

PSA Delivery Agreement 23: **Make communities safer**

October 2007

© Crown copyright 2007

Published with the permission of HM Treasury on behalf of the Controller of Her Majesty's Stationery Office.

The text in this document (excluding the Royal Coat of Arms and departmental logos) may be reproduced free of charge in any format or medium providing that it is reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the document specified.

Any enquiries relating to the copyright in this document should be sent to:

HMSO
Licensing Division
St Clements House
2-16 Colegate
Norwich
NR3 1BQ

Fax: 01603 723000

E-mail: hmsolicensing@cabinet-office.x.gsi.gov.uk

HM Treasury contacts

This document can be found on the Treasury website at:

hm-treasury.gov.uk

For general enquiries about HM Treasury and its work, contact:

Correspondence and Enquiry Unit
HM Treasury
1 Horse Guards Road
London
SW1A 2HQ

Tel: 020 7270 4558

Fax: 020 7270 4861

E-mail: public.enquiries@hm-treasury.gov.uk

Printed by The Stationery Office 10/07 380518

Printed on at least 75% recycled paper.

When you have finished with it please recycle it again.

PU379 - Revised November 2007

CONTENTS

		Page
Chapter 1	Vision	3
Chapter 2	Measurement	5
Chapter 3	Delivery strategy	7
Annex A	Measurement Annex	25

VISION

1.1 The Government's vision¹ is that:

- continuing to build on the significant reductions in crime achieved over recent years, fewer people are victims of crime, especially the most serious crime – violent, drug and alcohol-related crime – and the public are protected from the most harmful offenders; and
- local agencies are accountable and responsive to the needs and priorities of the local community, leading to increased public confidence in those agencies.

1.2 Reducing crime and anti-social behaviour has been one of the major public service achievements of the past ten years. Over the last decade, overall crime has fallen by 32 per cent,² and there have also been reductions in fear of crime, adult re-offending rates and perceptions of anti-social behaviour.³

1.3 Having made such significant progress in tackling volume crime and having established the mechanisms for securing further falls – effective partnership – working, a police service focused on performance, managing offenders' behaviour, providing drug treatment, and early interventions with young people at risk of offending – we are determined to deliver further reductions in the areas that matter most to the public, by supporting and strengthening local delivery.

1.4 Rather than mandates from central government, the onus will be on the police and their partners to understand the full breadth of crime and community safety issues in their area and be able to demonstrate effective action to address them. These issues can be both the everyday and the extraordinary, spanning serious violence, acquisitive crime and anti-social behaviour. The Government's priority actions, set out below, reflect this breadth, and achieving them remains vital in terms of building stronger and more confident communities.

¹ The Government's new strategy *Cutting Crime: A New Partnership 2008-11*, Home Office, July 2007, underpins the delivery of this vision. See <http://www.homeoffice.gov.uk/documents/crime-strategy-07/>

² Since 1997, as measured by the British Crime Survey.

³ *Home Office Departmental Report 2007*; see <http://www.homeoffice.gov.uk/documents/ho-annual-report-07>.

2

MEASUREMENT

PRIORITY ACTION 1: Reduce the most serious violence, including tackling serious sexual offences and domestic violence

Indicator 1: The level of most serious violent crimes

- The most harmful crimes are undeniably those in which people are killed, seriously injured and/or psychologically harmed. Protecting the public begins with tackling these most serious of offences. This indicator will support a drive to reduce the level of most serious crime nationally, focusing on the number of homicides, incidents of grievous bodily harm and deaths through dangerous driving, including some of the most serious offences resulting from domestic violence. The level of these crimes can be measured with relative accuracy, and it is not likely that introducing a national indicator to support the objective will create perverse effects.

PRIORITY ACTION 2: Continue to make progress on serious acquisitive crime through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug-misusing offenders

Indicator 2: The level of serious acquisitive crimes

- In recent years significant reductions have been made in the level of some of the most harmful acquisitive crimes - burglary, robbery, and vehicle crime. Because of their social and economic impact it is important that focus on these crimes continues. Government expects all areas to be able to make further reductions in these crimes, but, in accordance with the principle of promoting flexibility to tackle local priorities, the success criterion for the PSA is limited to ensuring that no local area has a level of the most harmful acquisitive crimes that is disproportionate when judged against what has been achieved elsewhere.

PRIORITY ACTION 3: Tackle the crime, disorder and anti-social behaviour issues of greatest importance in each locality, increasing public confidence in the local agencies involved in dealing with these issues.

Indicator 3: Public confidence in local agencies involved in tackling crime and anti-social behaviour (ASB)

Indicator 4: The percentage of people perceiving ASB as a problem

- Beyond ensuring that the most harmful crimes receive the appropriate priority in all localities, the Government wants to give local agencies and partnerships the freedom to tackle the anti-social behaviour and other crime and disorder issues that are of greatest importance to their local communities. These indicators will track by proxy the success of local partnerships in tackling the crime, disorder and anti-social behaviour issues

of greatest importance in each locality, as well as directly illustrating increasing public confidence in those partnerships.

PRIORITY ACTION 4: Reduce re-offending through the improved management of offenders

Indicator 5: The level of proven re-offending by young and adult offenders

Indicator 6: The level of serious re-offending

- Offenders are one of the most socially excluded groups within society. The challenge is to transform the offender into the law-abiding citizen. These indicators will support the drive to reduce re-offending through the improved management of offenders. The success criteria for meeting this objective are in three parts: the adult re-offending rate must fall nationally; the youth re-offending rate must fall nationally; and the level of serious re-offences must reduce.

2.1 Full technical details around the performance indicators are set out in the Measurement Annex.

DELIVERY STRATEGY

3.1 The Government's published *crime strategy*¹ for England and Wales, supported by individual more specific strategies (some of which are specific to Wales), describes the significant range of actions that will be taken to ensure safer communities and deliver the objectives of this PSA.² The sections below summarise the principal actions that will contribute to each individual objective, and the enabling actions that will support all objectives.³

3.2 The PSA indicators do not represent the entirety of what is being sought through this PSA. At the national, regional and local level, the Government is seeking a focus on the PSA objectives, not just the indicators.

PRIORITY ACTION I: REDUCE THE MOST SERIOUS VIOLENCE, INCLUDING TACKLING SERIOUS SEXUAL OFFENCES AND DOMESTIC VIOLENCE

3.3 The most harmful crimes are undeniably those in which people are killed, seriously injured and/or psychologically harmed. Protecting the public begins with tackling these most serious of offences. Serious violence can also be a major cause and consequence of inequality, for example domestic and sexual violence⁴ are primarily committed against women by men, and hate crime has a disproportionate impact on minority groups. Given the nature of these crimes, although specific local challenges will vary, all local agencies in every area can be expected to prioritise efforts to tackle serious violence. Through this PSA, the Government is setting out its objective to reduce the prevalence of these crimes over a sustained period nationally, and to support that ambition with a specific national action plan.

Delivery

3.4 The Government's ambition is for all of these most harmful offences to be tackled. Many of the actions required to meet this objective have an impact not just on the most serious violence, but on other crimes too. But the message the Government wants to send through this PSA is that much of the success of the overall strategy will be judged by its impact on the most serious outcomes.

Reducing serious violence

3.5 By the end of 2007, the Government will publish its *violence action plan*. Building upon previous work, this will outline the approach and key roles and responsibilities in reducing serious violence, including homicide and serious wounding, offences involving weapons, serious sexual offences, hate crime and domestic violence,

¹ *Cutting Crime: A New Partnership 2008-11*, Home Office, July 2007, see <http://www.homeoffice.gov.uk/documents/crime-strategy-07/>.

² The new cross Government Strategic Plan on reducing re-offending is a key element of the new Crime Strategy and the Community Safety Plan will ensure effective performance across the Criminal Justice System.

³ The crime strategy relies upon a cross-Government approach to tackling crime. Actions within other Government PSAs - see also PSAs 2, 16, 24 and 25. These also support key elements of the strategy, and therefore contribute to ensuring safer communities.

⁴ The Government definition of domestic violence across England and Wales is: "Any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are or have been intimate partners or family members, regardless of gender or sexuality".

and the harm it causes. It will also address drivers for serious violence, including alcohol.⁵ The Home Office, Department for Children, Schools and Families (DCSF) and Department of Health (DH) will be key national partners in implementing the action plan. Local delivery partners will include statutory Crime & Disorder Reduction Partnership (CDRP, England)/Community Safety Partnership (CSP, Wales) partners, the Crown Prosecution Service (CPS), and offender management services. Local partnerships facing the greatest challenges in tackling more serious violence will continue to receive support through the national Tackling Violent Crime Programme, for example to work with the licensing trade to promote responsible behaviour.

Road safety **3.6** Part of this PSA objective relates to reducing driving-related deaths. The Government's *Road Safety Strategy*,⁶ led by the Department for Transport (DfT), sets the overall policy context for delivering reductions in road casualties, and the second three-yearly review of the Strategy has recently been published,⁷ setting out key priorities for the remainder of the spending period. One of these key priorities is increased enforcement by criminal justice partners of the most serious traffic offences, including drink driving, seatbelts, mobile phones, dangerous driving, "hit and run", and driving while disqualified/uninsured/without a licence. DfT will also deliver national road safety publicity campaigns and is joint lead (with the Association of Chief Police Officers (ACPO) and the Home Office) on the Roads Policing Strategy which, in addition to reducing casualties seeks to deny criminals the use of the roads, to counter terrorism, to reduce the anti-social use of roads and to enhance confidence and reassurance.

Organised crime **3.7** A proportion of serious violent crime is related to gangs and organised crime, including international organised crime, so success in tackling this problem has a key role to play in reducing serious violence, as well as other crimes such as fraud, drug-related crime, prostitution and people trafficking. The Government's strategy to tackle organised crime focuses on reducing harm through a variety of means, including improving our knowledge of the problem, increasing the risks that criminals face, and seizing the proceeds of crime. The Serious Organised Crime Agency (SOCA) leads on this, through implementation of actions established through the UK organised crime control strategy. The Foreign and Commonwealth Office (FCO) is the lead department on international policy governing the disruption of international organised crime - it provides an overseas support structure for SOCA; and funds practical activity via the Global Opportunities Fund Drugs & Crime Programme.

Enforcement and early intervention **3.8** Effective enforcement and intervening early to prevent violence occurring in the first place, particularly amongst young people, are key parts of the violence action plan.⁸ Similarly, early intervention by statutory Crime and Disorder Reduction Partnership (CDRP) partner agencies and the third sector with victims and perpetrators of domestic violence is crucial to prevent escalation to the most severe manifestations of this violent crime. Priority action 4 also outlines the Government's objective to reduce re-offending by offenders who commit serious crimes (see below).

⁵ Tackling alcohol-related violence is also a key objective of the Government's alcohol strategy, (see also PSA 25). Alcohol misuse is one of the key cross-cutting drivers of crime, and tackling it will contribute to reducing the prevalence of many types of violent crime – including domestic violence - as well as disorder and anti-social behaviour.

⁶ *Tomorrow's Roads - Safer for Everyone*, Department of Transport, Local Government and Regions, 2000. See <http://www.dft.gov.uk/pgr/roadsafety/strategytargetsperformance/tomorrowsroadsaferforeveryone>.

⁷ *Tomorrow's Roads - Safer for Everyone. (The second three - year review)*, DfT, 2007. See <http://www.dft.gov.uk/pgr/roadsafety/strategytargetsperformance/2ndreview/>

⁸ See PSAs 14 and 24.

Measurement considerations **3.9** Setting a specific numerical ambition to reduce violent crime is difficult. The true scale of some crimes, in particular serious sexual offences, is difficult to measure. In tackling such issues, an increase in the number of crimes reported to the police, at least in the first instance, would be considered a success and necessary for an effective response to be developed. Setting a numerical ambition to, for example reduce the number of sexual offences (as recorded by the police) would therefore not be sensible. In this case the approach to monitoring progress towards the objective needs to be more sophisticated, via effective local performance management to improve the service provided to victims of these serious crimes, including to groups that may be disproportionately affected by them.

