

I Introduction

1.1 Between November 1999 and March 2000, HMIC conducted a thematic Inspection of crime and disorder reduction. The Inspection team was led by Keith Povey Esq, QPM, BA (Law), Her Majesty's Inspector with national responsibility for crime and disorder reduction. Uniquely, the Inspection was supported by teams from a wide range of backgrounds in recognition of the diversity of the partnerships created by the Crime and Disorder Act of 1998. This report benefits from the wider perspective brought by representatives of the Audit Commission, the Social Services Inspectorate, Ofsted, the LGA, regional government offices and the Home Office. Her Majesty's Inspectorate of Probation was originally involved in early preparations but was unable to assist in site visits due to resource constraints. Part of this constraint resulted from Her Majesty's Inspector of Probation's four-part thematic study on *The Use of Information by Probation Services*. The third part of this study entailed an inspection of the Probation Service's contribution to crime and disorder partnerships, the findings of which will complement this report. Although the Health Department did not participate in the Inspection, issues relating to health were considered by other members of the team, principally through the Social Services Inspectorate.

Background

1.2 In February 1998, HMIC published the findings of a thematic Inspection of crime prevention entitled *Beating Crime*. The report concentrated on the role of the police service in crime prevention but also commented on the strengths and weaknesses of partnership arrangements. Simultaneously, the Audit Commission undertook a study of community safety frameworks within local authorities and similarly noted the strengths and weaknesses of partnerships. This work culminated in the publication of *Safety in Numbers* in February 1999.

1.3 In a subsequent study, the Audit Commission examined arrangements in over 250 Crime and Disorder Act partnerships and the steps taken by responsible authorities to implement the principal requirements of the legislation, namely, to:

- Formally establish partnerships.
- Conduct local audits of crime and disorder.
- Consult with local communities.
- Produce community safety plans or strategies.

1.4 The Audit Commission reached the following conclusions:

Partnerships

- Good working relationships were generally evident.
- The role of community safety officers within partnerships was developing well.



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- Structures were evolving positively.
- The involvement of some agencies - notably health and probation - was restricted, on their stated grounds that resources were already committed to other priorities.
- There was a need for more effective communication strategies to clearly signal intentions to partner agencies and communities.

Audits

- The audits had benefited from considerable effort and reflected a multi-agency approach.
- Many had used a limited range of data sources, largely relying on police figures.
- Very few used benchmarking as an aid to the audit process.

Consultation

- Good use of existing consultative networks was apparent.
- Tight timescales caused frustration among those being consulted.
- Partnerships had limited success with hard-to-reach groups.

Community Safety Plans/Strategies

- Quality was variable, but most set out priorities drawn from audit and consultation.
- Little was done to identify or evaluate current activity to reduce crime.
- Objectives were too often not capable of being tested, monitored or evaluated.

- 1.5 The work of the Audit Commission provided a valuable insight into the extent to which partnerships had conducted effective audits and linked the results to clear community safety plans.
- 1.6 Although the Crime and Disorder Act received Royal Assent on 31 July 1998, the obligations on the responsible authorities, namely the police and local authorities, did not take effect until 30 September 1998.
- 1.7 The Act was a watershed, placing statutory responsibilities for the reduction of crime and disorder on agencies and authorities which had not formerly considered such work to be part of their primary responsibilities. The Act went further by creating structures and partnerships to ensure responsible authorities and others work together to share resources, information and skills to their mutual benefit and, more importantly, to the benefit of the communities they serve.
- 1.8 Despite the additional burdens imposed by the provisions of the Act, the Inspection found that it was widely welcomed by all agencies. It provides a framework and focus for the development of partnerships in responding to crime and disorder issues. It also provides new powers and solutions for dealing with intractable problems which have previously not been solved by judicial process.

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- 1.9 The Anti-Social Behaviour Order (ASBO) is a good example of an option now available to partnerships. The process of preparing for an ASBO brings partner agencies together to focus on a problem and often produces effective solutions without the need to proceed to court (see paragraph 5.9 for further discussion).
- 1.10 The Act also created the Youth Justice Board and the locally based Youth Offending Teams (YOTs). Although not directly connected to partnerships, the YOTs should be included in any local strategy seeking to reduce offences committed by young people. The Inspection found that where such links had been established the particular skills and insights of the YOTs had been of wider benefit to the partnership in developing other strategies and tactics.
- 1.11 The Home Office Policing and Reducing Crime Unit of the Research, Development and Statistics Directorate (PRCU(RDS)) is conducting research on the entire Crime and Disorder Act audit, consultation and strategy formulation process. It will review how partnerships have consulted mainstream and hard-to-reach groups on the crime and disorder audits. This will complement a further PRCU(RDS) study on police consultation with hard-to-reach groups.
- 1.12 In addition, as part of this Inspection, the PRCU(RDS) has specifically looked at the problem solving approach to reducing crime and disorder; this review will be published shortly under the title *Not Rocket Science? Problem Solving and Crime Reduction*.
- 1.13 This Inspection was undertaken relatively soon after the implementation of the Act and sought to gauge the extent and effectiveness of unprecedented activity by the Home Office and other agencies to reduce crime and disorder.
- 1.14 Factors affecting the relative success of partnerships will be discussed later in this report, together with a description of a model partnership and a model BCU; this is built upon through later chapters and brought together in Chapter 7 (see paragraph 7.3)

Methodology

- 1.15 This Inspection involved four key stages: -
- Detailed pre-Inspection analysis of data and documentation, including force and partnership strategies and plans.
 - Questionnaires to all chief constables requesting details of their approach to crime reduction. Forces were also asked to nominate four successful and four unsuccessful crime reduction initiatives.
 - Extensive consultation and meetings with key figures within the fields of law enforcement, public service, the voluntary sector, registered charities and the government.



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- Inspection of 12 selected forces and three community safety partnerships in each of those forces. Local authority staff were also interviewed.

- 1.16 To ensure appropriate coverage of key crime reduction issues, multi-disciplinary teams were formed. They visited each of the 12 forces, including the force headquarters and three BCUs. They interviewed chief officers, police authority members, heads of departments and police personnel of all grades. Visits to the community safety partnerships included interviews with staff at all levels. In addition, group discussions were held with representatives of the community. Visits to over 40 local authorities included interviews with chief executives, department heads and community safety officers as well as elected members. The teams also conducted interviews with key public service staff including the chairs of the drug action teams (DATs), chief probation officers, and representatives of YOTs. The inspection team was greatly impressed by the commitment, willingness and professionalism with which all staff responded to the inspection process.

- 1.17 Four specialist teams were formed to examine specific areas relevant to crime reduction. These were:
 - Finance.
 - Problem solving.
 - Information technology (IT).
 - Crime recording and data quality.

- 1.18 The findings of the Inspection into crime recording and data quality, although referred to in this document, will be the subject of a separate HMIC report *On The Record* to be published at a later date.

- 1.19 In addition to this Inspection, a complementary HMIC Inspection into the effectiveness of forensic and other scientific methods of crime investigation has now been completed and its report *Under the Microscope* will be published shortly.

Scope of the Inspection

- 1.20 The key objectives of this Inspection were to:
 - Conduct a comprehensive review of crime and disorder reduction activity.
 - Identify the partners who can deliver crime and disorder reduction.
 - Establish the critical success factors for its achievement.
 - Provide a template to enhance the effectiveness of partnerships.

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2 Stemming the Tide

Current Efforts to Reduce Crime and Disorder

Chapter Summary

Recent years have seen a continuing trend of reduction in crime reflected in police figures and through the BCS. Home Office research suggests an upward trend is now likely due to predicted economic and demographic changes. Crime reduction partnerships need to build upon the successes of previous years to resist these pressures.

This chapter will outline:

- ❑ The definitions of crime, disorder and community safety.
- ❑ Crime trends, including the detection of criminal offences, the reliability of police crime figures and the projected upward pressures.
- ❑ The costs of crime and disorder, including economic and social costs, and the link between crime and drugs.

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Stemming the Tide

Defining Crime and Disorder

- 2.1 'The reality of becoming a victim of crime can be a devastating experience, the corrosive effects lasting long after the offence itself. A safe community is an environment in which these experiences and fears do not prevail. It is the clear mandate of the Crime and Disorder Act that achieving and sustaining community safety should be at the heart of work undertaken by all agencies and authorities that serve the community at a local or national level.

Definitions

Crime

- 2.2 'Crime' is generally interpreted as those offences that must be recorded by the police in accordance with the counting rules drawn up by the Home Office. The Home Office also conducts the BCS annually; this measures crimes against people living in private households in England and Wales and shows a consistently higher level of crime occurrence than police figures. The reasons given are that a substantial proportion of victims do not report their crimes to the police. Moreover, some that are reported are not subsequently recorded.

Disorder

- 2.3 'Disorder' is not defined in the Crime and Disorder Act or its accompanying guidance. It does, however, define anti-social behaviour as that which is 'likely to cause harassment, alarm or distress'. This serves to emphasise the subjective nature of disorder and suggests that any definition will either unintentionally exclude conditions that cause distress to some, or be so broad as to undermine any effort to measure disorder and the effectiveness of measures to reduce it. ACPO defines public disorder as:

"A breach of the peace of which police are aware, which may require police intervention or action in partnership with others".¹

- 2.4 A number of concerns have been expressed regarding this definition and the range of incidents that are classified as 'disorder'. In particular, whilst the definition may be helpful in assisting police forces to classify incidents, it was a widely held view that it was insufficient for the purpose of targeting disorder through partnership efforts. During the Inspection, it became clear that what would be classed as serious disorder in some places is a familiar part of everyday life elsewhere. Consequently, it is difficult to establish a universally understood definition.

Agenda for Action

ACPO and the LGA should work together to enable a definition of disorder to be developed that will take into account the local context. This will enable forces and partners to understand and address disorder in their areas and to be able to measure accurately the impact of their strategies and tactics.

Community Safety

- 2.5 The distinction between crime prevention and community safety made in the Home Office report *Safer Communities* in 1991 (commonly known as the Morgan Report) is still useful:

"The term 'crime prevention' is often narrowly interpreted and reinforces the view that it is solely the responsibility of the police. On the other hand the term 'community safety' is open to wider interpretation and could encourage greater participation from all sections of the community in the fight against crime.

The term 'community safety' is seen as having both situational and social aspects, as being concerned with people, communities and organisations, including families, victims and risk groups as well as with attempting to reduce particular types of crime and the fear of crime. Community safety should be seen as the legitimate concern of all in the local community."

- 2.6 *Safety in Numbers* quoted this and two further definitions of community safety from the Home Office and the LGA². Whilst it is tempting to provide a conclusive definition, it must be accepted that community safety is a subjective condition, as well as a dynamic concept, and can best be understood in a local context and within the broad outline provided in the above extract. Community safety thus provides a vehicle through which to identify relevant crime preventors. The term does not, therefore, replace crime prevention, but rather should be viewed as a means to that end.

Crime Trends

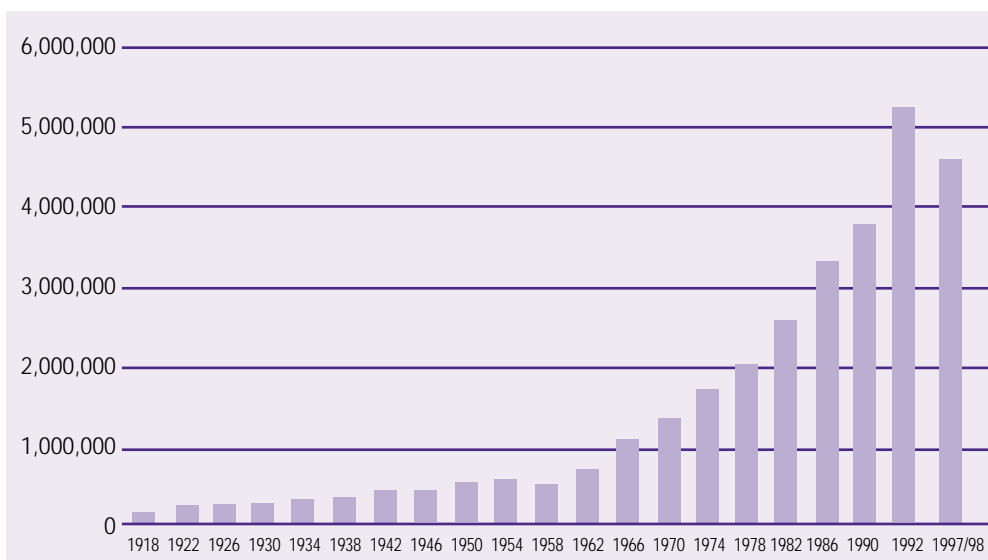
Recorded Crime

- 2.7 Nationally, crimes recorded by the police have reduced over the last six years. These trends are discussed in detail in Appendix A, but summarised in Figure 2.1 below.



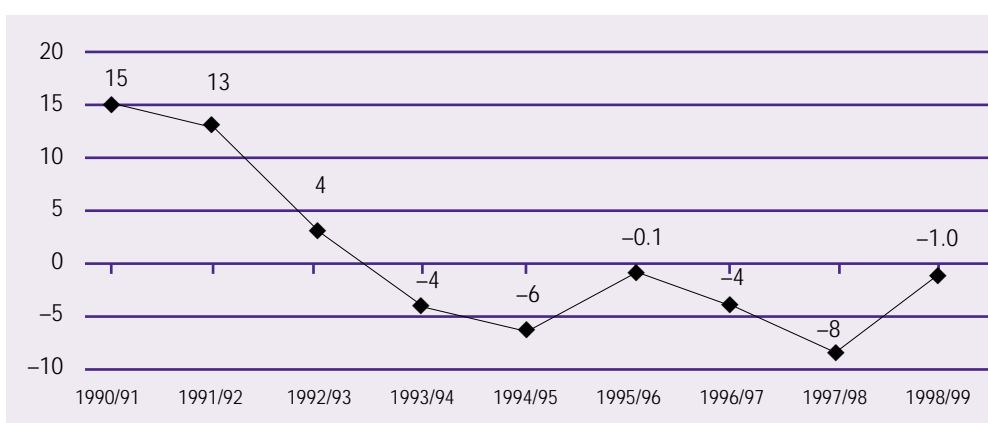
Stemming the Tide

Figure 2.1: Recorded Crime for England and Wales 1918 to 1998



2.8 During the last 100 years, crime has increased at an annual average rate of 5%, reaching a high point in 1992. The growth of crime increased substantially between the mid-1970s and early 1990s before beginning a steady decline in 1993 (see Figure 2.2).

Figure 2.2: Percentage change in recorded crime over six years



(For underlying data, see Figure A1 of Appendix A)

2.9 Those police force areas visited during the Inspection had also witnessed sustained crime reduction over the past six years. Most police officers and members of local authorities attribute a reduction in crime and disorder to combinations of factors, including social and economic conditions as well as operational activity by the police and other agencies. This continuous decline during the last six years is without precedent and the police service, together with its partners, can be justifiably proud of their efforts that have no doubt contributed to this decline. The

challenge now is to operate effectively in an environment where diverse pressures are likely to reverse that decline.

- 2.10 Crime trends are a useful basis for predicting future patterns to inform deployment of police and other resources. Traditionally, police crime figures have been used as the principal means of measuring the volume of crime, the types of crime committed and the performance of the police in detecting offenders. The Inspection confirmed that recorded police figures remain the central element of crime and disorder partnership data, although there are concerns that these figures do understate the magnitude of the problem (see paragraph 2.14).

Detection of Criminal Offences

- 2.11 In working to reduce crime and disorder, the contribution of enforcement activity should not be underestimated. Detection methods are an important part of any crime and disorder strategy. For example, the targeting of prolific offenders can have a substantial impact in reducing local crime figures and in continuing the gradual increases in detection that are illustrated in Appendix A. Detection of crime is reliant to a large extent on the provision of intelligence and evidence by members of the community. In this respect, partnerships have a clear role in raising public confidence, encouraging the reporting of offences or incidents and supporting evidence gathering. There were some examples where close co-operation between police and local authority officers in targeting high crime areas involved the use of professional witnesses. This related primarily to anti-social behaviour but could apply with equal validity to other types of behaviour or criminal activity.

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Agenda for Action

Detection is not simply a matter for police action. Partnerships can make a real contribution to the detection of crime. By building on early successes, they should consider what impact partnerships can have in raising public confidence in the reporting of offences to the police, and in providing intelligence and ultimately assisting in the provision of evidence which can be put before the courts.

The Reliability of Police Crime Figures

The Relationship between BCS and Police Figures

- 2.12 Police recorded crime figures are useful indicators of trends of incidence of crime and associated detections over the years but they do not reflect the true level of crime. The BCS and the number of offences recorded by the police indicate various aspects of crime at the national level. Together they provide a better picture of the nature of crime than can be discerned from either set of data alone.

