CRIME AND DISORDER BILL 1998

GUIDANCE ON STATUTORY
CRIME AND DISORDER
PARTNERSHIPS
Draft Foreword by the Home Secretary

It gives me very great pleasure to see this draft issued. In many ways it represents the culmination of a long held ambition to empower local people to take control of the fight against crime and disorder in their area.

The Crime and Disorder Act will provide the framework for this empowerment. It will give local authorities, the police and a variety of other key partners specific new responsibilities for the prevention of crime and disorder, and will leave no room for doubt about the strength of the Government’s commitment to tackling crime and its causes across the board. Crucially, the Act will not prescribe in any detail what the agenda for the local partnership should be, nor what structures will be needed to deliver that agenda. The people who live and work in an area are best placed to identify the problems facing them and the options available for tackling those problems, and we kept that maxim very much in mind when drafting the legislation.

It has not been overlooked in the production of this guidance. It is a lengthy document, because we want to set out ideas on most of the big issues which will confront you as you embark on the process of putting the new statutory partnerships into place. We also hope to produce some brief summary papers to aid individuals and smaller organisations in becoming involved. It will be up to the partners in each area to decide collectively how they will deliver their new obligations under the Act. Our aim has been to produce something of real practical value, and to that end we have involved a very wide range of other key partners in its production. I am enormously grateful to all those who contributed to this most important work.

There are just two key messages which I want to emphasise here. The first is the importance of involving the local community at every stage in the process. I do not seek to tell you how you should do this, simply that it must be done. It is self evident that we cannot make communities safer if we do not find out the extent to which local people currently perceive them as unsafe; and it is clearly right that these people should be invited to participate actively in the process of tackling local problems, not just passively consulted about them.

The second is the importance of avoiding the risk of becoming too preoccupied with structures. Important though they are, we should never forget that structures are simply the means to an end not the end itself. I strongly urge you to keep your eye throughout on the goal of actually delivering safer communities.

The road ahead holds many challenges. New working relationships will have to be forged or existing ones fundamentally reassessed. Priorities may have to be adjusted and new internal objectives set by the agencies directly affected. I know from talking to those already engaged in this vital work around the country that the enthusiasm, the energy and the commitment to rise to these challenges already exists. You have my very best wishes for the exciting times which lie before us.
**Introduction**

The Crime and Disorder Act 1998 places new obligations on local authorities, the police, police authorities, health authorities and probation committees (amongst others) to co-operate in the development and implementation of a strategy for tackling crime and disorder in their area. As the foreword from the Home Secretary makes clear, this will require substantial changes in the working practices of all these organisations, and in many instances will mean that they will have to think in new and different ways about their own internal priorities and their relationships both with other agencies and with the wider community.

The purpose of this Guidance is to offer practical help for those charged with taking forward this important work. It does not pretend to provide all the answers - or even a fraction of them. Our aim is to say where the Government stands on some of the most frequently raised questions; to stimulate local thought and action as the relevant measures in the Act are implemented; to give a few examples of how people around the country have tackled some of the big issues which will undoubtedly arise elsewhere; and to provide pointers wherever possible as to sources of further information.

This Guidance is not intended to be prescriptive as the legislation allows maximum flexibility for local freedom to reflect local circumstances, and the Guidance remains consistent with that ethos. Partners locally are at liberty to approach their new duties in ways other than those suggested in this folder if that is what they want to do so long as they:

(a) remain within the overall framework of the Act;

(b) do not compromise other partners’ ability to remain within that framework too; and

(c) involve the wider community - including the voluntary sector, business, residents groups and young people. (Your attention is drawn especially to paragraphs 2.12 to 2.21, which look in some detail at the various aspects of youth involvement. The Government attaches particular importance to this).

The essential test will be whether the police and local authorities - with their local partners - succeed in cutting crime in line with the priorities identified locally.

The material contained in this Guidance reflects much of the accumulated understanding of what makes crime reduction partnerships work which has built up over the last decade, and should provide, at the very least, a useful reference point.

The guidance has been produced by the Home Office with active assistance from the following key partners:

- Association of Chief Police Officers
- Local Government Association
- Welsh Local Government Association
- Association of Police Authorities
We are very grateful to all those involved in the process. Without their help the Guidance would have been much harder to produce, and would have lacked any real connection with the practicalities of making partnerships work on the ground. It is intended to be a dynamic document. We intend to expand consultation at a national level with business representatives - for instance, a presentation has been made to the Retail Consortium with which the Home Office is developing new initiatives on retail crime - and with national organisations which represent local voluntary organisations. We expect to remain in touch with our partners, and to issue regular amendments/improvements to the Guidance as experience of putting the legislation into effect locally grows. If you have any comments on the Guidance, or would like to suggest ideas or good practice models for inclusion in future revisions please write to:

Ms Julie Brett
Home Office
Crime Prevention Agency
Room 568
50 Queen Anne’s Gate
LONDON. SW1H 9AT
Chapter 1: SETTING THE SCENE

1.1 A copy of sections 5 - 7, 16 and 97 of the Crime and Disorder Act 1998 can be found at Annex A to this chapter, together with a summary of their main provisions. This chapter attempts to put these provisions into context for the agencies directly affected by them and to address some of the practical issues which will affect them individually and as they come together in the new partnerships.

1.2 It is important to understand the very clear duty which the Act places on the police and the local authority together to undertake a crime and disorder audit - involving the other partners and the wider community in the whole process - and to ensure that the crime reduction strategy and its targets reflect the outcome of that audit. The Government’s clear intention is that nothing should blunt the sharp focus of the local strategy on the local audits of crime and disorder. The Government does not expect this requirement to conflict with the planning processes and strategies of other public bodies. Like local authorities, they should consider the implications for crime and disorder of all their policies and bear in mind the findings of the crime and disorder audit in updating wider policy documents. Every effort should be made to ensure that they are mutually complementary.

Relevance of the Act to the main players

Local Authorities

1.3 Although the Act lays new statutory duties on the local authorities and the police, and on the statutory consultees (police authorities, health authorities, and probation committees), it is important to recognise a much wider legislative and policy framework within which these agencies operate, and which are relevant to their work in community safety. This section will focus on plans, strategies and legislation which local authorities need to take account of in their crime and disorder strategies and partnerships.

1.4 It is also important to recognise that the Act creates - in section 16 - a general duty on each local authority to take account of the community safety dimension in all of its work. All policies, strategies, plans and budgets will need to be considered from the standpoint of their potential contribution to the reduction of crime and disorder.

1.5 Other plans and strategies drawn up by the local authority and other agencies which are relevant include:-

(i) relating to the police:

- the annual Policing Plan drawn up by the Police Authority;
(ii) relating to the Probation Service:

the probation service’s Three Year Business Plan

(iii) relating to youth justice:

the annual youth justice plan required by the Crime and Disorder Act (see paragraphs 2.14–2.18 for more details).

(iv) relating to the work of the Housing Authority:

the annual Housing Investment Programme (HIP) Strategy Document or in Wales the Housing Strategy Operational Plan.

(v) relating to the work of Social Service Departments and the interface with the National Health Service:

the Children’s Services Plan (in Wales, the Social Care Plan)

the Area Child Protection Committee’s Annual Review

the Community Care Plan (in Wales, the Social Care Plan)

the annual Drug Action Plan, produced by Drug Action Teams or in Wales, Drug and Alcohol Action Plans

in future, in some areas, plans relating to Health Action Zones (only in England)

Anti-Poverty Strategies (non-statutory, but over 170 local authorities have them in place)

(vi) relating to the work of the Local Education Authority:

the annual Education Development Plan, to be produced under the School Standards and Framework Bill (in Wales, the Education Strategic plans)

the three-yearly Behaviour Support Plan, to be produced under the Education Act 1997, which will deal with issues such as truancy, disruptive pupils and exclusions

the Early Years Development Plan, to be produced under the School Standards and Framework Bill

1.6 In addition to the Bills and Acts referred to above, other key legislation which will need to be taken into account when producing crime and disorder strategies include:
the Housing Act 1996 dealing with Introductory Tenancies and evictions;
the Education Act 1996, a major consolidating piece of legislation, which deals, inter alia, with Adult Education and the Youth Service (although statutory plans are not required for these);

the Children Act 1989

the NHS and Community Care Act 1990

the Data Protection Act 1984

the Sex Offenders Act 1997

The relevance of these plans, procedures and documents should not blunt the clear focus on crime reduction which is required by the Crime and Disorder Bill. With a little common sense, the difference demands can be reconciled.

**Police**

1.7 For many years the police service has been at the heart of partnerships to tackle a range of crime and crime related issues. Some partnerships have reflected the many elements and diversity within local communities, the business sector, Neighbourhood Watches, Residents’ Associations, local authority projects, minority groups and the voluntary sector. This legislation will add a new impetus to the existing work, encouraging a more focused and co-ordinated approach. It will build upon the success which partnerships are already achieving as well as requiring a critical review of whether any existing partnership is properly constructed and what changes might increase its effectiveness.

1.8 Responsibility for local police involvement will be that of the police Divisional Commander(s), under the authority of the Chief Constable. It is acknowledged that both the local Commander and the Chief Constable have responsibilities and obligations which are wider than those required by this legislation, generally at a force wide level and particularly for operational deployment. Other examples are provisions for fighting organised crime, terrorism, crime intelligence and traffic matters. Nothing in this legislation detracts from those responsibilities or the constitutional position of the Chief Constable. Indeed these wider issues ultimately contribute to and support the local crime and disorder strategies which this Act will demand.

1.9 By working together with other agencies, the police service must aim to make a real difference to the levels of crime and disorder in the communities which it serves. It is upon the effectiveness of the action which the partnerships take that they will be judged. The structures and strategies which will be put in place are the means to achieve this. The police service has welcomed the decision to place this work on a statutory footing.

**Police Authorities**
1.10 Police authorities have a statutory duty to secure the provision of an efficient and effective local police service. Delivery of policing services is the responsibility of the Chief Constable, but he/she is accountable to the police authority for how well the services are delivered. The police authority holds the police budget, and approves decisions regarding resource allocations. Day to day financial management is normally delegated to the Chief Constable (and through her/him to local commanders).

1.11 Many of police authorities’ key statutory duties are particularly relevant to the requirements for local crime and disorder strategies. These are:

- consulting the local community about their policing needs, including their views on local policing priorities;
- involving local people in preventing crime, in co-operation with the police;
- publishing an annual local policing plan, following preparation in draft by the Chief Officer for the area. The plan must include both developmental policing priorities (called Key Objectives) set by the Home Secretary and Local Objectives, reflecting consultation with local people. The plan must say how resources will be allocated to meet these priorities and set targets for achievement;
- monitoring force performance on these objectives and against targets, and reporting back to the local community at the end of the year on the extent to which the plan has been achieved; and
- co-operating with chief officers of police, local authorities, probation committees and health authorities in the provision of local youth justice services.

Probation Service

1.12 Probation services have a statutory duty “... to participate in ............ arrangements concerned with the prevention of crime or with the relationship between offenders and their victims or the community at large...” (1984 Probation Rules).

1.13 The Home Office Plan for the Probation Service 1998-1999 includes a section on “Reducing Crime and Supervising Offenders Effectively”. This requires probation services to “... continue to develop links with the police and local authorities in promoting early intervention with young offenders and promoting local crime prevention strategies.” Probation services will make a key contribution through the supervision of convicted offenders, especially repeat and dangerous offenders. Such activity is an integral part of the local crime and disorder strategies which the Act will require. These responsibilities are increasingly carried out in close working relationships with key partner agencies such as the police, social services departments, health authorities and the local community. Probation services bring to community safety planning a range of contractual partnerships with voluntary sector providers which address important social dimensions of crime prevention such as drug and alcohol misuse, employability and housing. Furthermore,
probation services hold much information about offenders and their offending, offending behaviour and related factors; this information enriches more conventional crime pattern analysis and crime prevention planning;

Community Service Order schemes, supervising the work of offenders in the community, frequently contribute to community safety and related social and environmental improvement works;

probation services’ work with victims of crime provides valuable information and perspectives which contribute to risk assessment and management, reparation, and fear of crime strategies; and

probation services will have a key role in the new youth offending teams in helping to tackle youth crime, and their work in family courts reveals parenting issues which are increasingly recognised as a central feature of long term criminality prevention within community safety strategies.

**NHS/Health Authorities**

1.14 The National Health Service has a key role in any crime and disorder reduction strategy, because it is a universal service which reaches all sectors of the population. This allows the health service to be involved in the detection of some forms of crime (such as domestic violence) and consequently the prevention of repeat offending, as well as in behaviour modification strategies, particularly for young people.

1.15 The NHS’s main responsibility is to meet the health needs of the population. In some cases, health needs correlate closely with criminal activity and in these situations the NHS is able to provide services to help people who misuse drugs, alcohol and other substances and to care for and treat those with mental health problems.

1.16 People who suffer domestic violence are frequently in touch with NHS staff before they contact any other agencies. The NHS is providing guidance to general practitioners, people working in accident and emergency units, midwives and health visitors to help them to detect domestic violence and to guide and counsel the victims, including (if the individual affected wants to do so) encouraging them to contact the police.

1.17 Some NHS staff are also skilled at helping and supporting parents in order to achieve behaviour modification in their children. There is strong evidence that behaviour disorders in children, sometimes as young as two or three years old, can become serious problems in adolescence and adulthood which can lead to a life of crime. Health visitors, in particular, as well as family therapists and psychologists, are able to facilitate parent support groups and to counsel parents on strategies to cope with emotional and behavioural disorders in their children. Parent support groups have been run with considerable success in settings such as prisons, which help prisoners to develop their social skills and family relationships on discharge.

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**Box 1.1  NHS contribution - the Cardiff Violence Prevention Group**

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This illustrates the important contribution which can be made by health authorities. It is a new interagency task force which meets for the purpose of implementing and evaluating various measures designed to a) reduce levels of violence, b) increase the chances of violent offenders being brought to justice and c) increase access for victims to Victim Support and mental health services.

The principal finding of the CPVG is that a great deal of violence which results in treatment in Accident and Emergency Departments is not recorded or investigated by the police. There is therefore tremendous scope for health professionals to contribute to tackling violence on this front.

The CPVG aims to implement, monitor and evaluate the following interventions:

- provide opportunities for assault victims to report to the police whilst in the Accident and Emergency Department;

- assess risk of future harm in relation to assault victims attending the Accident and Emergency Department;

- exchange of information (eg on licensed premises where injuries take place) between the Accident and Emergency Department and police licensing officers;

- exchange of information in relation to the impact of large public events on NHS Accident and Emergency Departments;

- incorporation of the Accident and Emergency Department into community policing/crime prevention activity (eg through police patrols and regular meetings with a nominated officer);

- establish links between Cardiff Victim Support Scheme and the Accident and Emergency Department;

- screening victims of violence for emotional distress and alcohol and substance misuse, and providing access to appropriate services for high risk individuals.

National casualty department violence surveillance has not yet been implemented but it is anticipated that this will be the key to the success of the local crime audits required under the Crime and Disorder Act.

The scheme has been implemented without extra resources, which reflects the ability and motivation of all the partners involved.

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**Box 1.2  NHS contribution - Project Penygraig**

This project was borne out of the frustration experienced by a GP who felt that he could not continue to provide full medical services to his community because of the criminal activity focused around the health centre. This prompted the Chief Executive of the local health authority, Bro Taf,
to launch “Project Penygraig”. A multi-agency working group was set up, devised an action plan and raised money locally to finance the work. The Group has raised many thousands of pounds and the health authority is now making a substantial contribution towards the cost of improving security in the area. As a result the surgery has been thoroughly improved and the community revitalised through seeing the fruits of its own labour. The project has now been extended to the main street of the town.

Getting started - the frequently asked questions

1.18 When the Act comes into force, those affected by it will want to know how to start the process of implementation. It will be up to the partners locally to choose the process which best suits their local circumstances. The Act makes it clear that the duty to ensure that the work of tackling crime and disorder locally gets underway rests jointly on the police and local authorities (or the responsible authorities, as the Act calls them), but they will clearly need to involve other key partners locally at a very early stage. Some areas already have well developed arrangements for partners to discuss community safety issues. If the existing arrangements are really effective, it may be sensible for those arrangements to be built upon to meet the new requirements of the Act. In other areas the partnerships may have been set up and dominated by one organisation or they may be ineffective and involve people meeting to do little more than go through the motions. Where this is the case it may be best to start again from scratch. Where a partnership group is well motivated but new and less well developed, preliminary steps before a formal meeting of the responsible authorities and other partners will be more important, to ensure that work can start in a positive and co-operative environment. A first scoping meeting on an informal basis at least between representatives of the police and local authority (or local authorities where there is a county council to be involved as well - see paragraphs 1.23 - 1.24) might be worthwhile. This could sketch out the work to be done locally and compare that to existing activities: it could also start assessing which partners need to be engaged - all set against a timescale. The outcome of this scoping meeting could form an agenda for the first meeting of the responsible authorities and other partners together with an agreement about who should convene and act as secretary for that meeting. It is important that any servicing arrangements are seen to be undertaken on behalf of the police and local authorities rather than on behalf of one agency.

Level of representation

1.19 Each agency must decide for itself who should represent it at any preliminary meetings, and in the future work of the crime and disorder reduction partnerships: it would be quite wrong for the Home Office or anyone else to dictate on this. However, the work represents important new legal obligations for each of the organisations concerned, and it will not be in keeping either with the spirit or the intention of the legislation for any of the key players to send someone who is not in a position to make decisions for and give commitments on behalf of the body which they represent. Doing so will not only compromise the ability of the agency itself to make an effective contribution, as the law requires: but could also undermine the effectiveness of the whole partnership.

1.20 The public accountability of the various agencies represented in the partnership means that each of the participating bodies will have its own internal arrangements for ensuring accountability. There will be certain stages at which those taking forward the work will want to keep their
accountable bodies in close touch with developments and other matters on which the specific approval of the body which they represent will be required. What is important is that each representative within the partnership is clear about the extent of his or her own authority. It would also be helpful if the partnership generally is aware of the extent of the remit of its members, so that when reference back is needed, this does not come as a surprise.

1.21 For the police and local authorities, we see the main focus of the work resting on the local police commander (or commanders - generally Superintendent level) and the local authority chief executive. The relative status of these two (or in two tier local authority areas, three - see paragraph 1.23) people in their organisation is immaterial. Obviously chief executives head their local authorities at officer level, while police superintendents do not do the same for their police forces. But in local terms - in terms of ability to deliver effective action at district or borough level - the role of each will be crucial to the success of the partnerships. They have the authority and the visible local profile to get things moving and, just as importantly, to see that they keep moving. Their personal commitment to the process will be essential, and they will of course be well placed to ensure that others in their respective organisations also cooperate fully. This does not necessarily mean that they would have to attend every meeting personally to deal with partnership business; but that would be the ideal, and the logical starting point ought to be that they will come to every meeting which they can, will depute someone with full decision making authority to cover for them when they cannot be present, and will ensure that their representative briefs them fully on decisions taken.

Local Authority Elected Members

1.22 Another issue which arises for local authorities in the process is the involvement of elected members. Members will have a clear role in directing the input of the local authority to the crime and disorder reduction work through normal committee structures, and through the accountability of the Chief Executive to them. It will be important for them to be fully informed on the outcome of the crime and disorder audit and the strategic issues which follow from it. Generally speaking, existing mechanisms ought to provide sufficient leverage for elected members without the need for them to get directly involved in the detailed work of the partnerships, but there is nothing to prevent them representing their authority’s interest in the partnership if they wish: the decision on this must be made locally. Where this happens, it will clearly be necessary also to involve officers who will be charged with the day to day responsibility for delivery of the local authority input. Within the authority - wide strategy there will inevitably be more targeted elements - local strategies for a particular ward, say, or a high crime estate. Local councillors will be able to play an important role in such initiatives.

Role of county councils

1.23 The Crime and Disorder Act makes clear that in areas where the two-tier structure of local government still exists, county councils will be involved in the process of developing and implementing the crime and disorder strategies on an equal basis with the district council and the police. It also makes clear that the strategies themselves must be focused on the district area - the legal obligation is to have a separate strategy for each district, borough and unitary local authority area in England and Wales (because these are big enough to be able to make a difference without being so big as to be remote from the communities they serve). What this means in practice in two
tier areas is that the county council will be involved on an equal basis at every stage of the process with the police and each non-unitary local authority within their geographical area.

1.24 In some parts of the country this will require counties to contribute to a number of separate district-based strategies. The Government recognises that this will not always be easy, but the county role will be vital because county based services - particularly education, youth and social services, and the provision of youth offending teams and youth justice services - will clearly have a key contribution to make to the work of tackling local levels of crime and disorder. Counties will naturally wish to identify common elements in their input to these different strategies wherever possible and we would encourage that process in the interests of efficiency. But in considering these issues, counties must not lose sight of the fact that their duty is to contribute to the effective development of measures to tackle crime and disorder at district level. The crime and disorder audits will undoubtedly highlight different problems in different parts of the same county, and the county contribution to the strategies will need to be flexible enough to reflect these differences: in essence, different things may be required of the county from one part of its area to the next.

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<th>Box 1.3 County Co-ordination in Warwickshire</th>
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<td>In Warwickshire where there are 5 borough/district councils. The County Council contributes to the district community safety strategies by employing locally based Community Safety Co-ordinators in four of the districts. They attend district based ‘Community Safety Groups’.</td>
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| In addition to the ‘Community Safety Groups’, multi agency district-based ‘local partnership teams’ exist with a much wider brief than community safety, but with essential local expertise from Education, Social Services, Probation and Police. In each district the contribution of these groups in the development of locally derived Community Safety Plans is different and yet each group adds a different dimension to the ‘local picture’. |

| The Chief Executive of the County Council currently chairs a ‘Safer Communities Chief Officers Group’ which includes the Chief Officers of each District/Borough and the Health Authority as well as the key criminal justice agencies. Thus important links can be made with DATs and Youth Justice. |

| Lastly on issues such as domestic violence, the experience and knowledge of the ‘Warwickshire Domestic Violence Forum’ has been helpful in identifying the different nature of the problem of ‘violence against women’ across the county. The manifestations of Domestic Violence vary tremendously across the county and consequently so do the remedies. In this case, the co-ordination of an approach to these problems including input from Police Headquarters and the County Council’s Social Services Department has enriched local plans to tackle often very different problems. |

| Contact: Wendy Huckle, Warwickshire Domestic Violence Forum 01788 537 112 |
Box 1.4 Co-ordinating approaches to rural crime across Cheshire

The Cheshire Rural Parish Challenge aims to help Town and Parish Councils improve community safety and reduce crime and the fear of crime in their areas.

The Challenge helps councils to:

- Find out about community safety problems and concerns about crime in their areas.
- Think about possible solutions.
- Draw up and implement an effective action plan.

The Challenge is structured as an easy-to-adopt model starting with a presentation at a Parish Meeting and obtaining agreement on how to develop a local action plan. Systematic participation by the local community is critical to the success of the process.

The Action Plan includes a list of priorities resulting from consultations on the local crime situation and a short list of projects with clear statements of who will have responsibility for doing what and by when.

The Challenge helps by providing a resource for ideas, stimulating networking amongst other people and organisations concerned in community safety in Cheshire, providing funding to get started, and sign-posting to other grant aid regimes.

Contact: Cheshire Safer Communities Fund

The Community Safety Officer
Cheshire County Council
Tel: 01244 602465; or

The Community Liaison Officer
Cheshire Constabulary
Tel: 01244 613971

1.25 Much of paragraph 1.24 applies equally well to other agencies based on boundaries larger than those of a single district/borough, including police forces and authorities (see paras 1.26 - 1.34 below) health authorities and probation committees. It will be natural that such agencies will from time to time wish to take an overview of the combined impact on their services of the contributions made to the various district-based strategies. There will be no question of the counties - or indeed any of the other partners - being forced to do something in support of a particular strategy. The emphasis throughout the process of developing and implementing the strategy must be on discussion, negotiation and consensus-based decision making. Give and take from all the partners will, however, be an essential element of success, and it will be the key to delivering the ultimate goal - safer communities in which people can live and work.
Role of police authorities

1.26 Along with chief constables and local commanders, the police authority role in the work of the new partnerships will be a very important one. Police authorities’ statutory responsibilities for:

- consulting the local community on policing matters and priorities;
- setting policing objectives and targets in consultation with the Chief Constable for the area;
- publishing the policing plan, prepared in draft form by the Chief Constable for the area; and
- approving the budget;

put them at the very heart of local efforts to tackle crime and disorder. This is why it is extremely important for the police and local authorities to work in co-operation with police authorities as set out in the Act. The question of representation of the police authority will, like similar questions for other agencies, be a matter for local negotiation. Police authority members will want to ensure that they are kept in close touch with developments and that there is clarity between the Chief Constable (and/or his representatives) and the police authority about when the authority should be consulted and when its oversight and approval needs to be sought. As in the case of local authorities, there is nothing to prevent local police authority members representing the authority’s interests in district partnerships if they wish. That is for the police authority to decide. Those members will have to bear in mind similar points to those made in para. 1.24 in respect of county council representatives.

1.27 In particular, it will be vital to ensure that the local crime and disorder strategies and the policing plan are complementary. Policing plans, of course, go much further than local strategies - both in content and geographical coverage. They are also produced on an annual basis, in contrast to the three year term of the strategies. But, in developing the local policing plan, police authorities and chief officers of police should take account of the contents of each of the district based crime and disorder strategies in their area. The extra local dimension which the strategies should offer will provide a valuable additional input into the development of the policing plan. The strategies will act as a building block along with the many factors which inform and influence police authority decision making as they develop the annual objectives and targets for the force and prepare the policing plan. For this to happen in practice, consideration might need to be given to aligning the respective timetables and development processes for the plans and strategies. That will be a matter for local decision but the aim should be to bring the plans and the strategies to the point where they complement each other without losing their own distinctive identities. This may be a gradual process but should be achievable over the course of the next year or two.

