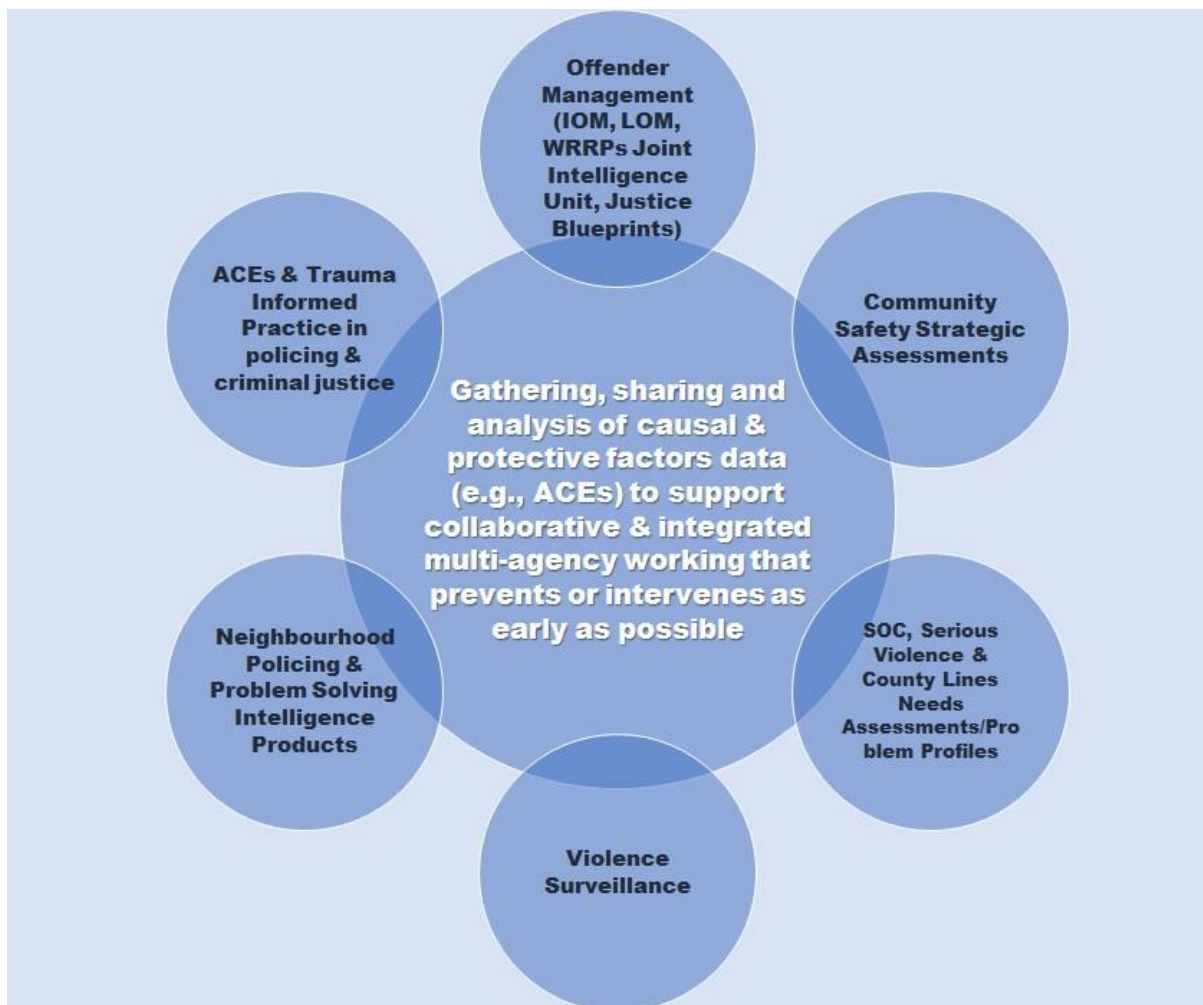
The Working Together for Safer Communities Review concluded in 2017 that the multi-agency data sharing and analysis required to underpin effective community safety partnership working remains a major weakness across Wales and that significant barriers such as lack of resources, risk-averse data culture and ineffective personal information sharing protocol arrangements continue to prevent responsible authorities from adequately meeting their statutory requirements under the Crime & Disorder Act 1998 (as amended).

The Safer Communities Programme Board is therefore committed to working towards addressing these issues to support partners in achieving the shared vision for 'evidence-based and intelligence-led' partnership working to address community safety issues. A working group of key stakeholders from all relevant sectors was established in November and quickly identified a number of key strategic programmes that are struggling to overcome barriers to data sharing and effective analysis including:

- Integrated Offender Management (IOM) arrangements across Wales;
- Wales Reducing Reoffending Pathways programmes and development of the 'justice delivery' blueprints for women and young people who offend;
- Public Health Wales' violence surveillance reporting and work to embed the Early Action Together Police & Partners ACEs programme approach;
- Partnership understanding and involvement in needs assessments/problem profiles and multi-agency plans to address Serious & Organised Crime, serious violence and county lines type activity.

These issues and barriers have been repeatedly discussed at the IOM Cymru Board, the All Wales Criminal Justice Board (AWCJB) and other related national forums and, at the request of AWCJB, the working group completed a rapid 'stocktake' survey of all key community safety partners across Wales with the intention of informing the development of a 'business case' for investment in additional 'partnership' analysts and technical solutions to support improved information sharing.

The working group is now developing a comprehensive business case for multi-partner investment in the necessary analytical resources and supporting digital 'data sharing' technologies to support better strategic and tactical decision-making and service planning and commissioning, recognising the significant overlap of the agendas illustrated below.



The business case being developed will also seek to address current systematic inefficiencies by not only boosting the analytical capacity across partner agencies and partnership working, but also by ensuring a more holistic, or ‘whole system’, approach to the commissioning of analytical products and the tasking of both the proposed and existing analytical resources.

The aim is to finalise this business case for submission to the IOM Cymru Board and the AWCJB July meetings, with a further update to the Safer Communities Programme Board meeting in September. Other key aspects under active consideration by the data & analysis working group, which meets again in late June, include:

- Promoting a culture of data sharing across all partner agencies;
- Encouraging greater use of personal data sharing protocols by all partner agencies;
- Encouraging greater use and alignment of digital technologies (e.g., data bridging, data repository and data mining/machine learning) by all partner agencies;
- Stimulating more effective and meaningful data development (e.g., making what’s important measurable rather than what’s measurable important) among all partner agencies.

Annex B

SRO Update: Supported by Appropriate Skills & Knowledge – Chris Davies

As part of the implementation of the Welsh Government Safer Communities Programme a project team has been established under the Supported by Appropriate Skills and Knowledge workstream with the aim of:

- establishing a Safer Communities Network.
- establishing an online community safety library and resources database; and
- development of skills and knowledge training programmes and Welsh guidance.

The Project Team consists of members from the Fire & Rescue Service, Police, WAST, Youth Justice Board, Home Office, HMPPS, Community Justice, WACSO, Public Health and WG, to deliver the above aims with the purpose of the group being to discuss and agree content of guidance/resource/training material applicable and relevant for a Welsh community safety landscape, how this material will be amended (if applicable) and structured for its intended target audience and the most appropriate platform for dissemination.

Progress to date

In order to ensure focus and momentum the Project Team has agreed the following objectives, which are extracts from the delivery plan for the Project Team:

Establish a new and inclusive national community safety network for Wales, drawing on the Scottish model and building on the foundations established over many years by WACSO, which will support future Welsh community safety policy and practice development and help to build the appropriate skills and knowledge required to implement the new vision.

5. National Community Safety Network for Wales (NCSNW)
Research existing models (eg Scottish website)
Spec requirements of Welsh model
Options for hosting/design/cost analysis - produce paper
Draft website "on paper" produced
Paper to Safer Communities Board to agree
Website/web-area design & build
Third party links/material added to site
Library/resources database/training prog material & guidance added to site (see workstreams above)
Testing
Go Live

Establish an online community safety library & resources database for Wales. Hosting guidance, toolkits, online learning, effective practice, case studies, research and evaluation, together with re-establishing a specific Welsh programme of community safety Learning and Development (L&D), incorporating the various themes of partnership problem solving, intelligence

led business process, analysis, project management and evaluation, commissioning and community engagement.

3. Online community safety library & resources database
Identify and catalogue archive HO material
Scope & research other/3rd party community safety relevant material/links to websites
Meeting schedule for consultation & engagement purposes
Task & Finish Group - identify gaps & develop outline material
Wider (email) stakeholder engagement to "sound test" work of the task & finish group
Analysis of stakeholder engagement & material further developed/refined/completed
Progress paper to Safer Communities Board
Completion: material to dovetail into NCSNW workstream

Develop new Wales-specific guidance that builds on the sustainable development principle and the Hallmarks of Effective Partnership and outlines how community safety partners and partnerships can deliver more effectively and efficiently.

4. Development of skills & Knowledge training prog & development of Welsh guidance
Scope & research existing training programmes, e-learning material & guidance
Meeting schedule for consultation & engagement purposes
Task & Finish Group - identify gaps & develop outline material
Wider (email) stakeholder engagement to "sound test" work of the task & finish group
Analysis of stakeholder engagement & material further developed/refined/completed
Progress paper to Safer Communities Board
Completion: material to dovetail into NCSNW workstream

Deliverables

WACSO has been commissioned to develop and deliver on the 1st and 2nd July 2019 a key conference for the Appropriate Skills & Knowledge workstream of the Safer Communities Programme.

The aim of the conference is to support the above programme’s objectives of refreshing and reinvigorating community safety partnership working across Wales, but with a particular emphasis on building the ‘appropriate skills & knowledge’ needed to underpin effective multi-agency working.

A key theme running across the 2 days will therefore be how best to take forward the Safer Communities Programme commitments to:

- develop a proactive network for practitioners, policy makers and academics/researchers;
- to establish an online resource for community safety practice, policy and research in Wales; and
- to work toward the development of specific Welsh guidance that supports community safety partnership working.

It is intended this online resource would be the main 'go to' place for all those involved in community safety wanting a single point of access for information ranging from serious organised crime, arson through to tractor theft.

The online portal will aim to sign post existing information and not generate duplication. If any gaps in information are identified then new information would be created and thus signposted. Additionally, the site will also host the latest learning and development material, however, it will be essential that a gatekeeping process is established in order to validate the accuracy and currency of any of the information uploaded. It is planned to facilitate interactive discussion on these topics across the 2 day conference (1 & 2 July) via plenary, workshops and use of technology.

Additionally, considerable work is already being progressed to achieve better alignment of the multitude of existing L&D/effective practice programmes (e.g. ACEs Hub, Early Action Together Learning Network, WAO Good Practice Exchange, WLGA Good Practice Wales, College of Policing What Works, WCCSJ, WISERD, FGC Live Labs etc).

Project Risks

The need to engage and consult with all relevant stakeholders on the requirements and potential models for the appropriate skills and knowledge network and digital products & resources and L&D products.

Scope the existing curriculum and online content (e.g. Crime Reduction Website, ACEs Hub etc.) for transferable or refreshable content and resources.

Identification of key forums (e.g., social scientists, analysts, participation leads, service improvement leads, peer networks, professional networks) to work with in taking forward this workstream.

That WACSO have the ability and capability to ensure a sustainable model is created and the daily management via the WACSO network resilient and effective.

Funding

Whilst every intention is being made to absorb the start up costs for the Appropriate Skills and Knowledge workstream from within the existing Project Team, via each organisations re-prioritising their work. It must be recognised in order for the on line resource/ database to be developed there may be a need for WG support to pump prime and support future on-going costs for the management of the on line portal.

Greater clarity will be provided as this work stream progresses.

Annex C

SRO Update: Sustainably Resourced & Locally Appropriate, Naomi Alleyne

The Working Together for Safer Communities Review concluded in 2017 that there was significant evidence of negative impacts on community safety resources and delivery structures attributed to public sector austerity, although there has been an element of mitigation with increased Welsh Government funding available for specific workstreams together with some degree of protection of community safety partnership funding available from Welsh PCCs. Structural and resourcing conflicts and confusion posed by an array of both regional and local operational and strategic partnership 'footprints' also impact, along with the growing divergence between Welsh and UK Government policy and practice that leaves non-devolved community safety partners caught in the middle and less than clear about implementing non-devolved policy within a devolved landscape and context.

In response, Welsh Government, the Welsh Local Government Association (WLGA) and Policing in Wales agreed to jointly fund a dedicated resource to directly support the refresh and reinvigoration of local community safety partnership working across the 22 local authority areas – embedding the six key principles of the shared vision – and work to better align local, regional and national community safety, policing and criminal justice structures and programmes. A support offer letter was circulated to all key stakeholders in October 2018.

Eighteen of the 22 local authority community safety leads have now met with the local government Safer Communities Programme manager to discuss the level and nature of support needed, together with issues and barriers facing those responsible for the local co-ordination of community safety partnership working. Meetings with the remaining four authorities have been arranged. Based on the engagement to date it is clear that all areas of Wales share a commitment to, and enthusiasm for effective partnership working around a wide range of community safety themes – and all localities recognise the current threat and harms posed by serious & organised crime, illicit drug supply and gang-related serious violence.

However, all local authorities report significant resourcing barriers that would enable them to: support the co-ordination of partnership working within a complex and confusing partnership landscape (CSPs, APBs, PSBs, RPBs, RSBs, etc.); develop urgently needed intelligence products and needs assessments around key issues; provide effective responses to identified vulnerabilities and risks (e.g., youth services and mental health support for young people and vulnerable adults at risk of involvement in 'county lines' type activity).

In some areas – such as North Wales and Pembrokeshire – ambitious work is under way to develop appropriate intelligence products to support and stimulate more effective partnership working, but this is largely reliant on police analysts who are having to defer core duties to accommodate this priority activity as a 'one-off'. North Wales is also actively reviewing its partnership 'landscape' with a view to rationalising and simplifying structures, remove duplication and achieve better alignment around tackling vulnerability and criminal exploitation of communities and individuals (e.g. county lines, modern slavery, child sexual exploitation).

Gwent is also looking at partnership rationalisation and closer collaboration within a regional footprint. Newport – through the establishment of a joint ‘intelligence hub’ with Gwent Police and the investment of Home Office ‘pathfinder’ funding to tackle serious & organised crime – has been able to pilot new approaches to building community resilience, prevention and early intervention work with children and young people as well as more effective criminal investigation, prosecution and disruption tactics.

The ability of the local government Safer Communities Programme Manager to link across all areas of Wales, liaise with regional and national structures and programmes and draw on effective and emerging practice when providing localised support for community safety partnership working has now temporarily filled a gap left by the disappearance of the former joint UK and Welsh Government ‘Home Office Crime Team (Wales) in 2010.

A key piece of work in this respect is the development of a Serious Violence Framework for Wales, commissioned jointly by the four PCCs and co-developed with the Home Office Violence & Vulnerability Unit. The framework, expected to be launched in July, will provide an effective toolkit and guidance to underpin local partnership working – hand-in-hand with the ongoing work to develop locally appropriate intelligence around serious & organised crime, gangs and serious violence.

At a strategic level, discussions are under way to facilitate closer collaboration between policing and local government across Wales, to address the complexities and confusion posed by the current strategic partnerships landscape and to consider the community safety partnership working and co-ordination resourcing issues identified.

Annex D

SRO Update: Preventing & Intervening As Early As Possible; Joint Thematic Inspections, Julian Williams

Devolved and non-devolved inspectorate bodies are siloed and presently sit separately from each other. There's a clear case for a more joined up approach in Wales and an Inspectorate Group (IG) consisting of a range of partners across devolved and non-devolved agencies has been created. Although an ambitious task, the IG has focused on three areas namely:

- The scope of the inspection
- Theme identification – Child Sexual exploitation and Missing Children
- Governance – review of current partnership arrangements

The IG is adapting the English JTAI model and converting it into an all Wales version, namely the Joint Inspections of Child Protection Arrangements (JICPA). The identified themes (CSE & missing children) is being scoped further prior to the pilot inspections. One aspiration is that longevity and resilience can be built into the methodology so the model could be further developed and adopted for future adult inspections too. This would then facilitate and underpin the alignment of the model with the justice blueprints. The joint thematic inspection has a clear focus around reducing reoffending, and takes a 'whole systems approach' to support the aforementioned blueprints.

Currently, the IGs direction of travel is focusing on examining case studies of children at the point of entry into the system. This will then be further explored via a deep dive into cases totalling ten children. As a result the group will be able to map the child's journey from the point of referral to entry into child protection arrangements.

A pilot inspection is planned for November 2019 with a further 5 expected to occur April 2020 onwards. A reference group has also been established and will conduct a post inspection review between after first and before the second round of inspections to provide feedback on effectiveness, good practice and lessons learned.

Next steps

The IG are to confirm the pilot inspection themes. It is also of note that the inspection themes may be subject to change dependant on where the focus is at the relevant time.

Our focus of achieving a programme of joint thematic inspection around the reducing reoffending requirement (particularly linked to the new justice deliver 'whole systems approach' blueprints) will be considered once the joint thematic inspection approach involving both devolved and non-devolved inspectorates has been initially trialled and evaluated.

Annex E

SRO Update: Focused on Long Term Improvements & Benefits – Reg Kilpatrick

This workstream is about ensuring relations between WG & UK Government at official and Ministerial level are effective and maximise the delivery of devolved and non devolved services to users in Wales.

Welsh Government already has a good working relationship with key UK Government departments, including the Home Office (HO), and Ministry of Justice (MoJ). We take a holistic approach to working with these UK Government departments to help identify and overcome any challenges to effective delivery of non devolved services in the devolved landscape. That is, the delivery of non devolved policing and crime and justice policies in a devolved setting including health, education, wellbeing/safeguarding and housing.

We have already worked closely with HMPPS to jointly develop a framework to support positive change for those at risk of offending in Wales. The purpose of the Framework is to improve services for those at risk of entering or those already in the criminal justice system. The Framework will also promote continued collaboration in order to further reduce the number of offenders entering the criminal justice system, support offenders not to re-offend and to keep communities safe.

In addition, in response to Welsh Government's consultation response and further engagement, HMPPS has agreed with our view that most offender management services should be returned to the public sector for an integrated whole-system delivery approach in Wales¹³ (Community Rehabilitation Companies (CRCs¹⁴) will remain in the private sector environment until 2021). We note that the UK Government has since announced that this approach will also apply to England from 2021¹⁵.

We have worked closely with HO and Office of the Police & Crime Commissioners for Wales (OPCC) to ensure that the SOC launch event for Wales, held on 9 May at the Celtic Manor, Newport, focused on the Welsh devolved landscape and included themes and information directly relevant to Wales (for example the work of the Newport SOC Board which has taken a fully integrated multi-agency approach to reduce serious crime in the Newport area). The event included contributions from the Gwent PCC and Chief Constable and a presentation from the Newport SOC Board setting out how the model could be replicated across Wales.

We are also working closely with HO and OPCC colleagues to develop a Serious Violence Strategy event for Wales on 18 July in Cardiff.

We will continue to work closely with UK Government departments to seek to ensure that UK Government policy is reflective of the Welsh devolved landscape and the

¹³ https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence/supporting_documents/strengtheningprobationbuildingconfidence.pdf

¹⁴ <http://walescrc.co.uk/>

¹⁵ <https://www.bbc.co.uk/news/uk-48288433>

impact that non-devolved service provision will have on the devolved landscape. For example, we have recently responded to a Home Office consultation on a new legal duty to support a multi-agency approach to preventing and tackling serious violence. We questioned whether their preferred option (option one in the consultation document¹⁶ - to legislate to place a new duty on specific organisations to have due regard to the prevention and tackling of serious violence) would have the legislative competence to place a duty on devolved service providers in Wales. This is just one example of many to illustrate how we work with UK Government departments to ensure that policies and legislation are appropriate for the Welsh landscape.

With regards to the complexities of non-devolved service provision (such as policing and probation services) delivering services in a devolved landscape, one area we have developed strong relationships is with PCCs and Chief Constables in Wales. These already operate effectively in a devolved manner by developing and delivering joined-up services for Wales through various delivery mechanisms (e.g. the All Wales Serious Violence Group). We have established a Policing Board for Wales and this presents the opportunity for regular direct access between Welsh Ministers and the PCCs and Chief Constables, facilitating constructive engagement on an all-Wales basis.

Welsh Government is also a member of the AWCJB¹⁷ which is another opportunity to ensure alignment and read-across between devolved and non-devolved partner agencies. This Board has made a positive contribution and engagement across the devolved and non-devolved landscape.

Internally, we are also looking to ensure alignment across Welsh Government departments and portfolio areas that have an interest in the delivery of devolved services in non-devolved settings in Wales such as prisons. These include violence against women, domestic abuse and sexual violence (VAWDSV), safeguarding, Adverse Childhood Experience (ACE) and substance misuse (this list is not exhaustive),

The Deputy Minister & Chief Whip announced the blueprints and associated implementation plans for youth justice and female offending in Wales in an oral statement in Plenary on 21 May¹⁸. These blueprints had been drawn-up in partnership with UK Government, HM Prison & Probation Service and the Youth Justice Board. The Youth Justice Blueprints and Female Offending Blueprints set out Wales' key aspirations and guiding principles for women and young people in, or at risk of entering, the criminal justice. Both blueprints focus on: early intervention and prevention; how support is provided to divert people away from crime in the first place; and a holistic and rehabilitative approach to those who slip through the net. Both blueprints are intentionally ambitious and set out a number of recommendations, many of which will have an impact for our devolved services within various ministerial portfolios (health, social services, education, and housing).

¹⁶ <https://www.gov.uk/government/consultations/serious-violence-new-legal-duty-to-support-multi-agency-action>

¹⁷ The All Wales Criminal Justice Board brings together relevant Welsh Government departments and partners to develop policy and strategy aimed at reducing reoffending and crime across Wales

¹⁸ <http://record.assembly.wales/Plenary/5806#A51254>

We are now working with partners, including HM Prison & Probation Service and Youth Justice Board Cymru to deliver upon our implementation plans.

We have contributed, at Ministerial and official level, to the work of the Commission on Justice in Wales¹⁹ (also referred to as The Thomas Commission) and have provided written and oral evidence to the Commission. The Commission is due to report its' findings this October.

¹⁹ <https://gov.wales/commission-justice-wales>

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JUSTICE IN WALES
FOR THE PEOPLE
OF WALES

Summary report

EXECUTIVE SUMMARY

Our overall conclusions

1. The Commission's task has been to review for the first time in over 200 years the operation of the justice system in Wales and set a long-term vision for its future. We have unanimously concluded that the people of Wales are being let down by the system in its current state. Major reform is needed to the justice system and to the current scheme of devolution. We have reached a unanimous set of conclusions and recommendations which when implemented would deliver justice in Wales for the people of Wales.
2. Justice should be at the heart of government. Policy and spending on justice should be aligned with other policies, particularly those which are devolved to Wales, such as health, education and social welfare. Under the current scheme of devolution there is no properly joined up or integrated approach, as justice remains controlled by the Westminster Government. Consequently, the people of Wales do not have the benefit which the people of Scotland, Northern Ireland and England enjoy by justice being an integral part of overall policy making. There is no rational basis for Wales to be treated differently, particularly as Wales has its own long legal tradition.
3. The reductions in the justice budget made by the Westminster Government since 2010 have been amongst the most severe of all departmental budget cuts. The impact on Wales has been significant as the interests of Wales have not been at the forefront of the Westminster Government's policy decisions. The Welsh Government has used its own money, in addition to permitting rises in council tax, to try and mitigate the damaging effects of these policies. The result is that almost 40% of the total funding is actually contributed in Wales. This is above other tax revenue that is raised from Wales and then allocated by the Westminster Government to Wales. This position is unsustainable when the Welsh Government has so little say in justice policy and overall spending.
4. Justice should be determined and delivered in Wales so that it aligns with its distinct and developing social, health and education policy and services and the growing body of Welsh law. Policy would be developed and funding allocated to meet the needs of and provide greater benefit for the people of Wales.

5. Our conclusions were reached after consideration of over 200 written submissions from individuals, institutions and organisations; oral evidence from 150 witnesses from across the whole spectrum of the justice system – from those representing victims of crime to those making laws; previous justice reports specific to Wales and reports on the justice system in England and Wales as a whole; and further research commissioned to coincide with our work. The experiences of members of the public from a diverse range of backgrounds in over 80 meetings and events reinforced these conclusions.
6. To set our review in context, we looked beyond Wales, visiting Scotland, Northern Ireland and major English cities. We learnt from policy and practice in several European and overseas countries. We are satisfied that the determination of justice policy and its delivery in Wales would, with good leadership and proper accountability, provide a much better system of justice focused on the needs of the people of Wales. This would make a significant contribution to a more just, fair and prosperous Wales.

Our findings about the current system

7. We summarise below our detailed findings on the current state of the justice system.

Access to justice

8. The significant cuts to legal aid made in 2012 have hit Wales hard. Proper access to justice is not available with the consequent threat to the Rule of Law. This has resulted in:
 - ‘advice deserts’ in rural and post-industrial areas where people struggle to receive legal advice;
 - a serious risk to the sustainability of legal practice elsewhere, especially in traditional ‘high street’ legal services; and
 - increasing numbers of people representing themselves in courts and tribunals with a consequential adverse impact on outcomes and the efficient use of court resources.
9. The Westminster Government is responsible for the policy and delivery of legal aid. However, its policies have not been designed to meet the needs of the people of Wales. The Welsh Government has had to spend its own funds on advice services but this has not succeeded in bridging the gap caused by the cuts to legal aid. Whilst lawyers and others have provided pro bono help and advice, these efforts are insufficient to offset the impact of the significant reductions in legal aid. If, on the other hand, policy were determined and delivered in Wales, there would be overall coordination of the provision of legal aid and advice services to meet the identified needs of people in Wales.

Criminal justice

- 10.** In criminal justice there is no overall alignment of policy and spending which is essential if the criminal justice system is to be effective in reducing crime and promoting rehabilitation. Instead the arrangements for coordination between devolved and non-devolved bodies are overly complex, are expensive and do not provide transparent accountability for effective performance.
- 11.** The evidence we received showed that:
- despite improvement to the way in which victims are treated, much more needs to be done to include them in the justice system;
 - unlike in England, the number of police officers in Wales has not reduced because the Welsh Government has provided further funds and allowed council tax rises to provide extra funds;
 - the approach to those with mental health issues is not properly addressed within the criminal justice system;
 - a significantly greater proportion of the spending on justice is now on prisons rather than crime reduction. Wales has one of the highest, if not the highest, prison populations per head in Western Europe, even though the evidence is that robust community sentences achieve better outcomes in many cases;
 - for a series of complex reasons, the number of criminal cases prosecuted has fallen since 2013;
 - there is a lack of facilities for women offenders in Wales;
 - Black, Asian and Minority Ethnic people are over represented as offenders within the criminal justice system;
 - in common with England, there are high levels of self-harm and serious assaults in Welsh prisons; and
 - the current devolution scheme has created problems in terms of providing health services for prisoners, as well as other services such as housing which are necessary for rehabilitation on release.
- 12.** A positive development, but one which would be more effective and sustainable if there were policy and delivery alignment, is the joint working between the police and Public Health Wales to address the consequences of Adverse Childhood Experiences. An approach focused on the experiences of children and young people has also informed work to reduce the numbers of first-time entrants into the youth justice system.

Family justice

- 13.** Family justice is another area where there is a complex division between the responsibilities of the Welsh Government and the Westminster Government. There has been an unsustainably high increase in the number of children being taken into care in Wales, with significant variations between local authorities. Often it is not in the best interests of the child to be taken into care as the consequences to the child and society can be disadvantageous.

14. The costs to local authorities and the justice system are also significant. Funds would be much better spent on support for children and their families to prevent problems arising. We welcome the Welsh Government's recent initiative to hold local authorities to account for reducing the number of children in care, those placed out of county and those removed from parents with a learning disability. However, significant further action to tackle this issue is essential in both the short and longer term.

Civil and administrative justice

15. Justice should be delivered efficiently, effectively and at a proportionate cost. This is not the current position in civil and administrative justice. In addition to a lack of legal aid, people with civil disputes are faced with high fees which deter many from pursuing a court case. Resolving a dispute is complex for many reasons, including the lack of coordination between the courts, tribunals and different forms of alternative dispute resolution.
16. The proportion of challenges to decisions made by Welsh public authorities that are heard in Wales is low. The one element of justice administration which is devolved – the Welsh tribunals – needs to be seen to be fully independent from the Welsh Government and also needs a closer relationship with other bodies that review administrative decisions in Wales. The Welsh tribunals have been under-used as a means of enforcing Welsh legislation.
17. Court and tribunal closures have left people in many parts of rural and post-industrial Wales facing long and difficult journeys to their nearest court. This is compounded by the low use of remote access facilities. The advantages of digital technology have not yet been fully realised in Wales.

Knowledge and innovation

18. Although parts of the legal professions in Wales are strong and competitive, opportunities to strengthen the legal sector more broadly have been missed. There is a need for a stronger focus from the Welsh Government and better coordination within the professions. South Wales should be promoted as a legal centre and the needs of rural and post industrial areas of Wales should be approached by a clear strategy.
19. Greater focus is needed in law schools on 'law tech', which is crucial for the success of the legal professions in Wales. A Law Council should be established to promote the interests of legal education and the awareness of Welsh law.

Welsh language

20. The current justice system does not consistently treat the Welsh language on a basis of equality with the English language. There are too many gaps in the provision and too much dependence on the goodwill of individuals rather than establishing bilingual systems. Coroners in Wales cannot issue documents in Welsh. There is a lack of teaching materials on Welsh law and in the medium of Welsh.

Immediate action to be taken

- 21.** Whilst there are areas of good practice across the justice system which can be built on, serious failings must be addressed. Some significant steps can be taken immediately to achieve the long-term vision we have identified.
- 22.** In the first instance, a clearer focus on justice in the Welsh Government is needed, including:
- coordinated leadership, through a single Minister or Deputy Minister in the Welsh Government with oversight of all justice matters;
 - closer liaison between the Welsh Government and the judiciary on proposed legislation, as well as on work to improve outcomes for children at risk of being taken into care; and
 - given the importance of the legal sector to the Welsh economy and the potentially greater economic contribution the sector could make, a collective drive to promote the sector in Wales and to attract new businesses offering technology-based services.
- 23.** Further changes should be taken forward without delay to improve both access to justice and outcomes, including:
- establishing problem-solving criminal courts and Family Drug and Alcohol Courts in Wales;
 - improving access to digital court services;
 - proceeding urgently to establish alternatives to custody for women across Wales; and
 - providing specific justice data for Wales, including at local authority level.
- Such changes would need the support of the Ministry of Justice. We hope that this would be forthcoming for the benefit of the people of Wales.
- 24.** The current arrangements for oversight and coordination of justice in Wales are overly complex and should be streamlined and improved. We recommend that:
- the large All Wales Criminal Justice Board should be replaced with a streamlined and strategic Wales Criminal Justice Board, and that it should report on progress to the Assembly;
 - the role of the Family Justice Network for Wales should be strengthened;
 - an independent board should be established to give strategic direction for funding both legal aid and third sector advice; and
 - there should be an independent board to oversee developments in civil and administrative justice and to promote greater coordination between the work of ombudsmen, those providing alternative forms of dispute resolution, and courts and tribunals.

- 25.** The judiciary should:
- provide a consistent leadership role in Wales and closer interaction with the Assembly and the Welsh Government; and
 - consider greater use of intensive alternatives to custody and of a problem-solving approach in criminal and family justice when appropriate.
- 26.** Wales should be put in a similar position to Scotland and Northern Ireland regarding the appointment of a judge to the Supreme Court.

The long-term vision for the future of justice in Wales

- 27.** Although essential for the immediate future, the steps outlined above will not amount to a sustainable medium or long-term solution. The fundamental problem lies in the split between two governments and two legislatures of responsibilities for justice on the one hand and social, health, education and economic development policies on the other. This results in:
- an inability to allocate spending in a coordinated manner;
 - a lack of accountability;
 - a level of complexity which is wasteful of resources;
 - failure to develop and implement a coherent set of overall policies;
 - a lack of innovation directed to the needs of the people of Wales; and
 - serious disadvantages to the people of Wales which people in England, Scotland and Northern Ireland do not experience.
- 28.** We considered whether executive devolution, giving executive powers to the Welsh Government while leaving primary legislative powers with the Westminster Parliament, would provide a solution. We concluded it would not. Coherent policies cannot be devised, delivered, reviewed and amended without control over policy, the allocation of resources and legislation.
- 29.** Only full legislative devolution, combined with executive powers, will overcome the obstacles of the current devolution scheme. It will:
- enable the proper alignment of justice policy and spending with social, health, education and economic development policies in Wales, to underpin practical long-term solutions;
 - place justice at the heart of government;
 - enable clearer and improved accountability;
 - enable advantage to be taken of Wales' size and ability to innovate, for example by integrating legal aid and third sector advice, bringing health and justice resources together to tackle drug abuse, and providing better means of dispute resolution through ombudsmen services; and
 - strengthen the constitution of the UK.

30. For full legislative devolution to succeed, it will require a full transfer of the funding for the justice system and must be accompanied by the development in Wales of capacity, capability and leadership.
31. The law applicable in Wales should be formally identified as the law of Wales, distinct from the law of England, for the following reasons:
 - the Assembly has passed distinctive legislation which has incorporated international principles of human rights and sustainable development and established new public roles to promote those rights, including the rights of children, older people and future generations;
 - further divergence between Welsh law and English law is inevitable as the Assembly passes further laws; and
 - it is confusing that Welsh law and English law are held to be part of a single legal system, in contrast with Scottish law and Northern Irish law.
32. The present system under which the legal professions practise and are regulated should continue on an England and Wales basis as this is consistent with an open, competitive and innovative approach to the provision of legal services.
33. Specifically, we recommend that:
 - the Assembly should be empowered to establish a separate judiciary up to the level of the Court of Appeal;
 - the administration of justice in Wales should be unified and organised on the same basis as courts and tribunals in Scotland;
 - the Welsh Government and the Assembly should determine a court, tribunal and overall dispute resolution system which enables access to justice at an affordable cost and at suitable locations; and
 - matters of governance and inspection of police, prisons and probation, along with other aspects of the justice infrastructure, should be determined in Wales.
34. The independence of the institutions of justice must be maintained. This would apply to the judiciary, the prosecution authorities and the police.

Implementation

35. The Welsh Government should begin the process of reform immediately. The Assembly should monitor and review progress. The cooperation of the Westminster Government will be needed and, subsequently, legislation by the Westminster Parliament.

Justice in Wales for the people of Wales

36. The people of Wales both need and deserve a better system. Justice is not an island and should be truly integrated into policies for a just, fair and prosperous Wales.

OUR RECOMMENDATIONS

Chapter 3: Information, advice and assistance

1. The funding for legal aid and for the third sector providing advice and assistance should be brought together in Wales to form a single fund under the strategic direction of an independent body¹.
2. Support Through Court should be expanded so that there is availability at courts and tribunals across Wales².
3. Criminal legal aid policy and delivery should be designed in Wales to meet needs across Wales and based on the approaches to public defender schemes adopted by the Nordic nations³.

Chapter 4: Criminal justice: reducing crime and promoting rehabilitation

4. A new Wales Criminal Justice Board should be created. It should set an overall criminal justice strategy for Wales and provide the means for accountability within Wales for the delivery of that overall strategic approach⁴.
5. The Wales Criminal Justice Board should have responsibility for ensuring the rights of victims are respected and there is proper delivery of services to victims⁵.
6. Each of the police, Crown Prosecution Service, the judiciary and HM Prison and Probation Service should publish a strategy in respect of Black, Asian and Minority Ethnic people in Wales and report annually on the strategy to the Assembly⁶.
7. The Welsh Government and the Home Office should agree long-term arrangements for police apprenticeship funding which do not disadvantage Welsh police forces compared to their English counterparts⁷.
8. Policing and crime reduction policy, including drug abuse and mental health related issues, should be determined in Wales so that it is aligned and integrated with Welsh health, education and social policy⁸.
9. Problem-solving courts should be established in Wales along the Northern Ireland model⁹.

1 *Para 3.66.*
2 *Para 3.66.*
3 *Para 3.84.2.*
4 *Para 4.31.*
5 *Para 4.56.*
6 *Para 4.76.*
7 *Para 4.131.*
8 *Para 4.146.*
9 *Para 4.178.*

10. Building on the reducing numbers of children and young people in custody and those entering the criminal justice system, youth justice policy should be determined and delivered in Wales¹⁰.
11. The age of criminal responsibility should be raised to at least 12 years old in Wales¹¹.
12. The basic design principles for probation set out in the 2018 annual report of the then Chief Inspector of Probation should be applied to the design of the new integrated National Probation Service of Wales and the outcomes should be strictly measured on a regular basis and be made public¹².
13. The comprehensive network of services and centres as alternatives to custody for women in Wales must be established rapidly and sustained over time¹³.
14. Sentencing policy and the delivery of integrated offender management and rehabilitation should be determined in Wales so that it is an integral part of and aligned with Welsh health, education and social policy¹⁴.
15. An integrated and whole system approach to offender management should be established with a single rehabilitative strategy in Wales that is underpinned by a strong evidence base, accurate data, clear governance and accountability arrangements, coherent action plans, a realistic timetable and resources realigned accordingly¹⁵.
16. Intensive alternatives to custody should be developed as soon as possible in Wales. They should have judicial oversight and be formally evaluated¹⁶.
17. Needs assessments of Welsh offenders should be conducted and collated to identify by volume and character the range of interventions required in both prisons and the community and to ensure that they are sequenced properly for optimal effect¹⁷.
18. Administering the sentences of the court should be the responsibility of a single public sector body in Wales and the core function of that body should be managing offenders and promoting rehabilitation to reduce reoffending¹⁸.
19. There should be an integrated approach in Wales to improve leadership and provision of mental health services including support for front line services to enable them to respond better to individuals with mental health needs¹⁹.

10 *Para 4.194.*
 11 *Para 4.195.*
 12 *Para 4.244.*
 13 *Para 4.276.*
 14 *Para 4.290.*
 15 *Para 4.290.*
 16 *Para 4.290.*
 17 *Para 4.290.*
 18 *Para 4.290.*
 19 *Para 4.290.*

Chapter 5: Civil justice

20. Digital court services and other dispute resolution services that are being developed and introduced must be fully accessible to people throughout Wales and free assistance must be available to help individuals use them²⁰.
21. Dispute resolution before courts, tribunals, alternative dispute resolution and ombudsmen, as well as dispute resolution in respect of administrative law, should be promoted and coordinated in Wales through a body chaired by a senior judge²¹.
22. Courts and tribunals which determine disputes in both civil and administrative law should be under one unified system in Wales²².
23. The feasibility of a low cost and effective resolution method for civil disputes through the use of a comprehensive ombudsmen scheme, taking into account the online court, should be examined in Wales²³.

Chapter 6: Administrative justice and coroners

24. It should be compulsory under the Civil Procedure Rules for cases against Welsh public bodies which challenge the lawfulness of their decisions to be issued and heard in Wales²⁴.
25. All public bodies, ombudsmen and other tribunals which have been established under Welsh law or by the Welsh Government, which make judicial or quasi-judicial decisions, and are not currently subject to the supervision of the President of Welsh Tribunals, should be brought under the supervision of the President²⁵.
26. The Administrative Court should have the power to stay court proceedings whilst the Public Services Ombudsman for Wales investigates a complaint. The Ombudsman should have the power to refer a point of law to the Court²⁶.
27. The Welsh Tribunals Unit should have structural independence and the Welsh tribunals should be used for dispute resolution relating to future Welsh legislation²⁷.
28. The recommendations for coordinating and rationalisation made for civil justice should also be applied to administrative justice²⁸.
29. Challenges relating to inquests into all deaths in Wales should be issued and heard in Wales²⁹.

20	<i>Para 5.22.</i>
21	<i>Para 5.55.</i>
22	<i>Para 5.56.</i>
23	<i>Para 5.58.</i>
24	<i>Para 6.27.</i>
25	<i>Para 6.50.</i>
26	<i>Para 6.55.</i>
27	<i>Para 6.59.2.</i>
28	<i>Para 6.60.</i>
29	<i>Para 6.68.</i>

30. There should be a distinct organisation for coroner services in Wales with funding available on an all Wales basis to ensure that uniform standards and services are applied³⁰.

Chapter 7: Family justice: children

31. The law relating to children and family justice in Wales should be brought together in one coherent legal system aligned with functions in relation to health, education and welfare³¹.
32. Pending further research and the development of a long-term strategy, an all Wales approach to family justice should be developed and led in Wales through the Family Justice Network for Wales and the Local Family Justice Boards. The approach should be followed by all local authorities for dealing with child protection referrals with the objective of avoiding care proceedings when family support would be more appropriate³².
33. It should be a matter of routine practice prior to the first hearing in care proceedings to examine the feasibility of problem-solving and the form it might take, with a view to finding what steps short of taking a child into care can be put in place³³.
34. The voice of the child should be heard at every stage of the proceedings³⁴.
35. Family Drug and Alcohol Courts should be established in Wales³⁵.
36. There should be vigorous support for a programme of research to underpin reform of Welsh family justice and associated preventative services. The overarching aim should be the reduction in the numbers of children taken into care and the provision of far better evidence of the impacts of intervention on family life³⁶.
37. A carefully thought through long-term policy for reducing the numbers of children taken into care should be developed after the conclusions of the research and then implemented³⁷.
38. Legal advice should be available to each parent in private family law disputes prior to the commencement of proceedings up to a maximum fixed amount in each case³⁸.

30 *Para 6.74.*
 31 *Para 7.20.*
 32 *Para 7.107.*
 33 *Para 7.107.*
 34 *Para 7.107.*
 35 *Para 7.107.*
 36 *Para 7.111.*
 37 *Para 7.111.*
 38 *Para 7.118.*

Chapter 8: Delivering justice: locality and structure

39. A strategy for Wales for provision of proper physical and digital access to justice before the courts, tribunals and other forms of dispute resolution should be drawn up and determined in Wales based on the needs of the people of Wales³⁹.

Chapter 9: The legal sector and the economy of Wales

40. The Welsh Government should, in close consultation with the legal professions, provide fully funded legal apprenticeships to enable people to qualify as legal professionals in Wales⁴⁰.
41. There should be greater transparency about the level and distribution of expenditure on external legal services by the Welsh Government, each Welsh local authority and all other public bodies in Wales. The procurement of barristers' services should be reformed to help build the capacity of the Bar in Wales⁴¹.
42. The Welsh Government should develop and implement as soon as possible our proposed strategy to reinvigorate the rural and post-industrial legal sector in Wales⁴².
43. The Welsh Government should provide strong support for investment in technology, especially in post-industrial and rural Wales⁴³.
44. The Welsh Government must provide clear leadership and support for the legal services sector. This should be targeted, user-friendly, flexible and attractive to potential inward investors especially with establishing a technology-based nearshoring centre as an objective⁴⁴.
45. The Welsh Government, legal professionals in Wales, the Law Society, the Bar Council, other professional bodies and academia should work in partnership. They should develop and promote the capabilities of the legal sector, promote South Wales as a legal centre and increase the export of legal services⁴⁵.

39 *Para 8.40.*
40 *Para 9.51.*
41 *Para 9.66.*
42 *Para 9.76.*
43 *Para 9.80.*
44 *Para 9.89.*
45 *Para 9.92.*

Chapter 10: Knowledge, skills and innovation

46. Welsh law schools must reassess their undergraduate programmes to take advantage of the scope for comparative studies and transferable qualifications⁴⁶.
47. Law tech must be taught to all students and the professions across Wales⁴⁷.
48. All university and college education providers in Wales should teach Welsh law as part of the ordinary undergraduate syllabus and work together to produce the necessary materials⁴⁸.
49. The place of Welsh law and the distinctiveness of the law in Wales should be properly reflected in professional and continuing legal education and training⁴⁹.
50. Wales specific data should be collected and published on a sufficient scale to enable disaggregation, with a view to proper evidence-based policy development and as a basis for research⁵⁰.
51. The Welsh Government should lead the development and implementation of an action plan to promote and support public legal education, particularly for children and young people⁵¹.

Chapter 11: The Welsh language

52. All justice bodies should be subject to the Welsh Language Measure 2011⁵².
53. The Bar, CILEx and the Law Society should provide courses on using Welsh in the workplace, similar to those used by the Judicial College⁵³.
54. Digital services that are being introduced must be accessible, free help must be available and all must be available in Welsh at the same time as the English version⁵⁴.
55. Professional legal education for those wishing to practise in Wales must be available in the Welsh language with the phased introduction of the availability of all professional examinations in Welsh⁵⁵.
56. Welsh law schools must collaborate on Welsh medium legal education, especially as regards the provision of teaching materials⁵⁶.
57. All coroner services should be available in the Welsh language⁵⁷.

46 *Para 10.30.*

47 *Para 10.35.*

48 *Para 10.44.*

49 *Para 10.44.*

50 *Para 10.48*

51 *Para 10.53*

52 *Para 11.13.*

53 *Para 11.17.*

54 *Para 11.28.*

55 *Para 11.32.*

56 *Para 11.36.*

57 *Para 11.38.*

Chapter 12: Governance, the law of Wales and the judiciary

Recommendations on devolution of justice

- 58.** There should be legislative devolution of justice. Restrictions and reservations governing the Assembly's power to legislate on all forms of justice, including policing and offender management and rehabilitation, should be removed, so that it corresponds more closely with the position of the Northern Ireland Assembly and the Scottish Parliament⁵⁸.
- 59.** In tandem with the removal of reservations and restrictions on the Assembly's powers, responsibility for executive functions in relation to justice in Wales should be transferred to the Welsh Government⁵⁹.
- 60.** Devolution of justice must be accompanied by a full transfer of financial resources, including all identifiable administrative and capital resources relating to Wales⁶⁰.

Recommendations to be implemented under the current scheme of devolution

- 61.** Clear and accountable leadership on justice in the Welsh Government must be established under the current scheme of devolution⁶¹.
- 62.** The Assembly should take a more proactive role in appropriate scrutiny of the operation of the justice system⁶².
- 63.** The Welsh Government should address policy issues relating to justice by using external experts who can report jointly with civil servants to Ministers⁶³.
- 64.** The Welsh Government and the legal sector should develop a joint leadership programme⁶⁴.
- 65.** A Law Council of Wales should be established to promote the interests of legal education and the awareness of Welsh law, to ensure proper provision of teaching the law in Welsh, and to assist students in their education and training as future practitioners⁶⁵.
- 66.** The organisation of the senior judiciary in Wales should be changed to provide the necessary working relationships and leadership within Wales⁶⁶.
- 67.** Wales should be put in a similar position to Scotland and Northern Ireland in the Supreme Court as regards the appointment of judges to the Supreme Court⁶⁷.

58 *Para 12.63.*
 59 *Para 12.63.*
 60 *Para 12.68.*
 61 *Para 12.73.*
 62 *Para 12.83.*
 63 *Para 12.96.*
 64 *Para 12.96.*
 65 *Para 12.111.*
 66 *Para 12.145.*
 67 *Para 12.161.*

Recommendations for implementation with legislative devolution

68. With legislative devolution, there must be a new Justice Department in the Welsh Government led by a Cabinet Minister⁶⁸.
69. The office of Counsel General should continue as an office that provides independent legal advice to the Welsh Government and heads the Government Legal Service in Wales⁶⁹.
70. Legislative devolution will require the establishment of a Justice Committee in the Assembly⁷⁰.
71. Where there is overlap between the roles of local, regional and national boards, committees and partnerships, they should be merged⁷¹.
72. With legislative devolution, the governance arrangements for the police should be re-examined⁷².
73. The law applicable in Wales should be formally identified as the law of Wales, distinct from the law of England⁷³.
74. The present system where legal practitioners can practise in England and Wales and the legal professions are jointly regulated should be continued⁷⁴.
75. Legislation should provide for a High Court and a Court of Appeal of Wales to be established by the Assembly⁷⁵.
76. With legislative devolution, a Welsh Courts and Tribunals Service should be developed from the base of a Welsh Tribunals Unit reformed on the model of the Scottish Courts and Tribunals Service⁷⁶.
77. With legislative devolution, the Welsh Government will need to review, and keep under continuing review, the justice infrastructure for Wales⁷⁷.

Action to be taken now by the Welsh Government and the Assembly

78. The Welsh Government should begin the process of reform by listing the recommendations it will seek to implement whilst the current scheme of devolution continues. The Assembly should make arrangements to monitor and review the process of reform⁷⁸.

68	<i>Para 12.73.</i>
69	<i>Para 12.73.</i>
70	<i>Para 12.83.</i>
71	<i>Para 12.89.</i>
72	<i>Para 12.102.</i>
73	<i>Para 12.123.</i>
74	<i>Para 12.134.</i>
75	<i>Para 12.159.</i>
76	<i>Para 12.165.</i>
77	<i>Para 12.176.</i>
78	<i>Para 12.187</i>



HM Government

Serious and Organised Crime Strategy

November 2018



Serious and Organised Crime Strategy

Presented to Parliament
by the Secretary of State for the Home Department
by Command of Her Majesty

November 2018

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ISBN 978-1-5286-0784-1
CCS0818420888 10/18

Printed on paper containing 75% recycled fibre content minimum

Printed in the UK by the APS Group on behalf of the Controller of Her Majesty's Stationery Office

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Foreword by the Home Secretary



Serious and organised crime is the most deadly national security threat faced by the UK, and persistently erodes our economy and our communities. Serious and organised criminals operating in the UK sexually exploit children and ruthlessly target the most vulnerable, ruining lives and blighting communities. Their activities cost us at least £37 billion each year. They are able to reap the benefits of their crimes and to fund lavish lifestyles while all of us, and particularly their direct victims, suffer the consequences.

Protecting the public is my highest priority as Home Secretary. This strategy sets out the government's approach to prevent and defend against serious and organised crime in all its forms, and our unyielding endeavour to track down perpetrators, from child sex offenders to corrupt elites, to bring them to justice. We will allow no safe space for these people, their networks or their illicit money in our society.

Following the publication of the previous Serious and Organised Crime Strategy in 2013, we have made significant progress in creating the powers, partnerships and law enforcement structures we need to respond to the threat. The law enforcement community, and the National Crime Agency in particular, has been instrumental to this progress with an impressive, and sustained, track record of disruptions across the full range of serious and organised crime threats.

Despite all of our success, we must continue to adapt to the scale and complexity of current and future threats. The individuals and networks involved in serious and organised crime are amongst the most capable and resilient adversaries that the UK faces. They are quick to exploit the rate of technological change and the globalisation of our society, whether it is live streaming of abuse or grooming children online, using malware to steal personal data, or exploiting free and open global trade to move illegal goods, people and money across our borders.

The threat transcends borders, and serious and organised crime in the UK is one part of a global web of criminality. Child sex offenders share images of abuse on a global basis. There is a direct link between the drugs being sold on our streets, including the violence linked to that trade, the networks trafficking vulnerable children and adults into the UK, the corrupt accountant laundering criminal funds through shell companies overseas, and corrupt politicians and state officials overseas who provide services and safe haven for international criminal networks.

Our revised approach puts greater focus on the most dangerous offenders and the highest harm networks. Denying perpetrators the opportunity to do harm and going after criminal finances and assets will be key to this. We will work with the public, businesses and communities to help stop them from being targeted by criminals and support those who are. We will intervene early with those who are at risk of being drawn into a life of crime. And, for the first time, this strategy sets out how we will align our efforts to tackle serious and organised crime as one cohesive system. This includes working closely with international partners as well as those in the private and voluntary sectors.

Serious and organised criminals may often think they are free to act with impunity against our children, our businesses and our way of life. They are wrong. They believe that they can use violence, intimidation and coercion to stay above the law, and that the authorities lack the necessary tools and will to take them on. Working together, implementing this new strategy, we will show them just how wrong they are.

A handwritten signature in black ink, appearing to read 'S. Javid', with a small comma at the end.

Rt Hon Sajid Javid MP
Home Secretary

Executive Summary

1 Serious and organised crime affects more UK citizens, more often, than any other national security threat and leads to more deaths in the UK each year than all other national security threats combined.¹ It costs the UK at least £37 billion annually.² It has a corrosive impact on our public services, communities, reputation and way of life. Crime is now lower than it was in 2010,³ although we are also aware that since 2014 there have been genuine increases in some low volume, high harm offences. The National Crime Agency (NCA) assesses that the threat from serious and organised crime is increasing and serious and organised criminals are continually looking for ways to sexually or otherwise exploit new victims and novel methods to make money, particularly online.

2 A large amount of serious and organised crime remains hidden or underreported, meaning the true scale is likely to be greater than we currently know. Although the impact may often be difficult to see, the threat is real and occurs every day all around us. Serious and organised criminals prey on the most vulnerable in society, including young children, and their abuse can have a devastating, life-long effect on their victims. They target members of the public to defraud, manipulate and exploit them, sell them deadly substances and steal their personal data in ruthless pursuit of profit. They use intimidation to create fear within our communities and to undermine the legitimacy of the state. Enabled by their lawyers and accountants, corrupt elites and criminals set up fake companies to help them to hide their profits, fund lavish lifestyles and invest in further criminality.

3 Serious and organised crime knows no borders, and many offenders operate as part of large networks spanning multiple countries. Technological change allows criminals to share indecent images of children, sell drugs and hack into national infrastructure more easily from all around the world, while communicating more quickly and securely through encrypted phones. Continuously evolving technology has meant that exploitation of children online is becoming easier and more extreme, from live-streaming of abuse to grooming through social media and other sites. Serious and organised criminals also exploit vulnerabilities in

1 National Crime Agency, 'National Strategic Assessment of Serious and Organised Crime 2018'; HM Government, 'National Security Capability Review', March 2018. Online at: <http://www.nationalcrimeagency.gov.uk/publications/905-national-strategic-assessment-for-soc-2018>; and <https://www.gov.uk/government/publications/national-security-strategy-and-strategic-defence-and-security-review-2015>

2 Home Office, 'Understanding Organised Crime Estimating the scale and the social and economic costs', November 2018.

3 Our best measure of long-term crime trends on a consistent basis, the Crime Survey of England and Wales, shows a 34% fall in comparable crime since 2010. Online at: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/2018>

the increasing number of global trade and transport routes to smuggle drugs, firearms and people. They have learnt to become more adaptable, resilient and networked. Some think of themselves as untouchable.

4 In some countries overseas, criminals have created safe havens where serious and organised crime, corruption and the state are interlinked and self-serving. This creates instability and undermines the reach of the law, hindering our ability to protect ourselves from other national security threats such as terrorism and hostile state activity. Corruption, in particular, hinders the UK's ability to help the world's poorest people, reduce poverty and promote global prosperity.

Our response

5 Despite significant progress, the scale of the challenge we face is stark and we have therefore revised our approach. Our aim is to protect our citizens and our prosperity by leaving no safe space for serious and organised criminals to operate against us within the UK and overseas, online and offline. This strategy sets out how we will mobilise the full force of the state, aligning our collective efforts to target and disrupt serious and organised criminals. We will equip the whole of government, the private sector, communities and individual citizens to play their part in a single collective endeavour to rid our society of the harms of serious and organised crime, whether they be child sexual exploitation and abuse, the harm caused by drugs and firearms, or the day to day corrosive effects on communities across the country. We will pursue offenders through prosecution and disruption, bringing all of our collective powers and tools to bear. We will: prevent people from engaging in serious and organised crime; protect victims, organisations and systems from its harms; and prepare for when it occurs, mitigating the impact. We will strengthen our global reach to confront the threat before it comes to our shores.

6 This strategy provides a framework and outlines a set of capabilities which are designed to respond to the full range of serious and organised crime threats. We have four overarching objectives to achieve our aim:

1. Relentless disruption and targeted action against the highest harm serious and organised criminals and networks

We will target our capabilities on criminals exploiting vulnerable people, including the most determined and prolific child sex offenders and we will proactively target, pursue and dismantle the highest harm networks affecting the UK. We will use new and improved powers and capabilities to identify, freeze, seize or otherwise deny criminals access to their finances, assets and infrastructure, at home and overseas including Unexplained Wealth Orders and Serious Crime Prevention Orders. At the heart of this approach will be new data, intelligence and assessment capabilities which will allow the government, in particular the NCA, to penetrate and better understand serious and organised criminals and their vulnerabilities more effectively and target our disruptions to greater effect.

2. Building the highest levels of defence and resilience in vulnerable people, communities, businesses and systems

We will remove vulnerabilities in our systems and organisations, giving criminals fewer opportunities to target and exploit. We will ensure our citizens better recognise the techniques of criminals and take steps to protect themselves. This includes working to build strong communities that are better prepared for and

more resilient to the threat, and less tolerant of illegal activity. We will also identify those who are harmed faster and support them to a consistently high standard.

3. Stopping the problem at source, identifying and supporting those at risk of engaging in criminality

We will develop and use preventative methods and education to divert more young people from a life of serious and organised crime and reduce reoffending. We will use the government's full reach overseas to tackle the drivers of serious and organised crime.

4. Establishing a single, whole-system approach

At the local, regional, national and international levels, we will align our collective efforts to respond as a single system. We will improve governance, tasking and coordination to ensure our response brings all our levers and tools to bear effectively against the highest harm criminals and networks. We will expand our global reach and influence, increasing our overseas network of experts to ensure the UK's political, security, law enforcement, diplomatic, development, defence relationships and financial levers are used in a more coordinated and intensive manner. And we will work to integrate with the private sector, pooling our skills, expertise and collective resources, co-designing new joint capabilities, and designing out vulnerabilities together.

7 As a result, we will be able to measure and demonstrate that:

- a) We have significantly raised the risk of operating for the highest harm criminals and networks within the UK and overseas, online and offline, by ensuring:
 - new data and intelligence capabilities have targeted and disrupted serious and organised criminals and networks in new ways;
 - a range of partnerships and working practices are embedded in the UK that enable us to sharpen and accelerate our response;
 - overseas partners are working with us more often, more collaboratively and more effectively to target serious and organised crime affecting the UK; and
 - we are arresting and prosecuting the key serious and organised criminals, stopping their abuse, denying and recovering from them their money and assets, dismantling their networks and breaking their business model.
- b) Communities, individuals and organisations are reporting they are better protected and better able to protect themselves; and victims are better supported to recover from their abuse or exploitation.
- c) Fewer young people are engaging in criminal activity or reoffending.



Introduction

8 The strategy builds on the 2015 National Security Strategy (NSS) and Strategic Defence and Security Review (SDSR),⁴ which identified serious and organised crime as a national security threat. It also reflects the findings and recommendations of the 2018 National Security Capability Review (NSCR).

9 This strategy has links to other government strategies, including the UK's Strategy for Countering Terrorism (CONTEST),⁵ the UK Anti-Corruption strategy 2017-2022,⁶ the National Cyber Security Strategy (NCSS) 2016-2021⁷ and the Modern Slavery Strategy 2014.⁸ It also links to the government's work on serious violence, particularly for threats such as county lines and firearms offences. We set out the links between this strategy and the 2018 Serious Violence Strategy⁹ throughout both documents.

