

Leicester
City Council

WARDS AFFECTED: ALL WARDS

CABINET

1 MARCH 2004

CRIME AND DISORDER BEST VALUE IMPROVEMENT PLAN

Report of the Review Lead Officer

1 Purpose of Report

- 1.1 This report presents an Improvement Plan to strengthen the City Council's contribution to crime reduction in Leicester. Members are asked to approve the proposals set out in the Plan, (Appendix 1 to this report). Members may wish to note that the City Council's crime reduction activities may be the subject of an Audit Commission Inspection between January-March 2004, as part of the Comprehensive Performance Assessment.

2 Summary

- 2.1 The Best Value Review of Crime and Disorder Interim Report found that a number of City Council services are making a positive and substantial contribution to crime reduction in the City. Better co-ordination, recording, and integration with Service Plans is needed, however, to demonstrate the scale and impact of this contribution, and to provide evidence that the City Council is adequately meeting its obligations under Section 17 of the Crime and Disorder Act. Crime and disorder now has a higher profile in the Comprehensive Performance Assessment. Mainstreaming crime and disorder services in the Service Planning process will also reveal their full cost to the City Council.
- 2.2 The Best Value review found that a substantial reduction in domestic burglaries has been achieved in the last five years, but the City Council and its partners in the Crime and Disorder Partnership need to intensify their joint activities in order to achieve the PSA target for Burglary Reduction.
- 2.3 A third major finding of the Review reflects the fact that many of the City Council's crime reduction activities are carried out in partnership with other agencies. The Leicester Partnership Against Crime and Disorder (LPACD) successfully sponsors and supervises a wide range of activities, but as a major strategic partnership, it lacks development and is heavily dependent on the City Council's Community Safety Team for support. In order to improve the City Council's own services, it is important that the LPACD simultaneously receives adequate support and investment.
- 2.4 The Improvement Plan attached to this report is supported by Corporate Directors Board, and sets out actions to address these issues. The actions are designed to mainstream crime and disorder as a corporate priority throughout the City Council, and to develop the LPACD's strategic capacity. They involve a re-defined role for the Community Safety Team, as a more internally focused strategic support team, and the provision of a major crime and disorder

awareness campaign for service managers. It is important that these actions are delivered in sequence.

3 Recommendations

Members are recommended to:

1. Support the Best Value Improvement Plan appended to this report.
2. Note the corporate policy, adopted since 2001, of allocating £100,000 annual revenue growth to crime and disorder activities, in the annual budget, and agree in principle to continue to recommend this to Council.
3. Consider the needs of the Best Value Improvement Plan when considering how to allocate the £100,000, noting that the improvement plan is dependent on this for resources.

4 Financial & Legal Implications

4.1 *Financial Implications*

- 4.1.1 The total cost of the improvements recommended in the Improvement Plan are £100,000 annual revenue growth, which may be offset over time by a reduction in the costs of crime and vandalism to the City Council, if the plan is successful. A breakdown of the growth budget required is provided in the Improvement Plan appended to this report. There is no existing budgetary provision for this amount. The report recommends to Cabinet that the policy adopted since 2002/3 of allocating £100,000 per year to crime and disorder reduction is continued for 2004/5, and that consideration is given to using this amount to fund the improvements set out in the Plan.
(Mark Noble, Chief Finance Officer)

4.2 *Legal Implications*

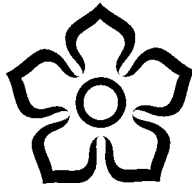
- 4.2.1 This best value review is designed to enable the Council to be effective in meeting its statutory duties under the Crime and Disorder Act as well as complying with its Best Value duties under the Local Government Act 1999.
(Peter Nicholls, Head of Legal Services)

5 Report Author

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DECISION STATUS

Key Decision	Yes
Reason	Significant effect on two or more wards
Appeared in Forward Plan	Yes
Executive or Council Decision	Executive (Cabinet)



