



## COMMUNITY OVERVIEW AND SCRUTINY COMMITTEE

### *Committee Report*

Public

Date of Meeting: 9th January 2003

Title: COMMUNITY SAFETY BEST VALUE REVIEW

Report of: Head of Economic and Community Development Services

Report reference: ECD 02/03

**Summary:**

Members will recall from their last meeting that the Community Safety Co-ordinator advised that the Best Value Review Draft Report had been received from NACRO. In addition to this a draft action plan has been included.

**Recommendations:**

That members note and comment upon the contents in the report and draft action plan.

Contact Officer: Paul Musgrave

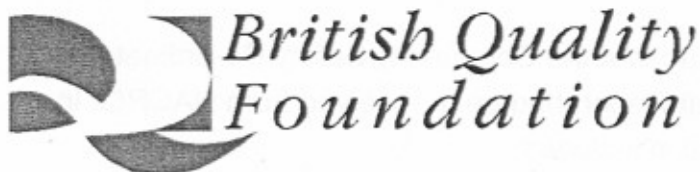
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## Appendix 1

# BEST VALUE REVIEW COMMUNITY SAFETY

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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'<sup>1</sup>

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.

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<sup>1</sup> [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.<sup>2</sup> 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].

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<sup>2</sup> 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

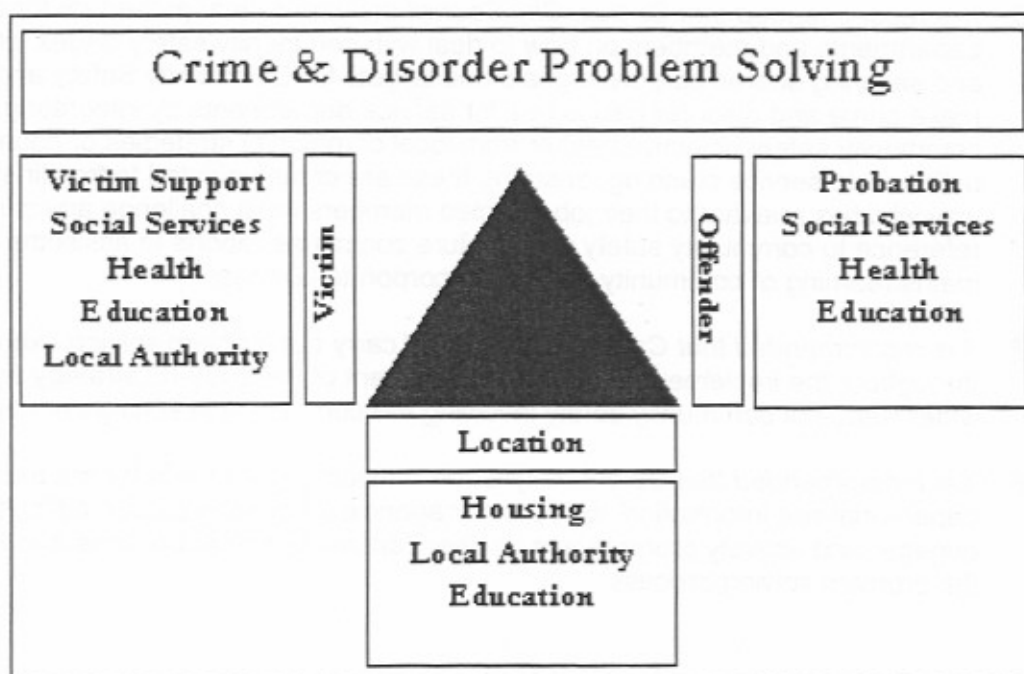
The CDRP has now adopted "Problem Solving", a tried and tested method in crime reduction and examining the causes of crime, and is committed to utilising the problem solving approach for the implementation of the Crime and Disorder Reduction Strategy 2002-05, acknowledging the fact that to progress the 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.<sup>3</sup> 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.

<sup>3</sup> 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 in 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:

1. Activities for young people (15%)
  2. More CCTV (12%)
  3. More Police (9.7%)
  4. Better street lighting (8.5%)
- 15.34% of those surveyed had been victims of a crime within the previous year
  - 92.4% felt that drug addiction contributes to someone turning to crime. The majority of respondents also felt that lack of a supporting family, poor education and lack of things to do were contributing factors
  - A majority of respondents felt that the following three approaches would be very effective at preventing crime:
    1. Increasing the number of Police officers
    2. Tougher sentencing
    3. CCTV
  - 57.3% of people surveyed felt that the Police were good or very good at preventing crime in their area and 34.7% felt the same about the local council. 53.9% of respondents marked "don't know" when asked about Community Safety Partnerships

**Recommendation 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.

### Key Partner Consultation

Consultation was carried out with key partners who are involved in the Crime and Disorder Reduction Partnership. Some of the members are statutory partners and others are interested bodies that were invited to participate.

This survey involved face to face interviews with seventeen representatives of the agencies. The agencies included: Cumbria Fire Service, Crimestoppers, Carlisle Drugs Reference Group, National Probation Service, Cumbria Police, Cumbria Neighbourhood Watch, Connexions, Eden District Council, Carlisle City Council, Cumbria Drugs Action Team, Clerk to the Magistrates Courts, Carlisle and District Parish Councils Association, Cumbria County Council, Cumbria Youth Offending Team, Cumbria Partnership Support (G.O.N.W. funded).

The review team designed the questionnaire used for this exercise. (Appendix 3)

### Key Findings

Without exception all agencies saw benefits to working in partnership to reduce crime and disorder and were in favour of future partnership collaboration although many had barriers to overcome to enable them to be effective. Maintaining good partnership working needs understanding of differing working cultures and political environments and ensuring appropriate networks are in place is key to increasing opportunities for crime reduction and the delivery of Community Safety.

**Recommendation 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 meeting cycle of the partnership and its task groups was identified as a barrier to progress and raised as a matter for concern particularly as all respondents thought that the meetings were either unproductive, the task group structure did not work or that the attendance was inappropriate to the issues.

All respondents could point to initiatives happening as a direct result of partnership activity and many had been directly involved in identifying initiatives and in managing and monitoring progress. When asked for areas for improvement, the most common response was to reduce the frequency of meetings and to narrow the focus to fewer agencies.

Some respondents felt that the community should be involved at a different level and that their information and intelligence should be made to count in decision-making and as a result Community intelligence is now a standing item on the agenda of the Crime and Disorder Reduction Partnership Leadership group. The CDRP anticipate that this will convey a message that community information is taken seriously at a high level, which it is hoped, will encourage more information and ultimately assist in reducing the fear of crime. Further more, development of the Community Intelligence model will enhance problem identification.

Many felt that the whole partnership structure should be revisited and that a thematic approach would lend itself well to flexibility in the future and also to new joint working with Eden District Council.

Nearly all respondents felt that the strategy was not driving the actions and that the partnership should not lose its focus from the aims of the strategy. Training for partners came out as a major issue and areas where partners felt they needed more expertise included Section 17, Problem Solving, Partnership Development and Facilitation Skills. Respondents saw their future involvement at two different levels. Senior members saw themselves as part of a tighter more focused strategically centred group where practitioners saw their involvement in the problem solving process.

**Recommendation 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, and 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.*

**Focus Group Consultation**

Three separate focus groups were conducted with the intention to obtain views on effectiveness of current and previous initiatives, community priorities for the future and knowledge of the Crime and Disorder Reduction Partnership.



## Key Findings

### Youth Focus Group

This exercise was in two parts. Part 1 being with agencies that provide or are involved in the provision of youth services and part 2 with youths themselves.

#### Part 1

With the exception of one agency there was no knowledge of the Crime and Disorder Reduction Partnership. Key areas of concern regarding crime and disorder emerged as fear of crime and quality of life. Joint working with Eden was seen as a positive step and the way forward and CCTV was considered an effective solution, particularly for burglary and vehicle crime. Partnership should do more to publicise activities and market itself to the wider community and the majority believed there was less crime than three years ago.

#### Part 2

There was no knowledge of the Crime and Disorder Reduction Partnership but definite support for a partnership approach. The lack of youth provision was considered a major factor in youth offending and the majority believed there to be more crime than three years ago. CCTV was viewed as successful and that extensions of CCTV would lead to further reduction in crime.