10 The Home Secretary has responsibility for the Serious and Organised Crime (SOC) Strategy, but this is a cross-government strategy. The Home Office has led work to produce the strategy, with major contributions from other government departments and agencies, and in close partnership with the devolved administrations, local police forces and the private sector. A new Director General within the Home Office was appointed in 2018 to oversee the response to serious and organised crime.

11 The devolved administrations in Northern Ireland, Scotland and Wales are responsible for the functions which have been devolved to them. In Scotland and Northern Ireland, crime and policing matters are the responsibility of the Scottish Government and the Northern Ireland Executive. These devolved administrations have published their own respective strategies (Scotland's Serious Organised Crime Strategy 2015¹⁰ and Northern Ireland's Organised Crime Strategy 2016).^{11, 12} In Wales, we will continue to work very closely with the

4 Online at: <https://www.gov.uk/government/publications/national-security-strategy-and-strategic-defence-and-security-review-2015>

5 Online at: <https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018>

6 Online at: <https://www.gov.uk/government/publications/uk-anti-corruption-strategy-2017-to-2022>

7 Online at: <https://www.gov.uk/government/publications/national-cyber-security-strategy-2016-to-2021>

8 Online at: <https://www.gov.uk/government/publications/modern-slavery-strategy>

9 Online at: <https://www.gov.uk/government/publications/serious-violence-strategy>

10 Online at: <https://www.gov.scot/Publications/2015/06/3426/downloads>

11 Online at: <https://www.octf.gov.uk/Publications/N-I-Organised-Crime-Strategy/The-Northern-Ireland-Organised-Crime-Strategy-2016>

12 The NCA has agreed working arrangements in the devolved nations. In Scotland, the NCA's powers to operate are conditional on authorisation from the Lord Advocate and through co-operation with Police Scotland. The NCA is a member of Scotland's Serious Organised Crime Taskforce. Within Northern Ireland, the NCA works alongside the Police Service of Northern Ireland and other operational partners, with the consent of the Chief Constable and is a member of the Northern Ireland Organised Crime Taskforce.

Welsh Government and the four Welsh Police and Crime Commissioners to implement the ambition of this strategy.

12 Part One of this document sets out the current threat. This includes defining what we mean by serious and organised crime, summarising its impact and setting out how it is likely to evolve.

13 Part Two covers our new strategic approach and sets out our overall ambition in responding to serious and organised crime.

14 Part Three focuses on how this translates into action around our four overarching objectives.

15 Part Four describes how we will implement the strategy in the UK and overseas, including details on governance and oversight and how we will measure our effect.

Part One: The Impact of Serious and Organised Crime on the UK

16 We define serious and organised crime as individuals planning, coordinating and committing serious offences, whether individually, in groups and/or as part of transnational networks. The main categories of serious offences covered by the term are: child sexual exploitation and abuse; illegal drugs; illegal firearms; fraud; money laundering and other economic crime; bribery and corruption; organised immigration crime; modern slavery and human trafficking; and cyber crime.

17 Crime is now lower than it was in 2010. Our best measure of long-term crime trends on a consistent basis, the Crime Survey of England and Wales,¹³ shows a 34% fall in comparable crime over this period. But we are also aware that since 2014 there have been genuine increases in low-volume, high harm offences like knife crime, gun crime and homicide.

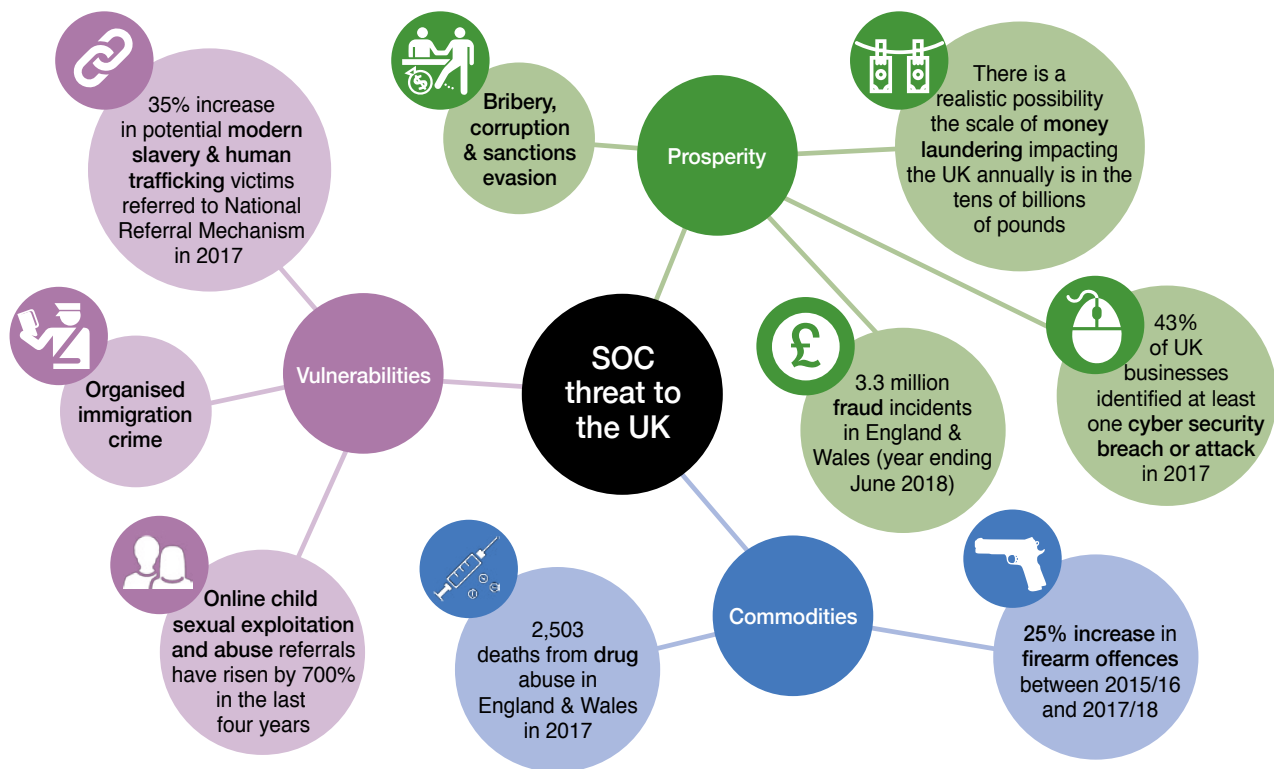
18 The National Strategic Assessment of Serious and Organised Crime, published annually by the NCA sets out the threat in detail.¹⁴ In 2018, the NCA is aware of over 4,600 organised crime groups operating in the UK.¹⁵ Yet, much serious and organised crime remains hidden (child sexual exploitation and abuse, modern slavery), or underreported (fraud, cyber crime), meaning the true scale is difficult to measure and likely to be much greater. Figure 1 outlines some of the indicators of the scale and scope of serious and organised crime threats.

13 Online at: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingjune2018>

14 The 2018 version is online at: <http://www.nationalcrimeagency.gov.uk/publications/905-national-strategic-assessment-for-soc-2018>

15 Organised Crime Group Mapping is a law enforcement tool which maps characteristics of individuals and groups involved in serious and organised crime. Whilst the number of organised crime groups can be a useful indicator of the scale of serious and organised crime in the UK, it does not capture individual offending (e.g. on child sexual exploitation and abuse) and therefore the full scale of the threat.

Figure 1 – NCA assessment of serious and organised crime threats to the UK



19 We estimate serious and organised crime costs the UK at least £37 billion annually.¹⁶ This figure has increased by £13 billion since the 2013 estimate, although this is in large part attributable to changes in methodology to produce more robust estimates, and the inclusion of additional crime types (such as organised waste crime and organised cyber-dependent crime against individuals).

20 Demand for common drug types remains high in the UK, with around 1.1 million adults having taken a Class A drug in 2017/18.¹⁷ There were 2,503 drug misuse deaths registered in England and in Wales in 2017; heroin and/or morphine remained the most lethal drugs, responsible for 47% of these deaths.¹⁸ Recent trends include a spike in the availability of highly toxic synthetics, notably Fentanyl, a synthetic opioid up to one hundred times more potent than morphine and linked to multiple heroin-associated deaths nationally in 2017.¹⁹

21 There has also been an increase in the availability²⁰ of crack cocaine and an increase in its use²¹. The street-level purity of crack increased from 36% in 2013 to 71% in 2016, indicating a fluid supply-line capable of overcoming short-term shocks. As set out in the Serious Violence Strategy, there is evidence that crack cocaine markets have strong links to

16 Home Office, 'Understanding organised crime: Estimating the scale and the social and economic costs', November 2018. This figure is likely to be an underestimate, given the absence of reliable data on which to include estimates for certain crime types such as online child sexual exploitation and money laundering.

17 Home Office, 'Drug Misuse: Findings from the 2017/18 Crime Survey for England and Wales', Statistical Bulletin 14/18, July 2018.

18 Office for National Statistics (2018), 'Deaths related to drug poisoning, England and Wales – 2017 registrations'. Available online at: <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsrelatedtodrugpoisoninginenglandandwales/2017registrations>

19 National Crime Agency, 'Recent Deaths Possibly Linked to Fentanyl', April 2017.

20 United Nations Office on Drugs and Crime, 'New UNODC report: Coca crops in Colombia increase over 50 per cent in one year'. Online at: https://www.unodc.org/unodc/en/press/releases/2017/July/new-unodc-report_coca-crops-in-colombia-increase-over-50-per-cent-in-one-year.html

21 HM Government, 'United Kingdom drug situation: Focus on annual report 2017'.

serious violence and there is a connection between recent increases in homicide and knife and gun crime, and rising levels of the use and purity of crack cocaine. Research suggests heroin and crack cocaine users commit around 45% of all theft offences in England and in Wales. More broadly, the groups involved in so-called county lines drug distribution networks are impacting on all police force areas and causing significant harm, including violence, firearms use and exploitation of young and vulnerable people.

22 Serious and organised crime has a devastating effect. Any child can be a victim of abuse or exploitation and criminals are exploiting the huge growth in numbers of children with easy access to the internet. The stereotypes of the ‘typical’ child exploitation victim are further than ever from the truth. The exploitation of children online is becoming easier and more extreme.²² All ages are affected, from babies and toddlers through to older teenagers. Child sex offenders are becoming more sophisticated, using social media, image and file sharing sites, gaming sites and dating sites to groom potential victims. In response to law enforcement efforts to apprehend them, they are using encryption, anonymisation and destruction measures on the dark web and the open internet. Live-streamed abuse is a growing threat and children’s own use of self-broadcast live-streaming applications are being exploited by offenders.

23 The number of referrals to the NCA relating to online child sexual exploitation and abuse has increased by 700% in the last four years.²³ The most immediate impact of exploitation and abuse of vulnerable people is physical and emotional harm to the individual, and the many thousands of victims each year are left with long-term needs which can also have an enduring impact on public services. Organised exploitation on a large scale, such as that seen in Rotherham and elsewhere has also caused generational damage to the integrity and cohesion of local communities. Serious and organised criminals prey on the most vulnerable people in our society, and those who are economically disadvantaged or who are displaced from their home or country are particularly vulnerable to exploitation.²⁴ 5,145 potential victims of modern slavery and human trafficking were referred to the National Referral Mechanism (NRM) in 2017, a 35% increase on 2016. The number of children referred to the NRM increased by 66% over this period.²⁵

24 Communities also feel the impact of serious and organised crime through the violence and intimidation that often accompanies many types of crime.²⁶ Organised criminals can drive out legitimate businesses and use firearms to protect or further their criminal enterprises. There was a 25% increase in firearms offences between 2015/16 and 2017/18.²⁷ There is also a risk that terrorists may attempt to procure firearms through criminal networks.

25 Economic crime is a broad category of illegal activity, including fraud, corruption, money laundering, and tax evasion. There were 3.3 million fraud incidents in the year ending June 2018, amounting to almost a third of all crimes.²⁸ The overall scale of economic crime is estimated to be £14.4 billion per year, with the cost to businesses and the public sector from organised fraud no less than £5.9 billion per year.²⁹ For the purposes of this strategy, illicit finance involves the holding, movement, concealment or use of monetary proceeds of crime that has an impact on UK interests. Organised crime groups and corrupt elites launder the

22 National Crime Agency, ‘National Strategic Assessment of Serious and Organised Crime 2018’.

23 National Crime Agency, ‘National Strategic Assessment of Serious and Organised Crime 2018’.

24 National Crime Agency, ‘National Strategic Assessment of Serious and Organised Crime 2018’.

25 National Crime Agency, ‘National Referral Mechanism Statistics – End of Year Summary 2017’, March 2018.

26 Scottish Government, ‘Serious Organised Crime (SOC) in Scotland: A Summary of the Evidence’, December 2017; The Police Foundation, ‘The Impact of Organised Crime in Local Communities’, December 2016.

27 Office for National Statistics, ‘Crime in England and Wales: Bulletin Tables’, June 2018.

28 Office for National Statistics, ‘Crime in England and Wales: year ending June 2018’, October 2018.

29 Home Office, ‘Understanding organised crime: Estimating the scale and the social and economic costs’, November 2018.

proceeds of crime through the UK to fund lavish lifestyles and reinvest in criminality. The vast majority of financial transactions through and within the UK are entirely legitimate, but its role as a global financial centre and the world's largest centre for cross-border banking makes the UK vulnerable to money laundering. There is a realistic possibility that the scale of money laundering impacting the UK annually is in the tens of billions of pounds. This presents significant reputational risk to the integrity of the UK's financial sector, which is essential for global trade and our long-term prosperity. Professionals such as lawyers and accountants are an important part of the response to serious and organised crime. However, whether complicit, negligent or unwitting, professional enablers are also key facilitators in the money laundering process and often crucial in integrating illicit funds into the UK and global banking systems.³⁰

26 Cyber attacks from criminals continue to damage the economy, and cyber security breaches are a costly and disruptive issue for businesses. 43% of all UK businesses identified at least one cyber security breach or attack in 2017, a figure which rose to 64% among medium size firms and 72% for large firms.³¹ High profile attacks such as the WannaCry ransomware campaign, which disrupted over a third of NHS trusts in England and led to thousands of operations being postponed, emphasise the real world harms resulting from these attacks. The distinction between nation states and criminal groups in terms of cyber crime is becoming frequently more blurred, making attribution of cyber attacks increasingly difficult.

27 Corruption threatens our national security and prosperity, at home and overseas. Domestically there is a particular risk to the borders and immigration, law enforcement and prison sectors which can undermine the rule of law, while overseas it is a cause of conflict and instability which, if not tackled, can increase risks to the UK. Organised criminality, corruption and kleptocracy are also increasingly severe impediments to the UK's overseas policy and development objectives. They distort and impede inclusive and sustainable economic growth, corrupt the democratic process, threaten legitimate, sustainable livelihoods, damage social cohesion and exacerbate exclusion. All of these factors challenge the UK's ability to help the world's poorest people, reduce poverty and promote global prosperity.

How serious and organised crime is likely to evolve

28 Serious and organised crime is increasing both in volume and complexity.³² According to the NCA, advances in technology and instability caused by international conflict in particular will offer criminal networks new ways to identify and target victims and find new markets and ways to make money.

Technology

29 Advances in technology will continue to transform the future of crime. Rapid development of new information and communication technologies (especially the introduction of 5G mobile communications, artificial intelligence, and the Internet of Things) is likely to present opportunities for criminal exploitation. The use of technologies such as the Dark Web, encryption, virtual private networks and virtual currencies (such as Bitcoin) will support fast, 'secure' and anonymous operating environments that facilitate all levels of criminality. The increasingly pervasive nature of these technologies will allow less skilled and resourced criminals to gain access to markets and tools that were previously out of their reach.

30 National Crime Agency, 'National Strategic Assessment of Serious and Organised Crime 2018'.

31 Department for Digital, Culture, Media and Sport, 'Cyber Security Breaches Survey 2018', April 2018.

32 National Crime Agency, 'National Strategic Assessment of Serious and Organised Crime 2018'.

International conflict

30 Serious and organised crime will continue to distort and impede inclusive and sustainable economic growth, corrupt democratic processes, damage social cohesion and exacerbate exclusion. This is particularly true in fragile states, and notably post-conflict settings, where illicit economies and drug and weapons trafficking networks can thrive and become entrenched as conflict ceases. By perpetuating impediments to development, serious and organised crime will increase dependency on aid, deter legitimate business investment and drive violence, conflict and terrorism.

Exiting the European Union (EU)

31 Criminals will look to exploit any vulnerabilities they can find in our border and security arrangements as we exit the EU. With threats evolving faster than ever before, it is in the clear interest of the UK and its allies to sustain the closest possible cooperation in tackling serious and organised crime and other threats to national security. It is in the interests of all citizens for the UK and EU to remain responsive to any changes in the activities and techniques employed by serious and organised criminals resulting from the UK's departure.

32 At present, the UK and its law enforcement agencies and prosecuting authorities work with other EU Member States through a range of EU tools and measures that help facilitate this cooperation. We will continue to play a leading international role in countering serious and organised crime during and following the UK's exit from the EU. We will seek to maintain deep and close cooperation with European partners on law enforcement, criminal and security matters and, in some areas, including at the border, we will identify and take forward new opportunities to strengthen our security.



Part Two: Strategic Approach

Aim and objectives

33 Despite significant progress in delivering the 2013 Serious and Organised Crime Strategy, the scale of the challenge we face is stark and, for this reason, we have revised our approach. Our aim is to protect our citizens and our prosperity by leaving no safe space for serious and organised criminals to operate against us within the UK and overseas, online and offline.

34 This strategy sets out how we will mobilise the full force of the state, from the capabilities of our security and intelligence agencies and law enforcement, including police forces, to the powers of local authorities to target and disrupt serious and organised criminals. We will equip the whole of government, the private sector, communities and individual citizens to align their efforts in a single collective endeavour to rid our society of the harms of serious and organised crime. We will pursue offenders through prosecution and disruption, bringing all of our collective powers and tools to bear. We will: prevent people from engaging in serious and organised crime; protect victims, organisations and systems from it; and prepare for when it occurs, mitigating the impact. We will strengthen our global reach to confront the threat before it comes to our shores.

35 This strategy provides a framework and outlines a set of capabilities which are designed to respond to the full range of serious and organised crime threats. We have four overarching objectives to achieve our aim:

1. Relentless disruption and targeted action against the highest harm serious and organised criminals and networks

We will target our capabilities on criminals exploiting vulnerable people, including the most determined and prolific child sex offenders and we will proactively target, pursue and dismantle the highest harm networks affecting the UK. We will use new and improved powers and capabilities to identify, freeze, seize or otherwise deny criminals access to their finances, assets and infrastructure, at home and overseas including Unexplained Wealth Orders and Serious Crime Prevention Orders. At the heart of this approach will be new data, intelligence and assessment capabilities which will allow the government, in particular the NCA, to penetrate and better understand serious and organised criminals and their vulnerabilities more effectively and target our disruptions to greater effect.

2. Building the highest levels of defence and resilience in vulnerable people, communities, businesses and systems

We will remove vulnerabilities in our systems and organisations, giving criminals fewer opportunities to target and exploit. We will ensure our citizens better recognise the techniques of criminals and take steps to protect themselves. This

includes working to build strong communities that are better prepared for and more resilient to the threat, and less tolerant of illegal activity. We will also identify those who are harmed faster and support them to a consistently high standard.

3. **Stopping the problem at source, identifying and supporting those at risk of engaging in criminality**

We will develop and use preventative methods and education to divert more young people from a life of serious and organised crime and reduce reoffending. We will use the government's full reach overseas to tackle the drivers of serious and organised crime.

4. **Establishing a single, whole-system approach**

At the local, regional, national and international levels, we will align our collective efforts to respond as a single system. We will improve governance, tasking and coordination to ensure our response brings all our levers and tools to bear effectively against the highest harm criminals and networks. We will expand our global reach and influence, increasing our overseas network of experts to ensure the UK's political, security, law enforcement, diplomatic, development, defence relationships and financial levers are used in a more coordinated and intensive manner. And we will work to integrate with the private sector, pooling our skills, expertise and collective resources, co-designing new joint capabilities, and designing out vulnerabilities together.

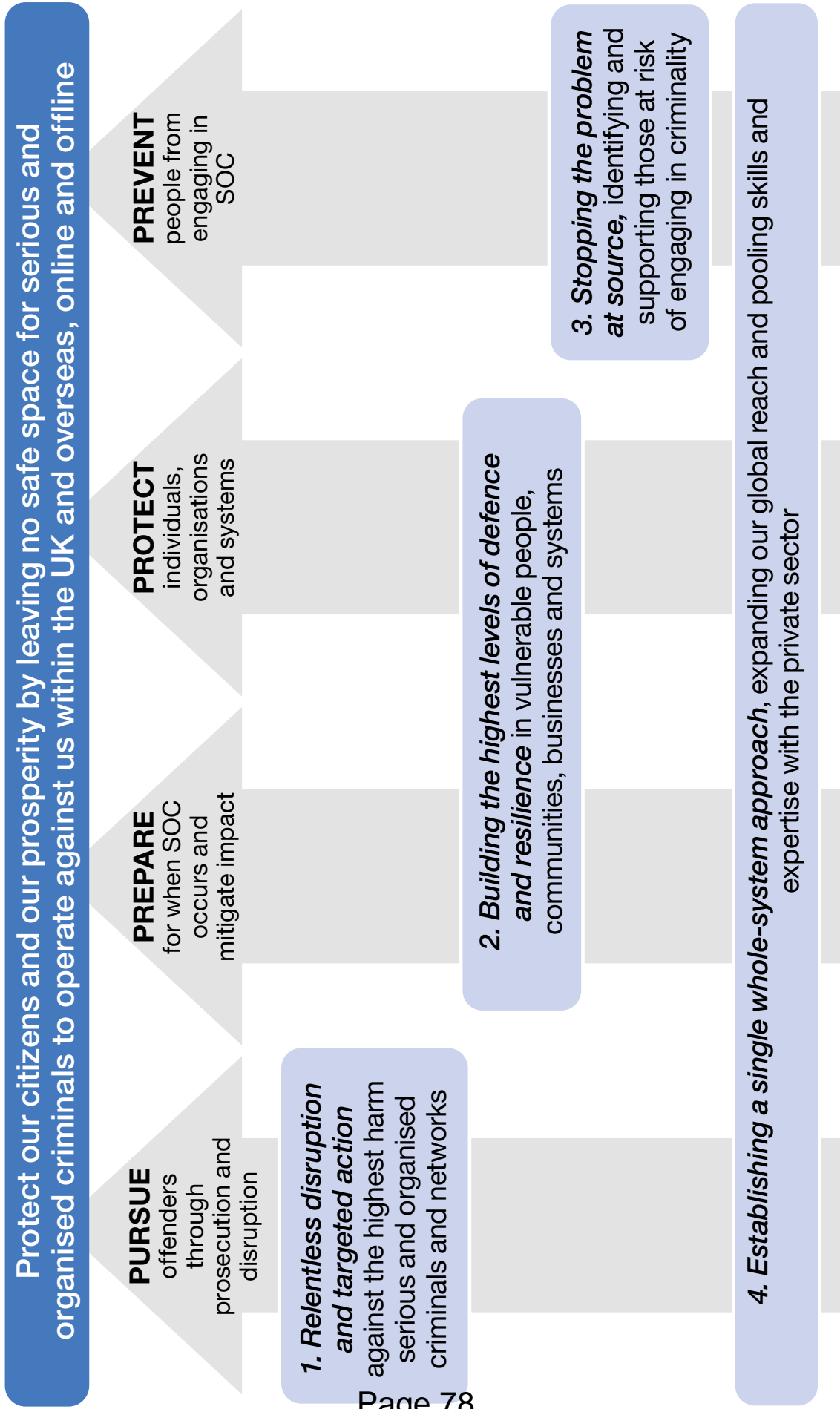
36 As a result, we will be able to measure and demonstrate that:

- a) We have significantly raised the risk of operating for the highest harm criminals and networks within the UK and overseas, online and offline, by ensuring:
 - new data and intelligence capabilities have targeted and disrupted serious and organised criminals and networks in new ways;
 - a range of partnerships and working practices are embedded in the UK that enable us to sharpen and accelerate our response;
 - overseas partners are working with us more often, more collaboratively and more effectively to target serious and organised crime affecting the UK; and
 - we are arresting and prosecuting the key serious and organised criminals, stopping their abuse, denying and recovering from them their money and assets, dismantling their networks and breaking their business model.
- b) Communities, individuals and organisations are reporting they are better protected and better able to protect themselves; and victims are better supported to recover from their abuse or exploitation.
- c) Fewer young people are engaging in criminal activity or reoffending.

37 We will maintain the *Pursue, Prepare, Protect* and *Prevent* delivery framework, sometimes known as '4Ps', as it provides a coherent approach for all partners involved in countering serious and organised crime, from preventing crime in the first place to convicting perpetrators and helping victims. The four strands, shown alongside our aim and objectives in Figure 2, are:

- To **Pursue** offenders through prosecution and disruption
- To **Prepare** for when serious and organised crime occurs and mitigate impact
- To **Protect** individuals, organisations and systems from the effects of serious and organised crime
- To **Prevent** people from engaging in serious and organised crime

Figure 2 – Serious and Organised Crime (SOC) Strategy framework





Part Three: Our Response

Objective 1: Relentless disruption and targeted action against the highest harm serious and organised criminals and networks

38 The priority of the 2013 Serious and Organised Crime Strategy was to prosecute and relentlessly disrupt serious and organised criminals. We have made significant progress in establishing the powers, partnerships and law enforcement structures to achieve this, including the creation of the NCA. The government will continue to prioritise ensuring law enforcement agencies have and use all the powers and levers at their disposal. We will invest in new capabilities and take significant new measures that strengthen our ability to stop abusers, target dirty money and reduce economic crime. We will also sharpen and deepen our specialist online capabilities to combat cyber crime and other online offences, and put data and intelligence at the heart of our law enforcement approach. We will maximise our ability to intervene upstream and at our borders.

Law enforcement capabilities and powers

39 The NCA is the lead law enforcement agency for serious and organised crime in England and Wales. It has a wider remit than its predecessors to strengthen the UK's borders, fight economic crime, fraud, corruption and cyber crime, and protect children and young people from sexual abuse and exploitation. The agency leads, supports and coordinates activity across law enforcement, locally, regionally, nationally and internationally. It works in close collaboration with the UK Intelligence Community (UKIC), police forces across the UK, international police forces and other law enforcement partners, including through its two-way tasking and coordination arrangements. The NCA publishes the annual National Strategic Assessment of Serious and Organised Crime which provides a single picture of the threats the UK faces.

40 Since its inception, NCA operations have led to over 12,000 arrests in the UK and overseas. Over 7,800 children have been safeguarded. Over ten million schoolchildren in the UK have been helped to stay safe online through the agency's ThinkUKnow³³ programme. NCA targeting of criminal assets has resulted in £22 million of cash forfeited, £34 million of civil

recovery and tax receipts and £51 million worth of confiscation orders paid. NCA operations have also resulted in the seizure of over 1,700 guns and 1,000 other firearms, as well as 19 tonnes of heroin and 335 tonnes of cocaine.

41 As a result of the Spending Review (SR) announced in autumn 2015, £200 million of capital funding was made available to the NCA over the period 2016–20, an approximately 25% increase on the previous SR settlement. The uplift was provided in order to support continued investment in the NCA’s capabilities, designed to enable the NCA’s transformation into a world-leading law enforcement agency.

42 The nine Regional Organised Crime Units (ROCU) are the principal link between the NCA and police forces in England and Wales. ROCUs are regional police units with 14 core specialist capabilities, used to investigate and disrupt serious and organised crime, delivered regionally but accessible to all police forces through an established tasking mechanism. ROCU operations led to a total of 2,052 disruptions in 2017/18, while their support to partners contributed to more than 2,675 further disruptions. In addition to the significant investment by Police and Crime Commissioners, the government has invested over £160 million in uplifting the capabilities of the ROCUs since 2013. In 2017 the Home Office announced £40 million to enhance ROCU capabilities over the subsequent three years.³⁴

43 Much of the impact of serious and organised crime is felt at the local level and the local response continues to be led by police forces. Police force responsibilities focus on: local policing across the ‘4Ps’ in response to national priorities; identification and management of local threat; and local safeguarding of children and adults. The National Police Chiefs’ Council (NPCC) coordinates the operational response of police forces across the UK, and helps forces to improve and provide value for money. There is a dedicated lead in NPCC for serious and organised crime who chairs a Serious and Organised Crime Programme Board and has an action plan to help improve the response of police forces. NPCC is also working with the Home Office to provide peer support to forces, including sharing best practice and providing access to subject matter experts.

44 UKIC continues to increase its contribution to tackling serious and organised crime. This includes initiatives such as the NCA and GCHQ Joint Operations Team (JOT), and measures by the National Cyber Security Centre (NCSC) to reduce the harm to the UK from cyber crime. We are providing £3.6 million in 2018/19 and £4.3 million in 2019/20 for GCHQ which will: make it harder for offenders to use communications technology for the sexual abuse of children; and enable the piloting of an online portal to allow government, charities, companies and academia to improve information sharing and collaborate to improve child protection outcomes.

45 A wide range of other investigative and enforcement agencies play a key role in tackling specific serious and organised crime threats. These include but are not limited to: HM Revenue and Customs (HMRC), which received additional investment in the Autumn Budget 2017 to tackle the enablers and facilitators of tax fraud; Immigration Enforcement; and the Serious Fraud Office (SFO) which both investigates and prosecutes serious fraud, bribery and corruption, and associated money laundering. The Crown Prosecution Service (CPS)

34 Because of the unique threats impacting on the City of London and the metropolitan area, some ROCU functions, as well as other specialist capabilities, are provided by the Metropolitan Police Service (MPS), City of London Police and British Transport Police. Examples include MPS units focused on modern slavery, criminal assets and money laundering and complex cyber and fraud investigations. City of London Police are recognised as the national policing lead for fraud, housing the National Fraud Intelligence Bureau and Action Fraud, the UK’s national fraud and cyber crime reporting centre.

prosecutes all cases for the NCA, police, HMRC and others and undertakes confiscation and civil recovery. A full list of the different organisations involved in tackling serious and organised crime is at Annex A.

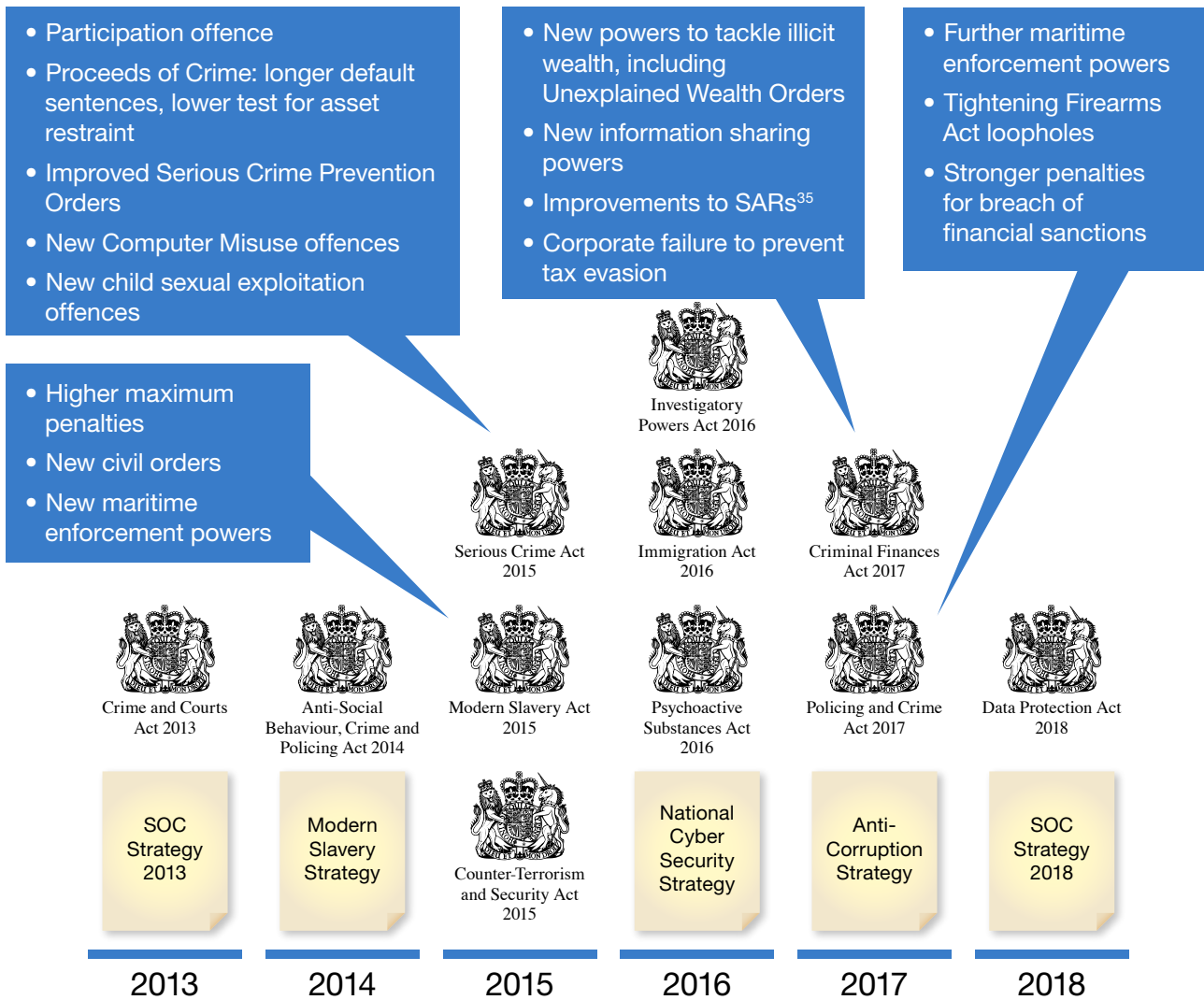
46 As part of the system-wide response, the NCA will receive additional resources in 2018–2020 to lead the development of new national capabilities such as the National Assessment Centre (NAC), the National Data Exploitation Capability (NDEC), and the National Economic Crime Centre (NECC), announced by the then Home Secretary in December 2017. This will ensure they have world leading capabilities to target, pursue and dismantle the highest harm serious and organised criminals and those corrupt elites and criminals who seek to wash their dirty money in and through the UK.

47 The recent NCA and NPCC joint bid to the Police Transformation Fund (PTF) secured £2.2 million for an immediate uplift to work to tackle online child sexual exploitation. This will fund a significant expansion of the NCA and GCHQ JOT to increase their capability to target the most dangerous and determined online child sexual exploitation offenders. This means more officers working to identify those perpetrators who hide behind anonymisation. The uplift will create a pipeline of intelligence that will expose groomers masquerading as children, high risk offenders using technology to anonymise their presence and offenders accessing live streaming overseas.

48 We will commit £500,000 to provide law enforcement agencies with a better picture of child sexual exploitation offending on the dark web. This will use available data to identify, assess and pursue the highest risk suspects of interest who are impacting the UK, so we can prioritise our resources against them, in collaboration with international partners.

49 Through our £40 million support to the Fund to End Violence Against Children to 2019-20, we have also encouraged a stronger focus on the need to develop innovative technological solutions to break new ground in tackling online child sexual exploitation. Through this in 2018 we have funded the development of ‘Solis’ – an innovative tool for law enforcement to speed up identification of material relating to child sexual exploitation and abuse on the Dark Web.

Figure 3 – Legislation and key powers introduced since 2013



50 As set out in Figure 3, since 2013 the government has introduced robust new legislation, including the Serious Crime Act 2015, Modern Slavery Act 2015 and Criminal Finances Act 2017, to ensure enforcement agencies have the powers and tools they need to relentlessly disrupt serious and organised criminals. These include significant new measures such as:

- Improved Serious Crime Prevention Orders to place conditions on an individual that can include blocking financial or business dealings or restricting travel and meetings with criminal contacts;
- Telecommunications Restriction Orders to provide the power to permanently disconnect illicit mobile phones being used in a prison; and
- Unexplained Wealth Orders that require either a politically exposed person, or a person who is thought to be involved in serious crime, to explain any assets they have obtained (particularly property) which are disproportionate to their known income.

51 Relentless disruption continues to be a key tenet of our response to serious and organised crime, and we remain committed to bringing the full force of the state to bear on the threat. We will ensure operational partners target and coordinate disruptive activity so that we have the greatest impact on the most serious criminals and groups impacting on the UK. The NCA has catalogued the extensive criminal and civil powers available to law enforcement

agencies. These range from powers to seize the proceeds of crime and deny criminals access to their assets, to immigration powers to remove or deport offenders, curtail or refuse leave to remain, refuse British nationality or prevent travel to the UK in the first place.

52 There are a wide range of other tools at our disposal to help exploit weaknesses in criminal networks and to make the lives of serious and organised criminals as difficult as possible, from vehicle prohibition and civil tax recovery to gang injunctions and local authority licensing powers. These are set out in the Menu of Tactics³⁶ published by the College of Policing, which includes hundreds of powers, tools and interventions across national authorities and local agencies to prevent and disrupt serious and organised crime. We will take a coordinated and systematic approach to using to their fullest extent the range of powers available to law enforcement and wider partners.

Powers to access data and their oversight

53 The ability to harness data is vital both to understand and disrupt serious and organised crime effectively. Recent changes in legislation have resulted in new powers and the ability to use previously inaccessible information. The 2018 Clarifying Lawful Overseas Use of Data (CLOUD) Act, which was passed by the US Congress, paves the way for bilateral agreements between the US and qualifying foreign nations to enable access to the content of communications from overseas companies in serious crime and terrorism investigations, regardless of where the information is geographically stored. The UK plans to be the first country to enter into a bilateral agreement with the US.

54 The Investigatory Powers Act 2016 (IPA) affords relevant agencies, in certain circumstances, the ability to intercept communications and to use equipment interference. It provides an authority framework for the examination of bulk data. It also puts additional responsibilities on service providers to retain communications data. The IPA has transformed the law relating to the use and oversight of investigatory powers, strengthening safeguards and introducing new oversight arrangements. The authorisation of the most intrusive investigatory powers, such as intercepting communications, requires that both a Secretary of State and a Judicial Commissioner must be satisfied that warrants are necessary and proportionate before they can be issued. The Investigatory Powers Commissioner provides essential oversight of the powers provided by the Act and produces a public report annually.

55 The introduction of the General Data Protection Regulation (GDPR) and Data Protection Act in 2018 increases the protection afforded by the current Data Protection Act. These arrangements provide full and transparent assurance to the public that their data will be protected and used lawfully by the government and in a way that is proportionate to the threat posed. At the core of the NDEC model will be control mechanisms around the acquisition, collection, storage, retention and use of data in line with legislation and standards set out in the Common Data Standards, the Data Ethics Framework,³⁷ the IPA, the Computer Misuse Act 1990 and the GDPR.

Child sexual exploitation and abuse

56 The Home Office will invest £37.7 million over the next two years on tackling child sexual exploitation and abuse: we will prioritise enhancing our ability to detect and disrupt offenders online. The NCA's Child Exploitation and Online Protection (CEOP) Command leads, supports and coordinates the law enforcement response to child sexual exploitation and abuse and works closely with law enforcement and intelligence agencies in the UK and overseas, to

36 Online at: http://whatworks.college.police.uk/Research/Documents/Menu_of_tactics.pdf

37 Online at: <https://www.gov.uk/government/policies/data-ethics-framework/data-ethics-framework>

identify victims and pursue offenders. This is supported by close collaboration with civil society organisations like the Internet Watch Foundation (IWF) and the US National Center for Missing and Exploited Children. Through coordinated activity, the NCA and police arrest around 400 offenders in relation to online child sexual exploitation and abuse and safeguard over 500 children every month.

57 We have already provided £20 million for undercover capabilities to tackle online child sexual exploitation within ROCUs and a near-doubling of CEOP's investigative capability. In 2015, we launched the JOT as a collaborative venture between the NCA and GCHQ. The team has significantly increased our understanding of the challenges around disrupting the most serious and prolific UK offenders.

58 All UK police forces and the NCA are connected to the Child Abuse Image Database (CAID), launched in 2014. It contains more than ten million indecent images of children and 30 million hashes (the digital fingerprint of an image). Law enforcement experience is that around 70% of indecent images identified in its operations are held on CAID. CAID provides law enforcement agencies with effective tools to search seized devices for indecent images of children, reduce the time taken to identify such images and increase the ability to identify victims. In 2017/18, UK law enforcement identified 664 victims within indecent images of children compared to 177 in 2014/15.

59 To keep pace with the threat, we will increase our ability to target and disrupt the worst offenders. The Home Office will be investing an extra £21 million over the next 18 months to bolster the response of our law enforcement and intelligence agencies to these types of crimes. This money will give law enforcement new tools and techniques to investigate high end offenders at scale. We will expand the joint taskforce run by police, NCA and GCHQ, bringing together world class expertise in intelligence gathering and investigation. This will prevent offenders from operating with impunity in online forums and chatrooms. We will identify, assess and pursue the highest risk suspects, bringing the full capabilities of our security apparatus to bear.

60 We will fund an information sharing capability for tackling child sexual exploitation and abuse that will ultimately form the basis for a sustained partnership between law enforcement agencies, UKIC, government, charities and industry. Under the leadership of the Home Office, stakeholder organisations will share information to support closer collaboration on emerging threats, learning from working practices used against the cyber threat. We expect to be conducting the first experimental trials in January 2019, leading to development of a new sustainable capability during 2019/20. We will also enable law enforcement agencies to probe digital forensic and other intelligence material to help us understand how people are drawn into offending, so that we can target interventions to prevent abuse before it happens.

61 Alongside a tough law enforcement response to bring offenders to justice, it is crucial to prevent offending in the first place. We will provide a further £2.6 million to collaborate with child protection organisations to improve our understanding of offender behaviour and prevent future offending. This includes ongoing support for an innovative programme of work with the Lucy Faithfull Foundation to deter online offending through their StopItNow!³⁸ Campaign. This work aims to demonstrate to offenders and potential offenders the harm and suffering caused to child victims, to their own families, and the legal consequences they face. We will also continue to address the risk of first-time and unwitting offending by relaunching our Steering Clear campaign in December 2018 with the Marie Collins Foundation and IWF.

62 We also expect industry to play its part in combatting the threat. In recent years there has been some good work in this area. For example, Microsoft has developed PhotoDNA which has helped to identify and take down child sexual abuse imagery from the internet. Google launched a new artificial intelligence tool in September 2018 to identify and prioritise the most likely child sexual abuse imagery for human reviewers. And when Google and Microsoft made changes to their algorithms to make it harder to find child sexual abuse material in search results, Google reported up to thirteen-fold reduction in search attempts. However, in view of the scale and sophistication of the threats we face, more must be done.

63 Companies must be at the forefront of efforts to deny offenders the opportunity to access children and child sexual abuse material via their platforms and services. In particular, we expect progress on the following priority areas:

- child sexual abuse material should be blocked as soon as companies detect it being uploaded;
- companies must stop online grooming taking place on their platforms;
- companies must work with government and law enforcement to stop live-streaming of child abuse;
- companies should be demonstrably more forward leaning in helping law enforcement agencies to deal with child sexual exploitation (including collaboration between offenders);
- we expect to see improved openness and transparency and a willingness to share best practice and technology between companies; and
- child sexual exploitation and abuse sites must no longer be supported by advertising.

Case Study

The case of Matthew Falder demonstrates the depravity of serious and organised criminals. It also highlights the harm posed online by offenders with a high degree of technological sophistication, who are able to use multiple fake online identities and a variety of encryption and anonymisation techniques, and stay hidden in the darkest recesses of the Dark Web to try to conceal their criminal activities

Falder was a university academic who is now serving a sentence of 25 years' imprisonment after admitting 137 charges. His conviction followed an investigation by the NCA into horrific online offending which included encouraging the rape of a four year old boy. Falder approached more than 300 people worldwide and would trick vulnerable victims – from young teenagers to adults – into sending him naked or partially-clothed images of themselves. He would then blackmail his victims to self-harm or abuse others, threatening to send the compromising images to their friends and family if they did not comply. He traded the abuse material on 'hurt core' forums on the Dark Web dedicated to the discussion, filming and image sharing of rape, murder, sadism, paedophilia and degradation.

This was a very complex NCA investigation involving US Homeland Security Investigations, the Australian Federal Police and Europol to share and develop intelligence against the suspect, supported by GCHQ and other partners. Each of the hundreds of individuals who had been approached by Falder was reviewed by the NCA's child protection advisors for potential safeguarding.

Strengthening our ability to target dirty money and reduce economic crime

64 We will prioritise tackling illicit finance, given the critical importance of denying the highest harm networks the ability to hide, move or use their profits. We will identify and seize their assets and make it more difficult for them to move and hide their illicit funds in the UK, by targeting the complicit, negligent or unwitting professional enablers who are often key to moving illicit funds through the UK and global financial systems.

65 The power to locate and seize money made by criminals (known as asset recovery) can disrupt criminal networks, prevent the funding of further illegal activity and compensate victims for their ordeals. We have strengthened the legal powers for tackling money laundering and recovering criminal assets through the Serious Crime Act 2015 and Criminal Finances Act 2017. We introduced new Money Laundering Regulations in 2017 to embed the latest international standards in the UK. And we created new Asset Confiscation Enforcement (ACE) teams which, at a cost of just over £5 million in the last three years, have assisted in the recovery of over £83 million.

66 Joint working with the private sector has significantly improved our response. The creation of the Joint Money Laundering Intelligence Taskforce (JMLIT) in 2014 provided a new mechanism for law enforcement and the financial sector to share information and work more closely together to detect, prevent and disrupt money laundering and wider economic crime. Since April 2015, JMLIT enquiries have identified over 3,000 bank accounts that were previously unknown to law enforcement, and over 100 new suspects in criminal investigations. In total, 99 arrests have been made, facilitated, or supported by JMLIT activity.

67 The Financial Action Task Force (FATF) reviewed in 2018 the UK's anti-money laundering and counter-terrorist finance regime against the international standards it sets. The UK has a strong and effective regime to tackle money laundering and terrorist finance, and to recover illicit funds, and we will consider carefully recommendations made by FATF that will further enhance our response.

68 We will ensure the full and effective use of the powers created by the Criminal Finances Act 2017 (Unexplained Wealth Orders, expansion of availability of civil recovery powers and bank account forfeiture) and the Serious Crime Act 2015 (compliance orders). Financial investigation techniques remain under-used. We want to increase the use of these powers and the asset recovery opportunities brought about by good financial investigations. We will therefore fund an independent review of the Proceeds of Crime Centre, hosted in the NCA, which has a statutory function to train financial investigators. We will review the training syllabus to ensure financial investigators are capable of dealing with the most complex cases. We will publish research on the benefits of financial investigation to guide future investments and financial investigations by operational agencies. Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) will include analysis of the use of financial intelligence as part of the PEEL inspections in 2018/19.

The **Serious Crime Act 2015** provided an emphasis and further powers to ensure enforcement of confiscation orders. Among others, the Act introduced the following provisions:

- new compliance orders to ensure that a confiscation order is effective;
- substantially reduced time to pay for confiscation orders;
- increased default sentences for those who fail to pay their orders; and
- a new power for a judge to make a binding finding over third party ownership of property.

The **Criminal Finances Act 2017** enhanced the Suspicious Activity Reports regime and extended and strengthened civil asset recovery powers. The Act:

- introduced Unexplained Wealth Orders requiring the respondent to explain their lawful ownership and the means by which they acquired specified property;
- provides law enforcement agencies with significant new civil powers to seek the forfeiture of illicit funds held in bank and building society accounts, and assets that are personal or moveable;
- enables information sharing on a voluntary basis where there is suspicion of money laundering, generating better intelligence for law enforcement agencies, and helping firms better protect themselves; and
- extended the availability of powers to the SFO and, in respect of civil recovery powers, to HMRC and the Financial Conduct Authority (FCA).

69 In December 2017, the government announced measures to improve the UK's response to economic crime. We are investing up to £4.6 million in 2018/19 to establish the National Economic Crime Centre (NECC) that will act as the national authority for the UK's law enforcement response to economic crime, drawing on operational capabilities in the public and private sector. It will ensure that our local, regional, national and international work is driven by a single set of priorities. It will task and coordinate multi-agency operations to achieve the greatest sustained impact on the threat. It will maximise the value of improved intelligence and data capabilities such as the NAC and NDEC. We are also investing in improved frontline financial investigative capabilities, including £2.8 million in 2018/19 for local police forces.

70 We will reform the Suspicious Activity Reports (SARs) regime through a public-private partnership. SARs are submitted by the regulated sector to alert law enforcement, at all levels, to activity that might indicate money laundering or terrorist financing. The number of SARs has doubled over the last ten years,³⁹ and the efficiency of the SARs regime could be substantially enhanced. We will renew and replace the IT system with a more sophisticated system that is better able to meet today's challenges. This is due to be completed by 2020.

71 The reform programme will enhance the way that SARs intelligence is used by law enforcement and will produce clearer and better guidance to the regulated sector, allowing their very significant resources to be better targeted to have the most effect. In support of this, the NCA will increase the size of the UK Financial Intelligence Unit (UKFIU) which receives,

analyses and disseminates intelligence submitted through the SARs regime. We are also supporting the Law Commission's ongoing review of the consent regime⁴⁰ and will facilitate reform where possible within the current regulatory and legal environment.

72 Reducing the corruption risk to the UK and strengthening the integrity of the UK as an international financial centre also forms an important part of our enhanced response to illicit finance. Professional enablers, such as lawyers, accountants and estate agents, are a crucial gateway for criminals looking to disguise the origin of their funds.⁴¹ They can facilitate illicit financial flows through and into the UK due to lack of awareness, negligence or complicity. In 2017, HM Treasury legislated to set clear, high standards of supervision for all professional body supervisors, and the government has created a new body at the FCA, the Office for Professional Body Anti-Money Laundering Supervision (OPBAS). It has the powers to publicly censure professional body supervisors and can recommend that HM Treasury remove them as supervisors.

73 The Home Office will expand the 'Flag It Up'⁴² campaign to increase awareness within the accountancy and legal sectors of money laundering. The 2016/17 campaign demonstrated that accountants and lawyers who recognised 'Flag It Up' were twice as likely to submit a SAR, compared to those professionals who did not have knowledge of the campaign. We will also expand the campaign to encourage increased compliance amongst professionals in the property sector.

74 Successive UK governments have made it progressively simpler and cheaper to establish companies, which while benefiting overall ease of doing business, has also been exploited by criminals to set up UK-registered companies for illicit purposes. Companies House maintains the public register of limited companies, and the government has taken steps to improve information sharing between Companies House and law enforcement agencies. We will now go further to improve the integrity of the register, requiring regulated sectors to report where, through their due diligence, they have identified discrepancies with information held on the public register. Following the FATF evaluation of the UK's anti-money laundering regime, the Department for Business, Energy and Industrial Strategy (BEIS) will review options to improve the accuracy and integrity of the register.

75 The government will publish an action plan on asset recovery, including support to the Law Commission's work to identify reforms to improve the confiscation regime, due to complete by 2020. As part of the plan, we will explore how private firms could assist in asset recovery. We will also increase the funding by 50% to £7.5 million in 2018/19 for key national capabilities such as the network of ACE teams.

76 The UK established a public register of company beneficial ownership information in 2016. In July 2018, we published draft legislation for the creation of a register of beneficial owners of overseas companies owning property in the UK. This follows the commitment made at the Anti-Corruption Summit in 2016 to combat money laundering and increase the transparency of the UK property market. The new register will be the first of its kind in the world and will aim to make it more difficult for kleptocrats and serious and organised criminals to hide their illicit funds in the UK.

40 Under Part 7 of the Proceeds of Crime Act 2002, individual persons and businesses in the regulated sector are required not only to report before the event suspicious transactions or activity that they become aware of, but to desist from completing these transactions until a specific consent is received from the relevant law enforcement agency. This is known as the 'consent regime'.

41 HM Treasury and Home Office, 'National risk assessment of money laundering and terrorist financing 2017', October 2017.

42 Further information is online at: <https://flagitup.campaign.gov.uk/>

77 We will also tighten rules on UK Limited Partnerships, including Scottish limited partnerships (SLPs) to prevent abuse by criminals. Limited partnerships continue to fulfil important functions in key sectors of our economy. However, the NCA has identified a disproportionately high volume of suspected criminal activity involving SLPs, and there are ways to strengthen and update the legal framework. The government launched a consultation in April 2018, which included proposals to strengthen and update the legal framework for limited partnerships. The government will set out reforms to the law governing limited partnerships, including SLPs, by the end of the year. Reforms will require primary legislation and it would be our intention to legislate as soon as Parliamentary time allows.

78 In preparation for the UK's exit from the European Union, Parliament passed the Sanctions and Anti-Money Laundering Act, which received Royal Assent in May 2018. This primary legislation will provide the UK with powers to impose sanctions, including for human rights purposes. The government could use these powers to address corruption, where this meets one of the purposes set out in the Act, for example, furthering a UK foreign policy objective. We are working to operationalise the Sanctions Act for when the UK leaves the EU. The government will make decisions on the use of sanctions in the future where appropriate, as part of the UK's wider foreign policy and national security toolkit. The Sanctions and Anti-Money Laundering Act will also require Overseas Territories to introduce public beneficial ownership registers.

Sharpening and deepening specialist online capabilities

79 Our programme to tackle cyber crime is underpinned by wider objectives set out in the NCSS and by funding from the National Cyber Security Programme (NCSP) and Home Office. Over the last two years, we have invested over £50 million in strengthening the capabilities of the NCA's National Cyber Crime Unit (NCCU) and continuing to develop cyber teams within each of the ROCUs in England and in Wales. In 2018/19, we will invest a further £50 million to enhance NCA and ROCU digital forensics, intelligence and data-sharing capabilities, as well as to ensure every police force in England and in Wales has a dedicated specialist cyber crime unit to increase local investigative capabilities.

80 The Home Office will lead a three year programme with an initial investment of £4.5 million, to enhance our specialist Dark Web skills and capability, through reinforcing the work of the UKIC and the NCA's Dark Web Intelligence Unit, and investing in strong working partnerships with other countries. In 2019, the Home Office will launch a national training programme, ensuring those working in this area are equipped to investigate properly and prosecute those who commit offences on the Dark Web.

Harnessing Science and Technology

We need to be at the leading edge of developments in data analytics, biometrics, screening technologies, behavioural and social sciences, continuously innovating to stay ahead of the threat and keep pace with the rapid rate of change. We will support initiatives that seek to explore the ethics of using artificial intelligence in the exploitation and interpretation of big data. This will involve use of innovative detection technologies and algorithms to detect the concealment of weapons and analytical tools that alert us to patterns in communications that might indicate sexual exploitation.

The Home Office will develop a cross-government Science, Technology, Analysis and Research (STAR) strategy. This will consider our response to serious and organised crime and terrorism, taking a full spectrum approach to countering sophisticated threats and ensuring the transfer of learning and knowledge regardless of threat type. We will develop new relationships with wider government partners, such as BEIS, DCMS and UK Research and Innovation (UKRI), to leverage industrial strategy research and development investments. We will also strengthen our partnerships with industry and academia to deliver innovative solutions and explore opportunities to strengthen our collaboration with our priority international partners, including the Five Eyes security partnership, ensuring we understand and are in a position to exploit the global nature of technological change.

In the communications environment, technological advancements can have a profound impact on law enforcement's ability to detect and investigate criminal activity. Threat and Risk Assessment, Capability Exploration and Research (TRACER) is an NCA-led community hub which examines technological developments in their wider context and the implications for serious and organised crime. TRACER monitors changes in the communications environment, including those resulting from legislative change, social trends and commercial drivers, and assesses the likely opportunities and threats for operational outcomes. It also coordinates the development of the community's responses to mitigate threats and exploit opportunities.

Putting data and intelligence at the heart of our approach

81 To enable the government and law enforcement agencies, in particular the NCA, to more effectively penetrate criminal networks, we will place new data, intelligence and assessment capabilities at the heart of our response, complemented by a new intelligence operating model.

82 We will establish a multi-agency National Assessment Centre (NAC) within the NCA. The NAC will fuse data, intelligence and open source information to produce a single understanding of serious and organised crime threats. It will draw on the assessments of law enforcement agencies at all levels and work with UKIC to develop our understanding of online threats and vulnerabilities in particular, including cyber crime and child sexual exploitation and abuse. It will identify the National Intelligence Requirements (NIRs) which highlight the gaps in our understanding and direct partners to fill them. Joint working between the NAC and other assessment bodies, such as the NCSC on cyber crime and the Joint Terrorism Analysis Centre (JTAC) on specific overlaps between serious and organised crime and terrorism, will also ensure we have a comprehensive understanding of national security risks in the round.

83 NAC assessments will drive the operational response across the system, informing the investigations and interventions of the NCA, wider law enforcement agencies and the multi-agency NECC. The NAC will be a key customer of the NDEC (outlined further below),

using its data outputs to underpin assessments, helping to target activity against high end criminals and, at an earlier stage, spot patterns and identify new vulnerabilities that criminals have begun to exploit.

84 The work of the NAC and our reformed approach to intelligence includes increasing the number of analysts with the requisite skills, and building consistent standards of professionalism around intelligence across the national security and law enforcement communities. This will be taken forward by the Professional Head of Intelligence Analysis, the College of Policing (through the Intelligence Professionalisation Programme and review of the Authorised Professional Practice for Intelligence Management) and NPCC (through the National Police Intelligence Strategy 2017-2025).

85 The Government Agency Intelligence Network (GAIN) provides an essential gateway for sharing intelligence between its members.⁴³ It is fundamental to the work carried out by local disruptions teams who, working closely with the public and private sectors, use non-criminal justice techniques and non-traditional policing methods to disrupt local organised crime groups. In 2018 a new National GAIN Intelligence Hub was established to provide a single point of contact for its member agencies to gather or share intelligence. The enhancement of GAIN will support the development of intelligence and data capabilities within the NCA. It will feed into the NAC and NDEC and support better outcomes at the regional level, contributing to a single and enhanced understanding of the threat.

86 We will transform the way we use data to tackle serious and organised crime by building a new National Data Exploitation Capability (NDEC) within the NCA, in collaboration with law enforcement and national security partners. The NDEC will be a national central capability which will significantly reduce the time taken to ingest, process and exploit existing data which support law enforcement agencies' responses to serious and organised crime. The NDEC will proactively acquire new and underused datasets and use the latest data science to identify patterns in the data and links between different entities (such as offences, people, locations, vehicles or communications), adhering to national data standards and strategies.

Improving the evidence base

87 To enhance the evidence base and harness the expertise of the academic sector, the Home Office has published a prioritised set of research requirements to support this strategy, after working with partners to review the existing evidence to identify where there are gaps, and sources of data and funding. One immediate research requirement will be to improve our understanding of criminal markets. The NAC and Home Office will undertake pilot projects to understand how market forces such as supply and demand apply to different illicit markets, and test new ways of undermining the business models of organised crime groups by targeting law enforcement activity in innovative ways.

