

CARLISLE CITY COUNCIL

Report to:- **Council**

Date of Meeting:- 29 April 2003

Agenda Item No:-

16(c)

Public/Private*

Policy/Operational/Information

Delegated Yes/No

Accompanying Comments and Statements

Required

Included

Environmental Impact Statement:

Corporate Management Team Comments;

Financial Comments:

Legal Comments:

Personnel Comments:

Title:-

COMMUNITY SAFETY BEST VALUE REVIEW FINAL REPORT

Report of:-

Head of Economic and Community Development

Report reference:-

ECD 13/03

Summary:-

The Best Value Review of Community Safety was completed in November 2002 and was presented to members of the Community Overview and Scrutiny Committee on 9 January 2003 who were overseeing the review process. Overview and Scrutiny Management then checked the review against the original scope at their meeting on 30 January 2003. The Executive approved the report, recommendations and action plan on 3 March 2003

Recommendation:-

That members adopt the Best Value Review report and recommendations.

Contact Officer: Paul Musgrave

Ext: 7011

P Musgrave

Community Safety Co ordinator

07 April 2003

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

**EXCERPT FROM THE MINUTES OF
EXECUTIVE
HELD ON 3 MARCH 2003**

EX.038/03 **COMMUNITY SAFETY BEST VALUE REVIEW (Key Decision)**

Portfolio Community Activities

Subject Matter

To consider a report from the Head of Economic and Community Development (ECD.3/03) enclosing a copy of the Community Safety Best Value Review report and action plan which had been approved by the Community Overview and Scrutiny Committee on 9 January 2003 and approved as meeting its original scope by the Overview and Scrutiny Management Committee on 30 January 2003. The relevant Minutes of these meetings were submitted.

The following specific points had been made by the Overview and Scrutiny Management Committee:

- (a) all Officers and Members should recognise the importance of Section 17 of the Crime and Disorder Act and Officers should consider and refer to all crime and disorder implications in any Reports they write.
- (b) decisions on the provision of lighting should be made on the basis of targeting areas where crime and disorder rates are high.
- (c) the success of the Review in terms of impact on people's lives and real improvements "on the ground" should be monitored as part of the monitoring of the Action Plan.

Summary of options rejected

None

DECISION

- 1. That the Community Safety Best Value Review document be recommended to the City Council for approval.
- 2. That the views of the Overview and Scrutiny Management Committee be noted.

Reasons for Decision

The Community Safety Best Value Review document was accepted by the Executive and referred to the City Council for formal approval.

**EXCERPT FROM THE MINUTES OF
OVERVIEW & SCRUTINY MANAGEMENT COMMITTEE
HELD ON 30 JANUARY 2003**

OSM.08/03 COMMUNITY SAFETY BEST VALUE REVIEW

The Community Safety Co-ordinator attended the meeting and presented the Community Safety Best Value Review final report.

The Best Value Review had originally been scoped in August 2001 and the priorities for the Review as defined in that scoping exercise were set out within the final Report.

The Community Overview and Scrutiny Committee on 9 January 2003 (Minute reference COS.08/03) had resolved that the draft report and draft action plan be forwarded to this Committee for onward transmission to the Executive and Council subject to this Committee's agreement.

The Community Safety Co-ordinator then explained how the Review had addressed the priorities and issues which had been identified as part of the original scoping exercise. He explained how the Review recommendations addressed these issues and he highlighted the parts of the Action Plan which would take forward these recommendations.

Members discussed the final report and recognised that it had addressed the issues raised in the original scoping exercise. During discussion, Members placed particular importance on the corporate responsibility of all Officers with regard to Section 17 of the Crime and Disorder Act 1998. Officers when writing reports should always give full consideration to Crime and Disorder implications and refer to them in the report.

Members also stressed that although the Review had been a valuable piece of work, it would be important to monitor the Action Plan and check that things on the ground had changed as a result of the Review. In particular, they felt that it was important to emphasise that decisions on the provision of lighting should be made on the basis of targeting areas where crime and disorder rates are high.

RESOLVED – That the Community Safety Best Value Review be recommended to the Executive for onward transmission to the City Council, with the following points being stressed:

- (a) All Officers and Members should recognise the importance of Section 17 of the Crime and Disorder Act and Officers should consider and refer to all crime and disorder implications in any Reports they write.

(b) Decisions on the provision of lighting should be made on the basis of targeting areas where crime and disorder rates are high.

(c) The success of the Review in terms of impact on people's lives and real improvements "on the ground" should be monitored as part of the monitoring of the Action Plan.

**EXCERPT FROM THE MINUTES OF
THE COMMUNITY OVERVIEW AND SCRUTINY COMMITTEE
HELD ON 9 JANUARY 2003**

COS.8/03 COMMUNITY SAFETY BEST VALUE REVIEW

The Community Safety Co-ordinator presented report ECD.02/03 enclosing a draft report prepared by Nacro Crime and Social Policy, a firm of consultants commissioned to assist the City Council in the development and completion of its Best Value Review of Community Safety, together with a draft Action Plan.

The report detailed the work undertaken to date on the Best Value Review which had been based upon the four 'Cs' of best value - challenge, compare, consult and compete.

The Community Safety Co-ordinator outlined the content of the Consultant's report and the recommendations contained therein, which related closely to the scope of the Review.

The overall assessment was that Carlisle City Council provided a good service that would develop and improve in the short-term provided those recommendations were fully implemented. Some progress had been made during the process of conducting the Review in that there was now a joint CDRP with Eden District Council and some of the issues exposed during the Review process had been identified within the Carlisle and Eden Crime and Disorder Reduction Strategy.

Partnerships should develop a strategy for communicating with local people, paying particular attention to those living in areas of greatest need and/or who were most vulnerable, to ensure they could make people aware of attempts to reduce anti-social behaviour, including progress and successes.

The Council was working well with other partners to reduce crime with some worthwhile initiatives and crime levels were falling in line with national trends. However, the Council was not joining up the work of its internal services sufficiently to deliver on corporate or local strategy aims in reducing crime.

Throughout the consultation process it was apparent that anti-social behaviour was the primary concern of those who were consulted. The success of Carlisle and Eden's joint Crime and Disorder Strategy may depend on the partnerships' ability to effectively tackle that issue and be seen to be doing so. A clear definition of anti-social behaviour needed to be developed and communicated, agencies needed to be clear what it did and did not constitute.