### Hotspots Focus Group

The hotspots task group existed under the 1999-2002 Crime and Disorder Reduction Strategy. This group was used for consultation as part of the review as it was generally felt by the partnership to be performing poorly. Many of the actions originally assigned to it had been completed however the group had lost some of its original focus. CN Research conducted a facilitated discussion with the group in November 2001. The main findings included a lack of awareness of the Crime and Disorder Reduction Partnership and its initiatives. Concern that hotspots should not be defined geographically for long periods as outside factors can affect whether or not crime remains a problem in an area and that analysis is required on a more frequent basis to update audit data. There was also concern around labeling areas as hotspots, which may stigmatise the area and worsen its prospects.

The group had proved useful as a means of information exchange and as it involved members of the community, maintained the necessary community links. Unfortunately the group had not achieved any real successes despite having access to funding and it was considered that a group of this nature ought to address the issue of fear of crime, engaging the community in the process.

**Recommendation 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.

## NACRO Consultation

### Nacro

Nacro facilitated workshops in February 2002 in order to validate the emerging priorities of the Crime and Disorder audit. Participants were selected and invited from a broad range of residents and groups in Carlisle, which comprised of Youth Groups, Hard to reach groups, Federation of Women's Institutes, WRVS, Tenants groups, representatives from Carlisle Voluntary services, Carlisle Diocesan Office, Northumbria University, St Martins College Carlisle, Newton Rigg College Penrith, Cumbria association Head Teachers, Primary Head Teachers Association, Voluntary Action Cumbria, Citizens Advice Bureau, Community Centre managers, National Farmers Union, Young Farmers Association and Cumbria Healthy Schools Association Co-ordinator and representatives from tenant and resident group members in Carlisle.

A total of three consultation sessions were completed and the groups consulted were as follows;

**Table 1: Community Groups Consulted**

Adult residents from Carlisle	12
Adults residents from Eden District Council	6
Young People from Eden District Council	11

The purpose of these workshops was to validate the assessment of the initial findings of the Crime and Disorder Audit and the partnership considered it was important to engage the services of an independent organization to undertake this evaluative process in order to maintain objectivity.

The specific objectives of the consultation were to;

- Obtain the views of local people about the key priorities in Carlisle and Eden's Crime and Reduction Disorder Strategy
- Gather consultees views about how specific crime and disorder issues, arising out of the strategic priorities, ought to be addressed
- Identify each group's views on the best way to consult and involve people living in Carlisle and Eden District about community safety issues

During the consultation sessions the following questions were addressed;

- What are your concerns about crime and disorder in your area?
- Do your concerns about crime and disorder correspond to the priorities identified by the Crime and Disorder Reduction Partnerships in Carlisle and Eden?
- Would you be interested in taking part in this type of consultation event again?
- How do you think that deliverers of local community safety services e.g. the police and local authorities) should consult with people?

Anti-social behaviour, in a variety of forms, was the primary concern for this particular focus group. Various factors were identified that were considered to be the cause of anti-social behaviour. Drugs and alcohol were identified as being a major cause of crime and it was felt that alcohol abuse lead to violent crime and drug abuse to property crime, such as burglary. The group also felt that victims of crime were given insufficient support whilst young people identified bullying as a concern. They felt bullying was a problem in school, in the home and elsewhere. Awareness of the details of the Crime and Disorder Reduction Partnership was limited. Properly organised consultation meetings which were informative and enabled the communities opinion to be considered, were viewed as very important.

**Recommendation 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.

Nacro also conducted a consultation exercise with various council officers using a questionnaire. (Appendix 4)

**Consultation with council officers**

A questionnaire was sent out by email to 14 council officers. 5 were returned - a response rate of 36%.

It is worth noting that the low response rate may partly be due to officers being on holiday at the time the questionnaires were sent out but also due to some officers believing that Community Safety is not part of their remit. The following departments from Carlisle City Council were representative of those responding;

Housing Department (HD)  
Design Division (DD)  
Economic Development Unit (EDU)  
Legal Services (LS)

The subjects covered in the questionnaire included:

- Personal knowledge and understanding of community safety issues and the Crime and Disorder Act (1998)
- Best practice in community safety
- How the delivery of community safety functions might be improved

Of the four departments responding the number of staff involved in delivering community safety related work is as follows;

**Table 2: Number of staff involved in delivering community safety related work**

Department	Number of staff and time spent	Full Time Equivalent
Housing Department	<ul style="list-style-type: none"> <li>• One full time</li> <li>• 17 staff spends 30% of their time on tenancy enforcement issues.</li> </ul>	<ul style="list-style-type: none"> <li>• 1.0</li> <li>• 5.1</li> </ul>
Design Division	<ul style="list-style-type: none"> <li>• 5 people approx. 50 hours per week,</li> <li>• 7 CCTV operators @ 24 hours per week</li> </ul>	<ul style="list-style-type: none"> <li>• 1.35</li> <li>• 4.54</li> </ul>
Legal Services	<ul style="list-style-type: none"> <li>• 1 member of staff (1-2 hours per week estimated)</li> </ul>	<ul style="list-style-type: none"> <li>• 0.05</li> </ul>
Economic Development Unit	<ul style="list-style-type: none"> <li>• Business support – monthly meeting with businesses. Community safety may or may not be raised.</li> <li>• Managed centers - 8 staff with some involvement</li> <li>• New Deal, 3 staff involved</li> </ul>	<ul style="list-style-type: none"> <li>• 0.01 (estimate)</li> <li>• 4.0 (estimate)</li> <li>• 1.5 (estimate)</li> </ul>
Full Time Equivalent Hours spent on Community Safety by those responding to questionnaire		<ul style="list-style-type: none"> <li>• 17.5</li> </ul>

### Knowledge And Understanding Of Community Safety Issues And The Crime and Disorder Act (1998)

Issues affecting the local community such as crime and disorder, fear of crime, security of homes and safety of residents were included in the definition of Community Safety and integrated measures and partnerships to enhance and maximise public safety were considered to relate to the meaning of Community Safety. Activities to reduce crime and disorder and their causes through partnership between agencies and communities was another offering for what is considered to be Community Safety and other attempts included the public perception of safety within an area and a package of measures to reduce crime and disorder.

All the respondents were familiar with the Crime and Disorder Act (1998) to some extent and three (out of five) respondents demonstrated some understanding of Section 17 of the Crime and Disorder Act. The Act was cited as a responsibility to deal with crime and disorder issues on housing estates, Section 17 in particular, and working in partnership with other agencies such as the Police.

Duty under Section 17 was identified as

*"to consider and strive for community safety objectives in all spending decisions and actions with Local Authorities and the Police"*

and as a requirement to produce Community Safety Strategies.

The Crime and Disorder Act (1998) was understood as setting out measures for preventing crime and disorder with implications for a range of institutions and legislation to control and limit behaviour which causes disturbance and local crime.

Home Office publications appear to be the favoured option to improve knowledge of community safety with all respondents indicating they would utilise such guidance. National and Council led seminars were considered and utilised by half of the respondents and one reference was made to joint training.

### **Best Practice In Community Safety**

Four (out of five) respondents offered an example of an activity their service provides which they believe to be 'innovative' or 'best practice' in relation to community safety. Two (out of five) respondents provided an example of 'innovation' or 'best practice' in relation to community safety that they were aware of from other local authorities.

Initiatives include a Police Officer seconded to the housing department to tackle crime and disorder and the Design Division cited radio linkage of shops/pubs/clubs/CCTV and Police as their example of best practice. Legal services evidenced issue of grants for security measures to elderly householders subjected to repeat burglary along with successful joint working with the Police and the Housing Department.

Best practice and innovation in relation to community safety from other local authorities was only offered by two respondents and included;

- Safer Estate Agreements with partners such as the Police
- The work that Greenwich Council has done within the Greenwich Community Safety Partnership with Charlton Athletic FC

### **How The Delivery Of Community Safety Functions Might Be Improved**

The respondents were able to provide evidence of links with external organisations regarding the delivery of community safety services although the voluntary and community sectors were under-represented. The respondents' have only limited links with the Community Safety team in their area.

Four (out of five) of the respondents stated that community safety is included in their departmental strategy. All the respondents provided suggestions of how their service could contribute to the Community Safety Strategy. Four (out of five) respondents' stated that their strategy or action plan was linked to the Community Safety Strategy. The majority of participants stated that, if they had a free rein, they would like to see better 'mainstreaming' of community safety through more integration between departments and other interested parties, greater corporate awareness. Section 17 question/comment in all committee reports, better corporate working across the Council and greater eligibility for external resources.