3.10 Success in this PSA will therefore be measured by a reduction in the number of homicides, incidents of grievous bodily harm and deaths through dangerous driving nationally. This indicator includes those crimes that we can measure the prevalence of with relative accuracy (including some of the most serious offences resulting from domestic violence), but excludes those crimes that might create perverse effects. The detail of this indicator is set out in the Measurement Annex. However, this indicator will only provide a partial indication of whether the full ambition for this part of the PSA has been met. It is vital therefore that practitioners at both the national and local level appreciate and act on the spirit of the objective: to reduce harm. This is not just about reducing the number of crimes that happen, but also about minimising the harm caused by every incident that does happen (and reducing the harm from repeat victimisation), especially on the health and mental health of victims.⁹

Tackling serious sexual offences **3.11** Although Government will not mandate how to tackle serious sexual offences, and it is not measured in this PSA, local CDRPs and CSPs - in partnership with Local Criminal Justice Boards (LCJBs), regional Reducing Re-offending Partnership Boards and National Offender Management Service (NOMS) service providers - should be able to demonstrate to Government Offices for the Regions that they are taking action. An effective local response to tackling serious sexual offences should include action to reduce the incidence of serious sexual offences and the provision of effective victim care pathways to minimise harm. An indicator on support services for victims of serious sexual offences is included in the National Indicator set for the Local Government Performance Framework and partnerships should consider including this in LAAs, particularly in areas where services are currently limited. The local response should also include action to improve the investigation and prosecution of serious sexual offences, which will contribute to the delivery of PSA 24 on Justice and be monitored through indicators to be included in the new performance assessment framework for policing and community safety ('Assessments of Policing and Community Safety' – APACS – see below).

3.12 Guidance is available in the 2007-08 *Cross-Government Action Plan on Sexual Violence and Abuse*.¹⁰ Specific guidance to help local areas deliver a coordinated community response to serious sexual violence will also be published, underpinning the new violence action plan.

Local Delivery **3.13** Specific local targets (e.g. for each CDRP/CSP) will not be mandated by the Government as part of this PSA. However, all local areas should take into account the relative level and nature of serious crime experienced within their locality when

⁹ Flagging of domestic violence incidents is being piloted by police between 2007-08 and 2008-09, and this will provide useful information to support local partnerships in their efforts to tackle this issue.

¹⁰ *Cross-government action plan on sexual violence and abuse*, Home Office, April 2007. See <http://www.crimereduction.gov.uk/sexualoffences/sexual03.htm>.

considering local priorities. APACS will provide this analysis on a consistent basis for every local area (for both management information and via published assessments), and Government Offices for the Regions will take this into consideration when negotiating Local Area Agreements (LAAs).

PRIORITY ACTION 2: CONTINUE TO MAKE PROGRESS ON SERIOUS ACQUISITIVE CRIME THROUGH A FOCUS ON THE ISSUES OF GREATEST PRIORITY IN EACH LOCALITY AND THE MOST HARMFUL OFFENDERS – PARTICULARLY DRUG-MISUSING OFFENDERS

3.14 In recent years significant reductions have been made in the level of some of the most harmful acquisitive crimes - burglary, robbery, and vehicle crime. However, we know that more can be done. Because of their social and economic impact it is important that focus on these crimes continues but, given that prevalence varies by locality, the Government does not expect every local partnership to take the same approach. Government expects all areas to be able to make further reductions in these crimes but, in accordance with the principle of promoting flexibility to tackle local priorities, the success criterion for the PSA is limited to ensuring that no local area has a level of the most harmful acquisitive crimes that is disproportionate when judged against what has been achieved elsewhere. In areas falling outside the scope of this benchmark, local agencies employing intelligence-led processes to determine local priorities will be free to give these crime types the relative attention they deserve.

3.15 What is undeniable however, is the significant impact that applying established techniques for tackling prolific and drug-misusing offenders can have on levels of these acquisitive crimes. In line with the emphasis the Government's crime strategy places on this, local partnerships are expected to employ these methods within the context of their local strategy. The provision of effective drug treatment is vital for reducing crime.

Delivery

3.16 Over recent years the tactics for tackling these more serious acquisitive crimes have become well known. The national-level strategy for delivering on this part of the PSA will focus on ensuring that these tools are available to all practitioners.

Tackling prolific and drug misusing offenders

3.17 Tackling prolific and drug-misusing offenders are two of the most powerful approaches that local partnerships have available to impact on crime – particularly serious acquisitive crime, but also many other crimes. All local areas should be making appropriate use of the opportunities afforded by the established and successful programmes in this area, for example the now fully aligned Drug Interventions Programme (DIP) and Prolific and other Priority Offenders (PPO) programme.¹¹

Situational Prevention

3.18 Situational Prevention, which refers to investing more effort in 'designing out crime' from places (buildings, new developments), products (e.g. desirable electronic products such as mobile phones) and services (e.g. retailers, cash in transit), also has a key part to play in reducing acquisitive crime, as well as other crimes. The Government will work with a new Design and Technology Alliance, a group of independent design experts, to develop innovative solutions to key problems. Local partnerships will be expected to deploy solutions on an intelligence-led basis to 'design out' crime where

¹¹ PSA 25 makes clear this objective and successful pursuit of these approaches will help to reduce re-offending.

relevant. This will include tackling crime committed against businesses: the Home Office will raise the profile of these crimes, make provisions for better information about them and produce guidance to support local partnerships in their efforts to tackle them. Intervening earlier with young people at risk of committing these crimes is also a key preventative measure.¹²

Measurement considerations **3.19** The success criterion for the PSA is for no local area to have a level of domestic burglary, theft of/from vehicles, robbery of personal property and robbery of business property higher than a maximum benchmark based on the crime levels of similar areas elsewhere. In the few localities where this criterion might suggest an unachievable level of ambition given the balance of other local priorities and available resources, specific local targets will be agreed instead. The specific success criteria are outlined in the Measurement Annex.

3.20 The Government will integrate these benchmarks into APACS and wider government performance frameworks so that poor performing areas are required to improve (supported to do so by the central bodies and encouraged to do so via published performance assessments); middle-performing areas are encouraged to improve (better performance will be credited within published assessments); and high-performing areas are discouraged from deteriorating and encouraged to improve (static or deteriorating performance will be highlighted within published assessments).

Other serious acquisitive crimes **3.21** The social and economic harms of a number of acquisitive crimes that are difficult to track through police-recorded crime are also on a par with the offences highlighted within this priority action. For example, at the time of embarking on this PSA, it is not yet possible to measure levels of commercial burglary centrally and therefore this crime category is not included within the national PSA indicator.

3.22 Likewise fraud can have very serious consequences for businesses or individuals. However, the real level and trends in this crime type are generally not well reflected in recorded crime statistics (notwithstanding recent changes aimed at improving this) which makes their inclusion within the PSA indicator unrealistic.

3.23 The Government's crime strategy sets out a number of actions that will be taken to address these other harmful acquisitive crimes. In addition, government will look to include assessments of progress in tackling these crimes within wider performance frameworks (e.g. APACS) in due course. Local agencies are encouraged to consider action against these offences when establishing their local priorities.

Local Delivery **3.24** The PSA provides clear direction for a minority of local areas on the expectations for targets based on this indicator, and there should be a strong case for including such targets in LAAs where relevant.

3.25 Beyond that, every local area should take into account the absolute and relative level of serious acquisitive crime experienced within their locality when considering local priorities, and APACS will provide this analysis on a consistent basis for every area. Through this PSA, the Government is making clear that further reducing the level of these crimes will be both desirable and possible in most areas, but that it is for local delivery partnerships to determine the appropriate level of ambition.

¹² See also PSA 14.

PRIORITY ACTION 3: TACKLE THE CRIME, DISORDER AND ANTI-SOCIAL BEHAVIOUR ISSUES OF GREATEST IMPORTANCE IN EACH LOCALITY, INCREASING PUBLIC CONFIDENCE IN THE LOCAL AGENCIES INVOLVED IN DEALING WITH THESE ISSUES

3.26 Beyond ensuring that the most harmful crimes receive the appropriate priority in all localities, the Government wants to give local agencies and partnerships the freedom to tackle the anti-social behaviour and other crime and disorder issues that are of greatest importance to their local communities.

Delivery

3.27 The first strand for delivering this part of the PSA is the impact of the wider actions described elsewhere in this Delivery Agreement. For example: tackling alcohol-related offending plays a major part in delivering on any local priorities around lower-level violence, criminal damage, and anti-social behaviour, whilst referring offenders into drug treatment helps to reduce crimes such as shoplifting and so on. Likewise, emphasising preventative activity and early intervention with young people involved in anti-social behaviour and at risk of more serious offending will contribute to delivering on both this element of the PSA and others.

Capacity building

3.28 A second key contributor to this element of the PSA is the impact of key cross-cutting enabling actions such as capacity and capability building for the police service; the NOMS change programme (see below); and the CDRP reform programme. The last will help partnerships be clear on their priorities and the mechanisms for managing performance against them. The minimum standards established through the reform programme also set out a requirement for each CDRP/CSP to hold at least one public meeting a year to engage the community in the governance of the local crime strategy.

Neighbourhood policing

3.29 The third and most specific part of the strategy is the nationwide work to support local areas in addressing their own priorities.

- The implementation of Neighbourhood Policing by the police service and their partners, supported by the Home Office, ACPO, the Association of Police Authorities (APA) and the National Police Improvement Agency (NPIA) is a key element of the reform programme to ensure that the police service is more citizen-focused, responsive and locally accountable to the communities it serves. When fully implemented in April 2008 every area in England and Wales will benefit from dedicated, accessible and visible Neighbourhood Policing teams. In support of this, as of the end of April 2007, over 16,000 Police Community Support Officers (PCSOs) had been added to the extended policing family. The current Flanagan Review of Policing is looking at how to sustain the excellent progress already made in rolling out Neighbourhood Policing and to ensure this area of work is embedded into core policing.¹³ Local communities are at the heart of Neighbourhood Policing; teams work with communities and other community safety service providers to identify and then address the priorities and concerns of local people, such as anti-social behaviour, and to find solutions to problems. Many of the problems identified by local

¹³ See: <http://police.homeoffice.gov.uk/police-reform/flanagan-police-review>

communities cannot be addressed by the police service alone, making the active participation of community safety partners, including Local Authorities (LAs), and members of the community themselves, critical to ensuring safer communities. Safer Schools Partnerships are a key example of this.

- The Home Office leads on the Government's ASB strategy, and in particular the use of the foremost tools and powers for tackling ASB (including anti-social behaviour contracts and orders, dispersal powers, and crack house closures). The Home Office will work to increase take-up of these powers by producing and promoting guidance and supporting improvement where performance in tackling ASB is below par. Other government departments also contribute to advancing ASB policy, including Communities and Local Government (CLG) (lead on housing management) and DCSF (who lead on the Respect Agenda). One of the key aims of the Respect Task Force is to improve parenting skills (e.g. through parenting classes) as a way of tackling and preventing anti-social behaviour.

Measurement considerations 3.30 When local agencies address the issues of greatest priority in their area, we know that the impact will be reflected in people's feelings of confidence in local policing. An evaluation of the National Reassurance Policing Programme found that the programme had a positive impact on key outcomes such as crime, perceptions of anti-social behaviour and public confidence in the police.¹⁴

3.31 Local communities having confidence in local service providers is also a key requirement in engaging people in the establishment of local priorities, the design of services, crime prevention initiatives, and participation (including as witnesses), so aiming to increase that confidence is a useful ambition in its own right.

3.32 By introducing a national indicator to track improvements in confidence in local community safety service providers, central Government is demonstrating that it wants to incentivise local partnerships to do the right thing for their communities, free from any central direction on which specific issues to tackle as a priority - beyond the limited requirements set out under Priority Actions 1 and 2.

3.33 Likewise, anti-social behaviour is a nationwide priority, albeit reflected through different issues in different areas. By partnering a national indicator around confidence with one on reducing perceptions of anti-social behaviour within this PSA, the Government is further highlighting the importance of addressing the day-to-day issues that concern communities. Progress against these two national indicators will demonstrate whether local flexibility and national programmes of support are delivering what local people want.

3.34 The critical point for practitioners to take from this is that these national indicators from the British Crime Survey (which will be replicated through local place-based surveys carried out for Local Authorities) are primarily proxy indicators for the objective of this element of the PSA – to tackle local priorities. Local partnerships will need to be clear on both their priorities and their mechanisms for managing performance against those priorities.