The Review supported the intention to appoint a dedicated Anti-Social Behaviour Co-ordinator as indicated within Carlisle and Eden's Crime and Disorder Strategy and

the decision to incorporate community intelligence into the decision making process. The newly appointed co-ordinator, in a dedicated role, would be in a position to devise a Strategy to ensure that aim was developed and actively applied.

The City Council had made a number of service specific improvements, including conducting a consultation process with residents to engage them in Community Safety issues. However, internal consultation with service departments proved difficult and raised the question of how high profile the issue of community safety actually was across the organisation.

The Review recognised the level of expertise that existed within the City Council and sought to use and build upon it during the course of the Review. The Review must also take into account the views of service users and the resulting recommendations sought to balance organisational aims and objectives with operational needs and requirements. By progressing the recommendations of the report there would be a more efficient and effective Community Safety function over time.

The Community Safety Co-ordinator then introduced Sergeant Andy Baines who worked in the Best Value Office and was a member of the Best Value Review Team.

In considering the matter, Members raised the following issues to which the Community Safety Co-ordinator and Sergeant Baines responded:

The Consultant's report is difficult to follow and includes a great deal of repetition.

That was acknowledged.

At Recommendation 6 it states that "Elected Members must challenge any cursory reference to community safety within future committee reports to assist the mainstreaming of community safety into corporate business." The reality was that all Departments need to look at that on a day to day and strategic basis also.

6.1 Action raised the issue of training. What would that entail?

Training would not necessarily be a major issue, but rather a change in the way of thinking. Work was being done on a continuous County wide training programme. It should be noted, however, that the scope to undertake training for all staff depended upon the level of funding which could be obtained during the financial year 2003-04.

Concern existed around the labelling of areas as hotspots which may stigmatise them and worsen their prospects. The effectiveness of the Hotspots Task Group was also an issue.

"Hotspots" was an overused phrase. The challenge for the Review had been to implement a structure which made reference to hotspots and worked to reduce offences in these locations without tightly defining them.

Hotspots were now looked at on a six monthly basis and based on selecting the top one or two locations according to Police incident data. Currock and Upperby were the first areas selected for priority under the Review.

Who will feed in data as regards Drugs and Alcohol for the rest of the County?

The Council was not solely responsible for drugs and alcohol on estates. It was part of the Crime and Disorder Reduction Partnership which was reviewing how these issues were tackled and the manner by which data was collected. A lot of good data was available via the Website.

Members then expressed their appreciation of the considerable amount of work undertaken by the Community Safety Co-ordinator and Sergeant Baines, and looked forward to monitoring the Action Plan in due course.

Sergeant Baines added that people acknowledged that the Community Safety Co-ordinator and himself worked together and the City Council's commitment to Community Safety was recognised regionally as good practice.

RESOLVED - That the draft report and draft Action Plan on the Community Safety Best Value Review be forwarded to the Overview and Scrutiny Management Committee, for onward transmission to the Executive and Council subject to that Committee's agreement.

Appendix 1

BEST VALUE REVIEW COMMUNITY SAFETY

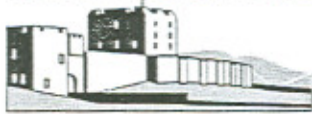
Draft report for
Carlisle City Council



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PORTFOLIO AREA: COMMUNITY ACTIVITIES

3rd March 2003

Date of Meeting:

Public

Key Decision: Yes

Recorded in Forward Plan: Yes

Inside Policy Framework

Title: COMMUNITY SAFETY BEST VALUE REVIEW
Report of: Head of Economic and Community Development
Report reference: ECD 03/03

Summary:

The Community Safety Best Value report and action plan has been approved by Community Overview and Scrutiny Committee on 9 January 2003 and was approved as meeting its original scope by the Overview and Scrutiny Management Committee on 30 January 2003.

Recommendations:

That the executive approves the actions contained within the action plan

That the executive ensures that recommendations 5 and 6 within the report are taken forward as corporate priorities

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Appendix 1

BEST VALUE REVIEW COMMUNITY SAFETY

Draft report for
Carlisle City Council



PROMOTING BUSINESS EXCELLENCE
KEY MEMBER

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BEST VALUE REVIEW – COMMUNITY SAFETY CARLISLE CITY COUNCIL

EXECUTIVE SUMMARY

INTRODUCTION AND OVERVIEW

BEST VALUE

Best value is central to the Government's agenda to modernise public services. Themes of the Government's agenda for modern local Government include ensuring that public services are responsive to the needs of the community and not the convenience of service providers. This is to ensure public services are efficient and are of a high quality and policymaking is more joined-up, strategic, and forward-looking and not simply reactive to short-term pressures.

Best value authorities, which include local councils, police authorities, the fire service and county and district councils, 'must make arrangements to secure continuous improvement in the way in which they exercise their functions, having regard to a combination of economy, efficiency and effectiveness'¹

Equality, sustainability, health and e-Government agendas are also essential components of best value and in order to deliver continuous improvement, all best value authorities must review each of their functions at least once every five years.

The primary purpose of a best value review is to deliver credible recommendations and action plans that will be implemented and, most crucially, will result in sustainable, significant improvements in the area reviewed. Every Best Value Review should make a difference and should result in change that will lead to improvements in outcomes.

The legal requirements for best value reviews have been summarised as the 4Cs: Challenge, Compare, Consult, Compete.

COMMUNITY SAFETY

Community Safety is an issue of major public concern. It affects most peoples lives in some way – from poorly lit streets or threatening neighbours through to being a victim of crime or living in fear of crime. It is central to the quality of life and can make the difference between people wanting to live, work and stay in an area or not. Crime and the fear of crime has been the number one concern of citizens in Carlisle for the last three years.

¹ [Local Government Act 1999]

THE REVIEW

Purpose and Process

In discharging the requirements of this Best value Review, a methodology, referred to as the "4 Cs" has been applied and full details are contained in the body of the report. The four 'Cs' of best value, challenge, compare, consult and compete are not a linear process. They all overlap and each 'C' may be visited a number of times during the course of the review.

The review commenced in August 2001. The scoping for the review was carried out by one group and the review itself by another and areas were identified through a verbal update and a draft strategy. The review Team consists of:

City Council, Community Safety Officer
City Council, Head of Design
City Council, Tenancy Services
City Council, Head of Community Support
Local Area Command Police Sergeant
County Council Community Safety Officer.

In November 2001, City Council produced a report that analysed a best practice checklist. (Appendix 2) The Best Value review was timetabled for completion by April 2002. Unfortunately this timetable clashed with the Crime and Disorder Audit and Strategy Development process and a lot of consultative work conducted as a result of that has been drawn upon for the purpose of the review. Carlisle City Council has a commitment to deliver this particular review and elected members have been involved in the challenge and compete elements of the process to ensure member involvement and it's conclusion.