The majority of participants did not believe that their community safety work could be delivered more effectively by another department or external agency. Adequate funding to address the needs of pilot schemes was suggested as an unmet need or gap in community safety provision. The majority of participants do not have specific targets for improving community safety. Four (out of five) of the participants were unable to state how much it costs to deliver their community safety work. Three (out of five) of the participants mentioned adequate resources as the most significant barrier to change or improvement.

Of the four departments responding all four declared their specific department addressed issues relating to anti-social behaviour and three out of the four stated they were concerned with fear of crime and more specifically criminal damage.

Violent crime, specifically domestic violence was not considered an issue that could be addressed by any of the four departments responding also only one out of the four departments stated they were concerned with alcohol and drug related violent crime. For example, one department evidenced this with the initiative 'Manage New Deal 18-24 Voluntary Sector Option', which does include some clients that may have a family background, which has restricted their ability to be ready for the workplace.

This example was also used to evidence addressing prolific offending behaviour with again only one out of four respondents claiming they had any dealings with this issue, either from a perpetrator or hot spot perspective.

Examples of how the responding departments address these issues include instigating legal action against offenders, advising on and applying for Anti Social Behaviour Orders, when instructed to do so, monitoring of offender behaviour, improving security features of dwellings, Repeat Victimisation Security Grants and recharging offenders for criminal damage where possible. Other initiatives include raising any issues with the relevant agency or Council department, being vigilant to prevent crime at Council owned and managed premises and dealing with incidents of crime that occur, CCTV, lighting and general, secured by design principles, in highways and public open spaces.

None of the respondent had any real knowledge of safer estates agreements, and links with the Community Safety Team in the area were described as very limited with specific departments co-opted as appropriate to tackle specific tasks. The cross-departmental Regeneration Team was identified as being instrumental in maintaining links and internal re-structuring was considered as a possible improvement in this area. Following the organisational review it is anticipated that a number of departments will be in the same unit, which will facilitate improvements in this area.

The council services identified as those working with to deliver community safety were:

- Community Safety Co-ordinator
- Property Services
- Planning
- Community Support
- Economic development
- Leisure
- Housing

External partners identified as those working with the City Council included Police, CAB, Law Centre, YOT Probation, Retailers, County Council, Home Office, Other 5 Cumbrian Districts NWDA, Cumbria Inward Investment Agency, Small Business Service, Chamber of Commerce, Jobcentre Plus, Connexions, Impact Housing, local schools, HE and FE sector, Eden District Council and Housing Associations.

Addressing community safety is included in three out of the four departmental strategies and knowledge of Crime and Disorder issues, improving awareness of the detail within the strategy, targeted work with local businesses, city centre retailers and the Chamber and better integration under the new organisational structure were considered as suggestions to improve the service.

The Community Safety Strategy, the Community Plan and Housing Improvement Plan appeared to be the only strategies that departments were linking their plans and strategies into with the Policing Plan and Drug Action Plan not being considered for any of the responding departments own strategies.

In conclusion the following were considered as the current big issues or problems that the service has to address if it is to improve;

- Mapping what is going on. Eradicating overlaps and tackling gap filling
- More awareness of the Community Safety Partnership within Council departments and with agencies not directly involved.
- Linking the work of the Partnership with other Council and partnership activities (conversely partnership and meeting overload)
- Securing public participation
- Causes of Anti-social behaviour

Major demographic or social trends that were considered may effect the service in the future include youth disorder and drink related leisure time issues, increasing student population in city, heavy reliance on low wage and low skilled jobs, higher than average youth unemployment and knock on effects of restructuring of the agricultural sector and decline in services (shops, banking facilities, public transport, schools etc) in rural areas. Also the high position of some parts of the district in the index of multiple deprivation, breakdown of community spirit, lack of respect for service providers and unwillingness to become involved in most communities possibly due to fear of reprisals.

Barriers to change or improvement were highlighted as lack of corporate understanding and a need to project objectives to create a shared vision. Lack of in house resources, limited access to external funding, partnership overload, urban centred national policies, adequacy of funding, lack of public participation, and restraint on information sharing between agencies imposed by data protection legislation.

**Recommendation 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

The Crime and Disorder Reduction Partnership (CDRP) has now adopted "Problem Solving" a tried and tested method in crime reduction and examining the causes of crime and this approach is to be used throughout the life of the Crime and Disorder Reduction Strategy 2002-05

As a result of this review, Quality of Life is now one of three key themes in the 2002-2005 Strategy and this review supports the intention of the CDRP to implement a media strategy which will include a website, a publication of information relating to successes and activity on a quarterly basis and a target to increase partnership awareness by 10%.

- The partnership will be holding a consultation and review forum every six months. The events will be advertised as 'open to the public' and the aim is to involve the community in evaluating previous activity and directing future resources. It is hoped that increased involvement will lead to reduced fear of crime
- Community intelligence is now a standing item on the agenda of the Crime and Disorder Reduction Partnership Leadership group. The message that community information is taken seriously at a high level should ensure that more information comes through and should also assist in reducing fear of crime
- The Crime and Disorder Reduction Partnership will apply the problem-solving model to the issue of Fear of Crime and this will produce an action plan by December 2002. The problem solving exercise is likely to examine how the authority works to reduce 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 be examined at this point

## **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 carried out competitively.

The guidance states 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.

## **Elected Members Focus Group**

The Nacro facilitated focus group conducted with elected members also debated the element of 'Compete' within the Best Value process of this review.



The focus group conducted with elected members deemed Carlisle City Council as a co-ordinator for other providers and not a discrete provider. Community Safety requires careful specification of tasks and functions however the members felt there is potential for the Crime and Disorder Audit process to be contracted out in the future.

Community Safety is also considered by the members to be a cross cutting theme that impacts on all other reviews however in respect of this there is concern about how much involvement the Community Safety Officer currently has in other Best Value Reviews and other key pieces of work within the council e.g. not currently involved in developing the Housing Strategy.

Carlisle City Council is considered by the members group to be the most appropriate agent for promotion and co-ordination of community safety, particularly around the issue of credibility. Elected members felt it would be useful to look at the best performers in the public, private and voluntary sectors, and also look at family groupings, when assessing Carlisle City Council's performance in Community Safety although it was acknowledged that it could be difficult to draw comparisons.

#### **Available options for the delivery of Community Safety**

It was agreed by focus group participants that there are potential alternative options for delivering Community Safety other than Carlisle City Council alone, which include Carlisle and Eden districts joint working, through the Local Strategic Partnership, improved internal co-ordination (under new structure), and the Carlisle Housing Association. Potentially all of these could be considered as competitive opportunities for alternative or improved delivery of community safety and require a further detailed analysis as to feasibility for the future.

#### **Options to achieve economies of scale through a joined-up approach or "buy in" of functions?**

There was agreement within the group that working in partnership with the Police is providing more opportunities, particularly through the generating and compiling of audit data. Health Action Zones were identified as having a part to play but as an alternative option for delivery of community safety, it was considered to be too early to make that judgement.

Regeneration Initiatives were considered to be more robust, gathering momentum and attracting government funds and were accepted as a possible area to explore.

Whilst options for alternate provision are wide-ranging elected members believed it more appropriate to assess whether the current arrangement representative?

It was unanimously agreed that "buying in" is not viable and that it's important that the Council retain responsibility to avoid confusion. There was particular concern that outside organisations "work to own agendas" which may have a negative impact on service delivery.

#### **CONCLUSION**

Much of the work around Community Safety will not show immediate results. For example, the benefits of addressing the causes of offending behaviour are likely to take years to realise. A long-term approach is needed and current best practice

suggests that certain factors are more likely to produce a positive result.

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 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.

This Best Value review examines Carlisle City Council's approach to Community Safety. The review process has mainly been concerned with whether a good service is being provided to the citizens of Carlisle in respect of community safety and whether or not it will improve.

The overall assessment is that Carlisle City Council provides a good service that is likely to 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.

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

The council is working well with other partners to reduce crime and has some good 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. Community Safety services are variable and reflect different stages of development. Some projects lack criteria for success and are not evaluated. Carlisle City Council does not give as much priority to this area as its citizens feel it should. There is a lack of emphasis on outcomes for the public.

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 anti-social behaviour and to be seen to be addressing it. A clear definition of anti-social behaviour needs to be developed and communicated, agencies need to be clear what it does and does not constitute.