Stemming the Tide

- 2.13 Comparisons have been made between those crimes that are identically categorised within police recorded crime data and the BCS data. The methodology and overall trends are illustrated in Appendix A. In summary, both sets of data illustrate similar trends. For example, burglary and vehicle crime increased steadily from 1981 to 1993 and 1991 respectively, but have both reduced slowly since. Conversely, violent crime recorded by police shows a steady increase from 1981 to 1997 and continues to represent an increasing trend.

The Upward Pressures on Recorded Crime

- 2.14 Although England and Wales have recently experienced six years of sustained crime reduction, some forecasts³ suggest an upward trend is likely due to predicted economic and demographic changes if crime reduction measures are not vigorously pursued.
- 2.15 Whilst this increase is not expected to be as great as that experienced between 1960 and 1991, partnerships must not be complacent. Home Office figures⁴ show an increase in recorded crime of 3.8% in 1999/2000. It is therefore imperative that crime reduction partnerships build upon earlier initiatives to resist any further increases.

A Review of Crime Recording Procedures

- 2.16 It is important to ensure that police crime figures are recorded as reliably, accurately and consistently as possible. In 1999 the Home Office undertook research into police procedures for crime recording. As part of this Inspection, a specialist crime audit team undertook a similar review of 11 forces. Both studies identified widespread under recording of reported crime, differing interpretations of the counting rules and inappropriate classification of offences.
- 2.17 HMIC will shortly be publishing a separate report on the subject of police data quality covering police crime recording and data held on the police national computer. Recommendations within that report will be followed up by HMIC in consultation with the Home Office. The report will also be taken into account by the wide-ranging review of crime statistics currently being considered by the Home Office.

The Costs of Crime and Disorder

- 2.18 Estimates suggest that crime costs the nation £50 billion per annum⁵. In the past three years, the government, through its crime reduction programme, has invested

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some £400 million to reduce this cost. This has included significant investment in burglary reduction schemes, which will be discussed in more detail in paragraph 3.4.

Social Cost of Crime

2.19 The social cost of crime is readily apparent in the fear of crime among the most vulnerable and disadvantaged in communities throughout the country. This view represents conventional wisdom but there are huge conceptual and measurement problems concerning 'fear of crime'. Whilst pronounced fear of crime in areas experiencing a high crime rate is understandable, surveys have indicated that in some low crime areas the fear of crime is disproportionate to the risk of becoming a victim⁶. This should not detract from efforts to educate people in sensible precautions to secure their personal safety and that of their property, but it emphasises the need for sensitivity in setting this advice in context.

The Link between Crime and Drugs

2.20 The use of illicit drugs is widespread in England and Wales. Drug users commit a significant amount of crime, particularly property crime, to fund their illicit drug consumption. The Inspection confirmed that drug use is not affected by geographical or social boundaries. For example, significant drug problems were identified in inner city London housing estates and in the largely rural areas of Humberside and Dyfed Powys.

2.21 It is extremely difficult to establish a specific link between drugs and crime. The following observation⁷ encapsulates this difficulty:

" ... there is no clear progression from drug use to crime, or from crime to drug use. Sometimes drug use comes first, sometimes criminality comes first; both are powerfully associated with a deviant lifestyle in which each is common."

2.22 Similar observations were also made through research undertaken by the Drug Testing of Arrestees programme⁸ and by the Drugs Prevention Initiative⁹. Interesting research has also been undertaken into the heavy costs of drug abuse borne by victims of crime and the national economy¹⁰ and into the benefits to be obtained through investment in drug treatment¹¹:



Stemming the Tide

Home Office Study - Drug Testing and Interviewing Arrestees

- ❑ 61% of arrestees tested had traces of drugs in their urine:
 - ❑ 46% - cannabis.
 - ❑ 18% - heroin.
 - ❑ 10% - crack/cocaine.
- ❑ 32% of the arrestees' offending behaviour was directed towards the regular purchase of heroin and/or crack/cocaine

DPAS Study - Costs of Drug Abuse

- ❑ If the average expenditure of problem drug users (usage that is dependent, excessive or which creates serious health risks) is around £200 per week, combined expenditure per year in England and Wales alone is at least £1 billion.
- ❑ The probability is that more than half this sum is raised through acquisitive crime.
- ❑ Assuming that stolen goods are sold to a handler for a third or less of their replacement value, losses to victims of crime (both businesses and individuals) will be in excess of £1.5 billion.
- ❑ Criminal justice costs per problem user are likely to be in excess of £5,000 per year or £0.5 billion per year in total, in addition to health and social security costs.

NTORS Study - Costs and Benefits of Drug Treatment Services

- Research conducted into the costs and benefits of drug treatment services concluded that there were considerable net savings:
- ❑ 40% of those users who had been regularly using illicit opiates consumed drugs less frequently after completing a course of treatment.
 - ❑ A substantial minority of former users stopped altogether.
 - ❑ Crime rate was cut to a third of pre-intake levels.
 - ❑ It was estimated that for 'every £1 spent on treatment over £3 was saved in the costs of crime alone'.

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Helping to Break the Link

2.23 Given the clear benefits of accessible and timely drug treatment programmes, it is disappointing to note further research¹² which showed that virtually every treatment provider was working at full capacity with evidence of high waiting lists. The site visits also confirmed these difficulties. There is concern that the reported lack of capacity of drug treatment services and consequently long waiting lists will have a detrimental effect on their effectiveness in reducing drug abuse and associated criminal behaviour.

2.24 Much anecdotal evidence was given to the Inspection team of substantial delays, often amounting to many weeks, between referral and treatment. By their very nature, drug abusers suffer a chaotic lifestyle with short-term goals and little in the way of long-term plans. A reluctant, or even enthusiastic decision to submit to treatment will quickly evaporate if not actioned immediately. This is likely to be

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exacerbated by the proposals outlined in the Criminal Justice and Court Services Bill, which will be enacted in late 2000 and will provide for further drug intervention schemes.

2.25 The Inspection team is aware of the encouraging steps central government is taking in an attempt to combat these problems:

- A recruitment campaign will help address the potential shortfall in the numbers of drug workers.
- The capacity issues raised by the NERA research is being considered as part of the Spending Review 2000.
- £20 million is to be invested over three years to accelerate the spread of arrest referral schemes to every police custody suite in England and Wales.

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Conclusions

2.26 This Inspection is timely in the light of the emphasis being placed on community safety by government and the members of local crime and disorder reduction partnerships. Trends in crime over recent years, as reflected in police figures and through the BCS, are encouraging and offer some opportunity to resist a return to relentless annual increases in recorded crime.

2.27 Sustained reduction of crime and disorder will not be easy to achieve. Long-term reduction will require positive leadership, energy and commitment within partnerships and the agencies and individuals they comprise. One of the key aims of the Inspection has been to identify those factors that typify the most active and effective partnerships and the barriers that hinder them making progress.

Sustained reduction of crime and disorder will not be easy to achieve. Long-term reduction will require positive leadership, energy and commitment within partnerships and the agencies and individuals they comprise

2.28 The next chapter describes what is needed to raise the game to tackle the upward pressures on crime trends and to capitalise on recent successes. The roles of central government, ACPO and local partnerships will be examined and opportunities for the future will be outlined.



Agenda for Action

	Reference	National	Regional	Local
ACPO and the LGA should work together to enable a definition of disorder to be developed that will take into account the local context. This will enable forces and partners to understand and address disorder in their areas and to be able to measure accurately the impact of their strategies and tactics.	2.4	✓		
Detection is not simply a matter for police action. Partnerships can make a real contribution to the detection of crime. By building on early successes, they should consider what impact partnerships can have in raising public confidence in the reporting of offences to the police, and in providing intelligence and ultimately assisting in the provision of evidence which can be put before the courts.	2.11			✓



3 Raising the Game

Setting the Agenda for Reducing Crime and Disorder

Chapter Summary

The previous chapter provided the context to this Inspection, namely the current trends in relation to crime, the need to consider the upward pressure on recent reductions and the link between crime and drugs. This chapter outlines the key players who have a significant role to play and describes what they need to do to raise the game to tackle that upward pressure and capitalise on the recent successes.

In summary, this chapter will outline:

- ❑ The role of central government, its current investment in community safety, its commitment to sustained reduction in crime and disorder and the need for effective consultation.
- ❑ The role of the government offices for the regions.
- ❑ The role of local partnerships and constituent agencies in managing performance.
- ❑ The role of police authorities.
- ❑ The role of ACPO and its key leadership function.
- ❑ The role of non-statutory bodies.
- ❑ The opportunities for the future with particular reference to the provisions of Section 17 of the Crime and Disorder Act to improve co-ordination and other government programmes to impact on the priorities and planning processes.

Raising the Game

The Role of Central Government

Current Position and Perceptions

Response to Previous Thematic Inspections

3.1 *Beating Crime* and *Safety in Numbers* identified key roles and areas for improvement for central government.

Beating Crime

- ❑ The environment within which the police service operates should be improved.
- ❑ The Home Secretary's key objectives for policing need to keep shifting the emphasis towards reduction of crime and disorder.
- ❑ The accountability of other partners whose contributions are likely to lead to sustainable crime reduction should be strengthened.
- ❑ The national arrangements for enabling and co-ordinating crime reduction are fragmented and incomplete.
- ❑ The national provision of crime reduction training is not integrated with other aspects of crime management.

Safety in Numbers

- ❑ There is an important role for central government in supporting and monitoring the change.
- ❑ Information on 'what works' needs to be available where it matters - on the ground.
- ❑ The national crime reduction strategy should focus on prevention and take a role in tracking and evaluating progress.
- ❑ All government departments should identify what they can do to raise the profile of community safety and contribute to finding solutions.

3.2 The Inspection team repeatedly heard the view that central government still has a long way to go in meeting these recommendations. Many members of partnerships, including police and local authority staff, perceived a lack of co-ordination across government departments and within the Home Office, together with confusion over roles and responsibilities. They also felt that unreasonable demands were being placed on them to address too many government priorities and to respond to a diversity of plans in too short a timescale. Interestingly, much of this pressure stemmed from government-funded initiatives that were otherwise welcomed in their scope and intent. In addition, there is also a recognition that central government in general, and the Home Office in particular, is aware of these difficulties and has made significant inroads to improve efforts to reduce crime and disorder, although more change is needed.

Government Investment in Community Safety

3.3 Positive efforts are being made to improve the focus on crime and disorder reduction. Recent structural changes, for example, have introduced:

- The PCRG, a major step in the right direction.
- The opportunity to improve co-ordination and, complemented by the PRCU(RDS), the potential to link research to crime and disorder reduction more effectively.
- The National Crime Reduction Task Force, chaired at ministerial level, with the principal remit to improve the performance of partnerships through the provision of support and guidance by drawing in senior experts from local government, the police service and other organisations.

The aims of the restructuring are commendable, particularly with its main focus on the co-ordinated reduction of crime. There is no doubt that this restructuring is likely to lead to much greater synergy between government departments and within the Home Office.

3.4 The government's ambitious Crime Reduction Programme has introduced challenge funding to crime and disorder reduction, principally through the Burglary Reduction Initiative, the Targeted Policing Initiative and the CCTV programme. These amount to a total investment of approximately £400 million. Other elements of the crime reduction programme are described in Appendix B. The government has also established a Crime Fighting Fund. This will be used in a number of initiatives:

- 5,000 additional police officers will be recruited, over and above the number that would otherwise have been recruited in 2000/01 and 2001/02.
- £34 million has been put into extending the database of offenders' DNA and DNA material recovered from the scenes of crimes.
- An extra £50 million has been allocated to improving police communications.

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3.5 The March 2000 budget allocated an additional £91 million for police modernisation. Of this figure, £20 million will be allocated to the five Metropolitan areas in which 70% of robberies take place and £15 million will be used to meet special needs of rural policing.

3.6 Many of these funds can only be accessed on a bid basis; unfortunately, many of those received have been of poor quality. The efforts currently being made by the Home Office to provide further advice on bidding processes and procedures are welcomed. Conversely, local authorities and police forces expressed their concern that the complexity and inconsistency of bidding processes had resulted in considerable time and effort being invested, often without reward. One director of housing observed:

"The notification period and time to react and respond is woefully short. It can be very time consuming without guarantees of success. This is valuable time which could have been utilised far more productively on existing well proven initiatives."

Raising the Game

- 3.7 Other criticisms reflected the lack of formal feedback to unsuccessful bidders and the application of inconsistent criteria by regional office staff. The Home Office has responded positively to these observations and improvements have been made to the process. There are a number of benefits apparent:
- The preparation of a bid demands a focus on the problem.
 - The process encourages bidders to think of innovative solutions.
 - Allocated funds are directed to that particular activity.
 - Successful bids require evaluation and monitoring processes to be put into place.

Consultation by Central Government

- 3.8 The positive steps to support crime and disorder reduction have been taken with alacrity but at the price of a widely perceived disregard for consultation with interested parties, particularly on the part of police forces and local authorities. The Inspection heard a number of complaints of a lack of consultation by the government in developing approaches to community safety, including the government's own Crime Reduction Strategy and the decision to create regional crime directors. This lack of consultation has led to a commensurate lack of ownership of the strategy, with a feeling by key players that policies have been imposed rather than negotiated. There is a lack of understanding of the role of the director among crime reduction partners; this has engendered avoidable suspicion and resentment. This gap in consultation has been recognised by the Home Office and positive efforts are being made to address it. This will be facilitated through the new PCRG structure (see paragraph 3.3) and through the regional crime directors. A key role for the directors is to act as a conduit between central government and local delivery.
- 3.9 The LGA, the Association of Police Authorities (APA) and the Society of Local Authority Chief Executives (SOLACE) all played a key role in the development of the Crime and Disorder Act. Each continues to be very active in the further development of partnership efforts. Representatives stated their real commitment to partnership and public understanding but fear a heavy-handed national approach will stifle local progress, thereby alienating local communities who will only remain involved if they believe they can influence activity to address their needs. The associations also expressed particular disappointment that the opportunity presented by a potentially effective government strategy to elicit local points of view had been squandered by a perceived impatience within the Home Office.

This lack of consultation has led to a commensurate lack of ownership of the strategy, with a feeling by key players that policies have been imposed rather than negotiated

Agenda for Action

Many key organisations have a wealth of knowledge and experience in the field of crime and disorder reduction. The Home Office must consult widely and more effectively to ensure expertise, ownership and active support are maximised to achieve sustainable crime reduction.

Cross-Departmental Co-ordination

- 3.10 The White Paper *Modernising Government* stated that policies should be 'forward looking', 'inclusive' and 'fair', and that integrated policies and programmes at the local and national level should tackle the issues facing society in a 'joined-up' way. A recent report published by the Performance and Innovation Unit¹ identified that there are too many government initiatives, causing confusion, not enough co-ordination, and too much time spent on negotiating 'the system', rather than delivering.
- 3.11 The concerns illustrated above have also been consistently identified during this Inspection. As an example, a senior Home Office official highlighted the difficulty of getting the Departments of Health and Education to allocate high priority to tackling drugs and crime, given their other agendas. This has an impact at the local level. The addition of local community safety objectives, though high on the national political agenda, is reduced in importance nearer to the point of service delivery. This point was highlighted in the Audit Commission findings quoted earlier.
- 3.12 If the government wishes to give its Crime Reduction Strategy the maximum possible chance of success, it must consider options to improve the current scope of ministerial and inter-departmental working, which has been consistently criticised as lacking co-ordination. There are a number of opportunities presented by current government improvements already in place:
- Central government departments should be equally accountable for ensuring that Section 17 of the Crime and Disorder Act is applied (discussed further in paragraph 3.58).
 - The Ministerial Steering Group on Drugs, which exists to promote the government's National Drugs Strategy across disparate portfolios, may provide a suitable model for the pursuance of the government's Crime Reduction Strategy.
 - The role of the Social Exclusion Unit (SEU), responsible to the Cabinet Office, could be increased to embrace the wider aspects of community safety. Due account could be taken of government departments' application of the principles of Section 17. The SEU could also liaise more closely with the new unit - as recommended in *Reaching Out* - which will work on behalf of government as a whole to ensure better co-ordination of policy initiatives.
 - The enhancement of the regional crime reduction teams in the government offices for the regions (see paragraph 3.14).
 - The newly structured PCRG supported by the multi-disciplinary Task Force (see paragraph 3.3) would be in an ideal position to ensure that 'joined-up' activity is actually applied.

Raising the Game

The Role of Government Offices for the Regions

Previous Position on Crime and Disorder

- 3.13 Government offices for the regions (nine in England and one in Wales prior to the creation of the Welsh Assembly) were established in 1994. The limited Home Office presence in them emphasised as priorities crime prevention and community safety, ethnic minority issues and the voluntary and community sectors. This emphasis was felt by many to be somewhat dissipated by the competing demands of other government departments, although it is accepted that the Single Regeneration Budget (SRB) was relevant to community safety.