1.28 Similarly, the partnership as a whole should have regard to the force objectives and the policing plan when formulating the strategies. What is essential is that none of the partners seeks to impose its own agenda on the others. The agenda must be set by the reality of crime and disorder which needs to be tackled in the local area. The final outcome must be the result of a process of negotiation and consensus which is focused on the joint responsibility to reduce crime and disorder and is clearly based on the reality of crime and disorder set out in the crime and disorder audit.

1.29 The Government recognises that it, too, has a part to play in facilitating this work. Accordingly, it is likely that the Key National Objectives which the Home Secretary sets for the
police service (and their supporting Performance Indicators) will evolve over the next few years to
reflect the increased emphasis which the Crime and Disorder Act places on local action and on
preventing crime, rather than reacting to it. The Objectives and Indicators published in Autumn
1997 gave a strong impetus to such developments for 1998/9.

1.30 Some police authorities are already actively involved in the force-wide co-ordination of crime
prevention/community safety work. As with similar county council activity (see above) there is no
reason why this work should not continue - or be expanded - provided it supports action at the
district or borough level rather than getting in the way; can be shown to have clear benefits; and the
other partners locally agree. Nor is there any reason why similar models should not be introduced
elsewhere provided these criteria are met. This will be a matter for local decision.

1.31 It is also worth saying a word here about the police authority role in consultation and in
seeking the public’s co-operation in crime prevention. The Crime and Disorder Act makes no
changes to police authorities’ statutory responsibilities set out in sections 7 and 96 of the Police Act
1996 for consulting the community about policing issues and priorities. One of the main mechanisms
which police authorities use for undertaking such consultation and for engaging the public in
preventative work are Police Community Consultative Groups (although the nomenclature varies
from area to area). Some such Groups already incorporate a wide array of local partners including
those statutory agencies which will form part of the new partnerships, as well as voluntary bodies
and the general public. Others are not representative, or omit significant players such as local
authority members, or minority groups. Many police authorities also employ a variety of other
mechanisms for consulting local people, particularly hard to reach and minority interest groups.

1.32 The partnership should certainly consider making use of the mechanisms which police
authorities already have in place where they are fully effective or when they can be adapted to
undertake consultation on the outcomes of audits. There will need to be a consensus locally that
these mechanisms can effectively fulfil this additional role. Such an approach could enhance value
for money by minimising the risks of duplication of effort and of consulting local people twice on
similar issues. It could also help to ensure that proper links are made between policing plans and
local strategies. The fundamental point is that the mechanisms chosen should be effective in ensuring
that views which are representative of the whole community are obtained. In conducting the audit
and developing the strategy you must ensure that those who are less articulate, disadvantaged or
from minority groups have a full opportunity to contribute. Special arrangements may be needed for
groups which are the targets of specific types of crime or harassment. This points to a need for a
mixture of public meetings and other techniques. Chapter 3 examines these options in more detail.

1.33 Any mechanisms which other partners have in place should be examined to see whether they
can provide an effective means of consulting and involving local people. All partners may want to
take this opportunity to review their existing mechanisms to see whether they can be rationalised,
adapted and improved to incorporate consultation on crime and disorder audits.

Box 1.5 West Midlands Survey

In a recent survey commissioned jointly by West Midlands Police Authority and the
West Midlands Police questions were asked about the current and preferred sources of
information on policing matters. The views expressed may help partnerships to decide upon the means of wider consultation for both the audit and the strategy.

**Current Sources of information**

*Q. From which of these, if any, do you currently get information on policing in this neighbourhood?*

<table>
<thead>
<tr>
<th>Source</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local newspapers</td>
<td>38%</td>
</tr>
<tr>
<td>Local television</td>
<td>21%</td>
</tr>
<tr>
<td>Friends and neighbours</td>
<td>20%</td>
</tr>
<tr>
<td>Local radio</td>
<td>15%</td>
</tr>
<tr>
<td>Neighbourhood Watch meetings</td>
<td>10%</td>
</tr>
<tr>
<td>Leaflets/publications</td>
<td>9%</td>
</tr>
<tr>
<td>Don’t get information</td>
<td>31%</td>
</tr>
</tbody>
</table>

*Responses less than 5% are not shown*

*Base: All respondents*

Ethnic minority groups are less likely to get information from newspapers, especially Asians (23%); both Asian and black residents are however more likely than average to use local television as a source. Neighbourhood Watch tends to be cited as a source by elderly people, white residents and professional/managerials.

**Preferred Sources of Information**

*Q. From which of these, if any, would you prefer to get information on policing in this neighbourhood?*

<table>
<thead>
<tr>
<th>Source</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officers on the beat</td>
<td>37%</td>
</tr>
<tr>
<td>Local newspapers</td>
<td>34%</td>
</tr>
<tr>
<td>Local television</td>
<td>25%</td>
</tr>
<tr>
<td>Leaflets/publications</td>
<td>25%</td>
</tr>
<tr>
<td>Neighbourhood Watch</td>
<td>21%</td>
</tr>
<tr>
<td>Local radio</td>
<td>20%</td>
</tr>
<tr>
<td>Friends/neighbours</td>
<td>12%</td>
</tr>
<tr>
<td>Information with gas bill</td>
<td>11%</td>
</tr>
<tr>
<td>Schools liaison</td>
<td>11%</td>
</tr>
<tr>
<td>Residents group meetings</td>
<td>10%</td>
</tr>
<tr>
<td>Crime reduction group</td>
<td>6%</td>
</tr>
<tr>
<td>Leaflets at police stations</td>
<td>5%</td>
</tr>
</tbody>
</table>

*Responses less than 5% not shown*

*Base: All respondents.*
1.34 The Government took an early decision to focus the work of preventing crime and disorder at district/borough level because these areas are small enough not to be too remote from the people they serve. It is with the same consideration in mind that the Crime and Disorder Act does not lay down any requirement for county or police-force wide co-ordination of the district strategies. It will be entirely up to the partners locally to decide whether they wish to put arrangements for such co-ordination in place, and if so what those arrangements might be. Where such mechanisms already exist it might well be worth adapting or building upon them to suit the new activity under way locally. But the key, in addressing the question of whether county or force-wide co-ordination is necessary in your area, is to be sure that it will add something of specific and discernible value to the work. It would be a mistake to go for this approach without a clear idea of why it is right for you. It will also be important to remember that there can be no question of any county or force-wide co-ordination having primacy over the district based strategies. It is the latter which are required by law, and on the effectiveness of the latter that partners’ contributions will be judged.

1.35 Partners will wish to consider all the options. One might involve the chief officer-level steering group (probably chaired by the local authority chief executive) which it is envisaged will oversee the arrangements for youth offending teams in each area, and co-ordinate these with the work of Drug Action Teams and other multi agency groups. In county areas, these may be able to play a role in co-ordinating the input of county-wide agencies to the district-based partnerships. Such a group could of course also operate across a police force or a probation service area containing a number of unitary authorities. Once again the rule of thumb measure in looking at options such as these should be: do they add value? And is there agreement among all the key players that they represent the best way to deliver their obligations in respect of crime and disorder strategies? They should also be reviewed after a time to see whether they are delivering added value.

Non-coterminous agency boundaries

1.36 This is an issue which is likely to exercise many of the partners. With the exception of a handful of local authorities and police forces which do have broadly coterminous boundaries, very few of the agencies involved will be responsible for precisely the same geographical area as their partners. It is not a new problem and it will be up to each partnership to agree internally how it can best tackle the difficulties which will be thrown up by lack of coterminosity. The goal should be for every partner to configure its input in such a way as to maximise effectiveness without compromising the individual agency’s wider strategic goals.

1.37 In an ideal world the agencies concerned would all be operating to broadly coterminous boundaries. This could have benefits which would go well beyond the remit of the crime and disorder strategies, and could revolutionise inter-agency co-operation in a much broader field. We recognise that this desirable situation is never going to be easy to achieve, and that the general question of agency boundaries is not strictly within the scope of this guidance. We also recognise that other factors may influence where an agency places its boundary, including the natural focus of existing or developing communities. Non-statutory bodies, such as the voluntary sector, business groups and Neighbourhood Watch will also have their own criteria for establishing boundaries, but nevertheless be contributors to one or more crime and disorder strategies. The focus of the audit
and the strategy is the local authority area and many police forces have already realigned divisional boundaries with those areas. Where this is not possible the strategy should include a clear statement on any specific local problems and the agreed means of overcoming them: it is for those involved to resolve any difficulties and the lack of coterminous boundaries will not be acceptable as a reason for failing to achieve the objectives set out in the strategy.

1.38 Even if coterminosity cannot be achieved, there are various things which can be done in the partnerships to ease inter-agency co-operation. One very important possibility is for all the partners to tailor their information collection practices to smaller level units, so that different sets of data can more readily be compared using different combinations of the same “building blocks”. The aim might be to enable all the key partners to contribute directly to the profiling of, say, individual wards or housing estates. Some police forces have established computerised management information systems which log crime information by postcode. This can then be combined with census data so that profiles of enumeration districts or wards can be generated.

**Box 1.6 Merseyside - gathering information in the most detailed way**

The Safer Merseyside Partnership (SMP) has set up a Geographical Information System which includes command and control data, recorded crime, population data, lifestyle profiles, boundaries, community facilities and infrastructure. This allows for a range of maps and tables to be produced including neighbourhood level profiles.

The SMP had identified the need for Youth Action Schemes to run in the Merseyside area. One of the problems that was facing the Partnership was the identification of areas with particular problems relating to juvenile disturbances, since resources were limited and targeting needed to be as effective as possible. Acting on behalf of SMP the University of Liverpool acquired information relating to incidents of command and control calls relating to juvenile disturbances from Merseyside Police. The GIS system was used to relate each incident to the electoral ward into which it fell. It was then possible to aggregate the command and control information to electoral wards, and information from the census was used to establish the juvenile population which was resident in each ward. Rates were then produced relating to the number of juvenile disturbance calls per 1000 of the juvenile population, and the wards were ranked according to this rate.

Amongst other things, this work showed that by taking the highest ranking 26 of Merseyside’s 118 wards, the Partnership would be targeting the areas which contained a third of all the juvenile disturbance calls and 19% of the juvenile population. By the time the 26th ward was taken into account the juvenile disturbance rate had practically halved from 602 per thousand to 356 per thousand. By targeting the schemes using a system that prioritises the wards with the highest rates, the Partnership would be using its resources as efficiently as possible. Further information from the GIS system makes it possible to profile these wards in terms of their socio-economic characteristics, their infrastructure, their populations and their community facilities to provide contextual information on the areas in which the scheme was to be targeted.
1.39 It will also be important to enter into the spirit of section 97 of the Crime and Disorder Act, which is intended to facilitate the exchange of information between agencies for the purposes of the Act (see chapter 5 for more details). The habit of inter-agency working which already exists means that most partners should be able to overcome the challenges presented by non coterminous agency boundaries and non-compatible data without too much difficulty.

1.40 There will be a need for clarity of representation. Ideally, each agency should try to ensure that the same person or group of people attends relevant meetings. This will help effective inter-agency communication, and the development of positive inter-personal relationships, and is generally likely to make achieving the goals of the partnership considerably simpler, whether boundaries are coterminous or not.

**What about existing structures for tackling crime locally?**

1.41 There are a great many mechanisms already in existence locally for reducing crime and the fear of crime. These might be (as discussed above) large, county-wide co-ordination structures, district/borough based multi-agency partnerships, local crime prevention panels or individual projects designed to tackle single, specific local problems. The Act does not require that any such initiatives be abandoned. The contribution which such efforts have made - and could continue to make - to crime reduction is applauded and welcomed by the Government. But the Government thinks it would make sense for their work to be brought under the umbrella of the new crime and disorder strategy. This would avoid duplication of effort and unnecessary competition for resources, and should substantially enhance the effectiveness of local measures against crime. Exactly how this is done will be a matter for negotiation locally. Some existing work might be completely subsumed into the new partnership; other work might continue to be done autonomously but within the overall objectives of the local strategies. The important thing will be to ensure clarity of approach and commonality of objectives, on the simple principle that much more can be achieved together than apart.

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**Box 1.7 Building on existing work - the Newport Neighbourhood Project**

The Newport Neighbourhood Project was established to secure positive action in specific areas of the Newport County Borough Council unitary authority, with particular regard to a range of objectives, including projects to improve community safety. This community development approach has been successfully introduced in five areas, with the aim of securing medium/long term changes, rather than 'quick fixes' which have immediate visual impact but little sustained benefit.

The success of the Newport Neighbourhood Project is based on the principle that if communities become more organised to collectively tackle issues which affect them, those efforts will have sustained benefits for all concerned. The achievement of safer communities is a key indicator of success and is illustrated by a range of initiatives such as:
- community awareness days to identify estate-based community safety issues with solutions and options

- extended neighbourhood watch schemes

The Newport Neighbourhood Project should prove to be a rich source of information for the crime and disorder audit process and highlight a variety of community based crime reduction projects driven by local people.

Contact: Martin Hamilton
Manager, Newport Neighbourhood Project
Newport County Borough Council (01633 232844)

Box 1.8 Bringing together two crime prevention panels in Congleton

Prior to March 1997, there were two Crime Prevention Panels in the area which tended to work in isolation and on selected issues, but following changes to police divisions, a new Crime Prevention Panel was formed which now covers all of this Borough and part of an adjoining authority.

A new Constitution was agreed and membership now comprises all age groups: because it has been reformatted and refocused it has gained a new lease of life.

The Panel actively encourages members to become involved with leaflet and sticker distribution; presentation at schools and other meetings; property and cycle marking; road shows and on-the-ground crime prevention advice in areas under threat of increased criminal activity. Sub-committees are to be formed to assist in combating burglary from dwellings, vehicles and business crime.

Contact: David Foster, Assistant Head of Environmental Health, Congleton Borough Council (01270 873123)

What should the strategies address?

1.42 The Act makes clear that strategies must be based on the findings of the local crime and disorder audit, and the consultative process which accompanied it. This is to ensure that each strategy is firmly rooted in the issues which are of concern to local people. Chapter 3 looks in detail at the options for conducting the audit, for taking public views on it, and for setting targets. There are, however, a few basic principles which might usefully be set down now.

1.43 The first relates to the scope of the issues to be addressed. The Crime and Disorder Act deliberately avoids attempting to define the terms “crime” or “disorder” within this context. Nor does it impose any list of particular topics which every strategy must address. This is because the content of the strategies must be driven by what matters to local people, and not constrained by prerequisites or artificial definitions imposed by central government (it would anyway be impossible
to reach national agreement on the latter). So if your audit finds that - say - speeding in residential areas is a serious matter of local concern, then it would be just as much in order for the strategy to focus on this issue as it would be for it to look at, for example, kerb-crawling or bogus officials in the same area. Other examples might include truancy and exclusions or anti-bullying work etc. Within reason, nothing is ruled out and nothing is ruled in.

1.44 Nevertheless, the partners will need to think very carefully about what measures might be needed to address racial crime. This type of crime has a particularly damaging effect on individual victims and on wider community relations. The Government attaches high priority to tackling this problem, and the Crime and Disorder Act includes new offences of racially aggravated violence, harassment and criminal damage (on which separate guidance is available).

1.45 Witness intimidation may also be identified as an issue of local concern. This problem has been considered in the report of the Interdepartmental Working Group on Vulnerable or Intimidated Witnesses (which was published in June 1998). The Working Group has made a number of recommendations as to how witness intimidation might be identified and addressed in a local area. The attention of those developing local strategies is drawn to Chapter 4 of the report and particularly to the following recommendations:

- **Recommendation 2** - As part of their new community safety responsibilities, the police and local authorities should take account of the need to develop measures to tackle the problem of witness intimidation, if this is identified as an issue of concern in the local crime and disorder audits.

- **Recommendation 8** - Gives details of a number of measures which might be taken against those carrying out such intimidation, such as the use of anti-social behaviour orders, Housing Act provisions or the Protection from Harassment Act 1997 as well as measures to support the witness such as the provision of information, panic alarms, security lighting and mobile CCTV systems.

- **Recommendation 10** - Sets out key indicators of a witness intimidation problem and the report refers to examples of local schemes.

**Box 1.9 The CAPE (Community and Police Enforcement) Scheme, Newcastle - supporting vulnerable witnesses**

This scheme, in Newcastle’s West End, has developed as a result of co-operation between a local residents’ association and the police. It involves members of the scheme making commitments to report crime and give evidence in court if necessary, in return for a police undertaking to visit and provide support and information for the potential witness. The first eighteen months of the scheme’s operation resulted in 36 arrests and 25 convictions.

Further information can be obtained from Ch. Supt. Eric Mock, Area Commander Newcastle West End. Tel. 0191 214 6555 ext. 62323.
1.46 The Working Group’s report also recommends that ACPO and the LGA develop good practice guidance on arrangements for formal witness protection and on the use of “professional witnesses” (Recommendations 6 and 11) and that the Trials Issues Group should develop a national framework for inter-agency protocols for dealing both with witness intimidation and vulnerable witnesses which would then be developed through local service level agreements (Recommendation 3).

1.47 Fear of crime can often be more debilitating than crime itself. It can prevent people from leading normal lives, and distort their perceptions as to the safety of the communities in which they live. There is a clear expectation on the part of the Government that the strategies should address fear of crime and disorder, as well as actual levels thereof.

**Box 1.10 Merton-Borough wide fear of crime survey**

The Merton Partnership Against Crime commissioned a survey of 2,400 residents to identify any special features in the concerns of all people related to crime and community safety at particularly vulnerable periods (evenings and nights) in public places. Similar to national research, the actual incidence of offences was significantly lower than the fear of victimisation. Only 5% of those surveyed stated that their fears were based upon personal experience or having been the witness to an event.

Merton has also conducted very local resident and business fear of crime surveys. These showed that in one instance only 16% of residents felt very safe on foot alone after dark, with 30% saying they often or always avoided going out after dark. In one business survey 68% of respondents were afraid of becoming burglary victims, 69% were afraid of having their car broken into and 62% were afraid of having a car stolen.

For further information contact Martin Davis, Co-ordinator, Merton Partnership Against Crime, Chief Executive’s Department, London Borough of Merton, Civic Centre, Morden SM4 5DX. (0181 545 3240)

Other Fear of Crime Surveys have been carried out by Newbury, Thatcham and Hungerford, Wandsworth.
**Box 1.11 Stockport Town Warden scheme**

A town warden scheme was introduced in the town centre area of Stockport in February 1998. The wardens (currently 7 men and one woman), who were recruited by the Employment Service from among the long-term unemployed, and are employed by the local authority following police clearance, provide a uniformed presence on the streets during the day. Their duties include patrol of identified “fear hot-spots”; assisting members of the public, for example through giving directions or administering first aid; providing information to the police on incidents of crime or anti-social behaviour; and reporting issues such as graffiti, vandalism and faulty lighting to the local authority. Wardens patrol in pairs and maintain radio contact with the control centre manager, who contacts the police when necessary. Wardens complete an initial 4-week intensive training programme covering issues such as basic law, observation and communication skills, customer care and first aid. While the wardens have forged a close working relationship with the local police, care has been taken to ensure that the warden scheme is seen as complementary to, and not a substitute for, the work of the police. The police have been closely involved in the development of the scheme, including through support by the Chief Constable for a bid for funding from the Single Regeneration Budget, and by representation on the Steering Committee which oversees the scheme.

The scheme is funded by the local authority and money from the European Social Fund and the Single Regeneration Budget Challenge Fund. An external evaluation of the scheme is planned, to assess its impact on crime and the fear of crime and on the town centre economy, as well as the quality of the training and attainment level achieved, and the future employment of wardens after their 12-month employment contract ends.

Contact: Sian Jones
Town Watch Programme Manager
Tel: (0161) 474 4228

**Box 1.12 Exeter Community Patrollers**

In 1995 Exeter City Council established two Community Patroller posts, whose purpose was to act as the council’s “eyes and ears” outside office hours; they responded in the main to concerns expressed by members of the public about nuisance and anti-social behaviour. The Council now employs a team of 8 uniformed community patrollers who patrol residential housing areas and public spaces during the hours of 8am to midnight, 7 days a week. They work closely with the Devon & Cornwall Quality of Life Team (a targeted police patrol made up of regular and Special Constables) to monitor and combat anti-social behaviour such as vandalism, noisy neighbours, begging and drunkenness.

Contact: Hazel Ball
Head of Environmental Health Services
Exeter City Council
Tel: (01392) 265250
Box 1.13 Wirral Community Patrol

In April 1996, the Metropolitan Borough of Wirral launched a Community Patrol Service, aimed at improving community safety and the local environment, including through the provision of dedicated mobile patrols working around the clock throughout the Borough. The role of Patrol Officers, who wear distinctive uniforms, includes providing support, information and reassurance to members of the public, identifying safety hazards, and seeking to deter acts of vandalism and anti-social behaviour. All Patrols carry first aid equipment and are trained in first aid techniques. They are also trained to respond to all enquiries or complaints about any Council services and carry information packs giving details of relevant local authority contacts. Members of the public can contact a member of the Patrol at any time, day or night, either directly on the streets or through a Central Control number. A Community Alarm System, linked to the Network Control Centre, is also available to the elderly or vulnerable. The Patrol Service works in partnership with Merseyside Police, reporting incidents to the police as necessary and liaising with them on a daily basis. Effective liaison between the Patrol and the police has, for example, alerted police officers to potential incidents of disorder before they have been able to develop.

Contact:  
Superintendent Paul Forrester  
Commander, Birkenhead & Upton  
Tel: (0151) 777 2200

or:  
Lindsay Price  
Wirral Borough Council  
Tel: (0151) 666 5266

1.48 You should also not lose sight of repeat victimisation. Research has shown that crime is not evenly spread and that in the same way that a small number of offenders can be responsible for many crimes, a small number of victims are disproportionately victimised. The repeat victimisation pattern shows that:

- a victim (person or place) is more likely to be victimised again than someone (or a place) that has not been victimised;

- if re-victimisation occurs it is likely to happen very quickly, but this ‘high risk’ period declines over time;

- risk of further victimisation accelerates with each victimisation; and

- repeat victimisation is a particular feature of high crime areas: they are high crime not because there is a larger number of victims but because victims are heavily victimised.
1.49 This pattern has been found across a wide range of crime and incidents including domestic and commercial burglary, car crime, domestic violence, racially motivated crime, computer crime and bullying. Victims can be individuals, families, their homes, businesses schools and so on. Knowing about repeat victimisation tells us where and when a crime is likely occur, so resources can be targeted to prevent repeat victimisation. Many police forces are demonstrating both a reduction in crime and an improved quality of service to victims as a result of their work in this area.

1.50 The Government expects partnerships to identify the level of domestic violence in their area and to develop a strategy for addressing it as part of the wider crime reduction strategy for their area. It will be important for partnerships to cooperate closely in this with any inter-agency domestic violence forum that has been set up in the area, whether or not the forum’s work is formally brought under the umbrella of the new crime and disorder strategy. Home Office Ministers are working with the Minister for Women on these issues just as there is cooperation across departments on other difficult issues including child abuse and violence against identifiable groups in the community. We expect the police and local authorities to consider how to cooperate with other interested parties locally to deal with such matters.

**Box 1.14 Tackling repeat victimisation in Huddersfield**

The Home Office funded pilot project *Biting Back*, in Huddersfield, West Yorkshire has played a key role in taking repeat victimisation work forward. There was a strong multi-agency approach implemented a ‘graded response’ to victims where the type of intervention depended on the level of risk the victim faced as measured by the number of times they had been victimised. Over the period of the project domestic burglary fell by 30%, theft of motor vehicles by 20%, with a greater decrease in repeat burglaries than elsewhere in the police force: arrests where temporary alarms had been installed increased from 4% to 14%.

Key to the success of the Huddersfield project were the partnerships developed by the relevant agencies - Police, Local Authority, Victim Support, Probation, the local university - which were necessary to ensure that the project worked effectively at both a strategic and operational level. A fast, appropriate response to victims depended on accurate information, good communications and clarity about roles, in particular between the police and the housing department. Experience across the country so far confirms the value of effective partnership work in tackling repeat victimisation and that addressing it can often help to re-focus existing partnerships.

1.51 Whatever your strategy covers, a very important point to bear in mind is that its aims and objectives need not all be district wide. Indeed, if the strategies are to address local issues of concern really effectively it is likely that much of the work which they produce will be focused at substantially below that level - for example, individual streets, estates or town centres. The strategies must be formulated so that they deliver real improvements in the quality of life for local people, not for the comfort and convenience of the agencies represented within the partnership.

**Box 1.15 Local Level Strategies**
The Donnington Partnership is an example of a district-wide strategy addressing the issues at local level. This local partnership is a multi-agency practitioner and community-led initiative concerned with community safety, community services and community regeneration. The overall aim is to create a genuine partnership between local people and district-wide agencies to improve the quality of life for people in the Donnington area, with a community where people feel safe and not threatened by crime.

As a result of the Partnership, much has already happened in the area. For example:

- a local beat manager has been appointed by the police.
- extra provision for young people has been developed.
- holiday sport schemes have been operated.
- a survey of local people has been undertaken.
- a training programme for young parents has been set up.
- work with local people to apply for lottery, SRB and European funding.

The Partnership has working lunches and all local people are welcome and encouraged to get involved.

For further information contact: Sue Howe, Wrekin Community Safety Partnership, PO Box 211, Darby House, Telford, TF3 4LA (01952 202437)

Other examples include the neighbourhood safety forums in Reading under the Safer Reading Campaign.