This Best Value Review supports 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, will be in a position to devise a strategy to ensure this aim is developed and actively applied.

Carlisle City Council has 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 raises the question of how high profile is the issue of community safety across the organisation.

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.

## ASSESSMENT AGAINST GOOD PRACTICE CRITERIA

## 1. PARTNERSHIPS

	Current Position	Improvement Action
Does the Partnership have an agreed Terms of Reference? (S.i.N.) Are they still valid?	Yes see appendix 1 Recently reviewed and updated following merger with Eden group	
What is the make up of the Partnership? Is the Membership reviewed?	See appendix 2 Has been reviewed once in last three years. May be reviewed at launch of new strategy.	
What does the Partnership do to raise public confidence in reporting offences to the police, in providing intelligence and assisting in the provision of evidence in order to contribute to the detection of crime? (C.T.o.C.)	Partnership has recently adopted a proactive media strategy to increase awareness and publicise successes of various initiatives. Community beat officers sit on task groups which also include members of the community	
What training has there been on the implications of Section 17 for the Partnership? (C.T.o.C.)	None. Training event planned for September 2001	
Has the Partnership reviewed the extent to which service delivery is focused at the local level such as through the alignment of wards and beats or locally/geographically based staff? (C.T.o.C.)	The merged Carlisle and Eden Group is co-terminus with the North Cumbria Police Division. Many of the initiatives have been delivered with extensive local involvement from the community, the local beat officers and the local authority	
Is there a development plan for the partnership for reviewing the extent of each partners support and contribution? (C.T.o.C.)	The partnership has recently implemented a system to evaluate progress in its key task areas. This is still to be developed further. It is also hoped that the BVR will add to this process.	

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<p>What measures have been taken to encourage and support those agencies who are not yet fully engaged in the Partnership? (C.T.o.C.)</p>	<p>Reducing the amount of meetings and avoiding unnecessary duplication of work through merging the Carlisle and Eden groups has led to an increase in attendance at meetings from a wider range of agencies</p>	
<p>Does the partnership actively involve the private sector through ;  (a) designing out crime opportunities?  (b) provision of financial/resource support?  (c) assisting with marketing the prevention message? (C.T.o.C.)</p>	<p>a) Planning department issue "Designing out Crime" document with all planning applications. New developments are encouraged to incorporate principles  b) Discounts have been given by some retailers in support of crime prevention products  c) Use of retailers logos in some schemes</p>	
<p>Does the Partnership encourage the active involvement of the voluntary sector in the reduction of crime and disorder and the promotion of community safety? (C.T.o.C.)</p>	<p>Neighbourhood Watch reps Care and Repair reps and Tenant and Resident Groups reps sit on task groups</p>	
<p>Have the techniques of problem solving and effective intelligence been embraced to identify;  (a) the different and competing contribution that partners can make  (b) the intervention or combination of interventions that would be most appropriate to the problem  (c) the timescale of the intervention  (d) a review process for actions taken? (C.T.o.C.)</p>	<p>No</p>	<p>Problem solving conference arranged for October 2001 which should address these points</p> <p>Problem Solving Groups are intended to be a key part of the delivery structure of the next strategy.</p>
<p>Does the Partnership use the problem analysis triangle? Victim, offender, location? (S.i.N.)</p>	<p>Not at present.</p>	<p>This model to be used in 2002-2005 audit and strategy process</p>
<p>Has an improvement Programme been produced for developing the problem-solving approach? (C.T.o.C.)</p>	<p>Yes – problem solving groups intended to be a key part of task group structure in 2002-05 strategy</p>	

Is the routine presentation of crime and disorder data and changes in patterns presented routinely to Partnership meetings? (C.T.o.C.)	Yes Information based on Monthly Crime Bulletins from Police MIU	
Have the opportunities for obtaining sponsorship as a beneficial way of involving the private sector been explored? (C.T.o.C.)	Yes Currently developing domestic CCTV scheme which will be part sponsored by the retailer and possible other local businesses. Retailers have been involved in sponsoring other previous schemes	
Does the partnership have a development strategy which identifies; (a) gaps and how they can be closed (b) how the partnership will continuously improve over a period of three to five years? (C.T.o.C.)	a) No b) No	Should be identified during BVR process and addressed as part of the problem solving model
Is there any evidence of the level of public satisfaction with the way Community Safety is being dealt with? (HMIC)	County wide survey will provide indication together with Carlisle District wide survey being conducted as part of the audit process	
What working arrangements are in place for co-ordinating county-wide between the partnerships and the police areas? (HMIC)	Police area now co-terminus with merged Carlisle and Eden group at local level. County wide practitioners group meets at least quarterly and includes Force Community Safety Manager	
Are there mechanisms in to place identify and disseminate good practice? (HMIC)	Good practice disseminated via County Practitioners Group and Best Value Liaison Group	

2. INDIVIDUAL ORGANISATIONS (Section 17)

	Current Position	Improvement Action
Section 17 should be a guiding principle. How is it, or is it proposed to be, incorporated into internal strategies for the Police and Local Authorities? (C.T.o.C.)	City Council Corporate Management Team have identified departmental "champions" to develop training package and draft policy for the Local Authority	
Do all staff know about the Community Safety Strategy and its purpose? (HMIC)	No	Will be addressed when section 17 training package is rolled out to all departments of the authority
What training has there been, or is proposed, on the implications of Section 17 for staff? (C.T.o.C.)	Training proposed for September/October 2001 via Crime Concern. Aimed at senior managers and members	
Are elected Members designated as having a Community Safety portfolio? (C.T.o.C.)	Community Safety does not have its own portfolio but is covered under 'Community'	
Do all elected Members understand the benefits of partnership working? (C.T.o.C.)	All elected members have varying degrees of understanding of the benefits depending on current involvement	Members to be included in proposed partnership development training package
Has a review been undertaken of the recruitment and role of analysts? (C.T.o.C.) [Police to answer]		
Have the Police adopted the NCIS model as part of the force intelligence strategy? (C.T.o.C.) [Police to answer]]		

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Does the BCU Commander have delegated financial management to facilitate funding of Partnerships? (C.T.o.C.) [Police to answer]		
Have the local authorities and the police included specific resources in their base budgets to support community safety? (C.T.o.C.)	Yes £50,000 per annum from Carlisle City Council £20,000 from Cumbria Police	
Have the local authorities and police provided staff with cross-professional training to help them work with communities as teams addressing local problems? (C.T.o.C.)	No	
Has training been undertaken in all partner agencies for personnel on partnership building, problem solving and information analysis as well as crime prevention skills? (C.T.o.C.)	No	Partnership building and problem solving to be addressed late 2001
Have attempts been made to quantify the cost of crime by each partner? (S.i.N.)	This information has not been available but systems are being developed to provide costs to the public purse of individual crimes	
Is there an integrated approach to issues of social exclusion? (S.i.N.)	No	
Is there a clear approach to dealing with quality of life issues? (HMIC)	Not a formalised approach but quality of life issues are considered in all initiatives	

### 3. CRIME AND DISORDER AUDITS

	Current Position	Improvement Action
Are compatible IT systems in place to share information, collate crime and disorder data and to analyse and disseminate it? (C.T.o.C.)	Yes. Recently appointed Partnership Support Worker is assembling data warehouse for access and use by all Cumbrian partnerships. Bid also ongoing to Partnership Development Fund to enhance the system	
What methods of consultation are used? (HMIC)	Carlisle Citizens Panel survey Focus Groups Hard to Reach Groups	
Are customer satisfaction surveys used? (HMIC)	Satisfaction is an element of the consultation process and individual initiatives may be evaluated using this method	
Have "Hard to Reach" groups been targeted for their views? (S.i.N.)	Yes Ethnic Minority Community Gay/Lesbian Community Student Community	
Is there a clear focus for identifying problems through hot spot and repeat incident analysis and response? (HMIC)	Yes Hotspots identified as a priority area under last strategy. Hotspots Task Group has specific focus crime in these areas.	