The original scope of the review (detailed below) directed much of the consultative work. The comparison element of the review was drawn up in conjunction with the other five Cumbrian local authorities also carrying out best value reviews in community safety.

The members scoping session, held in August 2001, defined the scope of the review as:

- Investigating ways to further reduce crime and the fear of crime
- Increasing focus on disorder and anti-social behaviour
- Addressing new legislation relating to community safety such as community punishment and curfew orders
- Testing current 'hotspots' to measure whether we've achieved our objectives for them and also whether the geographical areas they cover are still the right ones
- Developing Section 17
- Improving Member involvement in Community Safety issues and developing clear procedures for all departments and members on how to deal with Community Safety issues.
- Assessing other hotspots in Carlisle that do not relate to crime and disorder but are still community safety issues, areas of poor lighting for example.
- Investigating reasons for the reluctance of some partners to participate fully.

Progress had been halted due to work being undertaken on preparing and publishing the Crime and Disorder Audit and Strategy to the statutory deadlines and the lack of City Council resources dedicated to this specific review. Nacro were engaged to assist Carlisle City Council to develop and complete its Community Safety Best Value Review.

PROFILE OF CARLISLE CITY COUNCIL

Carlisle covers an area of 389 square miles and has a population of some 102,000. Of this, 70% live within the urban center of Carlisle and 23% within a 10-mile radius in commuter villages around the center, and in the small towns of Brampton, Longtown and Dalston. The remaining 7% of the population live in the sparsely populated rural area to the north and east of the city.

In the last three years crime in Carlisle has gone down by 2.44%. Burglary has been reduced and there has been a reduction in vehicle crime of 13%. Carlisle has experienced a 16.9% increase in violent crime during the first three years of the Carlisle and Eden Crime and Disorder Reduction Strategy, with most violent crime being experienced in the city centre. Recorded racist incidents rose by 82% and data suggests that domestic violence accounts for over 16% of recorded assaults in Carlisle and Eden collectively. Criminal Damage accounts for one quarter of all recorded crime in Carlisle, which is a noticeable increase over the last three years.

£1.25 million has been spent on Community Safety Projects and £670,000 has been secured from the Home Office for Community Safety in the form of CCTV, Communities Against Drugs, Reducing Burglary Initiative, Partnership Development, and Improved Data analysis.

THE PARTNERSHIP AND STRATEGY PROCESS

Local Strategic Partnerships bring together, at a local level, different parts of the public, private, community and voluntary sectors, so that various initiatives and services support each other and work together. The Carlisle and Eden Local Strategic Partnership (LSP) was established in May 2001 and has an independent chair from the voluntary sector. Its initial remit was to co-ordinate a Foot and Mouth regeneration plan for the area. This built upon work that was already on going across both districts such as co-operation on community safety, economic development, tourism and the East Cumbria Countryside Project.

Although the initial membership of the partnership reflected the focus on economic regeneration, this has now been broadened and expanded to include all sectors in the locality, so that it fully reflects the national definition of a Local Strategic Partnership. The Carlisle and Eden LSP now includes members from the public sector, community action groups, voluntary sector, local entrepreneurs, tourism operators, and has the support of regional organisations such as North West Development Agency and Government Office for the North West.

Tackling key issues for local people such as crime, health, education and housing requires a range of local organisations working together. Early links have already been established with local groups, who are addressing some of these issues, to look at ways to determine a joint approach for the future.

The Partnership recognises the importance of the Learning, Education and Skills agenda, Affordable Housing provision, Health and the Arts as integral to sustaining

communities and encouraging new employment opportunities. As the Partnership continues to develop and progress partners are encouraged to debate these issues and determine how real and lasting improvements to local services will improve the quality of life for the people of Carlisle and Eden.

Since the establishment of the partnership a considerable amount has been achieved. The Theme Groups have developed a package of potential projects that the LSP is looking to secure funding for in the coming years. This package shows the co-ordinated response to the problems of Foot and Mouth Disease as well as a longer-term view towards building a new North Cumbria.

As well as meeting the objectives of the LSP, the projects link into the North West Development Agency's Regional Rural Recovery Plan for the North West and the Rural Action Zone for Cumbria. Indications are that in future, many funding streams from central and regional agencies will only be accessible via the Local Strategic Partnership for an area. It is therefore critical that the LSP membership is broadened to include the elements of a full LSP in accordance with the DTLR guidance and this is currently being addressed.

The Carlisle and Eden Crime and Disorder Partnership is key to achieving maximum impact on Crime Reduction. Information is key to the whole process and forms the basis of the themes within the Crime and Disorder Strategy. These themes of problem areas are addressed at the leadership group, which provides strategic direction to the Management Group. The Management Group then engage specific agencies and organisations, which have an expertise in a relevant area to problem solve. They will then consult and provide the leadership group with actions and targets to reduce crime.

In response to the findings of the recent Crime and Disorder Audits, Carlisle and Eden's joint Crime and Disorder Reduction Strategy identified three strategic priorities each of which has further sub-priorities;

- ❖ **Quality of Life** - Fear of crime, anti social behaviour and criminal damage
- ❖ **Violent Crime** - Including drug & alcohol related violence and domestic violence
- ❖ **Prolific Offending Behaviour** – Perpetrators and 'hotspots'

Effective problem solving involves other agencies and a partnership approach is the key factor in tackling crime and delivering Community Safety. The Crime and Disorder Reduction Partnership, at a local level, has worked on delivering and developing the agenda. The focus until recently has been on interagency working, whereas mobilising the wider community, as part of the solution, is also required.

FINANCE/COST OF COMMUNITY SAFETY

In the last three years a core budget has been earmarked for Community Safety Initiatives in Carlisle. This has grown each year and in 2001/2002 amounted to £90,000 with contributions from Carlisle and Eden local authorities and Cumbria Constabulary. In addition to the core budget the Crime and Disorder Reduction Partnership is responsible for Communities Against Drugs fund. This is a three-year Home Office funded project expiring in March 2004. This budget totals a minimum of £90,700 each year. Expenditure on this budget must be approved by the CDRP and must be targeted against the following three CAD objectives;

- Disruption of local drug markets
- Tackling drug related crime and disorder
- Strengthening the ability of communities to resist drugs and at together against drug misuse

Add to this the funding of £50,861 under the Home Office Safer Communities Initiative and the Partnership Development Fund allocation of £20,000, it is clear the CDRP has access to significant funding. Currently there are programmed initiatives relevant to the CAD fund, and long term projects relevant to the Crime and Disorder Strategy themes, such as repeat victimisation projects.