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SUPPORTING INFORMATION

FINANCIAL, LEGAL AND OTHER IMPLICATIONS

1 Financial Implications

- 1.1 Two areas of the Improvement Plan have financial implications. The new posts and increased budget for the Community Safety Team are described in paragraph 1.7 of the Supporting Information to this report. These improvements will cost approximately £60,000 per annum, and there is no existing budget provision.
- 1.2 The second area of growth is the proposed LPACD Partnership Support Team, which is described in more detail in paragraph 1.6 of the Supporting Information. The total cost will depend on the size of the team, which is currently under discussion with partners in the LPACD. It is important that partners in the LPACD provide the Partnership Team with core funding support. This will ensure the Team's sustainability, and demonstrate the commitment of partners to other potential funding agencies.
- 1.3 The priority is to establish a Partnership Manager post, at a cost of approximately £40,000 per year, including on-costs. Once the Manager has been appointed, Leicestershire Constabulary have indicated a willingness to second an officer to the Team. It is also proposed to second two posts from the Community Safety Team, at no extra cost to the City Council. It is therefore recommended that the cost of the Partnership Manager post is met from the annual revenue growth budget that has been set aside for crime and disorder activities since 2001, subject to Members agreeing the continuation of this provision.
- 1.4 The possibility of attracting funding for other partnership team posts will become the responsibility of the Partnership Manager. The Partnership has a successful record in attracting external funding, but to date has been unable to spend very much of this on its own organisational development.
- 1.5.1 Leicester City Council currently contributes £40,000 per year to LPACD activities. This sum is held in the base budget of CS&NR, and is used to lever in other funding to support the partnership's strategic priorities. These currently

include a support officer, the Domestic Violence Forum, and the Racial Harassment Action Group. It is highly likely that these activities would cease without City Council financial support, and it is recommended that the current City Council contribution of £40,000 per year to LPACD is maintained.

- 1.6 In summary, it is recommended that Members consider continuing the policy adopted since 2002/3 of allocating £100,000 per year to crime and disorder reduction in 2004/5, and that this amount is used to strengthen the Community Safety's Team's internal role, and fund the Partnership Manager post.

2 Legal Implications

- 2.1 Section 5 of the Crime and Disorder Act 1998 places a statutory duty on the City Council to lead and take joint responsibility with the Police Constabulary to liaise and co-operate with other specified bodies with a view to establishing a strategy for reduction of crime and disorder in Leicester.
- 2.2 Section 17 of the Act places a duty on the Council to exercise all its functions with due regard to the likely effect of the exercise of these functions, and the need to do all it can to prevent, crime and disorder in Leicester.
- 2.3 This best value review is designed to enable the Council to be effective in meeting its statutory duties under the Crime and Disorder Act as well as complying with its Best Value duties under the Local Government Act 1999.

(Peter Nichols, Head of Legal Services)

3 Other Implications

3.1

OTHER IMPLICATIONS	YES/NO	PARAGRAPH REFERENCES WITHIN SUPPORTING PAPERS
Equal Opportunities	no	
Policy	yes	Par.1.7
Sustainable and Environmental	no	
Crime and Disorder	yes	All
Human Rights Act	no	
Older People/ People on Low Income	no	

3.2 Risk Assessment Matrix

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/or appropriate)
1 £60,000 growth budget for internal service improvements not supported by Cabinet: poor BVR /CPA inspection report, loss of potential PSA funding to City Council		H	Confirmation of existing policy and prioritisation of Best Value Improvement Plan, as set out in the financial recommendations of this report.
2 £40,000 growth budget for Partnership Development Manager not supported by Cabinet: failure to develop partnership, loss of partner matched funding, and continued partnership demand on existing council staff, leading to poor /few service improvements		H	Confirmation of existing policy and prioritisation of Best Value Improvement Plan, as set out in the financial recommendations of this report.

