

Leicester  
City Council

# **CRIME AND DISORDER BEST VALUE REVIEW**

**INTERIM REPORT  
AUGUST 2002**

## **INTRODUCTION**

The citizens of Leicester are serious about crime, disorder, and the fear of crime in their City. City Council services have been addressing these concerns for a number of years, working closely with the Police and other partners to deliver specific citywide and neighbourhood-based anti-crime initiatives.

These working arrangements were reinforced and formalised by the 1998 Crime and Disorder Act. The Act placed a statutory requirement on local authorities to lead, jointly with the Police, on the development of a crime reduction strategy for their area, and the establishment of a partnership to oversee the implementation of this strategy. The Act also requires local authorities to exercise all their functions with due regard to the need to prevent crime and disorder.

In January 2002, the City Council initiated a Best Value Review of its contribution to the Leicester Crime and Disorder Strategy, with the aim of improving the delivery of Council services that have a direct impact on the reduction of crime and disorder in the City.

The services that have been selected for inclusion within the review are those that contribute directly to Burglary Reduction and Reducing Anti-Social Behaviour. These services have been chosen because they are strong priorities for local people and the Crime and Disorder Strategy; City Council services take a leading role; and they have a neighbourhood focus. At present, most of these services are restricted to high-crime areas and the Council's own estates. The intention is to roll them out across the City as part of the new strategy.

This Interim Report presents the work undertaken in the first phase of the review, setting out the strategic context, the rationale for the selection of services, a description of these services, and what is known about their current performance. The Interim Report will be used as the basis for engaging key stakeholders in the second stage of the review, which will undertake a detailed evaluation of the services in question. The work of the Review will culminate in the production of an Improvement Action Plan to guide service development over the next five years.

## **SECTION ONE THE STRATEGIC CASE FOR CRIME AND DISORDER SERVICES**

### ***Why should the City Council continue to invest in services to combat crime and disorder?***

#### **THE NEED FOR SERVICES**

1. Recorded crime has been falling in England and Wales for the last six years, but we still have the highest national crime rates in Western Europe, with 5.2 million cases recorded in 2001<sup>1</sup>.
2. A statutory requirement and national priority  
Reducing crime and disorder is a major Government priority. Section 17 of the Crime and Disorder Act 1998 (CDA) placed a statutory requirement on local authorities to consider the implications for reducing crime and disorder in exercising all of their functions, and the need to do all that they reasonably can to prevent crime and disorder in their areas.
3. The same Act required local authorities to take the lead, jointly with the police, in establishing a crime reduction strategy for their area and to establish a Crime Reduction Partnership to oversee the development and implementation of this strategy. The Home Office guidance to the Act stipulates various agencies that must be included in this partnership.
4. The Act also introduced new powers for the police and local authorities to deal with anti-social behaviour. A subsequent requirement has placed a responsibility on local crime reduction partnerships to develop and co-ordinate an Anti-Social Behaviour Strategy as part of their overall crime reduction strategy.
5. Following the introduction of the CDA, the National Crime Reduction Strategy was launched by the Home Secretary in November 1999, and introduced new national targets for reductions in vehicle crime, domestic burglary and robbery. Local Crime and Disorder Partnerships are allocated a central role in achieving these targets.
6. Crime is an equality issue  
Leicester is a city that is proud of its cultural diversity and draws strength from its many communities. Crime statistics, however, show a correlation between high levels of crime and disadvantaged social groups, of which there are many in the city. Those most vulnerable to burglary for example are young, single parent households, or those living on low-incomes. Many will have been burgled previously. The majority of crime victims referred to Witness Cocoon in Leicester are female, and over half of these women are aged between 35 and 59 years old. The fear of crime in Leicester is higher than the national average, and it is greatest among the City's

---

<sup>1</sup> *Recorded Crime Statistics*, Home Office Statistics Briefing 12/01

Asian communities<sup>2</sup>. Tackling crime is directly linked to tackling inequalities and deprivation, and vitally important in maintaining community cohesion.

7. Crime and disorder is associated with deprivation

Crime statistics also show a correlation between high levels of certain crimes and multiple deprivation. Domestic burglaries and anti-social behaviour are much more prevalent in low-income areas and run-down neighbourhoods. Thirteen of Leicester's wards are among the 10% most deprived in England, according to the Government's Index of Local Conditions (which does not include indicators for crime). Leicester is ranked the 35th. most deprived local authority area in the country. The relationship between crime and deprivation in Leicester is illustrated in the maps appended to this report. **Map A** shows the ILC score for Leicester's wards, and **Map B** shows the distribution of domestic burglaries in 2001/02.

8. Reducing crime, disorder and anti-social behaviour are key components of the Government's National Strategy for Neighbourhood Renewal, and Local Strategic Partnerships are encouraged to address them as priorities in their Community Strategies and local Neighbourhood Renewal plans. The pathfinder New Deal for Communities programmes, the Neighbourhood Renewal Fund, and regeneration programmes funded through the Single Regeneration Budget are also expected to make a significant contribution to the Government's strategy. Reducing crime and disorder is a major priority for the Leicester Regeneration Strategy's objective of building sustainable communities.<sup>3</sup>

9. The costs of crime

The costs of crime to its victims and to those who live in fear of crime is unquantifiable in terms of personal loss, emotional distress, ill health, and the general disruption of people's lives.

10. Crime also has a profound effect on the local economy. Attempts have been made in Leicester to gauge the true costs of crime to local businesses arising from theft, vandalism, increased insurance premiums, and security measures. The Small Business Crime Initiative ran two national pilot research projects in the Belgrave and West End areas of Leicester between 1995-7. The studies showed that even in these relatively small business districts, local firms were losing £3.3 million annually as result of criminal activity and the costs of security. Extrapolating these figures for the city as whole produced a figure approximating £21 million in 1997.<sup>4</sup>

11. There are further intangible economic costs of crime in regard to the impact it has on the investment decisions of developers and employers, confronted with the perception of a high crime area.

12. In February 2000<sup>5</sup>, the Chief Executive's Office conducted an exercise to estimate the costs to the City Council of providing crime and disorder services. The total costs

---

<sup>2</sup> *Crime Profile of Leicester City*, Crime Concern for LPCD, Nov.2001

<sup>3</sup> *Regenerating Leicester*, Leicester Regeneration Agency, (2000)

<sup>4</sup> *Briefing Paper 5, Crime Against small business: facing the challenge*, Crime Concern, (1997)

<sup>5</sup> *Crime and Disorder Costs 99/00*, Chief Executive's Office internal report, (February 2000)

for 1999/00 were estimated at £33,139,656. By far the greatest element was the Social Services Children and Families budget of £22,491,000, which was related in the report to all work that kept youth away from crime. The Housing Department and Environment and Development estimated that crime and disorder during the year had cost each department over £2.5 million.

13. Public demand

National concerns about crime and disorder are reflected in Leicester, where the biennial MORI poll and other surveys of resident opinion<sup>6</sup> repeatedly place crime and anti-social behaviour high on the list of priorities for action.

14. The Leicester Residents Survey 2001 recorded that crime and the fear of crime was ranked as the most important concern. This was confirmed by a recent household survey commissioned by the Leicester Partnership Against Crime and Disorder, which found that concern about crime is higher in Leicester than the national average recorded in the British Crime Survey. The fear of crime is pronounced among the City's residents of Asian origin<sup>7</sup>, and people with disabilities. Asians are particularly concerned about domestic burglary and street robbery, while a high percentage of disabled people believe that crime affects both their quality of life and their health.

15. The extent of crime in Leicester

Recent data records some significant successes in reducing certain types of crime in the City over the last three years<sup>8</sup>, and a relatively good performance in relation to other similar sized urban authorities in both the Best Value and the Home Office family groups<sup>9</sup>. Nevertheless, 43,699 crimes were recorded in Leicester between April 2001 and March 2002. This was an increase of 6% over the previous year, reversing the trend in the City, and reflecting an increase nationally.

16. **Table A** sets out the occurrence of crime and the trends in Leicester between 1989 and 2002, by Home Office category, and compares the City with the wider county area of Leicestershire and the national average.

---

<sup>6</sup> *Leicester Residents Survey 2001*, MORI for LCC& LHA, (2001), *Community Concerns In Leicester Crime Concern for LPCD*, (November 2001)

<sup>7</sup> *Community Concerns In Leicester* (Crime Concern for LPCD, November 2001)

<sup>8</sup> *Crime and Disorder Strategy Review 1999-2002* (LPCD, June 2002), *Leicester City Audit of Crime and Disorder: Crime Profile* (Crime Concern for LPCD, November 2001)

<sup>9</sup> *Comparison of Crime and Disorder Partnerships April 1999- March 2001*, (Home Office Statistical Bulletin 12/01)

**Table A**

	1998/99			1999/2000			2000/2001			2001/02	
	City	Force Area	Nationally	City	Force Area	Nationally	City	Force Area	Nationally	City	Force <sup>10</sup> Area
Domestic burglaries /1000 households	41.4	24	24	37.6	21	22	29.7	17.7	18.4	29	16.1
Thefts of motor vehicle /1000 population	11	8	8	10	6.5	7.2	6.8	5	6.2	7.2	4.9
Thefts from motor vehicle /1000 population	21	14.4	13.3	19	14	13	18.9	13	12.0	20.1	13
Violent Crime /1000 population	21	12.6	12	23	14	13.6	23.8	13.3	13.9	26	14.0
Total recorded crime /1000 population	150	97.6	99	150.8	101.8	101.1	142	93	98	150.8	94.3

<sup>10</sup> County population 938700, Leicester city population 289700 and Leicester's household 114000



## **SECTION TWO: SERVICE PROFILES**

### ***The strategic framework for the delivery of crime and disorder services in Leicester, and a profile of the services included in the review.***

1. The Community Plan

The Leicester Partnership is the Government-accredited Local Strategic Partnership for the City and takes a leading role in overseeing the development of Leicester's Community Plan, the Neighbourhood Renewal Fund, and Public Service Agreements. The Leicester Partnership Against Crime and Disorder is one of the citywide thematic sub-partnerships of the Leicester Partnership.

2. The Community Plan's Vision is "A premier city in Europe with a thriving and diverse society in which everyone is involved and in which everyone can have a decent, happy and fulfilling life. A city with a strong economy, a healthy, caring and educated society, a safe and attractive environment, and an improving quality of life – a sustainable city".

3. The Crime and Disorder Strategy

The Community Safety section of the Community Plan Action Plan reproduces the objectives and targets of Leicester's first Crime and Disorder Strategy<sup>11</sup>, which covered the period April 1999-March 2002. In Autumn 2001, the Leicester Partnership Against Crime and Disorder initiated a review of this strategy. This review was based on a crime audit, an assessment of the strategy's performance, and consultation with key service providers, Councillors, and the general public on the priorities for the next three-year strategy.