¹⁴ Home Office Research Study 296, January 2006.

Local Delivery 3.35 The Government does not necessarily expect Local Authorities to use the national indicators to support delivery at the local level, although where comparable survey data is available (either through local government surveys or other arrangements), this is encouraged. In practice, these indicators will not provide data in a timely or geographically specific enough manner to enable performance to be managed directly using them.

3.36 In any event, as has been made clear, the objective will be achieved through delivering on local priorities through effective partnership working. As such, all local agencies working alone or in partnership should follow principles to manage performance against those priorities, including, where relevant, sharing data and establishing and working to their own shared targets around specific issues (be they outcomes or processes, relating to crime or other incidents). Various national-level activities will support this – including the Audit Commission’s voluntary standards on the use of arrangements to secure the quality of data used for local decision-making.

PRIORITY ACTION 4: REDUCE RE-OFFENDING THROUGH THE IMPROVED MANAGEMENT OF OFFENDERS

3.37 Offenders are one of the most socially excluded groups within society. The challenge is to transform the offender into the law-abiding citizen. While support is critical for those who want to change, we will also ensure that we effectively manage those who do not. At the heart of the Government’s vision to bring about this change is a package of reform, using end-to-end case management for offenders, commissioning the most effective interventions to best support the management and rehabilitation of offenders and encouraging providers to innovate to improve the effectiveness of these interventions. To do this the fullest range of providers will need to be used – from the public, private and third sectors. This calls for strategic management of providers and partners along with a strong focus on delivering outcomes across government for both adult and juvenile offenders.

Delivery

Tackling the root causes of offending behaviour 3.38 The *Government’s reducing re-offending delivery plan*¹⁵ aims to rehabilitate offenders so they are less likely to commit crime again. This is being done by tackling the root causes of their offending behaviour, reducing social exclusion and by working right across Government to:

- tackle the high prevalence of drug and alcohol misuse (through the provision of effective community and prison-based drug treatment);
- deliver programmes to tackle the root causes of offending behaviour;
- improve offenders’ basic skills and ability to get and retain a job and tackle debt;
- improve responses to mental and general health;
- ensure offenders can access and retain appropriate accommodation;
- work with children and families of offenders to break the intergenerational cycle of re-offending; and

¹⁵ The Government’s National Reducing Re-offending Delivery Plan, Home Office, November 2007. See: <http://noms.justice.gov.uk/news-publications-events/publications/strategy/reducing-reoffend-delivery-plan/>

- work, through the Youth Justice System, with young offenders and those at risk of offending.

Reducing youth re-offending

3.39 Reducing youth re-offending is reliant on the Youth Justice Boards' (YJB's) ability to influence youth justice services which are locally managed through effective use of YJB levers: grants and contracts and knowledge management in terms of performance data, and research and guidance. The YJB will drive reductions in youth re-offending, but improving access to specialist and mainstream services that will address identified risk factors must be prioritised by all relevant departments and public sector and third sector agencies that work with children and young people and their parents and carers.

3.40 The National *Reducing Re-offending Delivery Plan* sets out seven pathways that support effective offender management and tackle adult re-offending by addressing the barriers faced by offenders. It also launched three alliances: the corporate alliance, the faith and voluntary sector alliance and the civic society alliance. These aim to support delivery of Regional Partnership Plans by better informing, consulting and involving local organisations and communities to address re-offending.

3.41 It is essential to tackle the barriers faced by offenders simultaneously in order to reduce the likelihood of further offending behaviour and the number of offences committed. To achieve this, the Government has put in place an ambitious programme of reform led by the MoJ and Home Office that includes:

- developing a new system for commissioning services from a range of providers at national, regional and local level; and
- implementing Offender Management, bringing greater coherence to the work done with offenders throughout the entire length of their sentence.

Cross-government action

3.42 The MoJ, Department for Innovation, Universities and Skills (DIUS) will lead the new cross -government strategic plan to reduce re-offending, working with:

- the Department for Work and Pensions (DWP) to implement the *Reducing Re-Offending Through Skills and Employment: Next Steps*¹⁶ action plan, to improve skills and employment outcomes for offenders;¹⁷
- Home Office to align the Drug Interventions Programme (DIP) and Prolific and other Priority Offenders (PPO) Programme to ensure that maximum benefit is derived from both schemes through better targeting of the most harmful offenders, including those whose offending behaviour is driven by their misuse of illegal drugs;
- Home Office to identify new approaches to tackling alcohol misuse by offenders and identify effective alternatives to custodial sentences of less than 12 months, through the development of Regional demonstration projects;
- DCSF to ensure that appropriate interventions are in place to enable young people make a successful transition to adulthood and reduce the number of first time entrants into the youth justice system;¹⁸

¹⁶ www.dfes.gov.uk/publications/offenderlearning

¹⁷ See the PSA 2.

¹⁸ See the PSA 14.

- DH and DCSF to produce a framework for the development of services for young people who sexually abuse;
- CLG to improve accommodation outcomes for offenders and ensuring that the objective of reducing re-offending is firmly embedded in local partnership crime reduction strategies and performance frameworks (for example through the Local Government Performance Framework);
- DCSF to improve support for the children and families of offenders;
- Office of the Third Sector in focusing on the important contribution of the voluntary and community sector in tackling re-offending; and
- Cabinet Office to drive cross-government action to improve key accommodation and employment outcomes for adult offenders;¹⁹ and
- DH to implement the Offender Health and Social Care Strategy (due for publication in spring 2008) for offenders in custody and the community, and improving the support available for offenders with substance misuse and mental health issues.

Measurement considerations 3.43 The ambition for re-offending is set at national level. To support this, regional and local areas will set their own priorities through established partnership and developing commissioning and joint commissioning arrangements to best support reductions in re-offending in their area. Probation Trusts will have a critical role to play promoting the reducing re-offending agenda through working with local partnerships. The success criteria for this ambition are in three parts: the adult re-offending rate must fall nationally; the youth re-offending rate must fall nationally; and the level of serious re-offences must reduce. This represents a change to previous re-offending measures. The previous adult re-offending indicator measured whether or not an offender was re-convicted within two years for adults (or one year for those aged under 18). This measure does not distinguish between those offenders who commit few offences and those who commit many, nor does it take into account the priority to protect the public and reduce serious re-offending.

3.44 Building on this, a new indicator has been developed which focuses on the volume of proven re-offending. A measure of serious re-offending complements the first priority action of this PSA and the wider aims of the crime strategy. This should enable much greater prioritisation by key providers, and enable better engagement between partners across government and through the delivery chain. This will be measured by a 1-year follow up rate, reducing the time lag in reporting.²⁰

Local Delivery 3.45 The PSA provides clear direction for the expectation to reduce the volume and severity of re-offending in all local areas, but specific local targets will not be mandated as part of this element of the PSA. However, all local areas should take into account the relative level and patterns of re-offending behaviour experienced within their locality when determining local priorities. Adult and youth reducing re-offending indicators will form part of the local government performance framework National Indicator Set. In areas where prolific or serious re-offending is a local concern, this will be reflected in LAA target negotiations and appropriate levels of local ambition should be set.

¹⁹ See PSA 16.

²⁰ Measurement of re-offending using the previous methodology will continue, including using the predicted rate, to enable ongoing performance comparisons to be made - but this will not form part of the PSA.

KEY ENABLING ACTIONS SUPPORTING ALL OBJECTIVES

3.46 This PSA supports the principle of promoting local flexibility to respond to the issues that matter most in each locality. Through this PSA and the crime strategy, the Government is investing trust in local agencies and partnerships to deliver to this agenda, and considers this approach to be a key enabling action in delivering safer communities. Local service providers and partnerships must also rise to this opportunity and challenge. To help with this, a significant programme of work is in place, led by the Home Office and MoJ, to promote and support the effectiveness of delivery agencies and partnerships. This programme includes:

- ensuring the effectiveness of local CDRPs and CSPs through the establishment of minimum standards and guidance on effective partnership working;²¹
- regional reducing re-offending partnership boards and LCJBs supporting delivery of work to reducing re-offending, with Probation Trusts having a critical role at a local level representing NOMS working with CDRPs, Safeguarding Boards, through Multi-Agency Public Protection Arrangements (MAPPA) and other local partnerships;
- ensuring the effectiveness of the police, through the workforce modernisation programme, further development of performance management practice and skills and through enhancing protective services capability and collaborative working;
- through Government Offices for the Regions, the Home Office, MoJ and partners will provide targeted support direct to local partnerships who will benefit from it most, for example through Partnership Support Programmes, the Drugs Intervention (DIP) and Prolific Priority Offender (PPO) Programmes, MAPPAs Together We Can Programme²² and the Tackling Violent Crime Programme;
- identifying effective practice (through the Government Office network, work with local partnerships and contact with other stakeholders such as the National Community Safety Network), collating and sharing this practice (through the Effective Practice Database, the Partnership Improvement Programme and the annual Problem Orientated Partnerships Conference and the Tilley Awards), and feeding key lessons learned into practice, policy and strategy development;
- the Commissioning and Partnerships Framework for offenders sets out key delivery priorities for NOMS and their partners. This will lead to NOMS commissioners and supporting partnerships making strategic choices about which services to commission at a national and regional level to deliver the best outcomes for offenders. It will also shape priorities for joint commissioning to ensure that the delivery of services is more responsive to local needs;

²¹ See http://www.crimereduction.gov.uk/guidance_for_effective_partnerships.pdf.

²² Together We Can is the government campaign led by CLG to bring government and people closer together, encouraging public bodies to do more to enable people to influence local decisions.

- offender management will bring greater coherence to the management of more offenders during the entire length of their sentence, providing a stronger, more consistent mechanism for engaging, and improving access to employment, training and accommodation opportunities;
- the Offender Management Act will enable probation services to be commissioned from the best available provider allowing services to be supplemented with providers from all sectors, the public sector working in partnership, and alliances with the third and private sectors;
- the Next Steps document builds on the commitments made by Government in the *Reducing Re-offending through Skills and Employment* Green Paper.²³ The programme aims to deliver improved employment and skills outcomes for offenders; and
- The YJB framework is focused on improving assessment, planning, intervention and supervision, performance management and workforce development in the youth justice system.

The role of wider performance frameworks

3.47 Although progress towards the PSA objectives will be monitored at a national level using the PSA indicators, the delivery of crime reduction, community safety and reduced re-offending both nationally and in each locality will also be monitored through a new national performance assessment framework for crime and community safety (APACS), the NOMS Performance Management Framework and the YJB Performance Framework. The departments and agencies overseeing the frameworks will ensure that they interface and align with the local government performance framework for England, and other relevant frameworks (such as that covering the wider criminal justice system and the work with wider partners), using consistent performance indicators and analysis throughout.

3.48 Together, these frameworks will provide a more detailed and rounded picture of delivery for everyone involved: the Government, delivery agencies, local partnerships, and the public, and will support effective management of performance at all levels. These frameworks underpin, therefore, key levers and incentives supporting delivery of all parts of this PSA, including:

- provision of timely, quality-assured and consistent performance information and analysis, shared throughout the delivery chain;
- provision of performance information to the public to promote local accountability, both through national published assessments and availability of regular local data;
- agreement of local targets between national/regional government and local partnerships where supportive to delivery;
- community engagement and local formal accountability structures;
- the national/regional performance monitoring regime and provision of targeted support; and

²³ *Reducing re-offending through skills & employment*, Home Office, DFES and DWP, December 2005
www.dfes.gov.uk/offenderlearning/uploads/documents/

- audit and inspection arrangements, including Her Majesty's Inspectorate of Constabulary (HMIC) inspection work with police forces and the Audit Commission's role in auditing police use of resources.

Assessments of Policing & Community Safety (APACS) **3.49** The APACS framework is being developed in partnership by the Home Office, ACPO, the Association of Police Authorities (APA), HMIC, the LGA, Audit Commission and CLG.²⁴ It will provide an assessment framework for the work of the police and its partners on crime and community safety, rationalising existing central frameworks.

3.50 These new arrangements will cover policing and community safety issues in a balanced way, and will minimise data demands on the police and their partners. APACS will provide cross-cutting assessments of performance based on the PSA indicators as well as other measures that provide a more specific and balanced picture of performance, including on equality and fairness. APACS will be introduced from April 2008, with the first assessments published in 2009, reporting on the 2008-09 year.