CHALLENGE

Gathering community intelligence to identify issues, analysing causes of problems, and setting evaluation mechanisms to ensure sustainable performance/results, is considered, to be a way to deliver a locally controlled, accountable, high quality, value for money service to the community.

Other 'Hotspots' Not Relating To Crime And Disorder.

There are many wider community safety issues such as poor lighting, fencing, home security and road safety. Carlisle City Council as a member of the CDRP has adopted the following definition of Community Safety:

"Community safety is defined as promoting the concept of community based action to inhibit and remedy the causes and consequences of criminal, intimidatory and other related anti-social behaviour. Its purpose is to secure sustainable reductions in crime and the fear of crime in local communities. Its approach is based on the formulation of multi-agency partnerships between the public, private and voluntary sectors to formulate and introduce community based measures against crime."

The CDRP agreed that road safety would not be considered in future strategies as this is solely a County Council function.

The review found that the CDRP linked in well with public lighting programmes and the CDRP via the Police Community Safety Unit has major input into where additional lighting is installed. Other issues are looked at on their own merit but there may also be Section 17 issues e.g. where a local authority owns property, which attracts criminal behaviour, the rule of section may be made to apply.

However, the CDRP has been involved in the funding of many wider community safety schemes such as fencing and security measures to vulnerable properties and

residents. Problem solving exercises throughout the life of the 2002-05 strategy are likely to lead to more funding of this type of scheme as the community will be involved in setting priorities. Problem solving will take place on crime hotspots and fear of crime, both of which will look wider than crime and disorder.

Community Punishment and Curfew Orders

The city council and the Crime and Disorder Reduction Partnership has not worked in a structured way with agencies such as Probation and Youth Offending Team (YOT) in the last three years however more recently there has been signs of progress with both agencies. As new legislation comes into force the partnership are ensuring that this is added into any potential response as part of the problem solving process.

The YOT has a permanently seconded Police officer working full time and there is now evidence of a co-ordinated partnership approach in a long-term ongoing initiative entitled Operation GRIP (Gradual Intervention Programme), a police operation involving young offenders. There is also one officer dedicated to this operation within the North Cumbria Community Safety Unit.

In terms of having an influence on the outcome of court proceedings, this is one area where the partnership cannot become involved for reasons of court independence and impartiality.

Community Punishment Orders

Community Punishment Orders can be made for any offence punishable by imprisonment. The order must be between 40 and 240 hours in length and will restrict liberty and enable the offender, through positive, demanding, unpaid work, performed in their own free time, make reparation to the community. Work is within supervised groups or offenders are individually placed, depending on the degree of risk to the public. Work is supervised by the Community Service Unit and is available every day.

The range of work is very extensive, with some being of a practical nature such as painting, gardening and environmental- Work may also be directly with the elderly, handicapped, and other disadvantaged groups. Placements must be available to meet the needs of specific individuals, such as those related to their gender, race, ethnicity or ability to work, and any particular placement needs such as health, skills, and cultural or religious considerations. They must not replace work that would normally be done by paid employees and they must occupy offenders fully and be physically, emotionally and/or mentally demanding.

There is a need for the CDRP to make use of the Community Punishment Scheme. Although there is evidence of several projects in the preceding three years there was no formal process for the work and it was largely carried out on an ad-hoc basis. The

partnership has now established a formal protocol for referring work and has already instigated several projects. This initiative is now being promoted by Police community beat managers.

Curfew Orders

Youth offences are increasing and there is a profoundly ineffective system for dealing with them. Under Government proposals, the police and social workers will enforce curfew orders and jointly return a child home. Proposals for child protection orders are a form of early warning system and it's one way of addressing anti-social behaviour and ensuring that communities get some peace and quiet late in the evenings.

Recommendation 3

It is recommended that Carlisle City Council explore fully the use of the Community Punishment Scheme and curfew orders which can then be linked to the findings of the problem solving exercise on Prolific Offenders and Crime Hotspots, making the most of the Court system as a useful source of information on offender profiling.

COMPARE

Comparison proved to be difficult as Carlisle City Council is in the unique situation of working jointly with another authority (Eden) on Crime and Disorder. This is the only example of joint partnership working to this extent in England and Wales and may be used by the Regional Crime Reduction Team as a pilot for other similar joint ventures in the North West.

The comparison exercise found that Carlisle compares well in the areas of Co-terminosity with Police divisions, which is seen as a key success factor for partnerships.

Carlisle City Council also compared well with other authorities, particularly in using problem solving to deliver the strategy, regularly reporting crime patterns and trends, use of technology to map crime data, involving the private sector in crime reduction schemes, funding of partnership activity and involving the community in priority setting.

Carlisle compares poorly in the areas of raising partnership awareness, actively increasing public confidence, engaging with inactive partners developing partnership activity and planning for partnership development.

CONSULT

Effective consultation is central to 'Best Value', both in the reviewing of existing performance and in the setting of performance targets for the future.² Consultation has been an on-going process throughout this review and has included how satisfied and dissatisfied users of the service or function are [and why].

² DETR, Guidance on Enhancing Public Participation in Local Government

The service users as well as providers have been given an opportunity to comment by way of questionnaires. Full details of the consultation exercise are contained within the main report. The key external beneficiaries of Community Safety are the wider community and partner agencies.

Reducing Crime and the Fear of Crime

The citizens panel survey found that although crime had actually reduced over the last three years, 75% of respondents felt it had stayed the same or risen and only 15.34% had been victims of crime.

The focus groups with youths and with members of the Hotspots group also found that fear of crime was a major issue and that the community as a whole had a part to play in providing information. All parts of the consultation revealed that there was very limited knowledge of the Crime and Disorder Reduction Partnership.

The community was engaged via the hotspots focus group but this was seen as ineffective and unrepresentative of the wider community. An alternative method of engaging the community was needed.

Anti-Social Behaviour

Anti-social behaviour is a priority for most of those consulted but it is clear that it needs to be defined in order for it to be addressed specifically. The issues highlighted as of major concern were: young people hanging around, 'joyriders' and dangerous drivers, vandalism, graffiti, criminal damage and rubbish and litter lying around. All of these can be linked directly or indirectly to anti-social behaviour depending on how it is defined. The youth focus group found that lack of youth provision was a major factor in youth offending and NACRO facilitated focus groups revealed anti-social behaviour, in a variety of forms, was the primary concern of the groups they worked with.