4. The consultation included a questionnaire to 10,000 households in the City seeking views on crime and disorder issues<sup>12</sup>. Domestic burglary emerged as the greatest concern, followed by drug abuse and dealing, robbery, and vandalism.
5. The new Crime and Disorder Strategy 2002-05 has extended the Community Plan's goal of reducing crime in six high crime neighbourhoods to all parts of the City. The strategy also explicitly targets violent crime in the city centre. As a result of Government direction, new priorities have been added to the strategy, which address the problems of drugs and anti-social behaviour. The need to provide support for witnesses and victims of crime is also recognised as a new priority.

6. The Leicester Partnership Against Crime and Disorder

The overall body responsible for developing and implementing the crime reduction strategy for Leicester is the Leicester Partnership Against Crime

---

<sup>11</sup> *Leicester's Crime and Disorder Strategy 1999-2002*, Leicester Partnership Against Crime and Disorder (March 1999)

<sup>12</sup> *Community Concerns in Leicester* (Crime Concern for LPACD, Nov 2001)



and Disorder (LPACD), which replaced a more informal citywide partnership in 1998, as a requirement of the Crime and Disorder Act. The City Council and the Police take responsibility in alternate years for chairing and servicing the main meetings of the Partnership. Altogether, the Partnership has 32 action groups and sub-groups, covering every area of Leicester. The partnership structure is included in the Appendices.

7. Leicester City Council

The City Council adopted the Leicester Crime and Disorder Strategy 2002-05 as its own corporate crime reduction strategy in May 2002, and takes a major role in the work of the Leicester Partnership against Crime and Disorder. The Cabinet Lead for Crime and Disorder represents the Council's interests on the Partnership, while a number of Council services are active in the Partnership's Action Groups, developing and implementing action plans to take forward the strategy. The City Council is the lead agency for the Action Group on Anti-Social Behaviour, and its Community Safety Team provides substantial support to various groups across the range of the Partnership's activities.

8. Crime and Disorder is one of the top three priorities in the City Council's three-year budget strategy.

9. The City Council's contribution to the activities of the Partnership is co-ordinated through the Crime and Disorder Planning Group, an officer meeting representing all departments, which is chaired on behalf of the Chief Executive by the Corporate Director for Social Care and Health, who is also Deputy Chief Executive.

10. In addition to the targets set out in the Community Plan and the Crime and Disorder Strategy, the City Council has recently drawn up a Public Services Agreement with the Home Office with the aim of reducing domestic burglaries in the City to 23.6 burglaries per 1000 households by 2004/5. In 1998/9, the baseline rate was 41.4. By 2000/01, this had been reduced to 29 per 1000.

11. In addition to the imperative to reduce domestic burglary posed by Leicester's Public Service Agreement, the most significant future challenge facing the Partnership, the City Council, and the services profiled in this review comes from the neighbourhood renewal agenda, and the City Council's response, Revitalising Neighbourhoods.

12. The Revitalising Neighbourhoods Project represents the most fundamental organisational change in the City Council since it achieved unitary status. The RVNP has already brought about the restructuring of senior management in the Council. This will be followed by the devolution of key frontline services to neighbourhood level. At the same time, a network of community forums is being established to increase resident involvement in the planning and delivery of these services. The forums will be supported by a team of Neighbourhood Co-ordinators, who will liaise with service managers and policy-makers to bring about improvements to services in their area. A new corporate directorate has been established to lead on this work.

13. Community safety and crime and disorder issues have been identified by the Revitalising Neighbourhoods Project team as a key theme of neighbourhood renewal and an area of major public interest that the new neighbourhood forums will be keen to address.
14. There are also links between crime and disorder and other major statutory plans. For example, Priority 5 of the Leicester City Education Development Plan 2002/2007 deals with narrowing attainment gaps and tackling underachievement for a range of vulnerable pupils, including Looked After Children (who are often also young offenders) and those with challenging behaviour. The Leicester LEA Behaviour Support Plan sets out a number of strategies for dealing with problem behaviour in schools, non-attendance, links with youth offending and so on.
15. Performance Management Framework  
The City Council has integrated its Section 17 Crime and Disorder Act responsibilities within the Performance Planning Framework, which effectively delegates the responsibility of paying due regard to crime and disorder implications to service managers as part of the business planning process.

## **SERVICE PROFILES**

16. City Council crime and disorder services  
Two corporate City Council teams are solely concerned with crime and disorder issues, the Community Safety Team, and the Youth Offending Team. The budget for the CST is held in Environment, Regeneration and Development, and the YOT budget by Social Care and Health. Other services that make a direct contribution to crime reduction include:
- The Educational Welfare Service – dealing with truancy and excluded school students
  - Student Support Service – dealing exclusively with excluded pupils
  - Behaviour Support Team – providing direct support, advice and training for schools dealing with problem behaviour
  - Educational Psychology Service – contributes directly to attempts to reduce youth offending
  - Child Behaviour Intervention Initiative – targeting children presenting with problem behaviours likely to have arisen from mental health difficulties.
  - Drug and Alcohol Action Team
  - Social Care and Health – support and advice to vulnerable people and liaison with NHS services
  - The Housing Renewal and Grants service- fitting locks and security devices to homes
  - The Housing Management service- dealing with Introductory Tenancies, Anti Social Behaviour, mediation services.
  - The Hostels service – providing refuge for the victims of domestic violence.
  - Street Lighting service- providing a safer street environment
  - Consumer Protection – dealing with fake goods
  - CCTV – providing surveillance services
  - Park Rangers – ensuring safety in open spaces

- Planning services – designing and enforcing safety conscious environments
- Legal Services – advice and court action to obtain appropriate remedies such as Anti-Social Behaviour Orders, injunctions, possession orders etc.

17. In addition, a wide range of services provide indirect support to crime prevention, including organising activities for young people; supporting tenants and residents forums; providing grant aid to voluntary projects working with victims, witnesses, offenders and ex-offenders; licensing clubs and pubs; and providing corporate parenting and services for looked-after children.

18. Selection of Services for inclusion in the Review

The purpose of this Best Value Review is to reduce crime and disorder in Leicester by improving the City Council's contribution to the Crime and Disorder Strategy. Factors that need to be taken into account by the Review are:

- The Council's interface with the Leicester Partnership Against Crime and Disorder and its strategy.
- The internal co-ordination of council crime and disorder services.
- The work of the corporate Community Safety Team.
- The contribution of City Council services to crime reduction (as required by Section 17 of the CDA 1998).
- Ensuring that crime and disorder services meet the requirements of the Revitalising Neighbourhoods Project and neighbourhood renewal.
- Ensuring that the City Council meets its obligations under the Public Service Agreement.

19. In view of the wide range of services involved in crime reduction and the multi-agency setting of these activities, the services that have been selected for inclusion within the scope are those which contribute directly to:

Burglary Reduction  
Reducing Anti-Social Behaviour.

These services have been chosen because

- They are strong priorities for local people, and address both crime and the fear of crime.
- They are priorities in the Crime and Disorder Strategy
- City Council services take a leading role, in partnership with other agencies.
- A number of Council services are directly or indirectly engaged in these services, allowing the Review to assess internal co-ordination issues.
- They have a neighbourhood focus, particularly in deprived areas of the City.
- At present, most of these services are restricted to high-crime areas and the Council's own estates. These services will be rolled out across all parts of the city as part of the new strategy.

20. Additionally, the reduction of domestic burglaries is one of the elements of the City Council's Public Service Agreement. A focus of the Review is to support the achievement of this target. Anti-social behaviour is a new priority for

crime reduction, nationally and locally, and the review will contribute to the development of a specific strategy to tackle anti-social behaviour.

21. The review will also assess the work and performance of the corporate Community Safety Team. The work of the Team is largely focussed around supporting the Crime and Disorder Partnership to achieve and monitor the crime reduction targets set within the citywide crime and disorder strategy.
22. The Crime and Disorder Partnership has one of the most complex partnership structures in the city. The Partnership structure includes more than 30 multi-agency groups and sub-groups and the Community safety Team leads on the internal and external co-ordination of these groups.
23. The work is diverse and complex. Specific work areas include managing an extensive multi-agency crime and disorder database, supporting and developing effective partnership working, leading on and finding funding for numerous projects and major initiatives (such as the £2.5 million CCTV programme) that will contribute to the achievement of the multi-agency crime and disorder action plans and representing the Council in the implementation of the domestic violence, racial harassment and drugs elements of the crime and disorder strategy.
24. The Council's declared intention is to devolve a range of services to local level, and to establish neighbourhood co-ordinators and community forums to engage with and improve these services locally. This process will have challenging implications for the partnership and the delivery of the crime and disorder strategy, and consequently, for the functions of the Community Safety Team.
25. Burglary Reduction  
Burglary reduction combines a number of crime prevention measures:
  - Identifying areas and households at risk
  - Improvements to the physical environment
  - Target hardening
  - Offender profiling and preventing-re-offending
  - Victim support
  - Raising public awareness

The following **TABLE B** lists Council services involved in burglary reduction.

	<b>Initiatives</b>	<b>Lead service (LCC in italics)</b>	<b>Statutory</b>
<u>Identifying areas and householders at risk</u>	Community Safety Database, quarterly monitoring, dissemination of data	<i>ERD (Community Safety Team)/Police/Health</i>	<i>CDA 1998, s.115</i>
<u>Physical Improvements</u>	Designing out Crime advice to	<i>ERD (Urban Design)/Police Architectural</i>	<i>CDA 1998</i>

	developers Improved Street Lighting CCTV schemes Rear Alley Imp.	Liaison Officer <i>ERD (Street Lighting)</i> <i>Housing (Technical)</i> <i>Housing (Maintenance)</i>	S.17,
<u>Target Hardening</u>	Burglary Reduction Schemes (household security improvements)	<i>Housing (Renewal)</i>	CDA 1998 S.17
<u>Offender Profiling and preventing re-offending</u>	Youth Involvement schemes Tackling truancy  Offender profiling  Drugs and Alcohol	<i>Education (Life Long Learning)</i> <i>Education (Educational Welfare)/Police</i> <i>Youth Offending Team, Behaviour Support Team)/Probation</i>  <i>Social Services/Drugs Action Team/Health/Voluntary sector</i>	CDA 1998 S.17
<u>Victim Support</u>	Victim Support Scheme	<i>Housing/ Voluntary Sector</i>	CDA 1998 s.17
<u>Raising public awareness</u>	Neighbourhood Watch, property marking, advice booklets	<i>ERD (Community Safety Team)/Police</i>	CDA 1998 s.17

## 26. Burglary Reduction Schemes

Home Office analysis has shown that less than 1% of households accounted for 42% of all burglaries in 1999<sup>13</sup>. Burglary reduction initiatives have therefore been focused on localities and types of household known to be at risk. One of the best predictors of burglary is whether a household has been burgled in the recent past, since more than 20% of victims have been burgled in the previous twelve months. Initiatives have aimed to prevent repeat victimisation.

27. Burglary Reduction Schemes were first introduced in Leicester when Home Office Safer City funding and City Challenge resources became available. Under Priority One of the first Crime and Disorder Strategy, burglary reduction schemes managed by the Renewal and Grants Section of the Housing Department are currently in operation in the following areas: Belgrave, Braunstone, Beaumont Leys, Mowmacre, Stocking Farm, and Greater

<sup>13</sup> Home Office Briefing Note, (June 2001)

Humberstone. Previous schemes have operated in the Highfields, St Mathews, Saffron, Rushey Mead and West End areas of the City.