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#### 4. PREPARING AND MANAGING STRATEGIES

	Current Position	Improvement Action
Is the Community Safety Strategy Costed? (C.T.o.C.)	No	
Are exit strategies put in place in relation to externally funded initiatives? (C.T.o.C.)	Yes	
Does the Community Safety Strategy and related Action Plans incorporate targets, realistic timescales and effective mechanisms for performance evaluation and review? (C.T.o.C.)	Strategy sets out to achieve 3% decrease in crime over the three year life. Individual initiatives are evaluated using a variety of methods	
How is the Community Safety Strategy communicated? (HMIC)	Circulation to relevant bodies/agencies Generally available to public Local media publicity	
What evidence is there of real community engagement in the development of the Strategy? (HMIC)	Communities are consulted as part of the audit process and the draft audit document is then consulted upon with relevant partners including the community. Consultation takes place again once the strategy is established	
Is any use made of the tools of the Crime and Disorder Act e.g. ASBOs? (HMIC)	Yes Two ASBOs in force and one in progress together with many cases where the ASBO process was started and resolved before application	Develop expertise in obtaining ASBOs
How is the Strategy Reviewed, Monitored and Evaluated and how often? Is there Performance Management System? (HMIC)	Regular reports to committee Mid Term Review Local Performance Indicators Best Value Performance Indicators Evaluations on a scheme by scheme basis	
Are evaluations of initiatives used to inform future work in similar situations? (HMIC)	Yes	

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Is there an annual Community Safety Plan which links the annual Police Plan to Community Strategies? (HMIC) [Police]	Strategy links into Policing Plan and vice versa	

## 5. STRATEGIC ISSUES/INITIATIVES

<p>What Issues/Initiatives were identified from the first Crime and Disorder Audit.</p> <p>How are they being addressed.</p> <p>What is the performance in reducing crime and disorder against the targets set?</p>		
ISSUE/INITIATIVE:-	DETAILS OF APPROACH AND PERFORMANCE	IMPROVEMENT ACTION
1. Shop Theft	Task Group has specific focus on retail crime. Shop Radio Link scheme has now developed into Carlisle Retailers Against Crime which is looking at other retail crime initiatives	Encourage more retailers into the scheme
2. Burglary From Dwellings	Task Group set up to look at Burglary, Vehicle Crime and Disorder. Successful application to RBI round 2 for Botcherby area of Carlisle has resulted in approx 35% reduction in burglaries	
3. Vehicle Crime	Task group as above – Two initiatives launched aimed specifically at vehicle crime. Evaluation suggests that the vehicle security message was successfully communicated	
4. Disorder	Task Group as above – Major enhancements to existing CCTV provision through successful applications to the Crime Reduction Programme.	Continue to seek to expand the system for maximum coverage of City Council area
5. Drug and Alcohol	Task group set up with specific Drug and Alcohol Focus	Need to link in to Communities Against Drugs Initiative closely to avoid duplication of work
6. Combined Hotspots	Task Group set up with specific Hotspots focus. Contains reps of the communities identified as hotspots. Currently working on major domestic CCTV initiative.	

Are there any issues identified subsequently which are now being addressed?

What is the performance in reducing crime and disorder?

ISSUE/INITIATIVE	DETAILS OF APPROACH AND PERFORMANCE	IMPROVEMENT ACTION
1. Youth Issues	Youth Conference arranged for September to include agencies in am and youth service users in pm. Aim to disseminate Crime and Disorder themes	Include Youth Issues in all aspects of future strategies.
2. Rural Issues	Rural Conference had been arranged but was cancelled due to Foot and Mouth outbreak. To be rearranged	Include Rural Issues in all aspects of future strategies
3.		
4.		

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Appendix 3

Best Value Review of Community Safety  
Key Partner Consultation

Date	Name and Organisation	How has your organisation been involved in Partnership activity	What are the benefits of the partnership	What are the barriers	How could this be improved	Do you still see benefits to involvement	Has action happened as a direct result of partnership activity	Other issues
21 Jan	Bill Walton Cumbria Fire Service	Hotspots Task Group Botcherby BRI Arson Reduction Initiative	Networking, linking into plans of partner agencies. Ability to make a difference	Sustainability. Actions tend to be ticked off and not revisited. Task group structure is not responsive to change. Previous three years were more talk than action by most agencies	Thematic strategy would mean a more holistic approach and would respond better to changing trends	Yes as part of problem solving process on a variety of issues  Variety of services – counselling on fire setting etc. may be used as responses	Problem Solving Training  Section 17	Provision of data to CUP's – strategic direction of leadership group reflecting inputs (information)?  Involvement of courts – acknowledgement of services

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22 Jan	Malcolm Jackson Crimestoppers Trust Crime Prevention Panel	Membership of task group Also provided assistance with variety of initiatives	Promotion of Crimestoppers activity Involvement in shaping projects Awareness of hotspot areas	Getting the right people to meetings Inertia / slow progress Getting agencies to sign up to actions	Partnership should have more clout Should be able to hold agencies to account Task groups often talking shops and should be more focused on the aims of the strategy	Yes Involvement in proposed Problem Solving Exercises would be very beneficial to Crimestoppers The Crimestoppers message also needs to be communicated in the strategy	Yes many schemes such as CCTV, SHIRPA and Distraction Burglary Project	CuPS  Problem Solving  Partnership should run training events to clarify roles and expectations
22 Jan	Annie Brown Chair of Carlisle and District Drugs Reference Group	Task Group chair and member of Strategic Group	Ability to promote drug and alcohol issues at strategic level Ability to identify and fill gaps	Complexity & number of issues Lack of quality info e.g. Relationship between drugs and crime Number of meetings	Reduction in frequency of partnership meetings.  Partnership needs to link more closely with Alcohol strategy	Yes partnership approach is definitely the way forward and better information being fed in will enable better quality analysis and more focused interventions	Yes Production of Little Blue Book (Drugs awareness guide) Also joint working on Communities Against Drugs Initiative	Role of DAT  Role of DRG  Problem Solving  Partnership Development



24 Jan	Alan Gadman Assistant Chief Probation Officer	Strategic Group member and staff involved in task group structure	Alignment of priorities Assistance in delivering projects (e.g. community punishment projects) Crime and Disorder work incorporated into Probation Area Plan	Role of politicians – conflict between serving ward residents and the needs of the wider community  Meetings not meaningful and too frequent  Difficult to commit officer time	Fewer meetings Develop protocol to correlate Community Punishment Orders with Crime and Disorder Plans	Yes in all areas but particularly in relation to Prolific Offenders	Many actions have happened. Probation involved in some community punishment projects but this work needs to be more co- ordinated	Partnership Development  Role of Courts (Halliday Report "Making Punishments Work")  Training for Leadership Group and Management Group  Greater awareness of each others roles
24 Jan	Steve Halliday Operational Chief Inspector,	Statutory partner. Personally involved as chair	Multi agency approach gives greater knowledge of	Strategic Group too large. Meetings largely	Smaller strategic group. Tighter more	Yes but all partners have to agree to deliver	Many projects have been initiated a	Partnership Development Issues

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	North Cumbria Police	of Burglary, Vehicle Crime and Disorder Task Group	possible interventions. Interventions are more likely to be sustainable Partnership approach means that agencies are less likely to duplicate effort	unproductive Task group structure does not adapt well to changing trends and statistics	focused membership. Community could be involved at a different point but their information should be added to the process	the strategy and not just turn up at meetings	direct result of the task group identifying a need and recommending it for CDRP funding The process in future however should follow some logical analysis e.g. SARA /Problem Solving	Problem Solving Section 17 ASB legislation
28 Jan	Erica Arneil Cumbria Neighbourhood Watch	Hotspots Task Group	Potential to influence change from a "bottom up" approach	Lack of effective leadership in task group Unwillingness of community to co-operate Lack of role clarity	Task group is unproductive and a new method of involving the community should be investigated	Yes NHW have a very important part to play and can help deliver initiatives via network of volunteers	Not form the Hotspots Task Group but am aware of many actions resulting from wider Partnership activity	Problem Solving Clarification of future role

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28 Jan	Mark Bowman Connexions	Limited involvement in Drug Reference Groups	Multi-agency approach works in other areas and is appropriate in Crime and Disorder, as there are so many specialist areas. This level of knowledge cannot be held by one agency	Ensuring appropriate level of attendance Ensuring commitment	Partnership needs to be able to recognise agencies which are not participating and should take action	Connexions deal with all young people and have vast amounts of data which can be shared in the planning process of any bid or initiative relating to young people	Not involved enough to comment	Awareness of roles within the partnership
	Andrew Yates Eden District Council	Task Group Chair	Using expertise from outside agencies Community Input Delivering initiatives which improve quality of life	Lack of attendance at meetings Too many unproductive meetings	Structure of CDRP needs to be revisited to reflect joint working between Carlisle and Eden	Yes essential that local authorities are represented at all levels of activity. Partnership is key to reducing Anti-social behaviour and funding small voluntary groups	Many projects initiated directly particularly from Eden Neighbourhood Task Group	Section 17 Problem Solving