The Enhanced Regional Structures

- 3.14 The establishment of regional crime reduction teams under the authority of the newly-appointed regional crime directors has reinforced the importance of community safety. The role of the director will be to improve the effectiveness of local crime and disorder reduction partnerships by:

- Ensuring that partnerships in their region receive suitable training, support and guidance.
- Managing the allocation and use of Crime Reduction Programme funding in their region.
- Ensuring that crime reduction issues are fully integrated within the work of the government regional office.
- Contributing to the national development of effective approaches to crime reduction.
- Working closely with HMIC and the Audit Commission to monitor the performance of partnerships against their agreed crime and disorder strategies.

- 3.15 The enhanced regional structure is expected to improve the management of the bidding process and to ensure that the funds are being invested in those areas of greatest need. As the Crime Reduction Programme is extended, each regional office is likely to be responsible for up to 200 funded projects.

- 3.16 It will be particularly important for the directors to ensure that the management of initiatives is consistent within their region and across the country and made as simple as possible to allow partners to maximise effectiveness and minimise discouraging bureaucratic burdens.

The Role of Local Partnerships

Statutory Partnerships

- 3.17 The creation of statutory partnerships for the reduction of crime and disorder has:

The establishment of regional crime reduction teams under the authority of the newly-appointed regional crime directors has reinforced the importance of community safety

The enhanced regional structure is expected to improve the management of the bidding process and to ensure that the funds are being invested in those areas of greatest need

- ❑ Provided added incentives to many local authorities, police forces and other social agencies already committed to working in partnership.
- ❑ Sounded a clarion call to those who felt that any activity referring to 'crime' must be a matter for the police alone to revisit their priorities and procedures.
- ❑ Required careful reflection, much hard work, new priorities, new duties, new liabilities and new relationships.

3.18 These developments have not reduced their other responsibilities or the differing planning requirements of their respective supervening structures or that of the numerous central government departments. Successful partnerships are to be congratulated for being able to manage this additional workload without detriment to their existing demanding responsibilities.

3.19 The Act specifies that the responsible authorities for the operation of partnerships are the local authority and the police, together with the active involvement of the relevant police authority, probation committee and health authority. The Inspection found these relationships to have achieved varying degrees of maturity and effectiveness. In particular, agencies other than the two responsible authorities often appear not to be wholeheartedly committed to partnership work. There were different levels of engagement too by local authorities and different approaches by the police. The difficulties most frequently encountered concerned the low level of involvement on the part of health authorities and, to a lesser extent, the probation service. This will be further explored in Chapter 4.

Tensions between Central Government and Local Partnerships

3.20 The government's aim to reduce crime and disorder was formalised with the publication of its Crime Reduction Strategy. In addition, there is a requirement on police authorities to set reduction targets for all police forces in England and Wales. These targets, which partnerships are also encouraged to include, are in respect of crimes of burglary and vehicle crime and, for the five largest forces, robbery offences.

3.21 Tensions arise when government objectives are not identified as priorities locally; this was clearly evident throughout the Inspection. The point made by a number of partnership representatives concerned the perverse need to target resources at a 'national' problem when it was not identified as a problem locally. There is a balance to be struck. The national targets are unlikely to be too far removed from local concerns; burglary, vehicle crime and violent crime are most likely to be an issue in any location. Improving understanding of what government and local partnerships are trying to achieve can ease these tensions and assist in an appropriate balance being achieved. It is an absence of consultation with and active involvement of partnerships that has led to this lack of understanding.

Tensions arise when government objectives are not identified as priorities locally; . . . Improving understanding of what government and local partnerships are trying to achieve can ease these tensions and assist in an appropriate balance being achieved

Raising the Game

Agenda for Action

In the setting of priorities, effective and extensive consultation and active involvement are key to reducing uncertainty and resentment, and encouraging active participation.

Planning Processes

- 3.22 Local agencies, especially local authorities, have to respond to a large number of requests for plans from central government. This multiplicity of plans, together with their timetables, impedes the development of coherent, integrated plans. Moreover, agencies, again especially local authorities, have diverse responsibilities which are sometimes in tension with one another. Community safety does not always take first place.

- 3.23 Local authorities are also subject to the Best Value regime and have statutory responsibilities to develop plans on a much wider scale than the police. One authority visited quoted over 100 plans that it was required to produce and/or respond to. Another local authority provided this remarkable summary of key plans that it was required to develop and implement:

**Strategies and Plans Requiring a Local Authority Response
(courtesy of Blyth Valley District Council)**

EDUCATION <ul style="list-style-type: none"> ❑ Education Development Plan ❑ School Development Plan ❑ Early Years Plan ❑ Asset Management Plans 	LAW AND ORDER <ul style="list-style-type: none"> ❑ Youth Justice Plan ❑ Crime and Disorder Reduction Strategy ❑ Policing Plan ❑ Drug Strategy ❑ Community Legal Service Plan 	REGENERATION <ul style="list-style-type: none"> ❑ NSP Strategy and Action Plan ❑ Quayside & Euroseas (SRB2) ❑ Fear of Crime (SRB2) ❑ Blyth Partnership (SRB4) ❑ Action for Communities (SRB5) ❑ Priority 4 Wards Partnership
ECONOMY <ul style="list-style-type: none"> ❑ Economic Development Plans ❑ Regional Economic Strategy 	HOUSING <ul style="list-style-type: none"> ❑ Housing Strategy ❑ Housing Investment Programme 	TRANSPORTATION <ul style="list-style-type: none"> ❑ Local Transport Plan
CULTURE <ul style="list-style-type: none"> ❑ Local Cultural Strategy ❑ Sports and Recreation Strategy ❑ Annual Library Plan 	HEALTH and CARE <ul style="list-style-type: none"> ❑ Community Care Plan ❑ Children's Services Plan ❑ Health Improvement Programme ❑ Health Action Zone 	BEST VALUE <ul style="list-style-type: none"> ❑ Best Value Performance Plans
ENVIRONMENT <ul style="list-style-type: none"> ❑ LA21 Strategy ❑ Biodiversity Action Plan ❑ Air Quality Management Plan ❑ Area Renewal Strategy ❑ Landscape Strategy 	PLANNING <ul style="list-style-type: none"> ❑ Regional Planning Guidance ❑ County Structure Plan ❑ Local Plan ❑ Nature Conservation Strategy ❑ Town Centre Strategy 	OTHERS <ul style="list-style-type: none"> ❑ Corporate Plans ❑ Community Assembly Plans ❑ Neighbourhood Plans

3.24 The Inspection found significant obstacles to co-ordination despite the best efforts of policy makers and corporate planners to integrate plans into cohesive frameworks. Problems sometimes arise where the involvement of a particular agency, perhaps a local school, is essential to a community safety initiative but the outcomes may not be in the immediate interests of that agency. One director of education described his experience and some of his difficulties:

"Demands on Education were extensive with 17 statutory plans and an imminent Ofsted inspection. Whilst efforts were made to link with community safety plans these tended to be where they contributed to educational targets, e.g. truancy patrols to increase attendance figures."

3.25 Local managers in partner agencies described how they faced significant difficulties in the ordering of plans, especially where one was a necessary precursor to another. A manager in a health authority pointed out that the planning cycles for health-related plans did not coincide with community safety planning cycles. A consistent message was that government departments, such as the Home Office, DETR, DfEE and the Department of Health, could work better together and thereby assist local partnerships by co-ordinating their own work and their liaison with local agencies.

A consistent message was that government departments . . . could work better together and thereby assist local partnerships by co-ordinating their own work and their liaison with local agencies

Agenda for Action

Ministers are urged to improve strategic co-ordination of planning processes to ensure that all plans, national and local, support each other and do not require energy to be invested in planning to the detriment of service delivery.

The Role of Police Authorities

Current Role

3.26 Police authorities have a key contribution to make in relation to crime and disorder reduction. One such contribution is through the annual policing plan and the Best Value performance plan (see paragraph 3.31). However, they are not statutory members of crime and disorder partnerships. Section 5(2) of the Crime and Disorder Act states:

"[In exercising those functions] the responsible authorities shall act in co-operation with the following persons and bodies, namely -

(a) every police authority any part of whose police area lies within the area..."

Raising the Game

3.27 Other key responsibilities include:

- ❑ Approving and publishing the annual policing plan, in consultation with the chief constable; it must deliver both the government's and local policing priorities.
- ❑ Consulting the community about local policing priorities for inclusion in the plan.
- ❑ Setting targets for national and local priorities.
- ❑ Setting the total police budget for the year.
- ❑ Monitoring the performance of the police force during the year, including financial performance against the budget.
- ❑ Reporting back to the community at the end of the year on the extent to which the plan has been met.

Policing Priorities

3.28 Invariably, targets for a police force are set by the police authority in liaison with the force's corporate development department. It was rarely the case that the police authority had any direct involvement in the alignment of local policing plan targets and those of community safety plans. The police authority is also responsible for ensuring that the Best Value legislation is applied within the force. Opportunities to improve the links between police authorities and partnerships are presented through the Best Value process (see paragraphs 3.59 to 3.65) and by a closer application of the provisions of Section 17 of the Crime and Disorder Act (see paragraphs 3.56 to 3.58).

3.29 Notwithstanding the difficulties in linking policing priorities to the community safety plans, the Inspection found that some police authorities were highly committed to supporting community safety. Northumbria, for example, disburses a grant pool of £700,000 to initiatives which place an emphasis on the sharing of good practice and involvement of a range of agencies. This is further discussed in paragraph 6.10. It was clear that authority members would welcome an increased role in community safety work.

Planning Processes

3.30 For a number of years, police authorities have been required to produce an annual policing plan in accordance with the Police and Magistrates Courts Act. The police authorities now also have to include efficiency plans (required by the Home Office) and Best Value plans (as required by the Local Government Act 1999) within their policing plan. In addition to these statutory plans, police forces typically also have to produce:

- A corporate plan, setting the long-term aims of the police force.
- A cohesive and integrated crime strategy as recommended by *Beating Crime*.
- A number of subsidiary plans to support both the organisational and operational development of the force.

3.31 As part of this Inspection, an analysis of the various strategies and plans was undertaken. This focused on the extent to which these plans emphasise the importance of crime and disorder reduction and make clear the linkages between them. The range of plans analysed, methodology and overall findings are shown in Appendix C. It should not be forgotten that the police are also involved in the development and implementation of local crime and disorder partnership strategies; these plans must also be linked to the plans produced by police forces as indicated in paragraph 3.30 above. The difficulty in achieving these links is not underestimated but is critical to effective targeting of priorities. This need is discussed further in Chapter 4 and the links between planning and leadership and accountability and performance review explored in paragraphs 4.39 and 4.42.

3.32 In summary, the Inspection team was disappointed to find that there was little explicit linking of the plans in relation to crime and disorder reduction. Those documents which indicate strategic intentions, such as annual policing plans and corporate strategies, scored satisfactorily. However, those documents, which should drive the effort to achieve the stated intentions, scored poorly. This was a consistent pattern across most forces.

Agenda for Action

Police forces are urged to examine their strategies and plans against the criteria shown in Appendix D.

The Role of ACPO

Key Leadership Role

3.33 *Beating Crime* highlighted the role of ACPO in making community safety a priority for the police service. It was a common view that ACPO should deliver an unequivocal message to the police service in this regard through a restructuring of its committees to focus on the reduction of crime and disorder. This point was made in *Beating Crime* and has not been resolved. ACPO now has an opportunity to impress upon the policing community that crime and disorder reduction is paramount. At the time of the Inspection, the ACPO Crime Reduction Sub-Committee was undertaking a review of its role. It should seize this opportunity to raise substantially its profile in this important arena. A significant first step

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could be presented by elevating its position to a full committee, as did ACPO previously in respect of its Race and Community Relations Committee.

Agenda for Action

ACPO needs to demonstrate the importance it attaches to crime and disorder reduction and community safety in general. It may choose to do this by:

- ❑ Elevating the Crime Prevention Sub-Committee to full committee status.
- ❑ Ensuring that this new committee has a relevant title, which is recognised as the committee for crime and disorder reduction and community safety.
- ❑ Adopting a much higher profile in the community safety environment.

The Role of Non-Statutory Bodies

Engaging DATs

- 3.34 There are 112 DATs in England and Wales. There is, however, a significant disparity between the number of DATs and the number of partnerships. For example, in the Eastern Government Region, there are 49 crime and disorder partnerships and only six DATs; this was seen as a major obstacle to collaborative working. The recent proposal by the UK Anti-Drugs Co-ordinator to increase the number to 150 and make DATs co-terminous with partnerships is welcomed.
- 3.35 The site visits found little joint working between the DATs and community safety partnerships. Given the recognised links between drugs and crime, this represents lost opportunities for crime reduction. One partnership ignored drugs completely, seeing it solely as the province of the local DAT. Similarly, where reference was made to the work of a DAT in a partnership strategy, the funding, prioritisation and activity of the DAT had not changed. In one police force area, interviewees admitted that the relationship between drugs and crime was poorly understood.
- 3.36 The reasons cited for lack of integration and co-ordination of effort included the DAT not being on a statutory footing, lack of 'joined up' government (drugs, alcohol, health, crime and disorder continuing to be addressed separately by different government departments).
- 3.37 The report *Drug Action Team Effectiveness* (January 2000) expressed concern at the quality of engagement between Crime and Disorder Act partnerships, the YOTs and the DATs. The report was critical of an overlapping of too many local structures,

The site visits found little joint working between the DATs and community safety partnerships. Given the recognised links between drugs and crime, this represents lost opportunities for crime reduction

hindrance through lack of co-terminosity and, specifically, the DATs' lack of accountability and performance management.

- 3.38 The Inspection team is aware of the consideration being given by the government to establishing closer working relationships between the DATs and the partnerships. This is essential given the link between crime and drugs.

Agenda for Action

The proposed increase to the number of DATs making them co-terminous with the local authorities is a positive step and is encouraged.

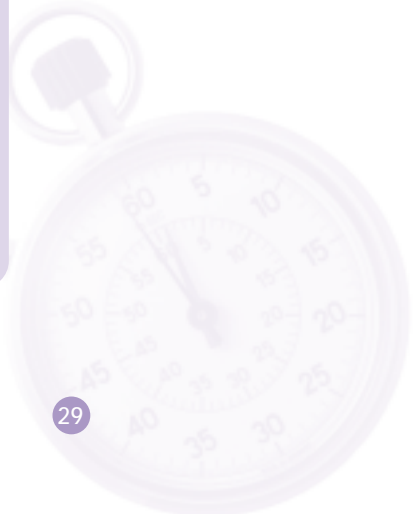
The Criminal Justice System (CJS)

- 3.39 Many respondents, representing a range of interests, expressed their concern that the wider CJS, in this context meaning primarily the CPS and the magistrates' courts, was unaware of or uninterested in the aims of community safety. Whilst not wishing to diminish these concerns, which are summarised below, the Inspection team warmly welcomes the recent publication of common objectives and a common business plan² for the CJS. The plan focuses on the key challenges in working together to reduce crime, secure justice and meet the needs of victims and witnesses, and is signed jointly by the Attorney General, the Home Secretary and the Lord Chancellor.
- 3.40 A number of concerns were raised. Police officers targeting persistent offenders called for the courts to adopt a more consistent approach to the granting of bail and suggested that training for magistrates address this issue. Directors of local authority services also believed that the courts should be more attentive to crime and disorder issues in the round, rather than purely on a case-by-case basis.

An Example of the Cost of Repeat Offending

In 1991 Nottinghamshire Police examined repeated offending and the strain placed upon the police and the CJS. Research showed that a small group of 25 juveniles together accounted for 386 court appearances in one Nottingham court in the year and committed 1455 detected offences in the same period. The highest categories of crime were taking vehicles without the owners' consent (623 offences or 42.8%) and burglary (509 offences or 44.9%). In order to assess the cost to society, four of the 25 juveniles were selected at random and quantifiable costs were established to gauge the impact of their criminal careers. Although only a small sample and using conservative costings, four persistent juvenile offenders had cost society an estimated £458,000.

e.g.



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The Inspection heard much evidence, albeit anecdotal, of some courts having a reputation for leniency in granting bail to prolific offenders, even when the suspect is in breach of existing bail conditions

- 3.41 Whilst there was universal acceptance of the need for justice to be administered impartially, there remained a strong view that impartiality should not extend to ignorance of the context within which crimes had been committed and the wider impact on the relevant community.
- 3.42 The Inspection heard much evidence, albeit anecdotal, of some courts having a reputation for leniency in granting bail to prolific offenders, even when the suspect is in breach of existing bail conditions. Although beyond the scope of this Inspection, it would be useful to review bail decisions by the courts and the number of offences committed by people on court bail. This exercise would identify whether particular courts are exercising inappropriate leniency with regard to bail and thus confirm or refute a widely held belief among partnership workers.

Agenda for Action

Research should be undertaken to identify the level of repeat offending committed whilst on bail and the range of approaches adopted by the courts.

- 3.43 There are clearly safeguards that should be observed, not least of which will be the provisions of the Human Rights Act, but there is a clear need for more effective and better structured lines of communication between the judiciary, the magistracy, the CPS and local partnerships. There are some good examples of this dialogue having been achieved without threat to the proper independence of the judicial process:

e.g.

Scunthorpe Traders' Anti-Theft Association (STATA)

The association has 90 members. Through its efforts in partnership with police, 36 offenders have been excluded from shops. As a result of the use of CCTV, nine of these have then been caught breaking their exclusion. Through the efforts of STATA, local courts have agreed to take exclusion into account when sentencing for a subsequent offence.

- 3.44 The CPS views the change of structure following the publication of the Glidewell Report in June 1998 as a key advantage. It is also a move that has been very warmly welcomed by the police service. The change has resulted in 13 areas being increased to 42 producing co-terminosity with 42 police forces (the Metropolitan Police Service and the City of London Police falling within a single CPS area). A further discussion on structures can be found in paragraph 4.7 onwards.

- 3.45 Representatives of the CPS and the Magistrates' Association agreed that a greater focus on community safety within their respective fields would be welcome and should be pursued between the Home Office and the Lord Chancellor's Department as a matter of priority.
- 3.46 The terms of reference for the CJCC and local Area Criminal Justice Strategy Committees (ACJSCs) and Trial Issue Groups (TIGs) have been revised to reflect the government's overarching aims and objectives for the CJS. They now include a commitment to promote co-operation within the system so as to reduce crime and the fear of crime and thereby increase confidence in the rule of law. At the local level, it is encouraging to note that the revised terms of reference for the ACJSC and TIGs require co-ordination with Crime and Disorder Act partnerships and other local groups.

Agenda for Action

The Inspection welcomes the publication of the CJS common business plan but urges the Attorney General, the Home Secretary and the Lord Chancellor to promote the improvement of joint agency action in the area of crime and disorder partnership activity and to reinforce the need a similar approach locally through CJCC.

Opportunities for the Future

Co-ordination of Crime and Disorder Reduction efforts

- 3.47 A number of key opportunities exist to improve the co-ordination between differing levels of crime and disorder reduction activity. These include:
- Section 17 of the Crime and Disorder Act.
 - The setting of priorities.
 - Planning processes.

Section 17 of the Act provides the most significant opportunity for the key players to co-ordinate their respective efforts to reduce crime and disorder

Section 17, Crime and Disorder Act 1998: the Legislative Provisions

- 3.48 Section 17 of the Act provides the most significant opportunity for the key players to co-ordinate their respective efforts to reduce crime and disorder. The Act requires statutory partners to address crime and disorder reduction possibilities in all of their business. It specifies the following:

"Without prejudice to any other obligation imposed upon it, it shall be the duty of each authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and to do all that it reasonably can to prevent crime and disorder in its area."

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Authority includes:

- ❑ Local Authority
- ❑ Joint Authority
- ❑ Police Authority
- ❑ National Park Authority
- ❑ Broads Authority

Implementation of Section 17

3.49 The Inspection found widespread uncertainty about the implications of Section 17 and responses to its requirements are mixed. There is much enthusiasm for its broad intent but there are some difficulties of interpretation and implementation at an operational level, particularly in the allocation of funding to key areas of business in the respective partner agencies.

3.50 A community safety officer described the effect of the Act thus:

"Now the framework is on a statutory footing the game has been raised ... the main change for the better has been the move from 'meetings' to 'getting things done'. The biggest change can be seen when directors have to take account of community safety and crime reduction in their own plans."

This view is welcome confirmation that, at least in the respondent's area, Section 17 has had a discernible effect in changing business processes and priorities.

3.51 The Section requires the authorities mentioned to consider the potential for the prevention of crime and disorder in all that they do. This broad consideration of crime and disorder implications has come to be referred to as 'mainstreaming'. The police, for example, would obviously link its work in crime prevention and detection to community safety, but should also consider the impact of all its business on the potential to prevent crime and disorder, including roads policing and its response to general calls for assistance.

3.52 Despite the apparently straightforward terms of Section 17, partners were often unsure as to its practical implications for them, particularly as to whether it superseded other areas of work in determining the allocation of resources for core business responsibilities. It is clear that existing government guidance on the legislation is unequal to the questions arising from it.

Despite the apparently straightforward terms of Section 17, partners were often unsure as to its practical implications for them

Agenda for Action

The PRCU(RDS) is presently examining the implications of Section 17, the intention behind the Section, what case law is relevant, and what steps might be suggested to agencies to reduce their risk of failure to comply. This work should be expedited and guidance on the legislation revised and expanded accordingly.

Implications of Failure to Comply with Section 17

- 3.53 The implications of Section 17 or, more specifically, a failure to comply with it, may be wide ranging. In a recent discussion paper³ the potential was highlighted for legal claims being made against an authority if it could be shown that a plan or strategy by an agency did not take account of Section 17. This could occur, for example, in the case of burglary losses where police advice that 'secured by design' measures should be adopted because of the extent and type of burglary in the area was subsequently ignored by planners. The Inspection is aware of at least one application seeking a judicial review on the basis that Section 17 considerations were not taken into account by a local authority when granting permission for a planning application.
- 3.54 The LGA is concerned that there is a perception among the police that Section 17 does not apply to the police service and applies only to other agencies. This is symptomatic of a lack of clarity producing unnecessary anxiety.

Agenda for Action

The Inspection team believes it is clear that Section 17 applies to both the local authority and police; it must be seen as a guiding principle for the police authority, the police force, BCUs and departmental strategies and not an adjunct.

- 3.55 There are encouraging indications that community safety is beginning to appear as a common theme within the work of some local authorities:

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e.g.

Examples of Mainstreaming (Section 17, Crime and Disorder Act)

North Tyneside Metropolitan Borough Council
Partners are addressing Section 17 responsibilities and functional heads are also involved. The partnership board has not yet fully resolved how it can influence mainstream budgets. However, it was encouraging to note that the authority is trying to disaggregate its budgets and align them to the six policy areas, including community safety, for which the executive directors of the local authority are responsible.

Humberside
There is evidence that community safety is developing as a core activity for the local authority, and a joint training exercise is planned with NACRO relating to the implications and impact of Section 17 of the Act.

South Gloucestershire
Directors of the South Gloucestershire Unitary Authority sit on a tactical steering group, known as the Senior Officer Group (SOG), alongside equivalent officers from the other agencies and partnerships. Their role is to ensure compliance with Section 17 by driving action plans through to implementation and ensuring that progress is monitored and those tasked are held to account. The Community Safety Partnership holds quarterly meetings where members of the SOG are held to account for progress made. For each initiative a lead co-ordinator and a support co-ordinator are appointed from separate partners. A single information officer supports the DAT, the YOT and community safety.

3.56 The following example indicates how the legislation may support some authorities to resolve the reconciliation of apparently competing aims:

e.g.

One metropolitan authority is involved in a large regeneration scheme. Part of this involves the promotion of leisure facilities, an aspect of which includes the sale of alcoholic drinks. The promotion of alcohol conflicts, however, with efforts to deal with some of the root problems underlying crime and disorder that the partnership is currently trying to address. Unless dialogue is achieved between the departments to agree priorities and a co-ordinated approach, the important leisure project could detract from efforts to reduce alcohol-related disorder. Section 17 is clearly intended to effect such an approach.

The Opportunities

3.57 Section 17 presents a number of clear opportunities to improve co-ordination of crime and reduction efforts at several levels.

3.58 The difficulties identified in relation to the co-ordination of central government efforts in crime and disorder reduction were discussed in paragraph 3.11. If central government were to adhere to the principles of Section 17, such co-ordination could

be significantly improved. It is suggested that such adherence could be undertaken by way of 'executive action', endorsed at Cabinet level, rather than through legislation.

Agenda for Action

It is important for central government to show clear leadership by emphasising the cross-departmental importance attached to the reduction of crime and disorder. By adopting the principles of Section 17 of the Crime and Disorder Act, central government would ensure all ministerial portfolios include the necessity to consider the prevention of crime and disorder.

3.59 Training is required in the implications of Section 17 for members of the partnerships across all the various agencies and organisations represented. This training would be most effective if it were to be undertaken jointly. By doing so, the partnerships would benefit not only from enhanced knowledge and skills but also from the removal of barriers, real and perceived, to sustained achievement. Several of the district and county authorities visited sought more guidance and training on the implications of Section 17. Some had little idea of their responsibilities or how they would meet them.

Agenda for Action

The lack of knowledge and understanding of the implications of Section 17 of the Act demonstrates the need for training in this area for everybody engaged in partnership work and community safety in general.

Priorities

3.60 Earlier discussions focused on the tensions that were evident between centrally determined priorities and those identified locally (see paragraph 3.21) and the plethora of plans to which local authorities in particular need to respond. There are some encouraging developments.

3.61 For 2000/01 the number of Home Office priorities for the police service has been reduced from four to two:

- To reduce local problems of crime and disorder in partnership with local authorities, other local agencies and the public.

Raising the Game

- To increase trust and confidence in policing amongst ethnic minority communities.

3.62 This measure was in response to representations made by the police service and its partners, principally during summer visits by senior Home Office civil servants during 1999. It demonstrated that the Home Office is receptive to the concerns of the police and their partners and the resulting goodwill should now be reinforced by the development of more coherent and sustainable planning processes.

3.63 Recent discussions between the Home Office and the DETR aimed at developing joint crime reduction targets for the police and local authorities hold promise as a means of encouraging joint planning and evaluation at local level. The inclusion of crime and disorder reduction performance indicators for vehicle crime, burglary and violent crime within the Best Value framework is helpful. The further development of shared indicators for 2000/01 will be welcome.

3.64 The Inspection team endorses the use of the principle of Best Value in setting crime and disorder targets for local authorities. Target setting as part of a performance management culture ensures active participation by all partners.

3.65 There are also opportunities to include suitable Best Value targets for other departments. Possible areas for consideration could include:

Education:

- The number of 'safe schools'.
- The number of schools that have implemented anti-harassment and anti-bullying policies.
- Drug education and citizenship as part of a school's curriculum.

Health Executive/Local Authority:

- To reduce the number of assaults on health care workers and consequently the number of workdays lost through associated sick leave.
- The identification of domestic violence and child abuse (the sensitivities around this are accepted).
- The identification of drug and alcohol abuse related illness or injuries.
- Targets relating to mental health.
- Targets relating to children in care.

Target setting as part of a performance management culture ensures active participation by all partners

Agenda for Action

The government might usefully consider imposing suitable Best Value targets on its own departments, such as Health and Education, where they relate to community safety and crime and disorder reduction.

Planning Processes

3.66 The overwhelming range of plans to which local authorities are required to respond was discussed in paragraph 3.22 above. Similar difficulties were identified in the Performance and Innovation Unit report *Reaching Out*, the conclusions of which have been accepted by the government. The Inspection strongly endorses the view expressed in the report that:

"The number and extent of narrowly focused plans required by central government from local authorities is inhibiting their ability to take joined up co-ordinated action where applicable."

Conclusions

3.67 The commitment of central government and the enthusiasm and drive of ministers in promoting community safety is to be applauded. The government's commitment to community safety is evident from the finances provided through its Crime Reduction Programme and in the March 2000 budget. However, recognition of the sensitivities and needs of other key players, national associations and local partnerships is essential if they are to sustain their confidence and commitment. Consultation and a recognition that partnerships are still at an early stage of development is a key area for consideration by the Home Office.

3.68 There is an urgent need to make crime and disorder reduction a priority across all ministerial portfolios if the national strategy is to realise its maximum potential. If this is not achieved, the commitment of partners at local level cannot be assured. The creation of the Home Office regional crime director posts could prove to be a positive contribution if they can successfully manage the tensions between national and local priorities.

There is an urgent need to make crime and disorder reduction a priority across all ministerial portfolios if the national strategy is to realise its maximum potential

3.69 The Crime and Disorder Act has been well received and some local authorities are making good progress in the implementation of Section 17. However, it is also evident that this Section is misunderstood by many of the partnerships; this has been exacerbated by a failure on the part of central government to provide adequate guidance.

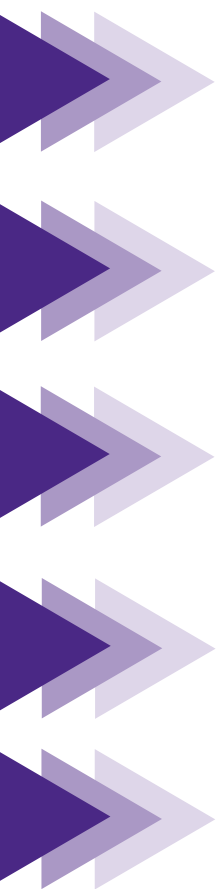
Raising the Game

Clear tensions exist between priorities at national and local level and concern was raised about the multiplicity of plans to be prepared by local authorities and other agencies

- 3.70 Clear tensions exist between priorities at national and local level and concern was raised about the multiplicity of plans to be prepared by local authorities and other agencies, which considered that national priorities did not always allow local needs to be countenanced. Issues relating to crime reduction were not always addressed appropriately within plans and criteria for measuring outcomes were often not robust.
- 3.71 There are a number of opportunities for improvement at all levels. Ministers are urged to take the lead in this and to co-ordinate the strategic planning process. This could be further facilitated by central government adopting the principles of Section 17. If this were to be achieved, it is likely to produce tangible evidence of 'joined up government' and ease the burdens on partners. The creation of joint crime reduction targets for the police and local authorities and the inclusion of crime reduction performance indicators within the Best Value regime are encouraging moves in that direction.

Agenda for Action

	Reference	National	Regional	Local
Many key organisations have a wealth of knowledge and experience in the field of crime and disorder reduction. The Home Office must consult widely and more effectively to ensure expertise, ownership and active support are maximised to achieve sustainable crime reduction.	3.9	✓		
In the setting of priorities, effective and extensive consultation and active involvement are key to reducing uncertainty and resentment, and encouraging active participation.	3.21	✓		
Ministers are urged to improve strategic co-ordination of planning processes to ensure that all plans, national and local, support each other and do not require energy to be invested in planning to the detriment of service delivery.	3.25	✓		
Police forces are urged to examine their strategies and plans against the criteria shown in Appendix D.	3.32	✓		
ACPO needs to demonstrate the importance it attaches to crime and disorder reduction and community safety in general. It may choose to do this by: <ul style="list-style-type: none"> □ Elevating the Crime Prevention Sub-Committee to full committee status. □ Ensuring that this new committee has a relevant title, which is recognised as the committee for crime and disorder reduction and community safety. □ Adopting a much higher profile in the community safety environment 	3.33	✓		
The proposed increase to the number of DATs making them co-terminous with the local authorities is a positive step and is encouraged.	3.38	✓		
Research should be undertaken to identify the level of repeat offending committed whilst on bail and the range of approaches adopted by the courts.	3.42	✓		
The Inspection welcomes the publication of the CJS common business plan but urges the Attorney General, the Home Secretary and the Lord Chancellor to promote the improvement of joint agency action in the area of crime and disorder partnership activity and to reinforce the need for a similar approach locally through the CJCC.	3.46	✓		



Agenda for Action

	Reference	National	Regional	Local
The PRCU(RDS) is presently examining the implications of Section 17, the intention behind the section, what case law is relevant, and what steps might be suggested to agencies to reduce their risk of failure to comply. This work should be expedited and guidance on the legislation revised and expanded accordingly.	3.52	✓		
The Inspection team believes it is clear that Section 17 applies to both the local authority and police: it must be seen as a guiding principle for the police authority, the police force, BCUs and departmental strategies and not an adjunct.	3.54			✓
It is important for central government to show clear leadership by emphasising the cross-departmental importance attached to the reduction of crime and disorder. By adopting the principles of Section 17 of the Crime and Disorder Act, central government would ensure all ministerial portfolios include the necessity to consider the prevention of crime and disorder.	3.58			✓
The lack of knowledge and understanding of the implications of Section 17 of the Act demonstrates the need for training in this area for everybody engaged in partnership work and community safety in general.	3.59	✓	✓	✓
The government might usefully consider imposing suitable Best Value targets on its own departments, such as Health and Education, where they relate to community safety and crime and disorder reduction.	3.65	✓		

4 Preparing for Success

Foundations for Successful Partnership Working

Chapter Summary

This is the first of three chapters that describe the critical success factors for effective partnerships. It begins by identifying those factors that are necessary to provide a firm foundation upon which to build crime and disorder reduction efforts. These factors will assist in the development of models for partnerships and BCUs that will be extended in subsequent chapters.

This chapter will outline:

- The importance of local delivery.
- The critical success factors of partnerships in practice, in terms of structure, leadership, community engagement and the role of the private and voluntary sectors.
- The critical success factors for good partnerships and BCUs.

Preparing for Success

The Importance of Local Delivery

- 4.1 The concept of success through partnership has become central to the debate on crime and disorder. The Inspection found that partnerships, whilst responding enthusiastically to their new challenges:
 - Vary markedly in their degree of maturity and sophistication.
 - Lack clear systems for sharing information and formulating joint approaches to problem solving.
 - Employ techniques that often reflect a limited understanding of good practice or developments in other locations.

