



Burnley Crime & Disorder Reduction Strategy 2005 - 08

Foreword

**By Chief Superintendent Jerry Graham
Chair of Burnley Community Safety Partnership**

This strategy sets out the challenges we face and how we intend to focus our efforts over the next three years, to help to create a better, safer Burnley.

This is the third crime and disorder reduction strategy for Burnley, the first being published for the years 1999 to 2002. Much has already been achieved in the Borough: the number of burglaries and car crimes recorded is at an all time low and the roads are safer. However there is still a great deal to be done. We have listened to the views of local communities and it is clear that quality of life issues such as anti-social behaviour, damage and graffiti still blight too many of our neighbourhoods.

The Burnley Community Safety Partnership is made up of a number of agencies including Health, Fire and Rescue, Probation, Youth Offending Team, Police, the Borough and County Councils and others who are committed to working for and with the community to improve the quality of life for our residents.

This strategy details what we intend to do, how we will achieve it and also how we will monitor progress. We look forward to the challenge.

Introduction

The Crime and Disorder Act 1998 provided local authorities, the police and a number of other key partners with a new legal framework to reduce crime and disorder. One of the requirements of the legislation is that all Community Safety Partnerships undertake an audit of crime and disorder every three years and produce a crime and disorder reduction strategy based on the findings. This is the Burnley Community Safety Partnership's third strategy since the introduction of the Crime and Disorder Act. This document contains the priorities and targets that the Community Safety Partnership will be concentrating on over the next three years, along with a review of achievements during 2002 - 2005.

What we have done so far – our 2002 to 2005 targets

During the lifetime of the 2002-2005 strategy the Burnley Community Safety Partnership went from strength to strength, building up its network of partners through effectively working together. Our achievements are outlined below.

Tackling drug misuse

Prosecution of suppliers of controlled drugs increased by 142% in 2003/04 and there has been sustained police activity to reduce the impact that street dealing has on the quality of residents' lives.

There has been a sharp focus on improving treatment services. A Drugs Intervention Programme (DIP) has been established locally to direct drug-misusing offenders out of crime and into treatment. The Borough now has a structured day care programme provided by Inward House. A major project, funded through the European Urban 2 programme, is the Burnley drugs street agency. Progress has not been as fast as we would have wanted but premises have been acquired and the agency will be operational by April 2006. The waiting time for drug treatment continues to be too lengthy and we will continue to press for an improved service.

Reducing anti-social behaviour

Whilst our aim was to reduce the number of reports of incidents of juvenile and youth anti-social behaviour, reports increased by over 30%¹. This increase in reporting highlights the level of concern amongst residents as well as reflecting an increased public confidence that complaints will be dealt with.

Additional resources to deal with youth nuisance were made available by the police through their community beat managers and community support officers as well as through Burnley Borough Council's new anti-social behaviour team. The number of Acceptable Behaviour Contracts increased significantly during the lifetime of the strategy.² Thirty-five anti-social behaviour orders were imposed and three dispersal zones established. The Youth Service's Streetwise project, along with a range of other diversionary activities for young people funded through the European Urban 2 programme, reflect the balanced approach we are adopting based on enforcement, education and prevention.

In relation to our other targets, the upward trend of deliberate fire setting reduced slightly in year one although the following year showed a significant increase. The Fire Reduction team have been focusing on this problem and levels of deliberate fires during 2004-05 are now at Baseline levels³. Levels of unauthorised absences in secondary schools reduced by 30%⁴ and the

¹ Safer Lancashire Website Performance monitoring data for 2003/04

² From baseline of 2 in 01/02 to 74 by 03/04

³ Fire service data

⁴ LCC Education Welfare figures

number of young people being supervised by the Youth Offender team reduced by 12% during 2003-04⁵.

Reducing property crime

Whilst we set ourselves a target to reduce the number of domestic burglaries by 34%, during past three years we achieved an average 30% reduction. In the 10 months up to the end of January 2005 burglary reduced by 43%. Levels of vehicle crime on average over the three years have remained static, and theft from town centre shops has shown a reduction of around 9%⁶. To reduce property crime the CSP funded a property marking scheme, a registration scheme for second hand goods dealers, improved security for victims of burglary and for vulnerable residents and, along with Urban 2, funded a programme of alleygating in inner Burnley,

The setting up of the Fire Reduction Team resulted in the target of a 10% reduction in deliberate property fires being exceeded – there was a average reduction of 45% over the three years⁷.