NOMS Performance Management Framework **3.51** The NOMS Performance Management Framework will provide a single assessment framework for the entire NOMS system – including commissioners, partners and providers. It is being developed in partnership by NOMS, MoJ, HM Inspectorate of Probation and the Audit Commission.

3.52 The framework will be developed iteratively as NOMS moves to a full commissioning system and introduces Probation Trusts. It will include national performance reporting and assessment (including published assessments) as well as assessments of all providers, commissioners, regional re-offending boards and other relevant partnerships. It will build on existing performance measures while seeking to minimise data requirements and ensuring a balanced set of measures that include quality assessments. An early version of the framework will be developed and applied in 2007-08. The Government aims to publish the first assessments in 2008, reporting on the 2007-08 year.

Youth Justice Board Performance Framework **3.53** The YJB's performance management framework, developed collaboratively with service providers and aligned with the local government performance framework, will have an outcome focus and much greater emphasis will be placed on measures that support local areas, such as programme quality and completions, and post-order support. The YJB will also strengthen measures that relate to victim engagement and confidence. The YJB is exploring the possibility of sourcing data direct from case management systems, to further reduce the information burden on local areas.

3.54 The current youth justice plan and effective practice and quality assurance arrangements will be merged with an annual assessment of service provider capacity to reduce offending, which will be based on effective practice and other key processes such as performance management. The YJB will monitor and advise Youth Offending Teams (YOTs), make grants and promote emerging and effective practice. YJB regional teams will also undertake an annual risk-based validation exercise of capacity assessment, with support provided by improvement consultants where this is identified as necessary.

²⁴ See: <http://www.police.homeoffice.gov.uk/apacs>.

Relationship to the local government performance framework

3.55 The 2006 Local Government White Paper²⁵ set out the Government's proposals for a new performance framework for Local Authorities (in England) working alone or in partnership with others, including a single set of national performance indicators (the National Indicator Set) and improvement targets specific to each locality agreed through Local Area Agreements (LAAs). Separate performance frameworks will also operate for other local delivery partners, but government departments are working together to ensure that these arrangements will align with the local government framework. The indicators for this PSA and other key crime and community safety measures will therefore be included in both APACS and the National Indicator Set as part of the local government performance framework. Under each objective described by this Delivery Agreement is an outline of the expectations for local targets relating to the PSA, including the relationship of those to LAAs. More detail on this is also included in the Measurement Annex.²⁶

ACCOUNTABILITY AND GOVERNANCE

3.56 This PSA and Crime Strategy will be governed at a national level through a new cross-government National Crime Reduction Board (NCRB), chaired by the Home Secretary (the lead minister for the PSA). Membership will include ministers from departments across Whitehall, as well as representatives from ACPO, the APA, the LGA, the third sector, and a victims' representative. The relevant Cabinet Committee/s will drive performance by regularly monitoring progress, holding departments and programmes to account and resolving inter-departmental disputes where they arise.

3.57 Beyond this, the NCRB will tie in with related governance arrangements such as the National Reducing Re-offending Inter-Ministerial Group (IMG) and Programme Board, the National Criminal Justice Board (NCJB) and the National Policing Board. The NCRB and NCJB will between them oversee the delivery of crime and criminal justice strategic policy objectives and PSAs – there will be a close relationship between the two boards and IMG (including some overlap in membership) but distinct terms of reference. The National Policing Board will continue to have responsibility for tripartite governance of issues specific to policing.

3.58 The ministerial board will be supported by a PSA delivery board, chaired by the Senior Responsible Officer for the PSA, the Director of the Home Office Police & Crime Standards Directorate. The Board will also monitor progress and review delivery regularly and report to the relevant Cabinet Committee/s. Further inter-ministerial groups and official-level boards will monitor the implementation of specific strands of crime and criminal justice strategy, and the detail of performance against the PSA objectives and of individual local agencies and partnerships (using information from the national performance frameworks). For example, the IMG on Alcohol-Related Harm will oversee delivery of the alcohol strategy, including the elements to reduce alcohol-related crime. Similarly, the Reducing Re-offending IMG will oversee delivery of the reducing re-offending strategic plan.

²⁵ *Strong and Prosperous Communities*, CLG, October 2006; see <http://www.communities.gov.uk/index.asp?id=1137789>.

²⁶ This local government performance framework and LAAs do not apply to Community Safety Partnerships (CSPs) in Wales, where different arrangements are in place to identify local priorities and set the appropriate level of ambition for service delivery. The Home Office will publish a separate document which will explain in more detail how the national objectives in this PSA and local service delivery priorities will be aligned in Wales.

3.59 Regional partners - for example Regional Re-offending Partnership Boards and Government Offices for the Regions - have a key role to play in governance and delivery of the PSA. Government Offices will lead for government in negotiating and monitoring LAAs and are also accountable to the Home Office for crime reduction performance in their region, and monitor and support the performance of LCJBs and CDRPs/CSPs in their area.

3.60 A significant number of individual agencies, partnerships and organisations have a role to play in the front-line delivery of the objectives of this PSA, each with their own particular governance and accountability arrangements. Effective practice on CDRP/CSP governance has been set out in guidance on implementing the minimum standards for those partnerships.

Mechanisms to increase “bottom-up” accountability and user engagement

3.61 The effective engagement of local people in ensuring safer communities is fundamental to the success of the strategy behind this PSA. Whilst central government is demonstrating through this PSA that local delivery agencies and partnerships must have the freedom to tackle local issues, that freedom is confined to the limits of what local people need and want. Although there will always be limitations as to what can be done, understanding local priorities is a key challenge for local deliverers, with the ultimate aim being to enable local communities to have a real role in setting policing priorities for their area and to have means to hold their local police and their partners to account for delivery.

Capturing the view of communities

3.62 There are a number of existing mechanisms for capturing the view of communities – for example Police Authority consultation exercises – although there are several more recent or proposed additional mechanisms. The Neighbourhood Policing approach is based around engaging users in the most appropriate way in each locality, in order to assess and then address community priorities. A critical part of problem solving is communication and feedback to communities on how the priorities they have identified are being tackled. The community call for action will also seek to strengthen local engagement and accountability. This new tool will enable individuals to trigger a response from their local ward councillor in relation to concerns about crime and disorder issues. Community Payback aims to make the 6.5 million hours of compulsory unpaid work done each year by offenders more visible to the public and aims to engage local people in the decisions about what work offenders should do to benefit the community. It will be important for LCJBs to work with CDRP/CSPs in their arrangements for community engagement to make best use of existing consultation networks.

3.63 Minimum standards for CDRPs /CSPs (see above) will also encourage effective user engagement by making clear that diverse groups within the community should be consulted, that the results of community consultation be fed into priority setting by the CDRP/ CSP, and that communities should be involved in community safety solutions where possible. There will also be a requirement to make a summary of the partnership plan available locally in order to keep communities informed, and a duty to hold ‘face the people’ sessions to discuss community safety issues and increase local accountability.

3.64 The NOMS Commissioning and Partnerships Framework provides the flexibility and freedom for Regional Offender Managers and regional and local delivery partners to innovate and deliver solutions to best meet local needs. This means that services can be tailored to address specific local issues and respond more effectively to feedback from end users. End-to-end offender management will ensure that offenders are managed in a consistent, constructive and coherent way during the length of their entire sentence. This approach will enable offender managers to tailor interventions to meet individual needs and improve the selection, sequencing and targeting of services for each offender. However, NOMS providers will need to work with a wide range of partners to access the mainstream resources that support offender management and help offenders turn away from crime.

3.65 Systematic publication of performance information is also important in order to strengthen direct accountability of services and increase transparency. Underpinning this PSA are several strands of work that will provide this:

- assessments of Policing & Community Safety (APACS) will be used to support effective management of performance at both the local and national level, and provide for published assessments of the performance delivered in each local area;
- the Home Office will work with ACPO to make local monthly relevant crime data available routinely through police force websites in support of neighbourhood policing and greater local accountability;
- annual Local Policing Summaries will continue to be produced by police authorities, setting out how their force has performed over the previous year, and outlining key information about policing services in each local area;
- the NOMS Performance Management Framework will deliver regular published assessments of reducing re-offending partnerships and NOMS providers which will ensure greater transparency and ensure effective accountability to the public. These assessments will show service performance in local areas and will enable practitioners and the public to use the information to help drive decisions about local priorities; and
- whilst YJB are responsible for monitoring overall performance delivery through the YJB Performance Framework, YOTs are managed multi-agency partnerships that are able to respond to local issues and priorities.

3.66 Actions aimed at promoting effective user engagement are also a key strand within many aspects of the wider crime strategy.

CONSULTATION

3.67 The direction and specifics of the objectives and indicators set out within this Delivery Agreement have been informed through collaboration with a wide range of stakeholders over the course of 2006 and 2007, drawing on both their experiences of previous PSA regimes and the wider context in which the new PSAs will sit. Likewise, the Government's overarching crime strategy has been the subject of extensive consultation. Over the course of the timeframe for this PSA, Government will want to review the mechanisms by which local communities can achieve proper local accountability as evidenced through their influence on policing priorities and delivery.

3.68 Through a number of written consultation exercises, stakeholder events, existing governance structures and more informal mechanisms, a variety of stakeholders have been engaged including, but not limited to: government departments and agencies and their regional representatives; audit and inspection bodies, the police service, prison service, probation service, Crown Prosecution Service, Her Majesty's Courts Service, and local government (individuals and representative bodies); the third sector (including service providers); and academics.

A

MEASUREMENT ANNEX

Priority Action I: Reduce the most serious violence, including tackling serious sexual offences and domestic violence

Indicator I	Most Serious violence
Data provider	Police forces.
Data set used	Police-recorded crime.
Baseline	2007-08. ¹
Frequency of reporting	Monthly (to central government).
95 per cent confidence interval at last outturn	N/A. ²
Data Quality Officer (name and/or post)	Programme Director for Policing Statistics (Home Office).
Minimum movement required for performance assessment	(See below).

DEFINITION OF KEY TERMS

- *Serious violent crime:*
Offences to be included in the indicator:

Crime Codes	Offence
1, 4_1, 4_2, 4_3	Homicide and Child Destruction.
2	Attempted Murder.
5, 8_1	Wounding or other act endangering life, and Grievous Bodily Harm without intent.
4_4, 4_6, 4_8	Causing Death by Dangerous Driving, Causing death by Careless Driving when under the influence of drink or drugs, and Causing Death by Careless and Inconsiderate Driving. ³
37_1	Causing Death by Aggravated Vehicle Taking.

¹ The national baseline for this PSA indicator will not be confirmed until annual crime statistics are released in July 2008. Full 2007/08 baseline data will therefore not be available for the start of LAA target negotiations (which will begin before the end of the 2007/08 year). Initial negotiations will therefore have to be carried out on the basis of a more historic baseline, and revisited if necessary once the final baseline is known.

² Recorded crime statistics are not survey-based and therefore confidence intervals cannot be generated for them. Where numbers of crimes occurring are small, assessments can be made as to whether changes could have arisen due to inherent variability in crime levels. This is discussed further in the main text.

³ Causing death by careless and inconsiderate driving is a new offence that has not yet been enacted and will be introduced in late 2007 and is part of the main police category of causing death by driving. From April 2008 it is planned that the police provide information on this offence separately in their statistics. This will allow its impact on the driving offences that cause death to be monitored.

- This group of serious offences equates to around 19,000 recorded crimes each year (excluding *Grievous Bodily Harm* (GBH) without intent).⁴ This categorisation of serious violent crime matches that agreed by ministers for future public presentation of crime figures as recommended by the Crime Statistics Development Programme Board.
- Central data collection for the discrete offence type, GBH without intent, only started in April 2007, via a new quarterly return on knife crime. Adding this as an identifiable category in the main monthly crime returns is being discussed as part of the 2008-09 Home Office Annual Data Requirement process.
- *Homicide*: consists of murder, manslaughter and infanticide: often it will be the case that murder and manslaughter cannot be distinguished when a crime is initially recorded by the police. *Child Destruction* is a rare offence that involves illegal intentional destruction of a viable unborn child.
- Attempts and conspiracy offences are separately recorded as specific crimes types for homicide, but in general “*attempts*” are included as part of the substantive category (as listed in the tables in this annex) in police recorded crime, and are therefore included within the indicators for Priority Actions 1 and 2 of this PSA.⁵

A.1 The total of these crimes should fall over the five years starting 2008/09, relative to the 2007-08 baseline. There will also be an expectation (but not a requirement) that the total will fall year-on-year within this period; in particular there should be a reduction by the end of the spending period (i.e. the total of these crimes in 2010-11 should be lower than in the baseline year; this period matches that covered by LAAs beginning in 2008-09).