Crime and Disorder Hotspots

Hotspots under the 1999-2002 strategy were clearly defined geographically and a dedicated task group monitored activity. The group comprised a wide range of community safety practitioners together with residents from crime hotspot areas.

The review revealed that there were no real outputs in the last two years of the strategy and the hotspots task group was largely seen to be poorly performing and not contributing to reducing crime.

Feedback from the group suggested that hotspots should not be defined geographically for long periods of time as outside factors can affect whether or not crime remains a problem in an area. Labelling areas as hotspots can also stigmatise the area and worsen its prospects.

There are also other task groups which look specifically at drugs issues, vehicle crime, burglary, disorder and shop theft so many of the issues which were factors in creating hotspots are already being tackled in another forum which may have contributed to the group's loss of focus.

It is clear that the group is useful as a means of keeping members of the community informed on progress relating to crime reduction but needs to be delivered in a different format, which would include people from all parts of the community and not

just address hotspots. Advances in technology within Police headquarters have now enabled audit data to be refreshed every three months. This means that the partnership will always be working with relevant up to date data and that hotspots can be redefined more regularly.

Partner Reluctance

The review found that on average 35 to 40 people were attending meetings of the CDRP Strategic Group. Consultation with these partners pointed to areas for improvement such as reducing the frequency of meetings, narrowing the focus of the group, involving the community at a different level and restructuring the partnership including the task group structure.

Key agencies that were thought to be under-represented included: Social Services, Education and Health. It was also difficult to obtain audit data from these agencies to enable a more comprehensive understanding of the current crime picture and it was discovered that many agencies were attending up to four community safety meetings per month. Joint working with Eden will alleviate that problem.

Finance of the partnership had also been identified as a barrier as the partnership had not decided on how funds were to be allocated in each of the two districts.

COMPETE

The 1999 Act does not require authorities to subject their functions to competition but fair and open competition will most often be the best way of demonstrating that a function is being that services should not be delivered directly if other more efficient and effective means are available. Retaining work in-house will therefore only be justified where the authority can show it's competitive with the best alternative.

The Community Safety Service under review encompasses three elements:

1. The work of Carlisle City Council within the Community Safety Partnership
2. The liaison between the partnership and the authority and the administration in driving forward the strategy within the authority.
3. The work of the council and it's various services in individual crime reduction initiatives and the day-to-day work of the council in a range of areas where improving safety is a consideration in the process.

Section 17

Section 17 of the Crime and Disorder Act 1998 states: *'it shall be the duty of each authority ... to exercise its various functions with due regard to the likely effect of those functions on, and the need to do all it reasonably can to prevent, crime and disorder in its area'*

The review found that there was very little evidence of non-compliance with the terms of Section 17 apart from two isolated incidents where the relevant departments were referred to Section 17 and work was carried out as a result. This may, however, suggest that work in some departments is carried out without prior acknowledgement of Section 17 and remedied after the event.

There is much evidence of Section 17 compliance for example CCTV monitors in Car Parks now provide direct links to Police control rooms and a protocol now exists for sharing images. 'Designing out Crime' guidance is referred to in any planning and

links in with Police Architectural Liaison Officers from the outset of applications. Housing also maintain regular formal meetings with the Police with a protocol for data sharing, introductory tenancies, and tenancy enforcement.

In addition to the above, and as a direct result of this review, all reports to the Executive are now required to indicate any potential impact on community safety and crime and disorder reduction is also linked in to the City Council corporate plan.

Carlisle City Council is represented at county level on the Community Safety Practitioners Group. This group has agreed to fund a programme of training, which includes Section 17 and is targeted at elected members and officers within the authorities who are not linked to community safety on a day-to-day basis. The first event has taken place and future training events are planned.

Member involvement in Community Safety issues and Mainstreaming of Community Safety

Interface with members at ward level occurs when initiatives are implemented however Members are key to successful delivery of initiatives and should be consulted from the outset. Due to the large number of agencies involved in the investigation of community safety initiatives (e.g. community beat officers, community engagement officer and other non-local authority staff) there is a perception that members may be disengaged from the process and as a result initiatives potentially suffer from a lack of valuable local input.

Political restructuring in 2001 established a portfolio for community activities (including community safety). Members are kept informed through regular reports on progress and one member has now been allocated special responsibility for community safety. This involves attending CDRP strategic group meetings and being in a position to influence activity.

Restructuring of the CDRP in April 2002 looked at how this role could be placed into the new partnership and within the scope of this review it was decided that the strategic group become more closely focused and contained elected members with community safety portfolios from both Carlisle and Eden Districts. This would give the direct link to community safety activity and the elected member would be in a position to report activity to executive and full council. The community safety co-ordinator continues to provide regular updates on all other activity such as problem solving exercises, training events and additional funding opportunities.

CONCLUSION

As with all strategic change much of the work around Community Safety will not show immediate results and a long-term approach is needed. This review of Community Safety is mainly an attempt to improve the service for local people and refine and develop the vision of Community Safety for Carlisle City Council. The overall impact will be a more co-ordinated and a prioritised approach to Community Safety and if best practice is adopted across the organisation this will build upon already improved working relationships with outside agencies and take partnership working to another level.

The overall assessment is that Carlisle City Council provides a service that will develop and improve in the short term if the recommendations contained in this review are fully implemented. Some progress has been made during the process of conducting this review in that there is now a joint CDRP with Eden District Council

and some of the issues exposed during the review process have been identified within the Carlisle and Eden Crime and Disorder Reduction Strategy.

It has long been acknowledged that fear of crime and perceptions of risk can have significant emotional and behavioural impacts upon individuals and communities. Surveys show there is a mismatch between concern about crime and the reality of crime records. The potential now exists to integrate core strategies providing local solutions to local problems, which is essential to the achievement of sustainable, long-term crime reduction.

Throughout the consultation process it was apparent that anti-social behaviour was the primary concern. A priority of the Carlisle and Eden Crime and Disorder Partnership is to tackle anti-social behaviour and reduce crime, ensuring that the solutions identified with partners will make a lasting difference to communities. In order to last they have to be mainstreamed: actively taken on by all agencies concerned with providing continuing services - such as health, education, and the police - and not just part of a temporary crime reduction programme. The success of Carlisle and Eden's joint Crime and Disorder Strategy may depend on the partnerships' ability to effectively tackle anti-social behaviour and to be seen to be addressing it. The CDRP should develop a strategy for communicating with local people, and raise awareness of any attempts to reduce anti-social behaviour, including progress and successes.