29/1	Sean McCollum Cumbria Drug Action Team Co-ordinator	Linked at strategic level via DRG chairs	Cross training Shared views / opinions Economies of scale Improved communications	Lack of synergy / co-ordination DRG has no clear defined role Lack of input from health sector CDRP lacks expertise in substance misuse Conflict of aims: DAT= reduce drug related deaths CDRP = reduce drug related offending	CDRP needs to clarify roles and expectations of partner agencies Health need to be actively engaged Need to create synergy between DAT spend & CDRP needs	Yes involvement will continue via DRGs	Yes but drugs priorities need to be dealt with more effectively	None
5 <sup>th</sup> Feb	Chris Armstrong Clerk to the Magistrates	No involvement to date	Partnership working should lead to less duplication and wider knowledge of the issues	Courts cannot be drawn into discussion on individuals – impartiality issues	Magistrates clerk could attend Problem Solving exercises to gain greater understanding of the issues	No previous involvement but could be involved in provision of information on offending and other information as appropriate	N/A	Problem Solving  Partnership Development

5 <sup>th</sup> Feb	Pauline Dalton Carlisle and District Parish Councils Association	Attend strategic group and provide input from community point of view, particularly the rural community	Police & Council working together & sharing good practice with other agencies	Meetings often long, unfocused and unproductive. Meetings often poorly attended by some of the key agencies	Strategic group would benefit from being trimmed down and hopefully more focused	PCA executive link to CDRP problem solving  Act as conduit for information up to Leadership group from Parish Councils	Not that the PCA has been directly involved in but have knowledge of many projects which have been carried out as part of the Crime and Disorder Strategy and partnership activity	Problem Solving
6 Feb	Neil Blackshaw Community Safety Officer Cumbria County Council	Statutory Partner involved at strategic level	Sharing good practice Pooling resources on crime reduction initiatives Link to CCC Corporate Crime Reduction Strategy	Lack of County involvement – statutory partner – not always recognised Fire data not apparent Meetings unproductive	Partnership needs VISION to give purpose / meaning	Self at strategic level  Need to engage with other county departments to make the strategy work effectively at practitioner level	Yes but difficult to assess whether or not some initiatives would have happened anyway	Section 17  Problem Solving  Partnership Development
6 Feb	Brian Horn Divisional Commander North Cumbria Police	Statutory partner – involved at all levels of partnership activity Personally involved at strategic level Past Chair of Strategic Group	Input from agencies gives the whole picture and enables activity to be targeted towards causes of crime as well as reducing crime itself Partnership encourages ownership of activities	Strategic group too large and unproductive. Too much time spent talking about issues instead of focusing on delivery	Strategy needs to drive the agenda of meetings and actions adopted by the partnership must be aligned to aims of the strategy	There have already been many successes due to partnership working but there are likely to be many more benefits if the partnership is restructured and the participating	Many projects have been initiated directly from analysis carried out by the CDRP	Role of groups in proposed strategy

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			by agencies involved			agencies are committed to delivering agreed pieces of work.	Not all of these would have happened without partnership working	
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13 Feb	Mark Clowes Partnership Support Worker Police HQ	At strategic level and also personally as a task group chair	Input from a wide range of agencies leads to greater knowledge of issues and hopefully more efficient pooling and targeting of resources	Community involvement is often patchy Strategic group and tasks groups are not producing any meaningful outputs now Membership of strategic group too wide	Narrow the focus of the strategic group Incorporate the Problem Solving Model into all activity and initiatives Produce a Partnership Development Plan	Partnership working is the way forward for crime reduction All agencies still see the benefits but need to be more focused on the strategy and delivering its objectives	CDRPs need to demonstrate real achievements which have happened directly because of the CDRP	Problem Solving Section 17 Facilitating
14 Feb	Peter Stybelski Chief Executive Carlisle City Council	Statutory partner – involved at all levels of partnership activity Personally involved at strategic level Past Chair of Strategic Group	The authority in its role as community leader has a duty to make the district safe CDRP should enable other agencies to achieve their objectives	Lack of support from Health Lack of funding from County Council Duplication of work – need for single site accommodation for CDRP workers	Need to clarify roles – potential conflict between aims of individual agencies and aim of the CDRP Need to engage with Health Need to build on links with EDC	Partnership working is the future for various elements of work but particularly crime and disorder. Need to improve		Section 17 – need to run event for identified officers from within the authority

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14 Feb	Yvonne Lake Manager Cumbria Youth Offending Team	Involved at strategic level	Sharing good practice Pooling knowledge and resources Linking in to each others plans	Information – barriers to effective exchange  Strategic group has grown too large to be fully effective	Audit process should be continuous throughout the life of the strategy Agencies must decide whether they want full involvement or just to pay lip service Problem Solving at an earlier stage Working more closely with agencies to ensure work is not duplicated	Yes but membership needs to be narrower focus	Yes many activities have been implemented by the partnership but a greater focus should ensure future work is targeted more effectively and has more beneficial results	Problem solving  Section 17
22 Feb	Cllr Judith Pattinson Portfolio Holder Community Activities	Statutory partner involved at all levels of CDRP Personally only recently involved	Shared information Greater knowledge of issues around crime	Data protection Not all agencies send representatives Funding from County Council	County Council should contribute in some way to partnership Partnership should examine external funding opportunities	Yes Partnership approach is the appropriate way to tackle crime and disorder	Aware of several initiatives before being involved but have also been involved in some projects which have happened as a direct result of partnership intervention	Partnership development  Practitioners need to be trained in many areas if the partnership is to function successfully  Section 17 for self and other authority reps

**Appendix 4**

**Carlisle Community Safety Best Value Review**

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**Responding Authority:**

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1. What do you understand by the term 'Community Safety'?
  
2. Are you familiar with the Crime and Disorder Act 1998?
  
3. If yes, what does it mean to you?
  
4. Are you familiar with Section 17 of the Crime and Disorder Act?
  
5. Which of the following 'tools' have you used to improve your knowledge of Community Safety issues?

Tool	Yes/No
Home Office Publications	
Home Office Toolkits	
Nacro publications	
National Conferences/seminars	
Regional Conferences/Seminars	
Council led seminars/workshops	
DPAS publications	
Visited other CDRPs	
Crime Concern	
NSPCC	
Other	

6. Which of the following does your department/service address?

Issue	Yes/No
Quality of life	



<ul style="list-style-type: none"> <li>▪ ASB</li> <li>▪ Fear of crime</li> <li>▪ Criminal damage</li> </ul>	
<b>Violent crime</b> <ul style="list-style-type: none"> <li>▪ Domestic violence</li> <li>▪ Alcohol related</li> <li>▪ Drug related</li> </ul>	
<b>Prolific offending behaviour</b> <ul style="list-style-type: none"> <li>▪ Perpetrators</li> <li>▪ hotspots</li> </ul>	

7. What does your department do to address these community safety issues?

Issue	
<b>Quality of life</b> <ul style="list-style-type: none"> <li>▪ ASB</li>      <li>▪ Fear of crime</li>      <li>▪ Criminal damage</li> </ul>	
<b>Violent crime</b> <ul style="list-style-type: none"> <li>▪ Domestic violence</li>      <li>▪ Alcohol related</li>      <li>▪ Drug related</li> </ul>	
<b>Prolific offending behaviour</b> <ul style="list-style-type: none"> <li>▪ Perpetrators</li>      <li>▪ hotspots</li> </ul>	

8. Is there anything in particular that your service is currently doing (or has recently done) in relation to community safety that you would consider to be 'innovative' or 'best practice'?

9. Can you give any examples of best practice or innovation in relation to community safety that you are aware of from other local authorities?