43 GAIN member agencies include the National Police Chiefs' Council, National Crime Agency, Department for Work and Pensions, HM Revenue & Customs, Intellectual Property Office, Driver and Vehicle Licensing Agency, UK Visas & Immigration, Companies House, Charity Commission, National Trading Standards, Security Industry Authority, Department for Business, Energy & Industrial Strategy, Food Standards Agency, Gambling Commissions, Medicines and Healthcare Products Regulatory Agency, Insolvency Service, Gangmasters & Labour Abuse Authority, NHS Protect, Environment Agency, ACRO Criminal Records Office. The Police Service of Northern Ireland and Police Scotland are not core members of GAIN but work with the network on a case-by-case basis.

Firearms and Drugs

We work nationally to reduce the threat to the UK from the criminal use of firearms, and with our international partners and across law enforcement to disrupt firearms trafficking into the UK. Our focus on the heightened threat from firearms has evolved over recent years. Following the terrorist attacks in Paris in 2015, in which automatic weapons were used to inflict mass casualties, we increased the pace and breadth of our work.

In 2016 Operation DRAGONROOT tested the intelligence processes and operational response to the firearms threat. Led by the NCA and Counter-Terrorism (CT) Policing, it brought together national level coordination and operational support to the ROCUs, the Metropolitan Police Service (MPS), Border Force, the National Ballistics Intelligence Service and the UK Armed Forces. The lessons learnt from the operation led to the establishment of a multi-agency firearms unit led jointly by the NCA and CT Policing. The unit coordinates law enforcement activity to improve our understanding of the threat from firearms. This includes focusing our international footprint on source countries of firearms trafficked into the UK and joint-working across law enforcement to disrupt supply. We are also taking action to improve firearms controls to prevent firearms being diverted from lawful ownership to the criminal marketplace. This includes greater regulation of antique firearms, statutory guidance for the police on firearms and shotgun licensing, and new offences on unlawfully converting imitation firearms and making defectively deactivated firearms available for sale.

There has been an upward trend in firearms offences since 2014, although they are still 32% below a decade ago and 43% lower than their peak in 2005/6. The Serious Violence Strategy sets out the drivers behind recent increases in serious violence including gun crime. Major factors include changes in the drugs market, including an increase in cocaine supply, an increase in the use of crack cocaine and the development of county lines networks as a means of drugs distribution. Tackling underlying issues such as misuse of drugs, county lines and criminal finances form part of the objectives outlined in this strategy.

As set out also in the Serious Violence Strategy, we have established a new National County Lines Co-ordination Centre (NCLCC) to help bring together the law enforcement effort against criminal gangs and organised crime groups involved in county lines drug dealing. The NCA provides a central point at which intelligence and information is shared and the links with criminal exploitation and illegal drugs markets are identified. Using this national capability has resulted in a clearer picture of the threat, enhanced intelligence, and provision of support for operational policing. The Home Office will support the work of the NPCC and NCA to develop the NCLCC by providing funding of £3.6 million over the next two years.

Maximising our ability to intervene upstream and at our borders

88 The border remains a unique intervention point for stopping criminals and harmful goods coming to our shores, and the UK has advanced capabilities to identify and prevent people and harmful goods arriving in the UK.

89 The UK is part of the Common Travel Area (CTA) with Ireland, the Channel Islands and the Isle of Man, reflecting our close historical ties. This arrangement will be maintained after the UK exits the EU. The UK will continue to work closely with Ireland and the Crown Dependencies to further improve security at the external border of the CTA.

90 A wide range of organisations work together to maintain the UK's maritime security and the security of our territorial waters. The Joint Maritime Operations Centre, established in 2016, has now been expanded into a Joint Maritime Operations Co-ordination Centre (JMOC) involving the Home Office, Royal Navy, Border Force, Police, NCA, Maritime and Coastguard Agency, Marine Management Organisation and other maritime agencies. The police, Border Force, NCA and the Royal Navy use their powers to enforce UK criminal law at sea. This includes surveillance, deterring unlawful activity and interdicting suspect vessels. Police forces use local knowledge to respond to maritime threats in their region. Border Force's maritime fleet is active in protecting the UK's territorial waters and works with regions and maritime professionals, UK-wide, to combat illegal activity. Border Force continues deployments in the Central Mediterranean and Aegean in support of efforts to combat organised immigration crime.

91 The first opportunity to intervene is prior to travel. We carry out 100% of checks on passengers arriving at the border on scheduled services from outside of the CTA. The UK has also developed the use of biometric visas, advance passenger information and the Authority to Carry ('No Fly') scheme to identify and prevent individuals of concern travelling to the UK. We use freight data, provided ahead of arrival, to target consignments of concern. This supplements world leading screening and detection technologies deployed at the border, including detection dogs.

92 We will now work to require more complete and accurate data from aviation, maritime and rail carriers about passengers and freight, whilst upgrading our ability to analyse the data at pace to detect and target threats before they come to the UK. We will continue to trial and develop the use of innovative biometric technologies to increase our ability to verify travellers' identities.

93 Border controls are undermined by corruption, with port workers in the UK and overseas often the target of corruption by serious and organised crime networks. The smuggling of illegal commodities, particularly Class A drugs, is the most common activity of corrupt insiders at ports.⁴⁴ The government's Anti-Corruption Strategy includes a comprehensive programme to understand, manage and mitigate this threat.⁴⁵ Law enforcement agencies will target those who use corruption, collusion and coercion at our airports and ports. We will also strengthen information sharing about those working in sensitive environments in airports to ensure they are not of security concern.

94 A priority for all agencies remains breaking the cycle of organised crime groups focused on moving people and commodities into the UK illegally, selling the proceeds and laundering the money through a variety of means, including cross-border movement of physical cash. Intelligence development of illegal cash movement is focused on the abuse of particular methodologies and transport routes and will inform the progression of a comprehensive multi-agency, illicit cash management plan. Seed funding has also been provided to scope the creation of a dedicated multi-agency, cash focused intelligence cell, which will increase attention on this significant illicit finance risk.

44 National Crime Agency, 'National Strategic Assessment of Serious and Organised Crime 2017', June 2017.

45 Online at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/667221/6_3323_Anti-Corruption_Strategy_WEB.pdf

95 Immigration Enforcement is critical in disrupting organised crime groups and tackling organised immigration crime, modern slavery and human trafficking. Immigration Enforcement disrupted 417 organised crime groups in 2017/18. We will maximise the use of nationality and immigration powers against individuals involved in serious and organised crime. Where appropriate, this includes depriving individuals of their British citizenship and excluding foreign nationals from the UK whose presence here would not be conducive to the public good.

Organised Immigration Crime

Organised immigration crime involves the illegal facilitation by organised crime groups of migrants to access or remain illegally in the UK through a variety of methods and routes: by air, clandestinely over land and sea, using false documents or by abusing legitimate means of entry such as visa abuse and sham marriages. These organised crime groups are also routinely involved in other types of serious and organised crime.

The UK plays a leading role in identifying and pursuing the groups involved in immigration crime by following a whole-of-route approach from source, in-transit and destination countries including the UK and other EU Member States. We tackle the threat upstream, and have a considerable overseas presence operating across the globe. Our staff use the intelligence gathered and developed in the course of their work to focus on disrupting and dismantling the criminal business model behind organised immigration crime. We also raise awareness of the realities of engaging in this type of crime to prevent the exploitation of vulnerable individuals from the outset. Migrants are also at great risk of modern slavery; the UK law enforcement response therefore includes identifying and safeguarding vulnerable individuals and victims encountered to ensure they receive the most appropriate care.

The UK uses all available sources, from local communities in the UK to transit countries upstream, to build a comprehensive intelligence picture on the organised immigration crime threat. Engagement through bilateral relationships, international forums and law enforcement institutions allows the UK to collaborate internationally with partners and coordinate joint operations across the globe. Since 2015, the UK has added further resources through the Organised Immigration Crime Taskforce (Project INVIGOR), which has staff from the NCA, Immigration Enforcement, Border Force, CPS and Home Office deployed in 17 countries. This is designed to further improve our intelligence picture, investigate and disrupt the organised crime groups involved, build the capacity of source and transit countries to tackle organised immigration crime, disrupt the use of enablers and disrupt and recover illicit finances.

UK law enforcement is also developing and transforming its capabilities and networks in order to respond flexibly to the threat, as organised crime groups become more advanced. We are currently mobilising a whole-of-government approach against organised immigration crime by going beyond traditional law enforcement responses, where organised crime remains a key obstacle to local economic development, legal employment and long-term stability in certain parts of Africa from which migrants try to enter the UK illegally.

Measuring success

96 We aim to demonstrate that we have significantly raised the risk of operating for the highest harm serious and organised criminals, both within the UK and overseas, online and offline. Success will mean that new data and intelligence capabilities will have penetrated and disrupted individuals and networks in new ways, meaning that we are arresting and prosecuting high harm criminals, stopping them from abusing, denying them their money and assets, dismantling their networks and breaking their business model. We will measure our success through a combination of operational data and qualitative assessment, including: numbers and impact of disruptions carried out by law enforcement; arrest, charge and convictions data; assets seized relating to serious and organised crime; and progress in delivering new capabilities such as the NECC, NDEC, NAC and a reformed SARs regime.

Testing and Exercising

Testing and exercising helps us to assess and improve the effectiveness of our response. We will expand the Serious and Organised Crime Exercise (SOCX) Programme, established in 2014, to do this. It will drive improvements in our response, focusing on the areas of highest threat and vulnerability where we need more assurance in getting the right collective cross-system response. This programme will also allow us to test new capabilities and operating models resulting from this strategy, informing and shaping their development.

Our exercises to date have involved dozens of police forces and their corresponding ROCUs in England and in Wales, Police Scotland, the Police Service of Northern Ireland, Counter Terrorism Units, the NCA, HMRC, the NCSC and many other organisations from the public, private and voluntary sectors. For example, in 2015 the SOCX Programme delivered the first national, multi-agency, 'live-play' exercise to test the interoperability of policing, law enforcement agencies and other partners in a simulated NCA-led surveillance operation on a subject of interest travelling around the UK for a series of clandestine meetings with associates.

Our plan to expand the SOCX Programme will deliver:

- an increased number of national exercises, including testing collaboration on counter-terrorism and serious and organised crime, and sharing of capabilities to surge resources in times of need;
- a dedicated cyber exercising team – working with the NCSC and NCCU – which will deliver the first national live-play cyber crime exercise to tests how we recover, share and analyse intelligence digital evidence;
- exercise packages that regional and local partners can deliver themselves to help build local and regional resilience and embed lessons identified; and
- international exercising that improves the effectiveness of our upstream interventions.

Objective 2: Building the highest levels of defence and resilience in vulnerable people, communities, businesses and systems

97 Our citizens, businesses and public sector organisations should build the highest levels of defence against organised criminals. Vulnerable people and communities who are most impacted or who are at risk of being exploited or intimidated by serious and organised criminals need protection and support. Some of the most prominent harms to our citizens are from child sexual exploitation and abuse, cyber crime, fraud and modern slavery, all of which are increasingly practised online on a significant scale.

Building resilience in vulnerable people and communities

Child sexual exploitation and abuse

98 While child sexual exploitation and abuse and other crimes involving exploitation may be hidden from view, the harm caused can take an enormous and often life-long toll on victims, their families and communities at large. Victims of child sexual exploitation and abuse are more likely to suffer from mental health problems, attempt suicide and develop substance dependencies.⁴⁶ Those who are abused as children are more likely to be re-victimised later in life.⁴⁷ There are serious and wide-ranging physical and mental health impacts of modern slavery. Poor mental health has been found to be prevalent among victims of human trafficking, particularly Post Traumatic Stress Disorder, anxiety and stress.⁴⁸

99 To strengthen the resilience of children and young people, the Home Office has launched a £13 million Trusted Relationship fund for England which will support projects which help those who may be at risk of exploitation and abuse to build positive and genuinely trusted relationships with professionals in their lives. The Home Office will continue to run the 'Disrespect NoBody' campaign, now in its third phase, with an additional £850,000 of funding which aims to improve young people's confidence in their understanding of consent and healthy relationships.⁴⁹

100 The Department for Education (DfE) is introducing compulsory Relationships Education in primary schools and Relationships and Sex Education in secondary schools. These subjects will help ensure all young people understand the characteristics of healthy relationships, signs of unhealthy relationships, how to keep themselves safe and how to seek help and support. From September 2018, all schools in England must have regard to revised statutory guidance 'Keeping Children Safe in Education'⁵⁰ which includes a specific section covering child on child sexual violence and sexual harassment.

46 Department of Health and Chanon Consulting, 'Health impacts of child sexual exploitation', January 2014.

47 Office for National Statistics, 'People who are abused as children are more likely to be abused as an adult', 27 September 2017. Online at: <http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/peoplewhowereabusedaschildrenaremorelikelytobeabusedasanadult/2017-09-27>

48 Public Health England, 'Modern Slavery and Public Health', 7 December 2017. Online at <https://www.gov.uk/government/publications/modern-slavery-and-public-health>

49 Further information on the campaign is online at: <https://www.disrespectnobody.co.uk>

50 Department for Education, 'Keeping children safe in education: Statutory guidance for schools and colleges', September 2018. Online at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/741314/Keeping_Children_Safe_in_Education_2018.pdf

101 In February 2017, DfE introduced a new definition of child sexual exploitation, to remove ambiguity and allow all practitioners to work to the same definition, and issued practice guidance for professionals. DfE is intending to contract a new response service to provide support to multi-agency partners in local areas to help them address child sexual exploitation, together with other threats involving child exploitation such as gangs, county lines, modern slavery of children and child trafficking. It will launch in 2019 with funding of up to £2 million. Public Health England has also published guidance⁵¹ to support local public health leaders to prevent and intervene early in cases of child sexual exploitation.

102 With many people now conducting their personal relationships online, technology has enabled criminals who exploit vulnerable people to groom their victims with unprecedented speed and to devastating effect. We will continue to invest in tailored communications aimed at supporting young people to act in a safe, responsible and legal way online. For example we will continue to work with the IWF and Marie Collins Foundation on a joint campaign to educate young people on the law and encourage reporting of illegal material. To date, the campaign has been viewed over nine million times helping to double the visits to the IWF website (containing reporting guidance and mechanisms) from 22,617 in March 2017 to 48,144 in March 2018. We will evolve our approach to communications, testing new tools and techniques to keep pace with the evolving nature of child sexual exploitation and abuse offending to deter involvement and protect victims from harm.

103 Given the increased scale and complexity of child sexual exploitation and abuse online, it is vital for the government and its partners to work together. The Home Office has already invested in Project Arachnid, run by the Canadian Centre for Child Protection, which is a crawler that searches the open web for material relating to child sexual exploitation and abuse. It has analysed around 52 billion images and 1.3 billion URLs for suspected child sexual exploitation and abuse material and issued more than 900,000 take down notices. We will maximise our partners' efforts by improving levels of information sharing on online child sexual exploitation and abuse. The government will build a platform to exchange information with partners to help them make children less vulnerable to abuse, recognise suspicious activity and report it, and to make it harder for offenders to act. GCHQ is assisting with ways to make information available to a wide range of partners, such as industry and civil society, and ensure they are able to take action against prolific offenders.

104 It is important for the private sector not only to make referrals to law enforcement agencies, but also to proactively prevent offending taking place on online platforms, allowing law enforcement agencies to focus on the highest harm offending. We will solicit companies to proactively take action in order to protect users and deny offenders the opportunity to use online platforms and services to access children and child sexual exploitation and abuse content. This is aligned with the objectives of CONTEST and the forthcoming Online Harms White Paper. This requires companies to proactively identify and act on content or conduct to prevent offending; it requires them to develop and apply advances in technology to automate these approaches, including through artificial intelligence; and it requires those in the vanguard to show a greater level of transparency and share tools and techniques with other companies. This approach must move beyond taking down material to blocking it at the point of upload, stopping online grooming, shutting down live streaming of child sexual exploitation and abuse, stopping offenders engaging with each other, and being more forward leaning in helping law

51 Public Health England, 'Child sexual exploitation: How public health can support prevention and intervention', July 2017. Online at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/629315/PHE_child_exploitation_report.pdf

enforcement agencies to respond to these types of crimes. Early in 2018, the Home Office undertook proofs of concept on artificial intelligence in partnership with industry. We will start introducing operational capability to policing in 2019.

WePROTECT Global Alliance

The UK launched WePROTECT in 2014 to galvanise global political will to combat online child sexual exploitation abuse. In 2015 the initiative merged with the US and EU-led Global Alliance Against Child Sexual Abuse Online to create an even stronger coalition. The WePROTECT Global Alliance now has 82 countries, eight regional organisations, 20 technology and industry bodies, and 24 international civil society organisations under its banner. To date WePROTECT Global Alliance has achieved:

- WePROTECT Hackathon: In 2014, over 60 companies came together to generate ideas for technical solutions to prevent children from being sexually exploited online.
- Model National Response: Launched in 2016, a new globally recognised toolkit instructing countries on what they need to do to tackle child sexual exploitation and abuse. This has improved country performance in key areas such as building specialised law enforcement capabilities and reporting mechanisms.
- Funding of £40 million pledged by the UK from 2016 to 2020 to support national and international capacity to respond to online child sexual exploitation and abuse. The first £20 million has already supported over 30 projects including a new online reporting portal for victims in Tanzania, training for government officials in Jordan so that they can more effectively investigate child sexual exploitation and abuse, and supporting an NGO in the Philippines.
- In 2018, the first ever Global Threat Assessment on online child sexual exploitation and abuse in partnership with NCA, Interpol and US Department of Justice. This provides a deeper understanding of the online threat at the global level and how it is evolving, and creates a baseline to monitor the positive impact of interventions.

Looking ahead, the WePROTECT Global Alliance will produce a Global Strategic Response to set out the action needed at transnational level to tackle online child sexual abuse. This will provide guidance for governments, international institutions and civil society organisations on how to collaborate across borders.

Support to vulnerable communities

105 Organised crime groups particularly exploit communities that are already vulnerable or have poor relations with the state. These criminals can create an atmosphere of fear and intimidation, which over time becomes the norm, ruining lives and driving out legitimate businesses. In some cases, they undermine the functions of the state by providing alternative forms of security and employment, combined with retribution.

106 While community policing has a long history, the concept of building the resilience of communities to serious and organised crime is still developing. Several forces are successfully working with local authorities to help communities develop resistance. An increasing number of forces are also linking local policing with local intelligence on serious and organised crime to ensure community policing efforts are aimed at those areas of concern. Current work in this area is focused around local police officers engaging communities, guided by Serious and Organised Crime Local Profiles, introduced as part of the 2013 SOC Strategy, which give

them the information they need to understand the particular challenges in their area. In 2019, we will publish updated guidance to ensure local profiles reflect the changing nature of the threat, and complement the Modern Slavery Strategy and Serious Violence Strategy.

107 There is a range of existing work across government helping to build community resilience. In England, the government's Integrated Communities Strategy aims to bring people together, whatever their background.⁵² The Troubled Families Programme provides support to families with complex needs. DfE is also working in England to improve pupil attendance and behaviour in schools, which are of particular relevance given links between low educational attainment and involvement in serious and organised crime. In Wales, the Well-being of Future Generations (Wales) Act 2015 encourages public bodies in Wales to think more about the long-term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach.

108 To ensure there is a single, coherent response at a local level that brings together all the existing support of the state to help community resilience, the Home Office is introducing Serious and Organised Crime Community Coordinators in England and in Wales, initially in five priority locations in 2018: Bradford, Brighton, Newport, Sedgemoor and Speke/Halton. The community coordinators will also have access to new project funding to deliver further targeted local interventions to raise awareness, build resilience in communities and draw vulnerable people away from serious and organised crime. The Home Office will also publish a toolkit for practitioners (such as local and neighbourhood policing, community safety managers, local authority housing leads), with a set of evaluated approaches to building community resilience which they can use.

109 To strengthen the resilience of communities to modern slavery, the Home Office has worked with Nigerian communities in Manchester and Barking & Dagenham to co-create and pilot communications activity designed to help this community spot the signs of domestic servitude and encourage them to report suspicions. Initial evaluation was positive in that those who recognised the campaign also scored highly on knowing where to direct victims and how to spot the signs of slavery. We will use the learning from this approach to introduce further targeted communications about specific types of modern slavery in local communities, to encourage reporting.

Reducing public tolerance and tackling criminal markets

110 Serious and organised crime is often disguised as legitimate businesses or as 'low level' crime. For instance, some nail bars or car wash employees are exploited for their labour. People may buy cheap cigarettes or alcohol or use illicit goods or services such as drugs or prostitution, thinking that the harm to others is negligible. But these trades generate millions of pounds every year for transnational criminal enterprises, who use these profits, combined with violence and exploitation of the most vulnerable, to generate more crime (Figure 4).

111 We want the public to play a key role in helping reduce demand for illicit goods and services. We want our citizens to spot and stop using goods and services linked to serious and organised crime. We have made early progress through the Modern Slavery Act and subsequent publications⁵³ by obliging certain businesses to disclose annually the steps they take to tackle slavery in their supply chains.⁵⁴

⁵² HM Government, 'Integrated Communities Strategy Green Paper', March 2018.

⁵³ 'Code of Practice: Ethical Employment in Supply Chains' (Wales) and 'Transparency in Supply Chains: A practical guide' (England).

⁵⁴ The Transparency in Supply Chains Provision in the Modern Slavery Act 2015 places this obligation on businesses with annual turnover of £36 million or higher.

112 Through increased targeted Home Office led communications campaigns, we will increase awareness of how serious and organised crime manifests itself, and the relationship between illegal goods and the harm caused to vulnerable children and adults. Strategic communications on modern slavery will target vulnerable communities, to raise awareness, reduce tolerance and drive reporting of victims and perpetrators.

Figure 4 – Examples of criminal markets impacting the UK



Building our defences

113 Our approach to building our defences will align with the protections set out in wider relevant government strategies, in particular the NCSS, the Modern Crime Prevention Strategy⁵⁵ and the Anti-Corruption Strategy. In addition, we will develop technical online solutions to strengthen our systems and better integrate our response with the private sector to 'design out' crime. Building on work to date, we will also look to expand global partnerships with industry and like-minded countries.

114 We will improve regulatory frameworks and make sure businesses and public sector bodies have the advice they need to better protect their organisations. As set out in the Anti-Corruption Strategy, this includes measures to build greater resilience against corruption, addressing the threat from both corrupt officials and those who seek to use corruption to further their criminal aims or to gain a business advantage. Priority sectors include borders, prisons, policing and local government, with specific measures to improve awareness, training, intelligence-sharing and reporting to reduce overall levels of vulnerability.

Cyber crime

115 Most online activity occurs without incident. However anyone can fall prey to cyber criminals if they do not take basic security precautions. According to data from the Crime Survey for England and Wales, less than half of individuals download software and patches whenever prompted.⁵⁶ Meanwhile, the 2018 Cyber Security Breaches Survey found that only 27% of business had a formal policy that covers cyber security risks.⁵⁷

116 The NCSC was created in 2016 to help protect our critical services from cyber attacks, manage major incidents and improve the underlying security of the UK internet. Active Cyber Defence is a NCSC programme which is intended to tackle the high-volume attacks that affect people's everyday lives. It is already delivering in four main areas across the public sector: blocking fake emails; stopping government systems using malicious websites; providing web checks for public sector organisations to identify common vulnerabilities and fix simple issues on their websites; and takedown notifications where malicious content is found. The programme is looking to expand further in the public sector and increase adoption in the private sector.⁵⁸

117 The government is determined to strengthen cyber security skills and industry in the UK. DCMS is developing a cyber skills strategy to draw together a range of government led initiatives. One of the key commitments in the NCSS is to ensure the right ecosystem exists to support a thriving cyber security sector. The NCSC Cyber Accelerator helps to keep businesses and the public safe from cyber attacks by driving innovation in the cyber security sector. The London Office for Rapid Cybersecurity Advancement was opened in June 2018 to support innovators in cybersecurity and will be delivered by Plexal, working with the Centre for Secure Information Technologies (CSIT) and Deloitte.

118 We will work with the private sector to 'design out' crime. Through its Secure by Design⁵⁹ work, the government is working to ensure that the consumer Internet of Things is secure by default, with security built in from the start. We will encourage individuals and businesses to build resilience against the threat from cyber crime, through the government's Cyber Aware and Take Five campaigns which encourage the public, and Small and Medium Enterprises (SMEs) to adopt more secure online behaviour. Cyber Aware is supported by 590 private and public sector partners who encourage good cyber security behaviours through their own channels. An estimated 11 million adults and 1.4 million SMEs claimed they were more likely to maintain or take up key cyber security behaviours as a result of Cyber Aware at the end of 2016/17.

119 Within the NCA, the NCCU is the UK lead for tackling the threat from cyber crime. The NCCU has the responsibility and capability to lead the operational response, coordinate activity across a range of partners and provide specialist cyber support and expertise across law enforcement. We will build dedicated specialist cyber crime units in all police forces, which will be regionally managed and locally delivered. We have also created a network of regional Protect officers based in ROCUs to create the link between the local and national tiers in law enforcement. The network delivers consistent and coherent cyber security advice to citizens and businesses, based on the latest understanding of the threat from the NCSC. The officers engage with vulnerable groups, SMEs, schools and other public bodies, and deliver targeted

56 Online at: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/adhocs/007804/proportionofadultinternetusersadoptingvariousonlinesecuritymeasuresbyageandsexyearendingmarch2014toyearendingmarch2017csew>

57 Department for Digital, Culture, Media and Sport, 'Cyber Security Breaches Survey 2018', April 2018.

58 Further information on Active Cyber Defence is online at <https://www.ncsc.gov.uk/active-cyber-defence>.

59 Further information is online at: <https://www.gov.uk/government/publications/secure-by-design>

interventions where specific vulnerabilities are identified. Police Scotland and the Police Service of Northern Ireland have adopted a similar model to ensure this approach is broadly replicated across the UK. NCSP has funded Police Scotland's Protect officers to extend their work in this area.

120 Despite the success of these interventions, the lack of comprehensive nationwide adoption of basic cyber security leaves individuals and businesses at risk; many cyber threats can be prevented, or at least the impact reduced, by adopting basic cyber security measures.⁶⁰ However, it can be confusing for the public and businesses to know what measures are done automatically, and what they need to do themselves. To tackle this we will take a whole-of-government approach to deliver a step change in attitudes and behaviours on cyber security, alongside focused policy interventions to address vulnerabilities, from personal computers to the most sophisticated networks. We will create a dedicated cross-government team to ensure integrated delivery across all relevant departments and agencies. The team will use all available levers, from nudge techniques to legislative action, to bring the full weight of government to bear on delivering the further change required.

Fraud

121 Fraud and cyber crime continue to be among the most commonly experienced crimes in the UK, with 3.3 million incidents of fraud recorded in the year ending June 2018.⁶¹ The cost to businesses and the public sector from organised fraud is no less than £5.9 billion.⁶² In 2016 the government set up the Joint Fraud Taskforce (JFT) to bring together industry, law enforcement and government to protect the public from fraud. This builds on the work of the City of London Police who run Action Fraud, the online and telephone reporting centre for fraud and financially-motivated cyber crime, and the delivery of the NCSS which is galvanising existing work at the national and regional level. We will now prioritise 'designing out' fraud online, and improving our support to vulnerable and susceptible victims. The JFT will deliver a cross-industry plan to significantly reduce 'Card Not Present' fraud by 2019 by removing loopholes and strengthening customer authentication on online transactions.⁶³

Supporting victims and witnesses

122 Our overarching aim is to protect our citizens by leaving no safe space for serious and organised criminals. But for those who unfortunately become victims or witnesses, we will identify faster those who are harmed and support them to a consistently high standard. We will invest in particular in three key areas of highest harm: child sexual exploitation and abuse, modern slavery and human trafficking, and fraud.

123 The Code of Practice for Victims of Crime (Victims' Code) sets out the services that must be provided to victims of crimes (including serious and organised crime) by organisations in England and in Wales, and sets a minimum standard for these services.⁶⁴ Victims of crime should be treated in a respectful, sensitive, tailored and professional manner

60 National Cyber Security Centre, 'The Cyber Threat to UK Businesses: 2017-18' Report, April 2018.

61 Office for National Statistics, 'Crime in England and Wales: year ending June 2018', October 2018.

62 Home Office, 'Understanding organised crime: Estimating the scale and the social and economic costs', November 2018.

63 'Card Not Present' fraud is the most common form of payment card fraud in the UK; it occurs when an individual uses a card (or card details) to make payments online, over the telephone or via mail order without the cardholder's authorisation.

64 Further information is online at: <https://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime>. Code of Practice for Victims of Crime – published October 2015 pursuant to Part 3 of the Domestic Violence, Crime and Victims Act 2004 is a statutory code of practice which sets out the services that must by law be provided to victims of crime in England and Wales by criminal justice agencies.

without discrimination of any kind. They should receive appropriate support to help them, as far as possible, to cope and recover and be protected from becoming victims again. Victims need to know what information and support is available to them. Chapter 3 (Children and Young People) of the Victims' Code specifically covers child victims of crime so young people get the additional support they need at all stages of the criminal justice system.⁶⁵ The cross-government Victims Strategy, published in September 2018, sets out the government's approach to supporting all victims of crime.⁶⁶

Child sexual exploitation and abuse

124 In recent years, we have increased investment and support for victims of child sexual exploitation and abuse. Since 2016, we have protected £7.2 million of MoJ funding for specialist rape support services in England and in Wales, to provide independent specialist support to victims of both recent and historic sexual violence. We are also providing £68 million per year to Police and Crime Commissioners to deliver or commission support services for victims of crime in their area, based on need. This includes support services for victims of sexual violence and child sexual exploitation and abuse.

125 The government is committed to making sure the victims and survivors of child sexual exploitation and abuse are able to access the right support. In 2018/19, the Home Office will provide £600,000 to the Supporting Victims and Survivors of Child Sexual Abuse fund to enable national services aimed at supporting victims in England and in Wales.⁶⁷ This year will also see the launch of the pilot of the 'Child House' model of victim support. This aims to bring a broad range of services, from therapeutic support to legal and criminal justice services, under one roof in a child-friendly environment, to minimise the additional trauma that can be caused to victims from relating their experiences to different service providers. We are supporting the pilot as part of our work to provide evidence of promising new practices in supporting victims.

126 It can be difficult for those who commission services to be sure that they are commissioning effectively, and for people working in those services to ensure victims are properly referred to the right services at the right time. We will produce and publish a Commissioning Framework for people who commission services for victims of child sexual exploitation and abuse, to improve the quality and consistency of commissioning practice. The framework will set out how to assess need and commission against it, so victims and survivors can be assured they are receiving good-quality support wherever they live and whatever form of child sexual exploitation and abuse they have suffered. The Home Office will also work across government to remove gaps and duplication between victim support services across the health, social care, housing, legal and justice sectors in England.

Modern slavery and human trafficking

127 In October 2017, the UK government announced reforms to the NRM – our system for identifying and providing access to support for victims of modern slavery. The reforms focus on decision making within the system, ensuring that victims are better identified and supported, and the specific vulnerabilities of children are recognised. This includes introducing 'places of safety' for those leaving situations of exploitation, tripling the period of move-on support provided to confirmed victims, and introducing drop-in hubs across England for

65 Online at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/267982/u18-victims-code-leaflet.pdf.

66 Online at: <https://www.gov.uk/government/publications/victims-strategy>

67 Awarded through the MoJ Victims Fund and the Home Office.

victims for up to six months after they leave central government funded support. The Home Office will also be trialling approaches with six local authorities to transition victims out of care and support them to better integrate back into communities and access local services.⁶⁸

128 Other existing initiatives continue to improve support for victims of human trafficking or modern slavery. These include a specialist care contract for adult victims of modern slavery in England and in Wales; the full national roll-out of Independent Child Trafficking Advocates (ICTAs) in England and Wales to provide specialist support to trafficked children; and a £2.2 million investment from the Home Office Child Trafficking Protection Fund to protect vulnerable children in the UK and overseas at risk of trafficking.

Fraud and cyber crime

Action Fraud

Action Fraud is operated by City of London Police and is the UK's national reporting centre for fraud and cyber crime. It also provides a central point of contact for information about fraud and financially motivated cyber crime. Action Fraud receives and triages reports from victims improving efficiency by recording and analysing fraud reports nationally rather than locally. The service is run alongside the National Fraud Intelligence Bureau (NFIB), which is responsible for analysing and assessing reports and identifying serial offenders and organised crime networks. It then disseminates intelligence to the relevant law enforcement or partner agencies for investigation, as well as fraud alerts to inform businesses and the public of emerging threats. From April 2016 to March 2017 the NFIB disseminated 46,000 reports for further action on intelligence, prevention or victim care and submitted 170,856 requests to partners to close bank accounts, websites and phone numbers suspected of facilitating fraud.

The government will continue to work with law enforcement to strengthen the central reporting, triage, advice and victim support services for policing provided by City of London Police. Improvements to the Action Fraud reporting system were completed in 2018/19.

129 The government is committed to improving the response to victims of fraud and cyber crime. Through the JFT, we have focused on ensuring a consistent response from the banking sector through the development and implementation of a British Standards Institution standard for victim care, which is now being adopted by all the major banks. We have also supported the development and roll-out of the Banking Protocol, through which bank staff are trained to recognise signs of fraud in branch, and a direct law enforcement response is guaranteed following receipt of a report. The Banking Protocol has now been adopted by all police forces in England and Wales and, at end of April 2017, had stopped over £21.5 million in fraud losses and led directly to 180 arrests.

130 In partnership with the private sector, law enforcement and victim care agencies, our focus will now be to establish integrated national to local support for victims of fraud and cyber crime, initially through a series of national and local level pilots. Victims are often vulnerable and risk being targeted multiple times, becoming repeat victims, yet some receive little to no direct support after they report a crime. Through these pilots, victims will receive

68 The six local authorities are Croydon, Redbridge, Leeds, Birmingham, Nottingham and Derby.

a triaged service based on their personal situation and the level of support they require. The aim is to improve the overall level of service for victims and to reduce the levels of repeat victimisation. If the pilots are successful, we will look to roll out this approach across policing.

131 At the national level, an Economic Crime Victim Care Unit (ECVCU) pilot will look to ensure that the right support is provided to victims by the right organisation, dependent on their individual need. ECVCU will be staffed with a specialist team of trained advocates with a strong understanding of the needs of vulnerable victims. As part of the pilot, victims of fraud and cyber crime reported to Action Fraud will be triaged to assess the victim's individual vulnerability and support needs. To those who require limited support, advice will be offered on their case and how to protect themselves from further harm. For victims identified as requiring further support, the ECVCU advocates will make direct contact to provide more detailed advice and guidance. In cases where the victim is identified as being at particular risk, the ECVCU advocates may refer the individual to locally based safeguarding organisations.

132 To improve this local level response, the Home Office will pilot two Multi-Agency Safeguarding Hubs (MASH) in 2018/19. A key role of the MASH will be to involve victim care organisations such as Victim Support, Citizen Advice Consumer Service, and local authorities. This will provide a level of care that addresses both immediate and longer term victim needs to mitigate the impact, and reduce the levels of repeat victimisation. The multi-agency model will also trial greater information sharing between the police and victim care agencies on victim data. The aim is to more effectively identify vulnerable victims and disseminate prevention advice, and forms part of the government's approach to reducing overall levels of fraud and cyber crime in the UK.

133 The JFT is also committed to assessing the legal and regulatory barriers currently stopping victims being reimbursed following their loss. We will work with the private sector and regulators to develop an approach which will see a greater number of victims having their losses returned to them and potentially stopping millions of pounds getting into the hands of criminals.

Supporting witnesses

134 In 2013 we established the UK Protected Person Service (UKPPS), overhauling previous witness protection arrangements and developing a ROCU based Protected Person Unit network. The UKPPS provides protection and care to victims and witnesses who are considered by law enforcement agencies to be at risk of serious harm. This specialist covert tactic, operating in an extremely high risk area, is a key tool in fighting serious and organised crime, securing convictions against the most harmful offenders, and ensuring victims, witnesses and communities are protected. In order to develop a national capability which functions on behalf of the system as a whole, we will transfer the UKPPS to the NCA in April 2019.⁶⁹

Measuring success

135 We will demonstrate success by removing vulnerabilities in our systems and organisations, giving criminals fewer opportunities to target and exploit. Success will mean our citizens better recognise the techniques of criminals and take steps to protect themselves. Communities will be better prepared for and more resilient to the threat, and less tolerant of illegal activity. We will identify faster those who are harmed and support them to a consistently high standard.

⁶⁹ The UKPPS will oversee the Protected Person Units within all ROCUs and the Police Service of Northern Ireland. It will continue to align and work closely with the Protected Persons Scotland.

Objective 3: Stopping the problem at source, identifying and supporting those at risk of engaging in criminality

136 The 2013 Serious and Organised Crime Strategy set out the importance of increasing preventative action to help reduce the threat. Since then we have funded Prevent initiatives in England and in Wales which have focused on diverting young people into education, training and legitimate employment. This work forms one part of the wider government focus on early intervention to prevent crime and improve prospects for young people, including the work outlined in the Serious Violence Strategy, the Trusted Relationships Fund and the government's wider youth justice work.

137 We now intend to reach a significantly larger number of young people to help prevent their recruitment into serious and organised crime. We will prioritise four areas of offending: drug trafficking and distribution; cyber crime; child sexual exploitation and abuse; and professional enablers. Offenders in each of these four areas are drawn into their criminal behaviour for different reasons, so our approach in each case will be different. In developing these approaches we will work with partners in DfE, the Department of Health and Social Care (DHSC), the Ministry of Housing, Communities and Local Government (MHCLG), DCMS, Ministry of Justice (MoJ) and the devolved administrations, as well as law enforcement (in line with the Policing Vision 2025⁷⁰). We will bring together academic research and knowledge from the 'what works' centres (particularly the College of Policing, the Early Intervention Foundation and the Youth Justice Board) to develop a clearer picture of which interventions work best across the range of crime types.

Tailored approaches to interventions

Drug trafficking and distribution

138 We will prioritise areas of the country where there are high instances of drug trafficking and distribution. We will combine large-scale outreach work with tailored interventions. Difficult family backgrounds (particularly involving abuse, domestic violence and familial drug taking) increase the chances of young people getting involved in serious and organised crime.⁷¹ To reach young people in this situation, we will undertake large-scale outreach work. In 2015, we published an educational toolkit designed for frontline staff to use in their interactions with 11-18 year olds at potential risk of being drawn into drug-related serious and organised crime (and its associated violence). This was initially disseminated to over 6,000 frontline professionals across the country. Overall evaluation findings are positive, with 95% of practitioners regarding the toolkit as useful in supporting young people. We will develop an online version of this work to reach more young people at risk of involvement. We will also work with other intervention providers (such as the Troubled Families Programme and the Trusted Relationships Fund in England) to ensure tackling drugs related serious and organised crime is included in their interventions where appropriate.

139 For those young people at particular risk (who have family or close friends involved in serious and organised crime) we will use a tailored approach. We will continue to fund interventions through our existing fund (covering England and Wales) and through extra funding in five priority areas (Bradford, Brighton, Newport, Sedgemoor and Speke/Halton) where we will look to upscale targeted Prevent work in partnership with law

70 Online at: <http://www.npcc.police.uk/documents/policing%20vision.pdf>

71 National Crime Agency, 'Intelligence Assessment: Pathways into Serious and Organised Crime', February 2016.

enforcement, local authorities and the private sector (with total funding of £1.65 million). This will complement preventative work set out in the Serious Violence Strategy, notably the £22 million Early Intervention Youth Fund which will support youth and community groups working with children and young people in England and in Wales. In addition, in October 2018 the Home Secretary announced further new measures to tackle serious violence including: a consultation on a proposed new legal duty to underpin a ‘public health’ approach to tackling serious violence; a new £200 million youth endowment fund to focus on young people at risk of crime and violence; and an independent review of drug misuse, to ensure law enforcement agencies and policy are effectively targeting and preventing the drug-related causes of violent crime.

Operation Guardian



Operation Guardian is a campaign launched by South Wales Police in response to county lines, asking officers and partners to recognise that in many cases the people they deal with in relation to county lines criminality are victims not criminals – children and vulnerable adults who commit crime through coercion and intimidation.

Cyber crime

140 Financial gain is not necessarily a priority for young cyber crime offenders who are also motivated by the pursuit of a challenge and proving themselves to peers.⁷² Emboldened by perceived anonymity and a lack of a visible law enforcement presence online, low level cyber criminals may progress to higher level offending without considering or fully comprehending the consequences of their offences.⁷³ In 2017 we introduced a national network of Prevent officers within ROCUs, coordinated by the NCA's NCCU, to deter individuals becoming involved (or continuing their involvement) in cyber crime. They support individual projects, provide advice and resources to education and local authorities, and identify local private and third sector partners who can help promote messaging. Since the network was set up, NCCU has seen a dramatic increase in referrals from ROCUs for early intervention through the Prevent network. We will build on this work and pilot a Cyber Prevent Intervention Partnership Panel in the London Metropolitan area. This will bring together the different expertise and skills of law enforcement, academia, the private sector and voluntary sector, to more effectively identify at-risk individuals, and deter them from getting involved or continuing in cyber crime.

Child sexual exploitation and abuse

141 Preventative approaches for child sexual exploitation and abuse are at a relatively early stage of development. In 2017 the government established the Centre of Expertise on Child Sexual Abuse with £7.5 million of funding. Headed by Barnardo's, the centre works to improve

72 National Crime Agency, 'Intelligence Assessment: Pathways Into Cyber Crime', January 2017.

73 National Crime Agency, 'Intelligence Assessment: Pathways Into Cyber Crime', January 2017.

our understanding of the scale and nature of pathways into child sexual offending and what works to prevent and tackle it. One of the key elements of the centre's work is to develop a new evidence base of the typology of child sexual offending. Not all child sexual offending is motivated by a sexual interest in children, and sexual offending can manifest itself in many different ways. This, with the Centre's wider work to support the evaluation of current practice, will ensure that statutory professionals, the technology industry, the third sector and other partners are all able to identify what works in tackling forms of exploitation and abuse, and can target resourcing and disruption efforts most effectively.

Professional enablers

142 Improving our understanding of offending pathways for professional enablers is a key priority due to their critical role in enabling the illicit finance which underpins serious and organised crime and allows serious and organised criminals to hide their profits and diversify their criminal activity. The Home Office will undertake work with HM Treasury to better understand the pathways for professional enablers with the aim of developing interventions for those at risk. We will work with professional associations in the legal and accountancy sectors to ensure any interventions meet the needs of their members.

Lifetime management of serious and organised criminals

143 There are around 6,500 serious and organised crime offenders in prisons in England and Wales, representing around 8% of the prison population and representing over 20% of those known to law enforcement agencies as being serious and organised criminals. Some offenders are committed to continuing their criminal activity in our prisons. This offending is enabled by the use of tens of thousands of illicit mobile phones and SIM cards smuggled into prisons each year. In some cases serious and organised criminals have used phones to undertake drug trafficking operations, or coordinate the murder of rival gang members. As well as reducing the number of people drawn into offending in the first place, we also want to reduce the level of offending within prison and reoffending following release. Currently nearly half of all serious and organised crime offenders go on to re-offend within a year of their release from custody.

144 In 2015 the government invested over £28 million over five years to establish the National Prisons Intelligence Coordination Centre (NPICC), a national intelligence network bringing together multi-agency expertise, capability and skills in counter-terrorism and serious and organised crime to identify, prevent and disrupt priority offenders in our prisons. We will continue to build on intelligence and enforcement capability in prisons by working with police and partners to integrate, coordinate and strengthen not only prisons intelligence, but also the range of national and regional tasking, operational and performance functions in prisons. This will include: establishing a national and regional prisons tasking process; delivering a consistent regional prisons intelligence unit model; and implementing a national performance framework.

145 In 2018 the NPCC Serious and Organised Crime Board established a new Lifetime Offender Management portfolio and appointed a senior lead to work across policing and partners to coordinate and drive the implementation of lifetime offender management of priority offenders before, during and after custody.

146 The MoJ and HM Prisons and Probation Service (HMPPS) will also ensure priority serious and organised crime offenders in prisons in England and Wales are risk-assessed, categorised and allocated to the right prisons with the right security measures and capability

to prevent and disrupt their offending. They are investing in a new security directorate and £14 million annually to transform intelligence, search and disruption capability in prisons. In 2016 the government introduced legislation giving courts the power to remotely disconnect mobile phones in use in prisons. We have recently invested in technology to increase the use of these powers, and will review the effectiveness of this legislation in 2019. MoJ and HMPPS will continue to invest in cutting-edge mobile phone denying technology in prisons.

147 In order to ensure closer management of those unwilling to cease their involvement in serious and organised crime, we will implement in 2019 a new lifetime management framework, designed to better integrate the work of police forces and HMPPS. The framework will set out clear roles and responsibilities across law enforcement at all levels to prevent and disrupt offending in our prisons and by those on probation, and will integrate information sharing between policing and HMPPS. As a result, law enforcement will be able to track and manage priority serious and organised crime offenders through their entire journey in the criminal justice system and beyond, irrespective of where they live or where they are in prison. We will put in place performance reporting and pilots to evaluate the effectiveness of this approach.

148 We will increase the use of civil powers, such as Serious Crime Prevention Orders (SCPOs) and Slavery and Trafficking Prevention Orders (STPOs)⁷⁴. SCPOs commence when an offender leaves custody and impose targeted measures to prevent further involvement in crime in our communities. Breaching the terms of an SCPO or STPO is a criminal offence which carries a maximum custodial sentence of five years. We will ensure SCPOs are applied to best effect by publishing guidance for their targeted use against priority offenders as well as case-managing and monitoring the effectiveness of SCPOs through a new national database.

149 When offenders enter the criminal justice system, and particularly if they serve a prison sentence or are on probation, we have the opportunity to work with them to disengage. We will build evidence around what is effective, and what the barriers are that keep offenders from disengaging. We will explore this opportunity through undertaking academic research on pathways out of serious and organised crime, in order to subsequently test potential interventions.

Measuring success

150 Success will mean we are using preventative methods and education to divert more young people from a life of serious and organised crime and reduce reoffending. We will know we have been successful if fewer young people are engaging in criminal activity, and fewer convicted serious and organised criminals continue to offend and cause harm in the prison estate or go on to reoffend. We will measure our success through a combination of baseline assessments of the current situation and evaluation of our interventions and communications campaigns.

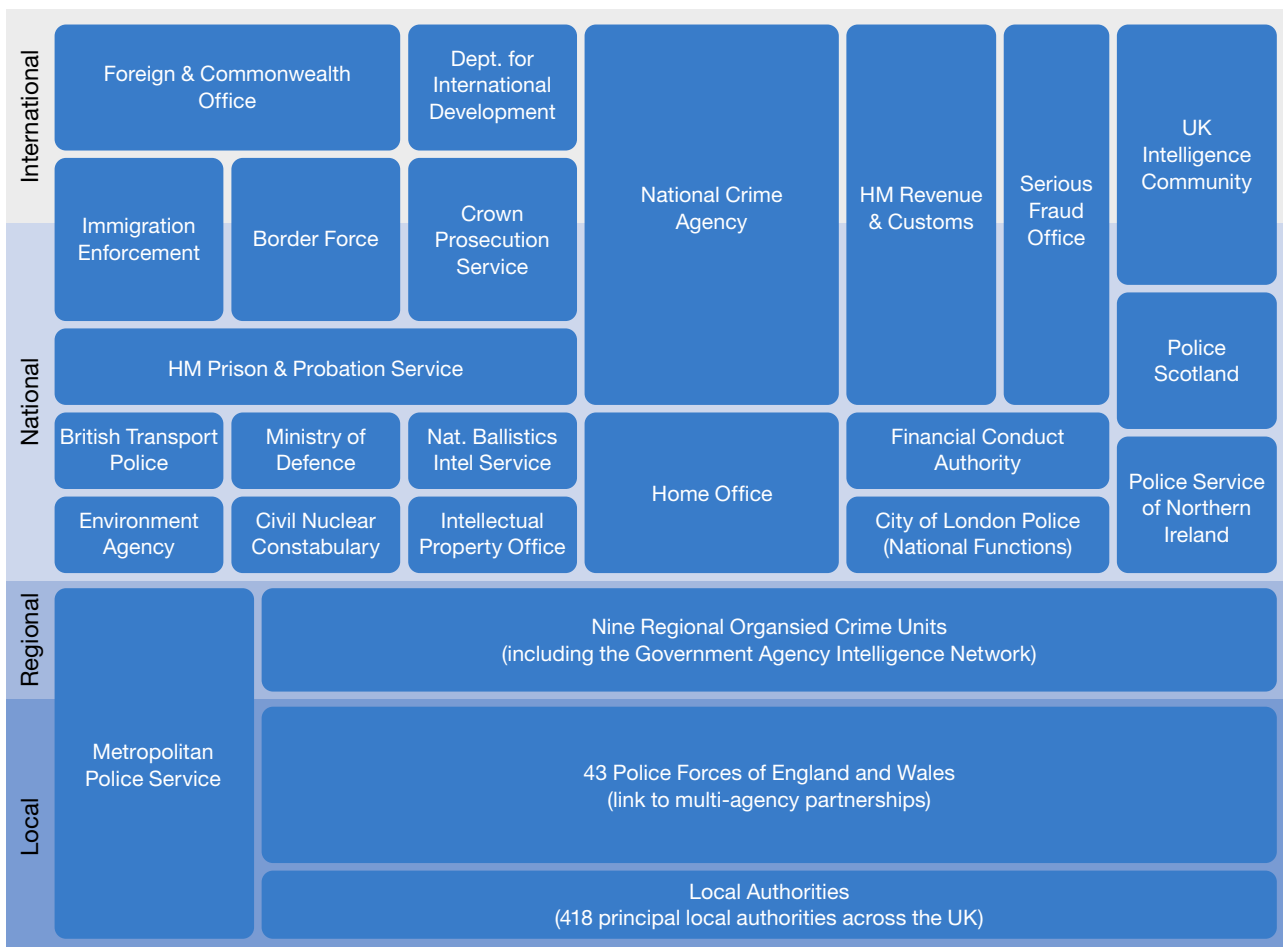
74 STPOs can be made in respect of an individual who has not been convicted of a slavery or trafficking offence but is believed to be at risk of committing such an offence, to prevent serious harm to the public.

Objective 4: Establishing a single, whole-system approach

151 Responding to the breadth of serious and organised crime is beyond the capacity and capabilities of any one body and requires a single whole-system approach. We will align all the law enforcement and government bodies who are involved in confronting the threats we face, ensuring they work together based on a single picture of the demand on the system, and respond using shared capabilities that are built and organised to be used against a range of threats and not just one. We will also ensure all agencies are working together to make best possible use of the full range of powers at our disposal.

152 We will use all available strategic levers to deliver these new capabilities by improving operational governance and coordination at all levels, including increased accountability for delivery, reviewing the Strategic Policing Requirement and proposing amendments if appropriate, introducing a new national tasking framework and exploring a more sustainable funding model.⁷⁵ We will also expand our overseas capabilities to make sure we are using our global reach and influence to tackle both international criminal networks and the underlying drivers of serious and organised crime. In this country, we will make sure our response is drawing on the skills, expertise and resources of the private sector.

Figure 5 – Overview of law enforcement and government bodies involved in tackling serious and organised crime



75 Further information on the Strategic Policing Requirement is available online at: <https://www.gov.uk/government/publications/strategic-policing-requirement>

Demand

153 While we have made significant progress since the introduction of the 2013 Serious and Organised Crime Strategy and the establishment in the same year of the NCA, the threat is increasing in both volume and complexity. We will establish clear sight across the system of the demand on resources across government and law enforcement to tackle the threat. We will continually review the threat via the NAC using local, regional and national intelligence capabilities to produce a shared picture. And we will match this with regular cross-system monitoring of how this is affecting demand on the system, capturing performance and where we have allocated resource.

Capabilities and powers

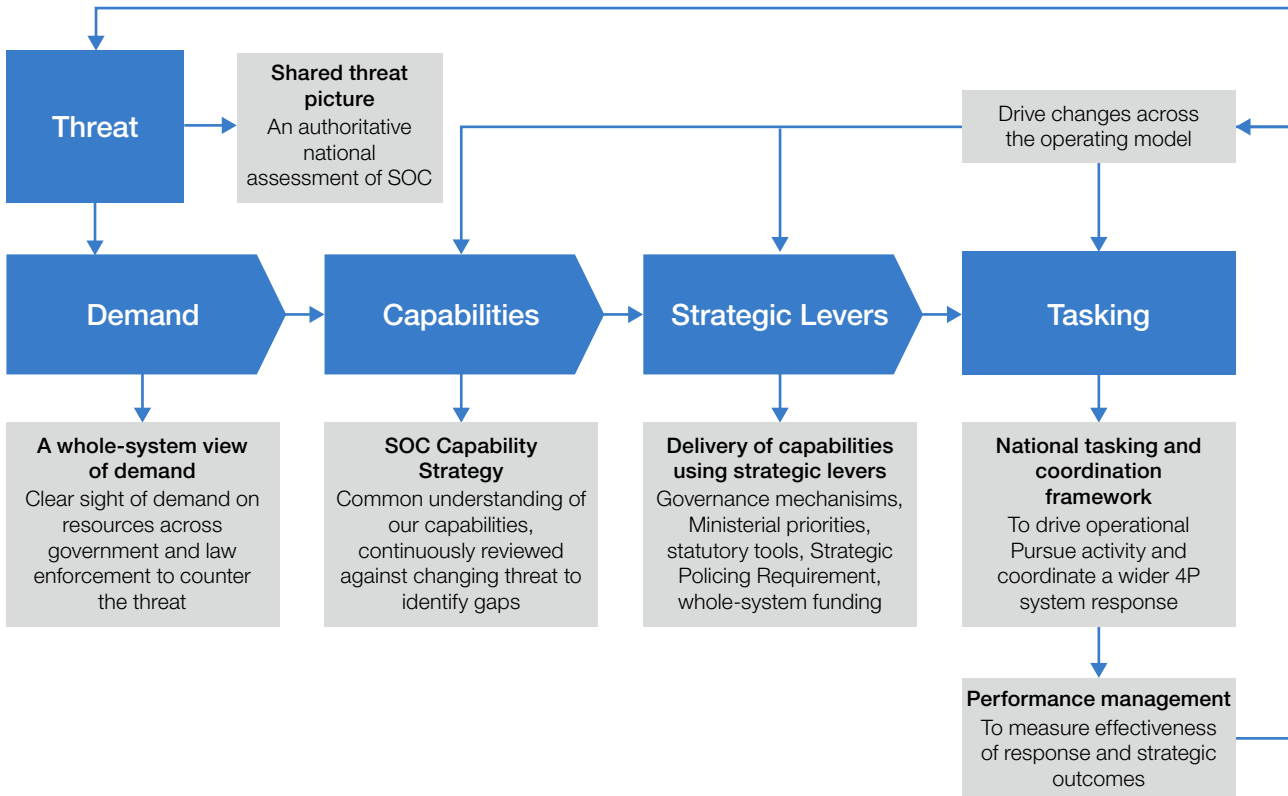
154 Too often, capabilities can be developed in silos (for example against specific threats or separately in different agencies) risking duplication and inefficiency. The Home Office and NCA will develop a system-wide Serious and Organised Crime Capability Strategy, to improve our overall understanding of where our collective capabilities lie, and to improve our understanding of where capabilities are most in need of development. The strategy will provide a common understanding of our capabilities and will be prepared with the support of all partners. Filling a number of known capability gaps, as outlined in this strategy, will form the immediate priorities and include key areas such as data, skills and technologies.

155 Decisions about where and how to invest in new capability, and how to fund it, will be made jointly with the starting point that any new capabilities should be fully interoperable, with consistent operating procedures. Collaboration – including with counter-terrorism policing – will be the default starting position. Specialist capabilities and services (existing examples include the NCA's Modern Slavery Human Trafficking Unit or UKPPS) will be delivered once, nationally, and be accessible to all those who need to use them.

156 This approach to capabilities will ensure that we have a coherent, end-to-end response to complex threats such as drug trafficking and distribution via county lines, for example. Overseas, the NCA's international network will work to prevent the drugs fuelling the problem from leaving source and transit countries: Border Force will stop the drugs entering the UK; NDEC will help identify key hotspots of activity; and regional Dark Web capabilities within ROCUs will inform a more effective neighbourhood response to disrupt offenders and protect vulnerable people.

157 As set out in Objective One, there are extensive criminal and civil powers available to law enforcement and other operational agencies to combat serious and organised crime. We will take a more coordinated and systematic approach to using to their fullest extent the range of powers to disrupt serious and organised criminals and bring them to justice. We will ensure partners are applying new legislation and new provisions, producing further guidance and removing barriers to their use where needed.

Figure 6 – A single, whole-system approach



Strategic Levers

158 To deliver these new capabilities – and to achieve the whole-system approach set out in Figure 6 – we will use all the strategic levers at our disposal. In September 2017 we established the Serious and Organised Crime Inter Ministerial Group, chaired by the Home Secretary. The group brings together Secretaries of State on the National Security Council (NSC) and the Social Reform Committee,⁷⁶ alongside key officials to act as a single decision making body on serious and organised crime. We will use the Inter Ministerial Group to align our overall efforts and ensure we are deploying the full power of the state, society and business to bear down on the threats we face.

159 It is the NCA’s statutory responsibility to lead the overall law enforcement response to serious and organised crime, in partnership with UK law enforcement. In line with this responsibility, and where appropriate to do so, the directed tasking and assistance arrangements available to the NCA (under the Crime and Courts Act 2013) will be used, ensuring that strategic priorities are met. The NCA discharges its statutory leadership responsibility through two processes: National Strategic Tasking and Coordination and National Tactical Tasking and Coordination. Each involves a set of national meetings, chaired by the NCA and attended by senior representatives from the NCA, police and other law enforcement agencies, which set the priorities for law enforcement. The NCA is leading the development of the new tasking model required to deliver a single, whole-system approach. This will amplify our collective response by ensuring UK law enforcement targets its national, regional and local capabilities in areas where we can have the greatest impact and in line with an agreed shared set of priorities.

160 ROCUs will lead the operational response to serious and organised crime on behalf of forces within their regions, taking tasking from the NCA on national priorities, and working together in a more networked way, allowing capacity and capability to be shared where appropriate. We will focus on gaining greater consistency across the ROCUs in sharing and exploiting data and intelligence; assessment of threat; and reporting of impact and performance.

161 Police forces, under the oversight of their Police and Crime Commissioners in England and in Wales, will continue to be key to the operational response, working with their ROCUs. The 2017 HMICFRS PEEL Effectiveness Report found that tackling serious and organised crime is something that most England and Wales police forces, working with ROCUs, do well.⁷⁷ The 2017 inspection was the third consecutive year in which HMICFRS has inspected serious and organised crime. In 2015, 35 forces were graded as good or outstanding, with the number rising to 38 in 2017.⁷⁸ Durham Constabulary, Merseyside Police and Derbyshire Constabulary have retained an outstanding grade since 2015. A list of individual force judgements for serious and organised crime is shown in Figure 7.