Historically the city council and the CDRP has not worked in a structured way with agencies such as Probation and the Youth Offending Team (YOT) however more recently there has been signs of progress with both agencies. There is a need for the CDRP to make use of the Community Punishment Scheme and Curfew Orders however in terms of having an influence on the outcome of court proceedings, the partnership cannot become involved for reasons of court independence and impartiality. The partnership has now established a formal protocol for referring work and, as new legislation is enforced, is ensuring that this is added into any potential response as part of the problem solving process.

The geographically defined crime hotspots, under the previous crime and disorder strategy were discovered to have not been satisfactorily addressed due to the inadequate performance of the Hotspot task group who were given the remit to monitor activity in those designated areas. Crime Hotspots are now featured under the theme of Prolific Offending Behaviour in the Crime and Disorder Reduction Strategy 2002-05 and in applying the problem solving model to areas of above average crime (based on the updated information) it is anticipated that the resulting action plans specific to burglary, vehicle crime and fraud/forgery will go some way to addressing crime levels.

The council is working well with other partners to reduce crime with some worthwhile initiatives and crime levels are falling in line with national trends. However the Council is not joining up the work of its internal services sufficiently to deliver on corporate or local strategy aims in reducing crime.

Having a lead portfolio member contributes to the mainstreaming of community safety into decision-making. However there were some examples of where other objectives had a higher priority than community safety considerations. Whilst the CDRP link in well with public lighting programmes and has major input into where additional lighting is installed, of the many wider community safety issues such as poor lighting, fencing and home security, there may be Section 17 implications which need to be assessed where the rule of section may be made to apply.

Developing an improved level of service relies on the involvement of all key agencies and by working in partnership many problems can be overcome and greater efficiency and results achieved. To facilitate greater understanding and better working relationships Carlisle City Council must actively promote and involve those partners that have been historically reluctant to participate in the problem solving process.

The review recognises the level of expertise that exists within Carlisle City Council and has sought to use that expertise and build upon it during the course of the review. The review must also take into account the views of service users and the resulting recommendations have sought to balance organisational aims and objectives with operational needs and requirements. By progressing the recommendations of the report there will be a more efficient and effective Community Safety function over time.

RECOMMENDATIONS

1. *It is recommended that Carlisle City Council in conjunction with the CDRP apply the problem-solving model to the issue of Fear of Crime, examining how the authority works to reduce the fear of crime, how the authority works with other agencies and what activity other agencies are involved in to reduce fear of crime. Funding sources will also need to be examined and it is recommended that the City Council develop a positive Communications Strategy that facilitates and takes account of local views and ensures that they are aware of the progress of the CDRP Crime and Disorder Strategy in order to impact on the issue of fear of crime.*
2. *It is recommended that Carlisle City Council develop a clear definition of anti-social behaviour, which reflects citizens concerns, and make a unambiguous public commitment to Community Safety. This will need to be developed and communicated, as all agencies need to be clear what does and does not constitute anti-social behaviour.*
3. *It is recommended that Carlisle City Council explore fully the use of the Community Punishment Scheme and curfew orders which can then be linked to the findings of the problem solving exercise on Prolific Offenders and Crime Hotspots, making the most of the Court system as a useful source of information on offender profiling.*
4. *It is recommended that Carlisle City Council disband the task group dedicated to geographic 'hotspots' and apply the problem solving model to areas with above average crime, involving the relevant communities at every stage of the process and ensuring all new approaches to community safety have clear objectives and are monitored and evaluated.*
5. *It is recommended that Carlisle City Council consider the three level approach of corporate, service area and committee to ensure acknowledgment and understanding of the requirements of Section 17. Training and raising awareness of the implications of Section 17 needs to be conducted with operational staff and more local authority personnel should be included in the County wide training programme.*
6. *It is recommended that Carlisle City Council develop a clear procedure for all departments and members on how to deal with community safety issues, clarifying and securing shared corporate goals and targets for Community Safety and therefore make crime and disorder issues real for service departments by integrating community safety objectives either from local community strategies or county wide actions into service planning, ensuring these are communicated to frontline staff in a way which is relevant to their job. Elected members must challenge any cursory reference to community safety within future committee reports to assist the mainstreaming of community safety into corporate business.*
7. *It is recommended that Carlisle City Council carry out problem solving exercises throughout the implementation and development of the 2002-05 strategy around the wider issues of community safety involving the community in setting priorities.*
8. *It is recommended that Carlisle City Council establishes a basis for the exchange of depersonalised information, with partner agencies that have proved difficult to engage, and actively promote and involve Education, Social Services and Health in the problem solving process.*

THE REVIEW

BACKGROUND

PROBLEM SOLVING

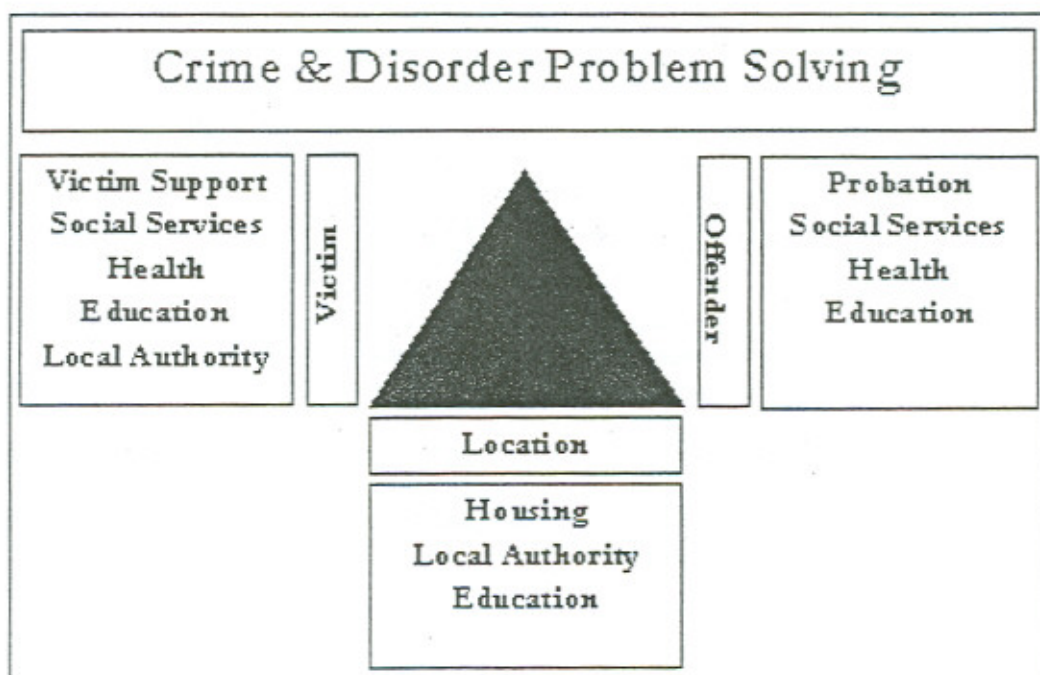
The CDRP has now adopted "Problem Solving", a tried and tested method in crime reduction and examining the causes of crime, and is committed to utilising the problem solving approach for the implementation of the Crime and Disorder Reduction Strategy 2002-05, acknowledging the fact that to progress the strategy requires a structured approach to the implementation and evaluation of projects.