28. These areas were selected by the Crime and Disorder Partnership because of their high level of burglaries. Data on burglaries is supplied by the police to the Community Safety Team under an established protocol. The data is mapped and monitored quarterly by the CST and referred to the Crime and Disorder Partnership, which approves the establishment of specific Burglary Reduction Schemes. **Map B** appended to this report shows the coverage of these schemes in relation to high-crime areas.
29. The projects target households that have been the victim of domestic burglary or feel vulnerable to the threat of burglary and the fear of crime.
30. The Action Plan of the second Crime and Disorder Strategy (2002-05) proposes to extend similar schemes to all high burglary areas of the City if sufficient resources can be found.
31. Staffing  
In 2001-02, there were 7 fulltime home security officers working on the different schemes. In addition, 4 full time team assistants carry out administration and support duties. The number of staff employed on the schemes differs from year to year depending on the number of schemes in operation.
32. The Service Process  
The service is initiated by the Police, who make a referral to the local BRS scheme manager through the Neighbourhood Housing Office following a domestic burglary. Following a report by the Police Crime Prevention Officer, a technical appraisal and security advice is provided by the project officer, who can also call in appropriate support for the victim if required. Technicians from the Housing Department carry out necessary repairs including the fitting of recommended security devices including locks and alarms.
33. Service budget  
The primary source of funding is currently SRB grant. Bids to resource the schemes are made by the CST and Housing Renewal and Grants to the relevant local area regeneration programme or other funding agencies. The grant provides funds for the capital costs (locks, bolts and alarms), and some staffing revenue costs (technicians and fitters). Other revenue costs are borne by the Housing Department (management, administration, liaison) and the Police, (Crime Prevention Officers).
34. The total value of SRB and Home Office grants attracted for BRS schemes in Leicester varies annually. Last year the schemes' funds totalled £424,000 , which includes both staff revenue costs and capital for target hardening works.

35. In order to roll out the schemes to all high-crime neighbourhoods, applications for support have been made to the Neighbourhood Renewal Fund, and as part of Leicester's Public Service Agreement.

36. Complementary Services

Other services which augment the Burglary Reduction Schemes include CCTV surveillance, improved street lighting, the targeting of likely offenders, post-code marking of property, and rear-alley schemes. The latter reduce the likelihood of break-ins by providing gates and more secure walling at the rear of terraced properties.

## Anti-Social Behaviour

### 37. The national context

Anti-Social Behaviour is a relatively new theme within national and local Crime Reduction Strategies, which is still under development, and subject to continuous review, nationally and locally.

38. The Crime and Disorder Act 1998 introduced powers for local authorities and police forces to apply for Anti-Social Behaviour Orders. The Act formally defined anti-social behaviour as acting: "*in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as [the defendant].*"

39. Local Crime and Disorder Partnerships have been asked to develop a specific anti-social behaviour strategy as part of their overall crime reduction strategy for 2002-05. More recently, the Home Office has asked each local partnership to nominate an individual as anti-social behaviour co-ordinator to oversee this strand of their activity<sup>14</sup>.

40. The most common incidents regarded as antisocial behaviour by the general public are, in priority order: teenagers hanging around; rubbish or litter; vandalism; drug use and dealing; rundown homes; noisy neighbourhoods; abandoned cars; racial attacks; and people sleeping rough.

### 41. Public Concerns in Leicester

Drug use, vandalism, and rubbish lying around are the highest ASB concerns for Leicester residents. Teenagers hanging about and rough sleepers worry more than a third, while abandoned cars, noisy neighbours and run-down properties preoccupy one in four residents.<sup>15</sup>

### 42. The extent of ASB in Leicester

Local figures on ASB need to be treated with caution. The actual number of reported cases of ASB in Leicester is difficult to compute because different recording categories are used by the Housing Department and the Police, resulting in the possibility of double counting.

43. Cases of disorder recorded by Leicestershire Constabulary increased from 32723 incidents in 2000/01 to 44771 in 2001/02, a growth of nearly 50%. Although all areas of the City recorded substantial increases, the highest were in Northfields (66%), Highfields (56.4%), and New Parks (49.2%).

44. On the other hand, Housing Department data on complaints received about antisocial behaviour shows a decrease of 31% in all areas between 2000/01 and 2001/02, with the exception of New Parks (+17.6%), and Rowlatts Hill (12.9%). It is important to note that Housing Department figures relate only to the City Council's own estates.

---

<sup>14</sup> Home Office Circular 18/6/2002

<sup>15</sup> *Community Concerns in Leicester*, Crime Concern for LPCD (Nov.2001)



45. The Development of Anti-Social Behaviour Services in Leicester  
The primary aim of the LPCD Crime and Disorder Anti-Social Behaviour Action Plan for 2002 is to establish a comprehensive multi-agency monitoring system and database of anti-social behaviour in Leicester, in order to develop a more coherent understanding of the nature of the problem, and to plan effective and informed service interventions.
46. Leicester City Council  
The City Council's policies and activities directed at Anti-Social Behaviour (ASB) are led by the Housing Department, working closely with other Council departments, the Police, the Leicester Mediation Service, and voluntary projects working with victims and witnesses.
47. Policy  
The ASB policy of the City Council contributes to the overall aim of the Housing Department and Leicester's Community Plan, which is "*to ensure a decent home is within the reach of every citizen*". The strategic objectives of the ASB policy are:
- The early resolution of cases
  - Support for victims and witnesses
  - Tackling perpetrators in serious cases.
48. Services directly involved with Antisocial Behaviour.  
Tackling antisocial behaviour is a case-driven process, and the range of services involved is determined by the nature of the complaint, the degree of its severity, and the age and tenure status of the perpetrators and complainants.
49. In the case of complaints about noise or dogs, the lead is taken by environmental health officers in the Community Public Health Team located in the Environment, Regeneration and Development Directorate.
50. In the case of all other complaints, the lead is taken by Neighbourhood Housing Officers from the Housing Management Branch in the Housing Department.
51. Major cases were initially referred by NHO's to the Assessment Service provided by the Leicester Mediation Service. This independent agency investigated the complaint in detail, visiting all parties concerned, and made recommendations to the Housing Officer on further action.
52. Due to the unexpected growth in the number of ASB cases over the last three years, and the length of time involved in completing cases requiring legal action, the Assessment Service was withdrawn in 2001/02. Instead, all NHO's underwent training in dealing with ASB and provided with guidance packs for reference.
53. In cases that involve children or young people subject to a Care Order, Social Services become involved. In cases that require legal action, the lead passes to Legal Services, located in Resources, Access and Diversity.

54. A series of protocols exist to co-ordinate referrals and actions between departments.
55. Other instruments have steadily become available to support NHO's in carrying out their ASB duties. These include Introductory Tenancies, Acceptable Behaviour Contracts, Anti-Social Behaviour Orders, and Professional Witnesses. In the most extreme cases, Possession Orders may be made, which can lead to the eviction of particularly disruptive tenants. Injunctions also provide a quick and inexpensive means of stopping antisocial behaviour, particularly in cases involving violence.
- 56. The Neighbourhood Nuisance Project**  
This project is a specialist Anti-Social Behaviour Team established as part of the SRB5 programme in the North-West area of Leicester, in response to complaints from residents about the amount of ASB in their area. At the time of the team's establishment, 35% of all ASB complaints came from this part of Leicester. The team forms part of a much wider response to ASB that includes mediation services and CCTV. The Team of five staff comprises a Co-ordinator, a legal officer, two investigative officers, and an administrator.
57. Services provided include dealing with serious cases of ASB in the area, supporting victims, and providing specialist training and advice for front-line housing staff and other personnel. The Team became operative in November 2001, and is funded until March 2005 through SRB grant (£178,800) and the Treasury's Invest To Save Budget (£195,000).
58. Other services dealing with Antisocial Behaviour.  
Support for the witnesses of ASB incidents throughout the period of investigation and any subsequent legal proceedings is provided by Leicester Witness Cocoon, a project backed by a consortium of all of the key agencies concerned with ASB. These include the Police, the Mediation Service, Tenants and Residents Associations, and the Housing Department.
59. The Youth Service, located in the Lifelong Learning Division of the Education and Lifelong Directorate has a responsibility in the area of youth inclusion schemes, while the Youth Offending Team in Health and Social Care deals with young people who are, or are likely to become, persistent offenders. Educational Welfare officers tackle cases involving truancy and young people excluded from school.
60. Other services of the City Council are engaged in removing rubbish, abandoned cars, graffiti, securing run-down houses, and other causes of ASB complaints.
61. Service budgets and staffing  
Resources dedicated to providing antisocial behaviour services including staffing numbers and service budgets are not currently identified, since the work forms part of the general duties for a variety of council workers and staff from other agencies.

62. Certain components could however be disaggregated, including, for example, the proportion of NHO, EHO, and other key officers' time spent on ASB cases, the costs of the Neighbourhood Nuisance Team, the amount of grant aid to Leicester Witness Cocoon, legal costs and charges etcetera. The length of time taken to close cases is a critical factor. Information is available to compare the costs and savings arising from mediation and injunctions, for example, as opposed to more expensive remedies like Anti-Social Behaviour Orders.

### **The Community Safety Team**

63. The City Council's Community Safety Team is located in the Regeneration Division of Environment, Regeneration and Development. The Team's primary aim is to work with Council services and external partners in developing and reviewing the implementation of the Crime and Disorder Strategy. This function includes the collection of data from Council departments, the Police and other agencies on all categories of crime in the City.
64. The team provides advice and support to Members and Directors and other Council services on community safety issues, and represents the Council's interest on a number of Partnership action groups and sub-groups. The Team takes the lead on various community safety initiatives delegated by the Partnership and the Council. A recent example is the introduction of a Street Drinking Ban Order for the City Centre area, carried out in conjunction with Legal Services. The team provides information and advice to the general public and local action groups. Products include information packs for Senior Citizens and a Women's Safety Guide. The team also manages community safety projects that cannot be managed by other agencies or services. These include the Racial Harassment Project, the administration of SRB community safety grants in the Belgrave area, and the line management for the Partnership's Development Officer.
65. Staffing  
The team has an establishment of 8.5 posts. In addition to the Team Leader post, this includes 4 Community Safety Officers, 2 Project Officers, a Partnership Development Officer, and a Team Assistant. The Team Leader post is currently 80% filled and is job-shared. Half of one of the CSO posts is also vacant. The SRB Project Officer and Partnership Development Officer posts are externally funded and fixed-term contracts.
66. Budgets  
The controllable net annual budget of the team is £174,400, plus £48,000 for the Racial Harassment Project. The team also manages or supervises occasional budgets allocated by the City Council or the Home Office to the Crime and Disorder Partnership for development work. In 2001/02, for example, this included £20,000 allocated for the review of the first Crime and Disorder Strategy. Other Council contributions to the Partnership and its Action Plans, including Neighbourhood Renewal Funds, and external

resources, including PSA grant, SRB funds, and various Home Office grants are held and monitored by the City Council or the Police finance departments, and transferred directly to the service providers.