Figure 7 – HMICFRS PEEL Effectiveness judgement for serious and organised crime

	2015	2016	2017
Avon & Somerset	Good	Requires Improvement	Good
Bedfordshire	Requires Improvement	Requires Improvement	Good
Cambridgeshire	Good	Good	Good
Cheshire	Requires Improvement	Good	Good
City of London	Good	Requires Improvement	Good
Cleveland	Good	Good	Good
Cumbria	Requires Improvement	Good	Good
Derbyshire	Outstanding	Outstanding	Outstanding
Devon & Cornwall	Good	Good	Good
Dorset	Good	Good	Good
Durham	Outstanding	Outstanding	Outstanding
Dyfed-Powys	Good	Good	Good
Essex	Good	Good	Good
Gloucestershire	Requires Improvement	Inadequate	Requires Improvement
Greater Manchester	Good	Outstanding	Outstanding
Gwent	Good	Requires Improvement	Requires Improvement
Hampshire	Good	Good	Good
Hertfordshire	Good	Good	Good
Humberside	Good	Good	Good
Kent	Good	Good	Good
Lancashire	Good	Good	Good
Leicestershire	Good	Good	Good

77 HM Inspectorate of Constabulary and Fire & Rescue Services, 'PEEL: Police Effectiveness 2017, A National Overview', March 2018.

78 HM Inspectorate of Constabulary and Fire & Rescue Services, 'PEEL: Police Effectiveness 2015, A National Overview', February 2016; HM Inspectorate of Constabulary and Fire & Rescue Services, 'PEEL: Police Effectiveness 2017, A National Overview', March 2018.

	2015	2016	2017
Lincolnshire	Good	Good	Good
Merseyside	Outstanding	Outstanding	Outstanding
MPS	Good	Requires Improvement	Good
Norfolk	Good	Good	Good
North Wales	Good	Good	Good
North Yorkshire	Good	Requires Improvement	Good
Northamptonshire	Requires Improvement	Requires Improvement	Requires Improvement
Northumbria	Good	Good	Good
Nottinghamshire	Good	Good	Good
South Wales	Good	Good	Good
South Yorkshire	Good	Good	Good
Staffordshire	Good	Requires Improvement	Good
Suffolk	Good	Good	Good
Surrey	Requires Improvement	Good	Good
Sussex	Good	Good	Good
Thames Valley	Good	Good	Good
Warwickshire	Requires Improvement	Good	Requires Improvement
West Mercia	Requires Improvement	Requires Improvement	Inadequate
West Midlands	Good	Good	Good
West Yorkshire	Good	Good	Good
Wiltshire	Good	Good	Good

Source: HMICFRS PEEL Effectiveness reports, 2015-2017

162 We will encourage greater consistency and ambition in how forces in England and Wales work against serious and organised crime. Police and Crime Commissioners must have regard to the Strategic Policing Requirement when preparing their Police and Crime Plans. Serious and organised crime is one of the threats in the Strategic Policing Requirement, and we expect Police and Crime Commissioners to ensure they are delivering an effective response. We will set out more clearly what an effective response involves, including through reviewing the Strategic Policing Requirement and making amendments if appropriate.

Funding

163 We are increasing investment to build new capabilities to address the growing scale and complexity of the threat. Currently there is no dedicated serious and organised crime funding stream; funds are allocated from a range of sources, spread across the many different agencies involved, and often bid for on an annual basis from specific programme budgets. This restricts our ability to ensure investment is focused on those areas of highest priority. To remedy this, investment needs to be placed on a sustainable footing and consideration given to how and where capabilities are built across the system and resources best directed and allocated. Therefore, we will explore a new funding model that is able to commit investment over multiple years, including for ROCUs to cement their position and support the development of the whole system. We will also look to the private sector to invest jointly in developing new capabilities, notably in those areas of the commercial and financial sectors that are particularly affected by economic crime.

164 Alongside this, we will continue to focus funding on our highest priorities and improve lines of accountability, offering greater assurance that our investments will yield the expected benefits. The further work we are doing on tasking, governance, roles and responsibilities will help to guide and inform funding.

Measuring success

165 Success in this part of the objective will mean that our collective UK response is more aligned, effective and efficient, and delivers maximum impact and value for money with the resources available. We will measure success by monitoring implementation of the revised operating model and capability strategy; and through HMICFRS PEEL Effectiveness judgements on the effectiveness of the police responses to serious and organised crime.

Expanding our global reach and influence

166 Our international work has focused on disrupting and prosecuting serious and organised criminals upstream. This has included operational cooperation with foreign law enforcement agencies and capacity building support to those agencies where required. The NCA, HMRC, Immigration Enforcement, Border Force and the CPS have large international networks to facilitate this, with over 300 officers deployed overseas. Their work has given us the global reach and network of international partnerships and alliances necessary to carry out significant disruption of serious and organised criminals who are a threat to the UK.

167 We will expand our overseas work, drawing on all our levers (including political, law enforcement, diplomatic, security, and military) to help dismantle the business models of high harm transnational organised crime groups and stop abusers travelling and operating online. We will place particular focus on multilateral global campaigns to raise awareness of, and improve global resilience to, priority issues for the UK such as illicit financial flows, child sexual exploitation and abuse, anti-corruption and modern slavery. These are areas of particular concern where concerted and large scale action is needed across the international community to raise global standards of protection. We will continue to ensure persistent and significant disruption of serious and organised criminals posing threats to the UK or crime being perpetrated overseas by UK nationals. We will also seek to create resilience in countries vulnerable to transnational crime.

Enhancing our global insight and reach

168 The NCA will continue to lead UK law enforcement's disruption of serious and organised criminals overseas who are a threat to the UK, supported by Immigration Enforcement, HMRC and the CPS. We will ensure they can make full use of the range of international Pursue cooperation tools available, such as sharing information, intelligence, and evidence, recovering the assets of serious and organised criminals, and ensuring fugitives are brought to justice to face trial.

169 We will develop a new overseas analytical process called Serious and Organised Crime Joint Analysis (SOCJA). SOCJA assessments will illuminate the shape, nature and enablers of illicit markets, improving our understanding of the drivers of serious and organised crime so we design better targeted or new interventions. This work will be led by the Stabilisation Unit,⁷⁹ working with the Home Office, Foreign and Commonwealth Office (FCO) and Department for International Development (DFID), and will support and be driven by the NAC. It will be funded

through the Conflict, Stability and Security Fund (CSSF). We will also increase the body of evidence available to us through enhanced engagement with the private sector, civil society, NGOs, think-tanks and other relevant development and academic partners.

170 A new FCO-led network of Joint Serious and Organised Crime Platforms (JSOCs) will be established in over 80 countries by April 2019 to align and coordinate the implementation of our overseas response. We will also establish a new cross-government overseas policy specialists network (SOCnet), jointly run by the Home Office, FCO and DFID, to complement the operational work of existing law enforcement networks. SOCnet will be operational early in 2019 and will be funded through the CSSF. This network will reinforce our present law enforcement approach by building up our ability to use all our overt diplomatic, military, political and development levers within our overseas network to counter serious and organised crime. Joint work with individual international partners, including the EU, the Five Eyes⁸⁰ community and multilateral agencies, will be central to delivery.

171 The Home Office will also pilot an overseas Prevent programme aimed at overseas communities which we know feed recruits into organised criminal groups active in the UK. An initial pilot is already underway in Albania and pilots will continue in 2019/20, after which the decision will be taken on whether to scale up the activity. DFID will also scope, design and deliver an overseas Protect and Prepare programme to address socio-economic, governance and criminal justice factors that inhibit the ability of key countries or regimes to tackle serious and organised crime. Through programming work with communities and in locations vulnerable to serious and organised crime, DFID will pilot new approaches to tackling illicit networks and flows, police and judicial reform, community empowerment to promote a culture of lawfulness, and support to civil society, promoting a free press and alternative livelihoods. We will create a pool of deployable experts drawn from the public and private sectors and civil society groups to deliver elements of the programmes.

172 We will also expand existing, and deliver new, ministerial-led multilateral global campaigns. These will raise awareness of priority issues for the UK, will be delivered in conjunction with international partners, and will improve global resilience to specific threats.

173 We will deliver a comprehensive international illicit finance campaign, designed to protect our people, prosperity and global influence by strengthening the global response to illicit finance. We will seek to maintain and strengthen international standards, regulations and norms and their implementation. This will involve pushing for targeted changes to the FATF standards where necessary. It will also involve using multilateral forums (such as the Organisation for Economic Co-operation and Development, G7 and G20) to drive delivery of existing international standards, particularly on tax transparency, beneficial ownership, asset recovery, anti-money laundering and counter-terrorist financing.

174 We will also drive up political will to address vulnerabilities in jurisdictions of risk, enhancing resilience and strengthening operational cooperation. We will take a similar approach in emerging economies and jurisdictions of risk to UK development work, with a view to supporting sustainable development. Delivery will be supported by SOCnet (once established in early 2019), particularly through its sub-network of illicit finance experts located in global financial centres, and through its broader network, which offers coverage of other jurisdictions of risk. It will also be supported by the NECC, and the NCA and HMRC international liaison officer networks, and CPS criminal justice advisors and liaison magistrates.

175 Thanks to the work of the IWF, less than 1% of child sexual exploitation and abuse content is now hosted on UK platforms. But that means we must also focus our attention internationally. We are investing £40 million of overseas development aid into the End Violence Against Children Fund to 2019/20 to raise international capacity on tackling online child sexual exploitation and abuse. We have already supported dozens of projects globally, ranging from funding the IWF to provide reporting portals in 30 developing countries, to establishing a sex offender and national image database in Jordan and rescuing and rehabilitating abused children in the Philippines.

176 We will secure a long-term future for the WePROTECT Global Alliance, leading its transition from a UK-driven initiative into a fully internationally owned independent entity, providing tools and guidance to strengthen and coordinate international action on online child sexual exploitation. We will continue to collaborate with like-minded partners; the next Five Country Ministerial⁸¹ meeting, to be chaired by the Home Secretary in 2019, will prioritise child sexual exploitation and abuse.

177 On modern slavery, the government has established strong relationships with other governments, law enforcement agencies and civil society to improve our understanding of the modern slavery context, and increased law enforcement cooperation through greater intelligence sharing and establishing joint investigation teams. The FCO is mobilising its global network of missions to help drive progress to address modern slavery and human trafficking in different regions. In September 2017, the Prime Minister, world leaders and the United Nations (UN) Secretary General launched a ‘Call to Action to End Forced Labour, Modern Slavery and Human Trafficking’ at the UN General Assembly, which over 80 countries have now endorsed.

178 We will continue to build our bilateral relationships with the key source countries whose nationals present most frequently in the UK, as well as work with countries where there is a high global incidence of slavery. We will also work in multilateral forums such as the UN and the G7 to bring about the necessary step change in global action against modern slavery.

179 The illegal wildlife trade (IWT) is an urgent global issue, which threatens some of the world’s most precious species with extinction. Wildlife crime is a serious criminal industry fuelled by corruption, which damages economic growth and sustainable development, undermining good governance and the rule of law. The UK convened a high-level international conference in October 2018 to combat the illegal wildlife trade. The London Conference helped to mobilise the international community, increase collaboration across and between continents to tackle IWT-associated illicit financial flows and corruption. We will strengthen networks of IWT law enforcement experts, helping countries to coordinate across the trade routes, and improve our understanding of the linkages to wider security challenges.

180 In addition to working with and through multilateral organisations and forums, the Home Office, FCO and DFID, will work with other relevant departments including HM Treasury to use ministerial summits and conferences to mobilise the international community in support of serious and organised crime objectives. For example, in July 2018 the UK hosted the Berlin Process Western Balkans Summit, bringing together interior ministers from the Western Balkans and European partners. This resulted in a joint declaration on information, a Small Arms and Light Weapons Roadmap, endorsement of the Prime Minister’s Call to Action on Modern Slavery, and a series of anti-corruption pledges.

81 The Five Country Ministerial meeting is attended by ministers from the Five Eyes security partners (Australia, Canada, New Zealand, UK and US).

Measuring success

181 Success in this part of the objective will mean that high harm transnational serious and organised criminals are less able to operate and to inflict harm on the UK. There will be less impact from serious and organised crime on governance and stability. We will measure success through baseline assessments of the current situation and ongoing evaluation, using both quantitative measures (including disruptions data, and independent third-party indices) and qualitative assessments.

Pooling skills, expertise and resource with the private sector

182 Businesses are frequently the target of serious and organised crime, but they also play a critical role in the response. Serious and organised crime causes direct losses to industry (particularly as a result of economic crime), a loss of market share (as criminals provide goods and services on the black and grey markets) and reputational damage (as a result of data breaches or laundering criminal proceeds). Through public-private partnerships, we can improve our shared understanding of threats, design out vulnerabilities in products and services and enhance the resilience of the private sector.

183 Engagement between government and the private sector to tackle serious and organised crime is most mature in relation to money laundering and economic crime. Initiatives to develop public-private partnerships, including the JMLIT and JFT, have become an integral part of our response and have provided a model for other countries to follow.

Joint Money Laundering Intelligence Taskforce (JMLIT)

The JMLIT is a public-private partnership between law enforcement, the government and the financial sector, established in February 2015. It brings together law enforcement, the regulator, and over 30 UK and international financial institutions to exchange and analyse information and intelligence to detect, prevent and disrupt money laundering and wider economic crime threats against the UK.

Genuine partnership is at the heart of the model, based on the benefits of collaboration to all sides, and a clear overlap of interest between law enforcement and the financial sector. For law enforcement, this includes access to the data and intelligence needed to tackle priorities and a forum to discuss what we are trying to achieve and get advice on how to get there. For financial institutions, this includes better access to information on threats and emerging trends, as well as allowing them to focus and target anti-money laundering resources and to mitigate risks.

Work is primarily focused against the four key priority areas of bribery and corruption, trade based money laundering, organised immigration crime and human trafficking and terrorist financing.

From April 2015 to December 2017, 99 arrests were made, facilitated, or supported by JMLIT activity. JMLIT enquiries identified over 3000 bank accounts that were previously unknown to law enforcement, and over 100 new suspects in criminal investigations, 27 JMLIT alerts were distributed to all UK Finance members and other relevant industry bodies, and funds valued at a total of £9 million were restrained.

184 We will continue to enhance our engagement with the financial sector, integrating JMLIT into the NECC, boosting its resources and analytical capabilities, and opening membership to other sectors (including the legal and accountancy professions). We will also expand the JFT to include a broader range of private sector partners, and deliver a cross-industry plan to significantly reduce 'Card Not Present' fraud, by removing loopholes and strengthening customer authentication on online transactions. We will integrate private sector representatives into our approach to economic crime, including co-locating public-private teams in UK Finance to deliver reform of the SARs regime.

Expanding partnership working

185 We will build on this good record of engagement with the financial sector and expand it to other sectors to deliver mutual aims. Through co-designing our approach with the private sector we can ensure serious and organised criminals are less able to target businesses or exploit enablers to facilitate criminality, including corrupt or complicit insiders.

186 Our immediate priority will be engagement with the information and communications technology industry. This will be crucial to reducing cyber crime and online child sexual exploitation and abuse, as set out in Objectives One and Two, as well as to prevent criminals from targeting potential victims of fraud, modern slavery, and a range of other crimes. Aligned with the objectives of CONTEST and the Internet Safety Strategy, we will ask companies to proactively take action in order to protect users and deny serious and organised criminals the opportunity to abuse online platforms and services. This will require companies to proactively identify and act on content or conduct to prevent offending, and to develop and apply tools to automate these approaches (including through artificial intelligence).

187 We will ensure the private sector is integrated into our response to specific threats. In the waste sector, for example, the Environment Agency is setting up an intelligence sharing concordat with the industry to tackle illegal waste carriers. We will also expand our engagement with the private sector beyond specific sectors, to broaden collaboration on cross-cutting threats and design out vulnerabilities. At the local level, the Serious and Organised Crime Community Coordinators will seek to integrate local business associations, and Local Enterprise Partnerships in England, as part of the multi-agency response within communities. At the national level, we will create a dedicated hub within the Home Office to provide a focal point for the department's work with the private sector on a wide range of crime types, including serious and organised crime. At the international level, we will look to set the global agenda on public-private partnerships. We will promote the UK model internationally through SOCnet, sharing best practice (particularly on engaging with the financial sector) and standardising public-private partnerships as an approach (i.e. at the UN, and through capacity building in third countries).

188 Our integration with the private sector will also be facilitated by the Joint Security and Resilience Centre (JSaRC). In 2016 the Home Office invested £11 million in JSaRC over four years to improve collaboration between government and the security industry and drive innovation. JSaRC is the operational arm of the Security and Resilience Partnership, and is supported by an alliance of UK security and resilience organisations (RISC).

Measuring success

189 Success in this part of the objective will mean that there is effective information sharing, shared ownership and collaborative action between government and the private sector. We will measure success through baseline assessments of the current situation and ongoing evaluation of the level and quality of engagement.



Part Four: Implementation

190 This section describes how we will ensure the effective implementation of this strategy, including governance and performance.

Governance and oversight

Ministerial responsibilities

191 The NSC, chaired by the Prime Minister, will oversee the Serious and Organised Crime Strategy, taking regular reports on its progress; it will also consider emerging risks, review the collective impact of our work, and agree our response and resourcing accordingly.

192 The NSC will be supported in its oversight role by a cross-government decision-making body, the Serious and Organised Crime Inter Ministerial Group. The Group brings together Secretaries of State from both the NSC and the Social Reform Committee to align our collective efforts and ensure we bring a whole-of-government response to tackling serious and organised crime.⁸²

193 The Home Secretary is responsible for the overall coordination of the UK government's response to serious and organised crime, has oversight of the NCA and MI5 and is accountable to Parliament for policing in England and Wales.

194 Ministerial responsibility for some aspects of this strategy sits outside of the Home Secretary's remit:

- The Foreign Secretary is responsible for UK foreign policy and government activity overseas, including international elements of the Serious and Organised Crime Strategy. The Foreign Secretary also has oversight of the Secret Intelligence Service (SIS) and GCHQ and is accountable to Parliament for their activities.
- The Chancellor of the Exchequer is responsible for regulating the financial and banking sectors, for the Money Laundering Regulations and overseeing anti-money laundering supervision, and for ensuring that financial sanctions are implemented and enforced.

⁸² The NSC is attended by Cabinet ministers, the Chief of the Defence Staff and Heads of Intelligence Agencies when required. The Social Reform Cabinet Committee is chaired by the Prime Minister and constitutes Secretaries of State from nine government departments.

- The Defence Secretary is responsible for the Armed Forces and Ministry of Defence's contribution to countering serious and organised crime including, where appropriate and available, using interdiction capabilities to ensure threats cannot reach the UK.
- The Attorney General provides legal advice to government and oversees the main independent prosecuting departments – the CPS and SFO.
- The International Development Secretary leads the UK's work to end extreme poverty and to deliver programmes to tackle insecurity and conflict in developing countries. This includes addressing underlying social and economic problems (such as corruption) that enable serious and organised crime to flourish.
- The Lord Chancellor and Secretary of State for Justice is responsible for the criminal justice system, including the prison and probation service and ensuring the system is responsive for victims and the public.
- The Secretary of State for Health and Social Care is responsible for the policy relating to the recovery from drug dependence and for ensuring the health sector use their unique position to identify and safeguard victims of serious and organised crime, raise awareness of its consequences and share information with partners to help tackle it.
- The Secretary of State for Business, Energy and Industrial Strategy is responsible for policy relating to business, including by ensuring there is transparency around who ultimately owns and controls a company, which is an important part of the global fight against corruption, money laundering and terrorist financing.
- The Secretary of State for Housing, Communities and Local Government sets the overarching framework for local government and coordinates work with local authorities in England to, for example, support complex families with children at risk of involvement in crime and build safer communities that have a greater resilience to serious and organised crime.
- The Secretary of State for Education is responsible for children's services and the education of young people, including activity delivered by the education sector to divert young people away from becoming involved in serious and organised crime, either as a victim or potential offender.
- The Secretary of State for Environment, Food and Rural Affairs is responsible for safeguarding our natural environment and supporting our food and farming industry, and has a lead role in tackling waste and wildlife crime.
- The Secretary of State for Work and Pensions is responsible for protecting the welfare and benefits systems from fraud, including fraud committed by serious and organised criminals.
- The Secretary of State for Digital, Culture, Media and Sport leads the government's relations with the technology industry, including communications service providers, while also overseeing the development of the Digital Charter as part of efforts to make the UK the safest place in the world to be online.

[195](#) Annex A provides further detail on the roles and responsibilities of each department and agency involved in delivering this strategy.

Oversight

196 The Joint Committee on the National Security Strategy of Parliament has oversight of the National Security Strategy, of which our response to serious and organised crime forms part. The Home Affairs Select Committee and the Public Accounts Committee of Parliament also provide oversight of aspects of our response, for example on asset recovery performance.

197 The Intelligence and Security Committee of Parliament has, in broad terms, oversight of the security and intelligence activities of the UK, with the Investigatory Powers Commissioner providing independent oversight of the investigatory work of the security and intelligence agencies.

Devolved administrations

198 As set out earlier in this strategy, policing and crime matters are devolved in Scotland and Northern Ireland and the responsibility of the Scottish Government and Northern Ireland Executive. Both jurisdictions work to their own respective strategies and have their own oversight arrangements to which they are accountable for delivery and performance. Many of the local delivery mechanisms, such as those covering health, education and local government, are devolved in Northern Ireland, Scotland and Wales.

199 The UK government, the devolved administrations and Police and Crime Commissioners will continue to work together and with a shared recognition of the threat posed across the UK by serious and organised crime ensuring that our respective strategic responses are aligned. This close collaboration will help to ensure that we are collectively able to fulfil the objectives of this strategy and the respective Scotland and Northern Ireland strategies across the UK.

Departmental coordination

200 The response to serious and organised crime across the UK government is overseen by a Director General currently in the Home Office, who acts as Senior Responsible Owner (SRO). Home Office officials support the Home Secretary and the SRO in developing, coordinating, implementing and evaluating this strategy.

201 Our response to serious and organised crime is continually managed and monitored. The SRO chairs a National Security Strategy and Implementation Group for Serious and Organised Crime, which brings together senior operational and policy leaders from across government, the devolved administrations, law enforcement agencies and the security and intelligence agencies to coordinate activity and ensure implementation and evaluation of the strategy.

Crown Dependencies and Overseas Territories

202 As outlined in the 2012 White Paper 'The Overseas Territories: Security, Success and Sustainability', the UK government is committed to working in partnership with the Crown Dependencies and Overseas Territories to tackle threats arising from serious and organised crime. Although the Governors of the Overseas Territories are responsible for their responses to serious and organised crime, the UK government will support and collaborate with them where necessary to develop strategies, and subsequent capability building and planning, through the relevant government departments.

People and culture

203 Our people and culture are integral to the success of our strategy, policy, and operations. Being effective in tackling serious and organised crime requires recruiting, training, and retaining high-calibre people in all areas and ensuring they work well together. It is also contingent on understanding, listening to, and working in partnership with individuals, groups, and communities with a range of backgrounds and characteristics, including gender, ethnicity, religion, and social background.

204 The 2015 SDSR established a security and defence diversity network. Its work has complemented other departmental and civil service-wide efforts to ensure that all those who work on national security are aware that diversity and inclusion is critical to how we work. We will improve external engagement and internal representation among those who work to tackle serious and organised crime. We will proactively embed more inclusive approaches throughout our work, including encouraging constructive challenge and different ways of thinking, and improving our resilience, to help us better respond to the complex threats that we face.

Performance

205 This strategy is monitored against a set of key performance indicators, supplemented by the detailed evaluation of specific programmes. The National Serious and Organised Crime Performance Framework, developed by the Home Office and NCA in conjunction with stakeholders from across law enforcement and wider government, will deliver a quantitative and qualitative approach to understanding the impact of the UK's overseas and domestic response to serious and organised crime.

206 The data collected in the framework will be used to monitor progress towards the strategic objectives and to make informed decisions about the most effective, efficient way to allocate resources to counter serious and organised crime and achieve value for money. We intend to improve performance and management data across the system to improve our decision making and agility.

207 The NCA assesses the impact of its operational activity, as well as assessing progress towards its mission and the health of the organisation. This assessment is reviewed quarterly and overseen by the NCA Board. The Director General of the NCA reports directly to the Home Secretary on the performance of the NCA. The NCA also contribute to a wider cross-law enforcement assessment of performance against serious and organised crime, and take the lead in reporting to the Home Secretary on the national law enforcement response.

Annex A: Roles and responsibilities

Action Fraud: The UK's single point of reporting for fraud and cyber crime.

The Attorney General's Office (AGO): The AGO supports the Attorney General and the Solicitor General in their duty to provide legal advice to the government and to oversee the main prosecution authorities – the CPS and SFO.

Cabinet Office (CO): The Cabinet Office supports the work of the National Security Council (NSC) through the National Security Secretariat. The Cabinet Office Briefing Room (COBR) is the government's crisis response mechanism, including for incidents of serious and organised crime that require a crisis management response. The Joint Intelligence Committee is a cross-government committee, based at the Cabinet Office, providing ministers and senior officials with strategic assessments, primarily about security, defence and foreign affairs. The Cabinet Office is also responsible for the delivery of the NCSS.

Centre for the Protection of National Infrastructure (CPNI): CPNI is the national technical authority for physical and personnel protective security measures, providing protective security advice to organisations. It works closely with the NCSC, which leads on cyber security advice.

Crown Prosecution Service (CPS): The CPS prosecutes serious and organised crime cases in England and Wales. CPS pursues all confiscation proceedings flowing from criminal investigations conducted by NCA and HMRC, and undertakes both criminal confiscation and civil recovery proceedings in conjunction with ROCUs and police forces. CPS also deploys a network of international prosecutors, conducts extradition proceedings on behalf of foreign authorities and is responsible for obtaining European Arrest Warrants, issuing extradition requests, and wider international justice cooperation (including the gathering of evidence overseas).

Department for Business, Energy and Industrial Strategy (BEIS): BEIS is responsible for policy relating to business, including ensuring there is transparency around who ultimately owns and controls a company, which is an important part of the global fight against corruption, money laundering and terrorist financing. This can assist law enforcement in their investigations of alleged criminal behaviour and additionally act as a deterrent.

Department for Digital, Culture, Media and Sport (DCMS): DCMS leads the government's relations with the technology industry, including with communications service providers, while also overseeing the development of the Digital Charter as part of efforts to make the UK the safest place in the world to be online.

Department for Education (DfE): DfE is responsible for children’s services and the education of young people, including activity delivered by the education sector to divert young people away from becoming involved in serious and organised crime, either as a victim or potential offender.

Department for Environment, Food and Rural Affairs (Defra): Defra is responsible for safeguarding our natural environment and supporting our food and farming industry, and has a lead role in tackling waste and wildlife crime.

Department of Health and Social Care (DHSC): DHSC is responsible for the policy relating to the recovery from drug dependence and also for ensuring the health sector use their unique position to identify and safeguard victims of serious and organised crime, raise awareness of its consequences and share information with partners to help tackle it.

Department for International Development (DFID): DFID leads the UK’s work to end extreme poverty and to deliver programmes to tackle insecurity and conflict in developing countries. This includes addressing underlying social and economic problems (such as corruption) that enable serious and organised crime to flourish.

Department for Transport (DfT): DfT is the security regulator for the transport sector and for the transportation of dangerous goods. DfT’s security regulations are intended to protect the travelling public, transport facilities and those employed in the transport industry, regulations which can also serve to disrupt serious and organised crime.

Department for Work and Pensions (DWP): DWP is responsible for protecting the welfare and benefits systems from fraud, including fraud committed by serious and organised criminals.

Devolved Administrations (DAs): DAs are responsible in Northern Ireland, Scotland and Wales for the functions which have been devolved to them according to their different devolution settlements. Policing and justice are devolved in Scotland and Northern Ireland.

Financial Conduct Authority (FCA): The FCA regulates the financial sector and financial advisers, and will pursue criminal prosecutions, including for insider dealing and market manipulation.

Foreign and Commonwealth Office (FCO): The FCO is responsible for delivering diplomatic and practical support to our priorities on serious and organised crime overseas.

Government Agency Intelligence Networks (GAIN): GAIN operates across regions to facilitate the sharing of information and intelligence between government, law enforcement and in some instances the private sector to help tackle the threat from serious and organised crime.

Government Communications Headquarters (GCHQ): GCHQ provides intelligence support to law enforcement in tackling serious and organised crime, as well as providing practical technical assistance to combat online threats, particularly online child sexual exploitation and abuse.

Her Majesty’s Prison and Probation Service (HMPPS): HMPPS is an executive agency of the Ministry of Justice (MoJ) responsible for the correctional services in England and Wales.

HM Revenue and Customs (HMRC): HMRC is the UK’s tax and customs authority, responsible for tackling fiscal fraud, with civil and criminal powers to investigate organised criminals. HMRC also has an international network of Fiscal Crime Liaison Officers.

HM Treasury: HM Treasury is responsible for regulating the financial and banking sectors, for the Money Laundering Regulations and overseeing anti-money laundering supervision, and for ensuring that financial sanctions are implemented and enforced.

Home Office (HO): The Home Office is responsible for leading the UK's response to serious and organised crime, working closely with the police, security and intelligence agencies and across government to do this. The Home Secretary and Minister of State for Security and Economic Crime have ministerial oversight for devising and coordinating the delivery of this strategy, as well as oversight of the NCA. Through Border Force, UK Visas & Immigration, Immigration Enforcement and Her Majesty's Passport Office, the Home Office has responsibility for the security of our border and immigration system and works closely with the NCA and police to ensure the border and immigration system can help to tackle the threat from serious and organised crime.

Intellectual Property Office (IPO): The national coordinator on intellectual property crime (counterfeiting and piracy). The IPO's Intelligence Hub coordinates and exchanges intelligence between intellectual property enforcement agencies and the private sector in the UK and overseas.

Joint Fraud Taskforce (JFT): The JFT was set up in 2016, together with the private sector, law enforcement and government to protect the public from fraud.

Joint Money Laundering Intelligence Taskforce (JMLIT): Since 2014 the JMLIT has provided a mechanism for law enforcement and the financial sector to share information and work more closely together to detect, prevent and disrupt money laundering and wider economic crime.

Ministry of Defence (MOD): MOD supports this strategy by building capacity in priority countries and where appropriate and available, using interdiction capabilities to ensure threats cannot reach the UK.

Ministry of Housing, Communities and Local Government (MHCLG): MHCLG sets the overarching framework for local government and coordinates work with local authorities in England to, for example, support complex families with children at risk of involvement in crime, and build safer communities that have a greater resilience to serious and organised crime.

Ministry of Justice (MoJ): MoJ works to protect the public and reduce reoffending, and to provide a more effective, transparent and responsive criminal justice system for victims and the public. It is also responsible for ensuring that prison and probation services disrupt serious and organised crime related activity as part of a lifetime offender management approach.

National Crime Agency (NCA): The NCA leads and coordinates UK law enforcement's response to serious and organised crime and is responsible for developing a single authoritative view of the threat. It leads the operational response to some of the highest priority threats and supports ROCUs and police with their operations to counter serious and organised crime. The NCA also has a network of international liaison officers and is responsible for a number of national functions, including responsibility for liaising with Europol and Interpol. The NCA is led by a Director General and overseen by the Home Secretary, but is operationally independent.

The National Cyber Security Centre (NCSC): NCSC was created in 2016 to help protect our critical services from cyber attacks, manage major incidents and improve the underlying security of the UK internet.

National Economic Crime Centre (NECC): The NECC will act as the national authority for the UK's operational response to economic crime, drawing on operational capabilities in the public and private sector to tackle the greatest threats.

Police Forces: Most of the operational work against serious and organised crime in this country will continue to be conducted by the 43 police forces in England and Wales at a regional and local level. The Police remain operationally independent but work in close conjunction with both the Home Office and the NCA alongside other operational partners and are closely supported by local authorities and their agencies.

Police and Crime Commissioners (PCCs): Police and Crime Commissioners are elected officials in England and Wales charged with the efficient and effective policing of their area. They also hold Chief Constables to account for the delivery of the police and crime plan in their area. Police and Crime Commissioners are also charged with holding the police fund (from which all policing of the area is financed) and raising the local policing precept from council tax.

Regional Organised Crime Units (ROCU): ROCUs are regional police units that have a number of specialist capabilities used to investigate and disrupt serious and organised crime. There are nine ROCUs in England and in Wales and they are the principal interface between the NCA and police forces. Police forces are able to draw on the ROCUs specialist capabilities through an established tasking mechanism.

Serious Fraud Office (SFO): The SFO is a specialist law enforcement agency which investigates and prosecutes the top level of serious and complex fraud, bribery and corruption, and associated money laundering. The SFO is part of the criminal justice system covering England, Wales and Northern Ireland but not Scotland, the Isle of Man or the Channel Islands.

Secret Intelligence Service (SIS): SIS collects intelligence overseas to promote and defend the national security and economic well-being of the UK.

Security Service (MI5): MI5 is responsible for protecting UK national security against threats including terrorism and serious and organised crime.

The UK Protected Person Service (UKPPS): UKPPS provides protection and care to victims of, and witnesses to, serious and organised crime who are considered by law enforcement agencies to be at risk of serious harm.





HM Government

Serious Violence Strategy

April 2018

Serious Violence Strategy

April 2018

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Home Secretary Foreword



I am determined we take action to address serious violence and in particular the recent increases in knife crime, gun crime and homicide. I am also very concerned about the unspeakable attacks involving acid

and corrosive substances, as well as the violence and exploitation caused through the spread of county lines as a means by which criminals supply hard drugs.

These crimes are unacceptable and the Government is determined to do all it can to break the deadly cycle of violence that devastates the lives of individuals, families and communities. I am clear that there is no place in society for these horrendous crimes and anyone committing these acts of violence must feel the full force of the law.

That is why we have been leading significant action to tackle knife crime and other forms of serious violence. This includes the action plan to tackle acid attacks I announced in July 2017 and the further measures on offensive and dangerous weapons we have been consulting on.

The Serious Violence Strategy represents a very significant programme of work involving a range of Government Departments and partners, in the public, voluntary and private sectors. We know intervening early can help us catch young people before they go down the wrong path, encouraging them to make positive choices. This strategy stresses the importance of early intervention to tackle the root causes and provide young people with the skills and resilience to lead productive lives free from violence.

The strategy supports a new balance between prevention and effective law enforcement. By investing in initiatives such as the new Early Intervention Youth Fund we will help provide critical support for young people to provide them with the tools, support and opportunity to live violence-free lives. It underlines the importance of steering young people away from crime in the first place, whilst ensuring that the police have the tools and support they need to tackle violent crime.

In addition to our focus on early intervention and prevention we are also placing communities and local partnerships at the heart of our approach. I am clear that we cannot arrest our way out of this issue and that tackling serious violence requires a multiple-strand approach involving police, local authorities, health and education partners to name but a few. I am also clear that Police and Crime Commissioners have a pivotal role to play and I want to see them prioritise (within their police and crime plans) and work in partnership to tackle the serious violence that damages communities.

The strategy sets out a new challenge for Community Safety Partnerships and other local partnerships. We will put measures in place to help them respond to serious violence and to make it their mission to tackle this crime and involve communities in doing so.

The changing drugs market is identified as one of the drivers of the recent increase in violent crime. We are therefore taking a range of action to tackle county lines and the misuse of drugs. The Home Office will support a new National County Lines Co-ordination Centre to take action to tackle county lines and the misery it brings through drugs, violence and exploitation of the vulnerable.

Finally, we will continue to support an effective law enforcement and criminal justice response so that those who commit these offences feel the full force of the law. We are planning new legislation and providing law enforcement with the additional tools they need to disrupt and prevent serious violence. Our support for the police, together with a greater emphasis on early intervention, will address violent crime and help young people to develop the skills and resilience to live happy and productive lives away from violence.

A handwritten signature in black ink, appearing to read 'Amber Rudd'.

Rt Hon Amber Rudd MP

Executive Summary

The Government is determined to do all it can to break the deadly cycle of violence that devastates the lives of individuals, families and communities. This strategy sets out how we will respond to serious violence.

The strategy consolidates the range of very important work already being taken forward and renews our ambition to go further, setting out a number of significant new proposals. **We want to make clear that our approach is not solely focused on law enforcement, very important as that is, but depends on partnerships across a number of sectors such as education, health, social services, housing, youth services, and victim services.** In particular it needs the support of communities thinking about what they can themselves do to help prevent violent crime happening in the first place and how they can support measures to get young people and young adults involved in positive activities. **Our overarching message is that tackling serious violence is not a law enforcement issue alone. It requires a multiple strand approach involving a range of partners across different sectors.**

The strategy sets out our analysis of the evidence and the trends and drivers of serious violent crime. The evidence shows that while overall crime continues to fall, **homicide, knife crime and gun crime have risen** since 2014 across virtually all police force areas in England and Wales. Robbery has also risen sharply since 2016. These increases have been accompanied by a shift towards younger victims and perpetrators. Most of the violence is also male on male. About half the rise in robbery, knife and gun crime is due to improvements in police recording. For the remainder, drug-related cases seem to be an important driver. Between 2014/15 and 2016/17, homicides where either the victim or suspect were known to be involved in using or dealing illicit drugs increased from 50% to 57%.

Crack cocaine markets have strong links to serious violence and evidence suggests crack use is rising in England and Wales

due to a mix of supply and demand factors. Drug-related cases also seem to be one of the driving factors in the homicide increase in the United States. Drug-market violence may also be facilitated and spread to some extent by social media. A small minority are using social media to glamorise gang or drug-selling life, taunt rivals and normalise weapons carrying. There has also been an increase in vulnerable groups susceptible to the related exploitation and/or drug use.

The strategy is framed on four key themes: **tackling county lines and misuse of drugs, early intervention and prevention, supporting communities and partnerships, and an effective law enforcement and criminal justice response.** This strategy represents a step change in the way we think and respond to serious violence, establishing a new balance between prevention and law enforcement.

Given the strong link between drugs and serious violence and the related harm and exploitation from county lines, we have set out the action we will take to tackle this violent and exploitative criminal activity. The Home Office is supporting the development of **a new National County Lines Co-ordination Centre.** We will continue to raise awareness of county lines and the related exploitation, and we will provide funding to support delivery of a new round of Heroin and Crack Action Areas.

Our work on early intervention and prevention is focused on steering young people away from crime and putting in place measures to tackle the root causes. **The Home Office has committed £11 million over the next two years through a new Early Intervention Youth Fund** to provide support to communities for early intervention and prevention with young people. We will **support Redthread to expand** and pilot its Youth Violence Intervention Programme outside London, starting with Nottingham and Birmingham, and to develop its service in major London hospitals. We will also continue to **fund Young People's**

Advocates working with gang-affected young women and girls, and exploring whether the model should be expanded. The Home Office will work with the Department for Education and Ofsted to explore what more can be done to support schools in England to respond to potential crime risks and to provide additional support to excluded children.

We need an approach that involves partners across different sectors, including police, local authorities and the private and voluntary sector. Communities and local partnerships will be at the heart of our response. This issue must be understood and owned locally so that all the relevant partners can play their part. We will support local partnerships, **working with Police and Crime Commissioners (PCCs)**, to galvanise the local response to tackling serious violence and ensure that they are reflecting local challenges within their plans. We have launched a **new media campaign raising awareness about the risks of carrying knives**. To help communities tackle knife crime, the Home Office is providing up to **£1 million for the Community Fund** in both 2018/19 and 2019/20, in addition to continuing the **Ending Gang Violence and Exploitation (EGVE) Fund and EGVE review programme**.

We are clear that tackling serious violence is not a law enforcement issue alone and requires partnerships across a range of agencies; however we want to ensure that we are providing the tools to support the law enforcement and criminal justice response. We are planning new legislation to strengthen our controls on knives, corrosive substances and firearms. The Home Office will also work with Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS) to ensure their **PEEL inspections** focus on serious violence and support a **HMICFRS thematic inspection of county lines** in 2018/19. The Home Office has commissioned the Centre for Applied Science and Technology to ensure that the police have the capability to undertake **street testing for corrosives**.

Finally, we will ensure that there is a framework in place to support delivery of the strategy. The Home Office will establish a new cross sector **Serious Violence Taskforce** with key representatives from a range of national, local and delivery partner agencies to oversee delivery and challenge the impact of delivery of the Serious Violence Strategy. The current Inter-Ministerial Group on Gangs will be refocused to oversee and drive delivery of the strategy. The Home Secretary will also hold an **International Violent Crime Symposium** to bring together the international academic community to understand the trends in serious violence in different parts of the world.

Introduction

The Government is concerned about recent increases in homicides, gun crime and knife crime. These offences – homicides and knife and gun crime – account for around 1% of all recorded crime, but the impact of serious violent crime on society is significant. There is a huge cost to individuals, families and communities through loss of life, and the trauma caused through both the physical and psychological injuries suffered. That is why tackling serious violence is a Government priority.

Crime has fallen rapidly over the last 20 years. Indeed violent crime has seen very substantial reductions since its peak in the mid-1990s as recorded by the Crime Survey for England and Wales, regarded as the most reliable independent survey of crime. Violence with injury in the year ending September 2017 was 40% lower than in the year ending June 2010 and 76% lower than its peak in 1995.

However some types of violent crime recorded by the police have shown increases since late 2014. Some of this increase can be attributed to improvements in how police forces record crime, but some of the increases are thought to be genuine, including a rise in offences involving knives and firearms.

The Government already has significant programmes of work in place to tackle serious violence (and the associated exploitation that often comes with some types of violence). The programmes include: the Ending Gang Violence and Exploitation (EGVE) programme which, since January 2016, has been in place supporting communities and local areas to respond and build resilience against both violence and the exploitation that often comes with it; the related work on drug-dealing gangs and county lines, driven by a national working group since November 2016, that is overseeing a key set of actions on enforcement and awareness raising; the acid attacks action plan, announced in July

2017, that we have been delivering and which includes actions to improve policing, support for victims, and work with retailers; our work to tackle knife crime that was set out in the Modern Crime Prevention Strategy published in March 2016 and which includes the voluntary agreement with major retailers on sales of knives, banning zombie knives in August 2016, and support for national weeks of action against knives by police forces under the Operation Sceptre banner.

We have been supporting early intervention and prevention work, often through the voluntary sector, such as youth workers from Redthread who are based in hospital emergency departments and Young People's Advocates, who work with gang affected young women and girls. We have also provided support for local communities working with young people and young adults at risk through the EGVE Fund, the Serious and Organised Crime (SOC) 'Prevent' Local Pilots Fund which supports projects to stop vulnerable individuals from involvement in SOC offending or re-offending, and the anti-knife crime Community Fund.

The Government has also undertaken work to prevent firearms getting into the hands of criminals including: tightening up legislation on firearms in the Policing and Crime Act 2017; making changes to the licensing regimes to make it harder for weapons to move from legal to illegal ownership; establishing the new National Firearms Threats Centre in 2017; and support for joint work by police forces, the National Crime Agency and Border Force on operations to tackle the illegal supply of firearms through our borders.

This strategy details the range of very important work already being taken forward but it also demonstrates our ambition to go further, detailing a number of significant new proposals. We want to make clear that our approach is not solely focused on law enforcement, very important as that is, but depends also on partnerships across a

number of sectors such as education, health, social services, housing, youth services, victim services and others. In particular it needs the support of communities thinking about what they can themselves do to help prevent violent crime happening in the first place and how they can support measures to get young people and young adults involved in positive activities. **Tackling serious violence is not a law enforcement issue alone and it requires a multiple strand approach involving a range of partners across different sectors. That is the overarching message in this strategy.**

Using the available evidence we outline our analysis of what is happening in serious violent crime, the research on the risk factors that draw young people and young adults into crime, and we have proposed further action under three key themes, early intervention and prevention, supporting communities and local partnerships and effective law enforcement and criminal justice response. Given the significant role of the misuse of drugs and county lines in serious violence we have set out the action we are taking under a separate heading.

- **Tackling County Lines and Misuse of Drugs** – we want to tackle the significant role of drugs and county lines in serious violence. This chapter in the strategy sets out the measures to tackle county lines, which includes the creation of the new National County Lines Co-ordination Centre to strengthen significantly our response to tackle this violent and exploitative form of crime.
- **Early Intervention and Prevention** – we must prevent people from committing serious violence and being drawn into exploitation by building resilience, supporting positive alternatives and providing timely interventions at the “teachable moment”. This chapter in the strategy signals our intention to deliver a step change in early intervention and prevention and outlines proposals for action which support interventions to

help young people and young adults to live positive lives away from violence.

- **Supporting Communities and Local Partnerships** – we want communities and local partnerships to be at the heart of our multiple-strand approach to tackling serious violence. This chapter outlines measures to help communities to build resilience and respond to serious violence. It also sets out measures to support vulnerable individuals, communities and the wider public through encouraging partners to take action to reduce the opportunities for crime to take place, including raising awareness of the key issues and how best to respond.
- **Effective Law Enforcement and Criminal Justice Response** – we will pursue those who commit serious violent crime through effective law enforcement and ensuring that the criminal justice system is effective and responsive, especially for victims. This chapter sets out how the Government is planning legislation to support law enforcement and is tightening up the legal framework on firearms ownership to prevent such weapons getting into the hands of criminals.

The scope of the strategy is concerned with specific types of crime such as homicide, knife crime, and gun crime and areas of criminality where serious violence or its threat is inherent, such as in gangs and county lines drug dealing. It also includes emerging crime threats faced in some areas of the country such as the use of corrosive substances as a weapon.

Serious violence extends to other forms of serious assault of course. We know that a significant proportion of violence is linked to either domestic abuse or alcohol, but these two important elements are not driving the increases we are seeing in violent crime. That is why they are not the focus of this document. The strategy also does not address specifically sexual abuse, modern slavery or violence against women and girls. They may all involve forms of serious violence but there are already specific strategies addressing those important issues, and so they are not included within the scope of this new strategy.

Over the past few years there has also been a significant programme of work to tackle serious and organised crime including the establishment of the National Crime Agency (NCA) in 2013. This strategy has important links to the Government's work on serious and organised crime, particularly for threats such as county lines and firearms offences. We set out the links through this strategy and are clear that particularly for our prevention and enforcement activity we will seize the opportunities to maximise our work in this area, linking up on implementation to ensure a joined up approach both locally and nationally where relevant. The Drugs Strategy, published in July 2017, also informs the key sections in this strategy on the supply and demand for illegal drugs.

The Serious Violence Strategy is for England and Wales. We recognise that some of the areas of focus are devolved matters in Wales, such as health and education. Similarly the delivery and implementation of some elements of the strategy also vary in Wales due to the devolved landscape of local services, and so we will work with the Welsh Government in taking this strategy forward. We also recognise that some of the issues identified in the strategy also apply to Scotland and Northern Ireland and we will engage closely with their respective Governments.

The strategy includes data, research and measures aimed at young people (under 18s) and young adults (by which we mean a broader group of younger adults up to the age of 25). Where we have referred to data or evidence which relates to differing age groups or where measures are targeted at adults we have attempted to make that clear in the strategy itself.

Chapter 1

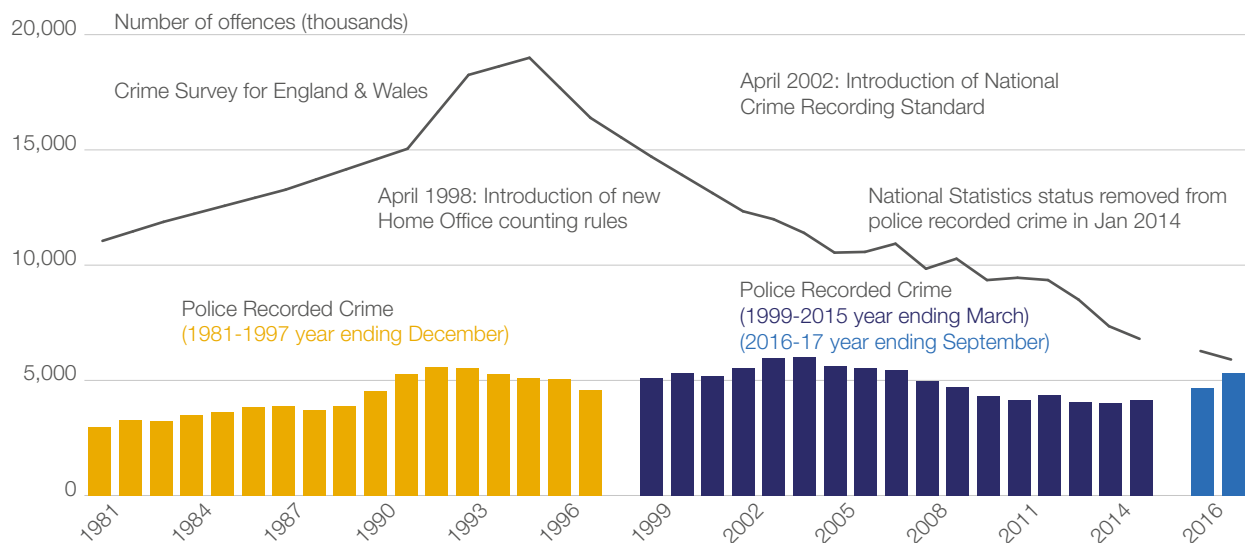
Trends in serious violence and its drivers

This chapter sets out our thinking on the trends in serious violence and the drivers behind recent increases. It focuses on knife crime, gun crime and homicide. From time to time, the chapter draws on data on robbery offences. A sizeable proportion of robbery offences (21%) involve the use – or the threat of use – of a knife. On the other hand, knife robberies account for 40%

of all offences involving a knife or sharp instrument.

Crime has fallen markedly over the last twenty years, as the graph below shows. One of the remarkable things about the decline, over the period as a whole, is that it has been common to almost all crime types from petty theft to murder.

Figure 1: Trends in Crime Survey for England and Wales and police recorded crime, year ending December 1981 to year ending September 2017



Source: Police recorded crime; Crime Survey England and Wales

1. Police recorded crime data are not designated as National Statistics.
2. CSEW data on this chart refer to different time periods: a) 1981 to 1999 refer to crimes experienced in the calendar year (January to December) b) from year ending March 2002 onwards the estimates relate to crimes experienced in the 12 months before interview, based on interviews carried out in that financial year (April to March).
3. From the year ending March 2012 onwards, police recorded crime data have included offences from additional sources of fraud data.
4. CSEW data relate to adults aged 16 and over or to households.

Some serious violent offences have been increasing since 2014 – homicide, knife crime, gun crime – but these typically make up just 1% of crime recorded by the police.¹ For the other 99%, the balance of evidence suggests that overall crime has continued to fall, according to the most recent Crime Survey data (to the year ending September 2017).² However, crime statistics are complex and easily misunderstood. The complexity is due to two main factors. Firstly, the police have made significant improvements to the way they record crimes³; and secondly, victims have increasingly come forward to report previously ‘hidden’ offences like domestic

and sexual abuse.⁴ This means that the number of crimes reported to and recorded by the police has risen, irrespective of trends in actual criminality.

To get a better picture we need to turn to alternative sources: the independent Crime Survey for England and Wales, and hospital statistics. While violence has increased by 94% in police figures between 2012/13 and 2016/17, it fell by 26% on the Crime Survey and by 17% in hospital data.⁵ However, the hospital data, which are unaffected by the changes to police figures, also show that certain types of serious violence are genuinely rising, and have been since 2014/15.

Police recorded knife crime has risen by 36% between 2013/14 and 2016/17.⁶ However, there is evidence that around half of these extra offences are due to improved police recording – across the same period, hospital admissions for assault by sharp object show an increase of only 18%.⁷ Offences involving firearms increased by 31% between 2013/14 and 2016/17.

Here too there is evidence that part, but not all, of the increase is due to specific improvements in the recording of firearms offences.⁸ Homicide, which includes both murder and manslaughter, and is not affected by police recording changes, has risen by 18% between 2013/14 and 2016/17 (excluding the victims of Hillsborough).⁹

Figure 2: Indexed long-term trends in police recorded homicide, firearms offences and knife crime offences¹⁰

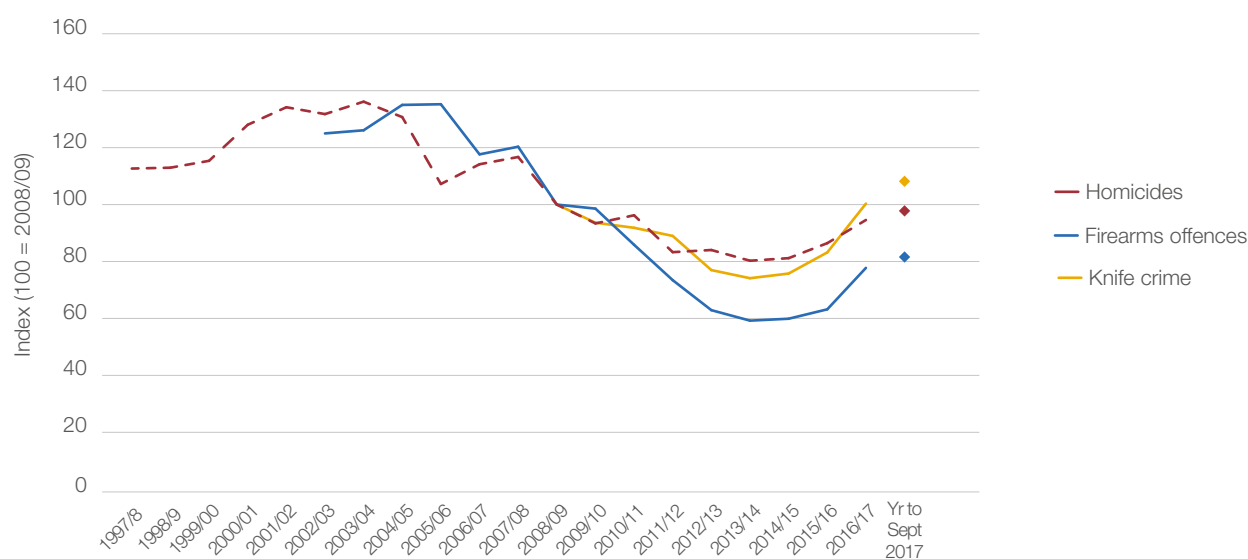


Table 1: Trends in police recorded homicide, firearms offences and knife crime offences¹¹

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Homicide	553	558	533	539	574	628
Knife crime offences (a)	28,393	24,566	23,665	24,178	26,547	32,014
Firearms offences (b)	6,022	5,158	4,856	4,911	5,182	6,375

Source: Police recorded crime

(a) The knife crime data collection is based on use of a knife in selected offences. These are: attempted murder, threats to kill, assault with injury, assault with intent to cause serious harm, robbery, rape and sexual assault.

'Use' means that a victim is stabbed with the knife or sharp instrument, where the skin is pierced. It also includes threats where the victim is convinced they were going to be stabbed and there is evidence of the suspect's intent to create this impression.

(b) Firearms offences includes those where the weapon is either fired, used as a blunt instrument or as a threat.

While these offences make up only 1% of total crime, they are of course among the most harmful to society. So these recent increases are disturbing but they also need to be put into context. Despite the recent increase, the number of homicides in 2016/17 is still 31% lower than its peak in 2003/04¹², which equates to 276 fewer homicides.¹³ Offences involving firearms are 43% lower than at their peak in 2005/06.¹⁴ England and Wales is one of the safest places to live, as the UN's most recent global homicide report makes clear. The rate for the UK is well below the global and European average.¹⁵

While homicide rates differ across nations, there has been some similarity in the long-term trends. In many developed nations, there have been three recognisable and significant turning points in the last 160 years.¹⁶ In England and Wales more specifically, homicide rates fell markedly from the middle of the nineteenth century until the 1960s. They then turned upwards for around 40 years until 2003/04¹⁷, when they began falling through to 2014. The same general pattern is found in many other nations, even for the recent increase since 2014 (see table 2). This suggests the possibility that there is a global component to the trend. It is too early to know whether the recent turning point will be of the same long-term importance as previous ones, but it is important we are aware that such a trend might be developing.

Table 2: Homicide trends by country, 2008 to 2014, and 2014 to 2016

	Homicide	
	Change from 2008 – 2014	Change from 2014 – 2016
England & Wales	-22%	16%
US	-14%	22%
Scotland	-37%	3%
Sweden	6%	22%
Canada	-15%	17%
France	-21%	0%
Germany	-4%	15%
Australia	-8%	-5%
Denmark	9%	-16%
Finland	N/A	-23%
Italy	-23%	-16%
Spain	-24%	-10%
Netherlands	-18%	-24%

Source: for England and Wales: Home Office Homicide Index. International data: see endnote 18.

Notes:

1. Percentages shown in the table for Scotland indicate changes in the number of homicide victims between 2008/09 and 2014/15, and between 2014/15 and 2016/17.
2. Homicide Index, Home Office, as at 16 November 2017; figures are subject to revision as cases are dealt with by the police and by the courts, or as further information becomes available. Excludes 96 victims of Hillsborough and 2 victims of terror attacks in 2016.
3. Changes for France exclude victims of terror attacks. Homicides have also increased in France, although rises commenced more recently than in England & Wales and are not reflected in the 2014-2016 comparison. Following a fall in homicides in France in 2015, there was an 11% increase in 2016 and a further 12% increase in 2017.

In some countries a similar trend is evident for robbery offences – although robbery data are not as consistently measured across countries as homicide. Table 3 illustrates that in common with England and Wales, six of the twelve countries examined also experienced a rise in recorded robbery in 2016.