10. What links do you have with the Community Safety team in your area?

11. What other council services do you work with to deliver community safety?

12. Which external partners do you work with?

13. Is addressing community safety included in your departmental strategy?

14. How could your service contribute to the Community Safety Strategy?

15. Is your strategy or action plan linked to any of the following?

Plan	Yes/No
Community Safety Strategy	
Policing Plan	
Health Improvement Plan	
Drug Action Team	

Plan	
Youth Justice Plan	
Community Plan	
Housing Improvement Plan	
Regeneration and neighbourhood renewal plans	

16. If you had a free rein, how would you like to see community safety work delivered in Carlisle?
  
17. Are there ways in which your community safety work could be delivered more effectively, for example, could it be delivered by another department or an external agency whether it be private or voluntary sector?
  
18. Are there unmet needs or gaps in community safety provision?
19. If so, how could these be addressed?
  
20. What targets do you have for improving community safety?
  
21. How many staff from your department are involved in delivering community safety related work – roughly hours per week?
  
22. What does it cost to deliver your community safety work?
  
23. Do you think it would be more cost-effective for this service to be delivered by another department or agency?

24. Are you contributing to a pooled budget to deliver community safety work?

25. Finally, please provide an overall assessment of how you view the current service?  
Think about the following:

- What do you see as the current big issues or problems that the service has to address if it is to improve?
- Are there any major demographic or social trends that you believe will materially affect your service in the future?
- What do you consider to be the major/significant barriers to change or improvement?
- Can you see ways in which your service could be significantly 're-engineered' in order to bring benefits for your customers?

Appendix 5

Template for  
Action Plan – Fear Of Crime

	Problem	How to resolve	Targets/Outputs	Outcome	Agency / Lead Person	Resource Implications
1	Negative publicity nationally and locally – distorted view of true picture	<ul style="list-style-type: none"> <li>Be more proactive with the media</li> <li>Use more methods of communicating such as internet</li> <li>Give more information to the media</li> </ul>	<ul style="list-style-type: none"> <li>CDRP Media strategy by October 2002</li> <li>Development of dedicated CDRP website by December 2002</li> </ul>	<p>Increased awareness of CDRP activity</p> <p>Reduction in fear of crime through greater understanding</p>	CDRP Communications sub group	Still to be fully costed
2	Lack of confidence in Criminal Justice System	<ul style="list-style-type: none"> <li>Involve court representatives in Partnership activity</li> <li>Use community punishment offenders</li> </ul>	<p>Clerk to magistrates court to be invited to all PSEs and related meetings</p> <p>Publicise use of Community Punishment projects</p>	<p>Greater understanding of issues between both agencies</p> <p>Increase in public confidence</p>	<p>CDRP M T</p> <p>As above but link to Communications Strategy</p>	<p>None</p> <p>Links into comms strategy costing</p>
3	Lack of awareness of identity of partnership and profile of chair	<ul style="list-style-type: none"> <li>Use chair as a figurehead to report successes to the media</li> <li>Develop identity for partnership</li> </ul>	<p>Proactively and consistently use Chair as media contact</p> <p>Arrange media training for Chair</p> <p>Commission design of logo</p>	<p>Public familiarity with CDRP</p> <p>Reinforce identity of partnership.</p>	<p>CDRP</p> <p>CDRP Communications sub group</p>	<p>None</p> <p>Links into comms strategy costing</p>

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	<b>Problem</b>	<b>How Resolved</b>	<b>Targets/Outputs</b>	<b>Outcome</b>	<b>Agency / Lead Person</b>	<b>Resource Implications</b>
<b>4</b>	Lack of understanding between generations	<ul style="list-style-type: none"> <li>Awareness sessions with range of residents in target areas</li> </ul>	Identify provider and costs Identify three target areas and hold awareness sessions in each before review of FoC PSE	Develop understanding of issues of all sectors of communities concerned	Tenants and Residents groups in liaison with TP officers in both districts	Hire of venues and provision of refreshments. Possible use of external facilitator
<b>5</b>	Lack of sense of community and citizenship	<ul style="list-style-type: none"> <li>Ensure that young people have a voice</li> <li>Link in to school curriculum proposals</li> <li>Build on work already undertaken under LSP</li> <li>Link with Youth Council work</li> </ul>	March 2003	Greater youth inclusion Increased sense of community spirit	LSP to nominate lead agency	Unknown

	<b>Problem</b>	<b>How to resolve</b>	<b>Targets/Outputs</b>	<b>Outcome</b>	<b>Agency / Lead Person</b>	<b>Resource Implications</b>
<b>7</b>	Too many run down properties in poor repair	<ul style="list-style-type: none"> <li>• Ensure that repairs are carried out rapidly particularly in hotspot areas.</li> <li>• Continue to link in to Community Punishment Schemes</li> <li>• Take good practice from Botcherby Void scheme</li> </ul>	<p>5 Community Punishment Projects initiated by CDRP per year</p> <p>Invite Carlisle Housing Association to be part of CDRP activity and check on repairs arrangements</p>	<p>Improved quality of life</p> <p>Reduction in Criminal Damage leading to reduction in Fear of Crime</p> <p>Enhancement and improvement in partnership working</p>	CDRP MT in conjunction with Probation and CHA	May be small cost involved when using Community Punishment e.g. hire of equipment, purchase of materials
<b>8</b>	Statistics should show difference in fear of crime in rural and urban areas	<ul style="list-style-type: none"> <li>• Request Citizens Panel Co-ordinators to split replies to this question by post code</li> </ul>	All CP questionnaires to show split in rural and urban fear of crime by next survey	Greater understanding of the issue of fear of crime	P Musgrave on behalf of CDRP MT via County Consultative Group and Carlisle Citizens Panel	May be nominal cost if this is not standard work for citizens panels

## Appendix 6

### Best Value Review of Community Safety. Draft Action Plan

#### 1. Recommendation 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.

##### 1.1. Action

Problem Solving is now the basis of all partnership activity and fear of crime is a major element of the Crime and Disorder Reduction Strategy 2002-05. The problem-solving model was applied to fear of crime in October 2002 and produced the action plan, which is attached at appendix 5.

Part of the action plan relates to communications and the need for the CDRP to be involved in proactive publicity of achievements to promote reductions in fear of crime. The advice of Carlisle City Councils communications unit was sought and a communications strategy has been produced. This will be presented to the CDRP on 15<sup>th</sup> January 2003

#### 2. Recommendation 2

It is recommended that Carlisle City Council develops a clear definition of anti-social behaviour, which reflects citizens concerns, and makes 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.

##### 2.1. Actions

The review consistently found that anti-social behaviour (ASB) was one of the principal concerns of residents. The CDRP decided to include anti-social behaviour as a separate strand in the 2002-05 strategy and in April 2002 this subject was identified as the one to be tackled first. The approach was to run three problem solving sessions with the ultimate aim being to arrive at a shared definition of anti-social behaviour and to involve the community in devising and costing an action plan. The exercise is to be run again in January 2003 with the opportunity to review and redefine the work programme.

The CDRP also identified the need for a dedicated ASB co-ordinator for which funding was available via the Safer Communities Initiative. The post has recently been appointed following a readvertisement which has led to some



delay in fully implementing the action plan. The co-ordinator will take up the post early in the New Year. Carlisle and Eden CDRP are the first district in the North West to secure funding for and employ a dedicated ASB co-ordinator.

### **3. 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.

#### **3.1. Actions**

The CDRP recognised that the Probation Service were a valuable source of labour to undertake work within the community such as removing graffiti, work to gardens etc. The scoping panel asked the team to investigate using community punishment orders to tackle crime. Following the CDRP exercise into Crime Hotspots, the areas of Currock and Upperby were identified as being priorities for action. Community punishment teams have now been engaged in activities such as graffiti removal, environmental works and minor repairs.

A scheme has recently been started in Botcherby where community punishment teams are carrying out work to void gardens.

Early in 2003 the services of the Youth Offending Team will be added to this and they will be employed in such activities as litter picking, environmental works and other work which may fit with specific reparation orders. The problem solving exercise on prolific offenders has not yet been held but is expected early in 2003.

In terms of the court system although the courts are protective of their independence the CDRP has successfully engaged at Magistrate level and is now inviting the Clerk to the Magistrates to all Problem Solving events. Whilst we cannot influence the system we have been able to make good use of information held and have reached general agreement to share information.

### **4. Recommendation 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.

#### **4.1. Action**

The hotspots task group existed under the 1999-2002 strategy and was set up to specifically look at crime in geographically defined locations. The main issues were already being examined in other areas such as disorder, vehicle crime, burglary, drug offences and the group had no specific remit and therefor did not produce any work. Added to this, one of the hotspots

identified was Raffles which, during the course of the strategy, became the subject of significant demolition leading to reductions in crime and disorder in that area.