1.52 Finally, there is an important point about managing local expectations. The audit of local crime and disorder problems is bound to throw up a multitude of issues - far more than could possibly be addressed in one three year strategy. Problems will have to be given priority, on the basis of discussion within the partnership, and a very important part of the process of public accountability will be to explain how the strategy was devised and the reasons why it is focusing on some themes rather than others. This process of prioritisation will require proper analysis and risk assessment in order to identify the most important issues; real danger issues should take precedence over nuisances. The degree of urgency should also be factored in. The following “priority matrix” may help.

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important to crime and disorder strategy

1    2
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Issues which are both urgent and crucial would feature in quadrant 1. Issues in quadrant 4 would depend on the availability of resources but should not be allowed to dominate the agenda.

Box 1.16 Office for Public Management - advice on building effective community safety partnerships.

The Office for Public Management has recently published a new briefing paper entitled: Results through Partnership - Using whole systems events to develop and deliver effective local community safety strategies".

The paper, which has been written specifically with the Crime and Disorder Act proposals in mind, aims to contribute to the development of innovative community safety strategies that will have a lasting impact upon communities. It outlines some creative approaches that may be used to develop partnerships in public service agencies. It includes sections on:

- involving stakeholders in multi agency planning;
- what ‘whole system events’ are’
- how to use ‘whole system events’ to develop community safety strategies;
- how to avoid some common problems with multi-agency planning; and creating strategies that really work, and make a lasting impact upon local crime and disorder.

Contact: Jon Harvey, The Office for Public Management; 252B Gray’s Inn Road, London WC1X 8JT. Telephone 0171 837 9600. Fax 0171 837 6581 Email:office@opm.co.uk.

1 The Act places a statutory duty on chief police officers and local authorities to work together to develop and implement a strategy for reducing crime and disorder. The strategy must cover a district, borough or unitary authority area.

2 Where county and district authorities exist, both will be involved on an equal basis. Where the area to be covered by the strategy is served by more than one police force, each force must also be involved.

3 The Act additionally places a legal obligation to co-operate upon any police authority, probation committee or health authority any part of whose area lies within the strategy area, and gives the Secretary of State power to specify by Order of Parliament any other body which must similarly co-operate. It also gives him powers to specify particular bodies or agencies which the responsible authorities must invite to participate in the process.

4 Before formulating a strategy, the police and local authorities will have to:

- conduct a thorough audit of local crime and disorder problems, consulting widely in the local community, and with other key partners
- prepare an analysis of the results
- publish a report of that analysis
- obtain views on that report

5 The strategy must be based upon the audit and must include objectives, and short and long-term performance targets for measuring the extent to which the objectives have been achieved. It will cover a three-year period.

6 Once the strategy is agreed, the responsible authorities are required to publish a document that includes details of:

- co-operating persons and bodies
- the crime and disorder review and analysis report
- the strategy with its objectives and targets

The strategy is to be kept under review as necessary. Subsequent strategies will cover successive three-year periods.

7 The Act additionally places a new obligation on local authorities and police authorities to consider the crime and disorder implications of all their other activities, and to do all they reasonably can to prevent crime and disorder.
Chapter 2: STRUCTURES

2.1 It is not the job of this guidance to tell the agencies identified as key partners by the Crime and Disorder Act what structures they must have, either individually or collectively, to deliver their obligations under the Act. These are issues which must be decided locally. The purpose of this Chapter is simply to highlight some of the issues which partners will probably want to think about as they consider together how they wish to organise themselves to do this work effectively.

2.2 A vital preliminary message, however is that important as they are, structures are only a means to an end in this context, not an end in themselves. It is sometimes tempting to spend so much time putting in place steering groups, support mechanisms and channels for communication that the need to deliver hard outcomes is lost. Bureaucracies must not be allowed to get in the way of the ultimate purpose of this work, which is to reduce crime and disorder and make communities safer. The work of the partnerships as a whole and each agency’s contribution to it will be judged on this and on this alone.

Leadership

2.3 The Act itself makes it clear that police and local authorities have specific responsibility - together - for making sure that crime and disorder is tackled. You may decide that it makes sense for one official or officer or one organisation to be responsible for convening, servicing and chairing any meetings, and for ensuring that the partnership as a whole delivers. Or it may be preferable to divide these functions between representatives of difference bodies, or to rotate them, either on a meeting-by-meeting or on an annual basis. The Crime and Disorder Act names the police and local authorities as the “responsible authorities” but this does not mean that work of the sort described above must automatically fall to one or other of those bodies, or both. These provisions of the Act were meant to reflect the fact that crime and disorder can only be tackled effectively if the police and local authorities act together and with other agencies and the local community with a clear focus on the reality of local crime and disorder. They do not mean that the police and local authorities have more “power” than the other partners, or that they must automatically lead every aspect of the work once it is underway. It may very well be appropriate for them to do so; equally, it may be better in the light of local circumstances for one of the other partners to take a more prominent role, or even for someone from outside - perhaps the voluntary or business sector - to be invited to (say) chair meetings.

2.4 Once again, it will be a matter for local decision. But there should not be an automatic assumption, either by the police, the local authority or anyone else that “leadership” automatically falls to them. It would be wise to sit down and work out who is best placed to do what, against the background set out in paragraph 2.2 above.

Box 2.1 North East Lincolnshire Safer Communities Partnership - voluntary sector chairmanship
The Safer Communities Partnership has been set up by North East Lincolnshire Council, Humberside Police and other partners as a successor to Safer Cities and in preparation for the Crime and Disorder Act. The Partnership is presently chaired by a representative of Victim Support and management planning and co-ordination services are provided by NACRO.

The structure of the Partnership was planned against the requirements of the Crime and Disorder when it was first published. It includes a Steering Group comprising the Leader, Chief Executive and Deputy Chief Executive of the Council, together with the police Divisional Commander and representatives of the Police and Health Authorities, Probation Service, the private sector and Victim Support. This group is responsible for setting a joint strategy for crime reduction, for harnessing policies, programmes and resources towards its goal and for ensuring that the requirements of the Crime and Disorder Act are fulfilled.

Planning, consultation and implementation are aided by a wider Partnership group, which meets less frequently and which involves the managers or local authority service departments and other key organisations in the public, private and voluntary sectors, and by a Safety Network, with over 200 members, composed of neighbourhood and community groups and staff from a variety of organisations.

The Partnership’s small project team includes NACRO and seconded police staff.

North East Lincolnshire Safer Communities Partnership, 103 Victoria Street, Grimsby DN31 1NH. Tel: 01472 311611. Fax: 01472 311612

**Managing the process**

2.5 Experience of partnership working does suggest quite clearly that effective management is one of the critical factors for success in this field and there are various models with which partners locally might already be familiar, or which they might wish to consider.

**Box 2.2 Strategic Partnership in Merthyr Tydfil**

One area where a strong strategic partnership has developed is in Merthyr Tydfil. The focus of the partnership is a deprived estate (which although housing only 10% of the town’s population experienced a much greater proportion of its crime). In its first year the Safer Cities project had focused on the estate through a package of measures anchored on a major programme of target hardening but also including victim support and specific advice on drug abuse and domestic violence. As a result burglaries in the area fell by 50%.

Safer Cities then combined with locally active voluntary agencies (the NSPCC and Groundwork Trust) and the estate Residents’ Association to develop a local regeneration strategy. This work involved consultation with the local authority and police. A bid to implement this strategy was successfully submitted to a charitable trust which raised £534,000 over three years. Further support was attracted from the local
authority (around £250,000), the European Regional Development Fund (£500,000) and Welsh Office.

Through effective management, the Safer Cities project played a leading role in driving this partnership forward. Key factors behind its success include:

• **building on a practical foundation**: the success of Safer Cities in making some headway of its own was important in terms of establishing its credibility with other partner agencies and in particular the residents

• **developing a shared strategy**: the process of drawing up a common strategy document was important in securing the participation of the key bodies in a position to influence conditions in the target area. The fact that the strategy had wide support - including that of local residents - was also important in attracting external funding.

• **Avoiding an overly narrow approach**: the strategy included community safety as one theme in a broader package of regeneration work. This was considered vital to the overall prospects of success and therefore to the process of winning community and external support

• **a manageable focus**: by focusing on a limited geographical area where it was possible to concentrate resources and establish a strategy which was practical and convincing

• **involving the right level of people**: the Safer Cities Steering Committee included the leader of the Council, the Assistant Chief Executive and the Directors of Housing and Social Services. The police were also represented. Thus, key influences on local policy and resources could be easily involved in the development of the strategy. The Chair of Safer Cities also ran the most active voluntary agency in the area and provided expertise in exploiting various sources of funding.

• **The quality of the project staff**: the co-ordinator had the experience and credibility to represent the project in the various discussions with the local agencies.

Contact: Sue King, Safer Merthyr Tydfil (Tel: 01685 721043)

2.6 An important question in this context will be **accountability** in multi agency terms. Each of the bodies specifically named in Sections 5(1) and 5(2)(a) and (b) of the Crime and Disorder Act has its own inspectoral mechanism and/or external auditor. The contribution of each of these partners to the development and implementation of the crime and disorder strategies will be assessed by the relevant inspectorates, in the same way as the discharge of their other statutory obligations is assessed. Any partner not delivering can therefore expect to have this drawn to its attention by means of normal inspectoral processes. There will, however, be an additional role for the Audit Commission. The Commission has agreed to take on the task of looking at the work of the partnerships as a whole, and assessing how effective the strategy is proving in reducing local crime and disorder, and fear of crime. In particular the Audit Commission is considering how best to set “partnership indicators” which will show the success of two or more bodies working together to shared targets.
2.7 The best way to get business done is to define, early on, effective mechanisms for reaching agreement on the development and implementation of the strategy. As has already been said, there is no question of any single partner having a right to impose its will on the others, or to veto others’ wishes on its own. Decisions will have to be taken on the basis of negotiation, discussion and consensus. The important thing will be to put in place structures which allow decisions to be made, and implemented, quickly.

2.8 You will want to consider whether some sort of steering group is needed, and how to identify individuals to act as lead officers to carry out the detailed work on the audit and strategy. It would clearly be helpful for each of the partners, to name at an early stage key contacts who will meet or report to the partnership. That may be more than one individual depending on the geographical area concerned and on the way the relevant services are organised.

**Box 2.3 Examples of Mechanisms for Co-ordination**

**Joint Co-ordination**

At Telford and Wrekin and in Bradford there has been joint co-ordination. Both the local authority and the police have appointed dedicated officers to work on the multi-agency partnerships that exist in these two areas.

**Local Authority Co-ordinator**

The local authority co-ordinator has a strategic role working with project managers who have responsibility for service delivery (e.g. Newbury District Council).

**Community Safety Units**

Many metropolitan boroughs have units developing community safety strategies e.g. Hammersmith and Fulham, Sheffield, Birmingham.

**County Wide Co-ordination**

Kent County Council and the 13 District Councils apply a co-ordinated approach to community safety through the County. Each district operates a local Inter-Agency Safety Group and there is a county-level group which is serviced by the County Council.

**Spelthorne**

A good example of local co-ordination is the Borough of Spelthorne in Surrey which has its own Police Division in the Metropolitan Police area. By co-operation between the Borough Council and locally based agencies, a joint scheme was developed to address the local problem of drug misuse. This involved:

- Spelthorne Borough Council
- Metropolitan Police Service
- Locally based County Council employees such as Head Teachers and Social Workers
- West Surrey Health Authority
Drugline - a local counselling and support agency

Crime figures showed that 90% of local crime was committed by no more than 30 local criminals, of whom 90% were involved in drugs. A local drug initiative scheme was therefore set up comprising the following element:-

1) Funding for Surrey Drugline to expand its advice and counselling operation in the Spelthorne area, based in the Borough Council Offices.

2) Introduction of an Arrest Referral Scheme whereby those arrested for drug offences are referred by local police to Drugline. This involved the Borough Council, Metropolitan Police, the local Surrey Probationary Service and Surrey Magistrates Courts.

3) Provision of resources on drug education to local schools, together with training on how to use the resources.

4) Production of a directory of local drug advice and counselling services for distribution to schools, youth centres, etc.

Contact: Tim Kita, Head of Support Services, Spelthorne Borough Council (Tel: 01784 446243)

Relationship with other agencies

2.9 Under section 5(3) of the Act, the Home Secretary will specify various bodies which the police and local authorities, as the responsible authorities, must invite to participate fully in the process of developing and implementing the strategy. The guidance will be updated to reflect the Home Secretary’s decisions on this matter once they have been made. Suggestions about which organisations should be included or additions at a later stage will be considered carefully.

2.10 As in so many other aspects of this work, you will need to work out locally the best way of ensuring that the contributions which all the bodies specified by law can make is maximised. It will not, of course, be a matter of taking them over, or of dictating agendas to them: the emphasis should, rather, be on finding ways, with them, to channel the enthusiasm, the energy and the resources which they bring into the most productive courses.

2.11 Partners will want to think carefully about this, and find the way forward which suits them best. It will also be very important not to exclude other local groups (ie ones which are not mentioned in the Act or the secondary legislation issued by the Home Secretary under sections 5(2)(c) and 5(3)) if they have something useful to contribute in local circumstances.

Tackling youth crime and the contributions of young people
2.12 It is likely that youth crime in one form or another will emerge as an issue in virtually every local crime and disorder audit undertaken by the new partnerships and figure heavily in the strategies drawn up by them. Information from the audits on local problems of youth crime and disorder will also be relevant to local authorities and the other agencies in drawing up their initial and subsequent youth justice plans, setting out the provision of youth offending teams and youth justice services.

2.13 Tackling the problems posed by young offenders and those on the verge of criminality is only one element in the overall picture. Tackling youth crime is likely to require action to deal with some of the underlying causes of youth offending, such as truancy and school exclusions and lack of training and employment. It would also be a mistake to tackle crime as if it is only a matter arising from the “criminality” of individuals or families. Major benefits can arise from offering positive opportunities and role models to young people in general. There is considerable evidence that the provision of youth facilities or leisure facilities or detached youth leadership, or opportunities for young people to play an active role in arts or sport or community service all contribute to a healthy youth culture in an area and help to combat higher levels of youth crime. Whereas youth justice work tends to focus on individuals - particularly on offenders and their siblings or immediate friends - wider strategies involving voluntary organisations and youth and community initiatives can make a significant contribution to reducing levels of crime and disorder. We will expect the Youth Action Group approach, referred to below, to feature in every partnership strategy.

Box 2.4 “Crimebeat” - the High Sheriffs’ crime prevention programme for young people

This is a highly successful series of action programmes, introduced and supported in one form or another by High Sheriffs, principally for crime prevention and particularly for young people between the ages of 5 and 25. The following are just two recent examples of what the scheme can achieve.

What’s the time Mr. Wolf - Derbyshire

This project was the culmination of three years work by a school based Crime Prevention Panel. The panel consisted of seven pupils, 2 members of staff and Police Community Liaison Officer. The panel had worked on a number of projects over the years ranging from cycle coding, personal safety schemes, key fob identification schemes, home security advice and car safety. The project grew out of a concern for the safety of young children following the Jamie Bulger case.

The pupils (all aged 15 at the time) came up with the idea of doing a play to take to Junior Schools as the police input on a week long Danger Roadshow. The play was written and designed by both pupils and staff. As well as producing and performing a play aimed at primary school children, an eventual objective was to produce a video highlighting Stranger Danger, which could be sent, with worksheets, to primary schools nation-wide.

On completion the play was performed over 80 times in the roadshow week at 5 different Infant/Junior Schools - reaching roughly 1200 Primary School pupils aged 5 - 11. The play was also performed in secondary schools (reaching 850 pupils), and to parents over 3 nights, reaching 100 people. Eventually, the play went to Redbridge Drama Group in London and was performed to schools and adults in that area.

The play received such acclaim that a video was then made. This was distributed nationally. The play has been copyrighted and will be available for other schools. This scheme reached thousands
of young children and parents. Its success is to a degree immeasurable but if it prevented one child being abducted the project will have been worthwhile.

The project was selected for the National Crimebeat Award and won first prize, as a direct result of this the play was performed live at the House of Commons to the then Home Secretary.

Neighbourhood Alert and Sliding Spyholes - Greenacre Crime Raiders - Surrey

This project, which won first prize in the 1997 National Crimebeat Awards, was to identify major concerns of the elderly with regard to home security. The young people compiled a questionnaire for the elderly in their area to identify ways in which they could be made to feel safe. They took the questionnaire to individual residents, making them feel that someone cared and that their views mattered. Using the findings from the questionnaire, practical solutions for home security were investigated. The Crime Raiders designed and developed a beeper and spyhole which they tested with the elderly who had taken part in the survey. This is an ongoing project involving 20 young people aged 10 upwards and so far has involved a total of 130 people. Funds are presently being raised by the young people to market the products.

Contact - The Shrievalty Association, PO Box 4, Ripley, Derbyshire DE5 3PB Tel: 01773 572217.

2.14 Involvement of young people in the process of reducing local crime and disorder should start by involving them in the audit process - seeking their experience and their views. The British Crime Survey shows that those aged 16-29 face at least treble the crime risks facing the elderly, while for assault young people are 37 times more at risk. These stark facts make it essential that local partnerships should involve and listen to young people.

2.15 Recent research for the Home Office showed that many Neighbourhood Watch groups want to become more engaged with young people in their community rather than merely focusing on rowdiness or on a perceived threat. Through the Prudential Youth Action Initiative, Crime Concern has demonstrated that young people have a great deal to contribute - as part of the solution, rather than always being seen as the problem.

2.16 The Government places considerable priority on the development of Youth Action Groups as part of the local strategy which is supported by ministers in the Home Office and at DfEE. This could involve the creation of free-standing groups, especially where the audit identifies a significant local problem with young people in a neighbourhood. Or it could focus on existing local youth clubs or youth centres as well as schools. Whether the title “youth action group” is used is less important than the development of an effective youth component in the local strategy. To encourage this work, co-operation at a national level has been achieved involving Crime Concern, Neighbourhood Watch and other key partners. A manual has been produced by Crime Concern and is available from the address in box 2. .. below.

Box 2.5 Youth Action Group - Dwr-Y-Felin School Crime Prevention Teams (SCPT)

Since 1992
- Original members joined the group and met once a week to discuss their current project. There are now three different groups, involving over 100 pupils, and each working on different crime issues. The members are aged mainly between 13-16 years.

- The overall work of the School Crime Prevention Teams has an impact on the whole school’s 1,355 pupils.

Activities

Drugs Awareness

- A health survey revealed that some pupils were taking drugs and that even more were exposed to the option of taking them.

- The SCPT focused on developing a drug policy, providing clear guidelines for dealing with drug related incidents, and increasing the awareness of pupils, parents and staff of the dangers of drugs.

- Information was communicated using drama, open evenings, staff training and devising a drug education programme for pupils.

- Advice was taken from the West Glamorgan Drugs Prevention Agency. Constant evaluation and changes to the pupil drug education programme have ensured its relevancy and appeal.

- Members of SCPT became involved in a peer education programme to tackle drugs misuse and underwent necessary training.

School Security

Following a school security survey, asking pupils where they felt more vulnerable, the SCPT implemented and funded the following:

- issuing staff with name badges to make them more identifiable

- introducing personal attack alarms

- improving the visitors procedure, through signs and an information campaign to pupils, parents and regular visitors

- CCTV in the lower school

- panic buttons in isolated classrooms

- improved fencing

results from a second survey show 90% of pupils now feel more secure.

Combating under-age sales

36
A survey revealed the most commonly bought under-age products, and the most vulnerable ages and buying locations.

A ‘Validate’ Scheme being run by the local Trading Standards was adopted. 162 cards have been issued and by the end of the school year this will have increased to 275.

The pupils have worked closely with the Trading Standards Team to promote the initiative and have been involved in designing posters for the introduction of the scheme throughout Wales.

Contact

Linda Roberts, Dwr-y-Felin School Tel: 01639 635 161 ext 219
Dave Sharpe Development Manager, Pru Youth Action Tel: 01926 411601
Liz Mann Promotions Officer, Pru Youth Action Tel: 01793 863516

Box 2.6 Youth Action Group - Christopher Whitehead High School

Autumn 1996

- Following concern about the behaviour of young people and the lack of local leisure facilities meetings were held between school, local residents, traders and the Pru Youth Action Team. The result was the formation of the Youth Action Group.

Spring 1997

- The young people felt that vandalism and graffiti was a main problem affecting their community and planned a project to redecorate and refurbish one of the school toilet blocks. This involved gaining sponsorship, liaising with the school business manager, the community and local media.

- The project showed members of the community what could be achieved by pupils when given the opportunity, and secured pupils’ pride and ownership of the surrounding areas.

- An OFSTED inspection praised the school for its emphasis on the ‘social development of pupils’

- Group representatives were invited to join the local Community Safety Partnership.

Autumn 1997

- With support from the Pru Youth Action Team and links between group members and friends, four new groups have been set up in the school, each with their own name and special project:
COSY - Counselling Of School Youth, supporting pupils with problems

BART - Bullying Abuse Resistance Team, raising awareness and supporting victims

CHRIS’S CROWD - Preventing vandalism and creating a better environment

SPUGI - Supporting People Using Good Information, making the primary to secondary transition easier.

Developments

- Further sponsorship has been attracted from a local firm to refurbish an outdoor social area, a ‘Youthline’ scheme will provide training for peer-counselling; scripts are being written for an anti-bullying video; talks have been arranged for primary school pupils moving up to the High School.

Contact

David Thompson, Deputy Head, Christopher Whitehead High School
Tel: 01905 423906

Dave Sharpe, Prn Youth Action Development Manager     Tel: 01926 411 601

Liz Mann, Promotions Officer, Crime Concern     Tel: 01793 863 516

Box 2.7 Youth Action Group - Ranelagh

Sept 1996

- Ranelagh School, Bracknell, Berkshire, formed a Youth Action Group with members leading on a safer transport initiative.

The Initiative

- Following input from Crime Concern, the Group decided to examine and improve perceptions of safety on the Reading - Waterloo railway, particularly Bracknell station. Their findings were reported to the local Safer Travel Group, including representatives from South West Trains, Thames Valley Police, British Transport Police and Bracknell Borough Council.

- Results of the survey found pupils and members of the public sometimes felt threatened when travelling on the trains, especially when alone and after dark. The Group suggested the appearance of Bracknell station could be improved to enhance feelings of safety and
reduce vandalism and graffiti. The following YAG suggestions were approved by the Travel Group:

- painting murals onto the station shelters
- producing a video highlighting areas of concern
- amending the school’s code of conduct regarding transport to and from school
- keeping the local community aware of progress
- working with the council on improving facilities for young people in the town, to reduce juvenile crime levels.

Results

- The Safer Travel Group and Bracknell Borough Council have benefited from the young people’s input and have fresh ideas on what can be done to prevent crime at stations. They look set to continue to consult with and involve young people from the community, either from Ranelagh or from other local schools.

Future Development

- The present year 12 aim to set up a mentoring scheme for younger pupils.

Contact

Mrs K M Winrow MA Headteacher Ranelagh School    Tel: 01344 421 233
Norman Lloyd Pru Youth Action Development Manager    Tel: 01844 292944
Liz Mann Promotions Officer Crime Concern                      Tel: 01793 863516

Box 2.8 Youth Action Group - Beal High School “Help Us Get Sorted” - HUGS

- Year 8 and 9 Pupils, wanting to address the problem of bullying and racism, elected representatives to the school council. Currently about 80 pupils are regularly involved in HUGS projects.

- Initially outside agencies came to talk to pupils. This resulted in members deciding to tackle issues such as bullying, racism in the community, links with junior and other secondary schools, mediation and training, raising funds and developing a multi-cultural evening involving pupils and parents.

Activities

- drama events, presentations and debates
- surveys conducted within the local community
- video project - activities to be shown throughout the borough and to other schools
- newsletters and poster campaigns
- organising and designing Christmas lights in Ilford
- mediation training

**Developments**

- Pupils’ awareness of bullying and racism has increased
- Links have been firmly established with outside agencies, including Victim Support, Redbridge Safer Communities Partnership, Community Relations Council and police
- There are plans to adopt the project throughout the school and incorporate it into the school policy
- The support and involvement of pupils and year heads has increased as the group’s message has spread. Support from parents, governors, local authority and the community has also grown.

**Future Plans**

- Links will be extended to local youth groups
- A joint bid for lottery funding is being put together to fund the Christmas lights project
- The group hopes to develop its own youth action web site

**Contact**

**Martin Philipson or Sue Snowden Beal High School**  
Tel 0181 551 4954

**Norman Lloyd Development Manager**  
Tel 01844 292944

**Liz Mann Promotions Officer Pru Youth Action**  
Tel 01793 863516

2.17 The wider strategic approach to young people will need to take account of the work of the local youth offending team in targeting criminality amongst young people. Youth offending teams established under the Crime and Disorder Act will be will be multi-agency teams composed of social workers, police and probation officers, education and health authority nominees and perhaps individuals from other agencies and organisations, including the voluntary sector. Youth offending teams will work with young offenders from arrest to completion, where relevant, of a community or custodial sentence. The teams will also be able to identify and work with some of those children and young people locally who are most at risk of offending to turn them away from crime. The
youth offending teams, once established, will thus be one of the main means available locally for delivering work to prevent offending or reoffending by children and young people.