Problem solving is an integral component of the philosophy of community safety. The problem-solving approach is a methodical process for reducing the impact of crime and disorder problems in a community. The problem-solving model to be used is the SARA model (Scanning, Analysis, Response, Assessment). This four-step process is implemented in partnership with the community.

Any attempts at problem solving will need to clarify the objectives and provide ideas on how to meet objectives. There is a need to adopt and adapt tried-and-tested tactics but also experiment with new ones. The key thing is to 'keep the end in mind' and focus on improving the outcomes for the benefit of the community. Problem solving initiatives are a means to an end, not an end in itself. There is a requirement for a policy and process framework to ensure community safety initiatives reflect corporate approaches to crime reduction, meet legal and audit requirements, and are consistent with other reduction tactics.

It's also about narrowing down options and making decisions starting 'wide' - identifying all the relevant issues and all possible options to address the problem and then focusing more and more on the 'key' issues, and the most realistic options, which will deliver the greatest improvements.

Reasons for choosing one option over another, or rejecting some options should be transparent and recorded for the purposes of monitoring and evaluation.



The above figure represents the key agencies to be engaged in long-term partnership work.³ These agencies have been divided in accordance with their potential roles for each aspect of the problem-solving triangle.

In response to the findings of the recent Crime and Disorder Audits, The Crime and Disorder Strategy 2002 – 2005 has identified three themes with underlying priorities;

- ❖ **Quality of Life** - Fear of crime, anti social behaviour and criminal damage
- ❖ **Violent Crime** - Including drug & alcohol related violence and domestic violence
- ❖ **Prolific Offending Behaviour** – Perpetrators and 'hotspots'

The CDRP intends to conduct problem-solving exercises on each theme during the execution of the strategy.

THE 4 C'S

The Local Government Act (1999) requires all Local Authorities to conduct a programme of Best Value reviews in support of continuous improvement in the delivery of it's services. It is a legal requirement of each Best Value review that the responsible authority should apply the four 'C's'.

That is to: -

- **CHALLENGE** - *why, how and by whom a service is provided*
- **COMPARE** - *performance with similar services delivered by other providers*
- **CONSULT** - *with key stakeholders about the quality of the service provided*
- **COMPETE** - *to secure the provision of more efficient, effective and economic services.*

CHALLENGE

The Council has a statutory duty to deliver community safety under Section 5 and Section 17 of the Crime and Disorder Act 1998.

Section 5 prescribes the council to be a 'responsible authority, with a statutory duty to work with the police and other statutory, voluntary and private sector agencies to establish and support a local crime and disorder reduction partnership.

Section 17 of the Act requires all council services to take community safety issues into account in everything they do. This means all policies; strategies, plans and budgets will need to be considered from the standpoint of their potential contribution to the reduction of crime and disorder.

³ Safer Streets Website – Robbery Profile

The challenge element can be divided into two key areas. The first includes the mainstreaming of Section 17, Crime and Disorder Act 1998 within the authority itself, ensuring that appropriate corporate planning is in place, the authority's objectives are clear and that there is understanding and communication across the authority about Community Safety.

The second relates to the operation of the partnership, its strategy and objectives, funding allocation, and alignment with objectives, and resource management. Consideration will also be given to the membership structure and liaison with wider partners.

Community Safety is currently being reviewed and there is concern over accepting existing mechanisms and tools. There are problems with existing mechanisms in terms of perceptions and communication issues. There is also a perceived "statutory straight jacket". Interconnectedness of all services needs to be considered alongside partnership effectiveness and the fact that the police cannot deliver Community Safety alone.

Elected Members Focus Group

Is Carlisle City Council addressing the demands of its users?

An elected members focus group, facilitated by Nacro, was conducted to address the issue of 'challenge' and gave consideration as to whether Carlisle City Council is providing what users want?

There was some debate around the issue of policing in that citizens felt that policing had become remote. It was widely felt that the district of Carlisle needed an extensive visible police presence or alternatively a warden system to complement the work of the police and build in community development.

Council officers require someone to lead on community safety issues, raising its profile and mainstreaming into day-to-day business. It was observed that the current Community Safety Department provided a helpful contact point however there was a general lack of awareness of the role of the Council in the delivery of Community Safety.

Discussion also centred on managing the expectations of the citizens of Carlisle as community demands of the council continue to increase. Consultation results confirm community safety to be a citizen's priority particularly as the perception is that crime has not reduced. 35% of citizens do not feel safe out at night. It was agreed that a more robust consultation process to ensure community expectations and needs are being addressed would work towards addressing this concern.

With regard to the joint working partnership approach it was debated that the type of partnership required needs to be "*highly profiled in safety measures*". Citizens assume agencies work together and do not operate in isolation and a community with "heightened awareness" has higher expectations in the service delivery of community safety.

What are the options for alternative or collaborative service provision?

In debating whether there were alternatives as to who could provide or contribute to the delivery of community safety it was considered that all individual agencies could be more effective if stronger partnership links were made. The CDRP should help and encourage them to do so. *"Effective co-ordination results in sum of whole being greater than the parts"*. Elected members were not sure as to who, other than the council, could fulfil this role?

The Council already has credibility with regard to bringing groups together and the comment was made that the community views the Council as a leader. There is also the issue of resources, members observed that the Council attracts a significant amount of funding and also contributes financial support to ensure this area of service delivery is afforded a high profile. Therefore raising the question as to who else would attract or be able to provide the same degree of matched funding?

The police were suggested as another possible contender however some elected members believe there should be one main deliverer with other interested agencies making a contribution on the preparation. The core business for the police is reducing crime whereas community safety is considered to be much broader than that.