Reducing violent and hate crimes

We aimed to reduce the number of serious crimes in Burnley town centre by 3%. During the three years the number of serious crimes in the town centre have continued to rise. There were difficulties with measurement and the rise can mainly be attributed to a change in the way the Police record violent crime. There is an overlap between this area of work and the actions taken to reduce alcohol misuse

Attention was focused on victims of domestic violence through an awareness raising advertising campaign. A personal safety programme for young women was piloted in three secondary schools and the Schools, Citizenship, Anti-Racism and Football (SCARF) pilot project in two primary schools. Anti-bullying bookmarks were provided for school children. In partnership with Burnley Football Club player cards were produced with a variety of community safety messages, including racism, hate crime, domestic violence and bullying. A third party reporting system was introduced for racist incidents.

Tackling alcohol misuse

We are proud of the work to improve safety in Burnley and Padiham town centres through Burnley Against Nighttime Disorder (BAND) and pub watch schemes. Close working between Burnley Borough Council Licensing team, Police and the licensing trade has resulted in the introduction of the Doorsafe programme and Homesafe to encourage the use of recognised taxi firms. The Prove-it scheme and provision of Serve-wise training for off-licencees is part of our sustained activity to reduce under age drinking. Fixed penalty notices proved to be a useful tool for reducing alcohol related nuisance as have

⁵ Youth Offending Team figures

⁶ Police data

⁷ Fire service data

seasonal 'alcohol blitzes' and alcohol control zones in town centres and other alcohol hot spots.

Alcohol awareness sessions in Burnley town centre enabled us to access a wide cross section of the community. Following the publication of the national alcohol harm reduction strategy, work began on a local strategy.

Improving road safety

The number killed or seriously injured on the Borough's roads reduced by 29% against our target of a 40% reduction. Our target of a 50% reduction in the number of children killed and seriously injured was exceeded: there has been a 58% reduction. The target for slight casualty rates was 10% and we achieved a 16% reduction⁸. These achievements are the result of close working between the Police, Burnley Borough Council, Lancashire County Council and the Lancashire Partnership for Road Safety.

The Burnley Crime & Disorder Audit 2004

During the last six months of 2004 a comprehensive audit of crime and disorder across the Borough took place. The majority of the statistical information was supplied through the Multi Agency Data Exchange (MADE) project run by Lancashire County Council and the Home Office iquanta database. This information provided the hard data on recorded crime patterns across the borough down to ward level. It also compared data with the rest of Lancashire and with our most similar partnerships nationally.

Public perceptions of crime and disorder were provided by a series of public surveys that supplied information regarding the day-to-day problems faced in neighbourhoods. These surveys have been carried out nationally (British Crime Survey), at County level (Opinion and Life in Lancashire) and at local level (Citizens Panel). Young people's perceptions have also been sought (Pupil attitude survey, Young people & Alcohol).

All this information provided the Community Safety Partnership with a comprehensive picture of crime & disorder in the Borough.

The audit document has been used to establish the outcomes, against which Community Safety Partnership will be measured between April 2005 and March 2008. We have worked together to set realistic and achievable targets with clear baselines. There will be regular reviews of progress over the coming three years.

⁸ All 2003/04 figures

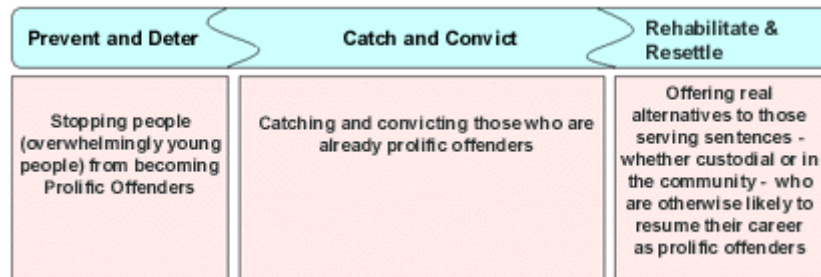
Linkages

This strategy should not be viewed in isolation. Section 17 of the Crime and Disorder Act 1998 imposes a responsibility upon public organisations to take account of crime and disorder in all of their work. Community safety targets are integrated into the plans of our partners in the community, voluntary and public sectors. The targets in this strategy are linked to those in the Borough's Community Plan and Neighbourhood Renewal Strategy. The Community Safety Partnership is a sub-group of Burnley Action Partnership, our local strategic partnership.