2.18 Youth offending teams will be established formally in nine pilot areas in October 1998, but all local areas will be expected to plan and implement their arrangements for youth offending teams during 1998-99 and 1999-2000, ahead of likely nationwide implementation of the legislative provisions in April 2000. As they come into being, the youth offending teams should be and invited to participate in the development of any aspects of the strategy which focus on youth crime. This will avoid conflict between work undertaken by the two bodies, and should help to ensure that local crime and disorder reduction strategies and youth justice plans complement and support each other. Youth offending teams will be able to help deliver objectives and targets in respect of youth crime contained in the crime and disorder reduction strategy. Decisions as to the nature of any objectives and targets set within each strategy, and their ownership, must be taken locally by the partnership but youth offending teams will focus on youth criminality and may be better placed than individual partnership agencies to help take forward certain elements of the strategy. They will not be able to deal with every aspect of youth crime prevention, nor should they be expected to deal with the wider needs of young people or the contribution they can make.

2.19 We will therefore expect youth offending teams and the local crime and disorder reduction partnerships to work closely together. In some instances, the same individuals - such as the local area police commander and chief or senior officers from the local authority and other agencies - may be members of both the partnership and the steering or management group for the local youth offending team(s). It may be helpful for the convenience of some members, to schedule meetings of the crime and disorder reduction partnership and the steering or management group for the local youth offending team or other multi-agency groups, such as Drug Action Teams so that one follows the other, with colleagues joining or leaving as each form of multi-agency work is discussed. It will probably be appropriate to invite the manager of the local youth offending team or his representative to take part in partnership discussions as a matter of course.

2.20 It is also important that, in areas where there are two tiers of local government, those involved do not become side-tracked by the fact that youth offending teams are organised at county level, while the focus of the crime and disorder reduction strategies is at district level. There is no intrinsic conflict here - the arrangements simply reflect the Government’s view as to the best focus for two different but interlinked aspects of the Crime and Disorder Act. County councils will play a full part in the development and implementation of the district-based strategies, and district councils will be consulted in the formulation of annual youth justice plans. Nor is there anything hierarchical in the relationship between youth offending teams and the new partnerships. They will be expected to work alongside each other where their interests and objectives coincide, but there is no question of one body having primacy over the other.

2.21 Prior to the establishment of youth offending teams in all areas of the country it will make sense for the agencies which will be required to form the youth offending team to contribute to discussion on how to target youth crime and its prevention. Both in respect to the general behaviour of young people and in respect to the involvement of young people in crime and disorder, it is important that the partnership should not be seen to shrug off responsibility to others or “leave it to the youth offending team”. The behaviour of young people generally, the need to offer positive models and
opportunities, and the positive contribution of young people is an essential element in any local strategy and not an optional extra.

**Drugs and drug related crime**

2.22 In view of the significant impact of drugs and drug related crime, it is important that such issues are addressed by the partnership and in many areas it is inevitable that drug related crime will be highlighted in the crime and disorder audit. This makes close co-ordination with the local Drug Action Teams absolutely vital. Drug Action Teams (DATs) are non-statutory organisations with responsibility for implementing the Government’s drugs strategy at local level within local authority, county council or health authority boundaries. Membership consists of senior representatives of the key statutory organisations involved in tackling drug misuse eg Chief Constables, Chief Executives of Local Authorities and Health Authorities, Chief Probation Officers, Prison Governors, Customs and Excise Collectors. DATs may also choose to include alcohol and solvent abuse in their remit.

2.23 The work of the DAT is informed by the Drugs Reference Group/s (DRG/s) which comprise professionals and other relevant people in the field of drug misuse. The number of DRGs and their structure varies - some are geographically based, others are task specific eg community safety. A great many DRGs are based on District Council boundaries which are likely to be the most appropriate forum for liaison with crime reduction partnerships.

2.24 DATs are required to implement locally the Government’s new drugs strategy, launched in 1998 as a White Paper “Tackling Drugs to build a Better Britain”. It is a ten year strategy. The strategy is firmly evidence based and outlines a range of actions, targeted on the areas where we can make the biggest impact. Drug Action Teams are required to set local performance indicators to be achieved through multi-agency working. The strategy recognises the importance of tackling drug misuse within the wider sphere of regeneration and linking with other Government initiatives such as the New Deal, youth offending teams and social exclusion as well as crime reduction partnerships.

2.25 The strategy has four key aims, which link directly or indirectly to crime and disorder:-

- to protect communities from anti-social and criminal behaviour related to drug misuse;
- to stifle the availability of illegal drugs on our streets;
- to help our young people to resist drug misuse in order to achieve their full potential; and
- to provide services that enable people to overcome their drug problems and live healthy and crime-free lives.

2.26 Although DATs have a separate identity and remit from other agencies relating to crime and disorder, there is considerable overlap particularly due to the following factors:-

- **the target population** - the key age group for both offending and drug misuse is 16-25
- **Property crime** - a high proportion of this is committed by people with serious drug problems and addressing their drug misuse can significantly reduce this

- **The organisational structures** - eg key DAT and DRG members will also sit on the community safety groups/crime prevention partnerships

- **The social context** of drug misuse and offending behaviour is broadly similar eg unemployment, low attainment at school, truancy etc

2.27 It follows, therefore that agencies involved with action to tackle drugs and crime need to ensure that effective working links exist with each other and that local strategy development and implementation is co-ordinated. More specifically, DATs and crime reduction partnerships should ensure that action plans and priorities are clearly aligned. They may also benefit in linking with each other specifically in the following areas:

- mapping and auditing of service provision, criminal justice interventions and hot spots etc;

- collection and sharing of information;

- setting of performance indicators and targets; and

- co-ordination of planning cycles.

This is not an exhaustive list and it will be for DATs and crime reduction partnerships to determine how best to ensure that they maximise the benefits to be gained from their separate complementary roles.

**Neighbourhood Watch**

2.28 Neighbourhood Watch will have a very important role in the process of developing and implementing the crime and disorder strategies. We certainly expect the movement locally to be involved in the process of gathering the views of the community on issues of local concern: in some areas, this may be fairly low key involvement - eg by inviting some watch members to participate in surveys, focus groups or whatever other methods have been developed for this purpose. In other areas, where the movement is sufficiently well organised, Neighbourhood Watch may be able to undertake more formal research into the views of its own membership and feed the results into the wider audit process.

2.29 Once the audit has been conducted and the strategy developed, Neighbourhood Watch should be regarded as a key agent for implementation. The precise contribution which it will be able to make will vary from one district to the next, depending on a wide variety of factors including the strength of the movement locally, how well organised it is, and the nature of the problems to be targeted via the strategy. But there is potential for Neighbourhood Watch to undertake any of the following:

- information gathering, either generally or in response to specific circumstances;

- promotion of crime and disorder prevention messages;
- involving young people in local crime prevention or Youth Action Groups (see paras 2.13-2.15);
- youth diversion work;
- burglary reduction;
- community development work - for example helping to reduce the fear of crime (and the consequences of such fear) by providing escort/taxi services to help the elderly or vulnerable get out.

2.30 This list is not exhaustive, but does illustrate the potential for the movement to be involved across the board. Clearly any such involvement would need to be undertaken in keeping with the aims of the strategy, and would have to be managed in the same way as other agencies’ contributions. This, in turn, points to the need for Neighbourhood Watch to be sufficiently well organised to ensure that just one or two key people have authority locally to speak on behalf of the movement, and take responsibility for co-ordinating its input. The National Neighbourhood Watch Association (NNWA), with the full support of the Home Office, is campaigning hard with its own membership for the formation of county, district or town-based local associations. Where these do not exist, the partners might want to suggest to Neighbourhood Watch groups locally that they probably offer the best way to maximise the movement’s input - but as a temporary measure it may be possible to rely on the nominated representative of NNWA for your police force area.

Box 2.9 Gaer Neighbourhood Watch, Newport

The Gaer Estate Neighbourhood Watch in Newport began as a response to a rising tide of break-ins, theft and vandalism - up to 25 incidents a week. The Watch scheme took off to such an extent that it soon covered almost half of the estate’s 7,000 homes. The Watch is split into divisions each managed by its own deputy co-ordinators and is equipped with CB radios and mobile phones. The scheme’s achievements include introducing a Neighbourhood Watch information centre on shop premises funded by donations by watch members, escort service for the elderly, regular meetings and a myriad of youth sports clubs from football to rollerblading and angling. In the first initiative of its kind in the country, Neighbourhood Watch co-ordinators are even trained in first aid.

Contact point:- PC Molly Williams, Heddlu Gwent Police, A Division, Cardiff Road, Newport NP9 2EH Tel: 01633 216 785

Box 2.10 Ushaw Neighbourhood Watch, Co Durham

The Ushaw Moor Neighbourhood Watch scheme, Co Durham, was launched in 1991 by a local co-ordinator who was fed up with local petty crime. After she had overcome the apparent reluctance of her neighbours to confront the problem, property post coding projects and a “crime ring” communications system soon stabilised crime and reduced the fear of crime. The scheme’s attention then turned to youngsters who were keen to become involved. A Junior Watch was established in 1993, and members between 5 and 15 years old receive an incident book, badge and pen. Older members produce the Junior Watch newsletter. In schools, youngsters are involved in
Box 2.11 Stoneleigh Neighbourhood Watch, Derbyshire

The Stoneleigh Neighbourhood Watch scheme was launched in March 1994 when 85% of properties were being burgled and cars were being stolen. The watch holds regular crime prevention and personal safety meetings and campaigns, distributes leaflets and marks property. Today crime is non-existent. Drug information days are held in schools and community work spans converting waste land to flower beds and social events with neighbouring schemes.

Contact point:- PC Kit Moore, Community Development Officer, A Division, Hall Street, Alfreton, Derbyshire DE55 7BS Tel: 01773 522 088

2.31 As mentioned earlier, there is a potential for much greater Neighbourhood Watch involvement with young people. For a variety of reasons, the movement has not, in the past, been noted for its successful engagement with this particular group, but the Government and NNWA are determined to change this. NNWA will be a key partner in the new Home Office Youth Action Team, and we see the Watch movement as a driving force in future efforts to engage young people in crime prevention activity and get the right messages across to them. We strongly urge partners locally to regard the movement against this background.

Box 2.12 Metropolitan Police backing for Neighbourhood Watch

The Metropolitan Police Service (MPS) relaunched Neighbourhood Watch in London, after concluding that the movement should have a much wider role in the community as a whole. Its new policy seeks to focus resources strategically in high crime areas, and to support active schemes in all areas. The MPS worked closely with the National Neighbourhood Watch Association to prepare the proposals.

The marketing campaign in support of the relaunch utilised the Meerkat and its attributes of community spiritedness and alertness to convey the messages that are most appropriate to the new role envisaged for Neighbourhood Watch.

Measurable objectives have been set for the relaunch and advertising campaign. In addition to quantitative measure, such as an increase in the number of participating households, qualitative measures include the type of area in which schemes are started, in particular, lower income, high crime and more racially mixed areas, and thus serve to indicate the Watch movement as more representative of the community as a whole.
The wider voluntary sector

2.32 Harnessing the involvement and resources of the voluntary sector can make a significant contribution to achieving the goals of a crime prevention strategy. The sector includes a very diverse range of groups and organisations, and you will need to plan its involvement by making a clear assessment about the purposes of involving different voluntary groups, and taking account of their capacities and support needs.

(a) Tenants and Residents Groups/Associations can be key to the implementation of neighbourhood crime reduction and community safety measures, and the active involvement of local communities can help address feelings of fear about crime and nuisance. Residents groups can provide the foundation for community-based crime prevention measures, particularly in areas where more traditional forms of police/community liaison, such as Neighbourhood Watch, may be difficult to implement.

Box 2.13 Safety In Our Communities Network, Sheffield

The ‘Safety In Our Communities’ group in Sheffield has been established as a bridge between the area-based staff of a range of agencies and the city-level crime prevention and community safety partnership. It works actively in support of community and neighbourhood groups concerned with addressing crime and disorder in their areas. There is a regular newsletter, mailed to groups throughout the city, together with conferences and seminars to exchange practice and consult on new developments. The group has also developed a training package for community groups on community safety issues.

Community Safety Unit, Sheffield City Council, Town Hall, Sheffield. Tel: 0114 273 5970.

Box 2.14 Residents’ action - Meadow Well People & Places Programme

By the 1990’s the Meadow Well Estate in North Tyneside had become very run-down, with many houses unoccupied and fire-damaged. Graffiti, litter, squalor and vandalism had become part of every-day life on the estate, whilst crime flourished, culminating in the notorious riots of 1991.

Tidy Britain Group’s People & Places Programme was introduced into the estate in 1992 as part of an Urban Programme funding bid and linked to an SRB bid. Working hand in hand with the development work, People & Places aimed to break the cycle of despoilation of the estate caused by litter, graffiti and vandalism, and therefore improve areas of dereliction.

The Programme has introduced several successful initiatives by creating strong links with other groups on the estate, including the local credit union, Church Action on Poverty, Housing sub-group, community police and the county-wide Coalition against Crime.
These initiatives have included:

- A partnership between the Probation Service and People & Places helped older people who found it difficult to look after their gardens.

- Freeform Arts worked with young people in the estate to design litter bins, some of which were developed through sponsorship from local businesses.

- A Spring Clean event where street meetings were held so that residents could point out problem areas. A rapid response team from the council then cleaned up these areas immediately.

- A gardening tool hire service, run by residents, was established.

- A school project “Making Time” was undertaken which warned children of the dangers of litter, fire, drugs and areas of water. This project involved City Challenge, Meadow Well Health Project, North Tyneside Housing Department, Tyne & Wear Metro and North Shields Police Station.

- A plant propagation unit has been set up, where young people learn gardening skills, whilst producing plants for sale to residents at very low prices.

These People & Places initiatives have all been based on the idea that, given an affordable and easy scheme to take part in, residents will improve the appearance of their estate. By focusing on the non-controversial area of litter, a problem that people can solve and would like to solve, the People & Places Programme can bring people together in ways that can help deal with more sensitive issues.

(b) Voluntary organisations with particular knowledge and expertise. There is a range of local and national organisations with particular knowledge and expertise relevant to crime and disorder, concerned with particular issues (eg drugs) or groups (eg elderly people, victims of domestic violence), who are concerned with these matters more broadly or who provide support to relevant interest groups (eg Tenants Participation Advisory Service). Such organisations have particular perspectives and experience relevant to the planning, design and delivery of crime prevention measures related to their interests.

Box 2.15 NACRO

Nacro is a charity working throughout England and Wales to prevent crime and promote the resettlement of offenders. It aims to reduce crime at three levels:

- Working directly with high risk individuals and communities to reduce levels of crime and disorder by providing education, employment training, youth work, housing and social action projects.

- Helping to shape local action with statutory and voluntary partners through policy and strategy development, evaluation, consultancy and dissemination of best practice.
- Informing opinion through research, information and publications.

**Services to individuals and communities include:**

- A network of volunteer-supported Youth Activity Units in high crime neighbourhoods, and other services providing basic skills and employment training for young people and adults, housing and housing support services, and resettlement services for young and adult prisoners and offenders in the community.

- Project development and management, including demonstration projects in the fields of education support, family support, detached youth activities, youth link anti-exclusion programmes, youth choices outreach programmes, community mediation and victim-offender mediation.

**Support to local partnerships includes:**

- Consultation and community safety training services for statutory bodies, tenants & residents groups, and young people. In some areas NACRO has been significantly involved in Youth Councils, and has carried out consultation with young people about implementing provisions of the Crime & Disorder Act.

- Auditing, research, option and impact assessments to support strategic planning and the implementation of effective programmes, including measures of crime and disorder, social indicators, community concerns and perceptions, and resource availability, allocation and co-ordination.

- Quantitative and qualitative impact evaluation of situational and social projects, programmes and policies.

- Support for the development and co-ordination of multi-agency partnership initiatives involving the statutory and voluntary sectors.

NACRO also aims to promote best practice by publishing briefing papers and reports, running seminars and conferences and through its quarterly criminal justice digest. It is a key member of the Community Justice National Training Organisation which is addressing training and occupational standards for community safety, and has developed and delivered training modules for crime and disorder partnerships and tenants and residents groups. NACRO also provides training on race issues for magistrates and court staff, police, prison and probation officers.

Contact: NACRO’s Research & Development Directorate (includes crime prevention and community safety, youth crime, research, prisons and mental health teams) NORTH: George Burns or Alison Taylor, 567a Barlow Moor Road, Manchester M21 8AE Tel: 0161 860 7444, SOUTH: Frank Warburton or Sue Gregson, 169 Clapham Road, London SW1P OPU Tel: 0171 582 6500. NACRO’s Central Information Section can also be contacted at the London address.
Box 2.16 CRIME CONCERN

Crime concern has wide experience in partnership (not least from its extensive involvement in the Phase 2 Safer Cities programme) and in making crime prevention principles work on the ground. It offers consultancy and crime prevention partnerships on:

- crime audits and action plans
- developing effective partnerships
- consulting with the public
- designing bids for SRB and other Government and European funds
- monitoring and evaluation

Technical assistance is also offered on a wide range of subjects, including the following:

- youth crime prevention
- tackling high crime neighbourhoods
- town centres
- business crime prevention
- women’s safety
- public transport and safe travel
- rural crime prevention

Crime Concern offers training on a wide range of community safety and crime reduction subjects for:

- elected members and officers
- police
- community safety practitioners
- voluntary organisations
- resident groups

For further information contact:

Crime Concern, Beaver House 147-150 Victoria Road, Swindon SN1 3BU Tel: 01793 863 500 Fax: 01793 514 654
Box 2.17 CRIME STOPPERS

As well as precautionary measures the prevention of crime requires the successful apprehension of criminals. As the only charity involved in crime detection, Crimestoppers has already become a valuable partner with local authorities. The scheme allows anyone with information about crime or criminals to contact a freephone number, 0800 555 111 and pass on what they know anonymously. Every day, 13 people are arrested and charged for many different offences, including the most violent, thanks to these calls.

For information on what has been achieved so far around the country, and details of successful partnerships with local authorities, please contact: Brian Wareham, Head of Operations, Crimestoppers Trust, 100 West Hill, London SW15 2UT, Tel: 0181 877 0337 or fax 0181 877 3799.

(c) Victim Support is the national charity for victims of crime. Staff and trained volunteers based in local schemes offer support, information and practical help to people who have suffered crimes ranging from burglary to the murder of a relative. Victim Support’s Witness Service, based in the Crown Courts, helps victims, witnesses and their families before, during and after the trial. The service is free, confidential and available to all sections of the community.

As well as providing direct support to victims and witnesses, Victim Support works to increase understanding of the effects of crime, and to gain better recognition of victims’ rights. The organisation is independent, but works in close co-operation with the police, the probation service and others within criminal justice and social welfare organisations to improve the treatment of people who have suffered because of crime. It therefore brings a victim perspective to the planning of crime reduction measures, and will be an important partner in initiatives which focus on victims and witnesses.

Box 2.18 Swansea Victim Support

Swansea Victim support operates a scheme in partnership with the City and County Council where victims of burglary, known to be vulnerable to repeat victimisation, are quickly visited by a trained lockfitter and their home security improved. The scheme is also extended to some victims of domestic violence, racial harassment and similar crimes where the risks of repeat victimisation are known to be high.

(d) Volunteers are an active expression of community involvement, and a number of services relevant to reducing crime and disorder may be provided by volunteers (eg neighbour disputes, mediation services, services providing opportunities and diversion from criminal involvement for young people). It should be borne in mind however that volunteers need training and support; it should not be seen as a cheap option, and the cost-benefits need to be compared with other options.
(e) Black and ethnic minority community and voluntary organisations will be important partners in initiatives which aim towards reducing the victimisation of black and ethnic minority people and communities, as well as in auditing and consultation processes. Consultation with black and ethnic minority groups will be as important in areas where the ethnic minority population is comparatively small as in other areas.

(f) Councils of Voluntary Services (CVS) provide umbrella support services to voluntary organisations in their areas, but not all voluntary groups are involved with CVS. Other organisations such as Voluntary Action may provide similar services and some offer support to community groups in particular neighbourhoods or within regeneration partnerships. It will be important to map these different services in approaching consultation and planning with the voluntary sector.

(g) Involving the Voluntary Sector

- Generally, steps should be taken to consult with groups during the planning of crime reduction and community safety measures related to their interests. This is particularly so in the case of crime prevention initiatives in specific neighbourhoods, where residents groups should generally be involved, or measures for particular communities (eg black and racial minority groups, the elderly). It may be particularly important to engage voluntary organisations providing for or run by young people may in many strategies.

- Consideration should be given to involving relevant groups in evaluation, as this will help to give a measure of the impact of crime reduction programmes in quality of life terms, to sit alongside other criteria such as changes in relative crime rates.

- Community and voluntary groups should be involved in the delivery of crime reduction measures. This is particularly important in the case of measures targeted on specific neighbourhoods or communities.

- In general, the presumption should be towards the involvement of community and voluntary groups in these ways except where confidentiality is necessary for a specific measure or where community involvement might expose residents to risk of intimidation.

- It is open to each police/local authority partnership to decide how best to involve such groups (such as through existing consultation/community involvement arrangements, or through arrangements specifically introduced for the purposes of the strategy on crime and disorder) and the test must be the effectiveness of the consultation and involvement. The police and local authorities will be expected to listen to views of the voluntary sector.

- Police/local authority partnerships are encouraged to consult and harness the involvement of established local or national voluntary organisations which have particular knowledge and expertise relevant to the emerging local strategy on crime and disorder.

- Careful consideration will need to be given to the involvement of the voluntary sector in any wider partnership group, given the diversity of the sector and the number of tenants/residents groups which may be present in the District. Although CVS representation may well be appropriate, other umbrella groups should also be borne in mind, alongside
groups with particular knowledge and perspectives. Partnerships may consider that some mix of representation involving CVS, target groups and target areas for the strategy, might be appropriate; however it should be borne in mind that target priorities may need to change over time, and that the size of the partnership group should not become too unwieldy. Some crime prevention partnerships have addressed these issues by maintaining a network of community groups who send some representatives to the formal partnership.

**Box 2.19 Sandwell Community Safety Partnership**

Sandwell Council and its partners maintain a Community Safety Network involving community and voluntary organisations. The Network is used as a vehicle both for supporting community group activity in crime reduction and community safety, and for involving the voluntary sector in planning the strategy on crime and disorder for the borough. From group, representatives of voluntary and community sector interests take part in partnership decision-making. Representation includes organisations concerned with black and ethnic minority communities, women and other relevant interests.

Community Safety Unit, Sandwell Metropolitan Borough Council, PO Box 2374, Council House, Oldbury, Warley, West Midlands. Tel: 0121 569 2200.

**The business sector**

2.34 It will be absolutely essential to ensure that there is proper input into the strategies from the local business sector. Businesses are central to the life of their communities and of course, suffer from the consequences of crime. It will be for the partners locally to decide how best to engage with business in their area - in some parts of the country this might be done through chambers of commerce or town centre managers, where they exist, while in others it may be on a company - by - company basis. However you go about it, avoid the trap of thinking of the business sector as simply - or even primarily - a source of funds. There is no doubt that many local businesses have made significant financial contributions to crime prevention initiatives in the past and we hope that they will continue to do so, but business can bring other things to the partnership - for example project management skills or technical know how; and depending on the findings of the crime and disorder audit, they may also have a legitimate expectation that the strategy will address issues of concern to them, such as retail crime or security in business parks. The relationship with business must be a two way one. Again, police and local authorities will be expected to listed to the views of the business sector and to encourage their active participation.

**Box 2.20 Business involvement - an initiative on young people and alcohol**

The private sector has been closely involved in a programme in North East Lincolnshire to address under-age drinking and difficulties associated with young people congregating around neighbourhood stores with off-licences.

Staff from off-licences throughout the area have attended training seminars organised by the police, magistrates, the licensing officer and the youth service, under the auspices of the Alcohol Sub-Group of the local Drug Reference Group.
The seminars have been accompanied by a local ‘proof of age’ scheme, an advertising campaign promoting ‘Respect’, additional youth services and other targeted actions.

A very high proportion of off-licence stores have taken part in the initiative. Tates (Spar) Ltd, have developed a close partnership with the Alcohol Sub-Group and are helping with the development of a training package to take the initiative further. The company has sponsored two detached youth workers and the production of posters, and has made its facilities available for training seminars.

Further information from the North East Lincolnshire Safer Communities Partnership, 103 Victoria Street, Grimsby DN31 1NH. Tel: 01472 311611. Fax: 01472 311612.

Box 2.21 Business involvement with young people at risk -
Key-In Project, Brighton

‘Key-In’ is an employment development project for young people, mostly from high crime neighbourhoods, in Brighton and Hove. Managed by NACRO, the project produces a bi-monthly magazine ‘Sorted’ which is created by and for young people, with private sector support. Sorted magazine was launched commercially in August 1997.

The project has created an established business opportunity providing training and employment for young people, many of whom would otherwise face significant disadvantages in the labour market. A number of the trainees are in, or leaving, care and some have been convicted of criminal offences. Training and employment is provided in every aspect of magazine production including graphic design, illustration, cartooning, computing, journalism, research, creative writing, photography, administration, business studies, sales and marketing, communications, public relations and distribution. Computer aids and other adaptations are made to ensure that literacy or other key skills difficulties are no barrier to participation.

The initiative has been supported by private sector companies with sponsorship and donations, the provision of expertise and in joint promotions: Family Assurance has equipped training rooms and offices, AMEX has supplied computer desks and press tickets are provided for events by joint promoters. Reed Publishing are currently in discussion with the project for the provision of advertising/PR training placements and sponsorship of a Careers Page in the magazine. The project is also planning the development of a website design and development service with Pavilion, an internet service provider, Lighthouse at the Brighton Media Centre and SCIP, a provider of professional and training services to voluntary groups.
Box 2.22 Business partnerships/The Tidy Britain Group

Strangeways 2000, based in the SRB area of Cheetham, Manchester, aims to reduce crime levels by improving the environment and quality of life for local people. The lead was taken by Boddingtons Breweries, which was concerned that the physical environment in the area was inconsistent with the “Cream of Manchester” theme of its advertising campaigns, and did not convey the right impression to a stream of international visitors to its premises.

The project has only recently been launched (with the support of 30 local organisations), and it is too soon to judge results: but the aim is to assess the extent to which crime falls as environmental standards rise. A steering group has been established to review and act upon quarterly appraisals of both these indicators.

A series of campaigns has already been undertaken jointly by the business community and Manchester City Council, with the Tidy Britain Group acting as project co-ordinator and manager. These include:

- sponsored litter bin scheme
- “There’s no Reason to Litter this Season” campaign
- crime prevention posters
- business/probation service environmental blitz

Contact: David Smith, Tidy Britain Group, The Pier, Wigan WN3 4EX

Group representing ethnic minorities

2.35 Members of ethnic minorities are more likely to suffer crime (whether racially motivated or not) and surveys show their fear of crime is greater. They have a major interest in crime reduction, and should be actively encouraged to participate in all stages of the audit and consultation process and in the planning of crime and disorder strategies. Racial Equality Councils (RECs), should be invited to put forward views on crime issues generally, as well as on racial crime. Many will also be able to provide practical assistance in tackling racial harassment. Partnerships should be prepared to look beyond RECs, and involve other community and faith groups where appropriate. In some cases no representative organisations will exist, and ethnic minority populations may be small or concentrated in a particular area or estate. In such circumstances it may be that they will have very
specific concerns about crime and disorder and it will be vital that consultation mechanisms which engage them are delivered.

**Box 2.23 Tackling racial incidents**

In **Watford** the number of reported racial harassment incidents in the first 6 months of 1997 rose 67%, which the local Multi-Agency Panel attributes to the success of an award-winning publicity campaign which sought to increase the confidence of the ethnic minority population that their complaints would be properly dealt with. In addition to providing support to victims of racial incidents and improving the co-ordination of relevant services, the Panel is establishing a service to remove offensive graffiti, promoting training schemes for local authority staff, and tackling racism through work with young people.

In **Enfield** the number of reported racial incidents rose from 75 in 1993 to 124 in 1994 following the formation of Enfield Racial Incidents Action Group and reached 169 in 1996. Again this is attributed to the clear message from the Group that racial crime will not be tolerated. Other projects established through the Racial Incidents Action Group include neighbour dispute resolution, local focus groups, and victim support.
**Town/parish councils**

2.36 Town and parish councils (and community councils in Wales) will be key partners. By definition they are very close to the communities they serve and have a good understanding of the range of issues of concern to local people. They may be able to provide a valuable local dimension when it comes to both taking the community’s views on crime and disorder problems in the area and implementing the subsequent strategy.

**Single Regeneration Budget (SRB) Partnerships**

2.37 The single Regeneration Budget (SRB) Challenge Fund supports a wide range of regeneration schemes run by local partnerships in England through annual bidding rounds. These partnerships are formed between the private, public and voluntary sectors.

2.38 SRB Challenge Fund support is available for schemes lasting from one to seven years. To date, over 670 schemes have been approved under four rounds of the Challenge Fund. These stand to receive over £3 billion of Challenge Fund money over their lifetime.

2.39 The majority of these schemes include crime prevention and community safety among their objectives. Clearly, relevant SRB Challenge Fund partnerships will have a contribution to make to crime and disorder strategies and their implementation. The equivalent scheme in Wales is the Strategic Development Scheme.

**The Courts**

2.40 It will be very important to ensure that the courts are invited to participate in this work. Magistrates, in particular, have a unique perspective on local crime and disorder problems and will be able to provide valuable insights into these issues.

**Regional Development Agencies**

2.41 The Government plans to create nine new Regional Development Agencies (RDAs) in England. These will be based on the areas of the Government Offices for the Regions. The eight outside London will start work on 1 April 1999, and that in London following the creation of the Greater London Authority.

2.42 The RDAs will be given the role of creating a strategic focus for the work of regional partners. They will have considerable powers to advance economic and social development and regeneration. They will also take over responsibility for administering the SRB Challenge Fund from the Government Offices, although they will continue to work closely with them.

2.43 The approach of the RDAs will be based firmly on partnership. They will ensure that local strategies, such as those on crime and disorder reduction are taken into account in their spending programmes. Crime and disorder reduction partnerships may find it helpful to consult RDAs as they develop and implement their own strategies.

**British Transport Police (BTP)**
2.44 The British Transport Police provides a specialist dedicated police service to the railway industry within England, Scotland and Wales, covering the national railway, London Underground and the Docklands Light Railway. BTP aims to make railways safe and secure and is committed to preventing, detecting and reducing the fear of crime. In areas where there are problems of rail transport related crime, the BTP would be a useful contact.

**Gay and lesbian groups**

2.45 It is absolutely central to the success of the partnerships that they should be seen as credible and inclusive by all sections of the community. It is likely that the Home Secretary will use his powers under section 6(3) of the Crime and Disorder Act to require the police and local authorities to invite the full participation of gay and lesbian groups in the work of the new partnerships. This should do much to ensure that issues of concern to these groups are not overlooked when the audit is conducted and the strategy developed. Seeking the involvement of the gay and lesbian community must be an active process not a passive one. This community is not always visible, and may for historical reasons not find it easy to engage in a dialogue with some of the groups involved in the partnerships; it will not be enough just to write to the local pressure group inviting it to send a representative to a meeting and then thinking that your obligation to this sector of the community is discharged. You must develop creative and flexible ways to break down any barriers which may exist locally, and to encourage full and active engagement in the work by local gay and lesbian people.

**Health and Safety Executive**

2.46 Violence at work, where employees suffer physical assault or verbal threats in the course of their work, can cause both physical and psychological injury. It is both a cause and a consequence of crime. Statistics from the Health and Safety Executive’s (HSE) 1995 Self-reported Working Conditions showed that 6% of men and 8% of women reported being physically assaulted in their current job in the past year. All sizes of organisations are affected with nurses and security workers being most at risk.

2.47 Decisions on health and safety issues are made on a consensus basis through the Health and Safety Commission (HSC) which has a statutory responsibility to advise Ministers. HSC’s executive arm, HSE, and local authority Environmental Health Departments have responsibility for enforcing the Health and Safety at Work etc Act 1974 and its associated regulations in workplaces. Health and safety law requires employers to avoid health and safety risks to their employees, including those that can result from violence at work. Where this is not possible, employers are required to minimise risks so far as is reasonably practicable. Employers also have a legal duty to report to HSE or their local authority all incidents of physical violence which result in a fatality or a specified major injury to employees, or which require them to take more than three days off work.

2.48 To support it in its work, HSE commissions research and publishes guidance for employers on how to prevent violence to staff at work. Where violence at work is an important crime issue for communities, HSE Inspectors can advise on prevention and management strategies. It may be worth bearing in mind their possible contribution both as a source of information and as a potential partner in tackling this type of crime.
2.49 HSE can be contacted through its network of Regional Offices, details of which can be found through HSE’s Infoline, telephone 0541 545500.

**Box 2.24 Environmental Health Departments**

Responsibility for ensuring that employers in the retail, hospitality and commercial sectors comply with their legal duties under the Health and Safety at Work etc Act 1974 rests with Local Authority Environmental Health Departments. Employees in these sectors are at significant risk from violence at work. Where violence at work is a key crime issue in communities, for example where a number of shops in a town are suffering from theft with violence, Environmental Health Officers (EHOs) will be able to advise on prevention and management strategies.

EHOs can be contacted through Local Authority Environmental Health Departments.

**Reporting progress**

2.50 The Act requires a formal report every three years, but we suggest that there will be a need for a more frequent account of the strategy itself, any mid-term modifications made to it (with reasons) and of progress towards achieving objectives - perhaps annually. It need not be a long document or one which is resource intensive to produce but it should be clear and readable, and readily accessible to the local community both physically and in terms of the language it uses. We very strongly urge those concerned locally to ensure that you keep track of who is contributing resources to the partnership, what those resources have been used for, and what they have achieved. This can then be clearly stated in the annual report, and will help to build confidence, both on the part of contributing agencies and of the wider public, that there is effective management, clarity of purpose, and a clear emphasis on results.

2.51 Annual reports might additionally cover:

- details of the partnership itself (eg who is on it and how it is constituted);
- channels of accountability (ie through the audit and through delivery of the strategy);
- future work programme (so that those who may have something to contribute know what is planned); and
- names of key players and contacts.
Chapter 3: EXECUTIVE SUMMARY

This guidance relates to the requirement under the Crime and Disorder Act for local councils and the police to:

- conduct and publish an audit of local crime and disorder problems
- consult locally on the basis of the audit
- set and publish objectives and targets for the reduction of crime and disorder
- monitor progress, and
- repeat the process every three years

The audit of crime and disorder

Points for action:

1. agree on co-operation and roles within the local partnership
2. assemble audit team
3. team to take stock of existing audits and existing data sources and report back
4. team to plan scale of audit in light of (3), and report back
5. team to collect and analyse data and draft report
6. identify targets for action, including ‘hot spots’ and the need for inter-agency actions
7. partnership group to receive, revise and publish report as a basis for formal consultation
8. arrange for appropriate press handling.

The purpose of the audit is to help partnerships set strategic priorities. It is not simply a compendium of all available data on crime and disorder. Conducting the audit will require skilled staff. Those working on the audit need to understand the policy process, and to be able to collect and analyse a range of data on crime and disorder. In some cases technical help may be sought externally, though it is important that the audit is fully understood locally. The first audit may be less elaborate than later ones, but it is important that pressures of time are not used as an excuse for an inadequate audit or for relying on recorded crime alone.

In all cases police data on recorded crime and on calls for service (incident data) will be relevant in analysing the level and distribution of local crime and disorder. The police should also be able to provide data on the characteristics of known local offenders. Within the local authority various departments may have data on the nature, distribution and costs of crime and disorder not available to the police.

Crime and disorder do not happen in isolation. The Government has made a firm commitment to tackle both crime and the causes of crime. The statistical analysis needs to profile the area - in as much detail as possible - in terms of census information, unemployment, truancy, school exclusion, domestic violence, retail crime and general disorder. This analysis will set crime in the context of
other social problems, and inform the strategic approach of the individual agencies as well as the police, the local authority and the partners.

Other statutory agencies required to participate in the partnership, including probation and health, will hold potentially relevant data on offenders, drug misuse, and violence and a variety of other social indicators. The fire service, members of the voluntary and private sectors, and others, may have useful data. It will be useful to begin an audit by assessing the local availability and accessibility of routinely collected robust data, and the scope for improving them.

In addition to using routinely kept records, some authorities may wish directly to collect data on local concerns and preventive priorities. This may be either through specially commissioned surveys or through supplementing surveys already regularly conducted. While one-off surveys will be costly if the work is to be of adequate quality, the lack of relevant surveys may prove an expensive obstacle to progress.

The crime audit needs to provide an overview of problems - including costs where possible - to assess existing responses and to suggest provisional priorities for action. Partnership priority-setting clearly involves value judgements as well as data on problem-patterns.

When the audit identifies hot-spots, more joint work on in depth analysis may be necessary to supplement the audit and to assist in the effective targeting of action.

**Consultation**

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<td>1. Identify persons and bodies who will be consulted</td>
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<td>2. Identify means of consulting local residents</td>
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<td>3. Agree form(s) of consultation</td>
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<td>4. Consult and analyse results</td>
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The aim of consultation is to check that the audit has construed problems accurately, that it does not contain crucial omissions, that provisional strategies are not based on misconceptions about the communities to which they relate, and to canvass opinion about priorities and options. Formal organisations can be consulted through the issue of the audit document and asked for written comments. Existing facilities for consulting informal groups and members of the public, where working well, can be adapted. Special arrangements may be needed in relation to relevant hard to reach groups, such as the homeless and members of the gay and lesbian community, where it may be useful to conduct or commission focus groups. Focus groups may also be useful for tapping victims’ views.
Formulating strategic priorities

Points for action:

1. consider the findings of the audit and the views of local people
2. review relevant strategies and targets of member agencies and related partnerships and change where necessary
3. develop strategies appropriate to the issues identified by the audit
4. agree targets and performance indicators
5. draft strategy document
6. publish strategy
7. arrange for appropriate press handling.

An early decision is needed about the relationship between the crime and disorder strategy and the other plans or strategies of partner agencies. The ideal may be that the former embraces the latter.

A small number of achievable but challenging objectives is preferable to a large number that are unattainable. Targets will help turn plans into reality. Targets need to emphasise outcomes, but should also refer to inputs, processes, and outputs needed to achieve these outcomes. Partnerships are required to publish their strategy, including audit findings, objectives and performance targets. Publication may need careful media management.
INTRODUCTION

3.1 The Crime and Disorder Act imposes responsibilities on local councils and police to:

- conduct and publish an audit of local crime and disorder problems
- consult locally on the basis of the audit
- monitor progress, and
- repeat the process every three years

3.2 The first two responsibilities which the Act imposes - reviewing crime and disorder problems and analysing the results of the review - are closely interwoven; the police and local authorities may find it best to plan work here as a single process, and may wish to publish the results in a single ‘audit report’ under Section 7(2)c. This approach is adopted here. Topics in this chapter are:

- preparing and publishing the audit of crime and disorder
- consultation
- formulating and publishing a strategy, with specified objectives and targets

3.3 The overall aims of Sections 6 and 7 of the Act are to ensure that responsible local authorities:

- develop cogent crime reduction strategies
- which enjoy broad-based public support
- and which are put into practice.

3.4 The process of auditing crime and disorder is nothing more than a means to these ends. Though more detailed guidance is given below on strategy development, it may be useful to sketch out at this stage what a crime and disorder strategy might look like. This should help give the reader a better sense of the work to be done by the audit. A strategy is a formalised statement of what an organisation or partnership is trying to achieve in a specified field. It will typically comprise:

- a statement of purpose or summary of key aims
- a limited number of strategic priorities or objectives
- the allocation of responsibility within or between organisations for these objectives
- the setting of targets for those on whom responsibility has been placed.

3.5 An audit will be of value in strategy development only if it helps in the identification of strategic priorities, and in the supporting process of target-setting.

3.6 There is a growing body of knowledge about organising for crime reduction work. This guide draws on three main sources: the experience of crime prevention work within police forces; that of community safety partnerships set up in the wake of the Morgan Report; and work on Safer Cities programmes. Some of the guidance offered here may seem to state the perfectly obvious to those who are already experienced. This is inevitable in guidance of this kind. Local authorities, and the communities within them, vary widely by size, the degree and nature of their crime and disorder
problems, and by existing provision for partnership responses to the issues involved. The Crime and Disorder Act will prompt the start of serious multi-agency work in a few areas, will merely place existing work in a statutory framework in others, and for a third group it will provide an occasion to review and build on promising foundations. It is hoped that this guidance will have something helpful to say to all.

3.7 Only limited advice is offered here about the division of labour between partners in preparing the initial audit and the final strategy. At all stages in the process there is room for close collaboration between police, council and other partners and joint working is preferable to one or other agency taking on the task in its entirety. As in any joint working, however, it is essential to be clear about where lead responsibility is placed for any specific piece of work. More detailed advice on structures is offered elsewhere in this guidance.
The three year strategy cycle specified by the Crime and Disorder Act

Stage 1
Carry out audit

Section 7(2)a: review levels and patterns of crime and disorder in the area.

Sections 7(2)b and 7(2)c: analyse the results of review and publish analysis.

Stage 2
Consultation

Section (7(2)d: consult with those specified by the Home Secretary by virtue of Section 6(3), other appropriate people and bodies, and with the public.

Stage 3
Develop strategy

Section 7(1), 7(4) and 7(5): develop and publish 3-year strategy including objectives and targets.

Stage 4
Implement and monitor

Section 7(6): implement strategy and monitor adjusting objectives and targets as necessary.

Section 17 of the Crime and Disorder Act imposes a further general duty on local authorities to take account of the impact of all areas of their work on crime and disorder.
## Timescales for the three-year cycle

<table>
<thead>
<tr>
<th>Function</th>
<th>Time needed</th>
<th>Tasks involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preliminary planning</td>
<td>3-10 weeks</td>
<td>Assemble audit team</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Invite tenders and let contracts as needed</td>
</tr>
<tr>
<td>Mount audit and review</td>
<td>3-6 months</td>
<td>Review data sources and previous audits</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Assemble existing statistics</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Special data collection exercises eg.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Surveys to take account of local views</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Analyse data</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Review existing preventive strategies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Identify priorities for action</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Prepare report of audit and review</td>
</tr>
<tr>
<td>Publish report and consult</td>
<td>3 months</td>
<td>Get report to print</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Arrange for publication, press handling</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Issue to consultees</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Arrange public meetings</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Collate responses and assess</td>
</tr>
<tr>
<td>Finalise and publish strategy</td>
<td>2 months</td>
<td>Revise priorities in light of consultation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Set objectives and targets</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Draw up strategy document</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Get document to print</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Arrange for publication, press handling</td>
</tr>
<tr>
<td>Monitoring and evaluation</td>
<td>ongoing</td>
<td>Draw up monitoring and evaluation strategy</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Put in place monitoring arrangements</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Decide what needs detailed evaluation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Establish baseline data</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Collect follow up data</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Assess results</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Publish as necessary</td>
</tr>
</tbody>
</table>

Areas which make a late start in mounting their first audit will obviously have to trim their timetables to meet the April 1999 deadline for publishing their strategies.

### Defining terms

3.8 This guidance makes frequent use of the term “crime reduction”. This is intended to embrace rather than exclude disorder, and “crime reduction strategy” can be regarded as a synonym for a community safety strategy. The emphasis on crime reduction is intended to make clear the ambitions of the partnership in creating communities which are really safe and healthy.
3.9 There is no single right way to describe organisations and their management. There is a burgeoning management literature, in which different terms are used interchangeably and the same terms are used in different ways. Groups of semi-overlapping terms include:

- aims, objectives, purposes and goals
- costs and inputs
- processes, functions and activities
- outputs, outcomes and impact
- targets, performance indicators and outcome measures
- research, evaluation, validation and monitoring.

3.10 The choice of terms used in this guide is inevitably arbitrary. In offering definitions (see below) we have tried to be consistent with usage elsewhere within the criminal justice system. It is hoped that simply bringing some consistency of terminology may be of value to crime reduction work.
**Key concepts**

<table>
<thead>
<tr>
<th>Aims</th>
<th>the results that you want to achieve through a programme, stated in general terms - eg “to reduce crime and disorder”.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objectives:</td>
<td>objectives are aims restated in more specific and concrete terms - eg “to reduce residential burglary in the district by 20% by the year 2000.”</td>
</tr>
<tr>
<td>Inputs:</td>
<td>the resources, defined in terms of cash or staff, invested in a programme.</td>
</tr>
<tr>
<td>Processes</td>
<td>the way in which production is organised - the activities performed by the organisation to transform inputs into outputs.</td>
</tr>
<tr>
<td>Outputs:</td>
<td>the products of the programme, narrowly defined in terms of what the organisation has done.</td>
</tr>
<tr>
<td>Impact:</td>
<td>the attributable outcome of a programme, as measured against its objectives.</td>
</tr>
<tr>
<td>Outcomes:</td>
<td>the broader consequences of the programme’s outputs</td>
</tr>
<tr>
<td>Monitoring:</td>
<td>keeping track of inputs, processes, and the problems they are addressing.</td>
</tr>
<tr>
<td>Evaluation:</td>
<td>finding out whether the programme is achieving its objectives.</td>
</tr>
<tr>
<td>Performance Indicators:</td>
<td>statistics used to measure outputs and outcomes.</td>
</tr>
<tr>
<td>Output measures:</td>
<td>the performance indicators used to measure outputs</td>
</tr>
<tr>
<td>Outcome measures:</td>
<td>the performance indicators used to measure outcomes</td>
</tr>
<tr>
<td>Targets:</td>
<td>planned inputs, outputs and outcomes for a programme, expressed as input, output and outcome measures.</td>
</tr>
</tbody>
</table>
THE AUDIT PROCESS: AUDITING, CONSULTING AND STRATEGY SETTING

3.11. Facts never speak for themselves. A compendium of tables tells us nothing on its own: interpretation is always required. The audit should capture realistically the patterns of crime and disorder experienced within the local community. It should also analyse them in ways which will inform the development of an effective, targeted strategy. An exhaustive and exhausting statement of everything that can be known about crime problems in a local area will be unhelpful. The same level of detail in analysis will not be needed across the whole authority and for all issues. A two tier approach is suggested. An initial examination of the main crime and disorder patterns can be followed by more detailed data collection and analysis in relation to major local problems and especially difficult sub-areas within the authority. The audit is, essentially, a piece of policy analysis, which must be solidly based in the reality of local crime and disorder and associated social problems.

Purposes

3.12 The purpose of the audit is to help set strategic priorities. These need to be complementary to the strategies for tackling related issues such as drug misuse. Local policing plans and police force objectives, local authority plans, probation strategies and those of the local Youth Offending Team and Drug Action Team will need to take account of the audit. While the local crime reduction strategy will need to be complementary to those documents, it must be uncompromisingly based on the outcome of the audit. Box 3.1 identifies other related partnership groups.

3.13 Audits can:

- assess available information - and gaps in information - about crime and disorder
- map patterns of crime and disorder (e.g. crime mix, levels, trends, costs, hotspots)
- benchmark local problems and provide baselines for future evaluation
- identify and prioritise significant local crime and disorder problems
- assess existing provision to deal with problems
- highlight gaps, over-provision, needs and opportunities for crime reduction
- provide options for targets and strategies
### Box 3.1 Related partnership groups

<table>
<thead>
<tr>
<th>Group</th>
<th>level</th>
<th>Core partner agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drug Action Team services,</td>
<td>Chief exec/Chief officer</td>
<td>Health authority, social education, police, probation</td>
</tr>
<tr>
<td>Drug Reference Group</td>
<td>Manager/commissioner/practitioner</td>
<td>Health authority, social services, education, police, probation</td>
</tr>
<tr>
<td>Youth Offending Team</td>
<td>Chief officer/manager/commissioner/</td>
<td>Social services, probation, education, police, health</td>
</tr>
<tr>
<td></td>
<td>practitioner</td>
<td></td>
</tr>
<tr>
<td>Child Protection</td>
<td>Manager/practitioner</td>
<td>Social services, police, health Committee authority, education</td>
</tr>
<tr>
<td>Regeneration Group</td>
<td>Chief officer/manager/practitioner</td>
<td>Housing, planning, social services, police</td>
</tr>
<tr>
<td>SRB Partnership</td>
<td>Chief officer/manager/practitioner</td>
<td>Housing, planning, social services, police, voluntary/private sector</td>
</tr>
<tr>
<td>Education or Health Action Programmes</td>
<td>Chief officer/manager/practitioner</td>
<td>Education/health authorities</td>
</tr>
</tbody>
</table>

Partnership groups can make heavy demands on the time of senior managers, and efficient ways need to be found for meeting these demands. One option is to consolidate the various groups into a small number of multi-purpose Chief Officer or manager/practitioner groups. Another is to ensure that cognate groups share secretariats. Further advice is given in Chapter 2.

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**Who should conduct the audit?**

3.14 There may be scope for contracting out some elements of the audit, especially those concerned with data collection and analysis, but it is vital for the police and local authority to be involved in the process and to share joint ownership of the outcome (see Box 3.2). Some specialist consultants and researchers have considerable experience of auditing crime and disorder problems. In particular, Crime Concern and NACRO have considerable experience of working with local agencies through the Safer Cities programme, and the Home Office is keen to see their knowledge and expertise used to good effect. They would strengthen the audit team substantially, although their involvement is not inconsistent with the use of the internal capacity of police and local authority organisations which can assist in achieving continuity. Indeed, developing internal skills in auditing local crime and disorder has a number of advantages.:
• the partnership will need to track developments between major audits and to do so will require similar data collection practices and analytic skills
• local agencies will be familiar with the local institutions and communities, and will thus be well able to interrogate data intelligently
• the greater the involvement of partner agencies in the audit, the more that the partnership will feel “ownership” of the results
• the quality of some externally contracted audits to date is variable and sometimes poor.

**Box 3.2 Using outside contractors**

The community safety ‘market place’ has grown rapidly over the last decade. Consultants can be brought in from several sources:

- bodies like Crime Concern and NACRO, with special interest and direct experience in crime reduction
- the Safe Neighbourhoods Unit and independent research institutes.
- university consultants and researchers
- management consultants, survey companies, freelance researchers

It is important to be clear to all participants whether an individual or organisation is being brought in to provide general and wide-ranging support of the sort that Crime Concern and NACRO can offer or to take on only a specific role, such as a survey.

Consultants can be used for various purposes, requiring different levels and types of skill:

- data collection
- data analysis
- organising consultation exercises
- strategy development
- advice and guidance on the processes of auditing, consultation and strategy development

Some Safer Cities partnerships used outside consultancy poorly. They brought consultants in with the wrong skills for the job, or with less skills than claimed. It is essential to identify the core skills required of the consultant before finding possible providers, and to check the credentials of those who seem plausible. Anyone who is offered a major contract should have a proven track record and a list of satisfied customers to prove it.

**Assembling and managing the audit team**

3.15 Audits need to be directly managed by staff of sufficient seniority to carry credibility within and outside their own agencies. Depending on the overall structure of the partnership body, the responsible authorities may need to establish a steering group to oversee the audit and a working group to take the work forward. One approach which has proved successful with Safer Cities programmes is to have a small core steering group comprising the police, local authority and other agencies which are centrally involved. The steering group sets up different working groups for particular tasks, reflecting the fact that the skills needed to mount an audit are different from those
needed to manage a consultation exercise or develop strategic priorities. These report to the main steering group as required. Safer Cities experience suggests that a member of the steering group should lead and oversee each working group. This helps make sure the job gets done well and on time. Audits without strong management have tended to experience delays.