It was agreed by focus group participants that Community Safety requires effective co-ordination of agencies and that the role for the Council is leading and Co-ordinating. Partnership working, it was felt, must be maintained and improved upon but there still needs to be an increased police presence, and members felt that the Home Office need to bring in more impactful deterrents. Carlisle City Council and the CDRP are deemed, according to the members consulted, to provide the vital co-ordinating role for the rather too many diverse and often competing agencies involved.

There is a recognised need for greater involvement of health, county and the Community itself and further investigation is required to establish the reasons for the reluctance of some partners to participate fully. For example, with regard to the Community itself the point was made that

"Neighbourhood watch schemes are difficult to run as nobody wants to take responsibility, yet citizens all want community safety issues addressed"

It was also considered that agencies need equal powers and increased powers and that whilst partnership working and a joined up approach is hailed as the way forward a certain amount of independence is also important to secure involvement of *"unattached"* individuals or groups e.g. young people, who are not part of formal groups.

COMPARE

Comparison was made with other Cumbrian authorities, members of the historic cities group and with members of the Crime and Disorder Reduction Partnership Family Group. Additional comparative work was carried out with authorities, which had been granted Beacon status for community safety in town centres.

Comparison proved to be difficult as Carlisle City Council is in the unique situation of working jointly with another authority (Eden) on Crime and Disorder. This is the only example of joint partnership working to this extent in England and Wales and may be used by the Regional Crime Reduction Team as a pilot for other similar joint ventures in the North West.

The comparison exercise found that Carlisle compares well in the areas of Co-terminosity with Police divisions, which is seen as a key success factor for partnerships. This has been achieved since working with Eden began in May 2001.

In relation to developing work around Section 17 of the Crime and Disorder Act 1998, although there is still work to be done in Carlisle there is evidence of achievement compared to other authorities.

Carlisle City Council also compared well with other authorities, particularly in the areas of using problem solving to deliver the strategy, regularly reporting crime patterns and trends, use of technology to map crime data, involving the private sector in crime reduction schemes, funding of partnership activity and involving the community in priority setting.

The use of the problem-solving model around specific themes as a means to delivering strategic aims is supported by this review and the Council, via the CDRP, should be encouraged to continue with this approach to evaluate and redefine as required and utilise as a mechanism to direct activity into areas which are under performing.

Key common factors, which apply to Carlisle and the majority of those compared against, include difficulty in engaging health and social service personnel in partnership activity, difficulty in involving the voluntary sector, problems disseminating good practice, and difficulty in conducting satisfaction surveys. There are also issues around involving elected members via a key member e.g. portfolio holder, quantifying the costs of crime and developing quality of life indicators.

Carlisle compares poorly in the areas of raising partnership awareness, actively increasing public confidence, engaging with inactive partners developing partnership activity and planning for partnership development. In addition to this Carlisle has the highest expenditure on community safety of all the authorities used for comparison £259,382 which is largely due to the ongoing revenue costs of the CCTV system.

Recommendation 5:

It is recommended that Carlisle City Council considers the three level approach of corporate, service area and committee to ensure acknowledgment and understanding of the requirements of Section 17. Training and raising awareness of the implications of Section 17 needs to be conducted with operational staff and more local authority personnel should be included in the County wide training programme

Beacon Councils and Best Practice

Six Councils have been awarded Beacon status by the DETR in respect of Town Centre Community Safety; they are Bradford, Coventry, Eastleigh, Stevenage, Tameside and Medway.

In consideration of gaps in current community safety service provision for Carlisle City Council, compared with the Beacons, they can be summarised as follows:

- Extensive use of websites for information, promotion, feedback and communication.
- Secondment, shadowing, coaching and mentoring involving other agencies
- Good practice and 'how to...' guides
- Newsletters
- Consultation, especially with young people and minority groups
- 'Spotlight' sessions on best practice
- Resource packs
- Performance management
- Social inclusion

The beacon councils have all been granted their status for their community safety initiatives in respect of Town Centre Crime. There is no doubt there is much to learn from them, however in relation to the gaps in provision as outlined above initial learning has encouraged the Carlisle and Eden CDRP to implement a media strategy. This is to include a dedicated website, publication of information relating to successes and activity on a quarterly basis and a target to increase partnership awareness by 10%. Communications officers from Carlisle City Council, Eden District Council and Cumbria Police will be enlisted in this task to ensure maximum effectiveness.

In addition, the partnership plan to conduct a consultation and review forum every six months to provide a feedback mechanism and events will be advertised as 'open to the public' with the aim to involve the community in evaluating previous activity and directing future resources.

The City Council is also specifically working towards the Home Office Safer Shopper Award and is confident in achieving this and to addressing many of the issues listed above.

CONSULT

Extensive consultation has been undertaken as part of this review. The issue of community safety affects every individual across the city and a wide variety of organisations were consulted.

The consultation exercise was split into three elements:

- Community consultation
- Key partner consultation
- Focus group consultation

Community consultation

Carlisle City Council was involved in a countywide citizen's panel survey carried out on 2001 by Cumbria Police on behalf of all Cumbrian district authorities. In addition to this the same survey was replicated with Carlisle district citizens panel. 142 replies were received from the Carlisle element of the county panel and 750 from the Carlisle district panel.

The results enable a general picture of public perceptions of crime and disorder to emerge and also to give some input into future direction. The two surveys gave broadly similar results but as the district panel was a larger sample it has been used to give the key findings below.

Key findings

- 91% of respondents felt very safe or fairly safe in their own home at night and 65% felt very safe or fairly safe when walking alone in their area after dark
- Burglary is the crime most people feared (52%)
- 75% of respondents felt that the crime rate had stayed the same or risen in the last two years
- The following issues were perceived as either very big or fairly big problems by a significant number of respondents
 1. Young people hanging around (41.2%)
 2. Joy riders and dangerous drivers (33.9%)
 3. Vandalism graffiti and deliberate damage to property (31%)
 4. Rubbish and litter lying about (30.6%)
- The majority of respondents felt that the following initiatives would reduce the number of young people involved in crime.
 1. More police on the street (77.5%)
 2. Provide some sort of youth shelter (68.1%)
 3. Encourage school-based initiatives (58.1%)
- 68.8% of respondents were unaware of the Community Safety Partnership but 83.9% felt the council should be involved in crime reduction and 33% felt that other bodies should also be involved. 60.1% thought that the partnership approach to crime and disorder was the right one. The most significant responses on types of activities respondents felt the council should be involved in were: