

## Agenda No

### AGENDA MANAGEMENT SHEET

**Name of Committee**                      **Crime and Safety Overview and Scrutiny Committee**

**Date of Committee**                      **25<sup>th</sup> October 2005**

**Report Title**                                **County Council Crime & Disorder Reduction Strategy – progress report**

**Summary**                                      The report sets out progress on three of the seven priorities in the Strategy (Fear of crime, High crime areas, and Prolific and Priority offenders).

**For further information please contact:**

Andrew Lawrence, Head of Community Support

Tel: 01926 746827 (ext)  
Tel: 01926 766827 (int)  
andrewlawrence@warwickshire.gov.uk

**Would the recommended decision be contrary to the Budget and Policy Framework?**

No

**Background papers**

“Reducing crime and disorder – a strategy for Warwickshire County Council”

#### **CONSULTATION ALREADY UNDERTAKEN:-**

Details to be specified

- |                       |                                     |   |
|-----------------------|-------------------------------------|---|
| Other Committees      | <input type="checkbox"/>            |   |
| Local Member(s)       | <input type="checkbox"/>            |   |
| Other Elected Members | <input checked="" type="checkbox"/> | Cllrs Haynes, Mrs Timms, Shilton and Wells..... |
| Cabinet Member        | <input checked="" type="checkbox"/> | Cllr Richard Hobbs.....                         |
| Chief Executive       | <input type="checkbox"/>            | .....   |
| Legal                 | <input checked="" type="checkbox"/> | Greta Needham.....                              |
| Finance               | <input type="checkbox"/>            | .....   |
| Other Chief Officers  | <input checked="" type="checkbox"/> | David Carter.....                               |
| District Councils     | <input type="checkbox"/>            | .....   |

- Health Authority  .....
- Police  .....
- Other Bodies/Individuals  .....

**FINAL DECISION NO**

**SUGGESTED NEXT STEPS:**

Details to be specified

- Further consideration by this Committee  A report on the remaining four priorities will be made to the December meeting of this committee.....
- To Council  .....
- To Cabinet  .....
- To an O & S Committee  .....
- To an Area Committee  .....
- Further Consultation  .....

**Crime And Safety Overview And Scrutiny Committee  
25<sup>th</sup> October 2005**

**Warwickshire County Council Crime and Disorder  
Reduction Strategy – progress report on three of the  
seven priorities**

**Report of the County Solicitor and  
Assistant Chief Executive**

**Recommendation**

***That the Committee notes progress on the three priorities reported here and comments on the levels of success achieved so far***

**1 INTRODUCTION**

1.1 The County Council's strategy for reducing crime and disorder was adopted in October 2004. It sets out seven priority areas of action where the County Council has a key contribution to make to the work of multi-agency partnerships in the fight against crime. This report outlines progress on three of the priorities:

- Fear of crime
- Focus on prolific and priority offenders
- Focus on high crime areas

1.2 A further report will be presented to the December meeting of the committee outlining progress on the remaining four priorities:

- Liveability (the relationship between poor environment and crime)
- Young people as victims and offenders
- Alcohol related violence
- Drug related crime

1.3 Work on each priority is being co-ordinated by the Corporate Crime and Disorder Group and a different officer is leading on each one. Those officers have written the sections that follow and each of them will be prepared to make a presentation to the committee if members feel that would be helpful. They have each adopted a style and format appropriate to the priority on which they are leading but they have all been asked to explain the reasons why the priority has been selected,

the proposed outcomes, the key tasks to achieve them (with timescales and responsibilities) and an indication of progress so far.

## **2 FEAR OF CRIME**

Fear of crime may best be described as an emotive response to a perceived reality. As such the relative statistics matter little. Actual crime levels have little or no influence on the construction of fear of crime. In Warwickshire, crime is relatively low and it may be one of the safer areas to live, yet – as in most communities – fear of crime continues to cause concern and it is the fear itself that must be addressed.

### **2.1 Key Tasks**

#### **2.2 Improving Community Confidence**

Community lack of confidence may be made up from several factors: received information about crime and antisocial behaviour from a variety of sources, perceived reality, noise, traffic, speed, unfamiliar people hanging around, isolation, living in a perceived high crime area living in an area of deprivation and so on.

The amount of intolerance of antisocial behaviour particularly by young people has increased probably in direct proportion to the increase in older people as a percentage of the population.

Older people themselves may feel frustrated by their own decline in virility. They feel powerless and annoyed by younger people who they see as noisy, virile and disrespectful. What they lament is more to do with their loss of power influence and their physio/biological decline than their dislike of the young.

Several initiatives have been established to address community confidence. These include the development of reporting points for racial crime to reduce fear within ethnic communities. The Neighbourhood Policing initiative will also provide opportunities for involving people and building confidence.

#### **2.3 Changing a perceived reality**

Whilst negative events can quickly be turned into community fear, expressed as anger, positive events can have a similar outcome and can improve community wellbeing. Evidence supports this belief. The work of Positive about Young People and others involved in changing perceptions has gained considerable community approval and recent extensive surveys suggest that high impact community works improve the sense of wellbeing and reduces the fear.

The publication of this partnership work will form part of the communication strategy at local level driven from the county council.

## **2.4 Communication**

If the public do not believe the statistics that say crime rates are falling, perceiving instead a rise in antisocial behaviour, nuisance, and low level crime; then we must stress outputs from programmes with high community impact so that what we are doing can be seen and reduce fear.

The press plays a crucially important role in shaping the public's perception. It should therefore be encouraged to report news in a manner that facilitates open debate. Reporting that is negative, inflammatory or that consistently presents certain communities, as problems should actively be discouraged.

To facilitate this work, capacity has been increased in the communications division to promote good news stories in the press.

## **2.5 Staff as local influencers**

If we ensure that staff are trained and well informed then they will influence opinion in the communities where they live.

A good example of this is work that is already being done in the Libraries service to address fear of crime by arranging a police presence at local libraries. Another example is the development of a partnership initiative involving Education, Schools and Police on "Safer Schools" (being piloted in Nuneaton & Bedworth).

Partners are ideally situated to provide key training and staff development together with factual information on community impact programmes. This will require the backing of CDRPs and other local partners together with an agreement at policy and political levels. A further detailed paper will follow this introductory work.

## **2.6 Fear of Young People**

Regardless of the fact that you are more likely to be attacked as a young person than by one, communities remain fearful of young people gathering at street level and perceive them as dangerous.

For the small proportion of young people who present a threat to society as a result of their antisocial and or criminal behaviour, full use must be made of ABC, ASBO and methods of restorative justice to address these issues and improve wellbeing and reduce fear.

There are several examples throughout Warwickshire where ASB measures have been used to redress difficult behaviours

## 2.7 **Prevention Work**

The prevention work at street level of Positive about Young People, and others is having a significant effect on local community wellbeing. This directs us towards work that introduces sections of our neighbourhoods to each other i.e. Community Cohesion.

Similarly, the DAT programme is giving more emphasis to Drug Intervention Programme (DIP), and this includes the continued development of measures to address Alcohol fuelled violence (including the commissioning of research to assist CDRPs to choose interventions that have most impact).

Also worthy of note is the Pubwatch initiative, where police give pubs photos of people whose behaviour has already been a cause for concern, so they may be turned away. Early results suggest that this is proving to be very successful, particularly in Warwick district and North Warwickshire.

## 2.8 **Community Cohesion**

A cohesive community is one where:

- there is a common vision and a sense of belonging for all communities
- the diversity of people's different backgrounds and circumstances is appreciated and positively valued
- those from different backgrounds have similar life opportunities
- strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods

## 2.9 **Community Wellbeing and Support of Policing**

Warwickshire's Neighbourhood policing policy recognises and supports the need for police to get closer to communities. Much as doctors are at the delivering end of health wellbeing and recognition is paid towards a supportive culture of community health improvement through the health wellbeing agenda the police are similarly placed within community cohesive and preventative work and must be supported by all delivering community agencies at neighbourhood level towards the reduction fear.

Whilst the police have a significant role to play if reduction in fear is to be achieved preventative work which features community engagement, which encourages community participation, which directs and promotes community responsibility must be at the heart of this work.

The County Council has a role to play in the organisation and coordination of these approaches towards improvements in community preventative agendas resulting in improved neighbourhood wellbeing. Community safety managers have a key role to play in this work.

Some examples include our contribution to the Community Safety Team wardens scheme in Rugby, and the establishment of a county funded nuisance motorcycle helpline which allows the reporting of incidents and the use of the inhibitors like those in use at Stockingford Recreation Ground in Nuneaton and Bedworth.

## 2.10 **Proposed Outcomes**

- That regardless of the rates of crime the people of Warwickshire feel safer in their communities
- That the County Council's individual departments recognize their responsibility to become champions in the reduction of fear of crime.
- That there is acceptance given that evidence supports the belief that while negative events can quickly be turned into community fear, positive events have a similar outcome and can improve community wellbeing.
- That partners and County Council departments recognize that the use of well timed and well delivered community works change perceptions and improved well being are achieved and that this itself has a significant impact in reducing the fear of crime. The promotion of this work then is seen as essential to a change culture.
- Community safety managers have a role to play in coordinating and promoting this work.
- That Warwickshire County Council and its partners recognize the untapped resource it has in its staff and agree in principal that staff be trained and well informed so that they can influence opinion in the communities where they live.
- Positive about Young People and their partners are seen as ideally situated to provide key training and staff development together with factual information on community impact programmes to facilitate this process. A programme of training is being developed for consideration.
- That local people are where possible employed to deliver front line services in their neighborhoods, which have a direct and lasting effect on improvements in community wellbeing.
- That the perceived need to develop a pride in the local environment/community often directed at young people be reaffirmed in the adult population where the adult population itself may have lost its understanding of how the community is structured.
- That there is acceptance of the need at base level to restructure this community awareness and where successful programmes have been developed with this in mind that these programmes be marketed and promoted.

- The County council has a role in leading the organization and delivery of these often-small local initiatives and of affirming their relative importance in the reduction of fear in our neighborhoods.
- That the County council recognizes the significant role it has to play (through its community safety managers) in the coordination, planning and setting of work streams that encourage community participation, feature community engagement and which direct and promote community participation.
- That this work is supportive of neighborhood policing policy and initiatives and that community wellbeing and resultant reduction in fear of this preventative programme of work can be achieved only through ownership and real participation of delivering neighborhood partners and local people themselves.

### 3 **PROLIFIC AND PRIORITY OFFENDERS**

#### 3.1 **Objective of the priority:**

In September 2004 the Government introduced a new scheme to tackle persistent offenders.

Home Office figures show that nationally the most active 10% of offenders commit 50% of all crime, and this is expected to be even higher in respect of acquisitive crime. In addition, Home Office figures also show that in some areas, initial scoping indicates that 85%+ of the PPO population are dependant on hard drugs. (Drugs Intervention Programme and Prolific and Priority Offenders Programme – Partnership Guidance for CJIT's and PPO Schemes.)

Therefore a focus on these individuals to reduce their cycle of offending will have a major impact on levels of crime in communities.

The County Council has a major stake in this work as we:

- Lead the work of the YOT
- Have access to a wide variety of people in family and community environments and have responsibility for their welfare
- Are a major partner in the five Crime and Disorder Reduction Partnership's who have been given the lead responsibility for delivering this work

#### 3.2 **Accountability:**

Accountability for a local PPO Strategy rests with the five CDRPs. The intention is that the PPO Strategy should not function as an additional priority for CDRPs, but should be a refocusing, and a new way of approaching existing priorities. If the strategy is implemented correctly,

it will contribute significantly to the CDRPs delivery of the priorities and targets set out in their strategies.

It is intended that CDRPs should:

- Broker services from partner agencies (Health, Education, Housing, Social Services, Leisure, etc.) to support PPO schemes
- Develop multi-agency fora for specific information exchange on targeted individuals, based on developing information exchange protocols under s115 of the Crime and Disorder Act 1998, the Data Protection Act, and other appropriate legislation
- Set-up an enabling local plan (vision and scope / working protocols / data exchange / performance monitoring and reporting arrangements) for each scheme, ensuring best use of existing local initiatives and resources

The PPO strategy has three strands:

1. Prevent and Deter - this strand is lead by the Youth Offending Team
2. Catch and convict – this strand is lead by the Police
3. Rehabilitate and resettle – this strand is lead by Probation

In order to manage the process and ensure consistency of approach across Warwickshire, a multi-agency group was established at countywide level. An Assistant Chief Probation Officer chairs this group.

In addition, there are three local management groups responsible for the operational delivery of this work on behalf of the five CDRPs (Nuneaton and Bedworth and North Warwickshire have joint working on this as have Stratford and Warwick).

The starting point for the strategy was for each CDRP area to **identify** around 15 PPOs in their area who were known to be prolific in their offending.

Currently in Warwickshire there are 73 PPOs identified – split as follows:

North Warwickshire	14
Nuneaton & Bedworth	20
Rugby	16
Stratford	8
Warwick	15

The local groups are responsible for developing action plans on these individuals and monitoring their movement through the criminal justice system.

It is envisaged that an offender may go through the three stages of the PPO cycle, but this is not necessarily always the case.

### **3.3 Prevent and Deter:**

This area of work is lead by the Youth Offending Team and only concerns young offenders who are identified through a set of risk factors as likely to go on and become a persistent offender. A set of criteria has been developed to assess individuals who were most at risk of becoming PPOs. One of the main factors in identifying a Prevent and Deter PPO is if they are already known to the YOT and on an Anti-Social Behaviour Order.

The identification process for Prevent and Deter PPOs has just been completed, and resulted in 24 individuals across the County being identified. Multi-agency action planning for these individuals will now be carried out. These 24 individuals are in addition to the numbers mentioned above.

### **3.4 Catch and Convict:**

This part of the strategy is led by the Police, and has seen the most activity so far. Several PPOs who were identified early on, are now in prison.

### **3.5 Premium Service:**

Agencies within the CDRP are required to offer a “premium service” to PPOs. This means that a PPO should get priority over a non-PPO by all agencies involved in the management of that offender. For example – the police could target them for observations and intelligence gathering. The prison service should ensure that they receive priority treatment once in an establishment. This will include drug treatment and education and training courses. Once a prison sentence is due to end, it is expected that Housing Authorities will also give a priority service.

### **3.6 Resettle and rehabilitate:**

This is an area of the strategy that is less well developed, and it's more difficult to assess the impact here, until a number of months or possibly years into the scheme. It could be argued that this is the most important strand of the PPO strategy as it is through appropriate resettlement and rehabilitation that a sustainable change in offending behaviour can be achieved.

### 3.7 **Proposed outcomes:**

It has proved difficult to agree partnership and countywide outcomes for this area of work. Clearly, evidence that we are being successful would manifest itself through a fall in crime. However more specific outcomes would include a reduction in the rate of individuals re-offending.

It has been agreed that Warwickshire will adopt a set of key performance indicators and these are currently being developed.

**Added value** – the definite clear benefits of working this way include:

- Sharing information – several agencies now share detailed information about individuals that has previously not been shared to this level of detail. This includes police intelligence, which is used to inform patterns of behaviour.

Multi-agency action planning, means different decisions being made about issues previously dealt with in isolation – for example, housing. There are now cases where an offender has been left in a local authority property, where previously (due to patterns of behaviour) they may have been evicted. The decision has been made as it was agreed that secure housing would help stabilize his lifestyle and give him a better chance of rehabilitation.

### 3.8 **Key tasks:**

The two key tasks set out in the action plan were:

1. A Co-ordinator post will be established, jointly funded with other partners.

A Co-ordinator has been recruited and started on 3<sup>rd</sup> September. The post is jointly funded by the 5 CDRPs, Drug and Alcohol Action Team and the County Council and is for one year.

The Co-ordinator has a crucial role in:

- Developing a countywide action plan for the premium service
- Developing Key Performance Indicators
- Completing regular returns to the Home Office
- Extending and developing effecting interagency working across county
- Identifying and promoting best practice
- Identify good practice elsewhere which is capable of being deployed successfully in Warwickshire

- Identifying and promoting links with plans such as the Drugs Intervention Programme and Anti-Social Behaviour strategies, with a view to minimizing the potential for candidates to fall through the cracks in-between different schemes.
  - Evaluate effectiveness of current premium service
  - Establish robust procedures for maintaining and auditing Jtrack as the primary inter-agency management tool
2. Community Safety Area Managers will ensure that appropriate County Council contributions are made to PPO plans.