3.16 Competencies needed within the audit team include:
- skills and experience in data-collection and analysis (possibly supplied by contractors)
- a sound knowledge of crime reduction and community safety issues
- the managerial skills to oversee a complex task
- the ability to communicate effectively with senior officers
- an understanding of the policy process and experience in policy analysis
- skills and knowledge relating to strategy development
- an ability to present the results of the audit attractively and accessibly.

3.17 In most cases, a team will have to be assembled. The police have a crucial part to play here: their long experience in analysing crime data for their own operational purposes needs to be harnessed for the partnership. Local authority staff also will have a crucial part to play given their long experience of analysing social and economic data. Staff training will be required, especially where technical work is done in-house. Separate guidance on training issues is being issued, and joint training will be essential.

Pre-existing sources of data

3.18 A good audit will present information on the levels and patterns of crime and disorder, on the nature of offenders, on crime settings, on the impact of crime and on the characteristics of victims. The key sources of data will include statistics of crimes recorded by the police and arrest data, while probation and social services statistics will help describe attributes of local offenders. Health authority statistics on woundings and on drug use may also prove useful. Confidentiality issues should not be an obstacle to sharing such data - see separate guidance on this issue, making it clear that relevant data can be pooled.

3.19 One source of information which is likely to become of increasing importance is the database held by each police force on calls for service. These include not only reports of crime, but calls for police assistance in dealing with sub-criminal and non-criminal incidents. The databases are a rich and largely untapped source of information about problems of disorder. Other possible data-sets which may prove useful for audits include: housing data on vandalism, anti-social behaviour and evictions; education data on exclusions and truancy; social service data on vulnerable persons; and environmental health data on noise complaints, and other anti-social behaviour.

3.20 It will be important, in particular where there appear to be more serious problems requiring attention, that other social and economic factors - down to the very local level - should be included to give context to the information related more specifically to Crime and Disorder. These might include, for example, data on truancy, school exclusion, and unemployment.

3.21 There are several potential data sources routinely generated by the work of partner agencies, and an audit will need to review and make use of what is already available locally. Annex
A, at the end of this note, shows a wide range of data sources that might, in principle, be called upon in conducting an audit, summarising their strengths and weaknesses. In some places only a very limited subset of them will be available, either because the data are not kept or because agencies are reluctant to provide them; here plans to remedy shortcomings will be needed. Considerable efforts are being made across Government to overcome such problems. In the age of new technology it should not be impossible to obtain data in a form which reflects appropriate geographical units, such as wards, or an even more local level - such as the small enumeration districts used for census information - and many local authorities have considerable experience in handling these data. It may take some time to assemble analysable data and to agree protocols for their use by the partnership, see Chapter 5 for further details.

3.22 Where it is anticipated that organisations will be asked for information, letting them know as soon as possible what is required will help them make arrangements for the timely provision of what is needed.

3.23 In some cases, in addition to primary data analysis audits may be able to draw on relevant local analyses that have recently been undertaken.

Box 3.3 Some common data problems

Data quality
One of the main problems in data analysis is that information has not been input as intended. Data fields are left empty, or data are input into wrong fields, or incorrectly entered. An analysis of recorded crime data in a London borough found that as few as 15% of addresses in crime reports were usable without correction by geo-coding systems. The solution to such problems lies partly in training, and partly in designing systems to minimise errors (e.g. building in procedures to validate input.)

Inability to manipulate data
Until recently it has often proved technically difficult to exchange data between computer systems. Whilst these problems are being rapidly overcome, many agencies can still mount only limited analysis of the databases which their work generates. For example, few police forces are able to do complex analysis of data on calls for service.

Conceptually simple processes can be technically complex to measure. Repeat victimisation is the best example: crime databases have to be searched for records which match on grid-reference or name or address (or combinations of these). This is still beyond the capability of many systems.

Data which are not organised according the required categories
This can be a problem in analysing databases for partnerships whose partners do not share boundaries. For example, crime data may be needed by ward, and the police may organise data only by police beat. One solution is to use geographical information systems (GIS): provided that all (or most) data records include addresses, these can be given grid-references and then mapped. This allows beat data to be re-aggregated by appropriate spatial unit, for example ward or parish.

3.24 Agencies collect data for their own purposes. Methods have not generally been designed to contribute to a crime audit. Thus, some adaptation will be needed. All data sources on crime and
disorder have weaknesses, some of which are described in Box 3.3. This does not mean that they are unusable, but their limitations should be borne in mind during analysis. Nor should it be assumed that because something cannot readily be quantified, it does not exist. Racial harassment, domestic violence, retail crime and commercial fraud are just four examples of potentially serious types of crime for which adequate data may not be readily available. Nevertheless, alternative sources of data can often be found - statistics from local helplines, for example, or from hospital accident and emergency databases.

3.25 An important product of the initial audit should be the development of an information strategy for the partnership, which identifies gaps in agency statistics about crime and disorder and ways of filling these gaps with a minimum of delay.

*Analysing data for the audit*

3.26 Simply warehousing vast amounts of data of variable quality across the whole local authority will be unhelpful and does not constitute an audit. Data have to be *analysed*; analysis involves selectivity, in identifying the salient or important findings. Experience suggests that it is worth tackling the task in two stages. First, easily available data should be interrogated to identify which are the key problems. Second, these problems should be investigated in greater depth, using a wider range of data sources.

3.27 Good practice in analysing crime and disorder problems includes:

- limiting the number of crime and disorder categories used in the initial analysis
- estimating rates of major crime categories by ward or beat, using appropriate denominators
- using local (and national) benchmarks to assess and prioritise problems
- taking account of the seasonal fluctuations of crime and disorder (analysis covering short periods can mislead)
- mapping hotspots as accurately as possible, using Geographical Information Systems (GISs)
- analysing patterns of repeat victimisation
- analysing crime by type of victim
- identifying areas with high densities of offenders
- using Census data and other information to provide a context for diagnosing causes
- gauging the costs of crime, and where possible the cost-effectiveness of prevention
- not assuming correlation means causation.

Box 3.4 gives some examples of ways in which data can be analysed usefully.
Box 3.4 Some ways of analysing patterns of crime and disorder

Incidents, victims and offenders

Offenders do not always commit crime in their own neighbourhood. Individuals are often victimised when away from their own homes. Incidents can occur in locations where neither victims nor offenders live. It is helpful to map patterns of, and relationships between incidents, victims and offenders. This will make it easier to understand how crime patterns are produced and where interventions are most likely to yield significant benefits. There will be varying incident, victim, offender patterns according to area and crime type. Moreover, geographical patterns of offending will not necessarily reflect pre-determined boundaries.

Incidence, prevalence and concentration

Crime patterns can usefully be decomposed into incidence, prevalence and concentration. Incidence describes the number of incidents in a given area. Prevalence describes the number of victims in a given area. Concentration describes the average number of incidents per victim in a given area. The three terms are clearly related: prevalence multiplied by concentration gives us incidence. High levels of concentration (now very often found) suggest ways of targeting resources on the most vulnerable, which is also most likely to produce significant reductions in overall crime rates.

Time, place and movement

Offences occur when likely offenders meet suitable targets in a conducive environment without anyone else there effectively to defend the victim, or dissuade the offender. Their patterning is, thus, a function of the spatio-temporal distribution and movement of offenders, victims and those in a position to stand between them. Prevention occurs through keeping likely offenders and victims apart, allocating protection where and when it is most needed, making victims less attractive to prospective offenders, or by lessening offender motivation or predisposition. Analysis of incident patterns by reference to time, place and movement of victim and offender will help partnerships decide what will have most purchase on problems, and where, when, and in relation to whom it is most needed.

Households, persons and areas

Raw crime figures need to be converted to standardised rates to compare levels of crime problem. Different offences require differing denominators. Assaults may be looked at in terms of number per 1,000 individuals. Domestic burglary can be measured in terms of numbers per 1,000 households. Commercial burglary is better looked at in terms of number per 1,000 businesses (though identifying the number of businesses in an area can be very difficult). Car crimes may be best looked at in terms of number per hectare.

Signs, sights and measurements

‘Unobtrusive measures’ may be useful in analysing patterns of incivility and frequently unreported or unrecorded crime: heaps of toughened glass can show where cars have been broken into; rates in infective hepatitis can indicate amounts of drug use by injection; accident and emergency visits for stabbings and ‘falls’ can act as an indicator for violence; rates of replacement windows and doors in schools, local authority homes etc can be an indicator of burglary and criminal damage; the location and contents of rubbish bins will give an indication of drinking patterns, etc. Moreover, soft data - notably from beat officers with close contact with their areas - can be invaluable for filling out...
recorded data; they will often be sensitive to changes in local communities and the nature and pattern of emerging problems.

Criminals, targets and crime methods

Knowing the attributes of high-rate offenders and victims can help target preventive measures. In the case of offenders: sex, age, address, family background, experience of care, offending careers, drug-taking habits, crime method and whether mentally disordered are all important. In the case of individual and household victims: sex, age, address, household composition, time and place of incident, losses incurred, and crime method can all be informative. In the case of institutional/organisational victim: type organisation or business, size of business, address, losses, time and place of incident, and crime method can all be useful. These data need to be kept in standardised forms if informative aggregate crime and disorder patterns are to be analysed.

3.28 Geographical Information Systems (GISs) are a useful technique both for analysing and displaying data. Provided that data records contain accurate addresses, GISs can grid-reference these records and then display them on a map. Mapped information is much more readily understandable than tables of statistics, and will engage people much more readily. Box 3.5 describes GISs in more detail.

Box 3.5 Geographical Information Systems (GISs)

One of the main difficulties in getting crime partnerships to work effectively is that busy senior managers of large local authority departments find it difficult to assess the scale of crime problems and to identify the most promising strategies for addressing them. The available data tend not to paint a graphic picture of the nature of crime and disorder. Obstacles include:

- technical difficulties analysing crime statistics by local authority boundaries such as wards
- limitations in producing information which is both accessible and sufficiently comprehensive
- problems in producing contextual information which helps to explain crime patterns.

GISs provide an increasingly easy means of tackling the problems. Provided that the police maintain crime and disorder data with accurate addresses, these can be grid-references and displayed in map format. The advantage of this is that a great deal of information on crime levels, trends and hotspots can be conveyed very efficiently. It can also be combined with other information - for example, Census data, and statistics from health or local authority departments. Appropriate hardware and software often already exists within either the police force or the local authority.

What is needed for effective crime mapping

| Hardware: | High specification Pentium PC |
| Software: | Mapinfo or similar, SPSS, software to tidy crime data to BS7666, geocode it and maintain gazetteer (eg Omnidata™), software to identify hotspots. |
| Databases: | Ordnance Survey mapping data and geocoded gazetteer such as Addresspoint. OS supplies data including Addresspoint to local authorities and many police forces under Service Level Agreements which allow unlimited |
corporate use by the SLA signatory. Some local authorities have their own gazetteers which are more accurate than Addresspoint.

Analytic skills: Simple analyses can be produced fairly easily once suitable hardware, software and databases are in place. In-house staff may require substantial training and experience before they mount highly complex or imaginative work.

Ensuring data quality: In the long term, there needs to be an effective system for ensuring data quality at the input stage. Ideally, data need to be formatted according to an agreed standard (eg BS7666), and cleaned and corrected at the point of input.

Specially collected data: sample surveys and focus groups

3.29 One option for getting information about people’s experience of crime and disorder and their priorities for tackling these problems is to ask them directly. This can be done through population surveys, or through focus groups and similar techniques. For example, local surveys can be carried out to measure the extent of crime - along the lines of the biennial British Crime Survey - and they are the only effective way of measuring fear of crime. They can also be used - with some qualifications discussed below - for assessing what people regard as preventive priorities.

3.30 Surveys can be expensive. Done well, they will yield rich, valid and useful data. Done poorly, they can easily mislead. In relation to crime measurement, their main advantage is that they include unreported crime; their main disadvantage is that affordable sample sizes yield results which are imprecise. Very large samples will be needed for robust findings about differences between small areas of an authority, and for valid comparisons to be made about changes in levels of crime over time. Surveys are not very good at measuring sensitive crimes, such as sexual assault and domestic violence. They are often the best means of assessing the extent of crimes committed against businesses and other organisations, though there can be technical problems in drawing representative samples and in attaining adequate response rates.

3.31 The advantage of surveys in relation to public priorities for prevention is that they reach the public directly. Their disadvantage is that people may be poorly informed about community safety issues and may not have thought hard about community safety priorities. The result is that their responses to the survey questions may bear little relationship to their considered views. For all their apparent responsiveness, surveys of this sort can paint a substantially distorted picture of public opinion.

3.32 Boxes 3.6, 3.7 and 3.8 deal respectively with the precision of sample surveys, their costs and questionnaire design.

Box 3.6 Sources of error in surveys

Surveys may be conducted not only as part of the audit, but also for consultation and evaluation purposes. It can be tempting to conclude that surveys provide a quick and easy way of collecting
robust data. They are, however, not without their difficulties, should not be embarked on lightly and will require advice from experienced researchers if misleading conclusions are to be avoided.

A sample is a small-scale representation of the population from which it is drawn. Survey estimates are subject to imprecision because of both sampling and non-sampling error. Assuming that a sample has been selected completely at random from the population under examination, the ‘sampling error’ of a survey estimate can readily be calculated. The column below listing confidence levels shows the range within which the ‘true’ value of the estimated statistic will actually fall. The expression “20% ± 3.6%” means that the chances are 95 out of a hundred that the true value falls between 16.4% and 23.6%.

<table>
<thead>
<tr>
<th>sample size</th>
<th>sample estimate</th>
<th>95% confidence limits</th>
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</thead>
<tbody>
<tr>
<td>500</td>
<td>40% worried about burglary</td>
<td>± 4.4%</td>
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<td>1,000</td>
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<td>± 3.1%</td>
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<tr>
<td>2,000</td>
<td></td>
<td>± 0.2%</td>
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<tr>
<td>500</td>
<td>20% of households victim of crime</td>
<td>± 3.6%</td>
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<tr>
<td>1,000</td>
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<td>± 2.5%</td>
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<td>2,000</td>
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<td>± 1.8%</td>
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<tr>
<td>500</td>
<td>5% burgled last year</td>
<td>± 1.9%</td>
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<tr>
<td>1,000</td>
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<td>± 1.4%</td>
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<td>2,000</td>
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Usually, samples are not selected from the population completely at random: stratified sampling techniques are used because they are cheaper. Clusters of people are selected (e.g. electoral wards or postal sectors), and then individuals are randomly selected from each cluster. In general, clustering increases the sampling error but reduces survey costs. A heavily clustered sample might result in sampling errors 50% - 100% larger than those illustrated above.

Whilst sampling error can be calculated, non-sampling errors can only be guessed at. There are many sources of non-sampling error, including:

- inaccurate sampling frames
- low response rates, especially likely in high crime/disorder areas
- poor questionnaire design
- interviewer bias
- respondent fatigue from a long questionnaire

The confidence limits of surveys of representative samples may not be much of a problem in determining broad patterns in a local area, and may help prioritise problems. They are of more consequence where subsets of respondents are compared or where the results of one sweep are compared with another; with small sample sizes large differences will be required to be confident that there are real, statistically significant differences.
It is a common error to believe that sample size is all that matters. Very large but unrepresentative samples (or samples whose representativeness cannot be estimated), for example from self-completion surveys printed in newspapers, may at first sight produce impressive-looking findings. They are, however, of very little real value.
**Box 3.7 Survey methods and costs**

The cost of a survey is determined largely by six factors:

- the need for development work
- the modality: face-to-face vs. phone vs. self-completion (postal)
- the sampling strategy: probability sample vs. quota sample
- the interview length
- the complexity of analysis and the detail of any reports
- sample size

In general, face-to-face interviews give better response rates and better data quality than phone or self-completion surveys. Probability samples are much better than quota samples in yielding representative samples, but the added expense in locating named individuals (or at least individuals at named addresses) is significant.

**Costs of surveys**

The following illustrate the range of costs for survey work. VAT is not included; commercial companies charge VAT, but universities and not-for-profit bodies are currently exempt.

- Probability sample of 1,000 completed interviews. Face-to-face interviews, average 45 minutes per interview. Response rate of 75%. Questionnaire developed and piloted from scratch. Detailed report. **Cost: £30,000 - £50,000**

- Quota sample of 1,000 completed interviews. Face-to-face interviews, average 20 minutes per interview. Questionnaire developed and piloted from scratch. Short report. **Cost: £15,000 - £35,000.**

- Probability sample of 1,000 completed interviews. Face-to-face interviews, average 20 minutes per interview. Response rate of 70%. Questionnaire developed by client. Analysis and report-writing done by client. **Cost: £10,000 - £15,000**

- Postal/self completion questionnaire: These are much cheaper than other forms of data collection, but response rates are typically very low and this raises serious questions about the representativeness of the respondents.

- It may be possible to save on costs where questions can be added to competent surveys being undertaken for other purposes, for example by the local authority.

**Box 3.8 Designing questions for community safety surveys: some health warnings!**

Framing survey questions is as much an art as a science. The following are worth remembering:

- respondents will give an answer of some sort to the most meaningless of questions
- they won’t allow ignorance to stand in the way of a reply
• they are Utopian, favouring better public services and less taxation simultaneously
• and they are fearless in their support of socially acceptable positions.

Whilst it is easy enough to recognise leading or biased questions, it is hard to specify rules which ensure that questions never signal the ‘right’ answer to respondents. One safe and economical strategy is build on the work of respectable researchers and survey companies. This means that questions have probably been properly piloted. Equally important, it means that there may be national benchmark data against which to set local results. The British Crime Survey (BCS) provides a good data-bank of questions about attitudes to crime and criminal justice, and borrowing questions is unlikely to raise any copyright issues.

Care also needed to be taken about the ordering and context of survey questions. If respondents are sensitised to issues, this will affect their responses. For example, measures of fear of crime will probably be higher if they are located immediately after a long section asking people about their experiences as victims.

3.33 Focus groups, described in Box 3.9, are an increasingly popular method for tapping public views. Their strength is that they can capture the subtlety and complexity of people’s views, and can point to the underlying dynamics which shape attitudes. Face-to-face consultation can also be an effective way of getting a better feel for people’s concerns about crime and disorder. However, neither approach can provide any reliable guide to the balance between different viewpoints. Nor can they yield firm information on trends - unless the same panel of respondents is convened at several different times, and asked how they see developments in crime and disorder.

**Box 3.9 Focus groups**

Like surveys, focus groups can be used at both the audit and consultation stages. At the audit stage they may be valuable for finding out about the crime concerns and experiences of those sections of the population which might not otherwise come to the attention of agencies, and who may also be difficult to reach through sample surveys.

Focus groups comprise six to ten people drawn from the relevant target population. They can be thought of as structured discussions. They normally last about 90 minutes. Participants may be asked to do some preparation - in this case, perhaps read some background statistical material and think about their experience and priorities. Financial incentives and expenses are sometimes provided for participants, for the time they spend at the meetings and in preparing for them.

It may be advisable to use professional third parties to carry them out. Police or local authority officers may lack the skills or experience to conduct them; and their presence may invite distorted reactions. In any case an atmosphere must be created and maintained where members of focus groups can honestly express their views, feel able to be critical of the council and the police, and do not feel constrained to speak with one voice.

Selecting members of focus groups can be difficult. It is important, however, not to hand pick those whose views will be most welcome. What is wanted is a cross section of relevant individuals who will be capable of understanding and discussing the audit and issues relevant to it.
Where at all possible, it is advisable to transcribe the focus group discussions and to code the discussion, in order to avoid selective interpretation of what was said.

Properly conducted, focus groups can cost almost as much as surveys. For example, ten focus groups mounted by competent professional companies might cost between £10,000 and £20,000, depending on the extent of analysis and transcription, and on the nature of the report.

Developing priorities: from description to prescription

3.34 The point of an audit is to help set strategic priorities. Whilst differentiating clearly between the two, a good audit will move beyond the description of problems to judgements about which of them are especially deserving of action. In other words, it will lay the foundations for priority setting. It should not pre-empt decisions about strategic priorities, but it should provide the basis on which these decisions can be made.

3.35 Judging the relative severity of crime and disorder problems is obviously a value-laden, political, process, but an audit can test these problems against relevant yardsticks. Crime types can be compared by:

- volume
- rates
- rates and trends relative to the national or regional average
- trend and rate of growth
- impact on victims, including cost
- impact on the wider community (including fear of crime and its impact on social and economic behaviour).

3.36 It is important that the audit should articulate the various criteria against which problems can be assessed, and show how different problems actually measure up against these criteria. Without this information, the responsible authorities and their partners will find it difficult to identify strategic priorities, and most of those whom they consult will find it almost impossible to express an informed and considered view. An audit should also aim to identify sensible options for tackling those problems which emerge as most pressing.

3.37 Repeat Victimisation warrants particular attention: research has shown enormous potential for reducing crime if repeat victimisation is a target for action - but the first step is accurate local information.

Reviewing existing crime reduction work

3.38 A good audit will do its best to summarise and assess how resources are currently devoted to crime reduction. Some basic expenditure data are readily obtainable: police and probation budgets, for example. Rough estimates of the total local spend on criminal justice can be extrapolated from national figures. Apportioning council expenditure may be harder. Some
community safety work will already be occurring in all authorities, and some councils may routinely be considering community safety implications in their policy-making. Other councils will be much lower on the learning curve.

3.39 In the light of examination of patterns of crime and disorder, an audit should review existing work to see whether there are unmet needs, to establish the scope for reallocating efforts, and to look to opportunities for contributions from partners either in special projects or by modifying their routine practices and methods of service delivery.

Writing up and publishing the audit

3.40 The results of the audit should be published as an accessible consultation document. There will clearly be a need for a readily digestible document (perhaps 10 to 20 pages long), along the lines indicated in Box 3.10. There may also be a case for publishing or making available fuller or supplementary reports upon which the shorter one is based. Such supplementary reports will be useful to decision makers in the relevant agencies who will need to work together to share understanding and ‘ownership’ of the analysis.

<table>
<thead>
<tr>
<th>Box 3.10 Content of short audit report</th>
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<tr>
<td>The short report should summarise major findings, highlight needs and provide evidence-based options for taking a strategy forward - or at least identify the problems most deserving of action. It should neither be a catalogue of indigestible statistical tables nor a set of unsubstantiated conclusions about what their crime problems are and how they should be addressed. Possible section headings and contents are set out below.</td>
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3.41 In publishing the audit, there are important considerations about management of the media. Crime and disorder attract media attention. This represents both an opportunity and a risk. Good publicity will arouse interest in the consultation phase, and in the subsequent strategy. Lurid publicity
may stimulate fear of crime and disempower communities. The report itself needs to be written in a way which reduces the risk of misrepresentation and selective reporting, and it may be worth investing considerable effort in its launch.

3.42 Box 3.11 is an attempt to summarise the differing levels at which an audit could be mounted. Where ‘minimum’ and ‘full’ rows are both ticked, this indicates that analyses may be conducted at varying levels of sophistication. All audits should cover the tasks ticked in the ‘minimum’ column; some will have the resources and skills to mount more elaborate audits. For the first audit, there will be few if any authorities where it will be possible to complete all the tasks ticked in the ‘full’ column. Building the capacity to do so in the future should certainly be a priority. Where authorities succeed in meeting only the minimum standard in the first audit, they should develop the work after April 1999, so that the first audit has been fully upgraded by April 2000 and strategies adjusted in the light of the additional analysis. The second audit should be planned for completion by April 2002.
### Box 3.11 Audit check list

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**Review existing data sources and identify those to be used for current audit**

**Assess/review the reliability of data-sets to be used**

**Tabulate, and preferably map distribution of crime incidence rates (overall and by type) by chosen geographical units of analysis**

**Tabulate, and preferably map distribution of rates of incidents of disorder by chosen geographical units of analysis**

**Tabulate, and preferably map distribution of crime victimisation prevalence, incidence and concentration rates by chosen geographical units of analysis, overall, and by type of offence**

**Tabulate, and preferably map distribution of known offender-residence rates by chosen geographical units of analysis**

**Mount detailed crime pattern analysis using techniques such as hot spot mapping**

**Where possible, show temporal distribution of incidents by time of day, day of week and month**

**Setting the relevant, regional and county national benchmark rates at 100, index the authority incidence rates overall and for separate offence types**

**Setting the overall relevant authority rates at 100, index and rank incidence, victimisation, offender and disorder rates by chosen geographical units of analysis**

**Identify areas with locally high rates for further analysis, paying particular attention to those with consistently high rates, and those relating to more significant crimes in terms of volume, cost or seriousness**

**Identify existing crime and disorder efforts and expenditure and examine correspondence with spatio-temporal distribution and apparent sources of crime and disorder problems**

**Note apparent over-provision, under-provision and misdirected provision**

**Estimate costs of differing types of crime and disorder problem to the criminal justice system and to victims, and their impact on social and economic life.**

**Mount comprehensive cost-benefit analysis of different approaches to tackling priority issues**

**Note shortcomings in local data for adequately identifying distribution of local crime and disorder problems**

**Formulate draft strategy for making good critical data shortfalls**

**Formulate draft priority problems and strategy for addressing them**

**Write summary public consultation paper, providing rationale for draft crime and disorder-reducing priorities, noting significant uncertainties and queries for those targeted for specific questions**

**Publish and disseminate public consultation paper**

**Write and disseminate summary agency consultation paper providing rationale for data-development strategy, noting key recommendations to specific organisations**
Figure 2: Audit stages

Police, local authority, probation, health authorities, other specified bodies, and invited partnership members including voluntary organisations provide oversight and direction.