- 4.2 The bulk of effort expended by local agencies to date has, understandably, been invested in the development of systems and structures, and in changing the culture of their respective organisations from introspection to a more open and inclusive approach to others. This is praiseworthy but there must be an acceptance by central government and local agencies or authorities that the outcomes of partnership are more important than the processes supporting it. This said, it is important to ensure that the right building blocks are in place to apply effective pressure and achieve the results sought.

- 4.3 Success factors should not be viewed in isolation. For example, the structure of partnership agencies must be considered critical to the success of their activities. However, it is important to understand that a good infrastructure delivering ill-conceived crime reduction programmes will fail. The issues raised in this and subsequent chapters must therefore be viewed as cumulative, thus reinforcing the need to conclude with model partnerships and BCUs.

Structures

Co-terminosity

- 4.4 If pressure on crime and disorder is to be applied successfully, the statutory agencies within a partnership need to be moving in the same direction and working together with non-statutory partners. This is particularly difficult if the different agencies within a single partnership are responsible for different geographic areas.

- 4.5 The 1999 White Paper, *Modernising Government*, gave a clear indication of the government's aim of aligning boundaries of public bodies: where possible, local public services should accord with the boundaries of local authority and regional government offices. It was implicit that this would follow when individual organisations next reviewed their administration, service delivery and management

If pressure on crime and disorder is to be applied successfully, the statutory agencies within a partnership need to be moving in the same direction and working together with non-statutory partners.

where possible, local public services should accord with the boundaries of local authority and regional government offices

arrangements. The White Paper gave a strong suggestion that exceptions to this process would only be acceptable in the most compelling of circumstances.

- 4.6 The Inspection found that progress in harmonizing authority or agency boundaries was variable but that, where it had been achieved, there were significant advantages in the planning, funding and management of community safety initiatives.

Co-operating Bodies, (Section 5(2), Crime and Disorder Act 1998)

Police Authorities

- 4.7 Police authorities are independent bodies, responsible for the oversight of local policing. Their consultations with local people, which they are statutorily required to perform, provide an important link between the police and the public they serve (see paragraph 3.25 for further details).

Probation Service

- 4.8 The Probation Service operates locally under 54 area probation committees or boards within a framework of national standards. There is, however, a programme of modernisation under way and legislation currently before Parliament will lead to the creation of 42 probation areas by 1 April 2001, mirroring CPS arrangements.

National Health Service

- 4.9 The NHS Executive is organised into eight regional offices: Eastern, London, North-West, Northern and Yorkshire, South-East, South and West, Trent and West Midlands. This structure resulted in difficulties in co-ordination being experienced where health authorities were not co-terminous, particularly in county council areas. A number of partnerships were trying to resolve this through liaison with primary care groups but overall the position is problematic.

Responsible Authorities, (Section 5(1), Crime and Disorder Act 1998)

Police Forces and BCUs

- 4.10 A recent study¹ was undertaken to examine the extent to which BCU boundaries were co-terminous with local authority boundaries.

- 4.11 Due to recent restructuring within police forces, the number of BCUs has reduced from 370 (prior to April 2000) to 318, whereas there are a total of 376 partnerships, which are all identical to local authority boundaries.

- 4.12 The degree to which BCU boundaries match local authority boundaries varies widely between forces. Variations range from complete co-terminosity (i.e. all BCU boundaries within a force match exactly with

The degree to which BCU boundaries match local authority boundaries varies widely between forces



Preparing for Success

the local authority boundaries), to instances where BCU boundaries contain parts of several different local authorities with boundaries cutting directly through these local authorities at or below enumeration district level. The various categories are illustrated in Figure 4.1 below:

Figure 4.1: Category of Co-terminosity

Category of Co-terminosity	No. of BCUs within that Category	No. of Partnerships
BCU is entirely co-terminous with local authority.	120	120
Several BCUs enclosed wholly within one partnership boundary.	72	23
Several crime and disorder partnerships are enclosed wholly within one BCU boundary.	48	110
BCU boundaries cut across crime and disorder partnership boundaries at ward or enumeration district level.	75	123
Airport BCUs (excluded from analysis)	3	
Total	318	376

4.13 Co-terminosity with local authority boundaries has been a constant feature of debate within police forces and partnerships. Where there has been a major realignment of BCUs with local authority boundaries, e.g. the realignment of the Metropolitan Police Service divisional boundaries with 32 London boroughs, favourable comment has been made by those involved in partnership working.

4.14 Alignment of boundaries has been identified as a critical success factor from a number of perspectives, namely chief police officers, BCU commanders and local authority directors. Co-terminous boundaries were cited as instrumental in influencing the development of partnership working prior to the Crime and Disorder Act. One DAT chairman gave an example in which the partnership was able to adopt DAT targets within the community safety strategy. Where boundaries were not co-terminous, less positive views were expressed. One BCU commander stated:

"Although current structures may be 'operationally sound' [from a police perspective alone], they are not suitable to meet the demands of the Crime and Disorder Act."

4.15 A Superintendents' Association representative in one force that does not have co-terminous boundaries described how:

"The energy expended in engaging with multiple agencies across different partnerships can be wasteful and debilitating."

Co-terminous boundaries were cited as instrumental in influencing the development of partnership working prior to the Crime and Disorder Act

- 4.16 The chief constable in one of the forces visited, which had cross boundaries between BCUs/partnerships, made the point that, if co-terminosity were to be recommended, it should apply to all relevant organisations and not just the police. Public agencies are continually reorganising and changing their boundaries, whilst voluntary organisations may or may not have boundaries contiguous with particular public sector bodies. Any attempt by one grouping to draw its boundaries to suit the others may well result in wasted effort when others reorganise (see paragraphs 3.10 to 3.12 for earlier discussion on central government co-ordination).
- 4.17 There is a need to establish a balance between working in partnership and structuring an organisation to provide the most effective service. Individuals involved in partnership activity to reduce crime and disorder should consider the benefits of co-terminous boundaries.

There is a need to establish a balance between working in partnership and structuring an organisation to provide the most effective service

Agenda for Action

Every effort should be made by partner agencies to ensure that boundaries are co-terminous, providing the overall impact is beneficial to service delivery.

- 4.18 This does not necessarily mean that this should be achieved by the matching of one agency to other single agencies. It is preferable to aim for one of the three categories of co-terminosity outlined in Figure 4.1 above, namely:
- ❑ BCU is entirely co-terminous with the local authority.
 - ❑ Two or more BCUs fit entirely within one local authority.
 - ❑ Two or more local authorities fit entirely within one BCU.
- 4.19 It is encouraging to note that over three-quarters of BCUs fit within these three categories. Interestingly, only five forces have BCU and local authority boundaries that are identical. Full details are at Appendix E.

Unitary, County and District Councils

- 4.20 The Inspection noted distinct differences between unitary and two-tier local authorities in their ability to pursue community safety work. It was readily apparent that unitary authorities, particularly the authorities that are longer established, have been better placed to make key decisions on the development of partnership working arrangements, and identify and prioritise resources accordingly.



Preparing for Success

e.g.

The following example from one unitary authority illustrates how its partners are addressing community safety:

South Gloucestershire has developed a vibrant and inter-connected partnership arrangement bringing into close alignment the different but complementary agendas of all involved. In constructing the community safety strategy, close attention has been paid to the need for the integration of different partner agency agendas. Additionally, the partnership has achieved broad agreement between all partners to develop common partnership objectives. The objectives are such that not only are the wider interests of community safety for local communities served, but also the objectives of the individual partner agency can be met. Such a blend is vital to ensure that the individual partner objectives, against which they are individually measured and assessed, can be attained.

It was pleasing to see that many of the good practices identified through this Inspection process were an integral part of the arrangements in South Gloucestershire, some of which are listed below:

- Effective and active leadership.
- A partnership made up of people who have the authority to commit resources and make decisions to which their parent organisations are committed.
- Openness and trust between all partners.
- Flexibility to amend local geographical boundaries so that there is local ownership of projects by the community who are committed to their success.
- Projects actioned/delivered locally by local action teams which undertake their work in a robust performance and accountability framework so that progress is actively monitored.
- A common agenda based upon shared knowledge and active information and data sharing.
- Continuity of the people involved in the partnership.
- The championing of individual projects by elected members on behalf of their communities, with the added benefit of developing community intelligence.
- A strong officer group that supports the partnership.
- The integration of community safety into all aspects of partner organisations and the work they undertake. (In South Gloucestershire, community safety is fully recognised as a theme that cuts across all aspects of local authority service provision. This is now influencing local authority budgets to the extent that finance is being directed towards issues that affect community safety. Such a strategy will ensure longer-term sustainability of activity and assist in the mainstreaming of successful projects.)
- A communication strategy that identifies success and encourages people to get involved.
- Effective mechanisms to 'signpost' people so that they can gain access to relevant agencies and the appropriate departments within them to identify and solve problems.
- Effective conflict management arrangements so that a clear and agreed focus emerges in line with the community safety strategy and action plans.
- Adequate joint training opportunities for all partners. (South Gloucestershire has developed a six week induction course for local area facilitators, police staff, the community safety officer and partnership members.)
- Devolvement of finance to the lowest accountable levels. (In South Gloucestershire the Chief Executive has developed a system of 'care units'. These units have responsibility for specific aspects of service delivery. For example, the street care unit is responsible for ALL aspects relating to street matters. The unit is held to account for performance through a reporting framework to ensure that the local authority is discharging its obligations within Section 17 of the Crime and Disorder Act.)

4.21 Interestingly, the more recently formed unitary authorities have some ground to make up on the longer established authorities in terms of their speed of decision making and allocation of funding. However, in some areas where recent changes have been made to partnership arrangements, there was much optimism:

The benefits of co-terminous boundaries

A Humberside BCU was reformed on 1 April 2000 and became co-terminous with the unitary authority. The commander commented upon a sea change in relationships. Partners are committed to solving problems and the partnership has been very successful with bidding processes. The shorter lines of communication improved the ability to agree joint actions and there was a greater sense of ownership. The early indications were promising. At present, crime has reduced by 4%, burglary by 8%, and vehicle crime by 15%. The commander was very optimistic for the future.

e.g.

4.22 Differences in structures were raised in Kent. Both partnership members and the local police commander pointed to the obvious benefits of unitary status in Medway. Its advantages were described as:

- ❑ Police and local authority boundaries being closely aligned.
- ❑ Regular contact between the partnership and the BCU commander.
- ❑ Candour between partners.
- ❑ Close relationship between the work of the partnership and the Kent Policing Model.

4.23 In the same policing area, a district council within a two-tier structure felt that its members had little influence on the deployment of police staff in accordance with community priorities; whilst they had good relationships with the county, they felt that joint working would be easier with unitary status. More generally, some disadvantages found with county and district councils include:

- ❑ Complex planning relationships exist.
- ❑ Funding decisions can be problematic where departments of both the county and district authorities have an interest in a particular initiative.
- ❑ Links with other non-statutory partners can be challenging.

4.24 This last point was illustrated by representatives from Health and Probation, the former offering the view that the legislation was not designed for two-tier systems, whereas the probation representative stated that their contribution was clearer in a unitary structure than in the more fragmented two-tier situation.



Preparing for Success

4.25 Whilst it is acknowledged that two-tier structures can make partnership working more difficult, the Inspection also found a number of instances where effective leadership was making a considerable contribution to overcoming some of the significant barriers that exist to effective partnership working arrangements in two-tier authorities. The following example illustrates this:

e.g.

An example of effective leadership successfully overcoming the barriers of two-tier structures.

There is a strategic approach across the whole of Northumberland towards community safety and a willingness to develop thinking towards integrating planning in a cohesive community plan that links all relevant plans together, although there is an acceptance that more needs to be done.

Blyth Valley Borough Council is seeking to align its structures to facilitate this move by developing a strategic unit in the district authority designed to lead to joined up local government. Known as the 'People's Plan', the aim is to develop a community planning process, with a strategic master plan for the area, which will align all other strategies and plans (see, for example, paragraph 3.23). To support this, in conjunction with Northumberland County Council, the Blyth Valley Community Partnership Assembly has been implemented as the strategic forum to take forward this concept and develop joint working within the borough. Some of the key roles include:

- Developing a shared vision for the borough.
- Leading and co-ordinating the community planning process.
- Bringing together existing partnership and service strategies and plans within the community plan.
- Undertaking needs assessment and priority setting.
- Providing a focus for cross sector public involvement.
- Providing an effective voice within the Northumberland Strategic Partnership.

The management structure of councils was also found to be a determining factor in supporting partnership work

4.26 The management structure of councils was also found to be a determining factor in supporting partnership work. Within those local authorities operating a 'cabinet style' approach to managing their business, in which elected members hold a portfolio responsibility, the work of the council departments appeared better co-ordinated and more directed to joint working.

e.g.

Cabinet-Style approaches to managing Local Authority business:

Gateshead MBC is in the process of reorganising its structure. Community safety now sits within the portfolio responsibility of one of the elected cabinet members. The five chief officers (strategy and policy) will soon have five directors (operational) reporting to them and their portfolios will include cross-cutting responsibilities for community safety.

Hull City Council extended the principles to the local level. From the beginning of 1999, they moved to a cabinet style of local government. Sitting below this were seven area committees, covering an area of two to four wards, comprising their respective

councillors and meeting approximately every six weeks. Each committee is provided with a support team, headed by an area co-ordinator (a fairly senior council officer), who is responsible for driving/delivering the local agenda. More and more budgetary and local decision-making autonomy is being given to these committees.

The subsidiary council wards have forums, which meet on a regular basis to discuss very localised agenda. Each has £50,000 a year to spend at the discretion of the local ward councillors. Not surprisingly, such meetings are well attended and local police and partnerships have already used some of this funding to facilitate an alley-gating scheme. Humberside Police Authority is intending to use these public area committee meetings as its consultative mechanism from April 2000.

Hull City community safety partnership sees the cabinet style of local government, together with ward forums and area committees, as the means to bring together local people, local agencies, schools and businesses to work towards achieving the objectives of the city-wide crime and disorder strategy.

4.27 In summary, the Inspection found that unitary status and cabinet responsibility are effective because:

- ❑ Clear responsibility is vested in readily identifiable individuals.
- ❑ Simpler decision-making procedures are possible.
- ❑ Access to funding is more straightforward.
- ❑ There is greater opportunity to encourage 'joined up' activity.
- ❑ Community and member engagement in 'joined up' issues is easier to achieve.
- ❑ Accountability for performance on cross-cutting priorities is clearer.

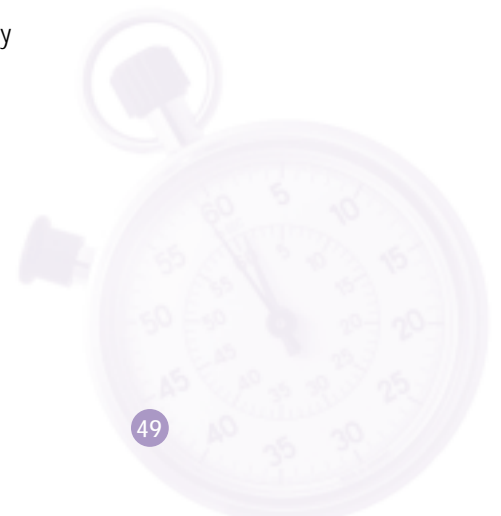
4.28 Relationships within two-tier authorities are inevitably more complex. However, they could be simplified by emulating some of the procedures in place in unitary authorities.

Locally Based Service Delivery Style

Sector or Ward-based Delivery

4.29 To achieve success in reducing crime and disorder problems, community safety partnerships need to be fully familiar with the nature of the local problem. The causes of a pattern of crime and disorder in one area may be quite different from the causes of a similar pattern in another area. Effective community problem solving is dependent on knowing the territory and the people who reside and work there. They are the ones who can best inform officers and agencies about the nature of the neighbourhood, its problems and resources. This is made easier with locally based delivery.

To achieve success in reducing crime and disorder problems, community safety partnerships need to be fully familiar with the nature of the local problem



Preparing for Success

- 4.30 The subsidiary division of BCUs into neighbourhood-based policing and local authority activity, commonly described as 'sector-based' or 'ward-based' delivery, appears to be important to community safety. There were some instances where BCU and local authority boundaries coincide but ward and sector/beat boundaries do not. In one local authority area, funding had been allocated to each ward. However, because the ward did not coincide with police sectors, difficulties were experienced in the allocation of the funding to neighbourhoods.
- 4.31 A locally based service delivery style has been identified as a key factor in building a strong foundation for partnership working but the Inspection found that local commanders and managers still wanted clear guidance from their chief officers in setting the overall context and standards within which to operate. Key elements in effective locally based service delivery strategies found by the Inspection include:
- ❑ Strong commitment from the chief officer team.
 - ❑ Consistent principles of delivery outlined and monitored.
 - ❑ Freedom for commanders and sector inspectors to manage resources and innovate, but within set standards.
 - ❑ Allocation of community beat officers (CBOs) to local beats, thus encouraging ownership, community contact and knowledge of the area and its problems.
 - ❑ Encouragement of problem-solving approaches.
 - ❑ Specialist resources and technology support delivery at the front line.
 - ❑ Joint working with local agencies at the local delivery level.

e.g.