A.2 The assessment of whether the level of these crimes has fallen or not will include consideration of whether the change could have arisen from random year-on-year variation, based on examination of the ‘ordinary’ amount of fluctuation seen in historical data. The reason for the five year timescale for this ambition is because it is likely that only over a longer time period will it be possible to make a true determination of whether the level of these crimes has fallen - with relatively low numbers of crimes, normal random year-on-year fluctuation in levels can hide underlying changes.

A.3 The sense of the objective that this indicator supports is for progress to be made against reducing all of the groupings of crime set out in the table at paragraph 2 above. There is technically a ‘risk’ that progress could be achieved if higher volume aspects (i.e. GBH) are successfully reduced whilst lower volume components (e.g. homicide or causing death by driving) rise. If it is possible to determine for such low volume performance indicators (where expected random variation can mask real changes), there will be a presumption that for the overall PSA to have been met, then no one individual crime type will be judged to be higher in 2012-13, relative to 2007-08, than would be expected given random year-on-year variation (subject to the caveat below).

⁴ 2006-07 figures. Figures for GBH without intent have not previously been collected nationally, but samples from some police forces indicate that inclusion of this offence would roughly double numbers of crimes counting towards this indicator.

⁵ Collection of data on “attempts” within the substantive categories of crime does also take place; attempts to commit vehicle crime where intent cannot be proved do end up being recorded under vehicle interference – see detail on the Key Priority Action 2 indicator.

A.4 With performance indicators that measure only relatively low numbers of incidents, there is a risk that progress can be impacted if a single event takes place that impacts significantly on the indicator (for example 2002-03 homicide figures included 173 murders committed by Harold Shipman over the course of many years, but all recorded by the police in a single year). Hence, when an assessment is made of whether this PSA objective has been achieved, some degree of judgement must be applied to the final outturn in order to interpret it, rather than mechanically applying the strict definition of the target. Although it is impossible to be specific in advance about what would need to be taken into account, one key factor would be the longer term trends in the indicator.

Local targets

A.5 Specific local targets (e.g. for each CDRP/CSP) are not set out as part of this PSA. However, the Government expects all local areas to take into account the relative level of serious crime (both in entirety and in terms of individual crime types or themes such as domestic violence) experienced within their locality when considering local priorities. APACS will provide some of this analysis on a consistent basis for every local area on an ongoing basis, and regional government offices will take this into consideration when establishing the Government's starting position for LAA improvement target negotiations.⁶

Relationship of this indicator to PSA 25

A.6 The indicator for Priority Action 1 of this PSA includes grievous bodily harm (GBH), levels of which can be used as a proxy for the prevalence of alcohol related violent crime because success in tackling all types of alcohol-related violence should be manifested through improvements in the GBH rate. Progress on the alcohol-related violent crime outcomes sought through PSA 25 will be measured using this indicator. Recorded levels of other violent crimes that could be used as a proxy for the prevalence of alcohol-related violence are more subject to variation as a result of proactive police activity, so are not suitable as the basis of an indicator or target for the PSA set. However, in developing APACS, consideration will be given to how performance in this area might be tracked.

Domestic Violence

A.7 According to estimates from the British Crime Survey,⁷ domestic violence accounts for 16 per cent of all violent incidents. As well as having the highest rate of repeat victimisation of any offence, domestic violence often escalates in both seriousness and frequency.⁸ Early intervention with high-risk individuals is therefore vital to achieving overall reductions in the most serious forms of violence.

A.8 Although there is no specific offence of "domestic violence", the police are starting to flag in their data returns to the centre all domestic violence-related offences,

⁶ Because the national PSA calls for a reduction in the total number of these crimes, local partnerships should consider using comparative information (i.e. crimes per head of population in similar CDRPs/CSPs) only to establish the need for, or level of ambition of, local targets on this indicator. Because of the relatively low numbers of crimes involved in any given area, a fall in crime rate might occur if local population increases, even if the number of crimes does not fall. Local partnerships choosing to set targets around levels of serious violence will need to manage performance against those targets with full awareness of the limitations of such measures and be clear on the criteria for success at the outset.

⁷ See <http://www.homeoffice.gov.uk/rds/>.

⁸ *Identifying, Assessing and Managing Risk in the context of Policing Domestic Violence*, ACPO, 2005.

including domestic violence resulting in the most serious violent crimes. Once baseline data has been established, this flagging of domestic violence-related offences will enable trends in reported serious domestic violence to be monitored both nationally and locally as part of the wider assessment of progress against the PSA objectives and any local priorities, facilitating increasingly effective real-time performance management of this important issue.

A.9 APACS and the National Indicator Set will also include an indicator on identified high risk victims of domestic violence which can be used to establish an LAA target on this issue if necessary.

Serious Sexual Offences

A.10 As made clear in the Delivery Agreement, although the PSA includes the intention to focus effort on tackling serious sexual offences, measuring a reduction in the level of these crimes is not possible. Owing to the nature of sexual offending, many crimes remain unreported and so it is not possible to measure through recorded crime the true extent of offending. Furthermore, part of the objective is to improve reporting and recording rates in order to support an effective response. This makes it inappropriate to use recorded crime to gauge whether reductions in the actual level of offending had been achieved. However, for reference, the following specific categories of crime (as recorded by the police) can be considered to fall within the remit of this objective:

Crime Code	Offence
19A-H	Rape
21	Sexual Activity involving a Child under 13
17A, 17B (&17)	Sexual Assault on a Male
20A, 20B (&20)	Sexual Assault on a Female
22A	Causing sexual activity without consent
70	Sexual activity etc. with a person with a mental disorder
71	Abuse of children through prostitution and pornography
72	Trafficking for sexual exploitation

A.11 This group of serious offences equates to around 40,400 recorded crimes each year.⁹ This categorisation of serious sexual crime closely matches that agreed by ministers for future public presentation of crime figures as recommended by the Crime Statistics Development Programme Board. The exception is sexual activity involving a child under 16 and unlawful sexual intercourse with a girl under 16, which are not included in the list because of the potential perverse incentive this could create to focus on actively seeking to criminalise young people who engage in genuinely consensual sexual activity. Codes 17A & 17B and 20A & 20B are subdivisions of codes 17 and 20. These latter two codes applied before the enactment of the Sexual Offences Act 2003 in May 2004, and a small number of offences continue to be recorded under these old

⁹ 2006-07 figures.

categories because they took place before May 2004, so these will be included in the overall total.

A.12 This group of offences, along with those set out under the indicator 1 above match exactly those prioritised within the “Tier 1” objective of PSA 24 to *deliver a more effective, transparent and responsive Criminal Justice System for victims and the public* to bring a greater proportion of these offences to justice. Some of these categories still contain within them offences with a relatively wide range of seriousness. Where local information at finer detail is available this should inform interpretation of trends.

A.13 In general, the Government would expect local areas to put in place a strategy for encouraging more reporting of these crimes to sit alongside a focus on bringing to justice a greater proportion of those crimes that are reported, the provision of effective victim care pathways to minimise harm, and consideration of the gendered nature of serious sexual offences. The nature of the circumstances, and therefore focus, in any given locality will vary. Analysis of relevant data (some of which will be provided nationally on a comparative basis through APACS), together with qualitative information, for example about rape investigation strategies and the provision of support services, should inform the establishment of local objectives around serious sexual offences.

Priority Action 2: Continue to make progress on serious acquisitive crime through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug-misusing offenders

Indicator 2	The level of serious acquisitive crimes
Data provider	Police forces.
Data set used	Police recorded crime.
Baseline	2007-08. ¹⁰
Frequency of reporting	Monthly (to central government).
95 per cent confidence interval at last outturn	N/A. ¹¹
Data Quality Officer (name and/or post)	Programme Director for Policing Statistics (Home Office).
Minimum movement required for performance assessment	N/A. ¹²

DEFINITION OF KEY TERMS

- *Serious acquisitive crimes:*
Offences to be included in the indicator:

Class	Offence
28	Burglary in a dwelling
29	Aggravated burglary in a dwelling
34A	Robbery of Business Property
34B	Robbery of Personal Property
48	Theft or Unauthorised Taking of a Motor Vehicle
37/2	Aggravated Vehicle Taking
45	Theft from a Vehicle

A.14 There are two methods available for estimating the level of these serious acquisitive crimes:

¹⁰ The national baseline for this PSA indicator will not be confirmed until annual crime statistics are released in July 2008. Full 2007-08 baseline data will therefore not be available for the start of LAA target negotiations (which will begin before the end of the 2007-08 year). Initial negotiations will therefore have to be carried out on the basis of a more historic baseline, and revisited if necessary once the final baseline is known.

¹¹ Recorded crime statistics are not survey based and therefore confidence intervals cannot be generated for them.

¹² This part of the PSA is based on local targets, so the assessment will be based on whether those targets have been met or not - see main text.

- **The British Crime Survey (BCS):** a victimisation survey in which adults living in private households are asked about their experiences of crime. It includes property crimes such as vehicle-related thefts and burglary, and personal crimes such as assaults. For the crime types it covers, the BCS provides the best available reflection of the true extent of household and personal crime nationally because it includes crimes that are not reported to the police and crimes which are not recorded by them. As a survey based on personal experience, the BCS does not include crimes committed against businesses, nor does it currently survey people under 16 years of age. The survey reports four times a year on crimes experienced across a period of approximately two years up to the date of the update. It is able to provide an estimate of the level of household and personal acquisitive crime, as distinct from all crime. However, the limits of the survey prevent accurate discrimination of crime levels between lower level geographies within the national estimate (e.g. at CDRP/CSP level) and also the use of the results in managing day-to-day business (because results are not timely enough).
- **Police recorded crime:** This is the only measure of crime levels in small areas, such as CDRP/CSPs. The number of crimes recorded is not as good an estimate of the actual number of crimes that take place as the BCS because not all crimes are reported to the police. However, the crimes covered by the above indicators are less influenced by changes in recording, reporting and police activity than many other lower level offences. The National Crime Recording Standard (NCRS) has also now led to much greater adherence to common standards than was the case in the past. Police recorded crime also covers offences against business and those aged under 16. Recorded crime figures are also available rapidly to local managers.

A.15 Police-recorded crime is therefore the best available source of information on which to base the performance indicator to track progress against Priority Action 2 of the PSA, with its availability at the local level being a key consideration. It allows an estimate to be made of both which areas appear to have a higher crime level than others, and whether improvements are being made.¹³

A.16 Nevertheless, setting an ambition based on police recorded crime comes with risks, as reporting rates can change, recording standards can be modified, and perverse incentives can be introduced. There is no mechanical method for designing these risks out of the indicator: instead the risk will be mitigated through a combination of audit work covering management arrangements for crime recording (verifying compliance with recording standards) and routine monitoring of diagnostic data (which can prompt questions over whether there is any change in the level of the indicator because of factors other than a change in actual levels of crime).

A.17 On the latter point, there is some potential overlap between the crime category of thefts from a vehicle and vehicle interference and tampering. Vehicle interference largely consists of attempted thefts of and from vehicles, but where an intent to permanently deprive cannot be proved. To judge trends for theft from a vehicle there will be a need for comparison of figures for attempted thefts from a vehicle where an intent to deprive is proved (this being a subset of crime recorded under theft from a vehicle) and vehicle interference to see whether there is any displacement between categories. Similarly, trends in burglary in a dwelling can be judged with reference to

¹³ Further information is contained in the Home Office Statistical Bulletin 11/07 Crime in England and Wales 2006/07.

the subcategory of attempted burglaries in a dwelling, to assess whether there is any evidence for displacement from attempted burglary to criminal damage. This risk will be monitored nationally, but government would expect each police force to carry out similar checks locally, as part of ordinary management of crime recording practice.

Local targets

A.18 The success criterion for the PSA is for a reduction in the total of these crimes in all local areas where the level of these crimes is unacceptable when judged against what has been achieved elsewhere.