Area Community Safety Managers play an active part in the three local management groups, and ensure they support the Chair while offering leadership to the group.

Work is currently underway to establish better links with specific departments, such as Social Services and Education. It is vital when coordinating an individual's action plan that attention is given to their needs in relation to welfare and family support and education, employment and training opportunities.

Specific links are now also being pursued in relation to mentally disordered offenders, where evidence tells us that 87% of the 40 + population will re-offend in a year – and that 33% of this number have mental health issues.

### 3.9 **Funding:**

This work was introduced without any new money from government. CDRPs have found some money to pay for the Co-ordinator for the first year. In addition, funding has been set aside within the LPSA2 pump-priming budget, to pay for work supporting the implementation of the PPO strategy for Warwickshire.

### 3.10 **Evaluation:**

It is too early to measure the impact of the PPO strategy in Warwickshire so far. Research is still being undertaken to identify what proportion of crime is committed by those registered as PPOs.

Anecdotal evidence from those professionals who work closely with the PPO scheme and have direct contact with PPOs do indicate that this new way of working is having an impact on some individuals. However, a more formal monitoring and evaluation process will need to be implemented in order to effectively measure this impact.

## 4 **FOCUS ON HIGH CRIME AREAS**

### 4.1 **Objective of the priority:**

Analysis of crime and disorder statistics shows a high concentration of crime and disorder in a small number of locations. We are working with our partners and the local communities to develop a multi-agency approach in these areas. All departments of the County Council have a role to play in this. The approach recognises that crime and disorder is one of several aspects of deprivation and solutions are being designed as part of a holistic approach to the area. Community engagement and an ability to respond rapidly to problems will be crucial to the approach. We will learn from this work with a view to rolling out successful approaches to other areas.

#### 4.2 **Proposed outcomes:**

Local action plans have been developed in order to address these concentrations of crime in a small number of locations. Through the multi-agency Crime and Disorder Reduction Partnerships (CDRPs) at District level, task groups have been set up in each area in order to develop projects and initiative, which are reducing crime. These areas have been identified through data analysis during the audit process, which lead to the development of the new Crime and Disorder Reduction Strategies for 2005-8 in each of the five CDRPs in Warwickshire.

Each CDRP has developed an action plan to take forward activities in order to reduce crime, particularly in the higher crime areas.

#### 4.3 **Key tasks**

Each of the responsible authorities who make up the CDRP, will have their responsibilities within those action plans and will need to report regularly on progress to the CDRP and to their own agencies as necessary.

The areas suggested by Crime and Disorder statistics are:

- **North Warks** – Atherstone, Coleshill, Polesworth
- **Nuneaton and Bedworth** – Camp Hill, Manor, Grove Farm, Nuneaton Town Centre, Stockingford
- **Rugby** – Benn, South Brownsover, New Bilton, Overslade
- **Stratford** – Studley, Clopton, Shotton
- **Warwick** – Brunswick, Regency (Leamington town centre), Lillington

These areas provide a focus for the actions proposed in the LPSA2 discussions currently being finalised, which include stretch targets for

2006 onwards and are in the process of being agreed with the Government Office for the West Midlands.

### **Targets:**

All areas have the countywide LPSA targets as follows:

- Reducing overall crime by 15%
- Reducing domestic burglary by 16.75%
- Reducing vehicle crime by 16.76%
- Reducing violent crime by 16.75%
- Reducing criminal damage by 16.75%
- Reduce the number of first time entrants to the youth justice system by 10% by 2008
- Reduce the number of young offenders who re-offend within 12 months by 5% year on year

There will also be a focus on other areas and crime types requiring specific initiatives from time to time as other problems are identified at local level.

### **Progress in Reducing Crime in High Crime Areas**

Overall, crime levels have reduced across the County over the last 3 years. The fear of crime has also been reducing by 2% over the last 3 years.

There have been substantial reductions in domestic burglaries across the County. More than 60% of the high crime areas have seen a reduction in vehicle crime. These reductions have been the result of sustained partnership work, targeting these areas where crime has been the most problematic.

However, there has been a substantial rise in violent crime, partly as a result of changing methods of recording but partly as a result of an increase in such crime. Initiatives are being developed and some are currently in place to tackle this rise - e.g. alcohol related violence when pubs and clubs close has been addressed through more police officers being drafted in to town centre areas on Friday and Saturday evenings. An alcohol strategy is also being developed to consider all aspects of the misuse of alcohol.