67. The Community Safety Team has a prominent if not formally recognised role in working with service providers to identify and secure external funding for crime and disorder work in the City.

68. Involvement of other Council Services.

The Community Safety Team works closely with a range of service managers in managing the City Council's input to Partnership activities at all levels. Some of these services are directly represented on the various action groups. They include, for example, the Hostels service, the Housing Management service, Housing Maintenance, the Youth Offending Team, and the Parks and Open Spaces Division. There are, however, no posts in the City Council dedicated solely to the co-ordination of community safety work within various departments or across the Council, or posts dedicated to crime and disorder policy issues.

## SECTION THREE: THE COMPARATIVE PICTURE

*How well are the services performing in comparison with other providers?*

*How well do they meet users' needs and expectations?*

*How well do they meet their objectives?*

*Are they able to meet future needs?*

### **Benchmarking**

1. Burglary Reduction Schemes

Benchmarking takes place with members of the Urban Renewal Officers group, composed of officers from the major cities in the Midlands and North-West, and other parts of the country. This benchmarking group meets regularly, and is in the process of developing performance indicators for burglary reduction services.

2. Community Safety Team

The Team has participated in the benchmarking exercise undertaken with the Crime and Disorder Reduction Partnership Family 4, as part of the Crime and Disorder Audit and Best Value Review for Leeds 2001. Six authorities, Leeds, Liverpool, Middlesbrough, Leicester, Bradford, and Bristol took part in the exercise.

3. Anti-social Behaviour

Given that Local Authorities and police forces differ widely in practice on how elements of anti-social behaviour and disorder are categorised, recorded, and prioritised, benchmarking is a difficult task.

4. The anti-social behaviour work of the City Council is not part of any benchmarking club or exercise, although officers and Members have visited other local authorities to compare approaches. The City Council Housing Department is an active member of the Social Landlords Crime and Nuisance Group, a national body concerned with the dissemination of best practice in dealing with anti-social behaviour, among other issues. The inspiration for the pilot Neighbourhood Nuisance Project, a specialist ASB team based in Mowmacre, came about through the City Council's involvement in the national body.

5. In regard to young people and children, the Behaviour Support Team and Student Support Service undergo regular and thorough evaluation of their input. Both services are rated highly by schools, parents, and other agencies. Both have been subject to increases in staffing, in order to meet future needs and the demands of new Government initiatives.

### **Performance Indicators.**

6. The Home Office maintains a list of Best Value Review Performance Indicators (BVPI's) for crime and disorder activities. These are subject to frequent review. The list of BVPI's issued in 2001 is appended to this report.

The BVPI's relevant to this review are:

Burglary Reduction: BV 126a – Domestic Burglaries per 1,000 households

Anti-Social Behaviour: The Home Office will introduce a BVPI in April 2003 for ASB, (BV189- Public Reassurance and Quality of Life) which requires CDP's to measure annually the percentage of the population who feel that their fear of disorder has reduced.

Community Safety Team: BV 173 – Corporate Crime & Disorder Strategy

BV 173 has been subsequently removed, since all CDP's have now achieved this target). In the absence of other BVPI's, the Council units under review use their own locally derived measures of performance management.

7. The Burglary Reduction Schemes have a set target of working days for the completion of the process, which is monitored by the Renewal and Grants Service Manager. Performance measurements linking the service to aims established by local regeneration partnerships, the Crime and Disorder Strategy Action Plans, and the Housing Strategy are in place. A report on last year's performance has been included in the annual review on the private sector housing strategy which was reported to the Housing Scrutiny Committee in August 2001.
8. The Anti-Social Behaviour service process has strict performance indicators, which can be linked to a reduction in tenancy turn-over, a reduction in the number of voids, and residents satisfaction and confidence in living in an area.
9. The Community Safety Team has performance indicators and targets for each task within its key functions. These are set out in its annual Business Plan.
10. With the exception of linkages to tenancy turn-over, residents satisfaction, and a reduction in voids, many indicators used appear to be concerned with process, rather than outcomes.

## Comparison of performance with other providers

### 11. Burglary Reduction Schemes

Performance indicators for benchmarking purposes are still under development by the Urban Renewal Officers Group (see paragraph 35). However, comparative tables of selected notifiable crimes recorded by the police are now available for the years 1999/2001 from the Home Office for each Crime and Disorder Reduction Partnership area.<sup>16</sup>

12. These statistics demonstrate that Leicester achieved the 3<sup>rd</sup> highest reduction in burglaries in its family group of twelve local authority areas between the years March 1999-April 2001. Recorded burglaries were reduced by 20.9% in the city compared to the group mean of 9.89.

13. There is some evidence of a relationship between the presence of a scheme in an area and a reduction in the burglary rate. Data from the LPACD Strategic Review illustrated in **Map D** suggests a correlation between those residential areas of Leicester which saw a reduction in burglaries between 1998/2001 and those areas covered by a burglary reduction scheme. The greatest reductions were achieved in areas with schemes. Conversely, with the exception of North Braunstone, the greatest increases were in areas without schemes. It is worth noting that Beaumont Leys witnessed the greatest reduction in burglaries over the three year period (-51.5%), and that this area of the City has the most sophisticated scheme in terms of service integration and input of resources.

### 14. Anti- social behaviour

For the purposes of this review, statistical comparison between different local authority and police force areas is not currently possible, because of the inconsistency in defining, categorising and recording anti-social behaviour.

15. ASB work is complaint-driven, and the fact that public perceptions vary over what constitutes anti-social behaviour is another barrier to meaningful comparisons between different areas. Home Office research has shown that perceptions vary widely according to social class, income levels, and types of tenure<sup>17</sup>. They are also highly sensitive to the influence of media and politicians. For example, antisocial behaviour is more likely to be perceived as a major quality of life problem by students, the unemployed, those living on low incomes, and local authority tenants.

16. Informative historical and national comparisons will be extremely difficult to make until common reporting procedures and categories are adopted nationally by all agencies. The Home Office is currently tackling this issue and taking steps to address it through its Regional Crime Directorates. The Leicester Partnership Against Crime and Disorder strategy has also

---

<sup>16</sup> *HOSB Recorded Crime Statistics*, Home Office (Dec 2000, 2001)

<sup>17</sup> *Findings 145: Antisocial behaviour and disorder: findings from the 2000 British Crime Survey*, Home Office (2001)

highlighted the development of a common recording procedure as a priority in its Anti-Social Behaviour Action Plan.

#### 17. Community Safety Team

The Community Safety Team (CST) is primarily concerned with supporting the Leicester Partnership Against Crime and Disorder and its many sub-groups, and takes a leading role in the development and monitoring of the Partnership's Strategy. It is therefore difficult to isolate the CST's performance from that of the Partnership. As already noted, the team's own PI's are concerned with processes rather than strategic outcomes that impact directly on the public. The problem of attempting comparisons based upon individual service contributions to a partnership activity like community safety is true for all Best Value Reviews, and has already been identified by the Audit Commission.<sup>18</sup>

18. Evidence from the benchmarking group shows that disaggregation is a common problem for the five other CST's in the Family 4 group which took part in the exercise. None of the CST's had specific performance targets/indicators separate from the partnership targets and community safety BVPI's. All share essentially similar functions, although it is important to note that Middlesbrough, Bradford and Liverpool CST's have corporate responsibilities under Section 17 for mainstreaming community safety activities. This was not the case in Leicester, Leeds, or Bristol.

19. If the success of the Partnership is accepted as an indication of the CST's performance, it is worth noting that the Leicester Partnership Against Crime and Disorder ranked 3<sup>rd</sup>. in its family group on overall performance, based on Home Office data from 1999/2000. The Audit Commission has concluded however that on the basis of the 23 BV Inspections carried out to date, "*local partnerships have not made an obvious impact on community safety between 1999 and 2000*"<sup>19</sup>.

20. In terms of overall CST costs, Leicester ranked 3<sup>rd</sup>. in the benchmarking group. Some authorities second officers to the central CST, which may obscure the true costs of the unit.

21. The Leicester CST spends a far greater amount of time on partnership work than the other authorities in the benchmarking group. The average partnership to corporate ratio is 60:40. The Leicester team ratio is estimated at 95: 5.

22. One of the major if formally unacknowledged functions of the City Council's CST is to identify and bid for external funding to take forward partnership activities. Leicester appears to have done well in this respect. In the three years of the first Crime and Disorder Strategy, the Partnership secured more than £5 million from Home Office and SRB grant. A breakdown of this figure shows that Leicester secured £2.5 million for CCTV installation, compared to

---

<sup>18</sup> Acknowledge: *Community Safety Partnerships*, Audit Commission (July 2002)

<sup>19</sup> *ibid*; p1.



the median value of £300,000 for all crime and disorder partnerships.<sup>20</sup> In the second round of the Home Office's Smaller Retailers in Deprived Areas initiative, Leicester secured £100,000, which, according to the Government Office for the East Midlands, is the second highest award in the country.

23. Leicester was one of three areas in the benchmarking group that received active revenue contributions from partner agencies, (although this contribution of £40,000 by the Police turned out to be a one-off occurrence in a particular year).
24. Less favourably, the Leicester partnership stood out in the benchmarking study as the only area not to have SMART targets, or nominated organisations or individuals to take lead responsibility in its Action Plans. While the latter has been rectified, some of the targets in the new Strategy Action Plans are still under development and are not SMART.

---

<sup>20</sup> *ibid*; p8, para. 25.

## **Meeting users' needs and expectations**

### **25. Burglary reduction schemes**

The service is continually reviewed through regular meetings between the Renewal and Grants section of the Housing Department and the Crime Prevention Officers to discuss outputs, the quality of the work carried out, and the specification of the security products used. The CPO's and Housing staff also periodically inspect secured premises to ensure good practice is followed. Customer satisfaction surveys are sent to each household that receives the service and the information is collated to improve future service delivery. The Renewal and Grants Manager reports a very high degree of satisfaction with the service.

26. The overall impact of the schemes is monitored through the collection of data on burglaries and repeat victimisation, recorded by the Police and sent to the Community Safety Team's Community Safety Database. This database is managed by a statistics officer, who provides trend analysis and mapping support for the Information Group of the Leicester Partnership against Crime and Disorder. The aggregate information is then passed on to the Partnership's Management Group for discussion and possible recommendations for action to the Partnership's executive.

### **27. Anti-Social Behaviour**

Consultation with the public on anti-social behaviour is mainstreamed through the regular meetings between Neighbourhood Housing Managers with the Tenants and Residents Associations in their respective areas. Anecdotal evidence from these meetings shows an increase in satisfaction. Following some recent and well-publicised evictions of unruly tenants, residents who have been too frightened to leave their home at night are now going out in the evening.

28. In regard to user's expectations, however, it is worth repeating the observation made in paragraph 41 that perceptions of anti-social behaviour vary according to social class, age, tenure, and household incomes.

29. Other factors also influence the demands made on the service. As in the case of domestic violence and racial attacks, reporting procedures for ASB are improving, leading inevitably to an increase in reported incidents.