The challenge for this review was to implement a structure which made reference to hotspots and worked to reduce offences in these locations but did not tightly define them. The outcome is that hotspots are now looked at on a six monthly basis and are based on selecting the top one or two locations according to Police incident data. The CDRP is three months into an intensive programme of measures in Currock and Upperby which were the first areas selected for priority.

Community involvement is seen as key to the success of this initiative and the CDRP is working with residents groups, neighbourhood forums and elected members in the wards concerned.

## **5. Recommendation 5**

It is recommended that Carlisle City Council consider the three level approach of **corporate, service area and committee** to ensure acknowledgement 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.

### **Action**

See under **Recommendation 6**

## **6. Recommendation 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.

### **6.1. Action**

The previous two recommendations have several overlapping areas and it was felt appropriate to join up the actions. 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'*.

Training has taken place on section 17 but it has not been comprehensive and has not filtered down to operational staff. Some Unit Heads and elected members have been involved but the review identifies a three level approach.

Partnership funding under the Partnership Development Fund will be used from April 2003, subject to agreement by the CDRP, on a range of training measures related to this issue. In addition to this there will be a continuous county wide programme which can also be accessed by local authority personnel.

Crime and Disorder objectives are now monitored via the City Council Corporate Plan as well as through best value performance indicators. This review will be fed in to all other subsequent reviews to ensure that community safety is looked at during scoping.

The CDRP and the community safety co-ordinator will be obtaining prices from training providers to deliver the package, as recommended, during financial year 2003-04. This package will be specifically tailored to Carlisle City Council and this review to ensure that a procedure is developed alongside for all members of staff and elected members. The review team acknowledges that this is the major challenge in the coming year.

## **7. Recommendation 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.

### **7.1. Action**

The CDRP used this review, along with the development of a new strategy, to restructure the partnership and to adopt alternatives to dedicated standing task groups which looked at specific topics. Under the previous structure, task groups met every month whether or not they had issues to discuss or funding to address them. The new structure from April 2002 has adopted the problem solving model as recommended in this review. The model has been applied to all CDRP priority areas and has extensively involved members of the wider community in priority setting. These priorities are reviewed every six months and redefined as necessary.

## **8. Recommendation 8**

It is recommended that Carlisle City Council establish 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.

### **8.1. Action**

Carlisle City Council is now fully signed up to the Safe Estates Agreement which is the basis for sharing of information between all agencies mentioned above. All agencies are invited to Problem Solving Exercises and improvements in involvement are now being seen. The CDRP funded Anti Social Behaviour Co-ordinator will have a role to play in engaging further with

Education and Social Services and the PCT is to become a responsible authority under the Police Reform Act 2002. This legal duty to be involved in Crime and Disorder is scheduled to take effect in spring 2004 but Carlisle and Eden CDRP have invited the relevant PCTs to become engaged from spring 2003.

The table shows the above recommendations with their actions and timescales:

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Recommendation	Actions	Timescale	Lead agency	Status	Comments/financial implications
1	Problem Solving model applied to fear of crime (see appendix 5).	Already complete. Will be reviewed every six months	CDRP Management Team	Green	None
	Communications strategy produced awaiting approval	Implementation March 2003	Carlisle City Council	Green	Finance allocated from CDRP
2	ASB will be prepared as sub strategy upon appointment of Co-ordinator	Within first 12 months of appointment	ASB co-ordinator (Carlisle City Council)	Green	Finance in place for all points above
	Multi agency and community approach adopted.	First stage complete. Continuous process every six months	CDRP Management Team	Green	
	Public commitment to Anti Social Behaviour	Funding used to appoint ASB co-ordinator. Appointment date 15.01.03	Carlisle City Council	Green	
3	Protocol now in place to refer work via community punishment. Further funding needs to be sought to make the scheme sustainable	Protocol in place now. Funding issues to be resolved by March 2003	CDRP Management Team	Amber	Dependent on funding from CDRP
					Comments/financial

Recommendation	Actions	Timescale	Lead agency	Status	implications
4	<p>Standing Task Group disbanded as part of CDRP restructuring. Now applying problem solving model to all areas with above average crime.</p> <p>Self assessment framework will monitor performance</p>	<p>Already complete. Task group disbanded February 2002. Problem Solving process commenced for Currock and Upperby in October 2002</p> <p>April 2003</p>	CDRP Management Team	Green	
5 and 6	<p>Comprehensive training package being developed and prices sought from recognised training providers</p> <p>County wide training will continue to be made available to members and officers at all levels</p> <p>Feed this review into others to ensure community safety is considered during scoping</p>	<p>After April 2003 when new funding is allocated. (Partnership Development Fund)</p> <p>Ongoing</p> <p>Upon completion/approval of this review</p>	<p>Community Safety Co-ordinator</p> <p>Community Safety Co-ordinator</p> <p>Performance Officer and Community Safety Co-ordinator</p>	<p>Amber</p> <p>Green</p> <p>Green</p>	<p>Dependent on funding.</p> <p>More officers need to be encouraged to attend the events re section 17. Potential nominal cost implication per delegate.</p>

Recommendation	Actions	Timescale	Lead agency	Status	Comments/financial implications
7	<p>Problem solving model now applied to all priority areas.</p> <p>Community fully engaged in the process.</p>	<p>Already complete but each priority area will be subject to a six monthly review</p>	<p>CDRP Management Team</p>	<p>Green</p>	<p>Action plans are producing demands on resources but it is felt that these can be met through CDRP funding</p>
8	<p>Fully signed up to Safe Estates Agreement</p> <p>Sustained participation in CDRP activity from Education and Social Services</p> <p>Better engagement with Health services</p>	<p>Complete</p> <p>Upon appointment of ASB co-ordinator</p> <p>April 2003</p>	<p>Cumbria Police</p> <p>Carlisle City Council</p> <p>CDRP</p>	<p>Amber</p> <p>Green</p> <p>Amber</p>	<p>Carlisle Housing Association need to be added to this agreement</p> <p>Early success already achieved</p> <p>Unsure of willingness or ability of PCTs to fully participate before statutory deadline in 2004</p>

**A. GENERAL FUND REVENUE BUDGET 2002/03 TO 2005/06**

**1. GENERAL FUND REVISED ESTIMATES 2002/03**

- 1.1 That the revised net expenditure for 2002/03, totaling £14.503m compared to the original budget of £13.509m be approved, together with a consequential reduction in balances of £0.994m.

**2. GENERAL FUND REVENUE ESTIMATES 2003/04 to 2005/06**

- 2.1 That the base budgets (excluding New Spending Bids and Savings) submitted in respect of Services and including Parish Precepts be approved totalling:
- £14.675m for 2003/04, which reflects increases in estimated income from fees and charges totalling £104,380.
  - £15.606m (projected) for 2004/05.
  - £16.051m (projected) for 2005/06.
- 2.2 That the core spending be further reduced by those savings and increases in income totalling £583,000 in 2003/04 rising to £700,000 in 2004/05 and 2005/06 detailed in **Schedule 1** below.
- 2.3 That the core spending be increased by those new expenditure bids totaling £456,100 in 2003/04 and reducing to £292,600 in 2004/05 and £285,100 in 2005/06 as detailed in **Schedule 2** below.

**Schedule 1**

Proposed Budget Savings	Corporate Plan Objective	£ 2003/04	£ 2004/05 and 2005/06
Town Twinning	CC1	10,000	10,000
Corporate Publications	CM7	10,000	10,000
Best Value Reviews	CM5	65,000	87,000
Car Park Charges (in excess of the CCP)	IE2		
- Review of Policy		94,000	94,000
- Additional from Capital Investment		50,000	50,000
Building Control use of surplus	CM7	15,000	15,000
Procurement/Central Purchasing (re sub-contractors)	CM7	50,000	50,000
Business and Enterprise Support	EP1	10,000	25,000
Additional Salary Turnover Savings	CM7	50,000	50,000
Land Charges income (in excess of the CCP)	CM7	20,000	20,000
Bereavement Services income (in excess of the CCP)	CM7	119,000	119,000
Tullie House	CC2	40,000	40,000
Advice Agencies	CO1	0	80,000
Grants to Housing Associations	HW2	40,000	40,000
Community Centres	CO1	10,000	10,000
<b>Total</b>		<b>583,000</b>	<b>700,000</b>