L – Low
M - Medium
H - High

L - Low
M - Medium
H - High

4 Background Papers – Local Government Act 1972

Cabinet, 7th May 2002, *Crime and Disorder Strategy 2002-05*

Cabinet, 7th May 2002, *Best Value Year Three: Crime and Disorder Scoping Exercise*

Cabinet, 18th November 2002, *Crime and Disorder Best Value Review: Interim Report*

Corporate Directors Board, 25th February 2003, *Crime and Disorder Best Value Review: Key Issues*

Corporate Directors Board, 9th September 2003, *Crime and Disorder Best Value Review Improvement Plan*

Housing Scrutiny Committee, 15th January 2004 *Crime and Disorder Best Value Review Improvement Plan*

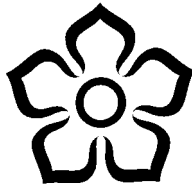
5 Consultations

Corporate Directors Board, 9th September 2003

Chief Financial Officer, 15th October 2003

Head of Legal Services, 21st November 2003

Housing Scrutiny Committee, 15th January 2004



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23 FEBRUARY 2004

CRIME AND DISORDER BEST VALUE IMPROVEMENT PLAN

Report of the Review Lead Officer

1. Background

1.1 Section 17

Crime and Disorder is acknowledged as a priority in Leicester's Community Plan, and in the City Council's new Corporate Plan. A considerable number of services provided by the City Council already contribute to reducing crime and disorder in Leicester, or have the potential to make an impact. All City Council services and functions have a legal duty to assess this impact when making decisions, and do all they reasonably can to reduce crime and disorder in their relevant service areas. (Section 17, Crime and Disorder Act 1998). With effect from 2003, crime and disorder has had a higher profile within the Comprehensive Performance Assessment.

1.2 The City Council is currently unable to provide evidence that it is adequately meeting its obligations under Section 17 of the Crime and Disorder Act 1998, due to the absence of a corporate target setting and monitoring system, and a low level of corporate awareness and leadership.

1.3 The Improvement Plan includes proposals for a major awareness campaign throughout the Council, lead officers in each Directorate, and an annual monitoring, review and reporting framework. This work will be guided and facilitated by a dedicated strategic support team. Subsequent Service Plans and Business Improvement Plans will be expected to cost the City Council's expenditure on crime and disorder, and identify the potential for long-term savings through a reduction in anti-social behaviour and criminal activity.

1.4 Leadership

It is proposed that all Corporate Directors will nominate a Service Director to assume responsibility for the performance monitoring and improvement to crime and disorder services in their Directorate. Responsible service directors will meet quarterly with the Corporate Lead Director and Cabinet Link Member to discuss progress. In turn, the Corporate Lead Director will make regular reports to Corporate Directors' Board. A report and presentation will be given by responsible Service Directors to an annual conference, in the presence of the Chief Executive or the Leader. The annual report will be published. The Community Safety Team will be available to support Service Directors with data analysis, professional advice, and partnership liaison. The aim is to embed crime and disorder in major service plans.

1.5 Partnership Working

This Best Value Review differs from some other reviews in that crime and disorder reduction is a cross-service theme, involving a number of services and agencies in the City, and it is delivered primarily through partnership working at all levels. Improvements in City Council services are inextricable from the performance of the Leicester Partnership Against Crime and Disorder and its various Action Groups. The District Audit Office has conducted an audit of the Leicester Partnership Against Crime and Disorder as part of the Best Value Review. In the view of the DAO, there is little evidence to suggest that the Partnership has moved forward since 1999, and has less capacity to develop because of an over-reliance on the City Council's community safety resources.

- 1.6 Strengthening the LPACD and improving our co-ordination and capacity for joint working with partners has been a key aim of the Review, and this is reflected in the Improvement Plan. The Plan proposes to establish a Partnership Development Manager for the LPACD, who will be responsible for developing the partnership's strategic action plans, supporting the partnership Action groups, and leading the preparation work on the next three-year Leicester Crime Reduction Strategy. It is anticipated that the Partnership Development Manager will be supported in this work by secondments from partner organisations, including the Police and the City Council.

1.7 Community Safety Team

The corporate Community Safety Team has been under-resourced and lacked strategic direction for some time. This is partly due to the increasing amount of time spent by officers in the team on partnership activities at all levels. A recent analysis has revealed that 80% of core staff time and 50% of the team leader's time is spent on partnership activities, leaving little scope for strategic development, internal co-ordination, or a proactive policy response to the large number of initiatives generated by the Home Office. Another factor has been the lack of corporate profile and leadership given to crime and disorder generally within the City Council, notwithstanding the prominence attached to crime and disorder as a major political priority, locally and nationally.