A.19 The level of these crimes in every local area (CDRP or CSP) will be measured against a 2007-08 benchmark set through APACS with reference to the performance of similar areas elsewhere. The majority of areas will have a level of these crimes below this benchmark. Some areas, however, will have a level of crime higher than what is reasonable to expect: these areas will be the subject of the PSA success criterion.

A.20 However, it is not reasonable to expect all of these areas to have decreased these crimes to the level of the benchmark by the end of the PSA period: some will have equally important ‘competing’ priorities; for others bringing crime down to the level of the benchmark may require a large reduction in crime that would be unrealistic to deliver within the timeframe. With this in mind, the success criteria for the national target is therefore for each of these CDRPs/CSPs to either:

- have reduced the level of crime to equal or be less than the 2007-08 baseline benchmark level, as defined through APACS, by the end of the PSA period;
- or
- where the achievement of the benchmark is not likely to be possible within the PSA period, have met or exceeded an agreed target that is on a trajectory towards the benchmark, at the end of the PSA period.

A.21 For CDRPs in England, the Government would normally expect improvement objectives in these areas to be quantified in LAAs, i.e. any LAA covering a CDRP subject to the requirements of the national PSA will include a target for this indicator that relates specifically to the CDRP in question.¹⁴ If the Local Strategic Partnership (LSP) extends across several CDRPs, there is an expectation that either the LAA improvement targets agreed between the LSP and central government will include targets specific to those CDRPs, or that locally-agreed targets (or sub-targets) within the LAA will cover this.¹⁵ Such targets would need to be matched with both the definition and timeframe of the PSA indicator. The success criteria for the PSA and government monitoring of the progress of, and support provided to, CDRPs covered by this element of the PSA through APACS will therefore be moderated by an appreciation of local ambition and associated targets.

A.22 Analysis from APACS of what level of crime reduction would constitute truly improving performance will need to be taken into account when considering any given local target.

¹⁴ Note that this indicator will be reported at CDRP, not LSP, level for the purposes of the National Indicator Set (where the LSP area does not equate to the CDRP area).

¹⁵ Accordingly, in line with the principles of the LAA framework, if the agreed conclusion of LAA negotiations is that other local priorities for a CDRP outweigh tackling high levels of acquisitive crime, then the agreement would need to reflect this. In this case the performance of the CDRP would not “count” towards the success criteria for the national PSA target. The clear expectation is that this is likely to be the case only in exceptional circumstances.

A.23 Furthermore, any CDRP or CSP in which the level of these crimes rises above the benchmark during the CSR07 period will be expected to bring crime back down to at least the level of the benchmark (i.e. the above criteria will apply). In the event of sustained underperformance, a programme of appropriate improvement activity may be agreed between central government and the local area to assist.

A.24 Finally, in a similar manner to Priority Action 1, there is technically a 'risk' that improvement for any given locality established in response to the PSA could be achieved if higher volume aspects (e.g. theft from vehicles) are successfully reduced while lower volume components (e.g. robbery) rise. Success in this element of the PSA will not, however, be predicated on avoiding this situation in every case (which is likely to be technically impossible to achieve). However, there will be an expectation that local partnerships attempting to reduce these crimes in line with the requirements of the PSA will take steps to ensure that no one individual serious acquisitive crime type is higher in 2010-11 than would be expected given normal random variation as compared with the 2007-08 baseline. Central performance monitoring and support regimes will also take this expectation into account when considering progress against the PSA objectives and where to make offers of assistance to local partnerships.

A.25 Beyond that, the Government still expects every local area to take into account the absolute and relative level of serious acquisitive crime experienced within their locality when considering local priorities, and APACS will provide this analysis on a consistent basis for every locality. Through this PSA, the Government is making clear that further reducing the level of these crimes will be both desirable and possible in most areas, but that it is for local delivery partnerships to determine the specific level of ambition. In England, the Government particularly expects that LSPs covering any area that has a high level of acquisitive crime relative to the national average will consider carefully whether an LAA target on this issue would be appropriate (be that in the up to 35 improvement targets agreed with central government or as a local target).

Relationship of this indicator to PSA 25

A.26 Progress on the outcome sought through PSA 25 to reduce the harm from drug-related acquisitive crime will be measured by proxy through the indicator described here. The indicator includes a number of the more serious drug-related acquisitive crimes - burglary, robbery and vehicle crime make up around 40 per cent of drug-related acquisitive offences¹⁶ recorded by the police - so success in tackling drug-related offending will be manifested through improvements in the crime rate for these offences. Analysis carried out by the Home Office suggests that because the drug misusing offenders who commit these offences tend to commit other drug-related offences, then targeting these offenders will tend to impact on those crime types as well. Around 45 per cent of drug-related acquisitive crimes would be targeted through focusing on the drug-misusing offenders who commit the crimes featured within this indicator.¹⁷

¹⁶ Those defined as 'trigger offences' for the Drug Interventions Programme.

¹⁷ In the Drug Interventions Programme, 31 per cent of offenders account for all convictions for Element 2 offences (around 20 per cent of the total number of offences). These offenders also accounted for around a third of the remaining offences committed by the cohort, in total 45 per cent of all DIP trigger offence convictions (source: unpublished HO analysis; includes commercial victimisation). From the Arrestee Survey we know that arrestees using heroin, crack or cocaine (HCC) in previous years accounted for around 80 per cent of arrestees self-reporting any shoplifting, or buying or selling stolen goods in the 4 weeks before arrest; such HCC users also accounted for around three-quarters of arrestees self-reporting any theft from a person in the past year, as well as around three-quarters of those self-reporting domestic burglary in the 12 months prior to arrest (source: Table 5.4 HO Statistical Bulletin 04-06).

Priority Action 3: Tackle the crime, disorder and anti-social behaviour issues of greatest importance in each locality, increasing public confidence in the local agencies involved in dealing with these issues

Indicator 3	Public confidence in local agencies dealing with the anti-social behaviour and crime issues that matter to people in their local area
Data provider	British Crime Survey (BCS).
Data set used	BCS data from Q3 2007/08 onwards.
Baseline	2007/08 Q3&4. ¹⁸
Frequency of reporting	An update presenting results for the most recent 12 month period will be available quarterly once the data set is established.
95 per cent confidence interval at last outturn	Available once baseline established.
Data Quality Officer (name and/or post)	Programme Director Crime Surveys (Home Office).
Minimum movement required for performance assessment	Available once baseline established.

A.27 A new question has been developed for this measure to include the contribution to confidence made by the police and other agencies. The intention is to include the question in the BCS from October 2007 giving a baseline for the PSA (based on six months of data) ready for use in July 2008 (i.e. with other 07-08 data from the BCS). This question is also planned to be included in the CLG place-based surveys.

A.28 The question is as follows:

‘It is the responsibility of the police and local council working in partnership to deal with anti-social behaviour and crime in your local area. How much would you agree or disagree that the police and local council are dealing with the anti-social behaviour and crime issues that matter in this area?’

1. Strongly agree
2. Tend to agree
3. Neither agree nor disagree
4. Tend to disagree
5. Strongly disagree

¹⁸ BCS data for 2007-08 will be published in July 2008. At this time an assessment of the confidence intervals and minimum movement required for performance assessment will be possible.

A.29 Although the question being asked does not refer explicitly to other agencies working in partnership with the police or local authorities, it is a good proxy for a more explicit question. Feedback from the pilot of the survey suggested that respondents were not clear what was meant by ‘other agencies’, and therefore that including this reference in the question did not add any value to the question. However, if people think the police and local council are dealing with these issues successfully then overall it is not unreasonable to assume that it is the work of the wider partnership that is viewed as successful, even if respondents are not aware of the full nature of that partnership.

Priority Action 3: Tackle the crime, disorder and anti-social behaviour issues of greatest importance in each locality, increasing public confidence in the local agencies involved in dealing with these issues

Indicator 4	Perceptions of anti-social behaviour
Data provider	British Crime Survey.
Data set used	BCS data from 2007/08 onwards.
Baseline	2007-08. ¹⁹
Frequency of reporting	An update presenting results for surveys carried out in the most recent 12-month period is available quarterly.
95 per cent confidence interval at last outturn	Year ending Mar 2007: 17.5 +/- 0.6 per cent.
Data Quality Officer	Programme Director Crime surveys (Home Office).
Minimum movement required for performance assessment	From 17.5 to 16.6 per cent.

A.30 This indicator is based on the British Crime Survey, which asks several questions about perceptions of the level of anti-social behaviour. Seven of these questions are used in the overall measure:

- noisy neighbours or loud parties;
- teenagers hanging around on the streets;
- rubbish or litter lying around;
- vandalism, graffiti and other deliberate damage to property;
- people using or dealing drugs;
- people being drunk or rowdy in public places; and
- abandoned or burnt-out cars.

A.31 People are asked how big a problem they think each behaviour is in their area and the overall measure is derived from a scale based on the answers to these questions. This is described as the proportion having high levels of perceived anti-social behaviour.

Local targets

A.32 The Government does not expect local areas to necessarily replicate the national indicators at the local level, although where comparable survey data is available (either through local government surveys or other arrangements) this would be encouraged In

¹⁹ BCS data for 2007/08 will be published in July 2008. At this time an assessment of the confidence intervals and minimum movement required for performance assessment will be possible.

practice, indicators 3 and 4 will not provide data in a timely or geographically specific enough manner to enable performance to be managed directly using them.

A.33 In any event, as has been made clear, the objective will be achieved through delivering on local priorities through effective partnership working. As such, government expects all local agencies working alone or in partnership to follow principles to manage performance against those priorities, including where relevant establishing and working to targets around specific issues (be they outcomes or processes). Various national-level activities will support this – including Audit Commission guidance on improving information to support decision-making through better data quality, and guidance for partnerships and the police on effective performance management.

A.34 Data on non-notifiable crime and incidents should be useful at the local level, providing information about specific local problems and the effectiveness of response. The establishment of the National Standard for Incident Recording (NSIR) and central collation of data on non-notifiable crime and incidents introduces the possibility that the police and local partnerships will be able to use comparative information on the level of incidents that they experience relative to similar areas elsewhere to help inform local prioritisation and performance management processes. Data is recorded by forces under the National Incident Category List, including 16 categories for anti-social behaviour. NSIR has been implemented in all police forces in England and Wales. To aid in local performance management, the Home Office will make comparative information on incidents at force and Basic Command Unit level, based on NSIR, available to all forces and partnerships via its iQuanta system. The Audit Commission conducted a high level Audit of NSIR compliance in 2006-07, and it has been established that there is some way to go to achieve high quality data on non-crime incidents. Although it is expected that such standards take some time to be fully embedded, it is important that police forces, authorities and their partners take steps to remedy this to ensure high quality data is available to support decision making.²⁰ Nevertheless, comparative incident data still provides useful information to enable questions to be asked about service delivery in any given locality, although the use of outcome targets based on incident data is not recommended. As well as the data quality issues noted above, in many instances the number of incidents reported and recorded might rise as a result of action by service providers on a given issue.

A.35 New regulations (national standards) introduced in England in August 2007 (and to be introduced in Wales in autumn 2007) require CDRPs and CSPs to have an information-sharing protocol in place that is signed and complied with by all responsible authorities making up the partnership. These new regulations pave the way for all CDRPs and CSPs to pool information for undertaking strategic assessments, establishing priorities and ongoing performance management. Certain sets of information on crime, other incidents (recorded by the police and other CDRP/CSP partners), hospital admissions, emergency call-outs, etc, must be shared on a quarterly basis. These and other information sets can therefore be used to support the partnership response to local priorities.

²⁰ The Audit Commission's report, "Police Data Quality 2006-07" (September 2007), provides more information about how steps can be taken by police authorities, forces and partners to share and use data. See www.audit-commission.gov.uk.

Relationship of this indicator to PSA 25

A.36 In order to judge the success in reducing alcohol and drug harms in the broadest sense, PSA 25 includes two indicators based upon the BCS questions about perceptions of anti-social behaviour (people using or dealing drugs, and people being drunk or rowdy in public places). Although in a sense this double-counts these indicators within the PSA set, there is no inconsistency introduced: the message is simply that government's alcohol and drugs strategies are aimed at making a difference to those aspects of anti-social behaviour.