Table 3: Robbery trends by country, 2008 to 2015, and 2015 to 2016

	Robbery	
	Change from 2008 – 2015	Change from 2015 – 2016
England & Wales	-37%	10%
US	-26%	1%
Scotland	-55%	8%
Sweden	-5%	1%
Canada	-32%	-2%
France	-2%	-5%
Germany	-11%	-4%
Australia	-46%	5%
Denmark	-40%	7%
Finland	-9%	8%
Italy	-24%	-6%
Spain	-10%	-2%
Netherlands	-26%	-7%

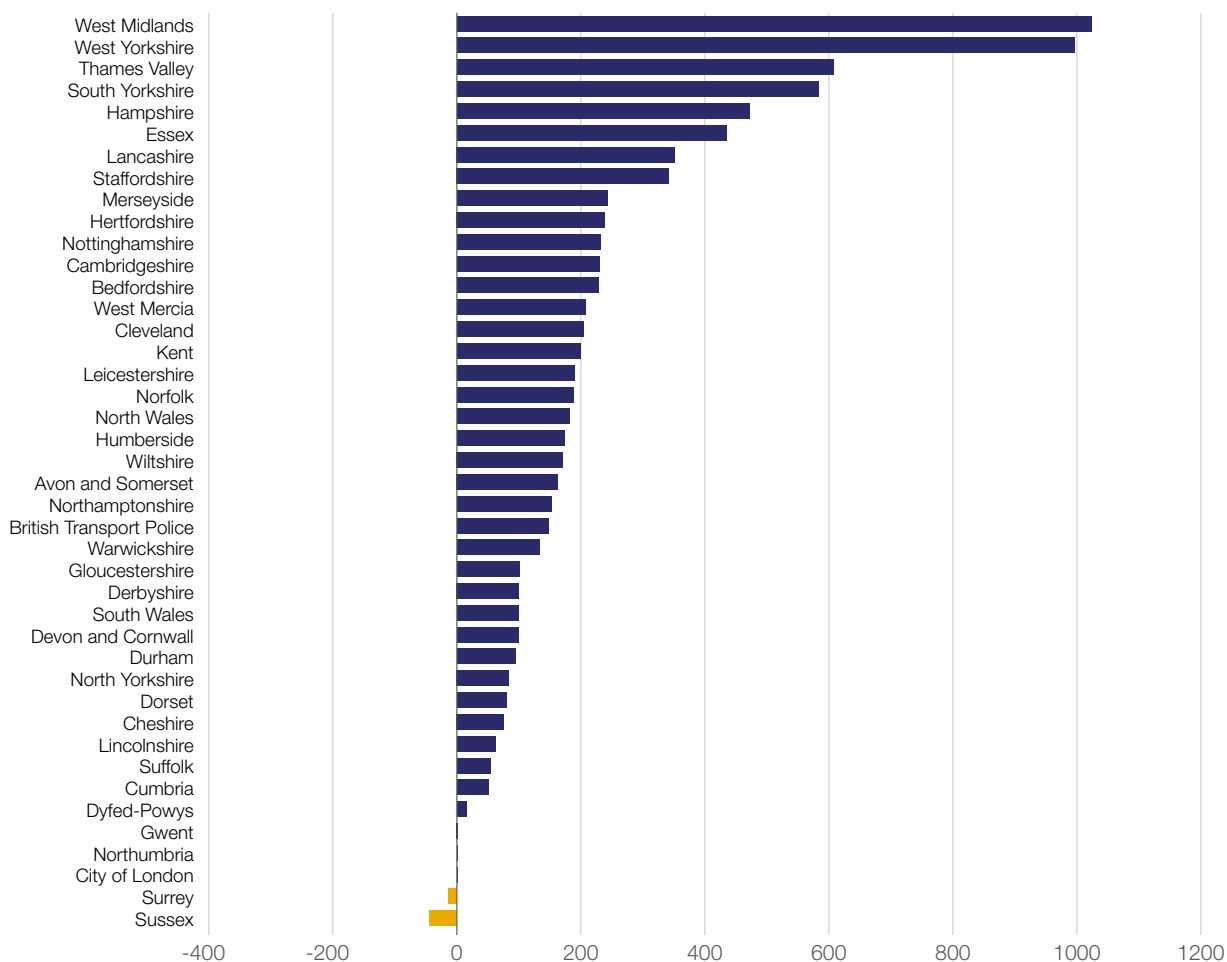
Source: for England and Wales: Home Office police recorded crime statistics, as at 6 October 2017. International data: see endnote 19.

Note:

1. For Scotland, percentages shown in the table indicate changes in recorded robbery between 2008/09 and 2015/16, and between 2015/16 and 2016/17.

Just as the fall in crime was seen in all areas of England and Wales, this increase in serious violence offences has also occurred nationally across England and Wales. Grouping English police forces together shows an aggregate rise in all four crime types: homicide, gun crime, knife crime and robbery between 2013/14 and 2016/17. The same is true if Welsh forces are aggregated, although the rate of increase is lower than for England. In fact, almost all police forces have seen increases in knife crime since 2014, (see figure 3).²⁰

Figure 3: Changes in the volume of crimes involving a knife or sharp instrument from the year to September 2014 to the year to September 2017



Source: Police recorded crime statistics

Note: MPS, not shown, is up by 3,454 offences. At time of publication of this strategy, Greater Manchester Police were reviewing their knife crime figures and these are therefore excluded from this chart

Drivers of serious violence

Analysis shows that there are many different types of serious violence, and hence that there are likely to be many different drivers. This means that levels and trends in serious violence are likely to reflect upward and downward pressures across a number of different drivers. The Modern Crime Prevention Strategy set out this approach based on six key drivers of crime, which are explored below.²¹

Drugs and Profit

There is strong evidence that illicit drug markets can drive sudden shifts in serious violence. For example, in the US, many academics believe the crack cocaine epidemic was one of the main reasons for the sharp rise in homicide and robbery through the late 1980s and early 1990s.²² Some drugs, like crack cocaine, have been linked to violence directly via their psychoactive effects.²³ In other instances drugs can drive up serious violence indirectly, either by fuelling robberies to service drug dependence, or through violent competition between drug sellers.²⁴ Grievances in illicit drug markets cannot be settled through legal channels, so participants may settle them violently. This can lead to escalation as dealers seek to portray themselves as excessively violent, and carry weapons, so as not to be cheated in the market. In

one UK study containing interviews with 80 convicted firearms offenders, over half of whom had also committed robbery, the authors concluded that: *“illegal drugs markets represent the single most important theme in relation to the use of illegal firearms – in effect a ‘golden thread’ that runs through all the interviews to some degree.”*²⁵

Furthermore, for serious violence, drugs and profit (which captures more organised criminality aimed at making a profit over and above an immediate need) are closely linked. Violence can be used as a way of maintaining and increasing profits within drugs markets.²⁶

There is good evidence that these dynamics are a factor in the recent rise in serious violence. Table 4 below is based on an analysis of homicides where it was possible to classify the offence as involving a known drug dealer or user - victim or suspect - or where **neither** victim nor suspect had a known drugs link. Between 2014/15 and 2016/17 homicides involving known illicit drug dealers and/or users, as either victims, suspects, or both, increased from 206 to 247. The number of homicides in which neither the victim nor the suspect was a drug user/dealer fell. The share of homicides where either victim or suspect was a drugs user or dealer increased from 50% to 57% (Table 4).

Table 4: Homicides in which either the suspect or victim was a drug user / drug dealer, 2014/15 and 2016/17 (a) (b)

	2014/15		2016/17	
	Number	Col%	Number	Col%
Victim and/or suspect drug user or dealer	206	50	247	57
Neither victim nor suspect had a drugs link	210	50	190	43
Total: homicides where it was possible to classify whether there was a drugs link or not (b)	416		437	
Not known whether drugs link or no suspect identified	90		152	
Total homicides	506		589	

Source: Bespoke analysis of Home Office Homicide Index.

- (a) Homicide Index, Home Office, as at 16 November 2017; figures are subject to revision as cases are dealt with by the police and by the courts, or as further information becomes available. Excludes 96 Hillsborough victims, 5 victims of terror attacks and 19 offences initially recorded as corporate manslaughter in 2016/17 and 5 offences initially recorded as corporate manslaughter in 2014/15. Suspect data are based on principal suspect.
- (b) Drugs homicides were offences which met the following conditions:
- the victim was known to be a drug user or dealer; and / or,
 - the suspect was known to be a drug user or dealer.
- If the victim was known to be a drug user or dealer, and the suspect was unknown, the offence was included (as this would meet the criteria of a drugs homicide, regardless of the drugs 'status' of the suspect).
- Homicides were classified as not having a drugs link if neither the suspect nor the victim was known to be user or dealer.²⁷

Indicators show that overall prevalence of illicit drug use remains stable, and at a much lower level than in the 1990s or 2000s.²⁸ But within the overall market there have been important shifts that have probably contributed to the rise in serious violence. One has been the emergence of New Psychoactive Substances like spice which has been linked to serious violence within prisons and homeless communities.²⁹ Another is the increased involvement of young people in different aspects of the illicit drug market. For example, the latest survey and treatment data suggest that there has been a recent increase in recreational drug use (for example cannabis) among those aged 11-15 years.³⁰ And while there is no evidence of this age group increasing their use of class A drugs, convictions of young people (10-17s) for class A drug production and possession with intent to supply have increased by 77% between 2012 and 2016, three times the equivalent increase among adult offenders.³¹ But perhaps most

important is a rise in crack use since 2014, which is likely to be driven by both supply and demand factors.³² Columbia, the main source country for cocaine in the UK, has seen coca cultivation surge since 2013, according to a UN report.³³ In line with this, crack-cocaine purity in England rose from 36% in 2013 to 71% in 2016.³⁴

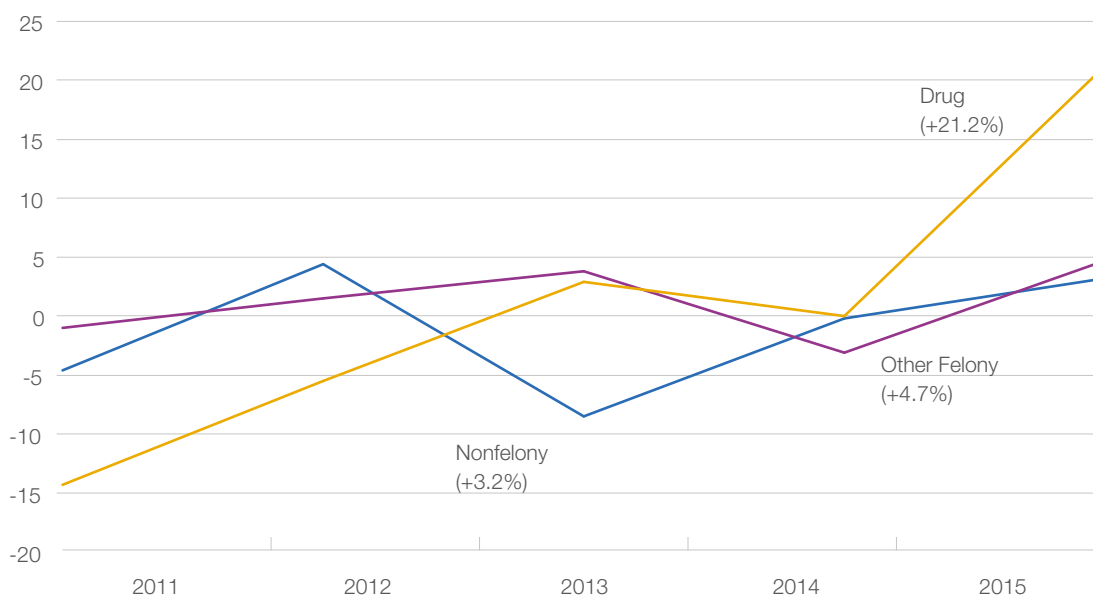
Drug markets may also help to explain the geography of the current increases. One of the most striking findings about the rise in serious violence since 2014 is that it has not been limited to the main metropolitan areas. While forces like Essex experienced a marked rise in recorded knife crime from 2012/13, recorded knife crime in London only began rising in 2016.³⁵ And although changes in recording practice are likely to have influenced these patterns, increases in knife offences outside the main metropolitan centres are also reflected in NHS 'assault with a sharp object' admissions data.³⁶

These patterns may at least be partly due to the phenomenon of county lines in which drug-selling gangs from the major urban areas, like London, Birmingham and Liverpool – possibly driven by excess supply – have sought to exploit markets in other towns and areas. The latest threat assessment on county lines published by the National Crime Agency (NCA) in November 2017 showed that nearly every police force area in England and Wales has been affected to some degree.³⁷ Of the 44 police forces, 35 mentioned knife crime linked to county lines and 32 forces mentioned gun crime. The NCA report also noted that a majority of forces identified the involvement of vulnerable people – and particularly children – in county lines activity.³⁸ Academic evidence also shows that county lines

drug-selling gangs are generally much more violent than the local dealers who had controlled the market previously.³⁹

Drugs may also be part of the reason for the global similarity in trends. A report produced in 2017 for the US National Institute of Justice suggested that expansion in illicit drug markets brought about by the heroin and synthetic opioid epidemic may be a key contributor to rises in homicides in the US. Using FBI Supplementary Homicide Reports for 2015 the authors identified an increase of around 20% on the previous year in drug related homicides compared to a much smaller (5%) rise in other felony murders (e.g., those connected to robberies or burglaries) and a 3% rise in non-felony murders (see figure 4).

Figure 4: Year to year percentage changes in US homicide circumstances, 2011-2015



Source: Rosenfeld, R., Gaston, S., Spivak, H. and Irazola, S. (2017). Assessing and Responding to the Recent Homicide Rise in the United States. Washington, DC: U.S. Department of Justice, National Institute of Justice. Retrieved from: <https://www.ncjrs.gov/pdffiles1/nij/251067.pdf> [accessed 28/02/2018]

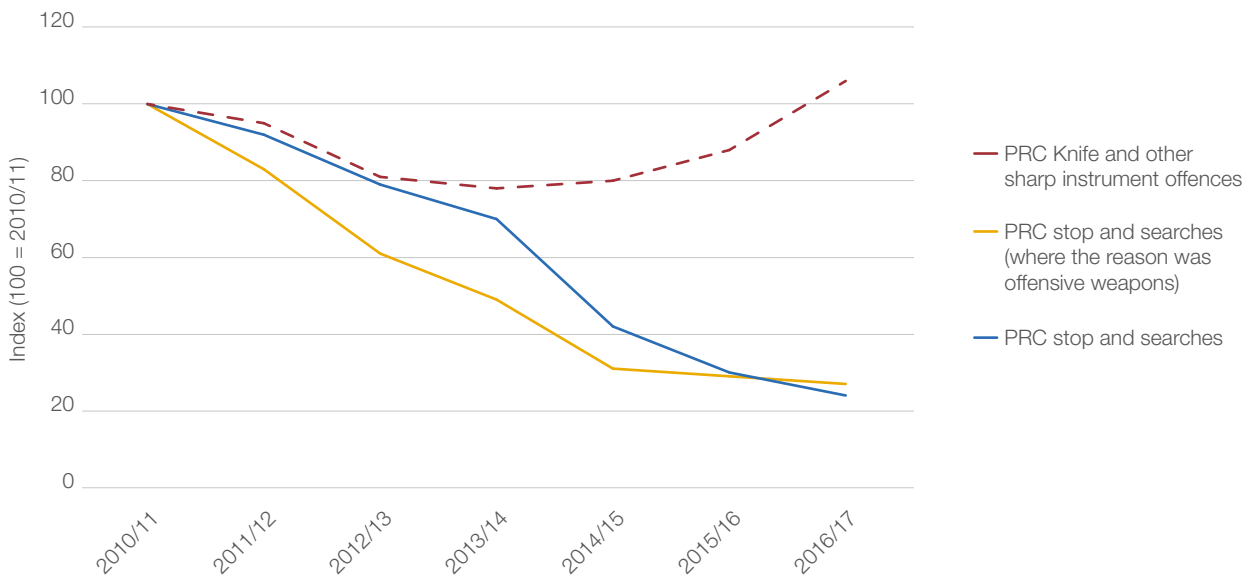
Effectiveness of the Criminal Justice System

While there is good evidence that enforcement can play a vital role in tackling these offences, most academics agree that big shifts in crime trends tend to be driven by factors outside of the police's control – like drug trends and markets, changes in housing and vehicle security, and so on.⁴⁰

Available evidence suggests this latest shift in serious violence is no exception. Some have questioned whether the reduction in

the use of stop and search is driving the increase. The data do not support such a conclusion. It is true that numbers of stop and searches have fallen as knife crime, gun crime and homicide have risen (figure 5). But, as the chart also shows, stop and searches fell between 2010/11 and 2013/14, when knife crime was *also* falling.⁴¹ Research by the College of Policing and the Home Office has also shown that changes in the level of stop and search have only minimal effects – at best – on trends in violent crime, even when measured at the local level.⁴²

Figure 5: Indexed trends in police recorded knife crimes and stop and searches, 2010/11 - 2016/17

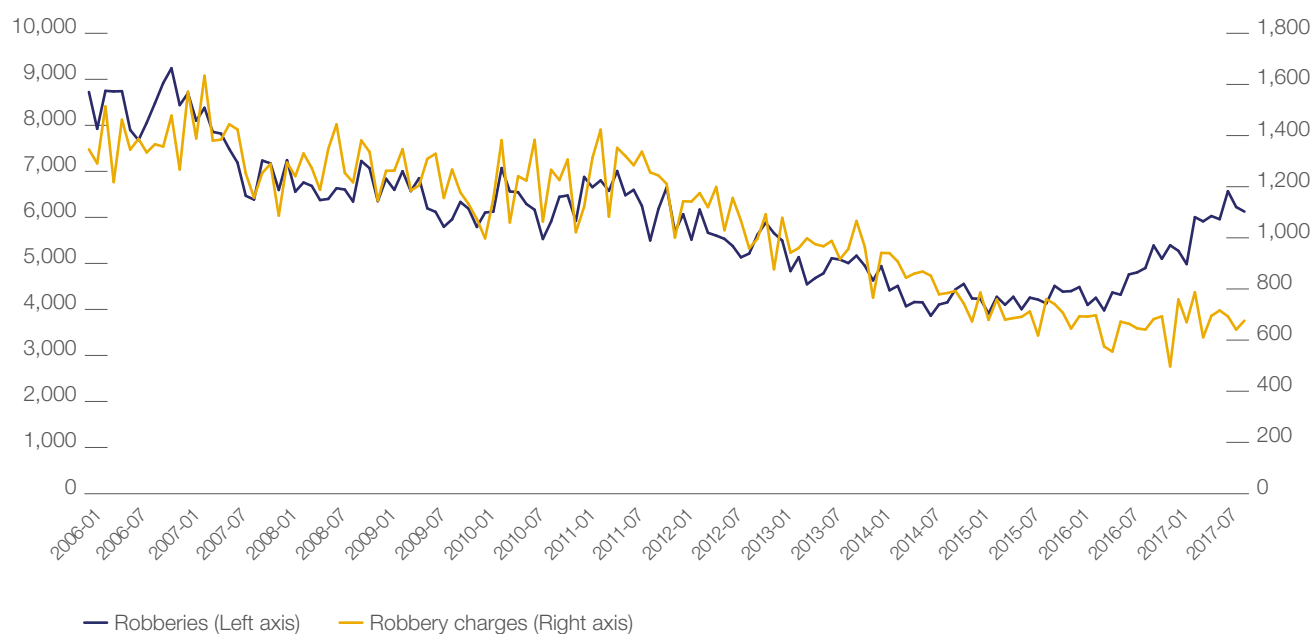


Source: Home Office police recorded crime (PRC) and police powers and procedures statistics

That does not mean that stop and search should not be part of a targeted strategy to turn these trends around. Targeted stop and search can be an important tool when used as part of a wider approach.

The primary focus could be on hot-spot policing and other forms of targeted policing, where there is proven evidence of effectiveness (see box 1). We also know that the certainty of punishment is likely to have a greater impact than its severity.⁴³ The recent downward trend in arrests and charges for some crimes lessens the certainty of punishment. For example, as robbery offences have risen, the number of robbery charges has remained broadly flat, meaning the percentage of offences resulting in a charge has fallen (see figure 6).⁴⁴

Figure 6: Police recorded robberies: trends in offences and charges/summons, England and Wales



Source: Police recorded crime statistics

Character

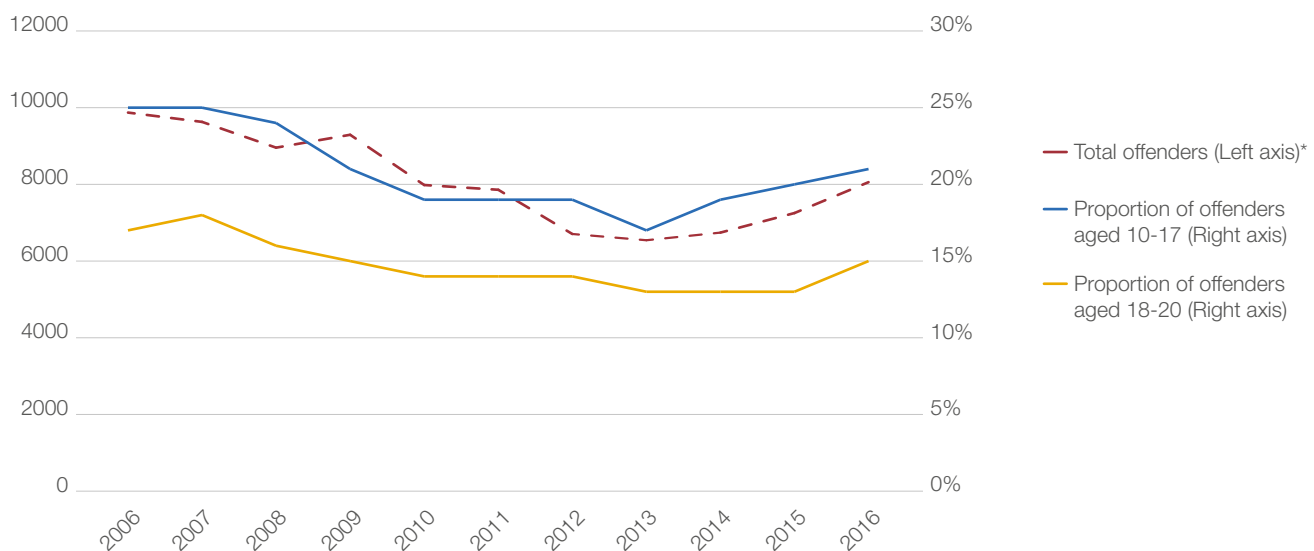
One of the most important findings in criminology is that a small minority of people commit the majority of crimes. Serious violence is no exception. In the Millennium Cohort Study, which tracks a nationally representative sample of individuals born in 2000/01 (making it an important study for understanding the current youth cohort), only 3% of individuals, when asked in the Age 14 'sweep' (2015/16), reported weapon carrying at any time.^{45,46} This, along with the research outlined in the next chapter, suggests that while situational factors like alcohol and the degree of provocation are no doubt important, factors to do with personal circumstances whilst growing up can give some individuals a higher propensity for violence.⁴⁷

Generally an inverse relationship might be expected between trends in crime and the average age of offenders. That is, crime increases when the average age of the offending population falls, and crime falls when it goes up. Underlying this pattern is

strong evidence that crime trends tend to be driven by a small proportion of highly prolific individuals whose criminal career tends to decrease via a lengthy 'ageing out' process.⁴⁸ For interpreting current trends then, it is important to understand whether conditions have changed in some way that would explain a shift towards younger offenders.

Although data on offenders' ages are limited, various data sources do indicate a shift in that direction. Figure 7 shows trends in cautions and convictions for knife possession. Throughout the last decade, the majority of proven offenders were over, rather than under the age of 21. When the number of offenders was falling, from 2006 to 2013, the proportion of offenders aged 10-17 (juveniles) and aged 18-20 (young adults) also fell. Conversely, when the total number of cautions/convictions turned upwards, the proportion of offenders who were juveniles and young adults both increased.

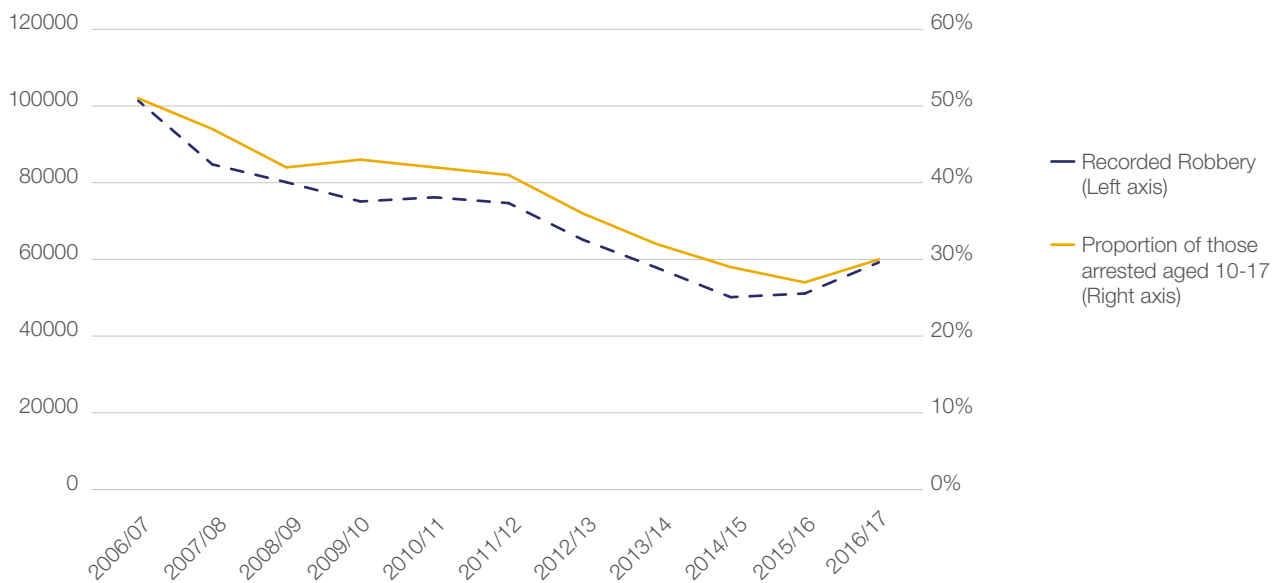
Figure 7: Possession of article with a blade or point – total offenders convicted or receiving a caution, and proportion aged 10-17 and 18-20, England and Wales, 2006 - 2016



*Total proven offenders include all offenders receiving a caution or conviction in the given year.
 Source: Ministry of Justice criminal justice statistics outcomes by offence tool.
 Available from: <https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-december-2016> [accessed 1 March 2018].

In relation to robbery, figure 8 illustrates that as recorded offences increased between 2015/16 and 2016/17, the proportion of those arrested who were juveniles (aged 10-17) also increased. This was due to a 6% increase in the number of juveniles arrested for robbery in 2016/17, alongside a decline in the number of adult robbery arrestees. The recent upturn in both recorded robbery and juvenile suspects followed an extended decline in recorded robbery since the mid 2000s. During this period, robbery arrestees aged 10-17 fell from half of arrestees in 2006/07, to a low of 27% in 2015/16.

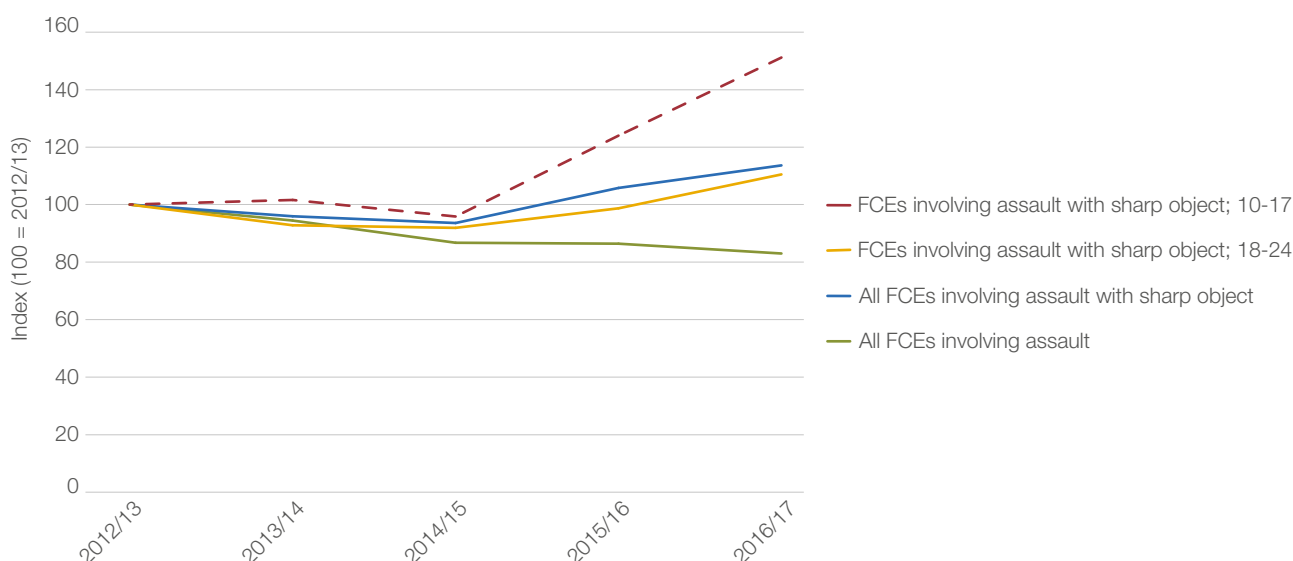
Figure 8: Police recorded robbery – offences and proportion of those arrested aged 10-17, England & Wales, 2006/07 - 2016/17



Source: Crime in England and Wales bulletin tables – Year ending March 2017.
 Available from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesbulletintables>;
 and Arrests open data tables from the Police powers and procedures England and Wales year ending 31 March 2017 second edition.
 Available from: <https://www.gov.uk/government/statistics/police-powers-and-procedures-england-and-wales-year-ending-31-march-2017>

And while we do not have national data on the age of knife crime offenders, inferences on the age profile of victims can be made on the basis of NHS data (Finished Consultant Episodes, FCEs).⁴⁹ Victim age can be linked to the age of perpetrators, so the data provide some insight into offending patterns.⁵⁰ The NHS data for England on assaults with a sharp object show that, since 2012/13, the number of episodes involving individuals aged under 18 has increased by 51%, up from 313 to 473. For those episodes involving individuals aged 18 and over, the equivalent increase was only 10%. However, the increase in knife assaults takes place against a backdrop of reducing overall episodes for assault.

Figure 9: NHS 'Finished Consultant Episodes' for assault, 2012/13 – 2016/17:
indexed data for all assaults, and assaults with a sharp object by age, England



Source: NHS Hospital Admitted Patient Care Activity. Available from: <https://digital.nhs.uk/article/4144/Hospital-care>

There are very few episodes of assaults with a sharp object involving individuals aged under 10. Between 2012/13 and 2016/17 there were a total of 39 episodes involving individuals aged under 10 compared with 1,792 episodes involving individuals aged 10-17.

For 'any assault' codes X85-Y4 and Y08-Y09 were used. 'Sexual assault by bodily force' (Y05), 'neglect and abandonment' and 'other maltreatment' have been excluded.

These patterns tend not to be repeated for overall crime. In other words, what we are currently not seeing is a wholesale shift towards younger offending. But for serious violence the pattern appears to be different. One reason may be spillover effects from violence associated with the drugs market. Evidence shows that if gangs start carrying more weapons due to drug-selling activity, others may also feel the need to arm themselves for protection.⁵¹ This only escalates violent trends, as it means any conflict is likely to result in a more serious outcome.

Finally it is helpful to look at recent trends in the characteristics of homicide victims. Table 5 shows recent trends in the age of homicide victims. Unlike the NHS episodes data, where the largest increase was for 10-17 year olds, the increase in homicide victims is most marked in the 18-24 and 25-29 age groups, which saw increases of 20% and 26% respectively, 2014/15 – 2016/17.

Table 5: Homicides, by age of victim, 2014/15 to 2016/17

Age band	2014/15	2015/16	2016/17	% Change
				2014/15 - 2016/17
Under 10	46	27	48	4
10-17	21	28	23	10
18-24	74	68	89	20
25-29	42	53	53	26
30 and over	323	381	376	16

Source: Bespoke analysis of Home Office Homicide Index, as at 16 November 2017.

Note: Excludes Hillsborough victims, victims of terror attacks and corporate manslaughter offences.

Another issue may be an increase in the number of individuals who are most vulnerable. Data show that numbers of children in care, excluded children and homelessness amongst adults have all risen since 2014.⁵² The evidence suggests that being in care and school exclusion are *markers* for increased risk of both victimisation and perpetration and also substance abuse.⁵³ While this does not mean there is a *causal link* between increases in the most vulnerable and serious violence, these groups possess some of the factors that puts them at higher risk of being exploited for offences such as drug market-related violence.⁵⁴

Data from the Metropolitan Police Service (MPS) helpfully illustrate the overlap between homicide victims and suspects. Of the 306 suspects named in 134 MPS homicide investigations in 2017, 72% had previously been a victim of crime, and 26% a victim of knife crime. Excluding terrorist incidents and domestic homicides of adults and children, three-quarters of the 108 homicide victims had previously been known to the MPS as a suspect in a criminal investigation.⁵⁵

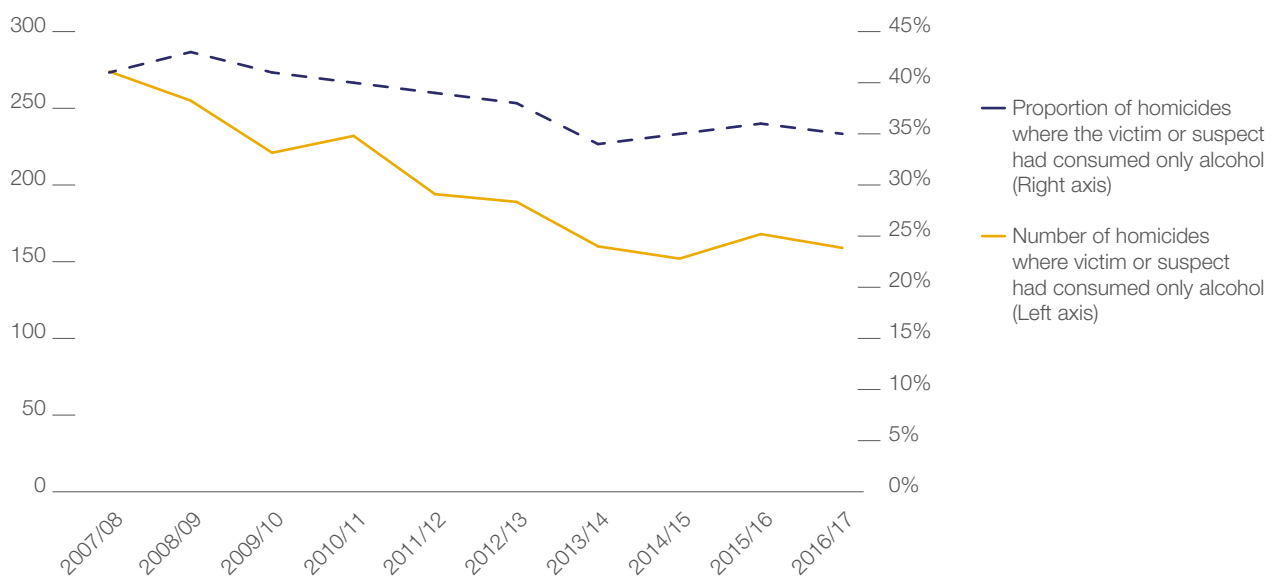
Homicides against women and intimate partners have been relatively stable over the past three years. It is largely male on male cases driving the increase.⁵⁶

Alcohol

A substantial proportion of serious violence is linked in some way to alcohol. In more than a third of homicides (35%) in 2016/17 either the victim or suspect had consumed alcohol prior to the incident (only alcohol, i.e. excluding alcohol and illicit drugs).⁵⁷ Alcohol is also often a factor in domestic abuse. Homicide data reveal that around a quarter of homicides involve victims and suspects who are either intimate partners or ex-partners, or family members.⁵⁸

This means that evidence-based interventions targeting alcohol-related violence and domestic abuse are likely to help bring serious violence levels down. Since 2007/08, the absolute number of homicides where the suspect or victim consumed only alcohol has reduced and they now account for a smaller proportion of total homicides (down from 41% in 2007/08). So there is little evidence that the current increase is being driven by these kinds of offences.

Figure 10: Homicides where the victim or suspect had consumed only alcohol, England and Wales, 2017/08 - 2016/17 (a)⁵⁶



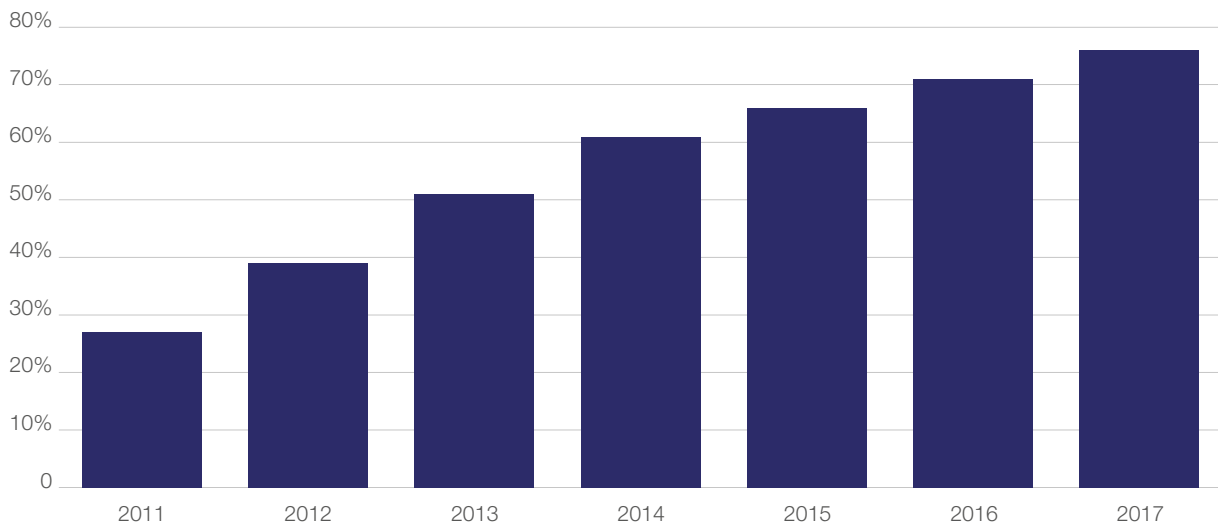
Source: Bespoke analysis of Home Office Homicide Index, as at 16 November 2017.
 (a) Excludes homicides where either the victim or the suspect had consumed both alcohol and drugs

Opportunity

One of the most influential criminological theories states that crime can be driven not just by individuals with a greater propensity for offending, but by factors that make the opportunity for crime greater.⁶⁰ For example, more people in confined pubs and clubs consuming alcohol increases the opportunity for provocation and violence. But, as the section above showed, there is no strong evidence that the current increase is being driven by night-time economy violence.

One way in which opportunity for serious violence has changed globally in the last few years is due to social media. Just as the vast majority of individuals do not get involved with serious violence or carry weapons (less than 1% of 10-29 year olds, according to the Crime Survey for England and Wales⁶¹), so the vast majority of social media usage has nothing to do with serious violence. But a very small minority of use does, and while popularity of social media pre-dates the rise in serious violence, growth in smart-phones between 2011 and 2014 has transformed social media accessibility and created an almost unlimited opportunity for rivals to antagonise each other, and for those taunts to be viewed by a much larger audience for a much longer time period.⁶² This may have led to cycles of tit-for-tat violence.⁶³

Figure 11: UK smart phone take up (adults 16+), 2011 – 2017



Source: Ofcom (2017) Communications Market Report- United Kingdom. Ofcom.
Available at: https://www.ofcom.org.uk/__data/assets/pdf_file/0017/105074/cmr-2017-uk.pdf [accessed 2 March 2018]

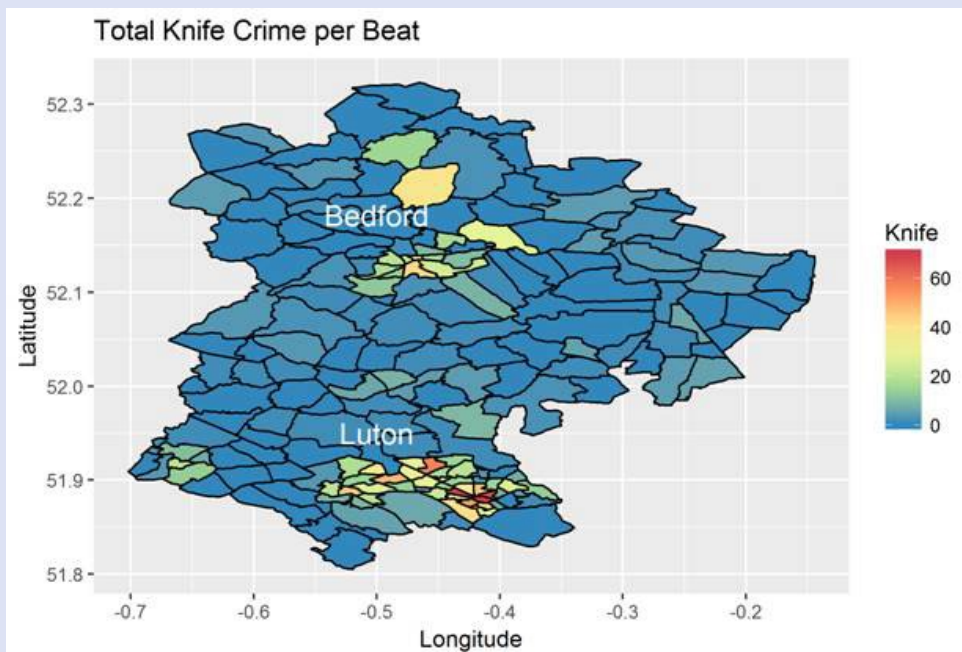
There is strong evidence that rival gangs are using social media to promote gang culture, taunt each other and incite violence.⁶⁴ Some gang members have thousands of followers.⁶⁵ Research shows the most viewed comments and videos are the ones most likely to result in retaliatory violence.⁶⁶ This glamorises weapons and gang life, possibly leading to emulation.⁶⁷

Social media also offers a method for promoting drug selling activity and recruiting others into the lifestyle.⁶⁸ Drug selling provides a potential route to material goods that may be viewed as unobtainable through other means. It provides wealth to a select group at the top of the drug-selling hierarchy whom others may look up to. But previously this process required physical proximity. Cyberspace has removed this barrier. One of the most common things for drug-related groups to do on social media is to post pictures of themselves surrounded by money purportedly made from selling drugs.⁶⁹

Box 1: Hot-spot policing - what it is and why it works

Data reveal that within police force areas, serious violence offences are highly concentrated in certain areas, known as hot-spots (see figure 12 below).

Figure 12: Map showing concentration of knife crimes in Bedfordshire



Source: Bedfordshire Police data

This has an implication for preventative police activity. Studies have shown that rather than waiting for a crime to occur and reacting to it, crime can be reduced by doing highly visible activity within these hot-spots in order to deter criminality whether through patrols, targeted stop and search, weapon sweeps, and community activities, through targeting police resources in such hot-spot locations.⁷⁰ For example, a recent trial in Peterborough found that increasing 15-minute patrols by Police Community Support Officers (who had no powers to stop and search or arrest) in known hot-spots reduced crime by 39%.⁷¹ Another important, and thoroughly tested, research finding is that hot-spot policing does not just shift criminal activity to another location.⁷² It results in genuine reductions in crime. Furthermore, this is something that can be monitored and tested in every force via data analytics. Mobile technology allows police time spent in hot-spots to be monitored, adjusted and tested to determine optimal deployments.

Key Points:

- While overall crime continues to fall, homicide, knife crime and gun crime have risen since 2014 across virtually all police force areas in England and Wales. Robbery has also risen sharply since 2016.
- These increases have been accompanied by a shift towards younger victims and perpetrators. For homicide, the rise is being driven by male-on-male cases rather than violence against women and girls.
- The long-term serious violence trend in England and Wales has been similar to that in other developed nations, many of which are also seeing a new increase. This suggests the possibility of a global component to the trend.
- About half the rise in robbery and knife/gun crime is due to improvements in police recording. For the remainder, drug-related cases seem to be an important driver. Between 2014/15 and 2016/17, homicides where either the victim or suspect were known to be involved in using or dealing illicit drugs increased from 50% to 57%.
- Crack cocaine markets have strong links to serious violence and evidence suggests crack use is rising in England and Wales. This is probably driven by supply and demand factors. For supply, cocaine production and purity have soared. For demand, there was a 14% increase in the number of people presenting to treatment services with crack cocaine problems between 2015/16 and 2016/17. Drug-related cases also seem to be one of the driving factors in the homicide increase in the US.
- Drug-market violence may also be facilitated and spread to some extent by social media. A small minority are using social media to glamorise gang or drug-selling life, taunt rivals and normalise weapons carrying.
- There is no evidence that falls in stop and search are driving this trend. Research evidence suggests the police should focus on increasing the likelihood that offenders are caught, and improved targeting of known offenders and hot-spot locations.
- There is evidence of considerable overlap between victims and offenders of serious violence. The rise may also therefore be related to increases in certain vulnerable groups like the homeless and excluded children. This is not to say that homelessness or being excluded necessarily causes violence, but that these are markers for being at higher risk of becoming a victim or offender.

Chapter 2

Risk and protective factors and interventions

This chapter looks at drivers at the individual level and provides an assessment of preventative interventions.

Serious violence is only perpetrated by a small minority, but those individuals can do considerable harm. Studies show that those who commit robbery and use weapons before they reach the age of 18 are much more likely to have long criminal careers than young people who commit less serious crimes. First-time offenders who commit robbery are around three times more likely to go on to commit 15 or more offences within the next 9 years.⁷³ One incident of violence with injury is estimated to have an economic and social cost of £13,900.⁷⁴ Much research has therefore been dedicated to identifying those individuals who might become seriously violent and/or prolific.

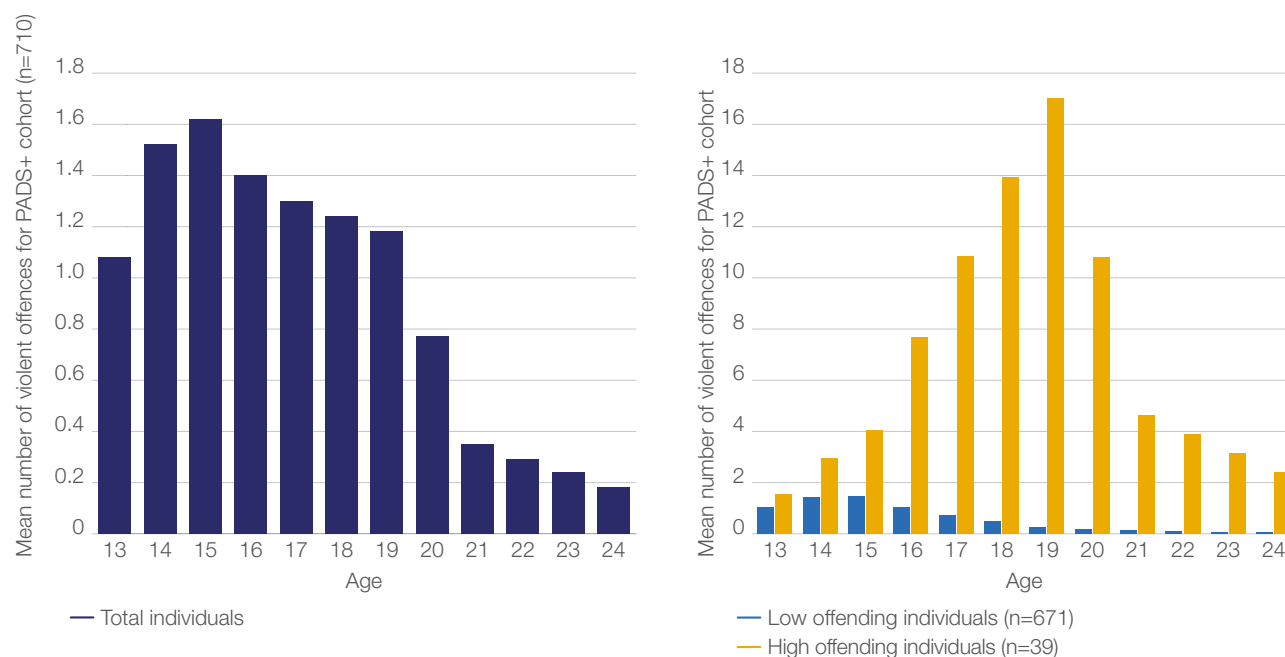
Risk and protective factors for violence

There is a large body of research on factors that predict or protect against violence. This evidence base has limitations, but some conclusions are clear:

- **Gender:** Males commit the majority of serious violence. 76% of those convicted for homicide were male in 2016/17⁷⁵ and 87% of weapons users in the Millennium Cohort Study Age 14 'sweep' are male.⁷⁶

- **Age:** self-reported violence and weapons carrying peaks at the age of 15. However, a minority of chronic offenders continue their offending beyond that and this group commits a large proportion of overall serious violence⁷⁷ (see for example figure 13).
- **Ethnicity:** Victim and suspect rates for serious violence vary by ethnic group as illustrated by the homicide rates below (table 6). Despite the representations made in the table, the evidence on links between serious violence and ethnicity is limited. Once other factors are controlled for, it is not clear from the evidence whether ethnicity is a predictor of offending or victimisation.⁷⁸ In his report into the treatment of, and outcomes for, Black, Asian and Minority Ethnic (BAME) individuals in the Criminal Justice System,⁷⁹ David Lammy MP highlighted the rising proportion of BAME young people in the youth justice system, comprising 19% of first time offenders, 19% of reoffenders and 41% of young people in custody in 2016. The review noted that, unless something changes, the current group of young people who offend would become the next generation of adult offenders. We also know that there is a significant amount of distrust between children and young people from BAME communities and the criminal justice system. Research⁸⁰ shows that this lack of trust among children and young people stems from experiences of being stereotyped and harassed.

Figure 13: Age and violent offending in the Peterborough Adolescent and Young Adult study



Source: (left graph) Special calculations from the Peterborough Adolescent and Young Adulthood Development Study (PADS+); (right graph) Wikström P-O H & Roman G. (forthcoming). *When Violence Becomes Acceptable*.

Table 6: Offences recorded as homicide, rates per million population by victim’s and principal suspect’s ethnic appearance: combined data for three years, 2013/14 to 2015/16⁸¹

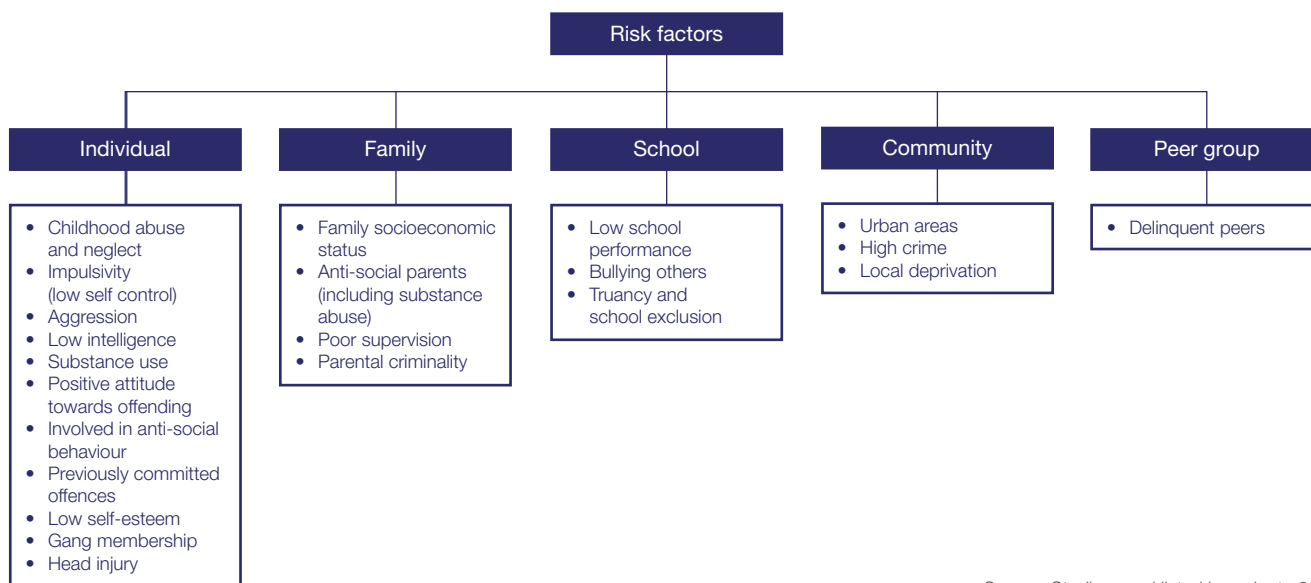
Ethnicity	Victim		Principal suspect	
	Volumes	Rate per million	Volumes	Rate per million
White	1,207	8	954	7
Black	181	32	232	41
Asian	127	11	113	10
Other	43	7	31	5

Source: Ministry of Justice (2017). Race and the criminal justice system 2016 Chapter 3: Victims tables. Available at: <https://www.gov.uk/government/statistics/race-and-the-criminal-justice-system-2016> [accessed 26/02/2018].

Beyond these demographic factors, a whole range of other factors have been linked with both perpetration and victimisation of crime and violent behaviour. Figure 14 highlights a subset of these. It includes factors identified as predictors of at least one form of *serious* violence (homicide, knife crime, gang membership) in systematic reviews, and/or robust longitudinal studies, or in relevant UK studies.⁸²

However, it should be kept in mind that violent crime will share similar risk factors with other types of crime and anti-social behaviour and will also correlate with other poor life outcomes such as low educational attainment, poor health and unemployment.⁸³ Therefore, by addressing violent crime risk factors, interventions can bring wider benefits to individuals and wider society.

Figure 14: Identified risk factors for serious violence



Source: Studies used listed in endnote 82

Most of the research on risk factors comes from the US. UK studies that look at serious violence are rarer, but still provide useful information. For example, The Murder in Britain study⁸⁴ showed that out of 786 men convicted of homicide, 73% were persistent offenders before they committed homicide and many had a cluster of risk factors such as those in figure 14. A fifth began offending before the age of 13, and this group had the most chaotic backgrounds: 30% had been physically abused, 17% sexually abused and 45% had been taken into care before the age 16.

A study looking at 80 firearms offenders convicted in England and Wales, half of whom had also committed robbery, reached similar conclusions.⁸⁵ Most came from disrupted family environments and over half reported being excluded from school. The study also noted that gang membership and involvement in drug markets were important. Separate statistics support this conclusion: 89% of the robberies committed by a sample of arrestees were committed by current or former gang members, and gang members were also much more likely than non-gang members to be involved in drug supply offences.⁸⁶

However, there is some evidence that risk factors for knife carrying are slightly different to gang-related crime. A longitudinal study carried out in Edinburgh examined both gang membership and knife carrying and found some key differences.⁸⁷ Young people who became involved in gangs were characterised by childhood disadvantage, including family poverty and living in high crime neighbourhoods. Young people who carried knives, on the other hand, had less history of disadvantage, but did show other signs of vulnerability, such as lack of support from parents, social isolation and tendencies towards low self-esteem and self-harm.

This may be because knife carrying is particularly susceptible to peer influence with studies distinguishing between those who use weapons for instrumental reasons (for example to bully other young people or defend drug profits) and those who carry knives out of fear of the first group or in order to fit in with them.⁸⁸ While the impact of peer influence on weapons carrying is troubling, studies are clear that not everyone is susceptible. Research shows that fear is a predictor of knife carrying, but generally only in those who already have previous tendencies towards aggression *and* who feel victimised.⁸⁹

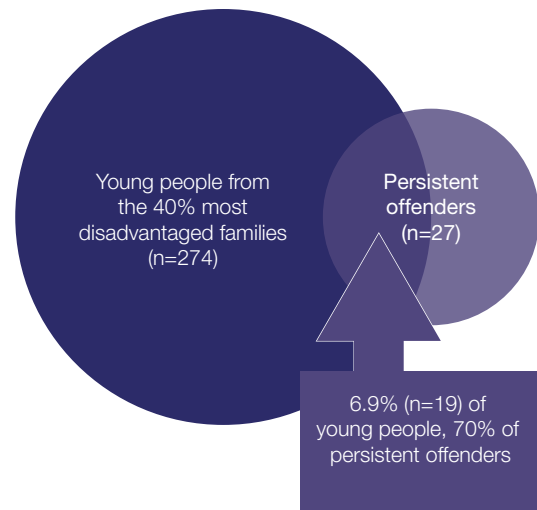
Another important finding is that the risk factors for violence overlap to some degree with those for domestic and sexual abuse.⁹⁰ For example, analysis of longitudinal data from London showed that predictors of domestic violence and street violence were similar and that individuals who committed both types had the most risk factors overall.⁹¹ This means effective preventative interventions should have benefits across crime types. There is also a complex relationship between substance abuse and serious violence. The two behaviours have many of the same risk factors,⁹² and substance abuse may also be a risk factor for involvement in violence, either through exposure to market violence or through the psychoactive effects of drugs. The evidence for the latter is stronger for stimulants like crack-cocaine than for depressants like cannabis or heroin.⁹³

The evidence assessing protective factors is more limited than that for risk factors, and most factors are often the opposite of the risk factors. In a study of 411 South London boys, parental incarceration increased the risk of offending, but a high family income was protective. Among boys from low income families, 59% of those with parents convicted of a crime offended themselves, compared to 19% of those without convicted parents. In boys from high-income families, parental incarceration was associated with a smaller impact on offending: 26% vs. 18%.⁹⁴ Consequently, socio-economic improvements, strengthening ties to family, school and non-violent norms are key areas for reducing violence.

This research does have limitations. Factors may vary across time and place. Predictors of serious violence in the US may differ from those in the UK. Also, it is very important to stress that most people with a risk factor will not go on to commit serious violence. Figure 15 presents an example from a study in Peterborough.⁹⁵ Of 27 prolific offenders identified, 19 (70%) were from disadvantaged families, suggesting that disadvantage is a risk factor. But the vast

majority of young people from disadvantaged families (255 out of 274, 93%) did *not* become persistent offenders.

Figure 15 Venn diagram showing the overlap between disadvantage and persistent offenders



Source: Wikstrom, P.-O. H., & Treiber, K. (2016). Social Disadvantage and Crime: A Criminological Puzzle. *American Behavioral Scientist*, 60(10), 1232-1259

Finally, the sheer number of different risk factors and the complex relationships that exist between them means it is hard to know *exactly* which factors may be causal and which are simply markers. This makes it difficult to decide which factors to target and at which ages. However, there are at least three ways forward.

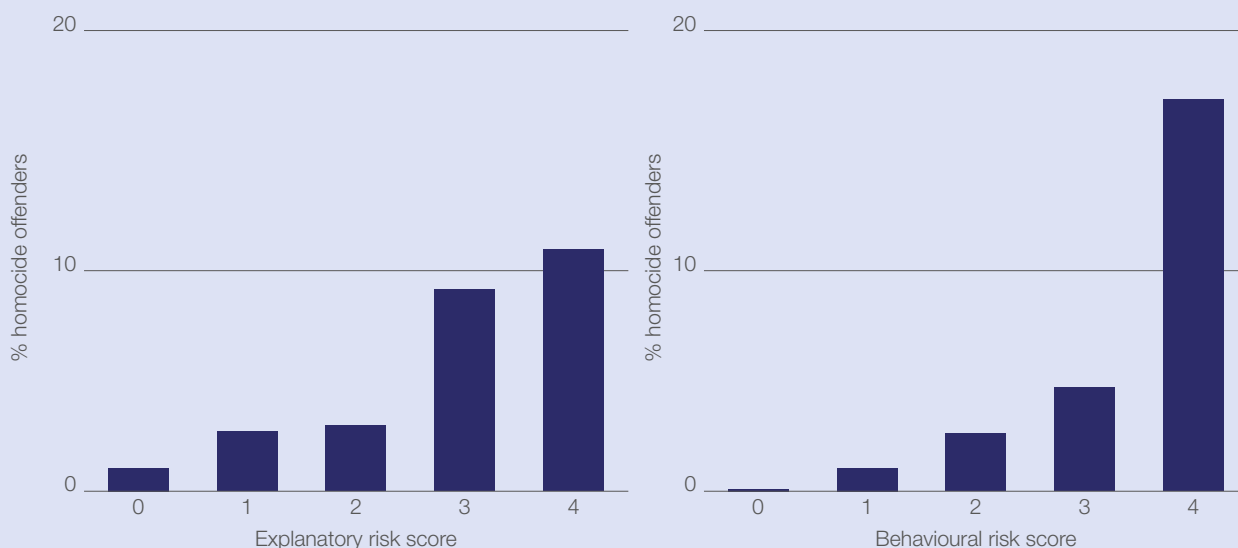
The first is to try and determine which of all the risk factors are *most* important in explaining who goes on to offend, given that most people with a given risk factor do not. Researchers at Cambridge University argue that two factors are particularly important: a positive attitude towards offending, and low self-control.⁹⁶ They therefore recommend that the establishment of anti-violent norms and self-control training should be promoted, particularly within families and schools and young people's leisure activities. At the same time, these researchers argue that more intense family and in-school support should be made available from a young age for those from the most chaotic backgrounds.