Avon and Somerset Policing Style

A geographic policing style has recently been introduced with the full backing of the chief officer team. Principles of the style include:

- ❑ Individual sectors each policed by their own team of officers led by an inspector.
- ❑ CBOs responsible for geographic beats within the sector with the key aim of "reducing crime and improving people's quality of life by bringing together residents, community groups and local agencies to find lasting solutions to local problems".
- ❑ Minimum tenure of post of two years for the inspectors.
- ❑ Local officers supported by specialist police resources and technology.
- ❑ Focus of policing style on problem solving.

The Chief Constable gives his full commitment and the approach has been supported by the forcewide implementation of problem oriented policing (see Chapter 5), with an excellent guide published to support the practitioners.

The South Gloucestershire District BCU undertook a review of the geographic model six months after implementation:

- Most categories of crime had been reduced.
- Public satisfaction had increased.
- There was a 30% reduction in incidents of anti-social behaviour.
- Increase in proactive policing was indicated by the level of intelligence and targeted packages.
- There had been improvements in the level of responses dealt with by deferred contact as opposed to immediate response.

Similar approaches are also providing encouragement in metropolitan areas, as the following example illustrates:

Sector Policing Model in Westminster

The policing style reflects the unique nature of Westminster and comprises community based policing and partnerships. In support of this approach, responsibility for local delivery is delegated to sector level. Each sector has its own policing plan. This serves the dual purpose of ownership and accountability and reflects the needs of the community. As this policing style develops, it is intended to ensure that the sector community safety plans supplement the City of Westminster community safety plan.

Sector plans are implemented through a 'buddy' system, with each sector inspector paired with a council official of similar seniority.

e.g.

4.32 All partnership workers argued that a key component of a locally based policing style is the deployment of locally based CBOs. Such officers should be dedicated to a geographic area, be known to the community and be involved in building relationships and trust, thus making it easier to gather intelligence and to impact on crime.

All partnership workers argued that a key component of a locally based policing style is the deployment of locally based CBOs

4.33 The importance of local contact was summarised during the course of an Inspection meeting with one group of partnership representatives. There was a consensus that communities that 'feel safer' are likely to be benefiting from an approach where:

"The police make personal contact, manage expectations honestly, deliver sustainable and credible local services from named and identifiable members of the force and measure the success of their involvement through regular testing of community sentiment."

Preparing for Success

- 4.34 Within the partnership, the links between a strategic partnership and local action groups (described as its 'doers') should be firmly aligned to service delivery at the local level. In most cases, it was encouraging to note that programmes undertaken by partnerships were tailored to local need.
- 4.35 An excellent example is the 'Action against Crime' initiative undertaken in Coventry, which included the deployment of local community safety co-ordinators.

e.g.

Reclaim Coventry Project

This project commenced in October 1997 and evolved as part of the exit strategy for the Safer Cities Programme led by the Action Against Crime Group. A residents' survey had indicated that crime and community safety was the priority issue for 53% of Coventry residents. This provided the political impetus for elected members of the local authority to implement a problem-solving framework within the priority areas of Tile Hill and Canley. The framework consisted of an holistic package of crime and disorder measures by adding capacity to existing programmes, contracting with specialist agencies and creating leverage. The main components were:

- Evidence gathering - professional witness resource established, surveillance team trained by police, regular information exchange and intelligence-led operations, CCTV.
- Social support - victim support fast response scheme, community drugs team outreach work to gain accurate picture of drug misuse and raise awareness of services, Alcohol Advisory Service outreach work.
- Domestic security - security equipment fitted to residential homes, crime prevention surveys and advice, post-coding initiative and development of Neighbourhood Watch.
- Preventative measures - environmental improvements, quality social and leisure opportunities for young people at risk, pilot theatre project dealing with young male aggression, 'living with teenagers' course of parental support, youth activities club dealing with emotional/behavioural difficulties.

Initially the programme was imposed by a 'top-down' regime developed and promoted by elected members and officers on the basis of 'what works elsewhere'. The project was pump primed with £225k from the housing revenue and general fund accounts. As the scheme progressed, the community became increasingly engaged and schemes were tailored to fit local needs.

A review of the pilot after 12 months revealed a 17.4% reduction in recorded crime in Tile Hill and a 32% reduction in Canley over the same period for the previous year.

The pilot project has further developed the problem-solving framework instigated at the outset of Reclaim Coventry and this was adopted across the city from 1 April 2000.

Critical Success Factors For 'Reclaim Coventry'

- ❑ Political determination and leadership.
- ❑ An holistic approach to crime management.
- ❑ Engagement with specialists.
- ❑ Pump-priming funding.
- ❑ The role of Action Against Crime with their history of long-standing partnership arrangements and contacts.
- ❑ Framework for local service delivery - locally based co-ordinator for all local authority services working closely with a neighbourhood community safety officer.

4.36 The importance of locally based service delivery was universally emphasised.

Agenda for Action

Partners and police forces are encouraged to review the extent to which service delivery is focused at the local level, including alignment of wards, sectors and beats and the deployment of locally based staff dedicated to a geographic area.

Leadership

What is Good Leadership?

4.37 Leadership is often cited as a critical success factor in all operational settings. But what is good leadership from a community safety perspective? Good leadership is about:

- ❑ Clear vision and sense of purpose.
- ❑ Direction through effective plans incorporating targets and timescales.
- ❑ Energy.
- ❑ Enthusiasm.
- ❑ Commitment.
- ❑ Visibility.
- ❑ Accountability and review.

Leadership can also exist at a number of levels, including:

- ❑ Partner agencies.
- ❑ Elected members.
- ❑ Community members.
- ❑ Private sector.
- ❑ Voluntary sector.



Preparing for Success

4.38 The quality of leadership demonstrated by senior managers, particularly the chief executives and directors of lead departments of local authorities and police BCU commanders, was critical to the effective development of partnerships and the quality of contribution made to the reduction of crime and disorder. Unfortunately, examples of mediocrity as well as excellence were found.

Police

4.39 In some police forces, the priority of crime reduction, rather than simply detection, had been communicated to personnel at all levels of the force. In such cases the Inspection team was impressed to find a clear commitment from chief officers to community safety and their openly expressed support for investment in force and partnership processes for the long term. However, the Inspection revealed the following:

- In some cases, there was a commitment to crime and disorder reduction through the publication of a vision and sense of purpose, but it was rarely backed by clear direction nor was there significant evidence of enthusiasm, commitment and visibility.
- Commitment and leadership were often evidenced by the allocation of resources, but the allocation of resources itself is insufficient to inspire the efforts of service deliverers.
- Other chief officers pointed to accountability mechanisms as the means by which leadership was displayed, but these were often insufficiently linked to the review and adjustment of performance.

4.40 Many BCU commanders welcomed a strong lead from their chief officers and considered that the balance between central direction and local freedom of initiative was right. This is important because although it is almost without exception a BCU commander who sits as the senior police officer on a partnership, they are subject to the direction and control of their chief constable or commissioner. It is important for the BCU commander to have the capacity to exert considerable influence on the style and philosophy of policing within the area of command and the partnership and to constantly strive to promote the crime and disorder reduction message in a positive and enthusiastic way.

Local Authorities

4.41 The Inspection found some evidence of high levels of commitment among chief executives, directors of services within local authorities and the chairs of partnerships. Again, however, there was an abundance of stated commitment, but significantly less evidence of visibility, direction, accountability and review. Where these attributes were present, closer working arrangements and the enthusiastic involvement of service deliverers were evident. One example is as follows:

The Director of Social Services in Kent has a corporate responsibility for Best Value and value for money in the local authority. The Director is also the Chair of the Area Child Protection Committee, Drug and Alcohol Reference Group, the YOT and the Joint Commissioning Board for Mental Health, as well as being a member of the Community Safety Partnership, of which the Chief Executive is the Chair. The Director attends all these groups in order to demonstrate top level commitment, leadership and ownership and is convinced that, by having decision-makers within the partnerships, delays in action can be considerably reduced. It is estimated that half the Director's working week is spent on partnership working. This approach has resulted in closer working relations between agencies and the enthusiastic involvement of task groups.

e.g

- 4.42 The Inspection also found a number of examples in which the chief executive had effectively abdicated responsibility for crime and disorder issues to the community safety officer appointed by the partnership. This had the effect of reducing the importance of community safety issues in the perception of many staff. Tasks within the community safety plans slipped behind schedule in the absence of any apparent commitment to hold people accountable or to monitor and evaluate progress on the part of senior managers.

A member of staff who has since retired wrote one community safety strategy. Targets were quite low. There was a preference to 'under promise and over deliver'.

e.g

Since the audit no further work has been undertaken and the limited resources that were available were focused on delivery. Whilst strong verbal commitment to community safety was present, delivery appeared to depend heavily on the recruitment of a new community safety co-ordinator.

The new officer would be responsible for reviewing strategy, auditing processes and helping to deliver on key aspects of strategy, such as introducing community wardens, installing CCTV and promoting community safety within and beyond the authority.

The community safety plan required monthly monitoring yet local authority officers having specific responsibilities within the plan told the inspectors they were last asked to report on progress in October 1999.

Agenda for Action

Leadership is a critical success factor in providing the foundation for partnership working. Partnership leaders should review the extent to which they support the vision and purpose of the partnership through individual contribution as part of the partnership's development plan.

Preparing for Success

Joint Working

4.43 Chapter 3 focused on the need for government departments to engage in 'joined up' activity in the reduction of crime and disorder. It is equally important to ensure that this applies at the local level. This chapter earlier identified that partnerships were at various degrees of maturity and sophistication (see paragraph 4.1) and their respective contributions ranging from central to peripheral.

Agenda for Action

It is important that those agencies not yet fully engaged are encouraged and supported to become more so, both to benefit from their expertise and to demonstrate to other partners that the undeniable burdens of community safety are shared.

4.44 There are a number of principal local authority and non-local authority service departments that are commonly included in partnerships. The following provides a description of these departments and the general contribution that each has been shown to make:

- ❑ **Education**
There is practical evidence that by reducing truancy, incidents of crime and disorder will be reduced.
- ❑ **Housing**
Providing social housing which is of good quality and well maintained, so that pride in an area can be restored and quality of life improved. Methods such as 'alley-gating' and traffic calming have proved to work.
- ❑ **Probation**
Sharing their knowledge of offenders and patterns of residence has proved invaluable across different potential offence types.
- ❑ **Health**
Securing responsive social and physical care, child protection and being alert to victims of domestic violence.
- ❑ **Social Services**
The expertise of social services in child protection, domestic violence, youth justice and in working with vulnerable adults has proved to be of the greatest importance and benefit to efforts to improve community safety.
- ❑ **Youth Services**
Engaging the youth, possibly through outreach workers to identify their views and concerns and seeking activities to divert them from crime and disorder.
- ❑ **Leisure Services**
The provision of affordable and interesting leisure activities across all age ranges in a safe and friendly environment.

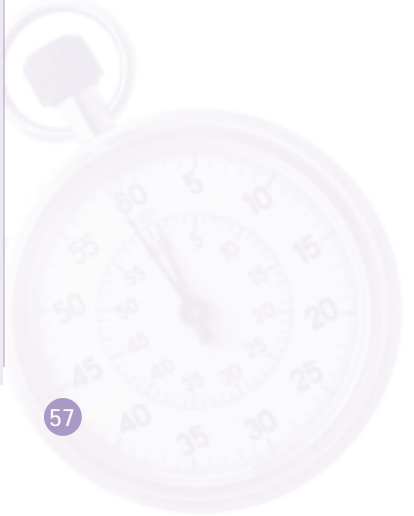
□ Environmental Services

Improving the environment in which people live, adding to their quality of life.

This list is not exclusive and many other partners are actively engaged in initiatives to reduce crime and disorder and to improve generally the quality of life. As with police forces, the Inspection found that these agencies were engaged in community safety to varying degrees and their respective contributions ranged from central to peripheral. Figure 4.2 illustrates a range of such activity:

Figure 4.2 Range of Community Safety Activities⁹

	Education	Housing	Probation	Health	Social Services	Environmental Services	Leisure Services	Youth Services
Crime reduction strategy	✓	✓	✓	✓	✓	✓	✓	✓
Tactics to reduce crime	✓	✓	✓	✓	✓	✓	✓	✓
Local implementation	✓	✓	✓	✓	✓	✓	✓	✓
Integrated crime reduction – ‘mainstreamed’	✓	✓	✓	✓	✓	✓	✓	✓
Provide a safe environment	✓	✓	✓	✓	✓	✓	✓	✓
Be an active partner	✓	✓	✓	✓	✓	✓	✓	✓
Participate in ‘joint training’ with partners	✓	✓	✓	✓	✓	✓	✓	✓
Promote ‘positive’ yet ‘relevant’ data exchange	✓	✓	✓	✓	✓	✓	✓	✓
Regularly liaise with partners	✓	✓	✓	✓	✓	✓	✓	✓
Identify hotspots of crime / disorder	✓	✓	✓	✓	✓	✓	✓	✓
Liaise with the YOTs	✓	✓	✓	✓	✓	✓	✓	✓
Liaise with the DATS	✓	✓	✓	✓	✓	✓	✓	✓
Social care	✓	✓	✓	✓	✓	✓	✓	✓
Diversionary tactics	✓	✓	✓	✓	✓	✓	✓	✓
Actively collect ‘relevant and reliable’ intelligence	✓	✓	✓	✓	✓	✓	✓	✓
Strive to improve education provision	✓							
Promote ‘Good Citizenship’ through education	✓		✓					
Reduce exclusions	✓							
Reduce truancy	✓							
Reduce harassment in schools	✓							
Reduce bullying in schools	✓							
Reduce substance misuse	✓			✓	✓			
Provide sufficient and adequate social housing – well maintained		✓						
Pursue environmental and situational crime prevention methods		✓				✓		
Provide ‘mediation services’		✓						
Supervision of offenders			✓					
Professional knowledge of offenders			✓					
Patterns of offender residence			✓					
Physical care	✓	✓		✓	✓	✓		
Psychological care	✓		✓	✓	✓		✓	✓
Mental health care			✓	✓	✓			
Child protection	✓		✓	✓	✓			
Violence	✓		✓	✓	✓			
Domestic violence	✓		✓	✓	✓			
Drug/substance abuse – education	✓		✓	✓	✓			
Drug/substance abuse – treatment			✓	✓	✓			
Vulnerable adults		✓	✓	✓	✓			
Noise nuisance						✓		



Preparing for Success

4.45 One aim would be for this list of activities to be replicated across the country to achieve unilaterally the examples indicated. The items highlighted in the matrix are not exhaustive but can be used as a guide by individual partners to gauge their contribution.

Engaging Elected Members of Local Authorities

4.46 Elected members' involvement in leading efforts to improve community safety varied considerably. There were, however, examples of very effective participation by councillors, particularly in conveying the views of their constituents.

4.47 Some examples of involvement included:

e.g.

Examples of Involvement of Elected Members

Merseyside. Elected members constituting a scrutiny committee to monitor the performance of all directorates, liaise with BCU commanders on policing plan priorities and use a citizens panel to inform such priorities. The elected lead member for community safety underwent joint training through the Safer Merseyside Partnership.

Northumbria. Consultation between members and executive officers to test whether service provision matches expectations and to make adjustments where necessary.

Lancashire. In one local community safety plan, each target is served by a thematic group chaired by an elected member and by one local authority officer. In addition, there are plans in one area to introduce a surgery jointly undertaken between the local police officers and the elected members.

Metropolitan Police. Elected members are involved in the emerging concept of delivery groups, together with sector inspectors and local authority officers. The purpose of this is to ensure that sector plans are carried through into effective action. More generally, the move to borough based policing has been viewed by the Association of London Government as improving significantly the dialogue between elected members and local partnerships.

West Midlands. In one location decisions pertaining to community safety are 'signed off' by elected members.

4.48 Notwithstanding the encouraging examples above, some local authority officers described elected members as being supportive and having a 'light touch' in driving crime and disorder. One local authority chief executive, for example, described their interest as peripheral. In another county, all district authorities had made an executive decision not to include elected members on the partnership group.

4.49 The Inspection heard acknowledgement from members themselves that they 'could do better', with one councillor strongly expressing the view that the enormous potential of the Crime and Disorder Act had yet to be fully realised. Whilst many of

the elected members interviewed appeared to be in tune with their communities and knowledgeable on the issues addressed by this Inspection, some seemed to lack a sense of how they might bring about change, either within their own authority or within the police. Some elected members themselves, whilst seeing crime and disorder as a high priority, avoided questions on their own contribution and responded with complaints of poor police responsiveness. They thus cast themselves in the role of petitioners for better services rather than as an effective conduit for communication between communities and social agencies.