Priority Action 4: Reduce re-offending through the improved management of offenders

Indicators 5 & 6	(5) Adult & Young Offender Proven Re-offending (6) Serious Re-offending
Data provider	NOMS providers; police forces.
Data set used	NOMS systems data; Police National Computer (PNC).
Baseline	2004 Q1. The baseline has been set using the latest available re-offending data as results from the 2007 cohort will not be available until Summer 2009.
Frequency of reporting	Annual.
95 per cent confidence interval at last outturn	N/A. ²¹
Data Quality Officer (name and/or post)	Assistant Director of RDS NOMS.
Minimum movement required for performance assessment	N/A.

DEFINITION OF KEY TERMS

A.37 These indicators are based on the level of proven re-offending of young offenders and adults. The level of proven re-offending counts the number of re-offences for which an offender is reconvicted. It therefore acts as a proxy for their overall level of re-offending behaviour.

- *Police National Computer:*

The criminal histories of offenders, and their subsequent re-offending, are obtained from the Home Office copy of the Police National Computer (HOPNC). The HOPNC is a system that became operational in the Home Office early in 2005, and has been delivered through cooperation with the Police Information Technology Organisation (PITO) and Xansa.

- *Community sentence data source:*

Persons starting community sentences are extracted from the community sentence data held by RDS-NOMS.

- *Prisons data source:*

Details of the offenders discharged from prison were taken from the Inmate Information System (IIS) held by the prison service.

²¹ These indicators are based around the tracking of a cohort of offenders drawn from the same quarter each year. There is no confidence interval associated with the results because although this cohort represents a sample of the entire population of offenders discharged each year, it is not possible to say that the cohort represents a statistically valid sample of that entire population. The same quarter is used each year to ensure that year-on-year comparisons are valid, but these are therefore actual results, not samples.

- *Youth data source:*

As well as data from the IIS mentioned above, there are also data from the Youth Justice Board on secure accommodation. These are used to identify those discharged and the date of discharge.

- *Adult Offender Proven Re-offending:*

The measure tracks adult offenders discharged from a custodial sentence or starting community sentences who were aged 18 or over at point of discharge or commencement of community sentence. The measure tracks a cohort of offenders drawn from those discharged or commencing community sentences in the first three months of each calendar year.²² Data is obtained from the Police National Computer on whether or not the offender is proven to have re-offended during a one-year follow up period and how many re-offences an offender is convicted of.²³ The offences counting as a proven re-offence will be based on recordable offences with the following exceptions. Offences which are dealt with via a pre court disposal such as fixed penalty notice or caution will be excluded (to reflect the fact that NOMS are only able to influence outcomes for offenders in the system that are given custodial or community sentences). Breach proceedings, where a further penalty is imposed but no further offence has been committed, will also be excluded. This produces the actual number of proven re-offences the cohort committed. The actual proven re-offending rate is produced by calculating the number of proven re-offences per offender.

- *Young Offender Proven Re-offending :*

This element of the target tracks juveniles (those aged 10 to 17 at date of sanction or on release from custody) given a reprimand or final warning by the police, together with those receiving all types of sentence which are available to the courts.²⁴ For juveniles sentenced to detention and training orders, or detention under section 91 of the Crime and Disorder Act 1998, the one year rate will be measured from the date of release for persons released in January to March. For all other disposals, the one-year rate will be measured from the date of sentence/reprimand/final warning in January to March. The measure will encompass those who have committed recordable re-offences. Breach proceedings, where a further penalty is imposed but no further offence has been committed, will be excluded. Fixed penalty notices will be excluded. The actual proven re-offending rate is produced by calculating the number of proven re-offences per offender.

- *Serious Re-offending:*

The formulation of the measure included the NOMS severity assessment scale and the maximum and minimum sentences awardable to each offence within a division. Further to this, reporting practices, crime volumes and

²² The sample for the adult cohort is all offenders in 200 quarter one who have commenced a community sentence or been discharged from custody (typically 40,000 to 50,000 offenders after matching to PNC records).

²³ There is a one year follow up period for the offender to re-offend, but the conviction may come later, typically a further 6-9 months is allowed for the conviction to occur and be placed on the PNC

²⁴ The samples for the juvenile cohort follows the same principle as for the adult cohort, except that it includes all those who have received pre-court disposal, court sanction, community sentence, or discharge from custody. This reflects the fact that more than 50 per cent of juvenile offenders are dealt with via pre-court disposals.

public perception issues were taken into account. The result was a three - tiered approach, with the top category being split into two to allow separate monitoring of sexual offences. Using the Home Office Counting Rules²⁵ the offences defined by statute were mapped to the offences included within Priority Action 1 of this PSA and the corresponding Tier 1 of the PSA 24 and were identified and defined as ‘serious’ re-offences. The offences that are included can be found in Table 1. The final output from the measure counts:

- the number of re-offenders who commit at least one proven serious re-offence in the one year follow up; and
- the number of proven serious re-offences committed as a total in the one year follow up.

A.38 The PSA success criteria for Key Priority Action 4 are:

- the adult re-offending rate will be reduced between 2004 and 2011;
- the youth re-offending rate will be reduced between 2004 and 2011; and
- serious re-offences will be reduced between 2004 and 2011.

A.39 Following consultation with local and regional delivery partners, it will be possible to set a level of expected national improvement for the adult and youth re-offending rates.

Relationship of this indicator to PSA 25

A.40 The PSA 25 includes an indicator to reduce drug-related offending. This is consistent with the aims of Key Priority Action 4 of this PSA and will support its delivery by providing an explicit incentive for partners to tackle drug misuse as a key driver of offending.

- *Serious Offences included within indicators 5 and 6:*

The definition of serious offences used for these indicators matches as closely as possible with that set out for Key Priority Action 1 of the PSA (including serious sexual offences). However, as the re-offending indicator is based upon convicted offences as opposed to offences recorded by the police, there is a slight divergence of definition. The offences are set out at table 1 below.

Table 1:

Offence Code	Offence Description
101	Common Law Murder of persons aged 1 year or over.
102	Common Law Murder of infants under 1 year of age.
200	Common Law Attempted murder.
401	'Common Law.' & 'Offences against the Person Act 1861' S.5;9;10. Manslaughter

²⁵ See <http://www.homeoffice.gov.uk/rds/countrules.html>.

402	Infanticide Act 1938. Infanticide
403	Infant Life Preservation Act 1929. Child destruction
404	Road Traffic Act 1988 Sec.1 (1). As amended by the Road Traffic Act 1991 S.1 & CJA 1993 S.67 Causing death by dangerous driving.
406	Road Traffic Act 1988 Sect3 A.as added by the RTA 1991 S.3 & amended by CJA 1993 S.67. Causing death by Dangerous driving when under the influence of drink or drugs
408	Road Traffic Act 1988 Sect 2B as added by Road Safety Act 2006 Sec 20 [Offences due to commence in Autumn 2007]
501	Offences against the Person Act 1861. sec.18. Wounding with intent to do grievous bodily harm.
502	Customs and Excise Management Act 1979. sec. 85 (2). Shooting at naval or revenue vessels
504	Offences against the Person Act 1861. sec. 21 Attempting to choke suffocate etc. with intent to commit an indictable offence.
505	Offences against the Person Act 1861 Sec. 22 Wounding:- Using chloroform etc to commit or assist in committing an indictable offence.
506	Offences against the Person Act 1861 Sec. 28 Burning, maiming etc by explosion.
507	Offences against the Person Act 1861 Sec.29 Causing explosion or casting corrosive fluids with intent to do grievous bodily harm.
508	Offences against the Person Act 1861 Sec.17 Impeding the saving of life from shipwreck.
509	Offences against the Person Act 1861 Sec. 30 Placing etc explosives in or near ships or buildings with intent to do bodily harm etc.
510	Offences against the Person Act 1861 Sec.23 Endangering life or causing harm by administering poison.
511	Road Traffic Act 1988.S.22A as added to by the Road Traffic Act 1991 Sec 6 Causing danger by causing anything to be on a road, interfering with a vehicle or traffic equipment.
513	Explosive Substances Act 1883 Sec.3 (in part) Possession etc.of explosives with intent to endanger life.
514	Firearms Act 1968 Sec.16 (Group 1). Possession of firearms with intent to endanger life or injure property.
515	Firearms Act 1968 Sec.16 (Group 2). Possession of firearm with intent to endanger life or injure property.
516	Firearms Act 1968 Sec.16 (Group 3). Possession of firearm with intent to endanger life or injure property.
517	Firearms Act 1968 Sec.17(1) (Group 1). Using firearms or imitation firearms

	to resist arrest.
518	Firearms Act 1968 Sec. 17(1) (Group 2). Using firearms or imitation firearms to resist arrest.
519	Firearms Act 1968 Sec. 17 (1) (Group 3). Using firearms or imitation firearms to resist arrest.
520	WOUNDING OR OTHER ACT ENDANGERING LIFE CHEMICAL WEAPONS ACT 1996 SEC.2
521	WOUNDING OR OTHER ACT ENDANGERING LIFE CHEMICAL WEAPONS ACT 1996 SEC.11
522	Use, threat of use, production or possession of a nuclear weapon. Anti-Terrorism, Crime & Security Act 2001 S.47
523	Weapons related acts overseas. Anti-Terrorism, Crime & Security Act 2001 S.50
524	Use of noxious substances or things to cause harm or intimidate. Anti-Terrorism, Crime & Security Act 2001 S.113
525	Performing an aviation function or ancillary function when ability to carry out function is impaired because of drink or drugs. Railways and Transport Safety Act 2003 SS.92 & 95
526	Endangering safety at aerodromes. Aviation and Maritime Security Act 1990 S.1
527	Torture. Criminal Justice Act 1988 S.134
801	Offences against the Person Act 1861 Sec. 20 Malicious wounding - Wounding or inflicting grievous bodily harm.
1711	Indecent assault on male person under 16 years Sexual Offences Act 1956 S.15 [Repealed May 2004, but still in use for offences committed prior to that date.]
1712	Indecent assault on male person 16 years and over Sexual Offences Act 1956 S.15 [Repealed May 2004, but still in use for offences committed prior to that date.]
1713	Assault on a male by penetration - Sexual Offences Act 2003 S.2
1714	Assault of a male child under 13 by penetration - Sexual Offences Act 2003 S.6
1715	Sexual assault on a male - Sexual Offences Act 2003 S.3
1716	Sexual assault of a male child under 13 - Sexual Offences Act 2003 S.7
1902	Sexual Offences Act 1956 Sec.7as amended by Mental Health Act 1959 Sec.127 Man having unlawful sexual intercourse with a woman who is a defective.
1903	Mental Health Act 1959 Sec.128 (1) (a) Male member of staff of hospital having unlawful sexual intercourse With a female patient.
1904	Mental Health Act 1959 Sec.128 (1) (b) Man having unlawful sexual intercourse with mentally disordered female patient in his care.
1907	Rape of a female aged under 16 - Sexual Offences Act 2003 S.1

1908	Rape of a female aged 16 or over - Sexual Offences Act 2003 S.1
1909	Rape of a male aged under 16 - Sexual Offences Act 2003 S.1
1910	Rape of a male aged 16 or over - Sexual Offences Act 2003 S.1
1911	Attempted rape of a female aged under 16 - Sexual Offences Act 2003 S.1
1912	Attempted rape of a female aged 16 or over - Sexual Offences Act 2003 S.1
1913	Attempted rape of a male aged under 16 - Sexual Offences Act 2003 S.1
1914	Attempted rape of a male aged 16 or over - Sexual Offences Act 2003 S.1
1916	Rape of a female child under 13 by a male - Sexual Offences Act 2003 S.5
1917	Rape of a male child under 13 by a male - Sexual Offences Act 2003 S.5
1918	Attempted rape of a female child under 13 by a male - Sexual Offences Act 2003 S.5
1919	Attempted rape of a male child under 13 by a male - Sexual Offences Act 2003 S.5
2001	Indecent assault of female under 16 Sexual Offences Act 1956 S.14 [Repealed May 2004, but still in use for offences committed prior to that date]
2002	Indecent assault of female 16 and over Sexual Offences Act 1956 S.14 [Repealed May 2004, but still in use for offences committed prior to that date]
2003	Assault on a female by penetration - Sexual Offences Act 2003 S.2
2004	Assault on a female child under 13 by penetration - Sexual Offences Act 2003 S.6
2005	Sexual assault on a female - Sexual Offences Act 2003 S.3
2006	Sexual assault on a female child under 13 - Sexual Offences Act 2003 S.7
2102	Causing or inciting a female child under 13 to engage in sexual activity - penetration - Sexual Offences Act 2003 S.8(1) and (2)
2103	Causing or inciting a female child under 13 to engage in sexual activity - no penetration - Sexual Offences Act 2003 S.8(1) and (3)
2104	Causing or inciting a male child under 13 to engage in sexual activity - penetration - Sexual Offences Act 2003 S.8(1) and (2)
2105	Causing or inciting a male child under 13 to engage in sexual activity - no penetration - Sexual Offences Act 2003 S.8(1) and (3)
2106	Sexual activity with a female child under 13 - offender aged 18 or over - penetration - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(ii) & (2)
2107	Sexual activity with a male child under 13 - offender aged 18 or over - penetration - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(ii) & (2)
2108	Causing or Inciting a female child under 13 to engage in sexual activity - offender aged 18 or over - penetration - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(ii) & (2)