**Stratford District:** Shuttering: Reductions in vehicle crime and domestic burglary - Community Action Group working with the police to tackle local problems. Criminal damage (graffiti) - police using a previously successful 'tag identification' scheme. Studley: Activity schemes for young people have successfully reduced anti-social behaviour. The local community action group has worked with the police on a range of crime reduction initiatives.

**Warwick District:** Brunswick: Reductions in domestic burglary and vehicle crime through Brunswick Local Action Group and the police crime fighting crime. Lillington: Reductions in vehicle crime and violence - local community police office based in basement of housing block on estate. Highly visible Police Community Support Officers working in the community.

**Nuneaton and Bedworth:** Camphill: Camphill Credit Union has operated a steering lock scheme to encourage car owners to use anti-theft devices. Hot spot locations: Fitting of locks and other security devices to vulnerable properties, particularly those of older people. Use of CCTV cameras in hot spot locations.

**North Warwickshire:** Hot spot locations: Specific targeting of vehicle crime has been reduced using CCTV cameras, barriers to control access, and targeted education messages to car park users. Neighbourhood Watch volunteers have been trained to carry out home safety checks to prevent bogus callers.

**Rugby:** Hot spot locations: Our officers have supported the Borough Council in establishing a Community Safety wardens team. The team supports the police in responding to anti-social behaviour and disorder incidents, particularly in hot spot areas. The recent agreement to establish a Business Improvement District (BID) in the town centre also provides an opportunity to increase the level of response to crime and disorder in the town centre, where there are particular problems of alcohol fuelled violence.

### Trends in crime over 2001/02 – 2003/04

District	Domestic Burglary	Vehicle crime	Violence*	Criminal damage**	Young offenders#
<b>North Warks;</b> Atherstone Coleshill Polesworth	57% reduction stable Increase from 11-32	18% reduction 21% reduction 40% reduction	78% increase 83% increase 141% increase	7% reduction 64% increase 18% reduction	18 3 13
<b>N&amp;B</b> Camp Hill Manor Grove Farm Nuneaton Town Centre Stockingford	27% reduction 21% increase 16% reduction Reduction from 12-8 8% reduction	6% increase stable 39% increase stable 32% increase	68% increase 89% increase 83% increase 81% increase 43% increase	stable 25% increase 31% increase 6% decrease 14% increase	31 16 15 1 19
<b>Rugby</b> Benn Brownsover New Bilton Overslade	14% reduction stable 21% reduction 49% reduction	4% reduction 38% reduction 19% increase 21% increase	58% increase 34% increase 55% increase 9% increase	48% increase 33% increase 32% increase stable	31 14 19 28
<b>Warwick</b> Brunswick Regency (Leamington town centre) Lillington	18% reduction reduction from 23-6 24% increase	53% reduction 73% reduction 33% reduction	46% increase 64% increase 16% reduction	23% increase 39% increase 17% increase	15 0 31
<b>Stratford</b> Studley Clopton Shottery	Increase from 27-31 26% reduction 19% reduction	30% increase stable 33% reduction	71% increase 62% increase 54% increase	72% increase stable 11% increase	4 10 23

\* Violence – changes in recording system have increased figures

\*\* Criminal damage relates to 2003/4 – these areas have the highest totals in the County

# Young offenders – relates to YOT clients at their home addresses for 2003/4

**Additional commentary:**

During the past two years we have seen significant reductions in both domestic burglary and vehicle crime. Between 2003/04 and 2004/05, domestic burglary fell by 16% across the County as a whole, while vehicle crime fell by 8%. These reductions have continued into the current year as well (2005/06).

**In terms of pure numbers, the area for concern might be criminal damage. The 2004 County Audit identified that 'low level' crime and disorder has the most significant impact on quality of life, and residents are more concerned about vandalism, graffiti and rubbish than the risk of having their car stolen. Also, criminal damage is one of the key crimes included in the targets we have been asked to meet by the Government Office for the West Midlands. The numbers of criminal damage offences in Warwickshire is approximately the same as domestic burglary and violent crime offences combined, and have been moving in the opposite direction.**