4.50 Councillors in local authorities have much to offer in the pursuit of community safety. Their skills as individuals, their access to hard to reach and vulnerable groups, their accessibility to members of the public who might find the apparent bureaucracies of the police or other agencies off-putting and, not least, their electoral mandate all argue for their playing a more central role in partnerships. With such a role must follow a degree of accountability that a few seek to avoid by styling themselves as champions of the people against the indifference or incompetence of public services

Councillors in local authorities have much to offer in the pursuit of community safety

4.51 The earlier discussion highlighted the benefits to be obtained through a 'cabinet style' of operating. The Inspection team saw a number of good examples of this, some of which have been highlighted. It was not, however, the standard found in many other authorities.

Agenda for Action

Partnerships should encourage greater involvement of elected members. Where it does not exist, the designation of an elected member as the community safety portfolio holder could be considered, in addition to ensuring that all elected members understand the benefits of partnership working in addressing local community problems.

Engaging the Community

Overcoming the Barriers

4.52 Helping residents to tackle problems that threaten to undermine the community² is one of the key aims of the national strategy for neighbourhood renewal. There are, however, a number of barriers to effective community engagement. These include:



Preparing for Success

- ❑ An environment in which crime, drugs, racist abuse and anti-social behaviour are rife, thus leading to a sense of 'hopelessness' and the view that 'nothing can be done'.
- ❑ Apathy - originating from a view that it is the job of the local authority to improve the environment and that of the police to deal with crime.
- ❑ Lack of community identity - a number of diverse groups living within a small geographic area.
- ❑ Lack of community focus - absence of mechanisms for drawing the community together and little interaction with the local authority or the police.
- ❑ Lack of support in terms of funding and administration.

These problems can be overcome by:

- ❑ Engendering confidence in the community - and showing them through positive action and 'quick wins' that something can be done, whether through the arrest of persistent offenders, or by way of improved housing policies in controlling unruly tenants.
- ❑ Paying attention to the environment; removing abandoned cars, cleaning up graffiti, making it safer through improved lighting and less threatening public thoroughfares.
- ❑ Leading by example and showing the community that the local authority, the police and other organisations are serious about improving their lives and feeling of safety.
- ❑ Providing the opportunities for the community to interact among themselves and with agencies that serve them.
- ❑ Encouraging community members to take the lead in improving their neighbourhoods, making them feel part of partnership work and thereby giving them ownership and support.

Experience of Engagement

The Inspection found disappointingly few examples of extensive community engagement in crime and disorder reduction initiatives

- 4.53 The Inspection found disappointingly few examples of extensive community engagement in crime and disorder reduction initiatives, either collectively or through the involvement of community leaders, and a number of the barriers identified above were clearly evident.
- 4.54 Interviews with community representatives showed they preferred to petition for 'better' police or other services rather than become involved in developing solutions themselves. Suggestions that they could play a fuller role in partnerships received a rather sharp response to the effect that it was the job of the police to ensure that they had the resources to tackle problems notified to them through the vigilance of communities.

4.55 There were some initiatives in which community representatives did take an active part in local dialogue. In the Coventry 'Action against Crime' (see paragraph 4.35), for example, the involvement of local residents was evident, leading to a much greater level of understanding. As a scheme member commented:

"They [the community] are in the driving seat. One benefit is that they are more able to appreciate what can be achieved and to understand the limitations of powers and resources."

Understanding in itself is not enough. There needs to be:

- ❑ Early consultation with communities in relation to local services.
- ❑ The active participation of communities in identifying their needs and expectations.
- ❑ The active involvement of communities in programmes to address community problems.



4.56 The first two requirements were in evidence in a number of the areas visited. The example illustrated below serves to highlight early encouraging progress in one area of Merseyside but, more importantly, the difficulties that remain in fully engaging communities in taking a lead in crime and disorder reduction efforts:

Community Engagement - Merseyside

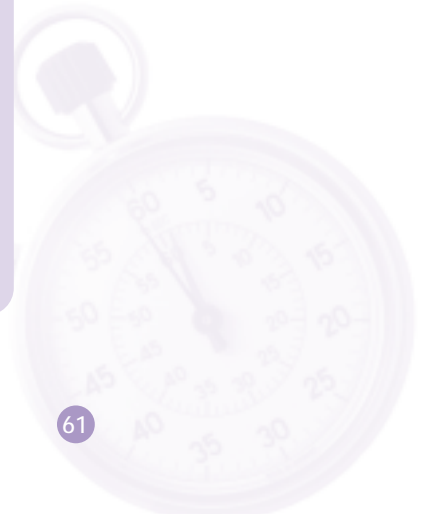
Fourteen ward syndicates were piloted in South Sefton, bringing together representatives from groups such as police, elected members, residents associations and religious workers. They were intended to provide an environment where local community problems could be discussed and solved.

Such forums have made an impressive start and members display considerable enthusiasm. Not surprisingly, these forums are at different levels of maturity and members were open about the difficulties in implementation. They talked about an initial over-expectancy for delivery; the perception that some agencies felt excluded; the limited funding and administrative support and the new skills needed by local police officers who often chaired them.

In essence it was acknowledged that there was difficulty in moving on from the discussion to solving the real problem outside the meeting.

It is clear that positive efforts are being made to engage the community, but more needs to be done to turn this engagement into genuine action.

e.g.



Preparing for Success

- 4.57 As the example above shows, there is an acknowledged difficulty in moving from discussion towards genuine action.
- 4.58 Dyfed Powys Police offered some impressive examples of community engagement in its close working relationship with a large number of volunteers and through diversion schemes led by members of the local community.
- 4.59 More positive action is shown in the following example, thus illustrating that community members can take the lead:

e.g.

Community Engagement – Dyfed Powys

In Haverfordwest there are a total of 50 special constables and 45 volunteers (an approximate ratio of one volunteer to every two police officers). The force actively encourages community engagement.

Since 1993 duties of the volunteers have included:

- Call handling at unmanned police stations or others approved by the Deputy Chief Constable.
- Reception work at police stations where a police officer can be recalled to deal with incidents not within the remit or skills of the volunteers.
- Taking details of lost or found property (except firearms).
- Recording details of driving documents presented for inspection.
- Taking telephone messages.
- Assisting community safety officers in their duties.

Recent additions to volunteer duties include:

- Assisting property officers.
- Assisting tape librarians to manage records of interviews.
- Assisting in the management of CCTV tape, including storage and viewing for evidential purposes.

Engaging the Private Sector

Active Involvement of the Private Sector

- 4.60 The private sector has a clear role to play in the reduction of crime and disorder. This role could include the encouragement of good design and other activities that promote a culture of security consciousness. The view has been expressed that the sector involvement in community safety has been patchy. Where they have been engaged, for example in town centre and CCTV schemes, their contribution can make a difference. Indeed, in 1999 Coventry was identified as a beacon council for its town centre scheme. There are a number of opportunities for the private sector to take the lead:

The private sector has a clear role to play in the reduction of crime and disorder.

- At the national level, in supporting central government efforts to reduce crime in the long term, for example through the work of the Property Crime Reduction Action Team (PCRAT) and the Vehicle Crime Reduction Action Team (VCRAT).
- At the local level, through engagement with partnership activities.

4.61 At the national level, there is much that manufacturers can do to build crime resistant measures into their products, either voluntarily or by mandate as in the case of the compulsory fitting of car alarms to all new cars to enhance vehicle security. The development and use of data tags to apply unique identifiers to a wide range of consumer goods offers great potential in reducing the market for stolen goods and for improving their recovery by police. The Inspection notes the work of the Police Scientific Development Branch in this field and urges continued government funding of operational support to police in this important field.

4.62 At the local level, there were few examples, although there were some very positive approaches. One such example is illustrated below:

Fishing Initiative – Dyfed Powys

An example of a diversionary scheme was the Pembrokeshire Fishing initiative, which is based at the Premier Coarse Fishery near Haverfordwest. Following a Police/Public Information Presentation in April 1998 at Pembrokeshire College, the proprietor indicated his willingness to become involved in a scheme to divert young people from offending. Such people were either offenders or at risk of offending.

The Fishery part-funded the scheme by way of reduced fees; additional funding was obtained from the Community Safety Challenge Fund as well as the Co-operative Partnership, a national source of charitable funding. The business sector supported the scheme with fishing equipment purchased by the Elf Refinery at Milford Haven. Similarly, the Environment Agency was supportive in supplying permits specifically to allow fishing by groups of young people at varying times.

The scheme is managed by a police officer seconded to the YOT who also has responsibility to monitor the scheme and report to the County Community Safety Group. Evaluation to date reveals that none of the young people have committed any crime since becoming involved in the scheme. The experience gained from the scheme is to be used in the planning of similar diversionary schemes.

e.g

Preparing for Success

Sponsorship

4.63 The private sector particularly can offer financial assistance in the form of sponsorship. Examples are shown below:

e.g.

Avon and Somerset Police

Examples of good partnership working between police, private sector sponsors and local communities to reduce crime:

Cribbs Causeway Shopping Mall. The management of the Mall provided accommodation and radios to the police at no cost (estimated value £30,000 per annum). Monitoring and evaluation is in progress but the most recent survey indicated that 90% of the public felt safer and car crime in the car parks has remained at a low level.

Sponsorship by Hill House Hammond has provided for the replacement computer system for Neighbourhood Watch at an estimated cost of £60,000. This includes the use of offices above Hill House Hammond shops by Neighbourhood Watch co-ordinators and £10,000 for the county Child Safe Initiative. Tax concessions on the £10,000 have funded the microwave downlink for the police helicopter

Agenda for Action

The private sector can significantly assist the reduction of crime and disorder by designing out crime opportunities, providing financial and other resource support and by assisting with marketing the prevention message. Partnerships should encourage their active involvement.

Engaging the Voluntary Sector

4.64 There are many voluntary bodies, both government aided and charitable, that have much to contribute to the reduction of crime and the furthering of community safety. Groups such as Victim Support, Neighbourhood Watch, Rape Crisis, the National Association for the Care and Rehabilitation of Offenders (NACRO), Crime Concern, the National Society for the Prevention of Cruelty to Children (NSPCC), the Children's Society, and many religious bodies have a unique national and local perspective. They often have points of contact with communities, especially with hard-to-reach or vulnerable groups or individuals, that are denied to statutory agencies. Equally, they have developed expertise in their respective fields, together with important information and intelligence, that has won them the wide respect of the police and caring agencies.

4.65 The Inspection team was therefore surprised and disappointed to find few examples of such groups being involved at a strategic and tactical level within local partnerships, with a small number of notable exceptions:

Metropolitan Police

Partnership workshops were facilitated by Crime Concern when the Metropolitan Police moved to borough-based policing. All sector inspectors and key representatives from the local authority have attended one of these courses.

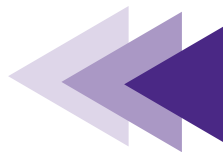
Following the work undertaken within the workshops, each of the 15 policing sectors in Westminster has a sector steering group for which the police lead is the sector inspector. He or she is paired with a 'buddy' from the local authority at a comparable management level and selected for their potential contribution to solving the overriding sector problem (e.g. trading standards officers in areas of illegal street dealing).

One sector steering group has divided issues into portfolios, each being led by a member of the community working with a local beat officer. Each of the sector steering groups feeds into the Community Safety Co-ordinating Team which is chaired by an officer of the city council and comprises representatives from the police and elected members of the local council.

e.g

Agenda for Action

The voluntary sector comprises many organisations, some charitable and others government aided, which have a long history of valuable contribution to the reduction of crime and disorder and the promotion of community safety. Partnerships should encourage their active involvement.



Preparing for Success

Critical Success Factors

4.66 In the light of the Inspection and existing Home Office research, partnerships and BCUs that are well positioned to reduce crime and disorder would have the following critical success factors:

Partnership - Critical Success Factors ✓	
<input type="checkbox"/> Good working relations between partners within co-terminous boundaries, including full co-operation with police authorities and other agencies.	
<input type="checkbox"/> Locally based service delivery at ward or similar level.	
<input type="checkbox"/> Good leadership on the part of agency heads, e.g. chief executive, BCU commander, supported by: <ul style="list-style-type: none"> <input type="checkbox"/> Effective planning incorporating targets and timescales, accountability mechanisms and performance review. <input type="checkbox"/> Performance monitoring and review at partnership level. 	
<input type="checkbox"/> Active community engagement through community representatives, elected members and the private and voluntary sectors.	
<input type="checkbox"/> 'Joined' up activity based upon 'joined up' strategies.	
<input type="checkbox"/> Good representation and good links with non-partnership bodies (CPS, courts, DAT, YOT, etc.).	

BCU - Critical Success Factors ✓	
<input type="checkbox"/> Good working relationships with other partners within boundaries that are co-terminous with local authorities.	
<input type="checkbox"/> Strong and visible leadership supported by: <ul style="list-style-type: none"> <input type="checkbox"/> Effective planning incorporating targets and timescales, accountability mechanisms and performance review. <input type="checkbox"/> Performance monitoring and review at partnership level. 	
<input type="checkbox"/> Policing style emphasises locally based policing.	
<input type="checkbox"/> Locally based officers with clear ownership of areas and issues.	

Conclusions

4.67 The development of crime and disorder partnerships is still very much in its early stages, although there is much evidence of a commitment to succeed. A number of barriers, described in some detail in this chapter, still inhibit further development.

4.68 The chapter has outlined the key building blocks for encouraging partnerships to work together to reduce crime and disorder, thus providing the first steps in the development of a model partnership and BCU. These models will be built upon in the following chapters, reflecting the practical approaches taken in reducing crime and disorder (Chapter 5) and in building the capacity of partnerships to reinforce success (Chapter 6).

Agenda for Action

	Reference	National	Regional	Local
Every effort should be made by partner agencies to ensure that boundaries are co-terminous, providing the overall impact is beneficial to service delivery.	4.17			✓
Partners and police forces are encouraged to review the extent to which service delivery is focused at the local level, including alignment of wards, sectors and beats and the deployment of locally based staff dedicated to a geographic area.	4.36			✓
Leadership is a critical success factor in providing the foundation for partnership working. Partnership leaders should review the extent to which they support the vision and purpose of the partnership through individual contribution as part of the partnership's development plan.	4.42			✓
It is important that those agencies not yet fully engaged are encouraged and supported to become more so, both to benefit from their expertise and to demonstrate to other partners that the undeniable burdens of community safety are shared.	4.43			✓
Partnerships should encourage greater involvement of elected members. Where it does not exist, the designation of an elected member as the community safety portfolio holder could be considered, in addition to ensuring that all elected members understand the benefits of partnership working in addressing local community problems.	4.51			✓
The private sector can significantly assist the reduction of crime and disorder by designing out crime opportunities, providing financial and other resource support and by assisting with marketing the prevention message. Partnerships should encourage their active involvement.	4.63			✓
The voluntary sector comprises many organisations, some charitable and others government aided, which have a long history of valuable contribution to the reduction of crime and disorder and the promotion of community safety. Partnerships should encourage their active involvement.	4.65			✓

5 Making the Difference

Critical Success Factors in Crime and Disorder Reduction

Chapter Summary

The previous chapter outlined the foundations necessary for partners to tackle crime and disorder effectively, commencing with the critical success factors required to establish effective partnership structures, strategies and processes. It is recognised that in the fight against crime it is not simply a case of increasing resources. Better use must be made of existing resources through innovative policing and partnership efforts.

This chapter identifies the critical success factors for activity but also examines the practicalities of partnership activity and the approaches taken. Models for crime and disorder reduction, partnerships and BCUs will be further developed.

The chapter will outline:

- Problem-solving approaches.
- Intelligence-led approaches.
- Tasking and co-ordination.
- Interventions and timescales.
- Service delivery styles.
- Evaluation of success.
- Integrated approaches to crime and disorder reduction.

Making the Difference

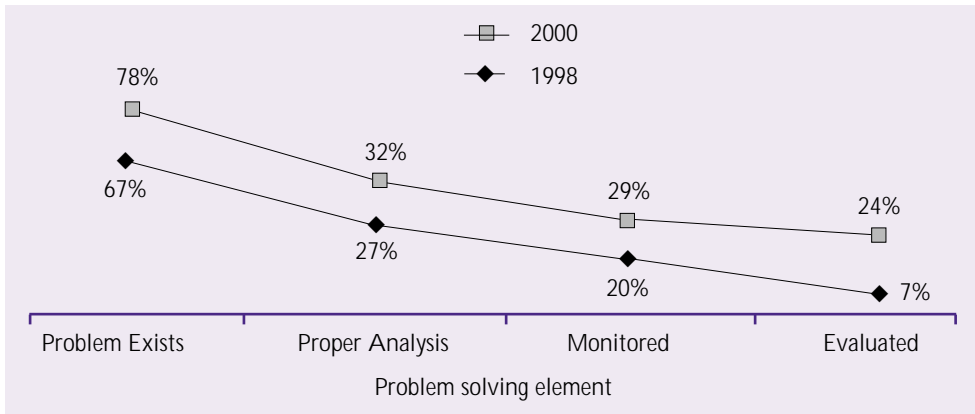
Problem Solving Approaches

- 5.1 The problem solving approach was highlighted in *Beating Crime* and *Keeping the Peace* and refers to a methodology intended to identify and address the causation of problems of crime and disorder rather than just the obvious symptoms. It is thus more comprehensive than, for example, crime prevention through target hardening or post-event detection, although it might well incorporate both these approaches as tactics within a broader strategy.
- 5.2 *Beating Crime* confirmed that the then relatively few police forces that had fully embraced problem solving had demonstrated its value beyond doubt. The concept of 'problem oriented policing' - commonly referred to as 'POP' - has received considerable attention from the police in England and Wales in recent years and has to, a large extent, moved from being a fringe activity to become an orthodox policing approach.
- 5.3 This Inspection was concerned not only to gauge the progress of a POP approach in police forces but also to ascertain the degree to which it had been taken up by crime and disorder partnerships as a means of addressing community safety. For the purposes of this report then, POP refers both to 'problem oriented policing' and to 'problem oriented partnership'. PRCU(RDS) accompanied members of the Inspection team and have collaborated in the Inspection process. A separate report entitled *Not Rocket Science* will be published by PRCU(RDS), looking specifically at problem solving. Only key aspects of the Inspection findings are therefore discussed in this report. Some examples of problem solving approaches - as reported by PRCU(RDS) - are shown at Appendix F.