30. The problem is compounded by the public's growing sensitivity to ASB and increased awareness of the remedial action now available. An increase in complaints can be a constructive and socially healthy phenomenon, and taken as a vote of confidence in the agencies concerned. Conversely, if the sight of young people hanging around is regarded as the most visible sign of disorder by the majority of residents, an increase in reported incidents of ASB may be an indicator of rising levels of inter-generational intolerance within communities. For analytical purposes, a consensus on the differentiation between types of antisocial behaviour according to their level of perceived seriousness is crucial. The Housing Department has recently introduced a categorisation system.

31. The City Council's Best Value Review of Services to Vulnerable Children amassed a good deal of information on consultation with users as part of its Final Report, and this data is commended to the Anti-Social Behaviour Working Party.

32. Community Safety Team

The Community Safety Team's service customers, as listed in its Business Plan, are chiefly Councillors, Council departments, the partner organisations of the LPaCD, and the Home Office at regional and national level. Consultation with these users over the various services provided by the team has not been carried out to date. Instead, the team has relied on the extensive triennial Crime and Disorder Audit it carries out on behalf of the partnership, which involves all the above groups and, in addition, household surveys of local residents and interest groups. This audit does not include any specific reference to the team's own activities as opposed to the work of the partnership generally. It is clear that much more specific consultation with the team's direct users will be required as part of the second stage of this Best Value Review.

**Meeting Targets and Objectives**

33. Burglary Reduction Schemes

The targets set for the Burglary Reduction Schemes are set out in the Delivery Plans of the various area-based SRB programmes in the City that fund these schemes. The relevant SRB output is the number of dwellings benefiting from improved security measures. The target set out in the aggregated SRB Single Delivery Plan for 2001/02 was surpassed by 52%, and involved improvements to 1640 households.

34. Anti-Social Behaviour

The service operates within a context of unpredictable demand and target-setting is difficult. As an example, the number of reported ASB incidents in 2000/01 saw an increase of 130% over the total reported in the preceding year. This was followed by a fall in 2001/02. The number of incidents recorded was 1115 cases, a reduction of 30.96% on 2000/01.

35. In 1999/2000 the Assessment Service provided by Leicester Mediation Service for referrals by NHO's was set a target of 250 referrals for the year, to be confirmed in two working days, with cases completed within 15 working days. The Assessment Service actually dealt with 418 cases, far more than it was contracted for. As a result of this demand, the entire process was reviewed the following year, and the Assessment Service is no longer used.

36. Community Safety Team

The Community Safety Team's targets and service objectives are set out in its Business Plan, which is reviewed annually. In 2001/2002, these targets were primarily concerned with the management of the Crime and Disorder Audit, consultation over the new strategic priorities, and the production of a new Crime and Disorder strategy for Leicester, within a statutory time limit. These

targets were all met successfully, in addition to the regular monitoring and reporting of Action Group progress to the Partnership.

37. It is worth noting that the CST team does not have a performance indicator or target for the attraction of external resources for crime reduction activities, although this forms a significant feature of its work.

## **The Capacity for Change and Meeting the Future Needs of the Service**

38. All three services featured in this review have demonstrated a capacity to change to meet new circumstances.
39. In the case of the Burglary Reduction Schemes, Leicester's success in obtaining SRB funding over several successive years has enabled the service to expand its scope, from one scheme for St Mathews and Highfields in 1997 to the current six in operation in different parts of the city.
40. At the same time, a degree of horizontal service integration has been achieved in the Beaumont Leys area as part of a crime reduction package that has included the redesign of rear alleyways and entrances, improved street lighting, the installation of CCTV, and the fitting of new security windows to LCC housing stock. The Safer Neighbourhoods Scheme is funded primarily by SRB and is being rolled out in phases on the Beaumont Leys estate as resources allow. Physical improvements have been accompanied by a range of other projects associated with community safety, including a dedicated anti-social behaviour team, and an increase in facilities for young people. Beaumont Leys, one of the high crime areas of the city, has subsequently seen the greatest reduction in burglaries in the city.
41. The intention of the LPACD is to roll out burglary reduction schemes across the city to areas of high crime that do not currently have a scheme in operation. This includes areas formerly covered by schemes that ended when funding was no longer available.
42. The limitations of the schemes have primarily been the availability of resources. The traditional source has been SRB, but this national programme is being run down. The Partnership intends to use Neighbourhood Renewal Funding and resources awarded under Leicester's Public Service Agreement to fund this expansion plan. These funds are time-limited and it is unlikely that the additional resources will be able to provide anything like the degree of integrated improvement currently being implemented in Beaumont Leys.
43. Anti-Social Behaviour policy and its implementation is reviewed annually, and has changed to reflect and incorporate national developments, including the recommendations of the Social Exclusion Unit's PAT8 Report and the Stephen Lawrence Enquiry.
44. During 2001, a major review of the policy was undertaken. The review noted the growth in magnitude and scope of antisocial behaviour, and the increasing public demand for action. It was recognised that Neighbourhood Housing Officers, who take the lead on ASB cases, were caught between the increasing number of complaints and the competing demands of other service priorities. As a result, NHO's were referring more and more cases of a relatively minor nature to the Assessment Service. This, combined with a lengthy legal process, resulted in unacceptably long timescales for the resolution of cases. The review proposed a number of changes. Some of these have already been implemented, like the decommissioning of the

Assessment Service, while others are at the final discussion stage. The initiatives include:

- A comprehensive training scheme for all Neighbourhood Housing Officers.
- The categorisation of ASB incidents, differentiating between major and minor incidents. Each category has its own tool-kit of instruments.
- The creation of a specialist citywide ASB team to deal with major incidents
- A protocol with Environmental Health Officers in regard to complaints about noise
- Various measures to accelerate the legal and assessment processes.
- The separation of domestic violence and racial harassment cases from the recording of other forms of ASB.
- An increased emphasis on support for victims and preventative work
- The introduction of new measures including Introductory Tenancies, Acceptable Behaviour Contracts for young people, and Professional Witnesses
- A media strategy

45. The service therefore has undergone considerable modification as a result of increasing expectations from the public and the lessons learnt in Leicester and from elsewhere. The challenges for the future include:

- Developing and resourcing a citywide ASB specialist team, building on the structure and experience gleaned from the Neighbourhood Nuisance Project.
- Developing a common recording and monitoring system for use by all agencies in order to inform, monitor and evaluate a citywide Anti-Social Behaviour strategy.
- Extending the service to include and involve other social landlords. At the moment, vital elements of the service such as the ultimate power to evict unruly tenants are restricted to the City Council's own properties.

46. The Community Safety Team

The major proportion of the team's work is the servicing of the LPACD and its many sub-groups, and the development and monitoring of the partnership's strategy and action plans. Yet while the scope of the partnership has expanded, the team's resources have remained static for the last five years. To place this in context, ERD, the budget holding department for the team has seen its total budget reduced by 25% over the same period. The City Council's corporate financial contribution to community safety has been made over to the partnership, or directly to service providers in other departments, where it has been used to resource elements in the Action Plans that could not be resourced from elsewhere. There has been no equivalent investment in the team itself, with the exception of a £20,000 contribution in 2001 towards the costs of the Crime and Disorder Audit, used to employ consultants to carry out certain elements.

47. It has already been noted that the Leicester CST dedicates a far greater amount of time to supporting the citywide partnership than its comparator authorities in the Family 4 benchmarking group. The unequal nature of contributions by partners is clearly a central weakness of the Leicester

partnership, and one that impedes the CST's ability to respond to change and new demands.

48. The pressure on the team has been compounded by the absence of dedicated policy support and corporate co-ordination within the City Council. In the past year, for example, sub-groups of the partnership have asked the CST to provide a corporate policy co-ordination role on behalf of the City Council in regard to racial harassment and domestic violence. The team had to turn down these requests, since the functions are not within the team's remit, and in any case, it does not have the staffing resources available.
49. In answer to these demands, some short-term steps are being taken. A new post of Partnership Development Officer has recently been established to take on some of the team's partnership support work. The post is jointly funded by the City Council and Home Office grant, but this funding is only guaranteed for two years. Secondly, an approach is being made to the Neighbourhood Renewal Fund to provide support for a Racial Harassment Policy Officer post, although again, if successful, this funding will only be available for 18 months.
50. Neighbourhood renewal and the Revitalising Neighbourhoods Project. With the possible exception of the imperative to reduce domestic burglary posed by Leicester's Public Service Agreement, the most significant future challenge facing the Partnership, the City Council, and the services profiled in this review comes from the neighbourhood renewal agenda, and the City Council's response, Revitalising Neighbourhoods.
51. The Revitalising Neighbourhoods Project represents the most fundamental organisational change in the City Council since it achieved unitary status. The RVNP has already brought about the restructuring of senior management in the Council. This will be followed by the devolution of key frontline services to neighbourhood level. At the same time, a network of community forums is being established to increase resident involvement in the planning and delivery of these services. The forums will be supported by a team of Neighbourhood Co-ordinators, who will liaise with service managers and policy-makers to bring about improvements to services in their area. A new corporate directorate has been established to lead on this work.
52. Community safety and crime and disorder issues have been identified by the Revitalising Neighbourhoods Project team as a key theme of neighbourhood renewal and an area of major public interest that the new neighbourhood forums will be keen to address.
53. There are wide ranging implications for the citywide crime and disorder partnership and the City Council in meeting the aspirations generated by local forums, articulated through the network of Neighbourhood Co-ordinators.
54. In terms of strategy development, the citywide Action Plans of the partnership's sub-groups will need to reflect local concerns that may vary in degree if not in priorities between localities. The partnership's Action Plan review will have to be informed by and synchronised with the local community

planning process led by the forums. Local targets will have to developed. The Community Safety Team would normally be expected to play a central role in this kind of work.

55. In structural terms, the partnership's ten local action groups, based on LPU areas and led by the local Police Commanders, will need to co-ordinate their activities and plans with the relevant local neighbourhood forum or forums within their patch. While Neighbourhood Co-ordinators will have the leading role in this work, some form of specialised support will probably be required to address and plan the detail of crime and disorder activity at this local level. The Community Safety Team has a limited remit and staff resources in this area of work. Two officers in the team currently attend a number of neighbourhood forums and community meetings to provide a citywide strategic overview and to listen to local concerns. They do not however get involved in detailed local plans and bids. This particular function is carried out by a small number of community safety development officers funded by SRB and the NDC, whose activities are limited to the area boundaries set by their respective programmes.
56. A third major implication of the neighbourhood renewal programme arises from the need for more extensive and sophisticated communication and co-ordination systems than at present. This is true for the Partnership and for City Council services involved in crime reduction services. The Partnership's current communications with its local action groups relies heavily on internal Police communications between local Commanders. It is not an open and accountable system, or one that is resourced to deal with the range of issues that are likely to be generated by the neighbourhood forums.
57. The City Council Neighbourhood Co-ordinators will also require an internal co-ordinating mechanism in order to raise community safety concerns simultaneously with a number of service managers and planners. The terms of reference and remit of the internal Crime and Disorder Planning Group are currently being reviewed, which provides an opportunity to consider how best to support Neighbourhood Co-ordinators in this task.
58. Other Future Developments  
Crime and Disorder Partnerships have been asked by the Home Office to incorporate Drugs and Alcohol Action Strategies within their current overall Crime Reduction Strategies, and to integrate the work of the local Drugs Action Teams within their partnership structures. The City Council has a Drugs and Alcohol Action co-ordinator post to liaise with the local DAAT. The co-ordinator's work will need to be brought within the scope of future internal corporate co-ordinating mechanisms, similar to the current arrangements made for the work of the Youth Offender Team.
59. Other Government initiatives include the proposal to set up Children's Trusts, which would bring together major elements of Education, Health, and Social Care under one (ultimately) independent organisation, in order to tackle problems of behaviour, disability and under-achievement, by an organisation totally separate from local government. Clearly, this will have major



implications for many of the Council's services and will need to be taken into account in any improvement plan arising from this review.