Police and local authority officials conduct audit, drawing on data from other members of partnership.

Review of existing data sources, noting their potential and their present limitations.

Assemble and analyse readily available data to provide overview of the nature and distribution or problems, with provisional priorities for action.

Selectively draw on/collect additional complementary data to check analysis, and add further detail for developing draft strategies.

Review existing provision for responding to and controlling crime and disorder problems, highlighting gaps in relation to identified problems.

Draft and publish agreed audit document for consultation.
CONSULTATION

3.43 The audit should produce a consultation document which can be widely circulated. The aim of consultation at this stage is to:

- confirm that the audit has construed problems accurately
- check that it does not contain crucial omissions
- ensure that it is not based on misconceptions about the communities to which it relates
- canvass opinion about proposed priorities and options.

In consulting, it should be made clear that there is a limit to what can be done, that trade-offs between alternatives will have to be made, and that it will not be possible to respond to everyone’s priorities. Reasonable time will have to be set aside to collect comments together.

3.44 Guidance on consultation is given in relation to three main groups:

- persons and bodies which will be specified by the Home Secretary under section 7(2)d and 6(3) of the Crime and Disorder Act, and other relevant local organisations - including voluntary organisations,
- the general public, and
- significant hard-to-reach groups, where no adequate representative organisation exists.

Persons or bodies specified by the Home Secretary and other relevant local organisations

3.45 Persons and bodies specified by the Home Secretary should be sent copies of the Audit Document, with an invitation to comment, preferably in writing. Any specific issues where views of nominees are sought should obviously be flagged up either in the audit document itself or in covering letters.

3.46 There may be other local organisations and groups not prescribed by the Home Secretary, from which it would be useful to obtain comment. These can be invited to send in their views. Amongst such bodies may be significant local voluntary organisations able to speak on behalf of, or to canvass the views of sections of the community otherwise difficult to reach. Neighbourhood Watch, Victim support, local residents associations and Youth Action Groups must be included. Box 3.12 indicates some of those from whom responses might usefully be asked.

Box 3.12 Local persons and bodies appropriate for consultation

Partnerships should consider inviting at least the following for comments about the audit.

- The Chamber of Commerce
- The Racial Equality Council
- Neighbourhood Watch
- Victim Support
- Rape Crisis Centres
3.47 Businesses suffer relatively high rates of victimisation, and it is important to seek and take account of their views. It may be helpful to treat different business sectors separately. Retail crime, for example, can be a precursor to more serious crime and an indicator of other social problems. The Home Office and the British Retail Consortium are working on initiatives in this field, through the Retail Crime Reduction Action Team, and aim to inform and assist local initiatives.

The general public

3.48 Local authorities, police authorities and police services already engage in various public consultation exercises. It would be sensible to build on existing arrangements where they are working or can be made to work well, and to replace them where they are for some reason inadequate.

3.49 Since 1984, police authorities have been required to have arrangements in place for consulting the public about policing priorities, the local policing plan and the prevention of crime (Section 96, Police Act 1996). Consultation is normally through police community consultative groups (with various names and structures). While police community consultative groups sometimes work well, their quality is extremely variable and a fresh and critical look should be taken by the police and local authority to see whether they fulfil their purpose. Where they do, they will provide one obvious mechanism for testing out the audit conclusions. In some police areas there is an additional lower tier of consultation, such as sector working groups. Again, these are obvious groups from which to invite comment, but they should not be relied upon exclusively. Where consultative groups have attracted a narrow range of people, a variety of other consultative mechanisms should be used.

3.50 Local councillors have a clear role in directing the crime reduction work of the local authority. This places them in a good position to serve as a conduit through which public views can be channelled. Many hold regular surgeries for their constituents, and most have extensive community contacts.

3.51 Both the local authority and the police are well placed to organise public meetings, and where these are arranged they should be accessible to the disabled and elderly. However, as with police consultative groups, these can attract a rather narrow range of people, who often pursue sectional interests. The nature of the meetings should be considered, small group discussions and
seminars are often more productive than old-fashioned, formal meetings. Other options include mobile displays at supermarkets and shopping centres, and well-placed features in the local press and broadcast media. Box 3.13 shows a range of types of technique for consulting the public, and their relative merits and uses.

**Hard to reach groups**

3.52 It is important to involve groups which are hard to reach in the consultation process, especially where they are over-represented as either victims or offenders. Relevant hard-to-reach groups include young men, the homeless, drug-users, the gay community, members of ethnic minority communities, children, those who suffer domestic abuse and the elderly. In some cases, there will be voluntary groups best able to canvass and articulate the interests and views of these groups. In other cases direct consultation will be needed.

**Box 3.13 Consulting the public**

The following methods of consulting the public are widely used:

- Public meetings
- Social research, including surveys and focus groups
- Networking with individuals and groups.

The following matrix, drawn from earlier Home Office research, summarises their differing strengths and weaknesses:

<table>
<thead>
<tr>
<th>Consultation mechanism</th>
<th>Public meetings</th>
<th>Social research</th>
<th>Networking One to one</th>
<th>Networking Groups</th>
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<tr>
<td>Aims</td>
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<tr>
<td>Reaching a broad and representative cross section of the public</td>
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<td>Identifying/confirming longer term public priorities</td>
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<td>Identifying/confirming public priorities for immediate action</td>
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<td>Obtaining feedback at low cost</td>
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(Adapted from Elliott and Nicholls, 1996)

3.53 One of the best ways of testing the views of hard to reach groups will be through focus groups (see Box 3.9). Appropriate use of them more generally will also provide informed reaction to the audit, instead of spontaneous responses to standardised questions, where a box is ticked without much thought. Local Authorities and police forces will need to consider advertising in
minority languages, and in locations and media that are regularly used by target groups. In addition it may be worth considering using interpreters at meetings to overcome language barriers. Box 3.14 lists some methods that have been used to consult the hard to reach.

**Box 3.14 Consulting the hard to reach**

Methods used to improve consultation of the hard to reach have included:

- holding public meetings in venues used by the ordinarily hard to reach, for example in temples or in gay and lesbian bars
- convening special groups, perhaps with the help of a third party, such as the Racial Equality Council
- making use of existing forums, such as schools councils
- holding special conferences for hard to reach groups, as well as
- conducting or commissioning focus groups.

3.54 Thought needs to be given to how to respond to the comments received from the consultation exercise. Some explanation needs to be offered of the response to the points made, and the way in which this has shaped the strategy. The obvious place to do this is in the strategy document itself (see below).
3.55 The Act imposes a duty to formulate a strategy which must include:

- objectives for the police and local authorities
- objectives for the co-operating bodies or other contracted agencies
- long-term and short-term performance targets against which to measure success.
Strategy and objectives

3.56 The partners will need to take an early view on the relationship between overall strategy and that of constituent agencies. Individual statutory agencies, including the police, local authority, health authority, and probation service, will be formulating their own strategies, with objectives and targets. In doing so they will be expected to show how they are contributing to the crime reduction strategy. There are other partnership groups such as Youth Offending Teams and Drug Action Teams with strategies and targets. Non-statutory agencies and organisations will also have their own plans and planning cycles. It will clearly be important to set agreed strategic priorities that square with those of partner organisations. It will be especially important to take account of, and feed into local policing plans. One approach is to develop an integrated ‘umbrella strategy’ which embraces the strategies of all partner agencies. The other is to set out a ‘safety-net strategy’, which addresses only those issues which obviously require joint working. The latter approach may be likely to side-step serious conflict between partners but, it is less likely to address the inefficiencies of fragmentation. Box 3:15 considers the scope and timeframes of strategy development in more detail.

3.57 A crime and disorder strategy needs to articulate the overarching aims of the partnership, e.g.:

“To reduce crime, disorder and their social and economic costs in [the local authority area] in a cost-effective and socially equitable way”

Box 3:15 Agencies and forms of strategy development

The strategic planning cycles for members of the partnership can be established early in the work of the partnership. A typical local authority planning cycle is set out below. Setting these out will help indicate what realistic prospects there are for developing an integrated strategy following the first crime and disorder audit. Where the local timetable for other agency strategy-planning (and resourcing) does not (or cannot readily be adapted to) fit with that set for implementing the objective and target-setting requirements of the Crime and Disorder Act it will be sensible to plan for an initial strategy that plugs gaps in existing provision. This may even be adequate in the longer term, especially in relatively low crime authorities. In high crime areas, where there are significant numbers of people facing multiple, overlapping risks (such as health, social exclusion, family disorganisation, and poverty), in the longer term integrated strategies might offer: better use of resources, incentives for all agencies to play a full part in the partnership, a means of addressing policies that may be in tension with one another, more co-ordinated service provision, and better prospects of dealing effectively with those in most overall difficulty.

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<td>Jun</td>
<td>Officers &amp; Chairs, Prepare Budgets</td>
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<td>Jul</td>
<td>DOE Announces SSA etc.</td>
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<td>Aug</td>
<td>Committee Budgets Finalised</td>
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<td>Nov</td>
<td>Plan in Operation</td>
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3.58 However, the real substance of a crime and disorder strategy will lie less in the formulation of this 'statement of purpose' than in the primary objectives which are identified as priorities. Beneath the primary objectives will lie secondary objectives. Sometimes these will be the responsibility of single agencies; sometimes they will be targeted in a very specific local area.

3.59 Experience of community safety partnerships (and other strategic cross-agency groups) suggests that it is difficult to focus on more than a handful of primary objectives. The optimal number is between five and seven. Priorities tend to be expressed in various ways:

- in terms of geographic area: “to reduce crime on public housing estates”
- by crime type: “to reduce residential burglary”
- by victim characteristics: “to reduce crimes against small businesses”
- by offender characteristics: “to reduce drug-related crime”

3.60 The larger the area covered by the strategy, the higher the level of generality at which these objectives will be stated. Large authority areas will tend to have a long list of problems with crime and disorder. They may find it useful to include local area sub-strategies. However a small authority covering 150,000 people may well be able to be quite specific, e.g.:

“to reduce street crime in the city centre”
“to tackle burglary and car theft on the Rookery Estate”
etc.
3.61 Priority-setting is not a mechanical or technical process, but one involving political judgement. Nevertheless, it is both possible and desirable to articulate the basis on which particular objectives have been singled out as primary ones. The possible criteria against which the urgency of problems can be assessed have been discussed in the section on the preparation of audits. Tackling burglary, for example, could be regarded as a strategic priority for the district as a whole or for areas within it for one or more of several reasons:

- it represents a significant proportion of the totality of crime
- it represents a larger proportion of crime than in comparable areas
- burglary rates are higher than in comparable areas
- burglary is increasing faster than other crimes, or faster than in comparable areas
- it imposes high costs on victims, who may belong to especially vulnerable groups
- it is a source of public anxiety
- there is something we can do about it.

3.62 Whether tackling fear of crime should be a strategic priority deserves careful thought. Some survey-based measures of fear are very superficial - it is more sensible to try to gauge fear-related behaviour. Attempts to reduce fear, unless backed by credible preventive effort, may inadvertently increase it. The evidence is inconclusive that worries about crime are excessive or ill-founded. Priority might thus generally be given to reducing the real crime problems that lie behind high levels of fear. Fear reduction may then be an important secondary objective within a crime reduction strategy. For example, the streets may actually be safer if people can be persuaded to make more use of them, and if local businesses thrive. Pursuing fear reduction policies simply as an end in themselves may be a questionable use of scarce resources. Whatever the case, where there are successes in reducing crime it is obviously important to ensure that these are communicated effectively to the community.

3.63 Targeting repeat victimisation should be considered as a possible element in the crime reduction strategy. Home Office research shows that repeat victimisation is a real problem, and that targeting it can lead to significant gains both in respect of protecting victims and in securing convictions.

3.64 There may be benefits in setting some short-term objectives, using largely situational crime reduction methods which bring demonstrable quick wins, to provide immediate benefits to the community and encouragement to the partnership. These must be complemented with other longer term criminality reducing objectives, whose wider benefits will only be felt in years to come.

3.65 Box 3:16 sets out some frameworks for looking in detail at what might be done to understand and address problems that have been identified as preventive priorities. In general there is no single ‘magic wand’. Several policies or approaches may help to cut crime and it is the reduction that counts.
Box 3:16 Problem solving in crime reduction

Identifying the causes of crime is complex and there are many competing theories. Analysing particular crime problems for preventive purposes is, however, more straightforward and is helped by a body of ideas and concepts which have emerged in the past two decades. These can help identify effective points of intervention. A key lesson about effective crime reduction is that planning should be systematic and structured. There are many ways of formalising the planning process, but most have the elements identified below.

Routine scanning and analysis of problems

Devising strategies to address problems

Implementing attempted solutions to problems

Monitoring of strategy and crime problem and evaluation of effectiveness of solution

There are many useful sets of ideas for analysing crime problems. Situational crime prevention systematically analyses crime problems with a view to reducing opportunities. Crime can be ‘designed out’ by increasing risk, increasing effort, decreasing rewards or reinforcing rules for potential offenders.

Rational Choice Theory underpins much situational prevention. It focuses on the decision-making of potential offenders, especially in the immediate situation in which choices are made. Offenders are deemed to act intelligibly in terms of the information at hand about available costs and benefits, without necessarily thinking through thoroughly the implications of a wide range of alternative courses of action.

Routine Activities Theory states that three elements have to be present for a crime to take place:

- a suitable target
- a motivated offender
- the absence of a capable guardian to protect the victim or intimate handler to inhibit the offender
To prevent crime, at least one of these elements has to be altered. In general - but not invariably - it is easier to manipulate the first and third elements - by making potential victims less attractive to motivated offenders, or by introducing guardianship.

Analysing criminal opportunities can be done in more detail. Only some ‘conjunctions of opportunity’ result in crimes. First, individuals’ potential to offend varies according to their:

- crime propensity (motivation, level of conscience, attachment to honest folk etc)
- readiness to offend (current needs, emotional states etc.)
- capacity to offend (weapons, tools, skills, contacts, known opportunities, etc)
- perceptions of risk, effort and reward.

Secondly, situations vary in their suitability for crime according to:

- desirability and accessibility of target (person, thing, data or service)
- persons and signals promoting crime (such as other gang members or insecure premises)
- persons and signals inhibiting crimes (such as girlfriends or rule-reminders)
- conduciveness of the environment (such as concentration of targets; sources of interpersonal friction; ease of escape)

Crime problems can be looked at for the scope available: to reduce crime potential, to modify situations so that those liable to commit crimes are less likely to do so, or to keep potential offenders away from situations in which they are likely to be tempted or provoked.

Crime hotspots emerge because victims, offenders and capable guardians are not randomly distributed across space and time, but are clustered by time of day and day of week, or technique

Repeat victimisation is a special form of crime clustering - a one-victim hotspot: if a motivated offender finds a suitable and unguarded victim, the probability is that others will so, and indeed that he may return for a second ‘bite at the cherry’. The phenomenon of repeat victimisation can be used to identify suitable, unguarded victims and take preventive action

Crime displacement occurs when strategies to improve guardianship and reduce victim attractiveness deflect motivated offenders. Displacement can occur over area, time or type of crime.

Diffusion of benefits, the converse of crime displacement, can also occur, when for example offenders overestimate the extent of a preventive measure, and avoid committing crimes beyond the direct range of the measures introduced.

The problem analysis triangle

The problem analysis triangle (PAT) is a useful device to help analysts focus on the key elements of incidents when identifying the nature of the problem. It breaks incidents down into three constituent elements: features of the location; features of the victim; and offender features. It is intended to help analysts visualise the problem and understand the relationships between the three elements.
3.66 The knowledge base for crime reduction is partial, but growing. Box 3.17 shows sources of written advice that might usefully be drawn on in planning responses to problems, and Box 3.18 identifies organisations which can provide further help.

Box 3:17 Sources of information in devising strategies

a. Getting started


b. Further reading

- Crime Prevention Unit papers, available from the Police Research Group (PRG)
- Police Research Group Crime Detection and Prevention Series, available from PRG
- Home Office Research Studies and Research Findings, available from the Research and Statistics Directorate

Information on current practice, though not necessarily evaluated for outcome effectiveness, is available from:

- The Home Office Police Research Group help line (0171 273 3324/3133)
- The Home Office Crime Prevention College, *Digest*
- The Home Office Crime Prevention College computerised data base
- The Home Office Crime Prevention Agency (0171 273 ????)

In addition to the site referred to above, the internet can be fruitfully surfed to find voluminous potentially useful material about crime and crime prevention.
continuously changing. It is likely to become an expanding resource in the future, though there is little quality-assurance on many sites. Much that is reputable, however, is available. Users of the internet need to read material critically and sceptically. The following are useful starting points:

- **http://www.homeoffice.gov.uk/cpa.htm**  The Crime Prevention Agency site is developing rapidly. Key documents and Crime Prevention Guidance Leaflets are currently on line.
- **http://www.homeoffice.gov.uk/prghome.htm**  Summaries of most publications by the Home Office Police Research Group can be downloaded from this site.
- **http://www.fsu.edu/~crimdo/cj.html**  This is a gateway to many sites providing information and data on a vast array of criminal justice issues across the world, including crime prevention but much more besides.
- **http://www.ncjrs.org/cpwww.htm**  This lists a series of sites on the World Wide Web providing information on crime prevention around the world.
- **http://www.crime-prevention-intl.org**  This is the site of the International Centre for the Prevention of Crime (ICPC). As it develops, it should become a good reference source for research and documentation on crime reduction strategies.

### Box 3:18 Sources of advice

A number of organisations can provide informed individual advice on local strategy-development, for example:

- Crime Concern (01793 863500)
- National Association for the Care and Resettlement of Offenders  (0171 582 6500)
- The Safe Neighbourhoods Unit (0171 403 6050)

General advice can be obtained from:

- The Crime Prevention Agency  (0171 273 2155)
- The Home Office Crime Prevention College (01347 825060).

3.67 Few if any crime prevention measures ‘work’ unconditionally in all circumstances, and care should be taken not simply to take standard measures off the shelf and apply them mechanically. There are no panaceas. In deciding what action to take it is crucial to think through carefully how the measures being considered will bring about their effects in the contexts in which they are to be introduced. A measure which successfully triggers a crime reducing mechanisms in one context will not necessarily do so in another. It is also important to consider how measures might, in local contexts, trigger other mechanisms producing benign or malign unintended consequences such as ‘diffusion of benefits’ or ‘displacement’ to more serious problems. Understanding crime and disorder problems for preventive purposes will often require lateral thought about ways to trigger mechanisms generating targeted outcomes. Box 3.19 gives some examples.

### Box 3.19 Thinking through crime prevention

*Examples of lateral thought*
Purse-snatching was a big problem in Birmingham markets. Aisles were then widened making it easier for shoppers to notice thefts. Risk (or perceived risk) to offenders was thus increased, and a very substantial fall in the rates of theft followed.

Kerb-crawling was a significant nuisance in Finsbury Park, North London. A road closure scheme, diverting traffic from the area, did the trick. Effort for the prostitutes to find their ‘tricks’ and for punters to find prostitutes increased. Expected displacement did not occur.

Immediately cleaning graffiti off underground trains in New York deprived the ‘artists’ of the reward of seeing their works on show. They stopped doing it.

Examples showing the importance of context for triggering preventive mechanisms

The effectiveness of property-marking in three South Wales Villages was dependent on the way it was introduced and the particular context there. High rates of participation (some 70%) and extensive local publicity in the small and relatively self-contained communities in the area were crucial. Local burglars (and most of the burglars were local) were persuaded that risks to them were increased, and their activities were reduced for a while. There were no increases in arrests or recovery of property.

Evaluations of the impact of mandatory arrest for domestic violence in North America have come up with contradictory findings. Three identified a deterrent effect, and three found that arrest increased the frequency of officially detected offending. Where data could distinguish the employment status of the offender, however, findings became consistent. Amongst unemployed suspects arrest increases offending. Amongst those employed it decreases it. Arrest increases the probability of reoffending even more markedly in areas of concentrated unemployment and single parent households. Shame is likely to be the dominant crime-inhibiting mechanism amongst the employed, whilst anger is the dominant mechanism amongst the unemployed. In different contexts the same measure triggers different mechanisms generating distinctive outcome patterns.

Setting targets

Target setting is a process designed to ensure that plans turn into reality. Giving people targets gives them a clear grasp of what is required of them, and enables accountability in a transparent and objective way. An effective target-setting process thus can:

- give direction and focus to strategy
- elicit agencies’ ownership of strategy
- allow for assessment and accountability

Outcome targets can be framed in varying ways, including the following which are listed roughly in order of increasing sophistication:

- absolute fall in recorded crime (e.g. reduce the recorded crime rate by 10%)
- fall relative to comparison rates (e.g. reduce crime against members of a victim group from three times to less than twice the overall local authority rate)
- fall relative to expected crime level (e.g. reduce by 10% the level of crime relative to expected background trends)
- savings relative to costs (e.g. reduce losses from crime by spending a given sum, yielding specified savings)
- reduce to agreed local tolerance threshold (e.g. lessen the burglary risk to 5%).
Box 3.20  Targets and performance indicators

When specifying target outputs and outcomes, the usual advice is to adopt SMART output and outcome targets - that is, where the targets are:

- **Specific**
- **Measurable**
- **Achievable**
- **Realistic,**
- **Time scale attached.**

Where targets are expressed in terms of recorded crime, it is always important to bear in mind the difference between recorded and actual crime. Falls in recorded crime can reflect changes in reporting to the police and changes in recording practices, as well as real reductions. The proportion of incidents which are recorded varies for different categories of crime.

Performance indicators which focus on the activity of individual agencies can create barriers to working together. In setting targets, thought should be given to ‘cross cutting’ performance indicators. Either as a suite of indicators or individually these give some idea of the outcomes achieved by partnerships rather than single agencies. The Audit Commission is currently exploring developmental work on cross cutting performance indicators together with central government departments and others.

3.70 Sometimes, it will be possible to set a target without detailed examination of its feasibility. Suppose, for example, that crime on local inner-city housing estates is twice the level of comparable places elsewhere. Here one might reasonably impose unconditionally as a target, reduction to a point where rates are no more than, say, 25% above those other places, accepting no excuses.

3.71 Where there is no such guide to what might be regarded as a reasonable or tolerable level of crime and disorder, targets can only sensibly be set by reference to the mechanism by which they will be achieved. In other words, those who are responsible for implementing the strategy need to be consulted about realistic reductions, and need to commit themselves to achieving the targets. In short, if there is no obvious basis for imposing a target, it has to be negotiated in the light of the actions agencies can realistically take. The sensible way of doing this is to specify what must actually happen for the desired outcome to be achieved, detailing not only the target outcomes, but:

- target inputs  (e.g. budget expressed in cash or staffing levels)
- processes  (e.g. the activities which staff will engage in)
- target outputs  (e.g. the immediate consequences of these activities)

Box 3:21 shows a worked example, where an initial problem has been identified and part of the response to it decided on the basis of further analysis. It shows how various targets associated with the response can be worked out.
3.72 This level of detail need not necessarily be exposed in a strategy document, of course. The uncertainties which surround many crime reduction strategies should not be used as an excuse for avoiding setting outcome targets. Those planning a project must have some expectations about possible outcomes. It is preferable to specify expected outcomes imprecisely than not at all - “a 5-15% reduction in burglary”, for example, might be acceptable as an initial target, working towards more specific targets in subsequent years.

3.73 Once strategic objectives and targets have been set, the local authority and police are required to publish a document locally indicating:

- those individuals and organisations playing a part in the strategy
- details of the audit process and report
- agreed objectives together with which authorities, bodies and people are to pursue them, and
- long and short-term performance targets, using realistic timescales for implementation, for measures to bite on problems, and for robust measurement of impact.

3.74 Figure 4 summarises the stages involved in agreeing objectives and setting targets.

### Box 3.21 Planning action in relation to a priority problem

Though unnecessary for the strategy document itself, it may be useful to develop action plans for each objective to check that programmes of work can realistically be implemented.

Take the following scenario. A housing estate of 2,500 dwellings has the highest burglary rate of any area in the local authority. It has a 20% incidence rate (about three times the national rate) for burglary, a 10% prevalence rate, and therefore a concentration level of 2 burglaries per victim. Reducing burglary on the estate is made a provisional local objective. The tentative outcome target is to reduce its burglary to no more than twice the national incidence rate.

Half the repeat burglaries occur within five weeks, and there is a steeply reducing rate of repeats following an incident. Information on entry points shows that security levels are not high in many of the dwellings, which remain under local authority control. It is decided that prompt improvements to the security of burgled dwellings should be part of the approach.

A 10% prevalence rate suggests that about 250 dwellings will be burgled in the first year of the programme. Resources will need to be available for assessing their needs and making necessary security improvements. Estimating these will give an idea of inputs to be secured for work to begin by a given date. Details of those burgled will need to be passed quickly to the agency conducting the surveys and security improvements. The agency work patterns must allow prompt victim contact and access to the dwellings.

The outputs comprise the numbers of burgled dwellings with security levels improved to an agreed standard within a given period.