Another approach is to look at the number of risk factors per individual. This is based on the consistent finding that the presence of multiple risk factors increases the risk of offending. For example, the study of South London boys developed a risk score for offending based on six risk factors: having a convicted parent, high daring, low school attainment, poor housing, a disrupted family and large family size. Of those with five or six risk factors, 17 out of 20 (85%) went on to offend. Of those with none, 21 out of 103 (20%) went on to offend.⁹⁷ Assessing the number of risk factors has therefore been a common method for predicting those at high risk and targeting interventions – see Box 2.

The third and perhaps simplest way to improve our knowledge and reduce serious violence may be to test preventative interventions better. Separating the individual effect of, for example, parental substance abuse from all the other factors that might contribute to an individual's risk of serious violence is incredibly complex. But if a robust evaluation can demonstrate that an intervention targeting parental substance abuse reduces serious violence, this provides strong evidence of parental substance use as a cause. Evolving data analytics techniques should make this process easier. Rather than relying on small-scale longitudinal studies, we are looking to match larger datasets together so that interventions can be routinely evaluated on an ongoing basis.

Box 2: Is it possible to predict who will be affected by serious violence?

Predictive analytics has become a hugely important tool. For example, a US study found that four risk factors measured before age 14 predicted later homicide perpetration: living in a disadvantaged neighbourhood, low socioeconomic status, having a young mother and having an unemployed mother.⁹⁸ Boys with all four were almost five times more likely to commit homicide than the rest of the boys (see chart left). When the researchers included behavioural factors like being suspended from school and having a positive attitude to delinquency, it became even more predictive, (see chart right).⁹⁹



Source: Farrington, D. P., Loeber, R., & Berg, M. T. (2012). Young Men Who Kill: A Prospective Longitudinal Examination From Childhood. *Homicide Studies*, 16(2), 99-128.

So it is possible to determine those at greater risk, and use that to design and target interventions. Studies are now looking at using algorithmic approaches to predict serious violence on a much shorter timescale. For example, a Philadelphia study used past offending behaviour and socio-demographic characteristics to try and predict who would commit a murder in a sample of 60,000 people on probation or parole. Of the total sample, 1% was later charged with a homicide within 2 years; within the identified high risk subgroup, this figure was 8%.¹⁰⁰

Despite its potential, predictive analytics has limitations. It can identify high-risk individuals but that is not the same as identifying *all* serious violence offenders. For example, in the South London study it was found that although 17 out of 20 high-risk individuals offended, a larger absolute number of offenders had no risk factors at all.¹⁰¹ Another issue is that predictive analytics can only tell us who should receive support; it cannot provide the intervention itself. That is likely to involve human interaction and support – see next section.

Finally, individual/group based approaches may raise concerns about stigmatisation. But it need not do so.¹⁰² As this review shows, punitive activity is less effective than preventative support. Predictive analytics does not just predict future offenders, it could also predict future victims. The risk factors are often the same because the people are often the same. The Chicago Police Department use an algorithm to try and determine those most likely to be involved in gun violence.¹⁰³ The most important predictor is gun violence **victimisation**. Of 80 UK firearms offenders, half had been threatened with guns themselves and 40% had been shot or stabbed.¹⁰⁴ Predictive analytics is not just about preventing, it is also about protecting.

Early interventions for violence prevention

For this strategy, we examined 14 systematic reviews that looked at interventions aimed at reducing aggressive behaviour in individuals aged under 21.

There was one very clear finding. Of the 14 systematic reviews – which contain only the most robust evidence – 11 found that early interventions were effective in reducing violent behaviour.¹⁰⁵ The most recent review by Cambridge University showed an average reduction in aggression of about 25%.¹⁰⁶ Another review found an average decrease of 13% in criminal behaviour among high-risk young people.¹⁰⁷

Of the three studies that did not find a positive effect, two reviewed programmes aimed at preventing gang involvement rather than violence,¹⁰⁸ and were dominated by studies from the US where gang activity is arguably different from England and Wales. The only study which found an increase in violence post-intervention looked at the effectiveness of a very specific deterrent programme, Scared Straight,¹⁰⁹ which tested whether bringing young offenders to meet adult offenders in prison would put them off a life of crime. In fact, the research showed that participants were between 1.1 and 2.6 times more likely to commit a crime than similar peers who did not take part in such programmes.

Overall, there is good evidence that early intervention programmes can work to prevent violence, even for those most at risk, provided they are not focused on 'scare tactics'. There is also good evidence that preventative programmes can offer good value for money – see Box 4.

However, generating more detailed recommendations is more difficult due to evidence gaps and caveats. For example, hardly any of the studies measured the effect on the most serious types of violence. This is because these outcomes are rare and occur with a considerable time lag. An intervention aimed at 5 year-olds could not hope to find a statistically significant effect on knife crime for at least 10-15 years and even then only with a large sample size. Only a very small number of studies therefore provide any direct evidence for prevention of serious violence. One of the exceptions is the Perry Preschool programme,¹¹⁰ a US-based intervention that provided high-quality preschool education and home visitation to 3 and 4 year-old African-American children living in poverty. It followed up participants to the age of 40 and found decreases in all types of violence, including murder and robbery.¹¹¹

While this evidence exists for the US, no UK interventions were identified that had measured effects on serious violence. Instead, the evaluations looked at interim behavioural outcomes. For example, one robust UK study looked at the effects of the Incredible Years Preschool Programme, which comprises 20 weekly group sessions for parents aimed at emphasising positive rather than negative interactions between parents and children aged 3 to 6 years old. The evaluation showed that the programme drove a reduction in both the frequency and particularly the severity of disruptive behaviour in the children.¹¹² While this is a positive result, and studies have shown a link between disruptive behaviour and later criminality, we cannot know for certain that the intervention actually went on to decrease crime.

Types of early interventions

Two types of classification systems are frequently applied to prevention approaches: universal/selected/indicated and primary/secondary/tertiary. The latter indicates the timing of the intervention. Primary programmes attempt to address violence before it occurs; secondary programmes take place immediately after violent acts and try and prevent short-term consequences, while tertiary programmes also take place after violence has occurred but try and prevent long-term consequences. The other classification system looks instead at the individuals involved:

- **Universal** programmes are those administered to everyone within a defined population regardless of risk. This type of programme tends to be soft-touch and deliver a range of positive impacts ranging from behavioural outcomes to educational attainment and health. However, the evidence of their long-term impact on violence is limited.
- **Targeted** programmes are for individuals who have already committed violence (so called ‘indicated’ programmes) or groups who have been identified as high-risk but have not committed violence yet (selective programmes).

Box 3: Targeted interventions

The reviewed, well-evidenced targeted programmes tend to be family-focused interventions with some of them applying multi-modal approaches by tackling both family and school issues. Parents are taught strategies for improving the quality of their interactions with their child, reducing negative child behaviour and increasing their efficacy and confidence in parenting. Most programmes are delivered by a practitioner (e.g. family social worker) on an individual basis or, for a smaller number of programmes, in groups. In some very complex cases, Intensive Fostering can be used to promote stability in a young person’s life and the ability to live in a family, whether the outcome is a return to their birth or extended family, long-term fostering, or adoption.

Example of an indicated programme

Multi-Systemic Therapy focuses on 12-17 year olds at risk of placement in care or custody due to severe behavioural problems. Trained therapists with small caseloads (4– 6 families) provide families with weekly contacts for 3–5 months (60 hours). MST seeks to improve parenting skills, children’s academic and vocational performance, peer relationships, and families’ support networks. It has been robustly evaluated both in the UK and the US and although results vary, most studies show significant benefits. For example one study found a reduction of 16% in the number of participants with a violent arrest compared to those who had not received any treatment by the age of 28-29.¹¹³

There is evidence that targeted approaches, whether selective/indicated or primary/secondary/tertiary, are more effective at reducing violence than universal programmes.¹¹⁴ This emphasises the importance of developing successful targeting strategies that do not stigmatise the individuals involved.¹¹⁵

Linked to this, evidence shows that programme intensity should be tailored to need. While those with the greatest number of risk factors were often the hardest to reach, some intense interventions showed positive results. For example, Multi-Systemic Therapy, which involves working with trained therapists, reduced violent offending by about a third.¹¹⁶ By contrast however, there was also evidence that for medium and low risk individuals the use of very intense programmes had no greater success than lighter touch ones.¹¹⁷

The evidence is less clear on which settings achieve the best results. Interventions typically follow the socio-developmental path of young people. The interventions for pre-school children are concentrated around improving parenting and family relations. Once a child reaches school, interventions recognise their social world is growing with them, thus broader risk factors including those linked to school-settings and peers are addressed. There have been successful interventions in both areas and it is not yet clear whether school or family-based interventions are the most effective. A recent systematic review by University of Cambridge (2017)¹¹⁸ suggests that family-based interventions are more effective, while a slightly older review by the US National Center for Injury Prevention and Control (2012) found that school-based programmes had a relatively larger effect.¹¹⁹

There is a common assumption that the earlier an intervention takes place, the better the outcome is likely to be. Research shows that the early years are a key period for brain development so some researchers argue that interventions which address risk factors at that age are vital.¹²⁰ We did not find enough evidence to conclude that interventions aimed at the 0-5 age group had the best results. Some of the most successful programmes were aimed at slightly older children, those who had already offended or shown signs of anti-social behaviour. However, our evidence review did show that brain impairments driven by head injury were a risk factor.¹²¹ In a group of 186 young male UK offenders, self-reported head injuries were associated with a higher number of convictions. Moreover, when offenders suffered three or more injuries to the head they used greater violence in offences.¹²²

Successful interventions for preventing reoffending tend to focus on skills building, cognitive behavioural therapy or restorative justice. These had more positive effects than mentoring, where study results were quite mixed (findings were most positive when used early in a young person's potential offending career), or more punitive approaches, for which there is little supporting evidence.¹²³

Effective programmes tended to be tailored to the young person's learning styles, motivation, abilities and strengths, and applied multi-agency approaches.¹²⁴ Young offenders often come from disadvantaged backgrounds and have very complex needs such as homelessness, poor educational attainment, lack of employable skills, mental health issues etc. Addressing just one of those needs may not make a significant difference on its own.¹²⁵

Box 4: Value for Money Interventions

It is important to understand whether a programme is value for money. That is, whether the costs of administering the programme are outweighed by the benefits to the individual and society. The Dartington Social Research Unit (DSRU) took a consistent cost-benefit analysis approach to estimating value for money of a range of public and private sector investments in child health and development.¹²⁶ The benefits estimated ranged from reduced crime to improved health and educational outcomes which benefitted a range of different people including participants, taxpayers and wider society.

Examples

Perry Preschool (US programme) – for each £1 spent on the programme £1.61 of benefits were estimated. The costs per participant of the programme were estimated at £13,393 and the benefits were estimated at £21,598 and these were split between increased earnings, reduced crime and improved educational outcomes.

Multi-Systemic Therapy for Juvenile Offenders (US programme) – for each £1 spent on the programme £2.09 of benefits were estimated. The costs per participant of the programme were estimated at £9,732 and the benefits were estimated at £19,893. Again, the programme produced benefits across multiple domains, including crime reduction and increased earnings.

Key Points

- Because a relatively small number of individuals commit the majority of crime and serious violence there is a large potential benefit to preventative intervention.
- The most robust studies (systematic reviews) show that preventative interventions for violence can work. Cost benefit analysis shows they also offer value for money and have benefits across a range of domains, including reduced crime but also better health, education and employment outcomes.
- There are many risk factors for future violence and having a large number of these is a good indicator of both perpetration and victimisation.
- These risk factors can therefore help identify people in need of more targeted early support.
- Interventions need to be tailored to an individual's needs and the intensity should match their level of risk.
- Interventions focused on the establishment of cognitive or character-based skills and/or non-violent norms seem to be more effective than punitive interventions.
- However we still do not really know the most important *causal* drivers of serious violence at the individual level, nor the *exact* types of interventions that are most effective in England and Wales.
- There is therefore a substantial opportunity to refine and improve existing preventative measures through testing with larger samples. In the age of 'big data', when datasets can be linked and analysed more effectively, this is something that should be more achievable than ever before.

Chapter 3

Tackling county lines and misuse of drugs

Chapter One sets out the important role of drug markets in driving recent increases in serious violence with drug related cases accounting for around half the increase in homicide since 2014. It also sets out our analysis of changes in the drugs market and how this impacts on violent crime and the significant part played in this through the spread of county lines.

Through the Government's 2017 Drugs Strategy and our ongoing work to tackle serious and organised crime, there is a wide range of activity underway to tackle drugs importation, distribution and misuse. This includes targeted action to better understand criminal markets, to inform targeted interventions aimed at addressing the factors that drive, enable and perpetuate them, and disrupt the criminals operating within them. County lines are one element of this broader market, but it also involves violence and the abuse and exploitation of children and vulnerable adults who are often groomed, coerced and subjected to threats of violence and intimidation in order to support the county lines model. This strategy therefore focuses on the activity proposed to reduce this violence, exploitation and abuse and complements the broader programme of work to tackle drugs and serious and organised crime.

Tackling County Lines

National County Lines Action Plan

The County Lines Working Group was set up in November 2016 at the request of the Inter-Ministerial Group on Gangs to drive delivery of a cross government and agency programme of work to tackle county lines. The work of the Group is to tackle the particular county lines model of drug dealing because of its high harm and exploitative practices. Success is therefore in effectively tackling county lines operations, rather than drug dealing more widely.

Members of the Working Group include senior officials from the Home Office, Department for Education, Ministry

of Housing, Communities and Local Government, Department of Health and Social Care, Ministry of Justice, the Youth Justice Board, Department for Work and Pensions, the National Police Chiefs' Council (NPCC), Association of Police and Crime Commissioners (APCC), National Crime Agency (NCA), Crown Prosecution Service (CPS), Local Government Association (LGA), and the Mayor's Office for Policing and Crime in London (MOPAC). The Group met for the first time in November 2016 and through delivery of a 12-month programme of work focused on raising awareness in police forces and key sectors (including housing, health, children's social care), and on providing training, tools and capacity building in the law enforcement response. This initial phase of activity was completed with some notable results on the back of it, including:

- 100% return rate from police forces for the 2017 NCA threat assessment of county lines (up from 56% in 2016);
- introduction and implementation of legislation for police and the NCA to apply to the civil courts for an order to compel mobile network operators to close down phone lines used in connection with drug dealing (DDTROs);
- publication of guidance for frontline practitioners which has been downloaded 4,770 times from July to December 2017; and
- support for a series of events to raise awareness of county lines in different sectors such as social services, housing, safeguarding and youth justice.

The initial phase has been successful in delivering a number of key actions but we recognise that there is much more to do. In November 2017 the Inter-Ministerial Group on Gangs tasked the County Lines Working Group with developing a second phase of activity, to consolidate and build on the good work undertaken to date and to address the specific threats and challenges highlighted through the NCA's third threat assessment of county lines published in November 2017,

feedback from frontline practitioners and the knowledge and insights of Working Group members. This plan is included at Annex A to this strategy. However, we recognise that county lines operations are constantly evolving and we will review our response and consider new actions as the nature of the threat changes.

Definitions of county lines and criminal exploitation

As set out at the beginning of this chapter, 'county lines' is a term used by police and partner agencies to refer to drug networks (both gangs and organised crime groups) who use children and young people and vulnerable adults to carry out illegal activity on their behalf. Gangs dealing drugs is not a new issue but the extent to which criminal exploitation (often organised) of children and vulnerable adults, as well as the increasing use of violence, has become an inherent part of it through county lines makes it especially damaging.

In order to support different agencies and sectors working together it is important we have common definitions of the issues we are tackling. The UK Government definition of county lines is set out below together with our definition of child criminal exploitation, which is increasingly used to describe this type of exploitation where children are involved:

County lines is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas [within the UK], using dedicated mobile phone lines or other form of "deal line". They are likely to exploit children and vulnerable adults to move [and store] the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons.

Child Criminal Exploitation occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child or young person under the age of 18 into any criminal

activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial or other advantage of the perpetrator or facilitator and/or (c) through violence or the threat of violence. The victim may have been criminally exploited even if the activity appears consensual. Child Criminal Exploitation does not always involve physical contact; it can also occur through the use of technology.

National County Lines Co-ordination Centre (NCLCC)

Police forces are taking a range of action against criminal gangs and organised crime groups involved in county lines drug dealing with an approach focused on both disrupting and prosecuting offenders but also, crucially, identifying and safeguarding those caught up in the model. Children and young people are used to carry drugs and money, or vulnerable adults have their homes taken over for use as traphouses (known as 'cuckooing'). Once caught up in county lines, exploited individuals are at risk of extreme physical and/or sexual violence, gang recriminations and trafficking. The growing problem of county lines and its impact on levels of violence and exploitation has been the subject of reports by the National Crime Agency, who have issued threat assessments of county lines in 2015, 2016 and in November 2017. These describe the very damaging impact of the violence on individuals, families and communities, including murders linked to county lines.

The NCA threat assessments have increasingly informed the policing response, including the landmark conference on county lines held by the NPCC in March 2017 which for the first time brought all police forces together in response to this issue. Following the conference, the NPCC lead set up a national working group, which identified the need for a platform to share information and co-ordinate the policing response.

A new National County Lines Co-ordination Centre (NCLCC) is being established to

help bring the law enforcement effort together. The links behind county lines are complicated and the threat crosses police force boundaries. The NCA provides a central point at which intelligence and information is shared and the links with criminal exploitation and illegal drugs markets are identified. It is also helping the NCA and police to improve their understanding of county lines, and it will also support operational policing, for example, through supporting police forces in their use of the Drug Dealing Telecommunications Restriction Orders (DDTROs) to close down mobile phone numbers used for county lines drug dealing. The Home Office will support the work of the NPCC lead and NCA to develop the Centre's role by providing specific funding of £3.6 million over the next two years.

Drug Dealing Telecommunications Restriction Orders

All of the national NCA county lines assessments have highlighted the centrality of the county lines gang's deal (phone) line in this form of drug dealing. Each county line phone number has the potential to be used by hundreds of drug users and to facilitate thousands of deals. County lines gangs make on average £3000 per day from each phone line, and on some prominent lines in excess of £5000 per day, from supplying drug markets. This level of demand presents an attractive market. In servicing these markets, drug dealers use a number of tactics to minimise the risk of being identified and arrested. This includes the use of children and young people to service the deal lines.

The NCA assess that shutting down phone lines and disabling mobile handsets used by county lines gangs and organised crime groups to deal and supply drugs will significantly impact upon county lines gang-related class A drug supply and its associated exploitation. We have responded by bringing forward new primary legislation in the Digital Economy Act 2017 that through new regulations enables the NCA and the

police to go to the civil courts to get an order - the Drug Dealing Telecommunications Restriction Order (DDTRO) – to compel the relevant mobile phone operator/s to close down a particular phone number and/or handset used for drug dealing. The regulations came into force in December 2017, and after an initial pilot undertaken by the Metropolitan Police in January 2018, the power to use DDTROs is now open to all police forces.

The intention is that this disruption tactic, when paired with complementary police and safeguarding action, will make the county lines operating model inoperable and unattractive, so helping to prevent the supply of drugs, reduce the associated serious violence and protect those vulnerable individuals who county lines gangs exploit as part of their business model.

Prosecuting criminal cases linked to county lines

The Crown Prosecution Service has issued an overview in November 2017 of the approach to be taken in building criminal cases and prosecutions linked to county lines, with a particular focus on the relevance of the Modern Slavery Act 2015.

Powers under the Modern Slavery Act are being used successfully to prosecute members of county lines gangs, with the first convictions secured at Swansea Crown Court in December 2017. The use of modern slavery charges is in addition to using and charging with any drug-related offences and other offences such as assault.

To complement the CPS approach on county lines, the NPCC lead is taking forward work to develop an operational 'toolkit'. This toolkit draws together the tactical options available to officers when confronted with county lines-related offending.

Increasing awareness of the threat of county lines gangs amongst practitioners

Criminal exploitation of children and vulnerable adults is a widespread form of harm that is a typical feature of county

lines activity. It is a harm which needs to be more widely understood and recognised by those best placed to spot its potential victims, i.e. frontline staff who work with children, young people and potentially vulnerable adults. This includes professionals working in education, health, social care services, the youth and adult criminal justice system, housing, benefits, the police and related partner organisations. Guidance for practitioners was published by the Home Office in July 2017 to explain the nature of harm perpetrated by county lines gangs to enable practitioners to recognise its signs and respond appropriately, so that potential victims get the support and help needed.

The guidance outlines who could be vulnerable to county lines exploitation and the signs to look out for. It also draws parallels with other forms of abuse and exploitation in terms of those affected, and highlights that one of the key factors found in most cases of county lines exploitation is the presence of some form of exchange (e.g. carrying drugs in return for something), whether tangible or intangible. This is within the context in which there is an unequal power dynamic in which this exchange occurs, and the receipt of something in return does not make the young person or vulnerable adult any less of a victim. It is also important to note that the prevention of something negative can also fulfil the requirement for exchange: for example, a young person who engages in county lines activity to stop someone carrying out a threat to harm his/her family.

The guidance gives advice on what to do if practitioners have concerns, and it highlights their role in the safeguarding process. The guidance has been shared with a range of frontline professionals including social workers, housing officers, Youth Offending Teams and health professionals who have welcomed it. The guidance has been downloaded 4,770 times between July and December 2017 and 63% of statutory staff surveyed who had seen the guidance stated they used it in their day to day work.

We will continue to keep this guidance up to date and relevant, and continue to raise awareness of county lines related exploitation amongst practitioners.

In addition, the Department for Education's statutory guidance *Working Together to Safeguard Children* and guidance *Keeping Children Safe in Education* are being updated for publication later in 2018. The refreshed documents will reflect the risks to children of serious violence including the serious risk of harm associated with county lines exploitation and abuse. This will ensure that statutory safeguarding processes and multi-agency support can be put in place to protect and prevent harm to children at risk from criminal exploitation and abuse.

Raising awareness of the risk from county lines gangs and supporting victims

The Home Office will support nationwide awareness raising communication activity about the threat of county lines targeted to young and vulnerable people and how to avoid becoming involved and exploited by gangs. The activity is designed to deliver a range of communications and engagement activities in collaboration with the NPCC and Crimestoppers.

The activity is being delivered through a range of tailored communications materials including posters and online content. The communications material raises awareness of the signs to spot of a young person who is being exploited as part of county lines activity, and it signposts anonymous reporting via Crimestoppers. The activity will be launched in spring 2018.

Tackling the misuse of drugs: demand, supply and recovery

Drug Strategy 2017

The Government's Drug Strategy, published in July 2017, aims to reduce the number of people taking illicit drugs, and increase the rate of people leaving treatment successfully. To achieve these aims, the strategy sets out a comprehensive programme of action to:

- Reduce demand for drugs, through a universal approach focused on children and young people, with more targeted interventions with at risk groups, such as those who are not in education, employment or training, the homeless, or people with entrenched inter-generational substance misuse problems;
- Restricting supply by criminal gangs, by disrupting domestic drugs markets, responding effectively to the threat posed by organised crime groups, and by making our borders more resilient; and,
- Supporting recovery, by helping individuals with substance misuse problems recover and live a life free from drugs.

As the analysis in Chapter One makes clear there are a number of recent warning signs about which we should be concerned:

- There was an 18% increase in the estimated number of users of opiates and/or crack cocaine in the East of England; and
- There was a 21% increase in the estimated number of crack cocaine users in the South East.

These trends are confirmed by other sources: 2016/17 treatment data published by Public Health England (PHE) shows a 14% increase in the number of adults presenting at drug treatment services for crack cocaine problems (either on its own or with opiates). Other sources corroborate

the trend in crack prevalence: between 2014 and 2016, there was a 28% increase in the proportion of drug injectors who report using crack.

While these trends, specific to the use of crack cocaine, are worrying, the Government's overall approach is working: fewer people are taking drugs than a decade ago. However, in response to the changes in use of crack cocaine, the Government is supplementing its comprehensive and ambitious programme of work in the Drug Strategy with a series of focused measures in direct response to the change in crack use.

Drugs disruption and serious and organised crime

As part of our ongoing work to tackle serious and organised crime, we are improving our ability to pursue and prevent the high-harm Organised Crime Group cohorts that control the importation and distribution of drugs into and around the UK – and which are involved in other forms of serious and organised crime. We also continue to work with international partners to restrict the upstream supply of drugs. This involves operational cooperation and capacity building in source and transit countries, designed to disrupt Organised Crime Groups and address the socio-economic, governance and criminal justice related factors that drive, enable and perpetuate their activity.

Young people and at-risk groups

The Drug Strategy focuses on two approaches to reducing demand: first, a universal approach for all young people; second, through targeted activity aimed at specific vulnerable groups. Examples of this include an online resilience building resource, 'Rise Above', aimed at 11- to 16-year olds, which provides resources to help develop skills to make positive choices for their health, including avoiding drug use; and with funding from Public Health England and the Home Office, Mentor UK runs the Alcohol and Drug Education and Prevention Information Service (ADEPIS)

which provides practical advice and tools based on the best international evidence, including briefing sheets for teachers.

In addition to the significant programme of work already underway in this area we will go further to reduce demand and prevent young people and at risk groups being drawn into drug use and drug related crime by providing additional support for young people in pupil referral units.

We will build on the work of Mentor UK's 'Unplugged in England' feasibility study to provide additional support for vulnerable young people in areas with known problematic substance misuse. We will provide funding of up to £175,000 to support a pilot involving up to 20 schools and a number of pupil referral units in England to steer young people away from becoming involved in drug use and drug related crime.

In addition, we will ask the Advisory Council on the Misuse of Drugs to look at the level and extent of the collaboration between Children and Young People's services and the treatment system. This will enable us to look at how effectively Children and Young People's services are identifying individuals who may be potentially vulnerable to substance misuse problems and the extent to which they are being equipped with the resilience and risk management skills to help avoid the onset of substance misuse problems. In addition, we will ensure this work considers the extent to which Children and Young People's services refer individuals into drug treatment services where they have identified an issue.

Understanding the current cohort

In direct response to the increased use of crack cocaine, we and PHE will work with frontline practitioners, service users and peer mentors to understand more about the current cohort of crack cocaine users. We will use this opportunity to assess how we can more effectively respond to the challenge presented by an increased

prevalence of drug use, particularly crack cocaine use. In addition to identifying good practice around prevention, we will also review the availability of evidence based treatment interventions for this cohort and how these can be more widely implemented.

Support for communities in restricting drugs supply

The Drug Strategy sets out a comprehensive programme of action aimed at tackling production/ distribution, sharing intelligence, tackling the enablers of criminality, and taking a smarter approach to drug-related offending. We have already taken action to tackle the supply of so-called "legal highs". Since the Psychoactive Substances Act 2016 came into force, hundreds of retailers have either closed down or are no longer selling psychoactive substances; police have arrested suppliers; and action by the National Crime Agency has resulted in the removal of psychoactive substances being sold by UK based websites. We recognise how dangerous synthetic cannabinoids, such as those supplied under the brand name of spice, can be and the devastating impact that they can have on communities, families and the individuals taking them. That is why we acted to control these substances as class B drugs under the Misuse of Drugs Act and give the police the powers they need to take action, including making possession illegal and delivering longer sentences for dealers. The Drug Strategy emphasises the importance of a joined up approach to tackling the harms caused by drugs to prevent substance misuse, restrict the supply of drugs and support people from drug dependency. We strongly support the multi-agency approach being taken in local areas to respond to the problems caused by spice, and the Home Office will publish a review of the operation of the Psychoactive Substances Act by November 2018.

A new round of Heroin and Crack Action Areas

To enhance the activity on law enforcement the Home Office will build on this extensive activity and provide £500,000 over two years to support delivery of a new round of Heroin and Crack Action Areas (HACAAs). These areas will provide local partners and communities with the space to consider their response to a variety of public health issues, particularly around problematic heroin and crack use and the increase in drug-related deaths. The Home Office will work with the NPCC lead for drugs to ensure that this activity benefits from national and local leadership and has a significant and lasting impact.

Specifically, the Home Office will provide funding for up to seven co-ordinators to provide support for the HACAAs, as well as for the match-funding of specific initiatives that the local area wishes to pursue. The co-ordinator will bring local partners together (e.g. local authority, health, policing and probation) to focus on heroin and crack use and offending in their area; ensure that there are coordinated pathways available to provide appropriate support to users; gather soft intelligence to help understand the drivers of the crack increase and recommend solutions to areas; and encourage local partners to commit to actions and hold them to account.

Drug testing on arrest

We will continue to work with the NPCC lead for Drugs to encourage wider use of drug testing on arrest to support police forces in monitoring new patterns around drugs and crime. This will help provide an early opportunity to identify and refer offenders into treatment.

The Role of the Recovery Champion

Recovery remains at the heart of our approach with treatment being based on the best evidence and provided alongside the wider recovery support essential to achieving and sustaining recovery. While there are reports of reductions in investment in treatment, the evidence about the performance of the system is mixed. The headlines are positive: waiting times remain low, numbers of non-opiate-using clients in treatment has remained steady. However, there are a number of points of concern: numbers of opiate-using clients in treatment have fallen by 14% over the last seven years, and recovery rates among this client group have been falling, both of which may be a reflection of long-term, entrenched users with multiple and complex needs. The trends in performance data indicate that increasing the rate of individuals recovering from dependency may be difficult.

The Recovery Champion will provide national leadership around key aspects of the recovery agenda. They will support collaboration between different parts of the system and offer advice on how evidence-based practice can be most effectively applied and implemented to enhance elements of the system which are under-developed and in need of additional support.

We will also explore the issue of standards of provision within the drug treatment system by reviewing and identifying good and bad commissioning practices for local authorities to consider. In addition, we will also look at the strength of the links between employment and housing services and treatment services, to make sure that individuals are able to enter drug/ alcohol treatment with the strongest chance of leaving treatment successfully.

Key actions and commitments:

- Deliver a second phase of activity under our County Lines Action Plan to tackle county lines, to consolidate and build on the work undertaken to date and address new and specific threats and challenges.
- Provide £3.6m funding to support the development of the new National County Lines Co-ordination Centre (NCLCC).
- Continue to work with the CPS and NPCC lead on the prosecution of county lines encouraging the use of Modern Slavery Act offences where appropriate.
- Continue to raise awareness of county lines related exploitation amongst practitioners and update our guidance where relevant.
- Update the Working Together to Safeguard Children and Keeping Children Safe in Education guidance to reflect the risks to children of serious violence including the serious risk of harm associated with county lines.
- Undertake nationwide awareness-raising communication activity about the threat of county lines targeted to young and vulnerable people and how to avoid becoming involved and exploited by gangs.
- Provide additional support for young people at risk including £175,000 of funding to build upon Mentor UK's 'Unplugged' feasibility study to deliver support to children in schools as well as excluded children in pupil referral units.
- Provide £500,000 of funding over two years to support delivery of a new round of Heroin and Crack Action Areas.
- Continue to work with the NPCC lead for Drugs to support and encourage the use of drug testing on arrest.
- Support the role of the Recovery Champion in providing leadership and advice on standards of provision for drug treatment.

Chapter 4

Early intervention and prevention

We must prevent people from committing serious violence by developing resilience, and supporting positive alternatives and timely interventions. Prevention and early intervention are at the heart of our approach to tackling serious violence and based on the insights and evidence set out in Chapter Two. This chapter proposes universal and targeted (selective and indicated) interventions to intervene and stop people from getting involved in and committing serious violent offences. This includes the introduction of a new Early Intervention Youth Fund to support such action.

A universal intervention builds resilience in young people through supporting positive choices, improving critical thinking skills, providing healthy, stable and supportive frameworks whether in the home or school. Targeted selective interventions build resilience, role models and support for young people who may be at risk of being drawn into crime and provide interventions and support to reduce that risk. Targeted indicated interventions are targeted interventions for those at the highest risk of potential criminal involvement or who may have already been involved in crime. Indicated interventions include programmes that feature the ‘teachable moment’, which is the moment when a young person may be most willing to listen and engage.

Universal Interventions

Building resilience, critical thinking and life skills in young people

The Youth Investment Fund, launched by the Department for Digital, Culture, Media and Sport (DCMS) and the Big Lottery Fund in September 2017, allocated £40 million to boost local ‘open access’ youth provision in six targeted disadvantaged areas in England (East London, Liverpool City Region, West Midlands, Tees Valley and Sunderland, Bristol and Somerset and Eastern Counties). Over 300,000 young people are expected to benefit from increased access to a range of activities that help them develop their skills

and build positive relationships. This will include young people affected by violence.

The National Citizen Service (NCS) is open to all young people aged 16 to 17, offering residential activities and the chance to lead a social action programme and build skills and confidence. DCMS recently published guidance for local authorities encouraging greater collaboration between services for young people, including those at risk of violence, and NCS local providers. NCS achieves participation from a diverse group of children and young people and evaluation consistently shows that it delivers positive impacts for those who participate.

It was announced in January 2018 that £90 million of dormant accounts money will support disadvantaged and disengaged young people with their transition to work. The programme is being developed by the DCMS, the Department for Education, Department for Work and Pensions and the Big Lottery Fund. It will be developed through engagement with young people and the youth, Voluntary, Community and Social Enterprise (VCSE), education and business sectors to consider how their skills can benefit local communities and businesses.

We understand the importance of providing programmes that help young people build their self-confidence, character and ability to engage positively with society. This will help develop their resilience and enhance the protective factors through positive activities which all help to prevent young people being drawn into crime and violence.

For example, Sport England fund a range of programmes aimed at young people. This includes support through the Primary to Secondary school transition when young people have been shown to be particularly vulnerable to involvement in violence. The programmes are available throughout England. However, a number of these programmes are targeted towards areas with high deprivation and crime rates and where there are challenges of mental health issues within the young male population,

and where there may also be language and communication barriers.

Positive alternatives – employment

Job Centre work coaches across England work with local partners to provide support, tailored to the individual's needs and can include access to work experience opportunities, sector-based work academies and the New Enterprise Allowance.

Looking to the future, those involved in or at risk of being involved in gangs or serious violence will be eligible for early access to the Work and Health Programme. This will provide participants with more intensive, tailored support. It aims to address both work and health barriers and to achieve quality job outcomes.

Support for parents, teachers and schools

The Home Office and the Department for Education will work with other partners to build on models of police-school partnerships that exist in England and work well in building positive relationships between schools and police across the range of crime issues. We will showcase examples of good practice and the benefits of this relationship to help support parents, teachers and schools to feel equipped to identify and tackle serious violence issues that may present themselves within their schools. Such partnerships are an important means for police to work with the senior leadership teams in schools in respect of particular children and to highlight issues of concern in the community, whereas for schools the relationship provides a source of information and support in ensuring the school is a safe place for their pupils and students.

The Home Office will work with the Department for Education and Ofsted to explore what more can be done to support schools in England to respond to potential crime risks in and around their schools that has an impact on their pupils. The Home Office will continue to identify opportunities to engage with parents' groups to support

them, through supporting local community projects and also through our close working with key voluntary and community sector organisations which provide support. The Department for Education will also work with the Home Office, and other stakeholders to update its school security guidance to make clear the risks of carrying knives and provide advice on dealing with this important issue.

Targeted (selective) Interventions

Early Intervention Youth Fund

Building on the evidence set out in Chapter Two and recognising the importance of preventing often hard to reach young people from becoming involved in serious violence, the Home Office will be providing £11 million over the next two years through a new Early Intervention Youth Fund. This is a new fund to which Police and Crime Commissioners with Community Safety Partnerships (CSPs), or similar equivalent local partnerships (including Serious and Organised Crime Partnerships), in England and Wales will be able to bid for funding for youth and community groups who support early intervention and prevention activity with children and young people.

The Fund will set out criteria to be met when bidding for funding. This is likely to include evidence of cross-sector support and links with other local provision and schemes, and an element of match-funding. We anticipate a range of areas will be interested including areas experiencing problems through county lines related crime and exploitation (e.g. areas that have had a recent review under the Ending Gang Violence and Exploitation programme). We want to deliver services to support and prevent young people from getting involved in crime by supporting positive activities.

Young people and mental health

Mental health issues are more prevalent in individuals involved in violence and gangs than other comparable groups. The mental health issues they face include a range of conditions: conduct disorder, antisocial personality disorder, anxiety, psychosis and drug and alcohol dependence. The Policing and Crime Act 2017 includes a number of provisions to help improve outcomes for people in mental health crisis, including removing the use of police cells as places of safety for under 18s who are detained. Liaison and Diversion services are being rolled out in police stations and courts, and are currently expected to cover 82% of the population by March 2018, and aiming to achieve 100% coverage by 2021. These services identify and assess people arrested for an offence, including young people who may have mental health or substance misuse issues or other vulnerabilities, and aim to divert them into services and/or away from custody where appropriate.

The Department of Health and Social Care's Green Paper, published in December 2017, includes plans to deliver face-to-face support for parents of children with mental health problems and improve early interventions with young people with mental health issues. As part of this work, the Green Paper includes a commitment that trailblazers will examine how the support teams can best support children and young people in England who are not in school or other vulnerable groups such as children in care.

In addition, the Home Office has asked Public Health England to update their guidance to frontline practitioners on the mental health needs of gang-affiliated young people and young adults, originally published in 2015. This update to the guidance is important given that analysis of data from health screening initiatives with young people (10-18 year olds) at the point of arrest, found that almost 40% of those who were gang members (of both sexes) had signs of severe behavioural problems before the age of 12, compared with 13% of general youth justice

entrants. Around a quarter had a suspected mental health diagnosis and over a quarter were suffering sleeping/ eating problems (compared with less than 10% for general entrants). 1 in 3 female and 1 in 10 male gang members were considered at risk of suicide/self harm. The updated guidance will help inform the response of local services and agencies and help the commissioning of future services in England.

Trusted relationships

Through the Trusted Relationships Fund (England only), the Home Office is providing £13 million over the next four years (years 3 and 4 pending the next Spending Review) to pilot approaches which provide support to young people at risk of child sexual exploitation, gang exploitation and peer abuse. The Fund aims to support interventions which will help young people to build positive and trusted relationships with adults who are there to support them, which may help prevent not only their risk of abuse or exploitation but also involvement in violent offences, for example through child criminal exploitation.

Troubled Families Programme

The Troubled Families Programme 2015-2020 (England only) is transforming public services by providing high-quality, whole family support, including a designated key worker, to families with complex needs, which could include families where there is serious violence, or an adult or child who is at risk of offending. The Government has committed £920 million to the Troubled Families Programme (2015-2020) which aims to achieve significant and sustained improvement for up to 400,000 families by 2020.

Crime or anti-social behaviour is considered when assessing a family's eligibility for their local programme. The police and criminal justice professionals can recommend families to their local programme, who they feel would benefit from whole family support. The programme emphasises the importance

of strong partnership working in order to deliver integrated support to families, with local authorities engaging with a range of partners including the police. It encourages services to consider the overlapping nature of the problems a family is facing, such as involvement in crime, worklessness, substance misuse, truancy or mental health issues; tackling the root causes rather than simply responding to each problem in isolation.

Trauma based policing model

Evidence highlights that there are a range of adverse childhood experiences (ACEs) which are significant predictors of at least one form of serious violence. These experiences can be diverse and complex and include childhood neglect, childhood abuse, parental criminality and parental substance misuse. They can be further complicated by their interlinked nature and may require a new approach, underpinned by increased collaboration, to address the full range of factors affecting those who experience them.

Through the Police Transformation Fund, the Home Office is supporting police forces to develop new models for preventative policing. Around £7 million has been awarded to the four police forces in Wales, who in collaboration with Public Health Wales will develop and test a new approach to policing, which prevents and mitigates ACEs. This programme of work will aim to develop a trauma informed and integrated policing model, which will focus on ensuring that the police are better equipped to understand and then address the impact of adverse childhood experiences on both perpetrators and victims of serious violence. The programme will address the lack of early intervention and preventative activity and provide the opportunity to bring partners together to change the way that vulnerable people are supported.

The project will also look to utilise the knowledge of neighbourhood police officers and ensure neighbourhood policing becomes more integrated in a multi-service

early response approach. Neighbourhood and other community based officers are important for building consent in the wider community for actions taken to address violent crime. They are vital partners in developing a whole system approach considering how health, education, policing and others can work more closely together to provide the full range of support individuals often need.

Trauma informed youth justice services

Since 2013 the Youth Justice Board (YJB) has been working with the Welsh Government and All Wales Forensic Adolescent Consultation and Treatment Service (FACTS) and youth offending teams (YOTs) in Wales to develop and test the Enhanced Case Management (ECM) approach; introducing trauma-informed practice to YOTs. The initial test which took place in three YOTs targeted young people whose offending behaviour was considered prolific with complex needs such as adverse childhood experiences (ACEs) and trauma as interlocking factors. Evaluation suggests that young people experienced a wide range of complex needs.

The most prevalent problems (known or suspected) were drug and alcohol misuse, domestic violence, physical abuse and self-harm. Improvements in the lives of young people following ECM involvement were noted, such as improved resilience to chaotic family life, improved self-confidence, emotion regulation and resilience. There were also notable improvements for several young people across criminal justice indicators such as breach and re-offending rates. The cohort in the study was small (21) so caution needs to be exercised in generalising the findings further. However, there is a positive indication that the ECM has merit and should be developed and tested further.

A subsequent trial of ECM in response to ACEs is now taking place with the above-mentioned partners, Public Health Wales and the South Wales Police and Crime

Commissioner across South Wales YOTs. A further pilot is also planned with NHS England, Public Health England, the local Clinical Commissioning Group and Exeter University in four YOTs in the South West of England.

Through understanding the impact of ACEs, we know there is increased likelihood of becoming a victim, becoming violent, becoming involved with hard drugs and excess alcohol and ending up in prison.

Support for looked after children

Evidence shows that looked after children are at higher risk of involvement with the criminal justice system. The Department for Education, in partnership with the police and other stakeholders, is developing a new National Protocol on Reducing Criminalisation of Looked after Children and Care Leavers. This will seek to inform social care and policing processes and practice to reduce offending and criminalisation of looked-after children. This includes promoting understanding of the impact of adverse childhood experiences on young people's behaviour; using restorative practices wherever possible and appropriate as an alternative to a criminal justice response, which can increase likelihood of future offending; and improved partnership and communication between police and residential homes.

The Home Office and the Department for Education will continue to work closely together to consider what further specific actions may be taken to support vulnerable children to reduce any risk of these children being drawn into crime or pathways onto it.

Support children excluded from school

Evidence shows that children excluded from school are overrepresented in young offender populations. They are also overrepresented as victims of serious violence. The Department for Education has published statutory guidance which sets out that schools should consider intervention to avoid the need for exclusion,

particularly for vulnerable pupils. This should include focusing on identifying the causes of disruptive behaviour. In addition to this, DfE has commissioned a review of school exclusions which will explore and evaluate how exclusion is used, with a particular focus on those groups of pupils who are most likely to be excluded from school, and who are often vulnerable children, such as looked after children. The review, which is led by Edward Timpson CBE, was launched in March 2018 and will aim to report by the end of 2018.

Alongside the exclusions review, the Government has published an ambitious programme of reform to alternative provision which will drive improvements in the use, quality and support provided to those teaching in, and attending alternative provision including pupil referral units. The Department for Education's road map for the alternative provision reform programme '*Creating opportunity for all: Our vision for alternative provision*' sets out a clear vision and activity to drive change in the overall system and to identify and share best practice.

The Home Office and the Department for Education will work together on the support and advice offered to children being educated in alternative provision (including those entering alternative provision following exclusion) to reduce the risk of being drawn into crime or on pathways into it. The Alternative Provision Innovation Fund, recently launched by DfE may support positive outcomes in this area given the focus it has on positive post-16 destinations for children.

Targeted (indicated) interventions

Intervening at the 'teachable moment' in hospitals

The Home Office has provided support to the charity, Redthread, to support its work providing youth workers in hospital

emergency departments to intervene with young people and young adults who arrive at hospital with injuries likely to have been inflicted by some form of violence. The intention is to intervene at the teachable moment and help the young person reassess their life choices and give them support. Redthread operates in the Major Trauma Centres in London and it is also looking to develop its services in other London hospitals.

The Home Office is supporting Redthread to expand and pilot its services outside of London. The services are being developed for introduction at the Queen's Medical Centre in Nottingham from March 2018 and the Queen Elizabeth Hospital and Heartlands Hospital in Birmingham from July 2018. We will continue to support the provision of services based in hospital emergency departments that help young people at the teachable moment

Preventing young people becoming victims of criminal exploitation

We know gangs and other criminals often prey on young people and other vulnerable people coercing them to become involved in crime. In particular we have been taking action to help prevent criminal exploitation, especially through county lines drugs gangs.

In addition to training professionals and communities about county lines to increase resilience, the Home Office has funded a pilot service in 2017/18, being undertaken by the charities, St Giles Trust and Missing People, to provide support to young people exploited through county lines in order to divert them from further involvement in crime or gang activity. We will draw and build on the learning from this pilot and consider how this service can be made available to support more victims of county lines and child criminal exploitation across England and Wales.

Young People's Advocates and support for gang-affected women and girls

Since 2012 the Home Office has provided funding for a network of Young People's Advocates (YPAs) in London, Manchester and Birmingham to work directly with gang-affected women and girls, especially if they have been victims, or are at risk, of sexual violence by gangs. The YPAs provide much needed direct support and advice to young people being exploited by gangs and we will be providing funding to continue to support these services until at least 2020.

Young women and girls generally respond better to programmes which are stylistically different to those designed for males. Gender sensitive responses that acknowledge the importance of positive relationships and improved self-esteem as an exit from crime, violence and gangs are key to the YPA programme, and are instrumental to safeguarding this cohort effectively.

In addition to offering intensive 1:1 support to young women and girls experiencing or at significant risk of sexual violence and exploitation, YPAs map vulnerable females across boroughs to support the identification and delivery of services, and they also raise awareness to a variety of multi-agency practitioners alongside this.

We will continue to support existing YPA provision and explore whether the YPA model should be expanded and supported in other areas.

Missing children and return home interviews

Young people and vulnerable adults caught up in county lines activity frequently go missing from home and school so linking with action being taken to address missing persons is often a critical factor in identifying and supporting those involved in county lines. Our guidance on county lines makes clear that going missing should be considered as a key indicator of potential gang or county lines exploitation. We know from the specialist voluntary sector

organisations we fund, who conduct Return Home Interviews, how important these are, not only in building engagement with a young person to work with them to change their life, but also in providing valuable intelligence for law enforcement and we will continue to support and encourage local authorities and PCCs to invest in these valuable services.

The Government is committed to ensuring that missing people and their families receive the right support from Government, statutory agencies and the voluntary sector. We are clear that tackling this issue requires a multi-agency response and co-ordination across a range of policies and operational partners including the police, local authorities and the health sector. That is why we are refreshing our Missing Strategy, originally published in 2011 and, for the first time, we will be publishing this alongside an implementation plan setting out the action we are taking across Government to improve our response.

National Referral Mechanism and county lines victims

The National Referral Mechanism (NRM) provides an important route for capturing intelligence on those trafficked and providing support for victims including those trafficked for county lines exploitation and abuse. In 2017 we announced a range of reforms to the NRM and we are considering how it can provide additional support for child trafficking victims (including those trafficked under county lines). We will continue to increase awareness and identification of children involved in county lines activity as victims of modern slavery and ensure that any future support reflects the needs of these children.

Through the £2.2 million funding granted as part of the Child Trafficking Protection Fund, we will continue to test new and innovative ways of supporting trafficked children to ensure the needs of all child victims are being met regardless of whether they have been trafficked within the UK or overseas.

Support for young adults at the 'teachable moment' - DIVERT

DIVERT is a Metropolitan Police custody programme, designed to divert 18-25 year olds away from offending and into employment, training and education. The concept was introduced in Brixton Police Custody in April 2015 in order to fill a gap in statutory provision for young adults. This was initially coordinated by Metropolitan Police staff and volunteers who would engage directly with young adults in police custody and refer them onto effective employment partners. Since October 2016 the engagement role has been undertaken by the Milestone Foundation.

DIVERT seeks to engage with 18-25 year old entrants in custody. The programme provides young adults with support from volunteers while they are in detention. The police team approaches the young adults who have been identified prior to entering custody, and asks them if they wish to speak with volunteers working on DIVERT. If the young adult agrees, they are taken out of the cell and spoken to about their lifestyle. DIVERT volunteers will then advise the young adult about a number of agencies that they can be referred into. If the young adult wishes to engage, they will be referred and their details will be passed to that agency. Following the young adult's release, the team will make a follow up call to the partner to see if the young adult has engaged, and what outcomes have occurred.

DIVERT has successfully engaged gang nominals, adults in possession of weapons, young women and repeat offenders into employment. Over 280 young adults were approached, 181 of these engaged with the team, and 76 of these are now either employed or enrolled (maintaining attendance) on a course or development course. The re-offending rate for the 181 young adults who engaged is 8%, which is 21% less than the average for re-offending rate for adults in general in Lambeth. Out of the 76 employed only 6 have since re-

offended. The DIVERT team are working to expand their model, the programme is currently delivered within Brixton and Bethnal Green custody suites, with further roll out planned for Croydon, Wood Green, Camden and Lewisham. We will provide support to the Metropolitan Police as it rolls out the model and work of the DIVERT team.

Focused support for young offenders

Youth Offending Teams (YOTs) are the statutory multi-partnership agencies responsible for delivering youth justice services locally and accountable to local authorities. Statutory membership of the YOT includes the local authority, police, probation services and health. They are well placed to develop sustainable relationships with young people under 18 in their role to assess and supervise young people, compile reports for the courts and provide diversion and rehabilitative programmes.

Effective sentencing, offender management and support in the community to address the needs of young people who offend and reasons for offending has the potential to reduce further offending. It will also reduce the number of young people entering the secure estate and the numbers transitioning into the adult estate or going on to become adult offenders. Where these interventions are targeted to the individual, and supplemented by voluntary action, they can provide long lasting change to a young person's life chances. To help share good practice, the YJB hosts the Youth Justice Resource Hub, a site where the youth justice community can disseminate effective interventions to support young people away from criminality.

Working with young people in youth custody and adults in the prison estate

As a result of the risk of violence within our secure establishments, the safety of young people in custody is a priority. Ministry of Justice will be investing in the workforce to reduce violence, improve outcomes for children and young people and ensure that a career in youth justice continues to be a respected and rewarding profession. This

includes expanding frontline staff capacity in public-sector Young Offender Institutions by approximately 20% (around 100 new recruits) and introducing a new youth justice specialist role. We regularly review interventions available to young people in the youth secure estate with the aim of improving support to young people to improve their outcomes on release.

Given the complex needs demonstrated by young people in custody, Her Majesty's Prison and Probation Service have developed a model of support (the HMPPS Young People Estate Behaviour Management Strategy) which aims to address risks and needs of young people at the lowest possible level through early intervention and an initial universal approach. This provides increasing levels of intensity and specialisation based on individual need to prevent further deterioration in behaviour. Interventions and support include:

- **Public Sector Prisons (PSP) Psychology Services Model:** this provides specialist assessment, intervention, consultancy and evaluation to aid effective risk reduction and management, reintegration or redirection.
- **Promoting Risk Intervention by Situational Management (PRISM):** PRISM is an evidence-based process that highlights characteristics of the situational environment that have a bearing on violence and risk reduction within that environment (such as staff training, morale and experience, and management and interventions).
- **Custody Support Plan (CuSP):** this is an evidence-based care planning approach for all young people in custody. It provides each young person with a personalised officer to work with on a weekly basis in order to build trust and consistency. It is based around the 'hierarchy of needs', namely meeting physical needs (warmth, shelter, food etc.), building trust and safety, work on relationships, self-esteem and achievement; and self-actualisation.

- **Conflict Resolution Strategy:** applies restorative justice principles to resolve conflict between young people, and staff are being trained as Restorative Justice Facilitators. The aim is to have all public-sector youth establishments awarded a Restorative Justice Quality Standards Mark.
- **Enhanced Support Units (ESUs):** are being rolled out for young people with extremely complex and challenging needs, which will enable the delivery of more intensive rehabilitation work in a therapeutic environment for those who pose significant risk, require specialist input, and for whom mainstream behaviour management approaches are not working and not likely to be effective. The Enhanced Support Team provides in-reach services to the ESUs. This is a specialist and multi-disciplinary team who work together to ensure co-ordinated services. The first ESU opened at Feltham YOI in November 2017.

Key actions and commitments:

- Home Office will provide £11 million over the next two years through a new Early Intervention Youth Fund to work with Police and Crime Commissioners and Community Safety Partnerships (or equivalent) to provide joined up support to youth groups and communities to support early intervention and prevention with young people.
- Provide young people involved in or at risk of being involved in gangs and serious violence with more intensive, tailored support through early access to the DWP Work and Health Programme.
- Explore and build on models of partnerships that exist and work well in building positive relationships between schools and police in England.
- Home Office will work with the Department for Education and Ofsted to explore what more can be done to support schools in England to respond to potential crime risks.
- The Department for Education will also work with the Home Office and other stakeholders to update its school security guidance to make clear the risks of carrying knives and provide advice on dealing with this important issue.
- Rolling out Liaison and Diversion services in police stations and courts to help improve outcomes for people with vulnerabilities including drug and alcohol problems and mental ill health.
- Providing face-to-face support for parents of children with mental health problems and improving early interventions on young people with mental health issues.
- Public Health England to refresh its guidance for frontline practitioners on the mental health needs of gang affiliated young people and young adults.
- Providing £13m over the next four years (years 3 and 4 pending the next Spending Review) through the Trusted Relationships Fund to pilot approaches which provide support to at risk young people to build positive and trusted relationships with adults who are there to support them.
- Providing high-quality, whole family support to those with multiple and complex needs, including where there are family members involved in, or at risk from, crime or anti-social behaviour, through the Troubled Families Programme in England (2015-2020).
- Providing £7m to develop a trauma led policing model across four Welsh police forces focused on ensuring the police can better understand and address the impact of adverse childhood experiences on both perpetrators and victims of serious violence.
- Consider the support for pupils at risk of exclusion and the support offered to children following exclusion to reduce the risk of them being drawn into crime or on pathways onto it.

- Supporting Redthread to expand and pilot its Youth Violence Intervention Programme outside London, starting with Nottingham and Birmingham, and to develop its service in London hospitals.
- Consider the outcome of the pilot service for victims of county lines, run by St Giles Trust and Missing People.
- Continue to support and fund Young People’s Advocates working with gang-affected young women and girls, and explore whether the model should be expanded to other areas.
- Refresh the Missing Strategy and publish an implementation plan to reflect those who go missing in the context of county lines criminality.
- Support the expansion of the DIVERT model based on intervention with young adults in police custody.
- Support the rollout of Enhanced Support Units within the youth secure estate, for young people with extremely complex and challenging needs.
- Support rollout of Custody Support Plans as part of the wider youth custody reforms programme.

Chapter 5

Supporting communities and local partnerships

Tackling serious violence requires a multiple strand approach involving a range of partners across different sectors and communities and local partnerships are at the heart of this. It is also crucial that this issue is understood and owned locally so that all the relevant partners can play their full part. Taking effective action means local communities and the relevant partners must see tackling serious violence as their problem that they must do something to prevent. There are already a number of local partnerships, particularly Community Safety Partnerships (CSPs), who can provide leadership locally and bring people together. We want such partnerships to put tackling serious violence at the heart of their agenda and actively consider how best they can prevent and disrupt such crime, and in particular, how early intervention and prevention can help and be applied locally.

Police and Crime Commissioners (PCCs) also have a vital leadership role to play through working with and across local CSPs, and other local partnerships that can play an important role, and providing the strategic focus needed. The Early Intervention Youth Fund, set out in Chapter Four, will have a part to play in this. The Home Office will provide support through bringing CSPs and other relevant partnerships together to share best practice and ensure strategic links are made. This chapter sets out measures to raise awareness of the key issues and how best to respond, building on the insights from Chapter Two about risk factors and the impacts of prevention and early intervention programmes. It outlines how we help prepare communities to respond to serious violence, and the exploitation that can be associated with it, through developing resilience. It also sets out the important work we are taking forward in partnership with retailers to tackle this crime.

Working to build resilience to violence in local communities

Anti-knife crime Community Fund

It is essential we help local communities to tackle knife crime. In particular it is very important that we work with young people so they are made aware of the positive alternatives open to them and are not tempted to carry a knife with the risk of inflicting serious injury or even loss of life.

The Home Office has therefore set up a Community Fund to provide support for local initiatives to tackle knife crime in England and Wales. We launched the Community Fund in October 2017 and received 367 bids. The Home Office has supported 47 of the bids. We initially announced that £500,000 was allocated to the bids, but in view of the high quality of the bids received, we increased the amount awarded to over £760,000.

The local initiatives supported through the Community Fund include projects that take an education and early intervention approach, and others that focus on diversionary schemes for young people at risk of knife crime. For example, we have provided funding to support workshops to groups of parents and carers concerned about knife crime, and who need additional support to talk to their children more effectively about the issue. Funding for other projects includes providing targeted outreach to go into schools, youth clubs, places of worship and others to explain the risk factors that lead to carrying knives.

A number of projects focus on targeted engagement with young people to involve them in positive programmes to gain an understanding of the dangers of carrying knives and increase their self-esteem to make a positive contribution to their communities. Many of the young people targeted may be those who have committed offences and those who have been identified as being on the cusp of being criminally exploited. Another example of a funded

project includes Lives not Knives in Croydon which uses the organisation's experience and knowledge to train youth workers, teachers and volunteers to deliver similar programmes through a series of road shows in communities.

Other projects are designed to provide intensive support alongside sports and performing arts workshops as tried and tested diversionary activities. Sessions of this kind also include targeted harm reduction and personal safety programmes, and others include activities led by trusted positive role models and youth workers who can offer mentoring, practical support and diversionary activities to lift them out of a lifestyle of offending.

The Home Office will hold further rounds of the Community Fund in 2018/19 and 2019/20 of up to £1 million each year to support local communities. The Community Fund for 2018/19 was announced in March 2018 and will be launched later in Spring 2018.