## SECTION FOUR: CONCLUSIONS

**What are the major findings of this review to date?**

**What are the key issues which need to be addressed ?**

1. Performance  
On the limited evidence available, the three Council services forming the focus of this review seem to be performing satisfactorily overall within their current objectives, scope, geographical boundaries, and remits. However, future plans and demands are presenting these services with major challenges in terms of capacity and resources.
2. Performance management  
In the case of burglary reduction schemes, we cannot account for the variations in burglary reduction between different areas currently covered by the schemes, and we cannot link the schemes statistically with these reductions. Variables may include the additional presence of CCTV cameras, active Neighbourhood Watch schemes, improvements to street lighting, and other physical improvements.
3. In order to roll out the schemes to other areas of the City, it is important that this Best Value Review tries to identify some of the critical success factors behind this variation in performance.
4. In the case of Anti-Social Behaviour work, the Neighbourhood Nuisance project in Beaumont Leys provides a model for an expanded citywide service. An evaluation of the project, to include its costs and benefits, and how it can be applied to other areas of the City is needed. At the same time it is critically important that a common recording system is developed and adopted by all partnership agencies in order that any citywide roll-out can be adequately monitored and evaluated.
5. The role of the Community Safety Team within the Partnership and within the City Council needs clarification and re-assessment. A great deal of time is spent on partnership matters. The impact of this effort cannot be measured in the absence of performance indicators that relate the Team's work to the strategic outcomes of the strategy it oversees.
6. In relation to S.17, the City Council will need to be satisfied that service and business plans outline targets on reducing crime and disorder which are consistent with the citywide strategy. The Crime and Disorder Strategy Action Plans are not all "SMARTed". This makes it difficult for City Council service managers to relate to, and measure the impact of their services on, the Strategy's priorities.
7. Capacity  
The Community Safety Team is already providing services beyond its formal remit, and receiving demands to supply others. The team cannot for example meet the anticipated request from Neighbourhood Co-ordinators for specialist

community safety support on the ground in the proposed ten community forum areas.

8. Consultation with service users

No consultation with service users has yet taken place over the course of this Best Value Review. The first step of the Review's Second Stage will be the organisation of a workshop open to all stakeholders to discuss the major issues emerging from the review to date, and to secure the representation of key partners and service users in the Second stage and the development of an Improvement Plan.

9. In terms of service based consultation, the Burglary Reduction Schemes and Anti-Social Behaviour teams have established consultation mechanisms with service users, but no formal or regular consultation takes place with the Community Safety Team's customers to inform a review of its function. The City Council in general does not have a formal corporate mechanism for consulting with the public over its crime reduction activities, other than information from questionnaires produced by the biennial MORI poll and the triennial Crime and Disorder Audit. These surveys indicate public concerns and priorities about types of crime, but do not reveal the level of satisfaction with individual Council services seeking to address these issues, or the level of detail that will be required to meet the intentions of the Revitalising Neighbourhoods project. Much more could be done corporately to inform the public about these services, and the role of the City Council within Partnership activities.

10. The structural location of the Community Safety Team is another issue that has been raised during the course of this review. It is currently located within the Regeneration Group in the Environment, Regeneration and Development directorate. Alternative suggestions have included moving the team to Cultural Services and Neighbourhood Renewal, and to the Chief Executive's Office. The location of the team ultimately depends on the clarification of its future role. This will require the identification of its actual and future customer base, and detailed consultation with these users in order to determine structurally where the team is best located in order to have the greatest impact.

11. Equality and Diversity

The City Council's own surveys have shown that crime and disorder clearly has a differential impact on various communities and social groups, on the grounds of ethnicity, gender, age, disability, and household income. Not a great deal of work appears to have been carried out in consultation with these particular groups in regard to the ways that crime and disorder impacts on their lives, and even less on how services can be improved to address these concerns. The move to localise the management of core City Council services makes this task an urgent one. Secondly, the development of community safety policy needs to go hand in hand with the emerging Community Cohesion strategy and the forthcoming review of Leicester's Community Plan.

## 12. Policy support

There are clear gaps in the City Council's policy function in regard to community safety. In particular, racial harassment and domestic violence policies and action are not being developed or co-ordinated internally, and any Partnership action is being impeded as a result. BVPI's exist for both issues, but no-one is responsible for monitoring them. The role of the Planning Group in regard to policy formulation is unclear.

## 13. Internal co-ordination

Internal co-ordination is a critical area for service improvement. Without it, the horizontal integration of services necessary to improve the impact of burglary reduction schemes cannot take place. Neighbourhood Co-ordinators will not be able to bring together community safety activities locally, unless a range of services are present at all neighbourhood forum meetings. This would be a time-consuming and wasteful use of resources.

14. The development, implementation and monitoring of policies on domestic violence, racial harassment, anti-social behaviour, action against drugs and Youth Offending also requires some form of corporate co-ordination.

15. The monitoring of the City Council's Section 17 responsibilities is of particular concern. Unlike other local authorities, Leicester does not have a central co-ordinator to oversee this issue, a monitoring and evaluation framework, or a system of named departmental representatives with responsibility for monitoring S.17 work in their area and ensuring that community safety targets are met and mainstreamed in all of the Council's activities.

16. The internal Planning Group is overdue for reform, and currently does not have either the capability or the resources to carry out these tasks.

## 17. Costs of crime and disorder activities and future resource needs

The City Council has little information on the costs of its anti-crime activities beyond the exercise carried out by the Chief Executive's Office in 2000. Without this information it is impossible to judge the effectiveness of these services. This review has suggested some means of disaggregating costs, based on an analysis of the use of officer time, and of estimating the costs of service expansion based on an extrapolation of the costs of discrete projects like the Neighbourhood Nuisance Team.

## 18. Dependence on external funding

Perhaps the most significant finding of this review to date is the scale on which the Council's crime and disorder activities are dependent on additional sources of funding like SRB, NDC, NRF, and Home Office grants. While the City Council has been successful in attracting these extra resources, this is an unpredictable and essentially short-term means of funding service improvements. The reliance on external funding also isolates crime disorder activities from the City Council's mainstream activities. Many lessons can be learnt from externally funded projects, but they cannot be a substitute for mainstreaming what, after all, is one of the Council's declared top three budget strategic priorities.

## 19. Leadership

In order to bring about improvements in service delivery and co-ordination, and to ensure a greater contribution from other members of the Partnership, it seems appropriate to look at the involvement of senior managers and Councillors in community safety activities. The City Council has a nominated lead Corporate Director for Crime and Disorder, and a designated lead in Cabinet. In other comparator authorities, much more is made of the Scrutiny function, and the Chief Executive is more closely involved. Mainstreaming community safety in Leicester could be facilitated by more senior managers taking responsibility for clearly defined elements of this corporate activity, and closer co-ordination and planning at a senior level with other members of the Partnership.

## **SECTION FIVE: THE WAY FORWARD**

### **Options for developing service delivery**

1. Most local authorities of Leicester's size share the same community safety priorities and provide very similar crime and disorder services. It is rare to find alternative arrangements for delivering these services outside of the Council's activities. Community safety differs in this respect from other cross-partnership activities like regeneration where a range of delivery vehicles can be found, such as joint agencies, stand-alone partnership companies and trusts, or management provided by private consultancies.
2. Community Safety Teams

While the services provided are broadly similar, internal structural and resourcing arrangements differ between local authorities. Most authorities now have Community Safety units or teams, but the range and size of their activities vary. Some CST's have responsibility for mainstreaming community safety activities, (the S.17 function). Others are located in the Chief Executive's department and have a corporate community safety co-ordinator, and policy responsibilities. In some authorities, the Youth Offending Team, Drugs Action Team and other community safety functions are brought together in one unit. In other cases, the lead is provided by the Housing Department. In some instances, partnership working is reinforced through secondments of police officers. In another authority, the community safety functions are co-located in a local police station. An important part of this review's second stage will be an assessment of these alternative arrangements and their implications for service improvement in Leicester.
3. Anti-Social Behaviour

Through trial and experience, the specialist ASB Team has become the preferred delivery model that has emerged for a citywide Anti-Social Behaviour service in Leicester. This model, based on the Neighbourhood Nuisance pilot project in Beaumont Leys, is itself the result of learning from best practice in other local authorities. It is proposed that an evaluation of this pilot project will form the basis for this part of the Second Review Stage.
4. Burglary Reduction

The core of the burglary reduction schemes is a dedicated team of technicians who fit security devices under the management of the Renewal and Grants Section, following a referral by a Crime Prevention Officer or Neighbourhood Housing Officer. Within the proposal to roll out the schemes to further areas of the City, it will be important to assess whether this fitting service can be achieved more cheaply and effectively by private contractors or by an in-house team. The capital costs associated with purchasing target-hardening equipment may also need to be checked.
5. Secondly, improving the long-term effectiveness of the schemes could be dependent on the presence of other factors, including improved street lighting, the presence of CCTV cameras, design improvements to the physical layout of dwellings, and youth diversion schemes and activities. All of these functions with the exception of the latter are currently managed by the City

Council. It is beyond the scope of this review to make an assessment of the value of outsourcing these complementary services, but links will need to be made to other Best Value Reviews to ensure that closer service integration in community safety terms is not lost, should they be considered for privatisation.

### **Methodology for the Second Stage of the Review**

6. It is proposed that a review group is established for each of the following areas:

Burglary Reduction – group to include the Renewal and Grants Manager, a Crime Prevention Officer, a spokesperson for victims of crime, (Witness Cocoon?), and representations from Urban Design Group, Street-Lighting, Housing Technical Branch, Youth Offending Team, and local action groups.

Anti-Social Behaviour – group to be based on members from the Anti-Social Working Party and to include tenants' and residents' representation, a representative from a Local Police Unit, the Neighbourhood Nuisance project, the Youth Service, Educational Welfare, and Legal Services.

Community Safety Team – group to include members of the CST, Police Community Affairs Branch, other members of the LPACD, Revitalising Neighbourhoods Project, the Chief Executive's Office, and a designated officer from each City Council Directorate.

Internal Co-ordination and Policy – group to include the Lead Director for Crime and Disorder, the CST, Chief Executive's Office, members of the current Planning Group or nominated representatives for each Directorate.