The proposal to establish an arm's-length manager and support team for the LPACD will allow the bulk of the team to concentrate on an internal strategic role, supporting service managers, Directors and Members in managing the internal improvement measures. It is recommended that the current Team Leader post is enhanced in order to take on the role of corporate co-ordinator and act as the focal point for the Council's crime and disorder work, liase with the LPACD, and line manage the Community Safety Team. It is also recommended that a post of Senior Development Officer is created, and the Team's budget increased to cover the training, awareness and publicity costs arising from its new role. These improvements will bring the City Council in line with other major urban authorities.

The reduction in direct CST support for the LPACD will require careful management and timing in order to retain the momentum of partnership working and avoid the loss of potential funding opportunities.

1.8 Burglary Reduction

The City Council is party to a Public Service Agreement to reduce domestic burglary in the City. Target hardening schemes managed by the City Council have made a successful contribution to reducing burglaries in high-crime areas of the City. Independent evaluation has shown that these schemes have the greatest impact when they operate in conjunction with other service improvements, including CCTV, improved street-lighting, a re-designed street

environment, more facilities for young people, and intensive work with potential re-offenders. This integrated approach has to date been subsidised through time-limited external funding. Without mainstream co-ordinated cross-service and multi-agency planning, the City Council will not achieve its PSA target of reducing domestic burglaries to 23.6 per 1,000 population by March 2005.

1.9 The Improvement Plan proposes to turn this situation around through the establishment of a multi-agency and cross-service group, led by a nominated lead officer, which will work to improve the capture and evaluation of data, develop a burglary reduction strategy, and oversee joint service planning.

1.10 Anti-social behaviour

The City Council has taken the leading role in reducing anti-social behaviour on its estates, through a range of measures available to Neighbourhood Housing Managers, with support from the new citywide Neighbourhood Nuisance Team. This team has had a significant impact as a pilot in the north-west of the City. The Improvement Plan proposes to build on this success by rolling out the awareness programme developed by the Housing Department to other Council services, improving the collection of data, and establishing a cross-service working group to develop ways of extending anti-social behaviour services to schools, open spaces, and non-City Council housing areas. It is proposed that a nominated officer leads this work.

1.11 Conclusions

Leicester's first crime reduction strategy (1999-2002) had a significant impact across a number of crime categories, and in terms of crime reduction, the City ranked an equal 3rd out of 12 comparable cities in its Home Office "family group". City Council services made a considerable contribution to this achievement. In 2003/4, the penultimate year of Leicester's second crime reduction strategy, the City's position in this comparative table appears to be slipping to 6th. or 7th place. The actions set out in the Best Value Review Improvement Plan are intended to reverse this trend and ensure that City Council services are maximising their contribution to crime reduction in Leicester.

CRIME AND DISORDER SERVICE IMPROVEMENT PLAN

Improvement Objective: Leadership	
<p>Actions</p> <p>Corporate Directors to nominate lead Service Directors for crime and disorder.</p> <p>Lead Service Directors to review service contributions to the crime and disorder strategy and ensure c& d is embedded in service planning</p> <p>Lead Corporate Director to review overall performance on a quarterly basis and report to Corporate Directors Board.</p> <p>Chief Executive to head an annual review and officer forum on crime and disorder.</p> <p>Annual report to be published.</p>	<p>User Focused Outcomes</p> <p>Evidence that the City Council's obligations under S. 17 are being met.</p> <p>City Council's contribution to crime reduction open to scrutiny by partner agencies and the general public.</p> <p>Improved information and participation for public and Elected Members.</p>
<p>Overall Timescale and Key Milestones</p> <p>Allocation and implementation of tasks by end March, 2004.</p> <p>Initial corporate briefing for senior officers by end May, 2004.</p> <p>1st. quarterly performance report 9/04.</p> <p>Annual review, January, 2005</p>	<p>Overall Lead Officer:</p> <p>Corporate Directors</p> <p>Lead Service Director</p> <p>Service Directors</p> <p>Chief Executive</p>
<p>Method of measuring improvement</p> <p>Quarterly performance report by each Directorate and annual corporate review assessed against appropriate PI's in Community Plan, including BVPI's, and PSA.</p>	
<p>Targets for improvement: PSA: Reduction in domestic burglary to 23.6 per 1,000 hsholds. by March 2005. Other BVPI targets as set out in the Community Plan</p>	
<p>Overall cost/savings:</p> <p>To be identified through Business Plans.</p>	
<p>Approvals needed</p> <p>Corporate Directors Board</p>	