Serious Violence and Community Safety Partnerships

Effective local partnerships and local multi-agency working are at the very heart of a successful approach to tackle serious violence issues. It is very important that CSPs (or local equivalent) take a far greater role in tackling serious violence locally and provide leadership locally. The role of health, social services, youth offending and educational partners in early intervention and prevention is vital to tackling serious violence and only through a multiple-strand approach will local partnerships be able to effectively identify, understand and tackle the serious violence challenges within their communities.

There are a range of local multi-agency structures already in place that can all play a valuable role in bringing together the range of partners needed to tackle serious violence. Whilst we recognise there is no one size fits all approach, we will support and promote the effective use of CSPs (and local equivalents) to deliver local multi-

agency plans to tackle serious violence in communities. Through national and regional events, the Home Office will help identify, support and promote the spread of best practice in relation to multi-agency models to bring health and education partners into closer partnership with the police to ensure we maximise the multi-agency response and approach to tackling serious violence. We will also support local partnerships if necessary to develop their response through identifying tailored support.

Role of Police and Crime Commissioners in tackling serious violence in communities

Police and Crime Commissioners have a leading role to play in galvanising the local response to serious violence. We want to work with PCCs to ensure that they are reflecting in their police and crime plans, the serious violence issues that are blighting their communities. The Home Office will also explore how local communities have easily accessible information to hold their PCCs to account for action on serious violence locally.

We will also explore the role of the Strategic Policing Requirement in driving a focus on tackling serious violence where this is linked with a national threat, for example posed by organised crime, such as county lines related drug dealing, violence and exploitation.

The new Early Intervention Youth Fund will mean that CSPs will play a leading part with PCCs in supporting youth and community groups providing intervention programmes in England and Wales. The criteria for bidding will be fully in line with the leadership role played by PCCs working in partnership with local partners.

Police and Crime Commissioners and Public Health

There are strong links between policing and public health, particularly with regards to drug and alcohol treatment and prevention services. It is imperative that those links are as strong as possible, and that PCCs and Directors of Public Health work as closely together as possible. Those links must also take account of the emerging picture with regards to the devolution settlements across England and the creation of mayors, some of whom are also PCCs.

These developments, and publication of this strategy, provide a useful opportunity to test the strength of the relationships between public health and PCCs, and look at how those links can be strengthened and how and whether the role of PCCs can be expanded so that they play more of a role in discussions about public health.

EGVE local reviews and strategic reviews

It has been a key part of the Ending Gang Violence and Exploitation (EGVE) programme since 2016 for the Home Office to provide match funded support for local authorities, police forces or PCCs in England and Wales who would like a review undertaken to check their resilience and local capability to respond to gang related crime. The review is undertaken by external experts in a range of areas such as education, youth justice and safeguarding. Through interviews and focus groups with frontline practitioners, these experts gather information, knowledge and perception to build a qualitative picture of the key issues and drivers. This provides a report with insights and recommendations for action in respect of the risk of violence and how best to respond to the linked exploitation and safeguarding issues. This programme builds on Home Office work and reviews undertaken since 2012 in the earlier Ending Gang and Youth Violence programme.

In 2016/17 there were 13 local reviews undertaken in areas where agencies anticipated and welcomed advice as part of the EGVE programme in order to prepare in case of violence and the associated exploitation, often linked to the risk of county lines drug dealing. In 2017/18 we supported 15 local reviews and widened the support to include follow-up training and advice. In London we have worked closely with the Mayor's Office for Policing and Crime (MOPAC) and we are pleased it has supported reviews on a similar match-funded basis with London boroughs and continues to do so. To date it has supported 16 reviews since 2016.

The Home Office is also providing match-funding for regional strategic reviews to identify a common framework that the police, PCC and partners across the region can take to effectively tackle the threat posed by county lines gangs and in developing safeguarding measures. This builds on the work in 2017 commissioned by the PCCs in Essex, and there have been two regional reviews in 2017/18 in Thames Valley and Bedfordshire.

This support offer covers:

- identification of young people and vulnerable adults being exploited, or at risk of exploitation, by gangs to commit criminal acts;
- ability to intervene at an earlier stage to prevent young people and young adults getting caught up in gang activity and the associated violence in the first place;
- appropriate sharing of information on gang nominals and those at risk of gang involvement to enable swifter enforcement activities;
- violence reduction e.g. inter-gang and intra-gang violence, knife crime, gun crime;
- criminal activity e.g. CSE, acquisitive crime, drug supply/taking/dealing, anti-social behaviour.

The Home Office will continue to provide match-funded support for local and regional reviews in 2018/19 and 2019/20 and will enhance the package through training and follow-up advice for areas from the team of experts.

EGVE Forum – supporting practitioners and supporting communities

It is very important that we encourage, support and learn from frontline professionals who in turn support communities. The EGVE programme is supported by an EGVE Forum which is a network of partners and professionals in England and Wales. The Forum meets quarterly and currently has over 200 members. The membership is made up of local practitioners including the police, local authority staff, and the voluntary sector.

The Forum supports early warning and real time feedback on serious violence challenges by drawing on the knowledge and expertise of frontline staff and provides an opportunity for Forum members to share best practice of working in their communities, for example on emerging challenges and innovative approaches to tackle them. As a result of the Forum, stronger relationships have been fostered between local areas. We will continue to support the EGVE Forum and ensure we use this critical network to reach out to and engage communities in England and Wales.

EGVE Fund – supporting community initiatives

The Home Office has set up an EGVE Fund to provide funding to local community based initiatives in England and Wales as part of the EGVE programme.

In 2016/17, 11 schemes were supported including:

- preventative education through targeted schools interventions in e.g. Basildon (Basildon Council), Southwark (Growing Against Violence), Enfield (St Giles Trust) and Derby (The Enthusiasm Trust);
- specialist support for gang-affected young women and girls in Hackney (Safer London) and Devon and Cornwall (The Harbour Centre);
- intervention and community support work within A&E services (Oasis Community Hub, St Giles Trust); and
- wider support for parents and communities in tackling gangs and related violence (Race Equality Foundation, Crying Sons).

In 2017/18, the Home Office increased the available funding to nearly £300,000, and 16 local initiatives were awarded funding with a particular emphasis on tackling county lines gangs and supporting schemes that promoted early intervention. A number of projects are working with young people in programmes that combine mentoring and one-to-one support work with sport, music or other activities.

The Home Office has also funded interventions such as piloting a whole-school restorative practice approach in Lewisham and pop-up drop-ins for young people in 'hotspot' areas in Birmingham. Other projects build on the training and awareness raising work about gangs and related issues to reach wider audiences, e.g. The Harbour Centre in Plymouth is targeting 2000 participants including professionals and public through awareness raising activities including conferences and communication campaigns. In London, Crying Sons are delivering specialist training on county lines and gangs to foster carers and vulnerable parents.

The Home Office will continue with further rounds of the EGVE Fund so that we can continue to support local community schemes.

Supporting local initiatives to share information between hospitals and local police to tackle violence

Evidence has shown that a substantial proportion of assault cases treated in hospital emergency departments are unknown to the police, and so the Home Office, the Department of Health and Social Care and NHS England worked together to support the Information Sharing to Tackle Violence (ISTV) initiative in England. This provides information to support action by the police and others to prevent and reduce violent incidents. This includes adjusting routes of police patrols, reallocating police from the suburbs to the town or city centre at certain times of the day and week, targeting problematic licensed premises, informing deployment of CCTV, pedestrianising certain streets and introducing plastic drinking glasses.

ISTV is underpinned by a published information sharing standard which sets out the minimum level of data that emergency departments are required to collect and share with the police and CSPs. This dataset has also been included in the Emergency Care Dataset (ECDS) which went live in all Type 1 (major) emergency departments in October 2017. The key pieces of data are: the date and time of the injury, where it happened, the weapon used and whether the injury was intentional.

Since 2012, the Government has been actively supporting and leading ISTV including funding a network of Violence Reduction Nurses to develop data collection and information sharing. It is now important that CSPs or similar local partnerships work with hospitals as part of their greater leading role and strengthen local links and use of this important information.

We consider that ISTV works most effectively when it is built into local arrangements and supported locally and where CSPs (or equivalent) take a leadership role. As part of their greater role in tackling serious violence,

PCCs working with CSPs should consider how the effective use of this information can reduce violence in communities. For example, MOPAC has developed an effective model for London, and although this specific model is unlikely to be adopted directly elsewhere in the country as it was designed to support the large number of CSPs operating within London, it shows what local leadership can do to bring about effective partnership work and information sharing. Other areas should actively consider how they can take similar action.

Working together to raise awareness and tackle crime

Raising awareness of the risks of carrying knives

We are working to change the attitudes and behaviours of young people and young adults who are prepared to carry and use knives. We know that a number of young people carry knives because they are worried that other people carry knives and think that they should do so too. Other young people carry a knife to portray themselves as fearless and to convey a 'hard' image. We need to work with partners to address both of these motivations for carrying knives, as there is clearly an increased risk of the person either being stabbed or stabbing someone if they are carrying a knife.

On 23 March 2018 the Home Office launched a major new media advertising campaign about the risks of carrying knives called #knifefree. This campaign has been informed by previous qualitative and quantitative research which indicates that adverts should seek to change attitudes and behaviour by challenging the perception that carrying a knife is normal. In particular, the advertising campaign is informed by research on the motivations of young people and the perception amongst too many young people that knife carrying is normal.

The digital first campaign will be aimed at 10-21 year olds. Adverts will direct young

people to a website where they can find out more information about coping strategies to support them to stop carrying knives, as well as highlighting alternative positive activities to help young people understand the options that are available to them.

Working in partnership with retailers to encourage the responsible sales of knives

The Government is working closely with retailers to prevent young people under 18 years of age from being sold knives. It is already against the law for someone under 18 to be sold a knife but we were concerned about how effectively this has been complied with by some retailers.

Preventing young people from buying knives is an important way to disrupt the use of knives in violent crime. We know that domestic knives from the home are often used in crime but we also know that many other knives are bought especially for violent crime, often because of their intimidating appearance or the so-called status that they give to those who carry them. Such knives are kept out of sight in the home but are also often left hidden in places such as parks or other public places where they can be picked up or left until they are needed.

In March 2016 the Home Office agreed a set of commitments with major retailers to prevent the underage sales of knives in their stores and/or online. As of March 2018, 18 major retailers have committed to: having robust measures in place to ensure age verification; appropriate display, packaging and access to knives in stores; taking action to ensure customers and staff are reminded that knives are age restricted products; and ensuring that staff receive regular training on restrictions and safeguards around the sale of knives.

Tesco, eBay UK, Lidl UK, Amazon UK, Wilko, Argos, Asda, Poundland, Morrisons, Sainsbury's, John Lewis, Waitrose, Boots, Co-op, B&Q, Aldi UK, TKMaxx and Debenhams have all signed up to the principles. As a leading UK marketplace, Ebay UK has committed to take appropriate

steps in this area, and Amazon UK has also made a commitment to enforce age restricted sales through their marketplace.

Since 2016 the Home Office has been in regular contact with the major retailers to advise them how their stores have fared during test purchase operations aimed at under-age sales of knives. We welcome the improvements and measures introduced by retailers to reduce the risk of knives being sold to under 18s. However, we know that more needs to be done as around 1 in 5 shops still fail test purchase checks.

Working in partnership with retailers on corrosive substances

In January 2018, the Home Office announced a voluntary agreement with a number of major retailers in which they made commitments about the responsible sales of corrosive substances including not selling products containing the most harmful substances to under 18s. The agreement was developed with the British Retail Consortium and also tested with the Association of Convenience Stores and the British Independent Retailers Association to ensure that the commitments were proportionate and worked in the retail environment. The major retailers who have signed up to the commitments as of March 2018 are: Wickes, Screwfix, B&Q, Wilko, Waitrose, John Lewis, Tesco, the Co-op, Morrisons, Aldi UK, Lakeland, Asda and Homebase.

The Home Office is working with the British Independent Retailers Association to encourage smaller independent retailers to join the voluntary agreement. It is also very important that we work with online market places on what action they can take to restrict access to products which contain the most harmful corrosive substances. The voluntary agreement was introduced in advance of new legislation as it is important that retailers take action as soon as possible because of ongoing public concern about access to products containing harmful corrosive substances and their use in violent attacks.

There are controls in the Poisons Act 1972 on corrosive substances that can be used as poisons or as explosives precursors. Although this legislation is not designed to limit access to corrosive substances used to assault people, its impact is to restrict access to some of the most harmful substances of concern. The Government has laid a statutory instrument which will make sulphuric acid a regulated explosives precursor above a concentration level of 15%. The effect of this will mean that members of the public will require a licence to be able to import, acquire, possess or use sulphuric acid.

Support for communities and victims of corrosive substances

Attacks on people involving acids or other corrosives are a serious matter that can result in huge distress and life changing injuries, which is why victims and survivors are at the heart of our response to attacks using corrosive substances. The Home Office is leading work with the Department of Health and Social Care, NHS England, the police, MoJ and the CPS to ensure that there is appropriate support available to victims, from the initial medical response and beyond. The National Police Chiefs' Council Lead has issued guidance and training for police officers on how to respond and treat a victim of an attack at the scene.

NHS England, in partnership with the British Association of Plastic, Reconstructive and Aesthetic Surgeons, have also provided advice to the public on what to do in the event of being caught up in an acid or corrosive attack ('Report, Remove, Rinse'). This first aid guidance was issued in August 2017 to help ensure victims of acid attacks get the right help fast including new online guidance and support to victims as well as friends or family of people affected by burns.

We want to ensure that victims feel confident in coming forward to report these crimes. This includes ensuring effective support through the Criminal Justice System so that the perpetrators of these horrific crimes are

brought to justice. To enable victims and survivors to give their best evidence in court, we must ensure that police and prosecutors are actively considering the potential need for special measures and of the use of victim personal statements and community impact statements to ensure the court is fully aware of the impact of these offences on individuals and communities.

The Home Office has also commissioned the University of Leicester to conduct research to understand better the range of motivations of those who carry out and use acid and corrosives and how they obtain them. The research team are working with a number of police forces to identify cases from which they will develop a sample of offenders to interview. The interviews will explore the motivations and decision making process of the offender on why they chose this as a weapon. The team will also engage with a range of experts to gain their view on the drivers for these types of crimes. The findings from the research will help shape prevention, early intervention and enforcement responses.

Key actions and commitments are:

- Continue support for local initiatives to tackle knife crime through further rounds of the Community Fund in 2018/19 and 2019/20.
- Launched a major new media advertising campaign aimed at young people and young adults raising awareness about the risks of carrying knives called #knifefree.
- Give Community Safety Partnerships (or equivalent) a mission to develop plans to respond to serious violence in their local area and we will support them by hosting conferences to bring partnerships together to share best practice and innovation.
- Work with Police and Crime Commissioners to prioritise and identify what action they are taking against serious violence, including knife crime, in their annual Police and Crime Plan.
- Explore how the Strategic Policing Requirement can support greater focus on serious violence and county lines and deliver a pilot on serious violence as part of our programme to empower local people to hold PCCs to account for the priority they provide to tackling serious violence within their communities.
- Strengthen the links between PCCs and Public Health and look for opportunities to expand the role of PCCs in relation to public health.
- Continue to provide match-funded support for local and regional reviews in England and Wales to respond to county lines and gang related problems in 2018/19 and 2019/20 and enhance the package through training and follow-up advice for areas from the team of experts.
- Continue to support the EGVE Forum with frontline practitioners to share good practice and ensure we reach out to communities in England and Wales.
- Continue to support local voluntary sector and community schemes through further rounds of the EGVE Fund.
- Encourage Police and Crime Commissioners with CSPs (or local equivalents) to take a leading role in strengthening local links to best make use of the information gathered through the Information Sharing to Tackle Violence Initiative.
- Work with the British Independent Retailers Association to encourage smaller independent retailers to join the voluntary agreement on the responsible sales of corrosive substances, including not selling products containing the most harmful substances to under 18s.
- Add sulphuric acid to the list of substances subject to the Poisons Act 1972, thereby restricting access and making it subject to more stringent controls.
- Seek to better understand the range of motivations of those who carry and use acid and corrosives and how they obtain them, through commissioning research from the University of Leicester.

Chapter 6

Law enforcement and criminal justice response

In this chapter we explain how we must ensure that we pursue, disrupt and prosecute those who commit serious violent crimes, ensuring an effective policing and criminal justice system response, especially for victims. This strategy's message is that a multiple strand approach is essential to tackling and reducing serious violence, but a robust response from law enforcement remains an absolutely critical strand within this approach.

This chapter outlines how we are supporting and facilitating effective police action; the new legislative measures we consulted on and are planning to introduce; ensuring firearms continue to be subject to rigorous controls; and supporting and challenging police capability. It also sets out the very important action being taken within the criminal justice system to support victims and witnesses.

Supporting and facilitating effective action

Taking action against social media encouraging serious violence

Social media has a substantial role in facilitating gang activity by intensifying, amplifying, and moving it to a space that is perceived by gang members to be impenetrable by the authorities, such as the police. Consequently, threats of violence, gang recruitment and drug dealing are glamorised and promoted in this seemingly secluded space, and gangs often post videos online that seek to incite violence or glamorise criminality to influence young people. The instant nature of social media also means that plans develop rapidly and disputes can escalate very quickly.

It is already an offence to incite, assist or encourage violence online. We will continue to work with the police to support proactive action to address and take action against illegal material hosted and offences perpetrated online. For example, the Metropolitan Police has been leading action through Operation Domain which started in September 2015 to take action against gang related videos encouraging violence.

The Government, voluntary sector and other partners are working with social media companies to ensure voluntary measures to deliver real results and raise the level of online safety for users. We are clear that internet companies must go further and faster to tackle illegal content online. We have also set out our plans to consider the legal liability that social media companies have for the content shared on their sites. We are clear that the status quo cannot continue: these platforms are no longer just passive hosts. We are already working with our European and international partners, as well as the businesses themselves, to understand how we can make the existing frameworks and definitions work better.

The Government has been at the forefront of the drive for companies to take a more proactive approach to terrorist, extremist and Child Sexual Exploitation (CSE) content on their platforms. We already do significant work to improve the way that Communication Service Providers respond to illegal content, and continue to push them to do more, such as:

- Home Office has specific, tailored, and discrete programmes of work with Communication Service Providers including working with the Internet Watch Foundation to support Communication Service Providers to identify and remove indecent images of children.
- The Home Office invested £600,000 in Project Arachnid, software that can be deployed across websites, forums, chat services and newsgroups to instantaneously detect illegal content.
- We have been working with Communication Service Providers on a voluntary basis on removing terrorist and CSE content on their platforms. Good progress has been made – for example the Global Internet Forum to Counter Terrorism (GIFCT) is a positive step forward with industry taking more responsibility for terrorist content.

We will be focused towards building further on the progress and relationships made with social media providers to identify where we can take action relevant to tackling serious violence, including implementing more preventative measures within the online video platforms. This includes the promotion of “trusted flaggers” within community groups, allowing a platform like YouTube to receive flags of harmful content that breach their guidelines from those trusted groups. This would lead to a faster response to assessing those videos for potential removal.

Tackling knife crime through co-ordinated policing action

Since February 2016, the Government has supported national weeks of action against knife crime by police forces under the banner of Operation Sceptre. This started as a Metropolitan Police initiative but it was agreed with the Home Office and the National Police Chiefs’ Council that Operation Sceptre would also be used to support weeks of action by other police forces. Under Operation Sceptre, police forces have a choice of taking all or selecting specific actions from targeted stop and search activity against those suspected of carrying weapons, weapon sweeps of areas of suspected knife activity, educational activities in schools or youth groups, test purchases of knives from retailers, and encouraging the use of surrender bins for knives to be dropped into.

During a single week of action in July 2017, 32 police forces took part in Operation Sceptre and the outcome was:

- 221 test purchase operations carried out against retailers. Of these, there were 180 passes. 41 resulted in retail outlets failing the test purchase;
- 1281 stop and searches were carried out, 694 arrests were made, and 2654 weapons were seized;
- 25 weapon sweep operations were conducted and 877 knives were placed in amnesty bins;
- 333 education events were held.

Every police force in England and Wales, together with the British Transport Police, took part in a national week of action in February 2018 which saw coordinated activity to tackle knife crime across England and Wales. We will continue to support police forces to take action against knife crime under Operation Sceptre. The Government would like all police forces to continue to take part in the weeks of action. We will work with Police and Crime Commissioners to ensure they prioritise this so they identify what action they are taking against serious violence, including knife crime, including participating in weeks of action against knife crime.

Prosecution Fund: Trading Standards and underage sales of knives

Test purchases undertaken by Trading Standards, with support from police forces, are a very important part of Operation Sceptre. This has focused on shops and stores rather than online retailers, and the actions taken against retailers who fail the test purchase has been mainly to warn them that they have broken the law and to take action to avoid such a test purchase failure happening again. This approach will continue. However, it is also important that prosecution of retailers is considered in relevant cases, especially if there is a repeat test purchase failure. Similarly, it is also important that online retailers are subject to the same level of law enforcement, especially in view of the poor track record to date by many online retailers when online test purchases have been carried out.

We will be encouraging Trading Standards to consider including online retailers in test purchasing as part of future work in Operation Sceptre. The Home Office will also be supporting Trading Standards if they decide to prosecute a case in court through developing a specific prosecution fund to support this activity. The Home Office will provide a fund for two years to support targeted prosecution activity against online and in store retailers in breach of the laws in relation to the underage sales of knives.

Policing and prosecution response to violent attacks with corrosive substances

The NPCC Lead for corrosive attacks has developed a national policing strategy for tackling acid and other corrosive substance attacks. As part of the strategy, the NPCC lead has produced first responder advice for police officers and this has been circulated to all police forces in England and Wales in autumn 2017. This provides important information to officers on how to respond and provide the most appropriate support to a victim at the scene of an attack. A training package has also been developed for all officers that covers the initial response to a corrosive attack. This has been sent out to all forces to disseminate to police officers to complete.

The NPCC Lead has developed a tri-service agreement with the police, fire and rescue service and ambulance service on responding to an attack. The agreement means that the control room has an agreed check list to provide advice and ensure that there is a consistent response from all emergency services. This was originally trialled in London in 2017 and has been rolled out nationally.

Specialist investigative guidance has also been produced to help officers understand how to safely recover and handle any evidence at the scene of attacks, and the evidence required when building a case for prosecution. This will ensure a consistent approach nationally across all forces and is supported by the publication of refreshed CPS guidance on offensive weapons in January 2018.

The Home Office has also commissioned the Centre for Applied Science and Technology to examine new methods to support the police in undertaking street based testing for corrosive substances. This will support the police if they suspect an individual is carrying corrosive substances in public.

Tackling gun crime through co-ordinated police action and better intelligence

Tackling the use of firearms in crime increasingly requires co-ordinated police action and improved intelligence. Operation Dragonroot was a joint multi-agency operation which ran from 31 October to 2 December 2016. Led by the NCA and Counter Terrorism policing, it brought national level coordination and operational support to the Regional Organised Crime Units, the Metropolitan Police, the National Offender Management Service, Border Force, the National Ballistics Intelligence Service and the military to test collective intelligence processes and operational response to the threat posed by illegal and legally held firearms in the UK.

The operation highlighted a number of vulnerabilities including the risk from lost and stolen firearms and lawful to unlawful diversion. The Operation identified that ongoing, closer cooperation and coordination between agencies was required, particularly in relation to national intelligence collection and coordination.

To take this forward, the National Firearms Threat Centre has been established jointly by the NCA and CT Policing to coordinate law enforcement activity to disrupt the supply of illegal firearms and improve our understanding of the terrorist and organised crime threat from firearms both in the UK and internationally.

Working together to reduce serious violence in prisons

Harmful group behaviour, gangs and serious and organised crime has a negative impact on prisons as well as the wider community. Similarly, drug use and the related debts are significant factors contributing to violence and exploitation in prisons. We will take forward work across Government Departments and other partners to tackle the problems caused by gangs and drugs in prisons. By sharing intelligence about crime groups, we can identify prisoners who are gang members or those prisoners who are susceptible to becoming a victim of gang related violence.

We aim to develop a more collaborative approach to sharing information about whether an individual has behaved violently in the past, either in the community or within prison. We could achieve improved risk-information sharing by improving implementation of the existing joint statement between the Ministry of Justice (MoJ), the Home Office, the Department of Health and Social Care and their relevant agencies. This existing statement was published by the Independent Advisory Panel (IAP) to promote greater sharing of information across criminal justice agencies while at the same time ensuring compliance with the relevant law.

In order to help support the management of violent prisoners, MoJ and Her Majesty's Prison and Probation Service (HMPPS) have introduced a case management system known as the Challenge Support Intervention Plan (CSIP). The CSIP model draws on existing practice and resource to set out a standard and consistent approach to managing violent individuals, including prisoners involved in the most serious violent incidents, or those who pose a raised risk of being violent. By adopting the CSIP model, prisons have the capability to address and manage prisoners who perpetrate serious violence in prisons.

Consulting on new legislation

The Government consulted on new legislation on offensive and dangerous weapons from October to December 2017. The proposed new offences on knives, firearms and corrosive substances are based on operational concerns about strengthening the current legal framework. These measures are currently being considered for new legislation, subject to Parliamentary time.

We consulted on taking action to make it easier to prove the offence of threatening with a knife as well as placing restrictions on the online sale of knives; and creating a new offence of possession of certain weapons in a private place. We are also extending the offence of an offensive weapon in schools to include other education institutions and updating other legislation.

We have also reviewed existing legislation covering the use of acid and other corrosive substances being used in violent attacks or to threaten a violent attack. Legislation is in place already which provides strict controls regarding the sale of poisons and explosives precursors, including a number of different acid types. Anyone using acid or other corrosive substances in an attack has committed a serious offence of assault and, depending on the severity of the injuries, can be subject to a substantial custodial sentence on conviction, including life imprisonment.

However, we have identified that we need to go further to reduce the opportunities for potential perpetrators, so we have brought forward proposals to make it an offence to possess a corrosive substance in a public place without good reason and a new offence to sell products containing the most harmful corrosive substances to under-18s.

We also consulted on taking action to add two specific types of firearms to the list of prohibited weapons under section 5 of the Firearms Act 1968.

Restricting access to the most harmful corrosive substances

We consulted on taking action to make it a new offence to sell the most harmful corrosive substances to someone under 18 years of age. Such corrosive substances are often found in household items such as drain cleaners and other cleaning products and so we have listed the types of substances (and types of products in which they are found) where we want action to be taken to restrict access to them. At present there is no legal control restricting sales of such products on the basis of age. We believe this should change because of the substantial proportion of attacks using corrosive substances which are perpetrated by under 18s (based on the analysis of cases reported to the police undertaken by the National Police Chiefs Council in 2017). This legislation would be based on the voluntary agreement with retailers that restricts access to products containing the most harmful corrosive substances.

Action on online sales of knives to under 18s

Since legislation on restricting sales of knives on the basis of age was passed over 20 years ago we have seen the growth of the internet and retailers are increasingly selling online. This poses challenges for online sales of age restricted goods such as knives. It is very difficult for an online retailer to be certain that they have not sold a knife to a person under 18 as they do not see the person making the purchase. There are software packages available that can be used by online retailers to support age verification, but such software packages are not being used by many retailers and the effectiveness of them varies.

Evidence from online test purchase operations conducted since the last decade, when online shopping became increasingly common, show that the majority of online retailers sampled failed to have effective age verification procedures. The failure rate for test online purchases of knives

has improved little compared with the first documented online test purchase operation. Trading Standards conducted two online test purchase operations in 2008 and 2009, which showed that 80% of the retailers sampled (58 of 72) would sell to a person under 18. A test purchase operation undertaken in 2014 showed that 69% of the retailers (18 of out of 26 retailers tested) failed the test. This was a slight improvement on the exercise five years previously but still showed that the large majority of online test purchases failed and retailers were breaking the law.

A further test purchase operation was carried out in December 2016. Trading Standards, in cooperation with the Metropolitan Police, conducted a test purchase operation to test whether online retailers would sell a knife to someone under 18. The results showed that 72% of retailers tested (15 out of 21 retailers) failed to verify the age of the purchaser at the point of accepting the order, and only 19% (4) went on to require further evidence of age and refused the sale when the evidence was not produced.

Every time an online test purchase operation is undertaken, the large majority of online retailers tested break the law on sales of knives. This contrasts with test purchases carried out in shops where the large majority of sales of knives comply with the law. In the national police week of action against knives under Operation Sceptre in July 2017, for example, there were 221 test purchases of knives in shops undertaken. 81% (180) passed and 19% (41) failed. While the number of failures is still worrying and further work needs to be done, it is much better than the level of failures on online test purchases.

We are planning to introduce new legislation to take additional steps to prevent online retailers selling knives to young people under 18 years old.

Working to strengthen controls on legally owned firearms

Improving legislation and practice on the ownership and licensing of firearms

We are actively strengthening controls on legally owned firearms to mitigate the risk of them coming into someone's possession illegally and used for criminal purposes. The lawful possession and ownership of firearms is regulated and the law allows for some firearms and shotguns to be licensed and held on a certificate issued by the police while other, more dangerous firearms are prohibited for civilian ownership and use. As of 31 March 2017, there were nearly 155,000 firearms certificates on issue in England and Wales and around 561,000 shotgun certificates.

It is clearly very important that the controls are as robust as possible to prevent firearms getting into the hands of criminals, including serious and organised crime groups and terrorists and that any firearms licensing vulnerabilities are addressed. Our actions include: greater regulation of antique firearms; statutory guidance to be issued to the police on firearms and shotgun licensing; improving the arrangements on the use of medical information in licensing decisions; and new offences on unlawfully converting imitation firearms and defectively deactivated firearms.

Improving the controls and practice on registered firearms dealers

The Home Office will address the risks that have been identified in respect of the framework in which Registered Firearms Dealers currently operate. The vast majority of Registered Firearms Dealers are law abiding and comply with the legal framework in which they are expected to operate, but there are a minority who have exposed vulnerabilities in the current framework and have enabled firearms to be used for criminal purposes. Most Registered Firearms Dealers supply civilian firearms and shotguns but a smaller number are permitted by the Secretary of State to deal in firearms

prohibited for civilian ownership under section 5 of the Firearms Act 1968.

“Section 5” Registered Firearms Dealers are permitted to import and handle some of the most dangerous firearms such as fully automatic weapons and handguns. They range from large businesses, for example supplying police forces and the military with firearms and ammunition, through to much smaller and more specialist manufacturers and dealers who may, for example, be permitted to possess only one or two firearms at any given time. In view of the vulnerabilities that have been identified around the role of Registered Firearms Dealers, the Home Office will be taking action to introduce tighter controls, higher standards, greater transparency, and more rigorous inspections.

Supporting and challenging police capability

Sharing best practice of ‘what works’: hotspot policing

The College of Policing has a key role in ensuring good practice is identified and shared. This makes good economic sense as well as directly helping the communities affected by violent crime and society more broadly. We know that violent crime tends to be concentrated in small areas, usually urban, and by focusing resources and activities on these ‘hotspots’, evidence shows that crime is reduced not only in these specific areas but potentially also in the wider geographic area. The College of Policing will be establishing a new Vulnerability Coordinating Centre with a focus on evaluating interventions and pushing out evidence on ‘what works’ to support policing. Given the importance of serious violence interventions within this context the College will prioritise evaluation of serious violence interventions within this work ensuring that best practice and evidence is identified and shared over the lifetime of this work in 2018/19. Hotspot policing has been found to be particularly effective for offences involving violent crime,

especially when used in conjunction with problem-oriented policing approaches.

Role of inspection – HMICFRS

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS) have a key role in examining and promoting forces' adherence to strategies like hot-spot policing that have been proven to be effective. The Home Office is working closely with HMICFRS to ensure their PEEL inspections provide a focus on serious violence which challenges and supports forces in tackling knife crime, gangs, gun crime and other serious violence issues.

In particular, HMICFRS will deliver a thematic inspection of county lines in 2018-19 which will test our understanding of police forces ability to identify, respond and disrupt county lines related criminality and abuse. This will support essential learning for the future as the policing response develops.

The thematic inspection of police forces will complement the planned Joint Targeted Area Inspection (JTAI) 'deep dive' on the theme of child sexual exploitation, children associated with gangs and at risk of exploitation and children missing from home, care or education. These are joint inspections carried out by HMICFRS, Ofsted, the Care Quality Commission and Her Majesty's Inspectorate of Probation. All JTAs include an evaluation of the multi-agency 'front door' for child protection, when children at risk of harm first become known to local services and this thematic will encompass consideration of the safeguarding response to those young people involved in county lines.

Expanding use of data analytics and improving analysis

The analysis and sharing of data held is already critical to understanding and addressing serious violence. New technologies and techniques have the potential to significantly improve efforts to tackle and prevent a range of serious crime threats. In particular the proportionate and controlled sharing of data between the police

and partners at local, regional and national level has the potential to transform our understanding and impact.

All forces cite analytical capacity and capability as limiting factors in exploiting their own data and a desire to work locally with partners in addressing the threat. The Home Office, through the Police Transformation Fund, is supporting a number of police led programmes to improve their analytical capabilities. This includes funding an Avon and Somerset pilot to create a Multi-Agency Integrated Services Analytics Hub which aims to create a model for the controlled collation of multi-agency data and applying analytical techniques to better inform professional decision making. The Home Office is also working with the West Midlands Police to develop the capability to analyse local data to improve the police's and other local agencies' ability to respond to threats.

To complement these investments the Home Office will work with the police to better analyse police and other data sources, improving our understanding of the threat of serious violence, informing policy and testing innovative solutions to the challenge. In the medium-term the National Law Enforcement Data Programme will provide law enforcement and other agencies, on demand and at the point of need, with current and joined up policing information from a new Law Enforcement Data Service facilitating the operational use of police data. It will also facilitate much better strategic use of data, plugging gaps in our evidence base on victims and offenders and allowing us to test interventions faster and at much more local levels of granularity.

Improving police data at source

We are also providing funding to improve police data at source. Crimes are currently recorded via a coding system. Burglary has a code. Robbery has a code. But certain types of crime are flagged rather than having a code. Knife crime is one example. A robbery with a knife is classed as a robbery. Robbery is the offence, not knife crime. The fact that

it was carried out with a knife has to be flagged separately. In practice, this doesn't always happen perfectly, for good reasons. Flagging crimes requires police resource that could be spent instead on preventing or catching offenders. However, technology now exists to improve this process. That is why we are trialling 'machine-reading' technology with the police, to automatically record crimes as knife crimes where a knife is mentioned, rather than requiring an individual to read through and determine this. If successful, this would be a service we offer to all forces.

Work to support victims and witnesses

Victims Strategy and Code

The Government's Victims Strategy will be launched later in 2018 and will emphasise the importance of a joined-up approach across Government Departments and agencies in helping victims cope and recover. The strategy will explore how to encourage and support victims to effectively and confidently engage with the justice system.

The Victims Code sets out enhanced entitlements for victims of the most serious crimes including for those who are a close relative bereaved by a criminal offence, or a victim of terrorism, attempted murder, or wounding or causing grievous bodily harm with intent. These enhanced entitlements include being entitled to make a victim personal statement irrespective of whether they have provided a witness statement.

Ministry of Justice (MoJ), Department of Health and Social Care (DHSC) and NHS England have collaborated on a framework describing the respective roles and relationships between trauma normalisation support, often provided by the third sector and funded by MoJ for victims of crime, and the NHS. This pathway applies in relation to terrorism and other major traumatic incidents which can involve incidents of serious violence. MoJ will work with the NHS and DHSC to look to expand these pathways to support victims of different types of crime.

Support for victims in court

Victims and witnesses of serious violence will often be intimidated, and may need extra support to give their best evidence. Victim Personal Statements should be used and special measures considered and applied for when appropriate. Pre-recorded cross-examination, or section 28, is the last special measure in relation to witnesses other than the accused to be implemented. S.28 has been available in three courts since December 2013 for child witnesses under 16 or witnesses vulnerable due to physical or mental disability. The Ministry of Justice are rolling it out for vulnerable witnesses in all Crown Court centres in England and Wales. S.28 will also be tested for intimidated witnesses who are victims of sexual offences and modern slavery offences in three Crown Court centres. The measure aims to reduce the stress of court and make sure vulnerable and intimidated witnesses can give their best evidence.

Key actions and commitments:

- Work with the NPCC lead to implement preventative measures in respect of online video platforms encouraging gang related violence and take action against illegal material posted online.
- Continue to support police forces to take action against knife crime with co-ordinated national weeks of action under Operation Sceptre.
- Supporting Trading Standards to undertake prosecutions of retailers who sell knives to under-18s through developing a specific prosecution fund to support this activity.
- Ensure that police and prosecutors are considering the need for special measures and of the use of victim personal statements and community impact statements to ensure courts are fully aware of the impact of corrosive attacks on individuals and communities.
- Ensure that there is appropriate support available to victims of attacks with acid and other corrosive substances from the initial medical response and beyond.
- Following the consultation in late 2017, consider tightening up legislation on knives, corrosive substances and firearms, including action in relation to online sale of knives.
- Commission the Centre for Applied Science and Technology to ensure that the police have the capability to undertake street testing to enable them to take action against individuals suspected of carrying corrosive substances in public.
- Tighten the legal framework within which Registered Firearms Dealers operate.
- Strengthening controls on legally owned firearms to mitigate the risk of them coming into someone's possession illegally and used for criminal purposes.
- Providing funding to Avon and Somerset Police to create a Multi-Agency Integrated Services Analytics Hub to create a model for collating multi-agency data and applying predictive analytics.
- Work with HMICFRS to ensure their PEEL inspections provide a focus on serious violence.
- Work with HMICFRS to support a thematic inspection of county lines in 2018-19.
- Developing the Victims Strategy recognising the importance of, and need for, a joined-up approach across Government in supporting victims.
- Continuing with the roll-out of pre-recorded cross-examination for vulnerable witnesses to help reduce the trauma of giving evidence.

Chapter 7

Conclusion: delivering impact and next steps

This strategy has set out our approach and ambition to tackle serious violence. We have been clear that local partnerships, communities and Police and Crime Commissioners in particular have a lead role to play in addressing this issue. We have also detailed the ways in which Government will support this agenda through continued focus and additional measures to support early intervention and prevention, local partnerships and by providing tools to support the law enforcement and criminal justice response.

Our approach is not solely focused on law enforcement, very important as that is, but as we have explained in this strategy it depends also on partnerships across a number of sectors such as education, health, social services, housing, youth services, victim services and others. In particular it needs the support of communities, especially with young people and young adults involved in positive activities. Our overarching message is that tackling serious violence is not a law enforcement issue alone and it requires a multiple strand approach involving a range of partners across different sectors.

We will ensure there is a framework in place to support delivery of the strategy and its aims.

Inter-Ministerial Group on the Serious Violence Strategy

At a national level we will establish a new Inter-Ministerial Group on the Serious Violence Strategy in order to oversee and drive delivery of this strategy. This will be chaired by the Home Office and will meet on a quarterly basis. Membership will include Ministers from the Department for Education, Department of Health and Social Care, Department for Work and Pensions, Ministry of Housing, Communities and Local Government, Department of Digital, Culture, Media and Sport, Ministry of Justice, the Wales Office, and the Attorney General's Office, as well as the relevant NPCC Lead and senior representation from the NCA.

Serious Violence Taskforce

The Home Office will also establish a new cross-sector Serious Violence Taskforce which will include key representatives from national and local government, police and crime commissioners and key delivery partners including representatives from health, education and industry. The Taskforce will be chaired by the Home Office, and will oversee delivery of the strategy programme of work and provide a route for challenge and support on local progress in tackling serious violence. It will report to the Inter-Ministerial Group.

International Violent Crime Symposium

Chapter One demonstrated that serious violence trends have been similar across many developed nations, suggesting a global component to the trend. The Home Secretary will therefore be holding an International Violent Crime Symposium in autumn 2018 to bring together leading international academics and other key stakeholders to understand what is known about trends in drivers of violent crime and what works in terms of effective interventions in different parts of the world. This will help ensure our approaches and interventions are informed by the best practice of what is known around the world.

Test and evaluate interventions

Chapter Two showed that there is good evidence for early interventions that prevent violence. But this evidence is largely based on a select group of small US studies because the cost of following up a sample of people from childhood through to adulthood is very high.

We are aiming to support data linkage projects that will allow interventions to be tested faster, at less cost and at scale. By linking administrative data systems it becomes possible to innovate and test interventions in England and Wales at far larger scale. The aim here is not to examine effects on any one individual. It is to study the bigger data patterns within thousands

or hundreds of thousands of people to constantly monitor and improve interventions aimed at reducing both victimisation and perpetration of serious violence.

National events with key sectors

The Home Office will hold a range of national events with key sectors to help inform our continued understanding of the threat, the impact of our strategy and the challenges to tackling serious violence.

We will engage with key partners including Police and Crime Commissioners, Community Safety Partnerships, police, local authority and health professionals and we will involve academics and industry for example through a further summit on corrosive attacks later in 2018 and the International Violent Crime Symposium.

Key actions and commitments:

- The current Inter-Ministerial Group on Gangs will be refocused to an Inter-Ministerial Group on the Serious Violence Strategy in order to oversee and drive delivery of the strategy.
- Establish a new cross sector Serious Violence Taskforce with key representatives from a range of national, local and delivery partner agencies to oversee delivery of the Serious Violence Strategy.
- Hold an International Violent Crime Symposium in autumn 2018 to bring together the international academic community to understand the trends in serious violence in different parts of the world.
- Test and evaluate interventions to identify effectiveness in preventing both victimisation and perpetration of serious violence.
- Deliver a series of national and regional events with key sectors to assess changes in the nature and threat of serious violence and to challenge impact.

County lines action plan

County Lines Working Group action plan summaries

Action Plan 1

Action	Status
Raising awareness in forces and promoting cross-border operations e.g. action on gangs linked to Liverpool, Manchester and Birmingham involved in county lines.	Action delivered. Forces outside London similarly aware of county lines and related exploitation leading to increased police disruption, arrests and more cases to courts.
Securing and implementing vulnerability marker on the Police National Computer for county lines to allow police to identify vulnerable individuals for safeguarding action.	Action delivered. New marker/ equivalent has been identified and a successful pilot of approach has been delivered as part of Project Denver. This has improved police intelligence leading to better identification, disruption and arrests.
Building an intelligence picture of how county lines enterprises operate and exploit. National Crime Agency (NCA) to undertake a further (third) annual assessment of county lines in 2017.	Action delivered. The NCA report was published in November 2017 based on information returns from all 43 forces plus BTP.
Develop legislation (Drug Dealing Telecommunications Restriction Orders (DDTRO) Regulations) to compel phone operators to close down mobile phone lines used to facilitate drug dealing, including county lines operations.	Action delivered. The DDTRO regulations have been debated and agreed by both Houses of Parliament. The power came into force on 7 December 2017 and enables police/NCA to disrupt phone lines and impede the county lines operating model.
Publish guidance for prosecutors that underlines the modern slavery angle in respect of county lines and adding trafficking/slavery charges to the indictment in these cases, to increase awareness of the range of legislation to be considered when prosecuting 'county lines' offending.	Action delivered. Crown Prosecution Service published their county lines typology in November 2017.
Develop guidance for frontline practitioners to help them identify and appropriately refer county lines victims.	Action delivered. Home Office worked with key stakeholders to develop guidance which was published in July 2017. It is available on www.gov.uk as well as being actively disseminated to the practitioner community.
Raise awareness of county lines across key sectors of health, housing, education, social care and youth offending in order that staff working in these frontline settings are able to identify and refer county lines affected individuals and help prevent exploitation.	Action delivered. Information about county lines disseminated through a variety of channels, including targeted workshops and conferences with the police, health sector, children's social care and housing. Sector bulletins and newsletters issued and training packages developed e.g. for work coaches and professional bodies engaged on county lines.

Action Plan 2

Pursue: prosecuting the criminality

Action	Impact	Milestones	Delivery Partner
<p>ACTION 1: Implementation of Drug Dealing Telecommunication Restriction Orders (DDTROs).</p>	<p>Disruption of deal lines to disrupt county lines drug dealing and associated exploitation.</p>	<p>First successful use of DDTRO January 2018.</p> <p>Wider police use of DDTRO powers from February 2018 onwards.</p> <p>April 2018 – review process of DDTRO applications and use of powers</p>	<p>Police (including regional forces, PSNI and Police Scotland) and National Crime Agency (NCA)</p>
<p>ACTION 2: Ensure prosecution guidance reflects best practice on approach.</p>	<p>Successful use of full range of legislative powers available in prosecuting county lines criminality to disrupt county lines dealing and associated exploitation.</p>	<p>First cases of county lines-related trafficking brought under Modern Slavery Act (MSA) were heard in December. Review of typology in June 2018.</p>	<p>CPS</p>
<p>ACTION 3: Use of vulnerability assessment 'tracker' tool to better identify the vulnerabilities of those exploited through county lines activity.</p>	<p>Improved identification leading to increased disruption and arrests. Greater numbers of victims identified and safeguarding activity developed.</p>	<p>Tracker fully rolled out in Metropolitan Police Service and is increasingly being used by police forces in Modern Slavery Act and county lines projects and collecting intelligence on those affected.</p>	<p>NPCC</p>
<p>ACTION 4: National County Lines Co-ordination Centre.</p>	<p>Co-ordination of police activities against county lines in order to deliver a co-ordinated and joined up approach across local, regional and national policing and in line with 4P approach.</p>	<p>Initial activity began in January 2018 to provide central intelligence point, including deconfliction of DDTRO applications.</p>	<p>NCA/NPCC</p>

Protect: building resilience

Action	Impact	Milestones	Delivery Partner
<p>ACTION 5: Nationwide awareness-raising communication activity about the threat of county lines</p>	<p>Overarching communications strategy to raise awareness with multiple audiences, including statutory, non-statutory, public and victims; in order to safeguard victims.</p>	<p>Delivery of materials and messages to statutory audiences, plus evaluation completed by February 2018. Delivery to non-statutory audiences to start Spring 2018 onwards.</p>	<p>HO</p>
<p>ACTION 6: Crimestoppers campaign delivered in partnership with forces (both importing and exporting ends of identified lines)</p>	<p>Raise awareness of the issue so that police receive further intelligence through people reporting concerns to Crimestoppers.</p>	<p>Ongoing: Crimestoppers working with local forces to run campaigns running in force areas, including NW and Cheshire.</p>	<p>NPCC</p>
<p>ACTION 7: Second national police conference on county lines</p>	<p>Ensure baseline awareness levels of county lines and in particular the associated exploitation across forces.</p>	<p>Second conference to update forces on the county lines threat and promote new tools in April 2018.</p>	<p>NPCC</p>
<p>ACTION 8: Develop guidance on safeguarding public spaces</p>	<p>Protect vulnerable locations to help prevent children and vulnerable people being groomed for county lines exploitation.</p>	<p>Work with multi-agency partners to identify good practice case studies by April 2018.</p>	<p>HO</p>
<p>ACTION 9: Reflect county lines in the 'Together we can tackle child abuse' campaign</p>	<p>Encouraging audience to re-assess adolescent behaviour, which may be a sign of abuse/neglect.</p>	<p>Third wave of the Child Abuse campaign goes live in April 2018.</p>	<p>DfE</p>
<p>ACTION 10: Embedding county lines as part of core safeguarding / MASH processes.</p>	<p>Improved sharing of information between early intervention and safeguarding partners with support from LGA, particularly cross-region, in order to develop fuller understanding of those at risk / exploited.</p>	<p>2018/19: JTAI deep dive on theme of: CSE, children associated with gangs and at risk of exploitation, and missing children. Publication of revised Working Together guidance.</p>	<p>HO/DfE/DH/MHCLG</p>

Action	Impact	Milestones	Delivery Partner
ACTION 11: Guidance for YOTs and HMPPS on how to work with partners	Drive a more co-ordinated approach with wider services involved in the response to county lines through developing a protocol for YOTs and HMPPS that sets out the roles of local area partners including other statutory agencies, setting out roles and responsibilities in tackling county lines	Summer 2018: publication of guidance	MoJ

Prepare: support for those affected

Action	Impact	Milestones	Delivery Partner
ACTION 12: Delivery of St Giles Trust / Missing People support services pilot for victims of county lines	Those young people caught up in county lines as runners are often unwitting victims of exploitation, and their particular circumstances and associated risks mean that existing gang-related support services do not meet their needs.	April 2018: Final evaluation of the support services pilot.	HO
ACTION 13: Support for Girls and Young Women affected by gangs, including county lines	Women and girls are at high risk of CSE and sexual violence once involved in county lines operations. Young People's Advocates (YPAs) provide support to help them exit this lifestyle.	March 2018: HO funding for the 13 YPA posts in FY18/19 confirmed. Summer 2018: YPA event to share learning and establish YPA network.	HO
ACTION 14: Support for children and young people exploited to transport drugs and money	Children trafficked as part of county lines are appropriately supported by national programmes for child victims of trafficking reported through the NRM mechanism.	Spring 2018: Evaluation of Independent Child Trafficking Advocate pilot scheme.	HO

Action	Impact	Milestones	Delivery Partner
ACTION 15: Explore potential for Police Transformation Fund (PTF) funded projects to address county lines	Support the integration of county lines exploitation into wider safeguarding agency by ensuring its inclusion in relevant projects.	Spring: identification of relevant projects and initial scoping of activity on county lines.	HO
ACTION 16: Interventions to support young people involved in county lines from Greater London	Interventions to support children and young people affiliated to county line activity to exit the lifestyle.	October 2017: MOPAC have recommissioned London Gang Exit (LGE) to run until September 2019.	MOPAC

Prevent: intelligence to inform response

Action	Impact	Milestones	Delivery Partner
ACTION 17: Diversion: 'Prevent' projects to include targeting young people 'at risk' of being drawn in to county lines activity.	Appropriate diversion and support for those involved or at risk of involvement in county lines.	April 2018: evaluation of reach and effectiveness of projects.	HO
ACTION 18: Drug demand information available and accessible to agencies and police.	Fuller intelligence assessment providing greater insight on trends and emerging threat areas. Related data can help identify: i) changes in service provision which will create / change demand hotspots and hence markets; ii) changes in demand profiles including emerging trends.	September 2017: publication of prevalence estimates	HO / Public Health England
ACTION 19: Annual threat assessment on county lines	Updated intelligence assessment providing greater and fuller understanding of the problem and current nature of threat.	June 2018: commissioning of 2018 national threat assessment November 2018: publication of 2018 assessment	NCA
ACTION 20: Profiling of those associated with gangs (victims and perpetrators).	Improved intelligence leading to better identification, disruption and arrests plus that the necessary support is in place for victims.	May 18: pathways report published	HO

Endnotes

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- 1 ONS. (2018). *Crime in England and Wales: Year ending September 2017*. Appendix Table A4. Retrieved from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixables> [accessed 26/02/2018]
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- 2 The Office for National Statistics is clear that the Crime Survey provides the best picture of long term trends for the crime types it covers. The most recent Crime Survey data (up to year ending September 2017) show a downward trend in overall crime, see ONS (2018) Crime in England and Wales appendix tables A1 and A2. This is not to say that there may be some other low-volume categories of crime that may be genuinely rising.
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- 3 There are several ways to show this. Firstly HMICFRS audits of police recording practice in 2014 showed that around a third of violence incidents were not recorded correctly. More recent inspections have shown an improvement in crime recording, which will cause a rise in recorded offences, though there are still further improvements by the police to be made. Secondly, it has been possible to compare calls for service to the police and the number of crimes recorded in some forces. These data show that trends in calls for service have stayed relatively flat or increased at a much slower pace than the increase in police recorded crime, suggesting improvements in crime recording. For further details on both of these see Crime in England Wales. <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice>
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- 4 This is reflected by the steep increase in historical offences recorded over the last five years, although that has lessened slightly more recently (ONS, 2018).
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- 5 Crime Survey for England and Wales (CSEW) figures available at: ONS. (2018). *Crime in England and Wales: Year ending September 2017*. Appendix Table A8. Retrieved from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixables> [accessed 26/02/2018]
- Hospital statistics available at: NHS Digital. (2017). *Hospital Admitted Patient Care Activity, 2012-13: External causes*. Retrieved from: <https://digital.nhs.uk/media/23598/Hospital-Episode-Statistics-Admitted-Patient-Care-England-2012-13-External-causes/Any/hosp-epis-stat-admi-ext-caus-2012-13-tab> [accessed 26/02/2018]
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- 6 These figures do not include possession offences. Knife crime data available at: ONS. (2017). *Focus on violent crime and sexual offences, England and Wales: year ending March 2016*. Retrieved from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2016> [accessed 26/02/2018]
- Knife crime open data available at: Home Office. (2018). *Police recorded crime and outcomes open data tables*. Retrieved from: <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables> [accessed 26/02/2018]
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- 7 NHS Digital. (2017). *Hospital Admitted Patient Care Activity, 2016-17: External causes*. Retrieved from: <https://digital.nhs.uk/media/32932/Hospital-Admitted-Patient-Care-Activity-2016-17-External-causes/default/hosp-epis-stat-admi-ext-caus-2016-17-tab> [accessed 26/02/2018]
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- 8 There are two elements to the better recording of firearms offences. The first relates to inclusion of offences involving low powered weapons such as BB guns, which previously may not have been recorded. The second reflects an increase in possession of a firearm with intent offences, which previously may have been recorded as simple possession offences, which are not included in this collection.

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- 9 ONS. (2018). *Crime in England and Wales: Year ending September 2017*. Appendix Table A4. Retrieved from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixtables> [accessed 26/02/2018]
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- 10 West Midlands and Sussex police forces included unbroken bottle and glass offences in their knife crime returns prior to year ending March 2011 but have excluded these offences in line with other forces since year ending March 2011. As such, they have been excluded from this graph to enable comparison with those from earlier years.
- The homicide data exclude 172 homicides attributed to Harold Shipman (from 2002/03), 52 homicide victims of the 7 July London bombings (from 2005/06), 96 homicide victims of Hillsborough (from 2016/17) and 22 homicide victims of the Manchester Arena bombing and 13 homicide victims of the London Bridge/Borough Market and Westminster attacks (from year to September 2017). Corporate manslaughter offence have been included.
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- 11 See endnote above.
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- 12 This is the peak when Shipman homicides are removed. The peak is 2002/03 if these are included.
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- 13 ONS. (2018). *Crime in England and Wales: Year ending September 2017*. Appendix Table A4. Retrieved from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixtables> [accessed 26/02/2018]
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- 14 ONS. (2017). *Focus on violent crime and sexual offences, England and Wales: year ending March 2016* Table 2.0. Retrieved from: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2016> [accessed 26/02/2018]
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- 15 The UK rate for 2011 was 1.0 per 100,000 population (see Table 8.1 of the Global Study on Homicide). The global and European rates were 6.2 and 3.0 respectively (see figure 1.2 of the Global Study on Homicide, based on 2012 or latest year available). United Nations Office on Drugs and Crime. (2013). *Global Study on Homicide* (p. 23, 131). Retrieved from: <https://www.unodc.org/mwg-internal/de5fs23hu73ds/progress?id=cx0000MkV404WIEIAvnqQrChv8KO5Ws8aVgCe63ckxM>, [accessed 26/02/2018]
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- 16 In his study, Eisner's historical reference period for a sample of European countries starts in 1840 and runs up to the mid-2000s. Eisner, M. (2008). Modernity strikes back? A historical perspective on the latest increase in interpersonal violence (1960–1990). *International Journal of Conflict and Violence*, 2(2), 289–316.
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- 17 Eisner, M. (2008). Modernity strikes back? A historical perspective on the latest increase in interpersonal violence (1960–1990). *International Journal of Conflict and Violence*, 2(2), 289–316.
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- 18 While they are more comparable than other crime types, there are issues surrounding the comparability of international homicide data. Different definitions of homicide exist in different countries and there may be inconsistencies in the point in criminal justice systems at which homicides are recorded. Where definitions are made clear in national figures, and disaggregated data have been available, efforts have been made to standardise figures to reflect a consistent definition of homicide as completed murder and manslaughter.

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United States: FBI. (n.d.). *Crime in the U.S.* Retrieved from: <https://ucr.fbi.gov/crime-in-the-u.s> [accessed 06/12/2017]

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19 Sources for international data for robbery are the same as for homicide analysis, listed above

20 Knife crime open data available at: Home Office. (2018). *Police recorded crime and outcomes open data tables*. Retrieved from: <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables> [accessed 26/02/2018]

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Substance Misuse Delivery Plan 2019-2022



Llywodraeth Cymru
Welsh Government



October 2019

Substance Misuse Delivery Plan 2019-2022

“Improving Lives for People and Communities Affected By Substance Misuse”

Ministerial Foreword

Following an extensive engagement and consultation process, I am pleased to launch the new Substance Misuse Delivery Plan 2019-22 which outlines our priorities for the next 3 years. Tackling substance misuse continues to be a priority for the Welsh Government and a significant area to focus upon if we are to meet our ambitions in *“A Healthier Wales: our Plan for Health and Social Care”*. Substance misuse is a major health issue which affects individuals, families and communities. This plan sets out the priority areas we will focus on with our partners to achieve our ambition of reducing the harms associated with substance misuse.

This plan builds on the good progress made in the lifetime of the previous 2008-18 strategy, *‘Working Together to Reduce Harm’*. The evaluation of our previous strategy, together with an independent Health Inspectorate Review (HIW) of services, both recognised that whilst progress has been made, particularly in the improvements in waiting times for treatment, more needs to be done if we are to reach those that are most vulnerable and often furthest away from services. It’s clear from the evaluation, however, that by working with our partners in the third sector, local government and the NHS we have achieved a lot against a challenging backdrop of tight resources and the ever changing nature of substance misuse. I am fully committed to continuing to support this agenda.

Our overall aim in this delivery plan continues to be to ensure that people in Wales are aware of the dangers and the impact of substance misuse and to know where they can seek information, help and support if they need it. I provided extra funding to support substance misuse when I announced an extra £2.4m funding in 2019/20 for the 7 Area Planning Boards who are responsible for commissioning local, front line services. This is an increase in funding of over 10%. This additional funding has been provided at a time of unprecedented budgetary constraints and means we are now able to support our partners with extra money to meet future challenges. This increased investment takes our annual funding for substance misuse to almost £53m which demonstrates this government’s commitment to supporting some of the most vulnerable people in our society. The plan contains a number of actions to ensure we reach those people most in need of support, including people with co-occurring conditions, homeless and older people. As we support more people to access our substance misuse treatment services we will need to ensure that we maintain the good performance we have seen on waiting times.

Tackling substance misuse needs commitment from across government and our partners delivering frontline services to ensure we reach and support everyone who is in need so that they get the right level of support, at the right time and in the right place. Our harm reduction approach has been widely applauded but we know more needs to be done supporting people and helping them to access the services they need. Tackling the causes and effects of substance misuse is challenging and complex. This plan demonstrates that

we will continue to work closely with partners at a national and local level to ensure we are taking a preventative, integrated and long term approach to improve outcomes for this group.