7. Each group will be expected to obtain and consider evidence from benchmarking, consultation with service users, and existing research to identify:
  - The most effective means of delivering high quality, accessible and responsive services;
  - the most effective way of involving the people who receive these services in their design and improvement, including provision for excluded and disadvantaged groups;
  - a best estimate of the current costs of these services and the financial implications arising from their planned expansion;
  - performance indicators that relate to strategic outcomes
  - recommendations for improving working relationships within the Leicester Partnership Against Crime and Disorder.
8. A limited amount of research support and advice for the groups is available from the Community Safety Team. It is anticipated that each group will need to visit at least one other local authority in the Best Value family group for the purpose of comparison and the exchange of information. Co-ordination and

support for the groups will be provided by the Best Value Review Lead Officer.

9. A major consultation exercise will also be organised by the Best Value Review Lead Officer to inform the work of the groups.

## **10. Timetable for the Second Phase**

### September 2002:

Members approval for Stage Two: Best Value Members Working Party  
Scrutiny  
Leaders Briefing  
Cabinet

Consultation event with Key Stakeholders

Consultation with Directorates

Consultation with Best Value Inspectorate

Membership, lead officers and terms of reference for review groups confirmed.

### October-November 2002

Review groups meet.

Cost of Crime exercise conducted across City Council

Section 17 questionnaire sent to all service managers

### November- December 2002

Final Report produced with fully-costed options for service improvements.

### January 2003

Detailed Implementation Plan produced which sets out approved changes to be implemented; a timetable for implementation; performance targets and indicators; and named individuals responsible for implementing changes.



## **APPENDICES**

**Structure of the Leicester Partnership Against Crime and Disorder**

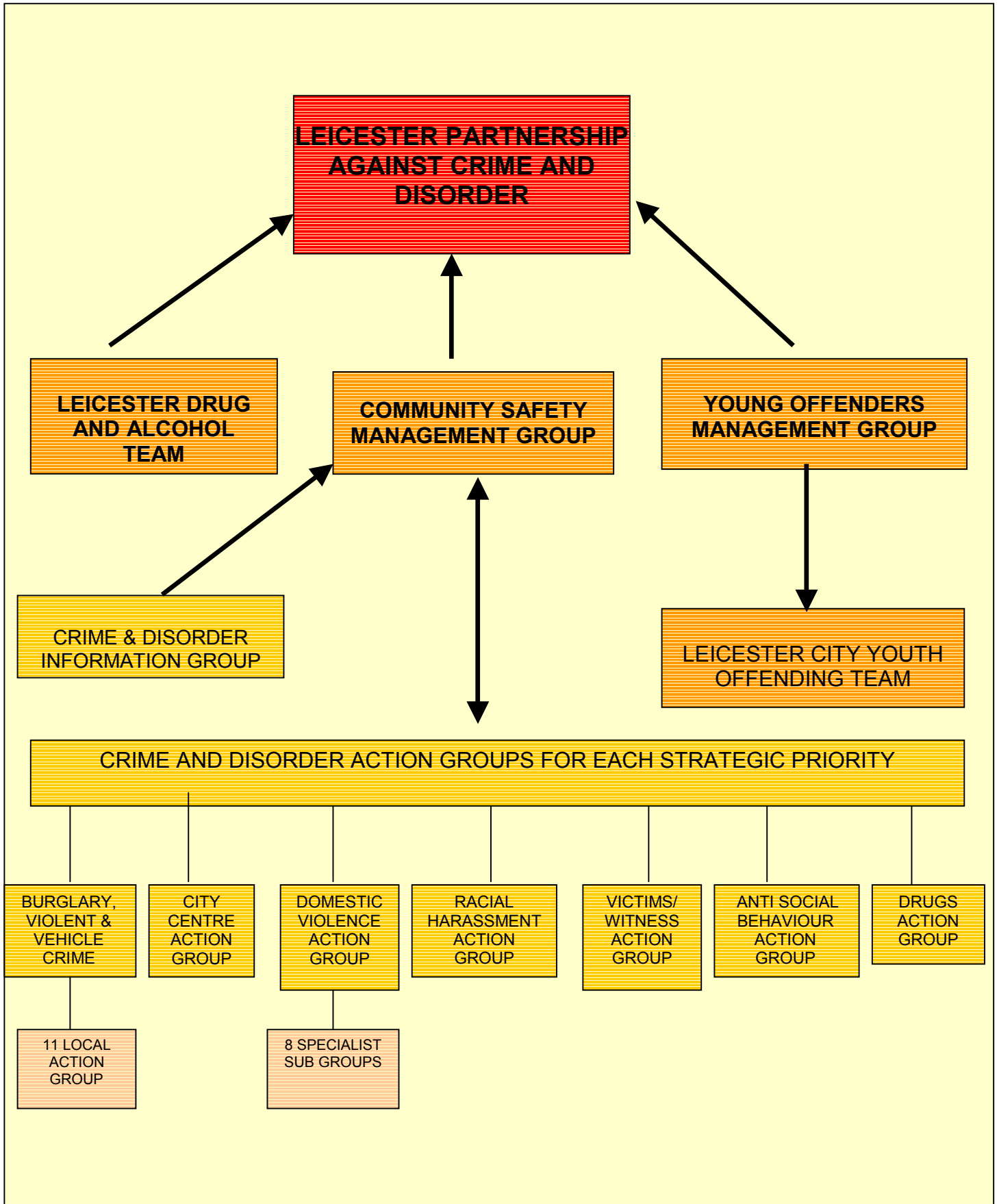
**Map A - Index of Local Conditions**

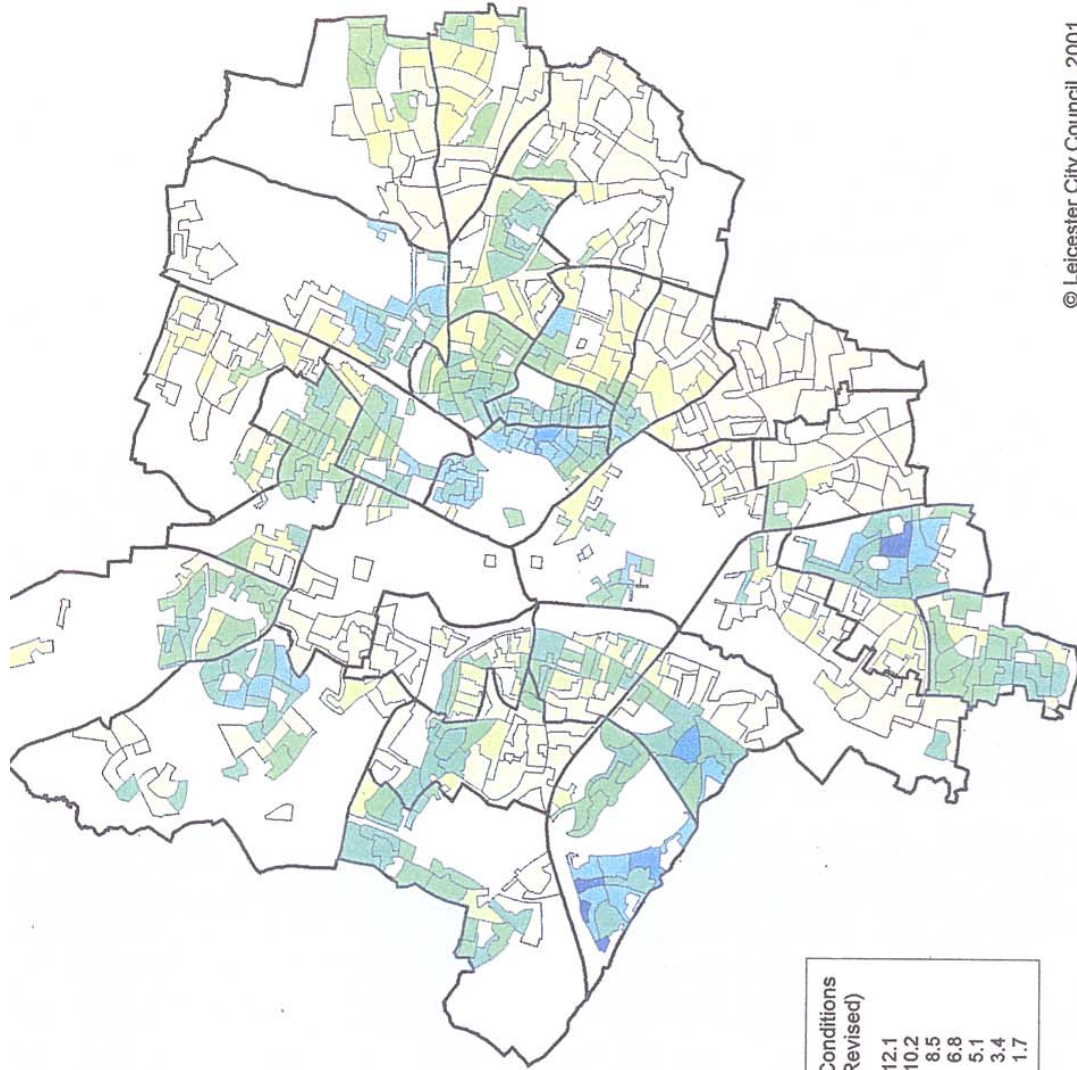
**Map B - Distribution of Domestic Burglary Rate, 2000/01**