Finally, the outcome for this aspect of the work to reduce burglary on the estate will be a significant reduction in the number of dwellings burgled a second time (though for those that are burgled a second time, it may be decided that enhanced protection is called for).
An action plan, with targets, will need to:

- specify initial crime pattern assumptions for the strategy, and means for monitoring them - in this case the estate’s experience of burglary
- specify timed inputs, and means of monitoring them, in this case provision of the wherewithal to effect prompt security improvements
- specify timed processes, and means of monitoring them, in this case, for example, communication of information about burglary and access to victims and their dwellings
- specify timed outputs, and means of monitoring them, in this case improved security
- specify timed expected outcome patterns and means for monitoring them, in this case reduced proportions of dwellings burgled a second time.
Figure 4: Setting strategic priorities and agreeing targets

Results of audit and consultation

Agree five to seven specific primary objectives on which to focus (these can be district wide, or focus on smaller areas)

Devise and set SMART long and short-term targets in relation to specified objectives

Publish strategy, including partnership members, audit findings, objectives and performance targets

Make provision for monitoring and evaluation
ANNEX A
CRIME AND DISORDER AUDITS: Potential sources of data

1. CRIME

<table>
<thead>
<tr>
<th>Source</th>
<th>Type of Data</th>
<th>What it will tell you</th>
<th>What it will not tell you</th>
<th>Developmental issues</th>
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</thead>
<tbody>
<tr>
<td>Police</td>
<td>• Crime incidents</td>
<td>• Time, location, type of offences reported to the police</td>
<td>• Levels of reporting vary by crime type</td>
<td>• Inconsistent reporting</td>
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<td></td>
<td>• Offender information</td>
<td>• Known offenders by age, ethnicity, address</td>
<td>• Unknown offenders</td>
<td>• Repeat victimisation recording systems need to be developed</td>
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<tr>
<td>Police Authority</td>
<td>• (Possible) public surveys</td>
<td>• Perceptions of safety and fear of crime</td>
<td>• Unlikely to be at detailed level</td>
<td>• Fear of crime will need to be tracked</td>
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<td>Local Authority Housing Department</td>
<td>• Housing voids</td>
<td>• Costs of crime to social landlords. Likely to cover high crime neighbourhoods</td>
<td>• Costs of crime to private landlords</td>
<td>• Inconsistent capture of data</td>
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<td></td>
<td>• Criminal damage costs</td>
<td>• Local unease and experience of crime</td>
<td>• Those who don’t think its worth complaining</td>
<td>• Past inadequacies - need to increase confidence</td>
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<td>• Complaints</td>
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**CRIME AND DISORDER AUDITS: Potential sources of data**

1. **CRIME (cont.)**

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<th>Source</th>
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<th>What it will not tell you</th>
<th>Developmental issues</th>
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<tbody>
<tr>
<td>Local Authority Social Services Department</td>
<td>• Information on vulnerable groups</td>
<td>• Where to find groups who may be victims of crime (e.g. the elderly)</td>
<td>• Concentrates on the most vulnerable, known to Social Services</td>
<td>• Data may not be easy to analyse</td>
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<td></td>
<td>• Information on young offenders</td>
<td>• Understanding of offender behaviour</td>
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<td></td>
<td></td>
<td>• Complements police data</td>
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<td>Local Education Authority</td>
<td>• Exclusions</td>
<td>• Schools where high % pupils are out of school</td>
<td>• Need to establish nature of link between non-attendance and crime locally</td>
<td>• Patchy recording</td>
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<td></td>
<td>• Truancy</td>
<td>• Risk factor for offending or being victimised</td>
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<td></td>
<td></td>
<td>• Complements police data</td>
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<td>Individual Schools</td>
<td>• Experience of discipline</td>
<td>• Local attitudes</td>
<td>• What the school is doing to help</td>
<td>• Involvement of young people in youth Action groups is essential.</td>
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<tr>
<td></td>
<td>• Exclusions</td>
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<td>• Truancy</td>
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<tr>
<td>Probation</td>
<td>• Information on offenders</td>
<td>• Perspective on criminal behaviour and its causes</td>
<td>• Covers only known offenders</td>
<td>• Data unlikely to be easy to analyse</td>
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<td></td>
<td></td>
<td>• Locates known offenders</td>
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CRIME AND DISORDER AUDITS: Potential sources of data

1. CRIME (Cont.)

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<th>What it will not tell you</th>
<th>Developmental issues</th>
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<tr>
<td>Health Authority</td>
<td>• A&amp;E records of assault and domestic violence</td>
<td>• Likely to cover offences not reported to police</td>
<td>• Sources and locations of injuries not always recorded</td>
<td>• Data unlikely to be easy to analyse</td>
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<td></td>
<td>• Information on drug-taking</td>
<td>• Should complement police data on those at risk of offending</td>
<td>• Need to establish link between drugs and offending locally</td>
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<tr>
<td>Drug Action Team</td>
<td>• Information on drug taking</td>
<td>• Should complement police and health data</td>
<td>• Likely to have a better understanding of links between drugs and crime</td>
<td>• Data unlikely to be easy to analyse</td>
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<tr>
<td>Fire service</td>
<td>• Incidents of arson; hoax calls and suspicious fires</td>
<td>• Patterns of incidents</td>
<td>• Some fires may go unreported</td>
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<td></td>
<td></td>
<td>• Complements police data</td>
<td>• Little data on offenders</td>
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<tr>
<td>Community Relations Council</td>
<td>• Incidents of racial attacks and harassment</td>
<td>• Patterns of racial crime</td>
<td>• Only partial reporting</td>
<td>• Data may not be easy to analyse</td>
</tr>
</tbody>
</table>
## CRIME AND DISORDER AUDITS: Potential sources of data

### 1. CRIME (Cont.)

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<tr>
<th>Source</th>
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<th>What it will tell you</th>
<th>What it will not tell you</th>
<th>Developmental issues</th>
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<tbody>
<tr>
<td>All public buildings (e.g. schools, hospitals, libraries, leisure facilities)</td>
<td>• Costs of criminal damage and vandalism</td>
<td>• Where major losses occur</td>
<td>• Limited to public buildings</td>
<td>• Incomplete/inconsistent capture of this information</td>
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<td></td>
<td></td>
<td>• Where investment in prevention could save money</td>
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<tr>
<td>Chamber of commerce</td>
<td>• Costs of criminal damage and vandalism to private companies</td>
<td>• Where major crime losses occur</td>
<td>• Limited to those who are members of the chamber of commerce</td>
<td>• Dependent on whether local Chamber of Commerce has done such work or is aware of work in companies</td>
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<tr>
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<td>• Where investment in prevention could save money</td>
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<tr>
<td>Chamber of trade</td>
<td>• Costs of retail crime, damage and vandalism</td>
<td>• Where major crime losses occur</td>
<td>• Limited to those who are members of the chamber of trade</td>
<td>• Dependent on whether local Chamber of Trade has done such work or is aware of work in companies</td>
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</table>
CRIME AND DISORDER AUDITS: Potential sources of data

2. DISORDER

<table>
<thead>
<tr>
<th>Source</th>
<th>Type of Data</th>
<th>What it will tell you</th>
<th>What it will not tell you</th>
<th>Developmental issues</th>
</tr>
</thead>
<tbody>
<tr>
<td>Police</td>
<td>• Command and control data on non crime incidents</td>
<td>• Time, location, type of non-crime offences reported to the Police (around 70% of calls)</td>
<td>• Only covers calls to the police</td>
<td>• Inconsistent reporting, recording</td>
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<td></td>
<td></td>
<td>• Repeat victimisation will need to be recorded</td>
</tr>
<tr>
<td>Local Authority Housing Dept./Resident Associations</td>
<td>• Records of complaints and neighbour disputes</td>
<td>• Location and nature of main anti-social behaviour problems</td>
<td>• Generally only covers social housing</td>
<td>• Inconsistent reporting, recording</td>
</tr>
<tr>
<td></td>
<td>• Reasons for transfer applications</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


CRIME AND DISORDER AUDITS: Potential sources of data

3. OTHER SAFETY ISSUES

<table>
<thead>
<tr>
<th>Source</th>
<th>Type of Data</th>
<th>What it will tell you</th>
<th>What it will not tell you</th>
<th>Developmental issues</th>
</tr>
</thead>
</table>
| Local Authority Environmental Services | • Neighbour disputes  
• Refuse collection problems  
• Health and safety problems  
• Grants for safety improvements | • Safety ‘hot spots’  
• Will complement police and housing data | • Only covers calls to council | • Inconsistent reporting, recording |
| Local Authority Highways and Street Lighting | • Location of traffic accidents  
• Requests for lighting | • Safety ‘hot spots’  
• Simple indicator of where fear of crime is greatest | • Only partial picture | • Inconsistent reporting, recording  
• May be difficult to collate |
## CRIME AND DISORDER AUDITS: Potential sources of data

### 4. GENERAL DATA FOR PROFILING AND ANALYSIS

<table>
<thead>
<tr>
<th>Source</th>
<th>Type of Data</th>
<th>What it will tell you</th>
<th>What it will not tell you</th>
<th>Developmental issues</th>
</tr>
</thead>
</table>
| Local Authority ‘Centre’ (Chief Exec./Policy Unit) | • Census data analysis  
• (Possibly) needs analysis for external grants  
• Records of crime against staff | • Provides local context  
• Allows links to be made to ‘risk factors’ for offending |  | • Some areas will need to develop skills in reaggregating data to match new boundaries. |
| Local Authority Planning Department | • Planning maps  
• Previous area based work  
• Forthcoming developments  
• Work for SRB bids etc. | • Can help to display information  
• Identifies any changes planned in the environment |  | • Some areas will need to develop skills in reaggregating data to match new boundaries) |
| Census | • Census data | • Comprehensive indicator of the make-up of an area down to small enumeration districts |  |  |
| Employment service | • adult unemployment data down to the most local level  
| District health authority | • youth unemployment data down to the most local level  
| | • morbidity data  
| | • indicator of important risk factor  
| | • only covers those registered as seeking work  
| | • those most at risk of offending may not be registered |
Chapter 4: EXECUTIVE SUMMARY

Monitoring and evaluation

Monitoring crime reduction work is important in all initiatives to ensure that activities are following their planned course, and in order that adjustments are prompted when necessary. In addition to monitoring initiatives, it is useful to track emerging crime and disorder problems to respond to them promptly. It is also advisable to scan the environment for developments which might precipitate crime or disorder, to inform efforts to pre-empt problems. The resources and skills needed for effective monitoring should be available within partner agencies.

By contrast, accurate evaluation of the impact of interventions can be difficult and expensive. It is sensible to do so selectively, where the expenditure and possible use of results suggests that it is worthwhile. There is little to be said for devoting resources thinly to inadequate evaluation of all work. It is worth exploiting evaluation capacity in local universities, for example, and reputable local consultants.

Points for action:

1. lay foundation for monitoring and evaluation strategy for 1999/2002
2. ensure that there are baseline data for key objectives
3. make provision for monitoring all initiatives
4. decide where to focus evaluation effort
5. promote ownership amongst partners of the evaluation outcomes
MONITORING AND EVALUATION

4.1 Monitoring is the process of checking if an organisation - or partnership - is doing what it plans to do. It involves the measurement of inputs, processes and outputs against preset targets. It is obviously pointless to set targets without also establishing a process for reviewing them. Evaluation is the process of checking whether the strategies which are deployed achieve the intended outcomes. It is usually carried out by staff with at least a degree of independence from those who are the subject of evaluation.

4.2 Assessing whether public sector services achieve their objectives tends to be complicated. They usually have complex objectives, and they often achieve these in indirect ways. This is especially true in relation to the reduction of crime and disorder. It is fairly straightforward to monitor whether the outputs of a crime reduction strategy are on target (e.g. number of burglary targets protected by better hardware, or number of persistent burglars arrested); but it is much more difficult to assess whether the primary objective has been achieved - whether the final outcomes are as planned, on the one hand, and on the other that they are actually attributable to the strategy (see Box 4:1).

4.3 Monitoring of strategy inputs, processes and outputs is both possible and desirable for all planned work. There is little value in monitoring inputs and processes alone: clear outputs are essential to the monitoring process. Monitoring enables sticking points to be identified, following which remedial action can be taken. It will also allow the partnership to ‘quality-assure’ the crime reduction work being conducted under its auspices, for example by looking at the reasoning behind decisions taken on the ground. Of individuals initiatives, for instance it can be asked whether:

- there is a clear and detailed picture of the crime and disorder problem to be tackled, set in its local social and physical context
- the cause of the problem and/or risk factors for offending have been established, as a basis for designing the intervention
- the intervention is supported by reliable evidence of its (cost-)effectiveness and sustainability, which can plausibly apply to the current crime or disorder problem.
- the intervention follows from theoretically-sound crime reduction principles which suggest plausible causal mechanisms by which it could work against the current crime or disorder problem in the current context.

\[1\] In some environments, outcomes can also be routinely monitored - but this is rarely true in the field of crime reduction.
Box 4:1 Outputs and outcomes: direct and indirect action

The distinction between outputs and outcomes is an important one for the evaluation of public sector services. Commercial organisations usually have simple objectives, such as survival or profit-making. Assessing whether they are achieving these objectives is correspondingly straightforward. For example, when a supermarket chain establishes an out-of-town hypermarket, its performance is evaluated in terms of profitability. Broader outcomes - such as the impact on other businesses and on urban life - are considered peripherally or not at all.

Public sector services tend by contrast to have complex objectives, and they often achieve these in indirect ways. Take the example of improving street lighting. The rationale for doing so may be to reduce crime. The thinking behind this may be that better street lighting reduces fear of crime, increases numbers of people on the street and thus deters offenders. Finding out whether new street lighting has actually increased levels of illumination is a simple technical task. It is less straightforward to see whether better lighting has reduced fear of crime, and increased street use. It is not at all straightforward to establish whether the end result is reduced crime.

In other words, community safety projects can involve a complex means-end chain. The further one moves down the chain, the less certain are the links between the different elements. When thinking about evaluation, it is useful to have terms which distinguish between narrow and broad descriptions of organisations’ actions. This guidance refers to the former as outputs and the latter as outcomes. Public sector organisations should always monitor outputs, checking that these meet project targets. They should be selective in evaluating whether projects are achieving outcome targets.

4.4 Assessing strategy outcomes is desirable but both difficult and potentially costly. The police and local authorities will need to be selective in the degree of depth and detail with which they evaluate projects. Achieving evidence-based decision making is a sensible aspiration, but it is unrealistic to think in terms of a crime reduction strategy which is comprehensively evaluated. There are two types of problems which limit the scope for evaluation:

- measurement problems
- problems in attributing cause and effect (especially where time-frames are long)
4.5 The limitations of recorded crime as a measure of ‘real’ levels of crime have been discussed earlier. But even when there is overwhelming evidence that crime has fallen, finding out why is very hard. Take the example of a ‘target hardening’ programme, with a target reduction in burglary of 10%. There may indeed be a fall in burglary, but this could equally well be explained by police strategies in targeting persistent burglars - or by completely extraneous factors.

4.6 Most crime reduction evaluations ignore problems of measurement and attribution of cause. They tend to:

- simply compare before-and-after crime statistics for the target area
- use short and arbitrary before-and-after periods which can mask longer term trends
- ignore benchmark statistics and/or fail to examine trends in comparison groups
- do little to examine whether any change is actually attributable to the project
- rarely test for displacement
- rarely expose positive results to sceptical scrutiny, and
- be initiated too late, when important baseline data cannot be recovered easily.

4.7 The solution is not to try to evaluate all preventive strategies ‘properly’ but to focus evaluation resources where they are (a) most needed and (b) most likely to produce robust findings. Looking beyond the immediate needs of the local partnership, there is also a wider collective interest in building a body of reliable information on what works under what circumstances and at what cost. In all cases it will be important to build in from the start provision for monitoring, and an agreed level of evaluation. Many preventive initiatives warrant only limited evaluation, for a variety of reasons:

- the cost of full evaluation would be disproportionate to the cost of the initiative and any subsequent expenditure and effort that is likely to follow in its wake
- even small (and hard-to-detect) reductions in crime will make the initiative cost-effective
- there is abundant evidence that similar initiatives elsewhere are effective.

4.8 What makes sense is a tiered approach to evaluation strategy, where some initiatives are simply monitored, to see whether they have been actually implemented as planned, and whether inputs and outputs are on target. Others may receive only the most basic of evaluations, and others are examined as fully as resources allow. The more elaborate or innovative or costly the initiative, the greater the need to assess not just outputs but outcomes. It cannot be stressed too strongly that the only results that ultimately count are unequivocal reductions in crime and disorder.

**Stages in monitoring and evaluation**

4.9 It is helpful to approach monitoring and evaluation in a formal and structured way. Various stages to the process can be identified (see Box 4:2 or 4:3 for illustrations):

Stage 1: Formalise objectives
Stage 2: Summarise target inputs, processes, outputs and outcomes
Stage 3: Decide on level of monitoring/evaluation, and on who is to evaluate
Stage 4: Monitor whether inputs, processes and outputs are on target
Stage 5: Evaluate outcomes - whether objectives are met.
4.10 For most local preventive programmes, special data collection exercises will be out of the question. The scope for monitoring and evaluation will thus turn largely on the quality of recorded crime and related data, and the analytic skills of those doing the work - as discussed in the section on analysis. The aim should be to avoid reliance on a single performance indicator, and wherever possible make use of a ‘basket’ of indicators.

4.11 Preventive initiatives do not necessarily respect beat and sector and divisional boundaries, and some forces still have to collate statistics manually for areas which fail to match these boundaries. Given the existence of sophisticated software which can handle such data quickly and comprehensively, together with advice and systems available from The Home Office Police Information Technology Organisation (PITO) and the advanced systems available to local authorities, Ministers do not accept that any area should lack the means of effective evaluation. In addition, the advent of accurate geo-coded databases and easy-to-use mapping software should bring about a sea-change quite quickly even in areas which have been slow to develop or use such systems.

### Box 4.2 Formalising aims, objectives, outputs and outcomes

<table>
<thead>
<tr>
<th>Some examples of crime reduction aims</th>
</tr>
</thead>
<tbody>
<tr>
<td>- to make the authority a safer place to live in</td>
</tr>
<tr>
<td>- to reduce property crime and crimes of violence in the borough</td>
</tr>
<tr>
<td>- to ensure that crime does not have a disproportionate impact on vulnerable groups</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Some examples of crime reduction objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>- to reduce domestic burglary on the New Town Estate by 20% by April 1997</td>
</tr>
<tr>
<td>- to reduce the fear of crime in the City centre</td>
</tr>
<tr>
<td>- to encourage residents to report domestic violence to the police</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Examples of target outputs and outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Target output</strong></td>
</tr>
<tr>
<td>Security locks to be fitted on 100% of flats on New Town by December 97.</td>
</tr>
<tr>
<td>Distribute domestic violence leaflets to all households by April 1997.</td>
</tr>
<tr>
<td>Installation of system of 20 CCTV cameras in City Centre, operational by April 1998.</td>
</tr>
<tr>
<td><strong>Target outcome</strong></td>
</tr>
<tr>
<td>Achieve a 10-20% reduction in burglary on the estate.</td>
</tr>
<tr>
<td>Victims of spouse abuse are more prepared to report incidents to the police.</td>
</tr>
</tbody>
</table>
4.12 One common shortcoming of evaluations is the failure to examine issues of cost-effectiveness. It is desirable to know not simply whether an initiative achieved its desired impact, but whether the costs are proportionate to the benefits. Much better financial information on costs and savings is needed than is currently commonly available. This will involve monitoring costs of projects themselves - to see if actual costs match projected ones - and will also require ways of estimating savings, such as prevented crimes and avoided prosecutions.

4.13 The term ‘monitoring’ is also often used to refer to two further activities which are important for local crime reduction:

- *Tracking emerging crime and disorder problems* For a variety of reasons independent of the work of local partnerships, new problems may emerge and old ones fade within the major triennial cycle specified in the Crime and Disorder Act. Partnerships may need to adjust their work in the light of these. To do so provision for regular data-collection and analysis will be required. It might also be that improved data-availability and analysis capacity, which may be called for within the strategy, suggest that some problems have been missed or misconstrued.

- *Routinely and systematically looking out for potential future problems* If the environment is scanned routinely, partnerships may be able to prevent increases in crime and disorder which may otherwise be precipitated by particular local and national developments.
### Box 4:3   Measuring outputs and outcomes

#### Examples of outputs and their performance indicators

<table>
<thead>
<tr>
<th>Output</th>
<th>Performance indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fitting security locks on flats.</td>
<td>Number of locks fitted.</td>
</tr>
<tr>
<td>Distributing domestic violence leaflets.</td>
<td>Records of delivery maintained by mailing contractor</td>
</tr>
<tr>
<td>Outreach workers counselling youths at risk of drug misuse.</td>
<td>Number of contacts made.</td>
</tr>
<tr>
<td>Increased levels of security patrols</td>
<td>Number of information packs given.</td>
</tr>
<tr>
<td></td>
<td>Average daily deployment, as shown by duty roster records.</td>
</tr>
</tbody>
</table>

#### Examples of outcomes and possible performance indicators

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Performance indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduced burglary</td>
<td>Crime survey burglary rates.</td>
</tr>
<tr>
<td></td>
<td>Burglary rates recorded by the police.</td>
</tr>
<tr>
<td></td>
<td>Attempted burglaries recorded by the police.</td>
</tr>
<tr>
<td></td>
<td>Level of expenditure on repairs to council property.</td>
</tr>
<tr>
<td></td>
<td>Insurance claim rates.</td>
</tr>
<tr>
<td></td>
<td>Self-reported offending rates by known burglars.</td>
</tr>
<tr>
<td>Reducing the extent of violence inflicted by knives</td>
<td>Recorded crime rates for wounding involving knives.</td>
</tr>
<tr>
<td></td>
<td>Number of arrests for carrying offensive weapons.</td>
</tr>
<tr>
<td></td>
<td>Incidents of knife wounds in A&amp;E hospital statistics.</td>
</tr>
<tr>
<td>Reduced fear of crime in open public space</td>
<td>Rates of fear of crime as measured by surveys.</td>
</tr>
<tr>
<td></td>
<td>Levels of street activity measured through observation.</td>
</tr>
<tr>
<td>Encouraging women to report spouse abuse to the police</td>
<td>Calls to domestic disturbances recorded on police incident system.</td>
</tr>
<tr>
<td></td>
<td>Number of cases handled by Domestic Violence Unit.</td>
</tr>
<tr>
<td></td>
<td>Numbers requiring A&amp;E hospital treatment for domestic violence.</td>
</tr>
<tr>
<td>Reducing drug-related harm amongst teenagers</td>
<td>School children’s knowledge and experience of drugs as measured by surveys.</td>
</tr>
<tr>
<td></td>
<td>A&amp;E hospital records.</td>
</tr>
<tr>
<td>Reducing multiple victimisation</td>
<td>Proportion of recorded crimes sharing grid reference.</td>
</tr>
<tr>
<td>Improving the quality of response to victims of crime</td>
<td>Victim satisfaction as measured by victim surveys.</td>
</tr>
<tr>
<td></td>
<td>Levels of police complaints.</td>
</tr>
</tbody>
</table>
4.14 Figure 5 shows the processes involved in monitoring and evaluation, together with ways in which they may feed back into modifications to the strategy and its implementation.

**Figure 5: Monitoring, evaluation and feedback**
Effective information exchange is key to multi-agency working in any sphere - nowhere more so than in the statutory partnerships for crime and disorder reduction. It relies on good relations between partners, and above all, mutual trust. The effectiveness of the information exchange arrangements is a reflection of the effectiveness of the partnership as a whole.

Partners will all be able to make differing resource contributions to partnerships, and one of the most vital resources of the partnership is information about crime and disorder in the area, and about other related issues, including social and economic factors.

One of the first tasks that the partners will face is putting in place a mechanism for effective information sharing. This will involve making an assessment of the sources of information available, (refer to audit guidance for an idea of data ownership) and designing information flows that will facilitate the work of the partnership.

There are two questions to be asked before disclosing information:

- first, and most fundamentally, am I legally entitled to disclose this information?

  and if so

- am I proposing to do so correctly, with due regard to privacy, fairness and other data protection principles?

Both of these issues are the subject of new legislation, and these are described below. Essentially this is about exercising responsibility and common sense. The outcome should be the responsible sharing of information between the local partners. Data protection principles should help inform this process and not be seen as an obstacle.

Crime and Disorder Act, Section 102

This section provides an explicit power, where none previously existed, for people to disclose information to a number of agencies if the disclosure is necessary or expedient for the purposes of any of the Act, including the crime and disorder reduction partnerships. The agencies listed are: the police in England, Wales and Scotland; police authorities; local authorities; probation committees and health authorities. This power is extended to people acting on the behalf of any of the above named bodies. So, if a housing association, for example, is acting on behalf of the local authority, it inherits this power from the local authority.

This power is not a duty to disclose, and does allow agencies to decide the propriety of the disclosure for themselves.
The five agencies specifically named within section 6 of the Act are therefore specifically empowered to receive information for the purposes of the partnership activity from any other organisation or individual.

**Data Protection Act**

The data protection regime is in place to ensure that data held about individuals is treated correctly, giving due regard to the privacy of people within our society. It is applied to the processing of information, once the legality of that processing has been established.

This regime has most impact on the processing of individualised data. There are no problems with information which has been aggregated up, so that individual people are not readily identifiable. This allows for crime and disorder trends to be displayed by ward for example, or by enumeration district. Care must always be taken to ensure that individuals cannot be identified from such ‘aggregated data’. For example, if there is only one residential address within a postcode area, then displaying information by postcode areas is inappropriate, because it allows the family living at that address to be identified.

The Data Protection Act, which enacts the EC Directive on data protection will come into effect on 24 October 1998. Its major provisions are:

The Office of the Data Commissioner (as it will then be) will be issuing guidance on its implementation. This can be obtained from:

by:

**Protocols**

Once partners have identified the holders of data, it is probably worth taking time to work up protocols which will lay down how exchange is to take place. This should be negotiated between all partners, and should receive the public support of them all. Consideration should be given to the publication of this document, so that the public are content that information is being shared in an appropriately (self) regulated way.

Such protocols can be discussed with the Office of the Data Commissioner, whose ratification can be sought.

Examples, pros and cons .......