Vaughan Gething AC/AM

Minister for Health and Social Services

1. Strategic Context

Our Programme for Government, *'Taking Wales Forward'*, outlines the commitments to drive improvement and make the biggest difference to the lives of everyone in Wales. *'Prosperity for All: the national strategy'* takes those commitments, places them in a long-term context, and sets out how they will be delivered by bringing together the efforts of the whole Welsh public sector.

By taking significant steps to shift our approach from treatment to prevention and focusing on improving the health and well-being of individuals and families, we are supporting the delivery of the Government's well-being objectives in *'Prosperity for All: the national strategy'*. Our cross Government approach will also see a contribution to the Government's priority areas, such as Early Years, Housing and Better Mental Health helping us to achieve our ambition of prosperity for all.

In June 2018, the Welsh Government published "*A Healthier Wales: our Plan for Health and Social Care*"¹. The plan sets out the vision for health and social care services and ten national design principles. The vision and principles apply to the substance misuse sector as much as any other area. Our substance misuse agenda requires the Health and Social Care sector to work together, alongside other partners, to give the most appropriate help to an individual, based on their needs and circumstances. This plan covers services for both drug and alcohol misuse. Our substance misuse services in Wales are citizen centred, adopting a strengths based public health approach with an emphasis on harm reduction, prevention and treatment, ensuring that an individual stays well, reduces the harms associated with substance misuse and sustains recovery.

'A Healthier Wales' sets out a whole system approach to health and social care, outlining a 'wellness' system, which aims to support and anticipate health needs, to prevent illness, and reduce the impact of poor health and inequality. There is a recognition that primary care, as the first point of contact for the majority of citizens accessing health services, has a key role in maximising the opportunities for prevention and self-management, including around substance misuse and medicines management.

To achieve this ambitious aim it is important that we continue to adopt an approach to services and support that recognises the need to meet the needs of the whole person. We will work to ensure services continue to improve and are more integrated to meet individual needs seamlessly. Our Vision, which is aligned to "*A Healthier Wales*" is set out below:

¹ <https://gweddiill.gov.wales/topics/health/publications/healthier-wales/?lang=en>

“Our vision is that everyone in Wales should have longer healthier lives, free from the potential harms of substance misuse, building personal resilience so they can be active and contribute positively to their communities”.

People have a healthy life free from harms

People are treated with respect, regardless of circumstances and background

People have choices in their recovery

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preventing harm

support for individuals – to improve their health and aid and maintain recovery

supporting and protecting families

tackling availability and protecting individuals and communities

stronger partnerships, workforce development and Service User Involvement

People are able to make informed choices in order to prevent and reduce the harm associated with substance misuse

Substance Misuse issues are identified and tackled early

The physical and mental health and well-being of people with substance misuse issues are improved and related health inequalities are minimised

Individuals and communities are effectively engaged in the planning and delivery of their local substance misuse services..

People with substance misuse issues have the skills, resilience and opportunities to gain and maintain economic independence and the negative impact of substance misuse on the Welsh economy is minimised

People with substance misuse issues participate in culturally and socially diverse activities including the arts, sport and recreation.

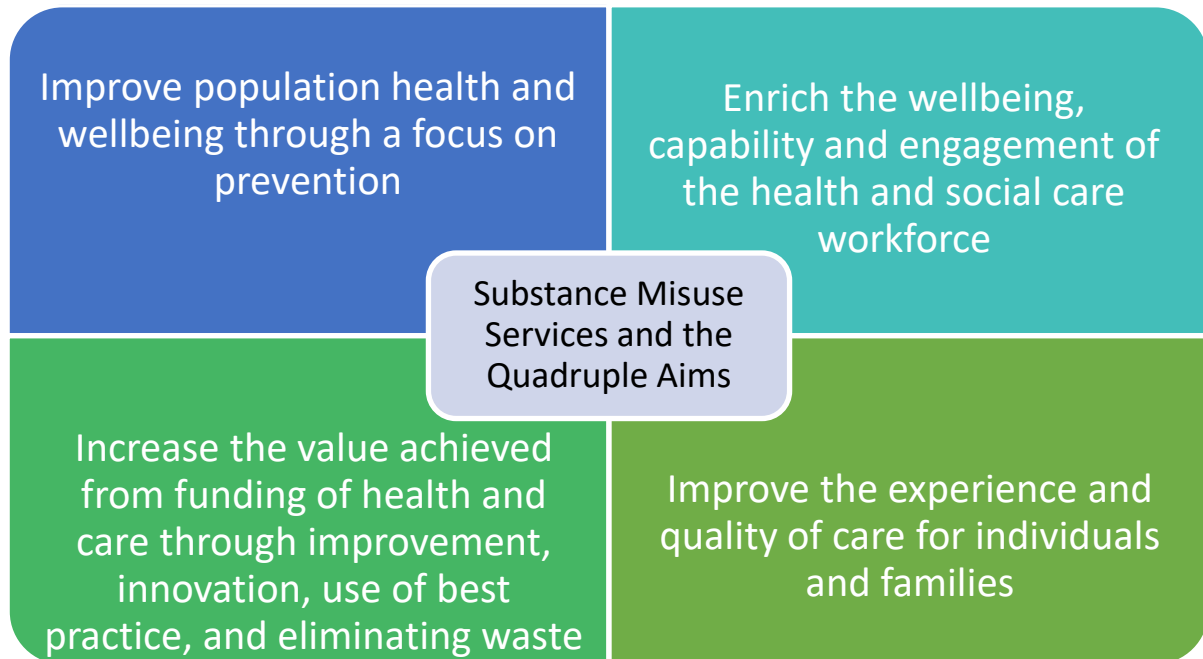
Everyone affected by substance misuse issues are treated with dignity, fairness and respect

Social Exclusion and isolation as a result of substance misuse is minimised
The Harms of substance misuse are reduced for children and families
Outcomes for Children on the edge or in care are improved

People are/feel safer in relation to crime
Welsh speakers and their families are able to receive support for substance misuse issues through their own language

Area Planning Boards are fit for the future
The substance misuse workforce is skilled and informed
Service User involvement is embedded into delivery and planning of services

Our work on substance misuse will be undertaken under the themes and outcomes set out above. This Delivery Plan also explains how reducing substance misuse aligns to the Quadruple Aims contained in “*A Healthier Wales*”. The Quadruple Aims are set out below:



2. Reducing the harms associated with Substance Misuse

The Welsh Government’s overarching aim is to reduce the harms caused by substance misuse to the individual and wider society. Prevention and early intervention is key and we will therefore ensure that people are aware of the dangers and the impact of substance misuse, to enable them to make informed choices and to know where they can get help and support if they need it.

Harm Reduction

A harm reduction approach is to reduce the relative risks associated with drug and alcohol use/misuse. This is carried out by a range of measures such as reducing the sharing of injecting equipment, providing support for stopping injecting, interventions to reduce drug related death and providing a range of both pharmacological and psychosocial treatments for both drugs and alcohol. Recovery and abstinence also form part of the harm reduction journey, they are not mutually exclusive.

To create a successful treatment system, it is essential that those who deliver and manage services recognise and fully embrace being part of a ‘bigger picture’. It is the treatment system as a whole that can best meet the needs of a diverse group of people at different stages of their journey. It is likely that no single service will be able to

provide all the support needed by an individual. Specialist services and specific philosophical approaches can maintain their individuality while still embedding the principles of both harm reduction and recovery focused practices into the ways in which they deliver their services.

Wellbeing of Future Generation Act 2015

The substance misuse delivery plan aligns to five ways of working in the Well-being of Future Generations Act 2015 and we have ensured that the substance misuse outcomes that we are seeking to achieve during the lifetime of this plan are clear in the contribution they make to the Wellbeing of Future Generation Act goals. Throughout the priorities and commitments set out in this plan there is a focus on having a **long-term** impact on individuals and families and the **prevention** of substance misuse is a focus in much of the work to be undertaken. Key aim 1 in the table of actions specifically focuses on prevention, but many of the actions contained in the other aims through the document also have a preventative element. In order to ensure the work is undertaken in the most effective way, **collaboration, involvement, and integration** will be vital. Service user involvement has been instrumental in the development of this plan and we are clear that continued involvement will be key to successful delivery of actions within this plan.

The Welsh Government has defined prevention as working in partnership to co-produce the best outcomes possible, utilising the strengths and assets people and places have to contribute. Breaking down into the four levels (below), each level can reduce demand for the next and the actions in this Plan cover all levels of prevention:

- **Primary prevention (PP)** Building resilience creating the conditions in which problems do not arise in the future. A universal approach.
- **Secondary prevention (SP)** Targeting action towards areas where there is a high risk of a problem occurring. A targeted approach, which cements the principles of progressive universalism.
- **Tertiary prevention (TP)** Intervening once there is a problem, to stop it getting worse and prevent it reoccurring in the future. An intervention approach.
- **Acute spending (AS)** Spending, which acts to manage the impact of a strongly negative situation but does little or nothing to prevent problems occurring in the future. A remedial approach.

Adverse Childhood Experiences

The Welsh Government is committed to ensuring that our services provide early intervention and prevention so that longer-term harms are prevented, before they occur. This includes preventing exposure to Adverse Childhood Experiences² (ACEs). There is an increasing body of international evidence about the negative long-term impact on health and well-being outcomes which can result from exposure to childhood trauma before the age of 18. The evidence also links exposure to ACEs to an increased risk of adopting health harming behaviours in adolescence, including substance misuse. So substance misuse is both an issue and risk factor. Children of those affected by ACEs are at increased risk of exposing their own children to ACEs, creating a cycle of harm, which early intervention needs to focus on breaking.

Our underpinning principle is that substance misuse is a health and social care issue that affects the whole population of Wales, be it directly or indirectly. Substance misuse impacts on the economy and on services, health, social and justice for both individuals and communities. Whilst being able to prevent substance misuse in the first place is a top priority, the Welsh Government recognises the importance of also taking action to reduce the negative impact of substance misuse and improve the positive outcomes for all those affected. This can only be achieved by tackling the underlying causes of substance misuse and by providing the knowledge, skills and opportunities necessary for people to make informed choices. The aim is to ensure that resources are directed to equitable, effective and cost-effective services and through integration of wider economic and social policies by working across government and the wider public sector. Services should be designed to meet the needs of individuals and the communities they serve and ensure they are accessible to all regardless of background or circumstances.

Substance misuse can cause a multitude of harms, both to the individual and to those who have direct or indirect contact with the person who is using substances, such as family members or society as a whole. These harms may consist of the deterioration of physical and mental health and consequent premature death, lack of employment, excessive gambling, loss of housing, the breakdown of family relationships, and adverse consequences on the wider community concerning criminal activity and anti-social behaviour. We know that the effect of people supplying drugs has a significant impact on those who they supply and the wider community, not least given the violence so often associated with gangs.

The Welsh Government is clear that we must continue to place harm reduction at the centre of our approach. A harm reduction approach aims to reduce the relative risks associated with substance misuse. Over the lifetime of the 2008-18 strategy we worked

² ACEs include child maltreatment (such as physical, sexual and verbal abuse) and wider experiences of household dysfunction (such as growing up in a household affected by domestic violence, parental separation, substance misuse, mental illness or criminal behaviour).

closely with stakeholders to initiate and deliver a range of harm reduction initiatives. Harm reduction programmes provide a range of services for those who use, or are affected by, the misuse of substances and can be viewed as a point of engagement to encourage and enable individuals to access treatment where necessary.

3. Recent Developments

A contribution analysis (evaluation) of the 2008-18 Strategy³, undertaken by Figure 8 Consultants, was published in April 2018. Following extensive fieldwork and consultation with a range of stakeholders, the evaluation stated that whichever direction new policies took in the future they should be focused on continued support for harm reduction and useful accountability of activity. The report also highlighted that it is important that any future approaches to dealing with the harms associated with the misuse of substances, continue to develop the significant improvements that were seen during the 2008-18 strategy in partnership working.

The report stressed the importance of building on the platform of an increasing role for service users across all aspects of policy and practice implementation. The evaluation confirmed that the Key Aims of preventing harm; support for individuals – to improve their health and aid and maintain recovery; supporting and protecting families; and tackling availability and protecting individuals and communities via enforcement activity that underpinned the previous strategy remain relevant. Therefore, whilst this delivery plan sets out new priorities and actions for the 2019-22 period designed to combat today's challenges it does so with the context and a continuation of the key themes of the previous 10 year strategy.

Another influence on future priorities and actions in this delivery plan has been the Health Inspectorate Wales (HIW) review of Substance Misuse Services in Wales (published in July 2018). This highlighted that people received good quality and effective care, but made recommendations for further improvements. Our key priorities highlighted in this plan are a response to many of the issues raised in that report, as well as input from service users and stakeholders.

4. The Scale of the Problem and Trends in Treatment Data and Statistics

We know that more needs to be done to support people and help them to access the services they need in order to improve outcomes for those whose lives are affected by substance misuse in Wales. For example, in relation to drug related deaths there was an increase in deaths from 2017 to 2018 (185 to 208), 208 is too many people dying needlessly in our communities. There is a particular concern about the regional

³ <https://gov.wales/evaluation-implementation-substance-misuse-strategy-wales-0>

variances that exist in relation to drug related mortality and we are clear that we must, working with our partners, focus significant effort on this in future.

Alcohol consumption, above guidelines, in Wales has dropped slightly, but 18% of adults still drink above weekly guidelines, with those between 35-74 most likely to be drinking over the guidelines. The most recent data in relation to alcohol specific deaths shows an increase from 388 in 2016 to 419 in 2017. In addition, the number of individuals admitted to hospital for alcohol-specific conditions are 2.4 times higher than admissions for illicit drug use. In relation to deprivation, whilst levels of drinking are higher in the least deprived areas, the proportion of all patients admitted for alcohol-specific conditions living in the most deprived areas was 3.3 times higher than those from the least deprived areas.

Hospital admissions for alcohol-specific conditions and illicit drugs places significant pressure on the NHS with statistics showing there were over 20,000 hospital admissions related to drugs and alcohol in 2017-18.

We are, however, seeing continuing positive improvements in waiting times to treatment. For example, in 2018/19 91.5% of people starting treatment were seen within 20 working days, compared to 73% in 2009/10. Outcomes of those in treatment have improved with 86.5% of people reporting a reduction in their substance misuse following treatment in 2017-18, compared to 85.9% in 2013-14. While these improvements are welcome, this is an area we want to be more ambitious in by looking at driving out any variations in access times through improving access to services and by actions such as increasing outreach services or extending service opening times thereby seeing an increase in the numbers of people accessing services, particularly given recent statistics on drug related deaths and alcohol specific deaths.

The actions in this delivery plan therefore respond to what we have been told through the evaluation of the previous strategy and the HIW Review. It also takes into consideration the feedback received from the extensive engagement process, with both providers and service users, including young people, we have undertaken on the key priorities for substance misuse.

5. Delivery & Funding for Substance Misuse Services

Across Wales the seven Area Planning Boards (APBs) are responsible, within their regions, for the assessment of need, commissioning and monitoring of delivery of substance misuse services, using the funding allocated by the Welsh Government. To ensure the actions set out in the delivery plan are achievable, we will continue our work in supporting substance misuse services through our APBs and Local Health Boards (LHBs). APBs have been the key vehicle for supporting the delivery of substance misuse services and this will continue to be the case. We have increased our funding to

support Area Planning Boards by over 10% in 2019/20 to help them undertake this work. In 2019/20, we are investing almost £53 million annually to deliver our commitments on this agenda. We therefore expect that all APBs review their services to ensure they are appropriately resourced, meet current population needs and recommission where necessary.

Our work with APBs will ensure they continue to provide services that meet the needs of the population and that the key performance indicators continue to be met and improved upon. To achieve this we will continue to ensure our interventions are 'joined up' across government, recognising the needs of individuals go beyond their substance use, by developing a whole person approach to support them.

6. A Cross Government Approach

Over its duration, this delivery plan will provide a focus for ensuring that substance misuse is embedded across other policy areas in the Welsh Government, particularly as we focus more on prevention. For example, close joint work will continue with Education, Children and Families, Employability, Housing, Social Services, Tackling Poverty and Crime and Justice to strengthen links with these areas so that fewer people are drawn into substance misuse in the first place and for those that are we provide integrated and easily accessible treatment leading to recovery. Specific actions are set out in this plan, which highlight the important contribution other government departments, including non-devolved areas, can make to improve substance misuse outcomes for individuals through their policies and programmes. Whilst health services are designed to respond to the needs of individuals who suffer from substance misuse, there are other levers outside of health, which are critical in improving an individual's health and well-being.

There are many initiatives in place - or planned - across Welsh Government that will support the substance misuse agenda with significant investment being made in terms of resources. One of the areas where this is demonstrated, particularly on the preventative side, is through the investment being made to take forward a new **whole school approach** to mental health and wellbeing for children and young people in Wales. As part of the '*whole school approach*', all schools will support the broader mental health and wellbeing of learners, which in turn will help to prevent other issues from developing or escalating, including substance misuse issues.

7. Partnership Working

Good partnership working is critical if the best possible support is to be provided to individuals and communities. Given recent developments in the local and regional partnership landscape, such as the establishment of Regional Partnership Boards, we

will review the partnership relationships and consider how we can support APBs to operate well within this. We recognise that a key element of delivering substance misuse services is that APBs work closely with other partnerships and structures, such as Regional Partnership Boards, Public Service Boards and other structures, in order to provide the best support possible to the individual and wider community.

At a national level, we will ensure that targeted campaigns are undertaken on key issues in response to intelligence on both Drug Related and Alcohol Related Death data that we receive from Public Health Wales, the Office for National Statistics and other sources. As part of our harm reduction focus, we will also continue the roll out of Naloxone (a drug which temporarily reverses the effects of opiate overdose) and work with a range of partners to ensure that it is available in as many appropriate locations as possible.

8. The Delivery Plan 2019-22

The detailed commitments that make up the new delivery plan are set out below. The plan is structured under the four key aims of the previous strategy given the confirmation from the evaluation that these remain relevant as we aim to prevent, and tackle harms associated with, substance misuse use. This was tested at engagement events before the plan was issued for formal consultation and then through the formal consultation. Throughout these processes, the general feedback was that the four main key aims where the Welsh Government and its partners have undertaken work to tackle and reduce the harms associated with substance misuse in Wales, were still very appropriate in terms of the future. These were:

- preventing harm;
- support for individuals – to improve their health and aid and maintain recovery;
- supporting and protecting families; and
- tackling availability and protecting individuals and communities via enforcement activity.

Also, the fifth key aim around partnership working was also seen as being crucial and a success of the previous strategy. This is something which will underpin the future work set out in this plan. We will also look at options for further supporting the development of our substance misuse workforce and service user engagement and this has been reflected in this key aim.

As highlighted earlier in this document, “*A Healthier Wales*” sets out the vision for health and social care services going forward and has ten national design principles, the vision and principles apply to the substance misuse sector as much as any other area.

The actions in this delivery plan are set out under the key outcomes the Welsh Government wants to achieve in tackling substance misuse. The table below shows how each substance misuse outcome aligns with the Quadruple aims in “*A Healthier Wales*”. These are:

- QUADRUPLE AIM 1: Improve population health and wellbeing through a focus on prevention
- QUADRUPLE AIM 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste
- QUADRUPLE AIM 3: Enrich the wellbeing, capability and engagement of the health and social care workforce
- QUADRUPLE AIM 4: Improve the experience and quality of care for individuals and families.

9. Key Priorities for Substance Misuse Services 2019-22

The actions we and our partners will undertake in this delivery plan are a response to what we have been told through the engagement and consultation process, along with the findings from the evaluation of the 2008-18 strategy and the findings of the HIW Review. There are a few priority actions where we consider further work needs to be done to make continued progress for those affected by substance misuse. This will include working across Government and with our partners, particularly APBs and our third sector providers who are key in delivering the front-line support to individuals.

A strong theme in both the HIW Review and contribution analysis, as well as our own engagement process, was the issue of “stigma” faced by individuals affected by drug and alcohol use. The Welsh Government is committed to the rights and dignity of individuals accessing **all** services whatever their circumstances, and we will work to ensure this is maintained at all times. Discrimination and lack of respect, both for individuals and their families is likely to reduce people accessing and engaging with services and prove a barrier to improving outcomes.

The proposed priority areas for action include:

- Responding to **co-occurring mental health problems** which are common in substance misuse. Guidelines exist, through the Mental Health & Substance Misuse Co-occurring Substance Misuse Treatment Framework, for the treatment of these problems and, in general, the coexistence of a substance misuse problem should not be a reason for denying a service user access to the recommended treatment usually provided by mental health services. Improvement needs to be made on this so that individuals with co-occurring mental and substance misuse

issues, as well as other addictions such as gambling and smoking, receive appropriate and timely support. We will ensure that the Treatment Framework is delivered, with the aim of improving joint working with mental health services and to better support those with co-occurring problems. We will also undertake a detailed piece of work to better understand the barriers to, and opportunities for, progress in this area.

- **Ensuring strong partnership working with housing and homelessness services** to further develop the multi- disciplinary approach needed to support those who are homeless or at risk of homelessness. The aim of the Welsh Government is to work across all sectors in order to prevent homelessness and where it cannot be prevented ensure it is rare, brief and non-recurrent. This requires health services, social services, housing, the third sector and, where appropriate, justice agencies to work with service users and their families and carers to improve the outcomes achieved through service interventions. A key intervention in supporting those at the most acute end of the homelessness spectrum, and with the most complex needs, is Housing First. It has an established evidence base internationally and will provide an opportunity to test ways in which services can be delivered alongside the provision of accommodation in order to support someone's journey to sobriety. In addition many rough sleepers will use substances to help them cope with life on the streets. Services that provide emergency support must also be able to swiftly help before a temporary use of substances turns into a downward spiral with people's lives becoming a chaotic cycle that can take much longer to break. Housing, Substance Misuse and Mental Health are areas that intrinsically interact and are dependant in terms of improving outcomes for individuals affected by these issues. Co-occurring issues / dual diagnosis is frequently identified as an issue and can also be a significant factor in serious and untoward incidents (SUI). For dual diagnosis to be managed effectively key actions have been included within both the Together for Mental Health and Substance Misuse Delivery Plans for 2019-22.
- Ensuring that all prisons in Wales (and HMP Eastwood Park, women's prison) have a coordinated, transparent and consistent service for those with **substance misuse problems in prison**, based on best practice. We will work closely with the prison service, local health boards and other stakeholders to achieve this. Our overall objective is to produce a standardised clinical pathway for the management of substance misuse in prisons in Wales, as well as discharge plans to ensure continuity of care. This has been identified as a key priority in the Partnership Agreement for Prison Health in Wales which aims to drive improvements in the health and wellbeing of those in Welsh prisons. The Health, Social Care and

Sport Committee is currently undertaking an inquiry into the provision of health and social care in the prison estate – and full consideration will be given to its findings and associated recommendations.

- Providing further **support for families and carers of people who misuse substances**. Where family support is available, carers reported the benefits of sharing experiences in peer support groups, gaining a greater understanding of addiction and how to support their loved one. People also said this had helped improve relationships with family members as they better understood their problems. However, it was felt there were not enough family support services and people may not be aware of those that exist. In particular we know through the work on ACEs, as indicated above, that children who are raised in homes where substance misuse is an issue are, potentially, more likely to have adverse outcomes in later life. We will also focus efforts on ensuring services are joined up and effective for families who are “on the edge of care”.
- **Ensuring that appropriate and responsive alcohol misuse services are in place** before the Public Health (Minimum Price for Alcohol) (Wales) Act 2018 is implemented. Concerns have been raised about the potential impact of minimum unit pricing on dependent drinkers and there is a need to ensure that services are in place for those who may seek support. Some stakeholders also highlighted the risk that some could potentially switch to illegal drugs or psychoactive substances, following an increase in the minimum price of alcohol. While this risk is considered low, this is something we intend to monitor closely – and have commissioned specific research to look at the issue, which will report ahead of implementation.
- **Improving access to services and ensuring people get the support and treatment when they need it**, is critical to ensuring we reach as many people as possible. Waiting times for treatment have consistently reduced, with over 90% in 2017-18 starting treatment within 20 days, an improvement on the previous year of over 4 percentage points. We will work with APBs to ensure access to substance misuse services is increased, with particular attention to providing outreach to vulnerable groups and improving links with primary care services, in particular GPs. We know that access for those who live in our rural communities can be a challenge and will work with relevant APBs to focus efforts in rural areas to improve this, in particular through outreach, integration with primary care and the use of digital technologies. We will therefore expect to see the numbers of people accessing services increase year on year.
- As people are presenting with more complex issues, many affecting their ability to maintain treatment and recover, we will work to ensure we adopt

a whole person approach, based on strengths and trauma informed practice. **We will strengthen our multiagency working and care planning to ensure peoples' needs are met.** Once people are in treatment it is important that they get the right treatment, at the right time and have choices. They should also be able to access treatment services for any other co-existing harms. We will continue to focus on our harm reduction approach but it is also important to note that for some people their choice may be abstinence and we will ensure this is available. For most people treatment in their community is the choice they prefer to make but we also recognise that for some residential treatment is required particularly for those with more complex problems, we will continue to ensure that for those who require this, it is available, with minimal waiting and as far as possible where they want it.

- **Tackling dependence on prescription only medicines (POM) and over the counter medicines (OTC).** The potential for dependency and withdrawal issues in relation to these medicines- which can be exacerbated by poor prescribing practices - is acknowledged. Our policy in Wales is to take an evidence based approach to the prescribing and administration of all medicines. To provide assurance that organisations adhere to this evidence based approach we routinely measure performance in key areas through national prescribing indicators, including a number relating to opioids use. In March 2019 the National Assembly for Wales' Petitions Committee report "*Prescription drug dependence and withdrawal – recognition and support*" was published, summarising the evidence considered in relation to a petition concerning dependence upon prescription medication. Full consideration will be given to the report from the Petitions Committee as our priorities for Substance Misuse are taken forward. The Welsh Government recognises it is important we distinguish between substance misuse, as the harmful use of substances such as drugs and alcohol; and dependence arising from the therapeutic use of medicines whether they are prescribed or purchased. In responding to the Petitions Committee report the Minister for Health and Social Services has given his commitment to this distinction.

Key Aim 1 – Preventing Harm

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 1. People are able to make informed choices in order to prevent and reduce the harm associated with substance misuse</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) WG to ensure that use of the DAN 24/7 site is maximised so that the needs of all individuals, families, carers and organisations are met through making the best use of technology in accessing services. The site will be revised to ensure that it is fully mobile optimised, the video content and search functions are improved and systems are put in place to help take pressure off call centre and reduce any possible dropped call numbers [April 2021]</p> <p>ii) In terms of awareness of substance misuse services, the WG will work with APBs and the DAN 24/7 service to ensure that services across Wales are mapped so individuals, families and carers are aware of where they can get up to date information on where to get help and support [April 2021]</p> <p>iii) Continue to raise awareness of various aspects of substance misuse across the population, particularly as specific issues arise. In particular, there will be continued focus on raising awareness of the public health aims and benefits of introducing Minimum Unit Pricing for Alcohol. [Ongoing]</p>	<p>Number of telephone calls to DAN 24/7 Number of Website hits to DAN 24/7.org SOURCE : Welsh Government</p> <p>Prevalence estimate of problem (EMCDDA definition) drug use SOURCE: Public Health Wales (PHW)</p> <p>% reported drinking above the UK Chief Medical Officers’ Low Risk Drinking Guidelines 2016 on a weekly basis. (moderate, hazardous and harmful drinkers).</p>	<p>WG, DAN 24/7, APBs</p> <p>WG, DAN 24/7, APBs</p> <p>WG</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>iv) WG will continue to work with PHW to maintain the programme on Image and Performance Enhancing Drugs [IPEDs]. This includes harm reduction information, advice and training being provided to ensure individuals both using and at risk of using IPEDs are fully aware of the risks and harms. As part of the work, we will work closely with PHW to ensure that the community and elite sport sectors are fully aware of this information too. [Ongoing]</p> <p>v) WG to work with partners on considering the recommendations from the review of the All Wales Schools Liaison Core Programme (AWSLCP) and, in particular how the Programme will complement the work undertaken on curriculum reform [December 2019].</p> <p>vi) WG to work with partners on considering the recommendations from the review of the AWSLCP and how it can complement and add value to work underway, through the Joint Ministerial Task and Finish Group on a Whole School Approach, to improve emotional and mental wellbeing in learners [Ongoing]</p> <p>vii) Conduct an evidence review to establish the links between substance misuse, alcohol consumption and gambling. [December 2020]</p> <p>viii) WG, working with partners, to raise awareness, with health professionals and the public, of harms associated with risky levels of alcohol consumption as well as providing clear advice on managing alcohol intake [Ongoing]</p>	<p>% reported drinking at moderate, hazardous and harmful levels. % reported drinking above the UK Chief Medical Officers' Low Risk Drinking Guidelines 2016 which state, for both men and women, 'to keep health risks from alcohol to a low level it is safest not to drink more than 14 units a week on a regular basis.' % reported drinking at moderate, hazardous and harmful levels. SOURCE: National Survey for Wales, Welsh Government</p>	<p>WG, PHW</p> <p>WG, Police</p> <p>WG, Police</p> <p>WG</p> <p>WG, PHW & other partners</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 2. Substance misuse issues are identified and tackled early.</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) WG will work with GPs and representative bodies to increase knowledge and understanding around substance misuse and substance misuse services. WG will continue to work with the Royal College General Practitioners (RCGP) to encourage GPs (and other primary care professionals) to undertake the RCGP substance misuse certificates Part 1 and 2 and to specialise in substance misuse [Ongoing]</p> <p>ii) WG will work to ensure all primary care settings have direct referral routes to substance misuse assessment services [March 2021]</p> <p>iii) APBs to work with Primary Care to develop care pathways with substance misuse providers to ensure GPs are aware of services available [Ongoing]</p> <p>iv) All APBS should consider how proactive outreach work is undertaken in their areas in order to target hard to reach</p>	<p>Number of new assessments to substance misuse services by the three most frequently reported substances. SOURCE : WNDSM</p> <p>Number of new individuals in contact with substance misuse services SOURCE : WNDSM</p> <p>Number of GPs with special interest in substance misuse registered and trained to RCGP level 2 SOURCE: RCGP Wales</p> <p>Number of professionals trained and using ‘brief interventions’ SOURCE: PHW</p>	<p>WG, RCGP</p> <p>WG</p> <p>APBs</p> <p>APBs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>groups who may not be accessing substance misuse services [March 2020]</p> <p>v) Work with PHW to publish the Alcohol Related Brain Damage SMTF and then implement the findings with the aim of ensuring timely diagnosis, referral, through clear care pathways, to specialist assessment, treatment and rehabilitation services with the support of an identified lead ARBD clinician within each LHB area in Wales. [March 2020]</p>		<p>WG, PHW</p>

Key Aim 2: Support for substance misusers to improve their health and aid and maintain recovery

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 3. The physical and mental health and well-being of people with substance misuse issues are improved and related health inequalities are minimised.</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) Ensure the Mental Health & Substance Misuse Co-occurring Substance Misuse Treatment Framework is delivered, with the aim of improving joint working with mental health services and to better support those with co-occurring problems. In addition to this WG will undertake a detailed analysis on the pathways for an individual with a co-occurring problem and this will involve looking at the barriers and good practice on work in this area. We will involve practitioners and clinicians to help drive this agenda forward [February 2020]</p> <p>ii) Ensure services commissioned to support co-occurring cases are aligned and working in partnership with housing and homelessness services [February 2021]</p>	<p>Number of deaths from drug misuse – involving only illegal drugs. SOURCE: Office for National Statistics (ONS)</p> <p>Number of deaths from drug related poisonings – involving both legal and illegal drugs SOURCE: ONS</p> <p>Number of hospital admissions due to primary named illicit drugs SOURCE: NWIS (PEDW)</p>	<p>WG, LHBs, APBs</p> <p>WG</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
iii) Welsh Government to work with APBs to ensure that services are accessible to all people with protected characteristics [Ongoing]	Number of people with protected characteristics accessing services.	WG, APBs
iv) Welsh Government will seek evidence of appropriate transitional services for young people reaching the eligibility threshold for services (March 2020)	Number of take home naloxone kits issued to: <ul style="list-style-type: none"> • New individuals • Resupplied following use 	WG, APBs
v) Seek to co-locate services with local authority homelessness teams where appropriate, in order to provide a more person-centred service to those who are either homeless or at threat of homelessness [Ongoing]	SOURCE: Harm Reduction Database	LAs
vi) In order to adopt a preventative approach, develop protocols with social housing and private sector landlords to help identify tenants who may be in need of substance misuse services [March 2021]	Number of alcohol specific deaths SOURCE: ONS	CHC, WLGA
vii) The WG will work closely with the prison service, APBs, local health boards and other stakeholders to undertake work that will aim to ensure that all Prisons in Wales (to also include Eastwood Park) have a coordinated, transparent and consistent service for those with substance misuse issues, based on best practice. The aim is to produce a standardised clinical pathway for the management of substance misuse in prisons in Wales – as well as ensure continuity of care in the community [June 2020]	Number of hospital admissions with primary and any mention of alcohol specific disease SOURCE: NWIS (PEDW) Number of hospital admissions with alcohol attributable conditions (broad and narrow definition) SOURCE: NWIS (PEDW) Prevalence estimate of Hepatitis C, Hepatitis B infection and HIV amongst people who inject drugs in	WG, HMPPS, LHBs

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>viii) Area Planning Boards and Health Boards to conduct local needs analyses in relation to dependence or misuse of prescribed analgesics to ensure that appropriate support is provided through clinicians and wider service provision if required [Ongoing]</p>	<p>contact with specialist services SOURCE: Unlinked</p>	<p>APBs, LHBs</p>
<p>ix) WG, APBs and other partners through the National Implementation Board for Drug Poisoning Prevention to implement the recommendations of the PHW Review (further to the Drug Consensus Seminars) with a view of reducing fatal and non-fatal drug poisonings [April 2020]</p>		<p>WG, APBs, PHW</p>
<p>x) WG to work with partners to develop a national information sharing protocol in line with Wales Accord on the Sharing of Personal Information (WASPI) [December 2020]</p>		<p>WG</p>
<p>xi) WG will continue to support the distribution of Naloxone and develop this within the community to ensure maximum distribution and coverage. PHW will continue to monitor and report on take-home naloxone provision across Wales [Ongoing and annual reporting]</p>		<p>WG, PHW, APBs</p>
<p>xii) WG to work with partners to establish the need for Nyxoid (nasal naloxone). Where need is identified, work with areas to implement Nyxoid with carers and services on the periphery of substance misuse (such as police officers) [Ongoing]</p>		<p>WG, PHW, APBs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>xiii) APBs to continue to develop, support and monitor needle and syringe provision and to ensure ample coverage and ease of access, with appropriate levels of harm reduction advice [Ongoing]</p>		APBs
<p>xiv) WG will implement the Public Health (Minimum Price for Alcohol) (Wales) Act 2018 with the aim of addressing some of the long-standing and specific health concerns around the effects of excess alcohol consumption in Wales [Ongoing]</p>		WG
<p>xv) WG will carry out a review of the level of the MUP of alcohol, two years after implementation. WG has commissioned an evaluation of the Public Health (Minimum Price for Alcohol) (Wales) Act 2018, which will include a focus on the impacts of MUP on retailers, as well as moderate, hazardous and harmful drinkers. Baseline reports for the evaluation will inform the review of the level of the MUP [tbc once implementation has begun]</p>		WG
<p>xvi) WG will work closely with APBs to identify and manage any potential impact of MUP on services. WG will also work across a range of policy areas to identify opportunities to mitigate the potential unintended consequences of introducing minimum unit pricing for alcohol, which have been highlighted by stakeholders [Ongoing]</p>		WG, APBs

Actions	How we will know – Population & Performance Measures	Who is responsible?
xvii) WG and APBs to consider expanding Alcohol Liaison Nurse services and consider the evidence for developing alcohol assertive outreach services in Wales [April 2020]		WG, APBs, PHW
xviii) WG to work with APBs to implement routine opt-out testing (dry blood spot testing and venepuncture) for blood borne viruses (hepatitis B, hepatitis C and HIV) and hepatitis B vaccination for all those in contact with substance misuse services including low threshold services and community pharmacy providers and prisons [March 2020]		WG, APBs, PHW
xix) From 2019 we will be introducing a key performance measure for BBV testing to support the Welsh Government commitment to the WHO elimination target, this work is supported by a national task and finish group of practitioners and clinicians [December 2019]		WG, Gambleaware
xx) We will work with Gambleaware to ensure close links between substance misuse services and support for problem gamblers [Ongoing]		WG, Gambleaware

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 4. People with substance misuse issues have the skills, resilience and opportunities to gain and maintain economic independence and the negative impact of substance misuse on the Welsh economy is minimised</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) We will seek to secure additional ESF Funding to extend the Out of Work Peer Mentoring Service until August 2022 and support a further 5,000 people [August 2022]</p> <p>ii) We will publish the results of an independent evaluation of the service in order to help inform future decisions about support in this area [April 2020]</p> <p>iii) We will work with the Working Wales advice service to ensure close links between substance misuse services and employment support [Ongoing]</p> <p>iv) We will work with Job Centre Plus to ensure people who require treatment before they can begin looking for work are referred appropriately. [Ongoing]</p> <p>v) Attach volunteering opportunities in sheltered environments (to permit participation for those earliest in their SM journey who may be able only to dip in and out of projects at this early point [Ongoing]</p>	<p>Number of people enrolling in the Out of Work Peer Mentoring Service SOURCE: Welsh Government</p> <p>Number of people gaining a qualification or work relevant certification upon leaving SOURCE: Welsh Government</p> <p>Number of people entering employment including self-employment upon leaving SOURCE: Welsh Government</p> <p>Number of people engaged in job search upon leaving SOURCE: Welsh Government</p>	<p>WG</p> <p>WG</p> <p>WG, Working Wales</p> <p>WG, JCP</p> <p>WG</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
	<p>Number of people increasing employability through completing work experience placement or volunteering opportunity SOURCE: Welsh Government</p> <p>Number of people in employment six months after leaving SOURCE: Welsh Government</p> <p>Number of people returning to work after a period of sickness absence SOURCE: Welsh Government</p>	

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 5. People with substance misuse issues participate in culturally and socially diverse activities including the arts, sport and recreation.</p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 3: Enrich the wellbeing, capability and engagement of the health and social care workforce</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) All APBs to consider how links and access to community projects, diversionary activities and sporting activities can play a part in the health and well-being of those with substance misuse issues. As part of this, APBs to consider how they can engage with the sports sector. [Ongoing]</p>		APBs
<p>Outcome 6. Everyone affected by substance misuse issues are treated with dignity, fairness and respect.</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 3: Enrich the wellbeing, capability and engagement of the health and social care workforce</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) APBs to work with community groups and the local media to support people with lived experience of recovery to raise awareness of recovery, in order to diminish the negative perceptions of people with substance misuse issues. [Ongoing]</p> <p>ii) APBs and Welsh Government to work with Armed Forces Liaison offices and military charity organisations to ensure services are accessible to and meet the needs of veterans, including those with co-occurring conditions [March 2021]</p>	<p>Number veterans accessing services</p>	<p>APBs</p> <p>WG, APBs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 7. Everyone affected by substance misuse issue can access timely, evidence based, safe and effective quality services.</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) As part of reviewing the commissioning of services, APBs should ensure services work more flexibly including outside of normal working hours and consider weekend provision [Ongoing]</p> <p>ii) WG will work closely with APBs to ensure that their services are responsive to trends in data, particularly around drug and alcohol fatal and non-fatal poisonings, to ensure that the appropriate services are in place [Ongoing]</p> <p>iii) Work with APBs to ensure alignment of services and access to services to the areas where Housing First Trailblazer projects are operating. This should take the form of multi-disciplinary teams so that substance misuse support for rough sleepers can support the aims and principles of Housing First and help individuals to tackle their addictions in a person-centred and trauma informed manner [December 2019]</p>	<p>Percentage increase in numbers of people accessing services Source: NWIS</p> <p>Achieve a waiting time of within 20 working days between referral and treatment. (KPI) SOURCE: WNDSM</p>	<p>APBs</p> <p>WG, APBs</p> <p>WG, APBs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
iv) Ensure a range of Opiate Substitution Therapy (OST) provision is available based on the needs of the individual and best practice as set out both by NICE and in the Orange Book [March 2021]		WG, APBs
v) We will work to develop pilots for rapid OST prescribing services in areas of greatest need based on best practice [March 2021]		WG, APBs
vi) We will review our target for waiting times to ensure it is appropriate and leads to improved outcomes and monitor progress against this [April 2020]		WG, APBs
vii) To ensure services meet the needs of older people in relation to reducing harm surrounding both drug and alcohol use (including Prescription Only Medicines) [Ongoing]		APBs
viii) APBs to work with service providers to ensure the physical health needs of the substance misuse population (particularly with an ageing population) are assessed and individuals referred to appropriate services where necessary [Ongoing]		APBs
ix) Welsh Government will work with “Drink Wise, Age Well” on their Charter for Change which identified a number of areas that could be improved in relation to older people’s substance misuse services in Wales [Ongoing]		WG , Drink Wise Age Well
x) We will replace the current Residential Treatment Framework and ensure the availability of a range of residential treatments are available and that access is improved [December 2019]		WG, LAs

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>xi) Develop referral pathways between rough sleeping outreach teams and local authority homelessness teams to residential rehabilitation units. This should include referral pathways from Housing First projects [March 2021]</p> <p>xii) Work to develop ‘move on’ processes for those due to leave residential rehabilitation units, or prisons in particular with local authorities, social housing landlords and Housing Support services [March 2021]</p>		<p>WG</p> <p>WG</p>

Key Aim 3: Supporting and protecting families

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 8. Social exclusion and isolation as a result of substance misuse is minimised.</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) APBs to work with partners to ensure services are accessible for all and that outreach services are available to those who are isolated due to their substance misuse issues, particularly older people [Ongoing]</p>		APBs
<p>Outcome 9. The harms of substance misuse are reduced for Children and Families</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i> 		
<p>i) APBs to work with other programmes and community based groups who provide early invention and prevention services, e.g. Flying start, Families First. The aim here is that timely and appropriate referrals are made to substance misuse services and that</p>		APBs

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>awareness of the harms associated with substance misuse and where to access sources of support is provided [Ongoing]</p> <p>ii) APBs to ensure that specialist services are available to children and families to provide support [December 2020]</p> <p>iii) APBs to ensure that services are developed with an awareness of ACEs and that staff are trained in this [September 2020]</p> <p>iv) APBs to ensure that there are transition services in place for young people and their families who have substance misuse issues, including co-occurring [September 2020]</p>		<p>APBs</p> <p>APBs</p> <p>APBs</p>
<p>Outcome 10. Outcomes for Children and families on the edge or in care are improved.</p> <p><i>Contributes to:</i></p> <p>➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i></p>		
<p>i) Ensure there are joint systems in place for the early identification and preventative action to help reduce the numbers of children taken into care as a result of substance misuse [March 2021]</p> <p>ii) Provide accessible, timely services to parents with substance misuse problems so they are helped to keep the family unit together by managing risk [Ongoing]</p> <p>iii) Jointly ensure that services are easily accessible to support children and young people in care or on the edge of care whose lives are affected by substance misuse [Ongoing]</p>		<p>APBs/RPBs</p> <p>APBs</p> <p>APBs, LAs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>iv) APBs and LA Social Services to ensure easy access to dedicated transition services for young people who have substance misuse issues and care experience. Levels of care and support offered at this stage in life should be at least equitable with those provided by children and young people’s services [March 2022]</p> <p>v) Welsh Government to work with the Improving Outcomes for Children Advisory Group to ensure work in this plan aligns with the aim of safely reducing the numbers of children in need of care by ensuring substance misuse services support families to stay together and reduce the need for children to be looked after by managing risk associated with substance misuse and supporting vulnerable families whose children are judged to be on the ‘edge of care’. [March 2021]</p>		<p>APBs, LAs</p> <p>WG/LAs/APBs</p>

Key Aim 4: Tackling Availability and protecting individuals and communities via enforcement activity

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 11. People are / feel safer in relation to crime.</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i> 		
<ul style="list-style-type: none"> i) WG and APBs to work with PCCs and the Police to set out key objectives in reducing the availability of illegal drugs and NPS and publicise successful outcomes, particularly in relation to work on County Lines [December 2020] ii) Support landlords in Wales to identify and support activity to tackle behaviours associated with gang-related/county lines activity. In particular, working with the four Welsh police forces to ensure services are fully aware of trends in terms of activities and best practice in terms of prevention and interventions [Ongoing] iii) WG to work with alcohol industry, and other partners to ensure safe drinking messages are promoted in licenced premises and at retail outlets. [Ongoing] iv) APBs to work with Community Alcohol Partnerships to develop local initiatives to tackle underage drinking and anti-social behaviour [Ongoing] 	<p>Number of drug offences recorded by Welsh Police Force. SOURCE : ONS</p> <p>Number of alcohol related offences recorded by Welsh Police Forces SOURCE: ONS</p>	<p>WG, APBs, PCCs</p> <p>WG, PCCs, LAs, CHC</p> <p>WG, Alcohol Industry</p> <p>WG</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>v) APBs and LHBs to learn from good practice such as alcohol action areas and treatment centres to help target pockets of harmful drinking and practice. [Ongoing]</p> <p>vi) APBs and WG to learn and share good practice on reducing drug related litter and work with relevant stakeholders to tackle localised hot spots [March 2020]</p>		<p>APBs, LHBs</p> <p>APBs, WG</p>
<p>Outcome 12. Welsh speakers and their families are able to receive support for substance misuse issues through their own language.</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 1: Improve population health and wellbeing through a focus on prevention</i> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 3: Enrich the wellbeing, capability and engagement of the health and social care workforce</i> ➤ <i>Quadruple Aim 4: Improve the experience and quality of care for individuals and families</i> 		
<p>i) Raise staff awareness about the need to make the ‘Active Offer’ (providing a Welsh language service without service users having to ask for it) and encourage providers to actively encourage their workforce to develop capacity to use Welsh in the workplace. This will include encouraging staff to register and complete the online WorkWelsh learning courses for the health and care sector provided by the National Centre for Learning Welsh [Ongoing]</p>	<p>Numbers registering and completing WorkWelsh learning courses</p> <p>SOURCE: National Centre for Learning Welsh</p>	<p>WG, APBs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
ii) WG to work with NWIS to add fields to the Welsh National Database for Substance Misuse (WNDSM) to capture Welsh Language requirements. [March 2020]		WG, NWIS

Key Aim 5 – Partnerships, Workforce and Service User Involvement

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>Outcome 13. Area Planning Boards are fit for the future</p> <p><i>Contributes to:</i></p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 3: Enrich the wellbeing, capability and engagement of the health and social care workforce</i> 		
<p>i) WG and APBs to review the partnership structures and relationships ensuring these are well aligned with Regional Partnership Boards, Public Service Boards and Community Safety structures [March 2020]</p> <p>ii) WG and APBs to ensure data sharing agreements are in place to support effective joint working, particularly in relation to early intervention and harm reduction through information sharing of fatal and non-fatal drug poisonings [December 2020]</p> <p>iii) All APBs to review clinical governance arrangements to ensure these are robust and support the delivery of effective services. [March 2020]</p> <p>iv) APBs to ensure strong governance and monitoring around safeguarding within services and formalise relationships with safeguarding boards [March 2020]</p>		<p>WG, APBs</p> <p>WG</p> <p>APBs</p> <p>APBs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
<p>v) WG and APBs to explore the development of a substance misuse outcomes framework [July 2020]</p> <p>vi) Welsh Government to review the status of the National Core Standards for Substance Misuse in light of other health and social care legislation and standards. [December 2020]</p> <p>vii) WG and APBs to ensure that the implementation of the Welsh Community Care Information System (WCCIS) progresses for substance misuse services nationally [March 2022]</p> <p>viii) WG to consider options to support the status of APBs within the local and regional partnership landscape [December 2020]</p> <p>ix) All APBs to ensure that they have strong service user representation on their board. [December 2020]</p>		<p>APBs</p> <p>WG</p> <p>WG, APBs</p> <p>WG</p> <p>APBs</p>
<p>Outcome 14. The substance misuse workforce is skilled and informed</p> <p>Contributes to:</p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 3: Enrich the wellbeing, capability and engagement of the health and social care workforce</i> 		
<p>i) WG and APBs to review the workforce development needs of the substance misuse workforce. [July 2021]</p>		<p>WG, APBs</p>

Actions	How we will know – Population & Performance Measures	Who is responsible?
ii) Prepare a workforce development plan ensuring it is aligned to relevant standards [March 2021] iii) WG and APBs to support professionals within substance misuse services to cope with the emotional and clinical challenges of end of life care, loss and bereavement. [July 2021]		WG WG, APBs
<p>Outcome 15. Service User involvement is embedded into delivery and planning of services.</p> <p>Contributes to:</p> <ul style="list-style-type: none"> ➤ <i>Quadruple Aim 2: Increase the value achieved from funding of health and care through improvement, innovation, use of best practice, and eliminating waste</i> ➤ <i>Quadruple Aim 3: Enrich the wellbeing, capability and engagement of the health and social care workforce</i> 		
i) WG will work with APBs to ensure they involve people in the design and delivery of services [Ongoing] ii) We will further support the development of the All Wales Service User Movement to ensure service users are represented appropriately at a national level [Ongoing]		WG, APBs WG, AWSUM

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Notice of Motion - Food Justice**This Council notes that:**

1. there are 8 million people in the UK who have trouble putting food on the table according to the UN;
2. over 500,000 people used food banks in the UK last year. The Trussell Trust alone distributed over 1.3m three-day emergency food supplies to people in crisis in the financial year 2017-2018;
3. 3 million children are at risk of hunger during the school holidays;
4. up to 1 million people live in food deserts in the UK; and
5. a significant amount of the NHS budget goes on treating diabetes.

This Council further notes the UK Government's commitment to the UN's 17 Sustainable Development Goals (Global Goals) commits government to ending hunger by 2030.

This Council resolves to:

1. establish a lead member role with the responsibility of delivering food justice;
2. work with community groups and partners to set up a food partnership (a non-profit organisation helping people learn to cook, eat a healthy diet, grow their own food and waste less food); and
3. task scrutiny to investigate the extent of the issue in Powys and what can be done to tackle it.

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Scrutiny date	Scrutiny Committee	Item	Working Group end date	Cab/Mgmt Team Date	Cab Date
2019					
OCTOBER 2019					
Thur 3/10/19	PSB				
02/10/19	Finance Panel	Financial overview and forecast - August			08/10/19
Mon 07/10/2019 pm	LS	Standards (provisional) and Inspection Outcomes			
Mon 14/10/19	ERCG	Tenant Satisfaction Survey - Action Plan Council Brexit Preparation Plans			
Fri 18/10/2019	HC	Day and Employment Services Options Appraisal Assist/Cymorth Finance and Performance CIW Monitoring - Adults and Childrens			
15/10/19	Children's Services WG	Finance - Budget Construction Independent Reviewing and Quality Assurance			
15/10/19 (pm)	Adult Services WG	Impact of Asset Based Practice/Collaborative Communication Dynamic Purchasing - pilot			
30/10/19	LS	Estyn Inspection and Schools Service PIAP			
31/10/19	FP	Financial overview and forecast - September			05/11/19
NOVEMBER 2019					
08/11/19	LS WG	Early Years Working Group			
08/11/2019	School Scrutiny Panel	Schools Causing Concern			
11/11/19 - 15/11/19	ERCG WG	HOWPS - Annual Report and KPIs			
13/11/19	Children's Services WG	Children subject to a child protection plan Children who are looked after - placements Scrutiny of Placements and Costs CLA Education - written update on PEPs			
15/11/19	Adult Services WG	Reablement Review Update Quality Assurance Adult			

Scrutiny date	Scrutiny Committee	Item	Working Group end date	Cab/Mgmt Team Date	Cab Date
		Active Offer			
		Technology Enabled Care			
		Tribe/Digital First			
Mon 18/11/2019	LS	Schools Service Budget			
22/11/19	LS and FP	Briefing on Schools Finance with Full Committee if any pre-Cabinet scrutiny required			
Mon 25/11/19	ERCG	Crime and Disorder			
		Food Justice Motion - Investigate issues for Powys			
25/11/19	Finance Panel	Financial overview and forecast -October			27/11/19
25/11/19	LS WG	WESP			
Fri 29/11/2019 pm	HC	Strategy for Residential Care			
		FRM			
		Detocs			
DECEMBER 2019					
04/12/2019	Adult Services WG	Service Redesign and Delivery			
		Information, Advice and Assistance			
		Carers and Respite			
	LS WG				
09/12/19 - 13/12/19	ERCG AND HC WG				
11/12/19	Children's Services WG	Early Help and Eligibility Criteria			
12/12/19	Finance Panel	Financial overview and forecast - November			17/12/19
16/12/19	LS	Post 16 Review - pre-Cabinet scrutiny			
Thurs 19/12/2019	Audit	WAO Annual Improvement Report+R[2]C			
		Strategic Risk Management			
		Business continuity			
		Internal Audit - performance monitoring Q2			
		Treasury Management			
2020					
JANUARY 2020					
09/01/2020	Children's Services WG	Children in Need of Care and support			

Scrutiny date	Scrutiny Committee	Item	Working Group end date	Cab/Mgmt Team Date	Cab Date
13/01/20	ERCG	Extra Care Housing - Brecon - update Protocol for Motorsports Events (Sian Barnes)			
13/01/20	Health and Care	Children's Services Placements and Accommodation Child Exploitation and Programme of Work Fostering and Special Guardians Early Help Hubs		18/12/19 " " "	21/01/20 " " "
20/01/2020	LS				
17/01/20	Finance Panel	Financial Overview and Forecast - Period 9 Capital report			21/01/20
27/01/20	H&C	Budget			
31/01/20	Adult Services WG	Return to Home/Accommodation for individuals with a learning disability Section 33 Residential Care Direct Payments Continuing Health Care			
FEBRUARY 2020					
07/02/20	Audit Committee	Strategic Risk Management Business continuity Internal Audit - performance monitoring Q3 Treasury Management Q3 Closure of Accounts Self Assessment			
13/02/2020	Children's Services WG	Children at the edge of care			
21/02/20	Finance Panel	Financial Overview and Forecast - January Capital Report			03/03/20
24/02/20	ERCG	Revision of Policy - Death of a Tenant with no next of kin			
24/02/19	H&C	Children's Services Workfore Development 'Grow Your Own' Children's Services Early Help Strategy Finance and Performance		12/02/20 " "	03/03/20 " "
MARCH 2020					
02/03/20	LS	Verified Standards, National Categorisation, ERW business plan			
04/03/20	Adult Services WG	Service Redesign and Delivery Alternatives to domiciliary care			
12/03/20	Children's Services WG	Children who are looked after - Placements			

Scrutiny date	Scrutiny Committee	Item	Working Group end date	Cab/Mgmt Team Date	Cab Date
20/03/20	Finance Panel	Financial Overview and Forecast - February			
APRIL 2020					
02/04/20	Health and Care	Children's Services Journey of Transformation Children's Services Early Help Strategy Detoc quarterly information		11/03/20	21/04/20
06/04/2020	LS				
06/04/20	ERCG	Further review of Workways+ Powys and CFW+ Progress Report - on Implementing Tenant Satisfaction Survey Action Plan			
08/04/20	Children's Services WG	Children who are looked after - support			
27/04/20	Finance Panel				
27/04/20	Adult Services WG				
MAY 2020					
07/05/20	Audit	WAO - Audit Plan Draft Annual Governance Statement Strategic Risk Management Business continuity Internal Audit - Annual Plan and Performance Review Treasury Management Annual Review and Q4 Closure of Accounts			
11/05/20	Children's Services WG	Young People Leaving Care			
18/05/20	LS	Annual Scrutiny Review and 2020/21 work programme			
18/05/20	Health and Care	Finance and Performance			
18/05/20	ERCG	Green Waste Bins - Update Report Evaluation of the impact of the roll out of full service - universal credit on HRA rent arrears			
20/05/20	Adult Services WG				
28/05/20	Finance Panel	Outturn 2019/20			02/06/20

Scrutiny date	Scrutiny Committee	Item	Working Group end date	Cab/Mgmt Team Date	Cab Date
JUNE 2020					
12/06/20	Audit Seminar	Draft SoA			
22/06/20	Adult Services WG	Service Redesign and Delivery			
25/06/19	Children's Services WG	Youth Justice			
26/06/20	Finance Panel				
29/06/20	Health and Care	Director of Services Annual Report Detoc quarterly information			
29/06/20	ERCG				
15/06/20 - 19/06/20	Working Groups				
22/06/20 - 26/06/20	Working Groups	Proportion of revenue spend increase 2% 19/20			
29/06/20 - 03/07/20	Working Groups Committees	Assess effectiveness of marketing programme Check inward investment strategy and action plan			
JULY 2020					
06/07/20	LS				
27/07/20	Children's Services WG	Education - curriculum being mindful of the wellbeing of children			
27/07/20	Adult Services WG				
29/07/20	Finance Panel				
AUGUST 2020					
13/08/20	Health and Care				
13/08/20	ERCG				
17/08/20	LS				
28/08/20	Audit Seminar				

Scrutiny date	Scrutiny Committee	Item	Working Group end date	Cab/Mgmt Team Date	Cab Date
SEPTEMBER 2020					
04/09/20	Audit	SoA including AGS Annual Audit Opinion WAO - Annual Improvement Report Strategic Risk Management Business Continuity Treasury Management Internal Audit - Performance Management Q1 Closure of Accounts			
08/09/20	Adult Services WG	Service Redesign and Delivery			
11/09/20	Finance Panel	Financial Overview and Forecast - June/July Capital Report			15/09/20
17/09/20	Children's Services WG				
28/09/20	Health and Care	Detoc quartely inforamtion			
28/09/20	ERCG	Housing Estate Management Service - Progress Report			
28/09/20					
OCTOBER 2020					
02/10/20	LS	Increase % of pupils assessed in Welsh in Year 2			
05/10/20	Finance Panel	Financial Overview and Forecast -August Capital Programme			06/10/20
07/10/20	Adult Services WG				
12/10/20	Children's Services WG				
29/10/20	Finance Panel	Financial Overview and Forecast - September Capital Report			03/11/20
NOVEMBER 2020					
01/11/20	ERCG				

Scrutiny date	Scrutiny Committee	Item	Working Group end date	Cab/Mgmt Team Date	Cab Date
02/11/20	Health and Care	Finance and Performance			
06/11/20	LS				
09/11/20	Adult Services WG				
19/11/20	Finance Panel	Financial Overview and Forecast - October Capital Report			24/11/20
23/11/20	Children's Services WG				
DECEMBER 2020					
09/12/20	Adult Services WG	Service Redesign and delivery			
10/12/20	Audit	Strategic Risk Management Business continuity Internal Audit - Performance Q2 Closure of Accounts			
10/12/20	Finance Panel	Financial Overview and Forecast - November Capital Report			15/12/20
14/12/20	Health and Care				
14/12/20	ERCG				
14/12/20	LS				
	ERCG				
2021					
July	Audit	SoA by 31 July 2021			

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