**Map C - Distribution of Domestic Burglaries and Areas covered by Domestic Burglary Schemes**

**Map D - Distribution of the Variance in Domestic Burglary Rate over three years.**

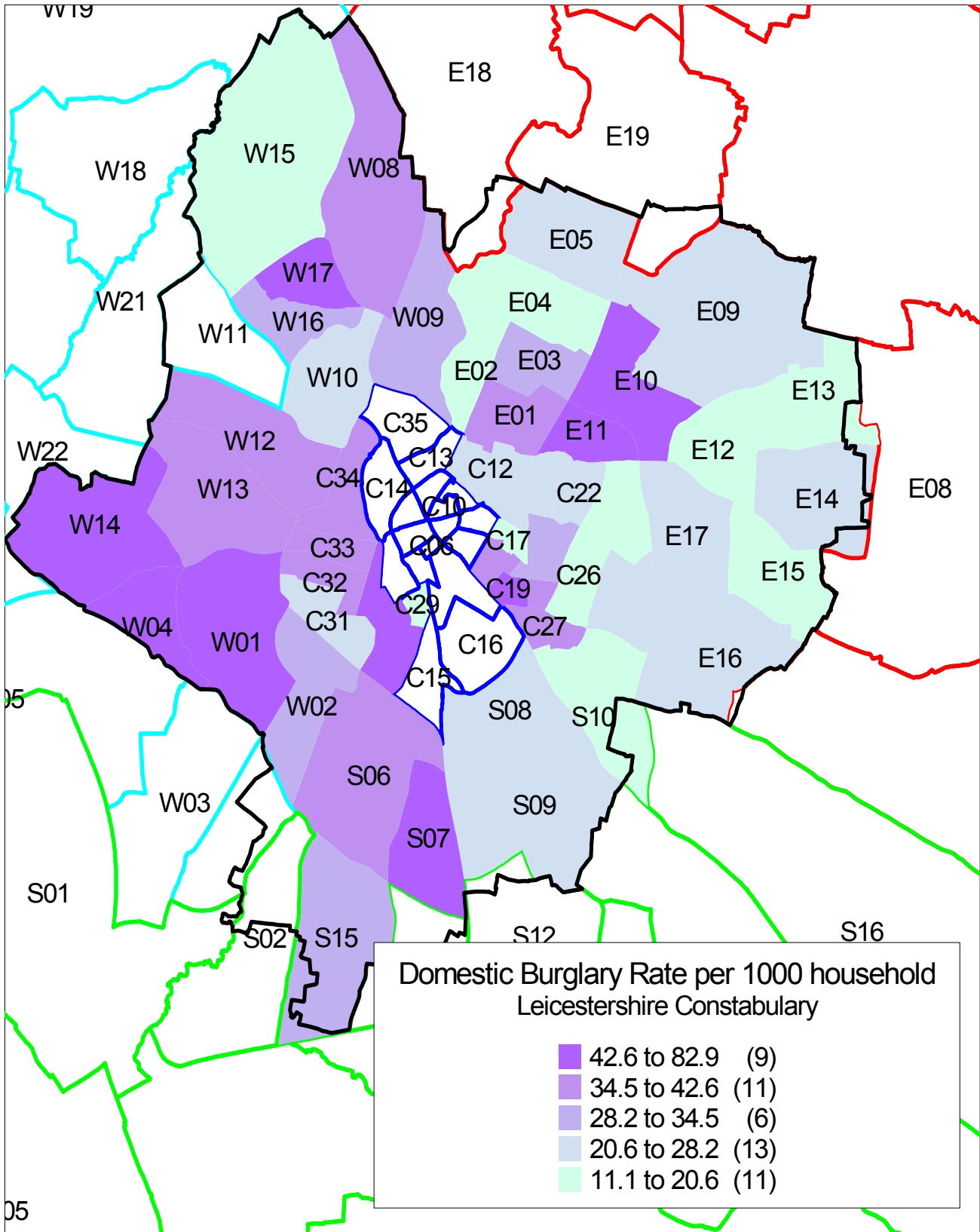
## LEICESTER PARTNERSHIP AGAINST CRIME AND DISORDER STRUCTURE





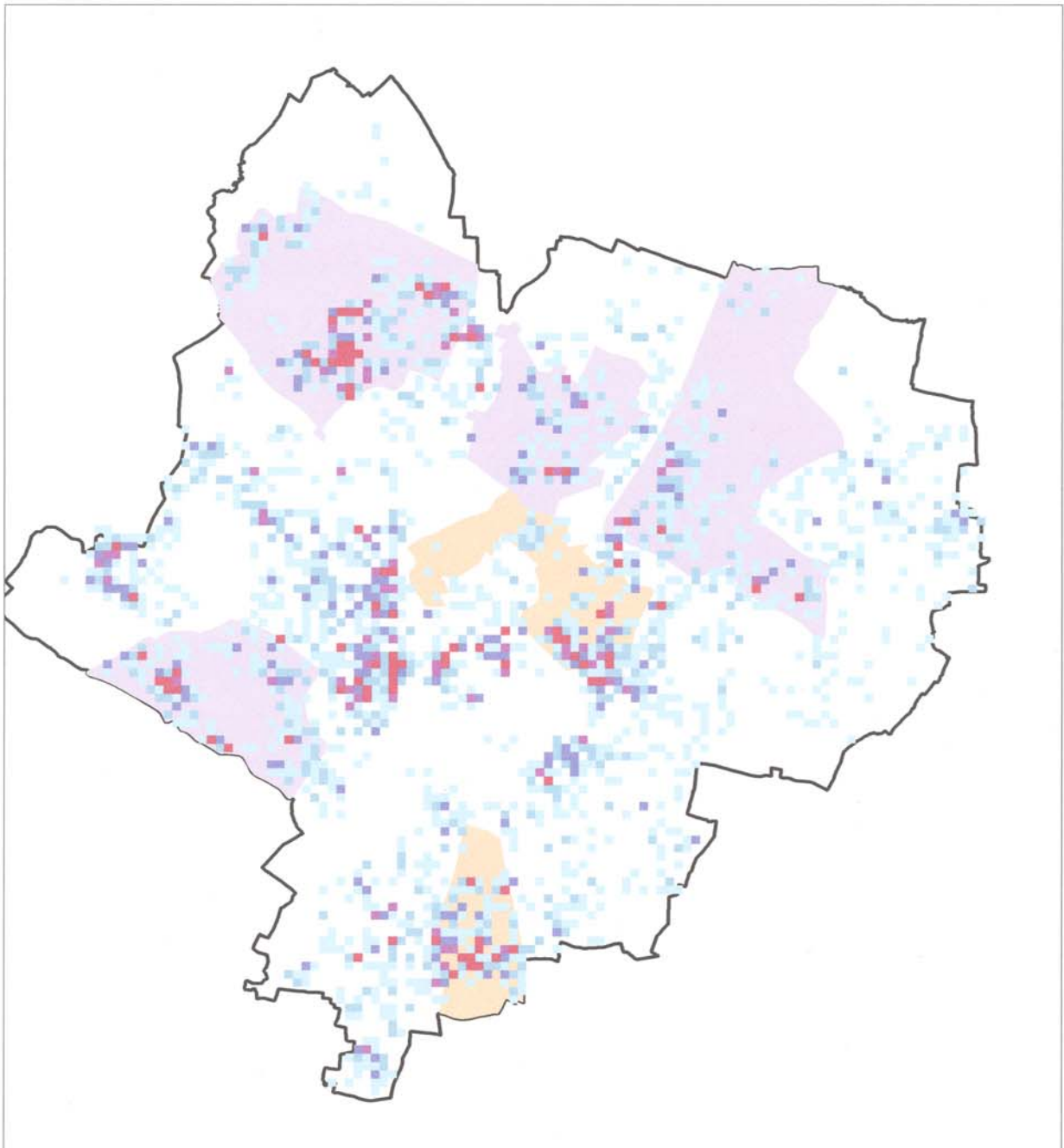
© Leicester City Council, 2001

**DISTRIBUTION OF DOMESTIC BURGLARY RATE  
PER 1000 HOUSEHOLD FOR 2001/01**



**LEICESTER COMMUNITY SAFETY DATABASE**

**DISTRIBUTION OF DOMESTIC BURGLARIES PER  
100 SQM IN 2001/02 AND HIGHLIGHTING AREAS  
COVERED BY BURGLARY REDUCTION SCHEMES**



No of domestic burglary offences/grid square  
Leicestershire Constabulary

■	5 to 19	(92)
■	4 to 5	(75)
■	3 to 4	(173)
■	2 to 3	(388)
■	1 to 2	(1107)

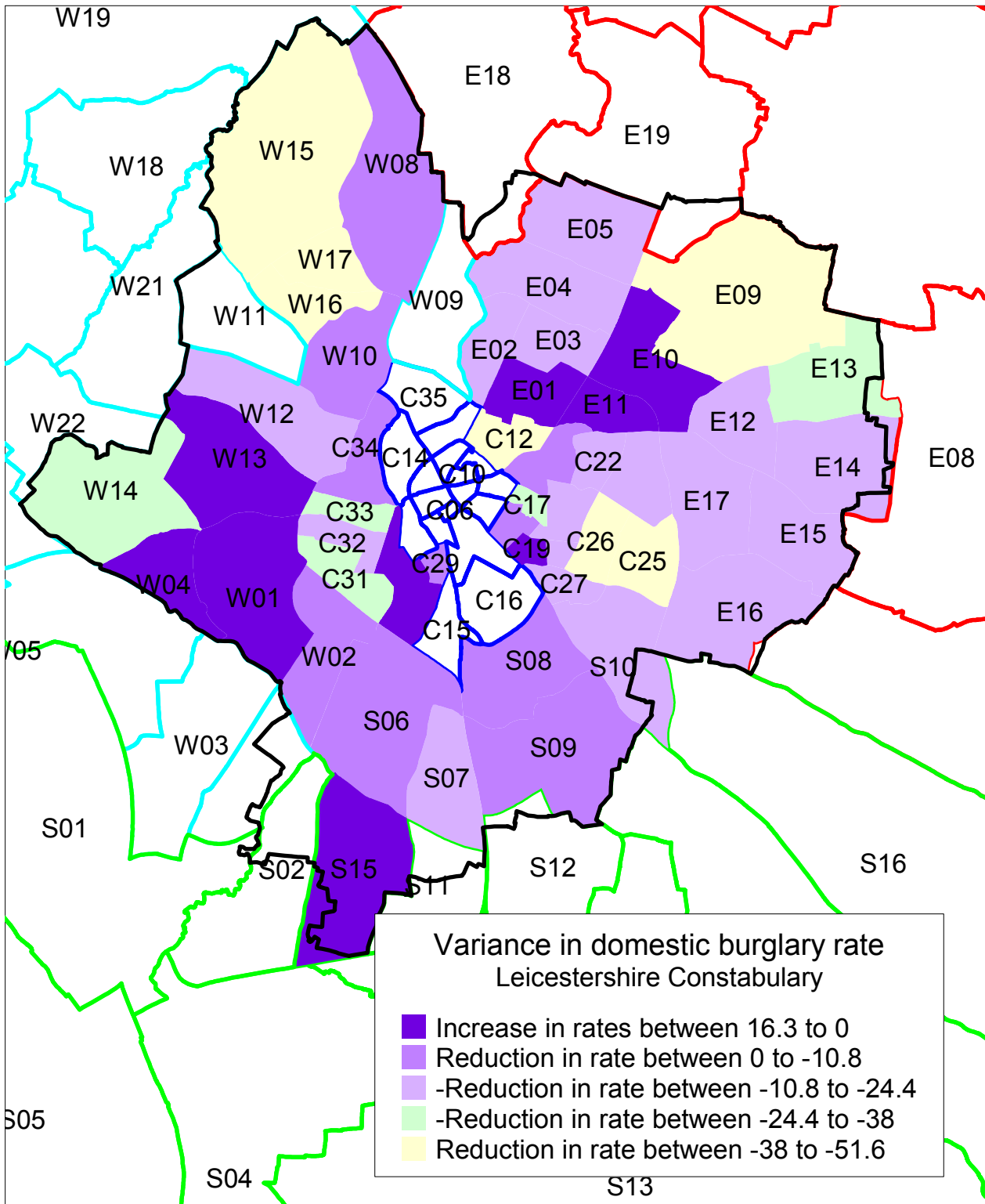
■ Areas which are currently operating BR schemes

■ Areas where BR schemes have previously been operating

■ City boundary

**LEICESTER COMMUNITY SAFETY DATABASE**

**DISTRIBUTION OF THE VARIANCE IN DOMESTIC BURGLARY  
RATE BETWEEN 1998/99 TO 2000/01**



**LEICESTER COMMUNITY SAFETY DATABASE**