2109	Causing or inciting a male child under 13 to engage in sexual activity offender aged 18 or over - penetration - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(ii) & (2)
2110	Engaging in sexual activity in the presence of a child under 13 (offender aged 18 or over) - Sexual Offences Act 2003 S.11 (1)(a),(b),(c)&(d)(ii) & (2)
2111	Causing a child under 13 to watch a sexual act(offender aged 18 or over) - Sexual Offences Act 2003 S.12 (1)(a),(b)&(c)(ii) & (2)
2112	Sexual activity with a female child under 13 - offender aged under 18 - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(ii) & (2) and S.13
2113	Sexual activity with a male child under 13 - offender aged under 18 - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(ii) & (2) and S.13
2114	Causing or inciting a female child under 13 to engage in sexual activity - offender under 18 - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(ii) & (2) and S.13
2115	Causing or inciting a male child under 13 to engage in sexual activity - offender under 18 - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(ii) & (2) and S.13
2116	Engaging in sexual activity in the presence of a child under 13 - offender under 18 - Sexual Offences Act 2003 S.11(1)(a), (b), (c) & (d)(ii) & (2) & S.13
2117	Causing a child under 13 to watch a sexual act - offender under 18 - Sexual Offences Act 2003 S.12(1)(a), (b), (c)(ii) & (2) & S.13
2118	Sexual activity with a female child under 13 - offender aged 18 or over – no penetration - Sexual Offences Act 2003 S.9(1)(a),(b),(c)(ii) & (3)
2119	Sexual activity with a male child under 13 - offender aged 18 or over – no penetration - Sexual Offences Act 2003 S.9(1)(a),(b),(c)(ii) & (3)
2120	Causing or inciting a female child under 13 to engage in sexual activity - offender aged 18 or over – no penetration - Sexual Offences Act 2003 S.10(1)(a),(b)&(c)(ii) & (3)
2121	Causing or inciting a male child under 13 to engage in sexual activity - offender aged 18 or over – no penetration - Sexual Offences Act 2003 S.10(1)(a),(b)&(c)(ii) & (3)
2122	Sexual activity with a female child under 13 - offender aged under 18 – no penetration - Sexual Offences Act 2003 S.9(1)(a),(b)&(c)(ii) & (3) & S.13
2123	Sexual activity with a male child under 13 - offender aged under 18 – no penetration - Sexual Offences Act 2003 S.9(1)(a),(b)&(c)(ii) & (3) & S.13
2124	Causing or inciting a female child under 13 to engage in sexual activity - offender aged under 18 – no penetration - Sexual Offences Act 2003 S.10(1)(a),(b)&(c)(ii) & (3) & S.13
2125	Causing or inciting a male child under 13 to engage in sexual activity - offender aged under 18 – no penetration - Sexual Offences Act 2003 S.10(1)(a),(b)&(c)(ii) & (3) & S.13

2200	Unlawful sexual intercourse with a girl under 16 Sexual Offences Act 1956 S.6 [Repealed May 2004, but still in use for offences committed prior to that date]
2202	Causing a female person to engage in sexual activity without consent - penetration - Sexual Offences Act 2003 S.4 (1)-(4)
2203	Causing a male person to engage in sexual activity without consent - penetration - Sexual Offences Act 2003 S.4 (1)-(4)
2204	Causing a female person to engage in sexual activity without consent - no penetration - Sexual Offences Act 2003 S.4 (1)-(3) & (5)
2205	Causing a male person to engage in sexual activity without consent - no penetration - Sexual Offences Act 2003 S.4 (1)-(3) & (5)
2206	Sexual activity with a female child under 16 (offender aged 18 or over) - penetration - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(i) & (2)
2207	Sexual activity with a male child under 16 (offender aged 18 or over) - penetration - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(i) & (2)
2208	Causing or inciting a female child under 16 to engage in sexual activity (offender aged 18 or over) - penetration - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(i) & (2)
2209	Causing or inciting a male child under 16 to engage in sexual activity (offender aged 18 or over) - penetration - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(i) & (2)
2210	Engaging in sexual activity in the presence of a child under 16 (offender aged 18 or over) - Sexual Offences Act 2003 S.11 (1)(a),(b)&(d)(i) & (2)
2211	Causing a child under 16 to watch a sexual act (offender aged 18 or over) - Sexual Offences Act 2003 S.12 (1)(a),(b)&(c)(i) & (2)
2218	Sexual activity with a female child under 16 - offender aged 18 or over – no penetration - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(i) & (3)
2219	Sexual activity with a male child under 16 - offender aged 18 or over – no penetration - Sexual Offences Act 2003 S.9 (1)(a),(b)&(c)(i) & (3)
2220	Causing or inciting a female child under 16 to engage in sexual activity (offender aged 18 or over) – no penetration - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(i) & (3)
2221	Causing or inciting a male child under 16 to engage in sexual activity (offender aged 18 or over) – no penetration - Sexual Offences Act 2003 S.10 (1)(a),(b)&(c)(i) & (3)
3701	Theft Act 1968 S.12A as added by the Aggravated Vehicle Taking Act 1992 S.1 - Aggravated taking where owing to the driving of the vehicle an accident occurs causing the death of any person
7001	Sexual activity with a male person with a mental disorder impeding choice - penetration - Sexual Offences Act 2003 S.30 (1)-(3)
7002	Sexual activity with a female person with a mental disorder impeding choice -

	penetration - Sexual Offences Act 2003 S.30 (1)-(3)
7003	Sexual activity with a male person with a mental disorder impeding choice - no penetration - Sexual Offences Act 2003 S.30 (1), (2) and (4)
7004	Sexual activity with a female person with a mental disorder impeding choice - no penetration - Sexual Offences Act 2003 S.30 (1), (2) and (4)
7005	Causing or inciting a male person with a mental disorder impeding choice to engage in sexual activity - penetration - Sexual Offences Act 2003 S.31 (1)-(3)
7006	Causing or inciting a female person with a mental disorder impeding choice to engage in sexual activity - penetration - Sexual Offences Act 2003 S.31 (1)-(3)
7007	Causing or inciting a male person with a mental disorder impeding choice to engage in sexual activity - no penetration - Sexual Offences Act 2003 S.31 (1), (2) & (4)
7008	Causing or inciting a female person with a mental disorder impeding choice to engage in sexual activity - no penetration - Sexual Offences Act 2003 S.31 (1), (2) & (4)
7009	Engaging in sexual activity in the presence of a person with a mental disorder impeding choice - Sexual Offences Act 2003 S.32
7010	Causing a person with a mental disorder impeding choice to watch a sexual act - Sexual Offences Act 2003 S.33
7011	Inducement, threat or deception to procure sexual activity with a person with a mental disorder - penetration - Sexual Offences Act 2003 S.34(1) and (2)
7012	Inducement, threat or deception to procure sexual activity with a person with a mental disorder - no penetration - Sexual Offences Act 2003 S.34(1) and (3)
7013	Causing a person with a mental disorder to engage in sexual activity by inducement, threat or deception - penetration - Sexual Offences Act 2003 S.35(1) and (2)
7014	Causing a person with a mental disorder to engage in sexual activity by inducement, threat or deception - no penetration - Sexual Offences Act 2003 S.35(1) and (3)
7015	Engaging in sexual activity in the presence, procured by inducement, threat or deception, of a person with a mental disorder - Sexual Offences Act 2003 S.36
7016	Causing a person with a mental disorder to watch a sexual act by inducement, threat or deception - Sexual Offences Act 2003 S.37
7017	Care workers: Sexual activity with a male person with a mental disorder - penetration - Sexual Offences Act 2003 S.38(1)-(3)
7018	Care workers: Sexual activity with a female person with a mental disorder - penetration - Sexual Offences Act 2003 S.38(1)-(3)
7019	Care workers: Sexual activity with a male person with a mental disorder - no penetration - Sexual Offences Act 2003 S.38(1), (2) and (4)

7020	Care workers: Sexual activity with a female person with a mental disorder - no penetration - Sexual Offences Act 2003 S.38(1), (2) and (4)
7021	Care workers: causing or inciting sexual activity (person with a mental disorder) - penetration - Sexual Offences Act 2003 S.39(1)-(3)
7022	Care workers: Causing or inciting sexual activity (person with a mental disorder) - no penetration - Sexual Offences Act 2003 S.39(1), (2) and (4)
7023	Care workers: sexual activity in the presence of a person with a mental disorder - Sexual Offences Act 2003 S.40
7024	Care workers: causing a person with a mental disorder impeding choice to watch a sexual act - Sexual Offences Act 2003 S.41
7101	Arranging or facilitating the commission of a child sex offence - Sexual Offences Act 2003 S.14
7102	Paying for sex with a female child under 13 - penetration - Sexual Offences Act 2003 S.47 (1)(a),(b)&(c)(ii),(2),(3)&(6)
7103	Paying for sex with a male child under 13 - penetration - Sexual Offences Act 2003 S.47 (1)(a),(b)&(c)(ii),(2),(3)&(6)
7104	Paying for sex with a female child under 16 - no penetration - Sexual Offences Act 2003 S.47 (1),(2)&(4)(b)
7105	Paying for sex with a male child under 16- no penetration - Sexual Offences Act 2003 S.47 (1),(2)&(4)(b)
7106	Paying for sex with a female child aged 16 or 17 - Sexual Offences Act 2003 S.47 (1)(a),(b)&(c)(i),(2)&(5)
7107	Paying for sex with a male child aged 16 or 17 - Sexual Offences Act 2003 S.47 (1)(a),(b)&(c)(i),(2)&(5)
7108	Causing or inciting child prostitution or pornography - child aged 13-17 - Sexual Offences Act 2003 S.48 (1)(a)&(b)(i)&(2)
7109	Controlling a child prostitute or a child involved in pornography - child aged 13-17 - Sexual Offences Act 2003 S.49 (1)(a)&(b)(i)&(2)
7110	Arranging or facilitating child prostitution or pornography - child aged 13-17 - Sexual Offences Act 2003 S.50 (1)(a)&(b)(i) & (2)
7111	Causing or inciting child prostitution or pornography - child under 13 - Sexual Offences Act 2003 S.48 (1)(a)&(b)(ii) & (2)
7112	Controlling a child prostitute or a child involved in pornography - child under 13 - Sexual Offences Act 2003 S.49 (1)(a)&(b)(ii) & (2)
7113	Arranging or facilitating child prostitution or pornography - child under 13 - Sexual Offences Act 2003 S.50 (1)(a)&(b)(ii) & (2)
7114	Paying for sex with a female child under 16 Sexual Offences Act 2003 S.47 (1)(a),(b)&(c)(ii),(2),(3)&(6)
7115	Paying for sex with a male child under 16 Sexual Offences Act 2003 S.47

	(1)(a),(b)&(c)(ii),(2),(3)&(6)
7201	Arranging or facilitating arrival of a person into the UK for sexual exploitation (trafficking) - Sexual Offences Act 2003 S.57
7202	Arranging or facilitating travel of a person within the UK for sexual exploitation (trafficking) - Sexual Offences Act 2003 S.58
7203	Arranging or facilitating departure of a person from the UK for sexual exploitation (trafficking) - Sexual Offences Act 2003 S.59