Improvement Objective: Partnership Development of the LPACD

<p>Actions</p> <p>Appoint partnership manager and assemble partnership support team</p> <p>Produce Partnership Development Plan</p> <p>Training for Partners and Action Groups</p> <p>Produce SMART Objectives linked to other strategies</p> <p>Produce Performance Management Framework to engage strategic partners</p> <p>Conduct strategic audit</p>	<p>User Focused Outcomes</p> <p>Dedicated citywide team and contact point for C&D enquiries and information.</p> <p>Training for members of local Action Groups</p> <p>Facilitate service planning for partners</p> <p>Extensive public information and consultation on priorities for the next three year strategy.</p>
<p>Overall Timescale and Key Milestones</p> <p>Appoint Partnership Manager by end March 2004</p> <p>Estab. Partnership Support Team by May 2004</p> <p>Produce Development Plan by June 2004</p> <p>Complete training programme by July 2004</p> <p>SMARTENED Objectives by September 2004</p> <p>Strategic Audit commences March 2004</p> <p>Draft 3rd. C&D Strategy by January 2005</p> <p>3rd C&D Strategy implemented April 2005</p>	<p>Overall Lead Officer: (LCC) Lead Service Director</p> <p>Ptnshp. Manager</p> <p>Ptnshp. Manager</p> <p>Ptnshp. Manager</p> <p>Ptnshp. Manager</p> <p>Ptnshp. Manager</p> <p>Ptnshp. Manager</p>
<p>Method of measuring improvement: Independent evaluation of Development Plan and revised strategy by Audit Commission</p>	
<p>Targets for improvement: SMART Development Plan and 3rd. C&D Strategy approved by Home Office. Development Plan and Strategy adopted by GO-EM as model of best practice.</p>	

Overall cost/savings:

Partnership Manager (estimated PO5): £38,000 p.a.,(inc. on-costs),

Partnership Support Team: two seconded posts from CST, one from Police. An outline bid for NRF support has been submitted to pay for other posts in the team. If successful, NRF support will be available until March 2006. If these posts are to be continued post-NRF, the costs will be the responsibility of the sponsoring service or department.

Accommodation: potential to share cost with Leicester Partnership team. Partner contributions sought.

Operational budget

Regeneration and Culture: £40,000

Resources needed and or approvals needed/obtained

PDF support: GOEM & LPACD approval

NRF support for specific posts: LCC/Leicester Partnership

Support Team seconded posts: Service Director, Chief Constable

Strategy approval: GO-EM, LPACD, Full Council

Improvement Objective: Community Safety Team, Internal co-ordination, Section 17,

Actions

Agree transfer of partnership responsibilities plan and timetable with LPACDS

Appendix R review of CST posts

Training in new roles for CST members.

Recruit Senior Development Officer.

Design, launch and support corporate awareness campaign

Convene and facilitate service strategic planning groups on burglary reduction and anti-social behaviour.

Support development of crime and disorder service plans and PI's.

User Focused Outcomes

Single point of contact for external and service enquiries.

Improved response to customers on C&D issues from service managers. Cost of services identified, and clear targets established.

Dedicated support to Partnership Action Groups

Specialist policy support for Elected Members

Policy, data analysis, and training support to service managers and Partnership Action Groups

<p>Overall Timescale and Key Milestones</p> <p>Appendix R completed April 2004 Co-ordinator and policy officer in post by June 2004,</p> <p>August 2004 – awareness campaign complete and c&d integrated in service planning framework.</p>	<p>Overall Lead Officer:</p> <p>Service Director, Neighbourhood Renewal, & Crime and Disorder Co-ordinator</p>
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Targets for improvement

All Service Plans to include costed crime reduction actions and targets by April 2005. Quarterly Monitoring Sept. 2004 onwards by Service Directors. 1st Annual report and review. Business plans to be capable of assessment against Community Plan and Neighbourhood Renewal Strategy PI's and targets.