The Extent of Problem Solving

- 5.4 *Beating Crime* examined the extent to which a problem-solving approach had been adopted in initiatives returned to HMIC for that thematic Inspection. This was replicated during the course of this Inspection. Figure 5.1 reproduces the findings:

Figure 5.1: Extent of problem solving in forces – comparative data



5.5 Figure 5.1 suggests that there have been improvements in problem solving. A higher percentage of initiatives produced evidence of a problem and a thorough analysis had been undertaken to define it. Monitoring is more common and over three times the proportion of initiatives deemed successful had followed fully a problem-solving approach.

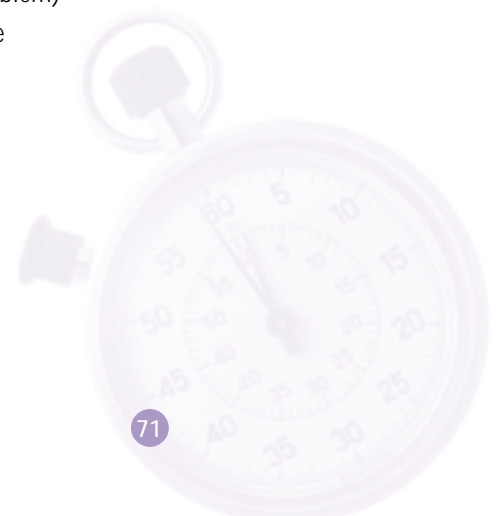
A higher percentage of initiatives produced evidence of a problem and a thorough analysis had been undertaken to define it.

5.6 The Inspection team was able to examine some of the more successful problem-solving initiatives through the participation of PRCU(RDS) staff. These will be described more fully in *Not Rocket Science*. Despite some successes and apparent improvements since *Beating Crime*, the Inspection identified a number of remaining obstacles to a problem-solving approach. Whilst there is still a long way to go before the approach is used routinely in operations, there is now an opportunity to build on encouraging beginnings to develop a service delivery culture that places problem solving at the heart of operational activity.

5.7 The aim should be that a police officer who attends an incident, or a local authority officer who deals with a local problem or issue, will automatically ask: 'Has this happened before and what can I do to stop it from happening again?', 'as opposed to the more familiar response: 'How quickly can I deal with this incident (or problem) and move on to the next?' This should then be supported by the efforts of the partnership in tackling repeating patterns of incidents.

problem solving has yet to reach the status of routine activity.

5.8 During the Inspection, this question of 'problem solving being at the heart of operational activity' was put to a number of those interviewed. Their responses suggest that problem solving has yet to reach the status of routine activity. In the majority of cases, problem solving was described as 'developing'.



Making the Difference

- 5.9 Where problem solving is central to police activity, it is within a locally based structure. In Northumbria, for example, a group of CBOs who work within a sector structure were able to identify examples of problem-solving initiatives at the local level, some of which involved multi-agency input. In a similar group in Westminster, sector-based officers were encouraged to adopt a problem-solving approach and gave a number of examples, including the targeting of graffiti and other related 'social problems' on a housing estate and involvement in the ASBO process. The Inspection team generally found that the ASBO process had been well received, and was a very useful means of problem solving. Although there remain some concerns about the legal costs involved, there was recognition that the actual 'process' of considering the order, even though alternative solutions may be found, was proving very effective. The potential of ASBOs is not yet being maximised and there remains a need for guidance and support for many partnerships in understanding and utilising a radically new power. At the local level, problem solving can often involve easy 'quick wins' and substantial long-term gains.
- 5.10 One of the critical success factors in developing a problem solving culture is to understand the underlying causes of the problem, the number of players who can make an impact and the barriers that will need to be overcome. Just as importantly, responses need to be tailored to local conditions, and much effort is often needed to implement responses. The first example of an innovative and successful problem-solving approach is illustrated below. It relates to the targeting of unruly behaviour and emphasises how the innovative use of informal social controls was identified as a key factor in the reduction of crime and disorder incidents. A second example illustrates how the direct and enthusiastic involvement of the Health Authority in Liverpool had a clear impact on a problem solving approach to late night violence. These two examples will then be followed by a further example that highlights the difficulties involved in effective implementation.

e.g.

Youth Disorder on a Housing Estate

This scheme attempted to deal with large numbers of calls made annually to the police, complaining about juvenile nuisance on a poorly designed (Radburn lay-out), run down, overspill housing estate during the summer holidays. For 1993 to 1997, the numbers of calls between 21 July and 3 September were as follows:

1993 - 318
 1994 - 271
 1995 - 350
 1996 - 409
 1997 - 356

The estate provides little space for juveniles to play football where they will not offend residents either through making a noise or causing damage. What at first sight seems a

conventional football scheme was devised and run by the local beat officer for the holidays in summer 1998. Two seven-a-side leagues were run. The first for under 13 year olds, with eight teams, and the second for under 16 year olds with six teams. Each team had to have a manager. Games were played on two evenings a week on an all-weather pitch, when most participants would play. There was a match fee of £3 per game, and contributions by the local council, a local sports shop, and voluntary organisations covered all remaining costs apart from police time. The clever and innovative part of the scheme was provision to deduct points from the teams if any of the players were in trouble with the police. This seemed to trigger effective informal social control amongst the participants, who were keen to do well. The team managers were mobilised to effect some informal social control also.

The result was a fall to 266 complaints during the summer holiday period corresponding to the dates for the figures given above. Whilst the problem had by no means disappeared, the figure was low by previous standards. In a nearby town a football scheme was also run in 1998, but without the provision for points deduction and no fall in crime and disorder incidents was achieved. In the following year the successful football scheme was developed and expanded to provide a wide range of recreational opportunities, involving several agencies. This was evaluated by the local analysts, who showed it to have had no impact, despite its popularity with parents and agencies alike. The widened scheme did not incorporate the means to trigger informal social control while the scheme was not operating.

Operations Crystal and Crystal Clear

In 1997, police analysts within Liverpool City Centre became increasingly aware of late night incidents of violence and assaults involving the use of bottles and/or glasses which had been removed from licensed premises. Crime analysis showed that almost half of all the more serious assaults involved either a bottle or a glass. Some of the injuries in question were described as horrific and a problem was clearly posed to the safety of patrons visiting the city during the late evening.

One of the main sources of information was identified as the Royal Liverpool Hospital, which has a catchment area covering the city centre. Other hospitals may receive casualties for reasons ranging from convenience to confidentiality and consequently the Liverpool Health Authority were main players in the operation.

Various actions were used to address the problem including:

- The education of patrons through poster/media campaigns.
- Working with licensees.
- Increased police patrolling.

During the initial periods that Operation Crystal was operating there was an 85% drop in violent crime involving glasses/bottles. This was coupled with a 50% drop in all violent crimes and serious assaults within the city at the hotspot times. Consultation with other agencies involved in the operation was described as excellent.

e.g.

Making the Difference

The police hosted regular meetings of an Operation Crystal panel which consisted of representatives of Liverpool Health Authority, Liverpool City Council Environmental Health Department and the then Chairman of the North West Brewers and Retailers Association. The local Health Authority assisted in the funding of £18,000 to install more bottle banks.

In the run-up to the Millennium celebrations and beyond, another operation was initiated known as Operation Crystal Clear. It built upon the successes of Operation Crystal. The combination of measures used to tackle the glass related injuries were continued together with increased awareness campaigns. Again, significant detailed data was collated from hospitals in terms of casualty figures, e.g. in Aintree Hospital between 21 June and 2 December 1999 a total of 983 patient questionnaires were completed. The University of Liverpool carried out analysis of such returns and indeed of the two operations.

- 5.11 The first example above illustrates the need to put in place measures to sustain the 'quick wins' and failure to do so will have an adverse effect on longer term outcomes. The second example illustrates how the Health Authority – one of the key partnership players – was able to identify how the benefits of partnership activity can have a real impact on demand on health authority staff. A practical example that highlights the difficulties in implementing problem-oriented approaches related to problems at a public house in Lancashire. Large-scale public disorder and violent crime had occurred on Fridays and Saturdays for many years. It was the last pub of the night for locals, who congregated both inside and on its forecourt. Historically, police action had been mainly limited to response and short-term intervention. A partnership comprising the borough council, the pub licensee and owners, the local church, the county council highways department and the police instituted a series of interventions which reduced incidents of disorder from 39 to 11 over corresponding 4-month periods in 1998 and 1999.
- 5.12 Tenacity and consistent pressure had been required. Without the evidence from CCTV, rigorous analysis of the underlying cause of the problems, the ability of the police to persuade the brewery and licensee, and the support of influential local politicians, the scheme would have failed. The police would still have been required to respond to the demand and the public disorder would have continued.

Intelligence-Led Approaches

5.13 Effective intelligence-led activity relies upon:

- ❑ Identification of relevant data sources, including other agencies.
- ❑ Strategic assessment to assist in the prioritisation of effort.
- ❑ Systematic analysis to identify intervention opportunities, with an emphasis on identifying victims (including repeat victims), location and offender.
- ❑ Evaluation of effort and results.

5.14 There is a clear will to adopt an intelligence-led approach to policing. Whilst such approaches are taking place at an operational level, there are few indications, however, that intelligence is following a consistent and integrated approach. A continuing and serious concern relates to the use of analysts. Given the specialist skills needed, it is often the case that analysts are used for non-core tasks or are difficult to retain due to their earning power within the market place. It is encouraging to note that the National Crime Faculty at National Police Training (NPT) Bramshill is currently engaged in work that will lead to the development of national standards and competencies for analysts. This will go some way to enhancing their career structure.

Agenda for Action

It is suggested that a review is undertaken of the recruitment, role and retention of analysts. This could be done through the joint efforts of ACPO, the National Crime Faculty (Bramshill Police Staff College) and the PRCU(RDS).

5.15 There were a number of concerns about the use of intelligence in many of the forces visited; this was particularly disappointing considering the thematic Inspection, *Policing with Intelligence* published in 1997. Now is an excellent time for forces to review their response to that report and align current developments to the recently published NCIS intelligence model, which HMCIC has commended to the police service.

5.16 The NCIS model outlines a three level approach ranging from local to national/international. The local level is illustrated below:

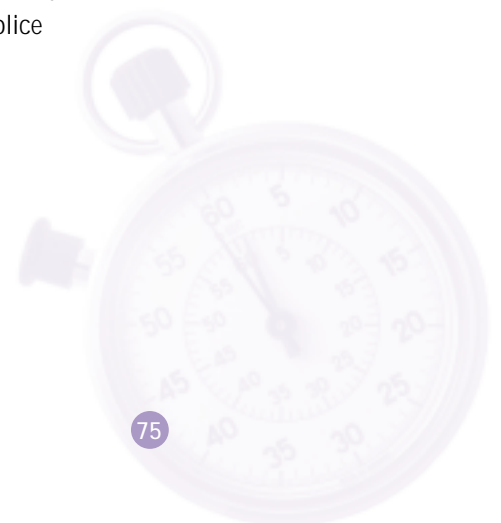
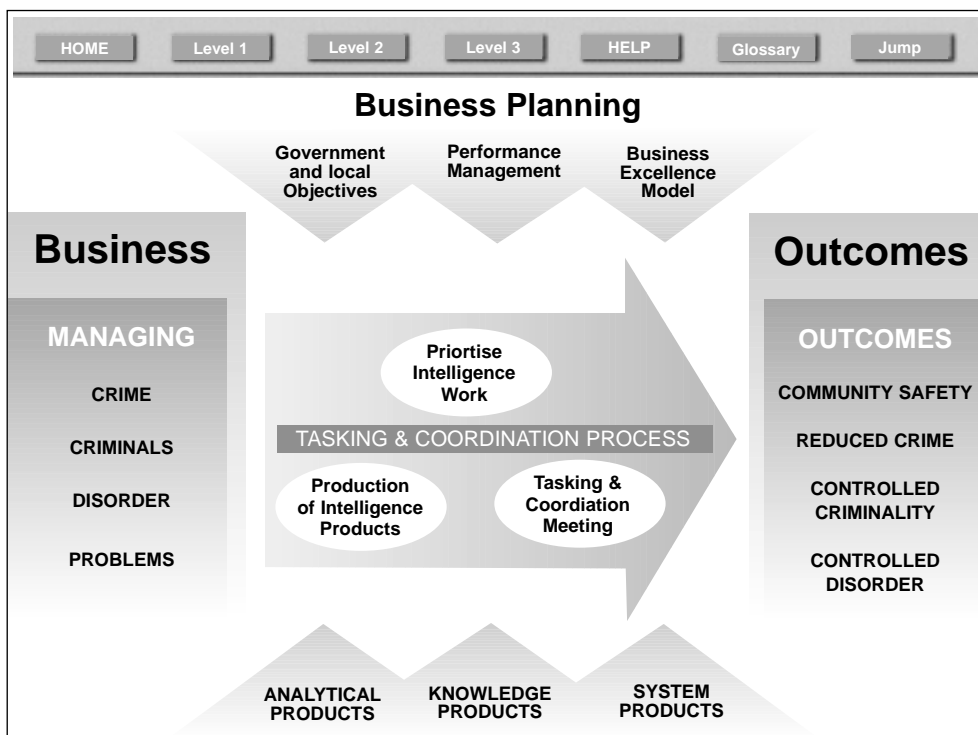


Figure 5.2: The NCIS Model



Agenda for Action

This Inspection report endorses the recently published NCIS model and encourages police forces to adopt it as part of the force intelligence strategy.

5.17 Intelligence analysts told the Inspection team that the lack of integration of systems such as command and control, crime recording and intelligence applications meant they were spending more time gathering and formatting data than actually analysing it. There are some encouraging examples of effective integration of IT systems, such as that of Project Diane and Project Lion in the Metropolitan Police Service (see paragraph 6.53) but considerable progress in this field is still required. Those forces making use of automated routines to extract data from core applications to build databases appeared to be making best use of the technology at their disposal. Browser technologies are also helping non-expert users of computer systems to access and analyse information more readily and so improve the impact of operations and routine deployments.

5.18 The use of joint intelligence will also play an increasing role in partnership activity. As yet, it is under developed but there is clear potential, as illustrated by the following example that holds some promise:

Westminster Joint Intelligence Unit

In the City of Westminster, a project was being developed through the creation of a joint intelligence unit (JIU). Its main remit was to link with the divisional intelligence unit (DIU) and sector inspectors across a pan-Westminster basis. The JIU is fed by intelligence and acts as a conduit between the sectors and DIU and local council who, hitherto, have tended to work in isolation. It will be staffed by two police officers and, potentially, council employees. The longer-term aim is to house them in a joint building. It will also have links with the community safety co-ordination team, and is likely to be influential in shaping future action underlying the community safety plan.

e.g.

Tasking and Co-ordination of Crime Reduction Activity

- 5.19 The Inspection team was pleased to find some effective tasking and co-ordination mechanisms within BCUs but disappointed to note that they rarely linked in with partnership activity nor were they co-ordinated at force level. One example of good links between the tasking and co-ordination mechanisms and partnership activity on a BCU is illustrated below:

Avon and Somerset - Tasking and Co-ordination Linked to Partnership Activity

In Avon and Somerset, problems are identified through a BCU tasking group and the CBO draws up a plan using the 'SARA' process in conjunction with the lead agency on the issue. Progress is then monitored by the community safety inspector.

One example concerned the identification of anti-social behaviour by tenants of social housing resulting in increased calls to the police. Following a tasking meeting, liaison was established with the housing department, estate agents and the planning department.

Key activities were agreed with a view to evicting troublesome tenants, disrupting anti-social activity with directed patrol, reassuring other residents through visible presence and contact and encouraging the landlord to maintain the property to a reasonable standard.

The overall objective was to reduce or eliminate repeat calls to the address. The activity resulted in the tenants being evicted. There were a total of 20 calls to the address in the six months prior to the action plan, six calls during the action plan and no calls since the eviction.

e.g.