Overall cost/savings:

£60,000 costs : new LCC posts and awareness programme..

Savings to be obtained through reduction of costs of crime to LCC. These costs to be identified through service planning.

Resources needed and or approvals needed/obtained

£60,000 costs of new posts not currently within budget of CSNR. Approval required as a growth item in 2004/5 budget.

Two seconded posts from CST to LPACD.

Improvement Objective: Burglary Reduction**Actions****Burglary reduction:**

Nominate LCC officer to liaise with LPACD to establish co-ordinating and planning group on burglary reduction, to review baseline and develop SMART Action Plan

Evaluation of trends and variations in performance in different areas of the City to identify success factors.

Collation of service data on offenders, victims, and environmental factors to improve targeting of resources.

Development of service performance indicators related to burglary reduction

Review progress quarterly and make recommendations for improvement to LPACD

User Focused Outcomes

Reduction in domestic burglaries

Improved service to victims and "at risk" groups.

Reduction in repeat offending

Partner agencies benefit from improved City Council liaison between departments and common priorities.

Improved intelligence for a more proactive partnership approach to planning.

<p>Overall Timescale and Key Milestones</p> <p>Corporate Burglary Action Plan and PI's by November 2004.</p> <p>Data analysis and at risk groups identified by November 2004</p> <p>Lead and planning group established June 2004</p>	<p>Overall Lead Officer:</p> <p>Community Safety Officer</p>
<p>Method of measuring improvement: SMART Burglary Reduction Plan. BV126a, monitored quarterly by the Community Safety DataBase Officer.</p>	
<p>Targets for improvement: PSA target, (23.6 per 1,000 households by March 2005)</p>	
<p>Overall cost/savings:</p> <p>No identified increase in costs to City Council. BRS schemes are externally funded</p>	
<p>Resources needed and or approvals needed/obtained</p> <p>Application to NRF under consideration. PSA funding available.</p>	

<p>Improvement Objective: Anti-Social Behaviour</p>	
<p>Actions</p> <p>Anti-Social Behaviour</p> <p>Embed current improvement plan corporately through the establishment of an Anti-Social Behaviour task group and corporate lead officer.</p> <p>Extend current training in ASB to include representatives from all relevant services</p> <p>Further development of ASB service performance indicators</p> <p>Evaluate the Neighbourhood Nuisance Team in regard to costs/benefits</p> <p>Support LPCAD ASB Action Plan by developing a common reporting system on ASB for LPACD members.</p> <p>Establish a citywide ASB Team and call-centre.</p>	<p>User Focused Outcomes</p> <p>Greater awareness of ASB across City Council services.</p> <p>Reduction in costs of vandalism and disorderly behaviour.</p> <p>Greater feeling of community well-being and public safety.</p> <p>More awareness among school students of ASB and how to address it.</p> <p>More initiatives and facilities for young people.</p> <p>Citywide easy-to access service for all residents. Reduction in ASB on estates, in open spaces, city centre</p>

<p>Overall Timescale and Key Milestones</p> <p>Service planning group and lead officer convened April 2004</p> <p>ASB Team Manager appointed April 2004</p> <p>ASB Action Plan by June 2004</p> <p>ASB awareness training rolled out and completed by October 2004.</p> <p>Corporate PI's developed and implemented by November 2004.</p>	<p>Overall Lead Officer:</p> <p>To be confirmed. If the bid for NRF is successful the lead officer will be the Anti-Social Behaviour Manager. Internally, co-ordination work will be supported by CST</p>
<p>Method of measuring improvement: PI's and baseline to be established as part of Action Plan and monitored quarterly September 2004 onwards.</p>	
<p>Targets for improvement: Data sharing system agreed with partner agencies. City-wide ASB unit established</p>	
<p>Overall cost/savings:</p> <p>Costs from existing budgets and potential NRF support. . If successful, NRF funding is available until March 2006. Subsequent costs post-NRF are the responsibility of the sponsoring service or department.</p>	
<p>Resources needed and or approvals needed/obtained</p> <p>Application to NRF submitted to LP</p>	