Prolific and other Priority Offenders

Nationally it is estimated that out of a million active offenders, 100,000 offenders have three or more convictions and are responsible for half of all crime. The active offender population is not static: 20,000 individuals leave this pool every year and are replaced by another 20,000 offenders. The most active 5,000 of this group are estimated to be responsible for one in ten offences.

There are three complementary strands to the national Prolific and other Priority Offenders strategy (see below) and these have been woven into our strategy to allow us to focus on the most prolific offenders, the most persistently anti-social in their behaviour and those who pose the greatest threat to the safety and confidence of our communities.



What we are aiming for

By achieving the outcomes of this strategy, the CSP will improve the quality of life and promote cohesion within the communities of Burnley Borough.

Outcomes & Targets

Outcome 1: To reduce crime by 20% with emphasis on crimes of concern to local communities in line with British Crime survey comparator figures.

This outcome is linked to the Home Office Public Service Agreement 1 target against which all Community Safety Partnerships are being measured. Progress will be monitored on a monthly basis using iquanta, the Home Office statistical database as well as Lancashire's Multi Agency Database (MADE) using 2003-2004 figures as a baseline.

The types of crime included in this category are:

- Violent crime including domestic violence and hate crime
- Criminal damage
- Domestic Burglary
- Robbery
- Theft
- Vehicle Crime

Although all the types of crime will be monitored, emphasis will be placed on tackling violent crime, criminal damage and instances of hate crime.

Outcome 2: To improve the quality of life for local communities by tackling anti-social behaviour and improving the local environment.

Work to tackle anti-social behaviour (ASB) was a key part of the previous Crime and Disorder Reduction Strategy. We recognise the importance of breaking the link between lower level visible signs of disorder and serious criminal activity. The strategy recognises that youth nuisance can only be tackled when enforcement works alongside support to change behaviour.

Improvements to the physical environment help people feel safer and have more confidence in local agencies. Over the last year we have seen the impact of Operation Red Card to reduce littering, graffiti and fly-tipping. At the beginning of 2005 Burnley signed up as a Together Action Area, working with the Home Office Anti-social Behaviour Unit to take a tough stance against all types of anti-social behaviour.

Activities to tackle anti-social behaviour will include:

- A dedicated ASB team and hotline number for reporting incidents.
- Street Wardens and Community Environment Officers working with communities to improve accessibility to services.
- A “Grime Team” providing a rapid response to local grot spots.
- Anti-social behaviour orders (ASBOs)
- Dispersal Orders and Fixed Penalty Notices
- CCTV linking up with Street Wardens and Police Community Beat Officers
- Street Wise initiative providing outreach work with young people in identified ASB hotspot areas.
- Provision of wide range of recreation facilities to encourage young people at risk of becoming involved in crime and anti-social behaviour to participate in sports
- Subject to funding, a Youth Inclusion Project (YIP) will be established focusing on improving the behaviour of the top fifty young people most at risk of anti-social behaviour in a high crime area of Burnley.
- GRIP working with families of those at risk of offending
- Practical Parenting, Urban 2 funded project, works with parents of children involved in anti-social behaviour.
- Acceptable Behaviour Contracts (ABCs) to improve behaviour of young people
- Continued proactive activity to encourage reporting of racial and hate crime.

Targets:

1. To reduce perceived levels of anti-social behaviour in neighbourhoods by 15%⁹
2. To reduce police recorded nuisance by 6%¹⁰
3. To reduce deliberate primary and secondary fires by 10%¹¹
4. To reduce malicious calls to the Fire Service by 10%¹²
5. To reduce perceived aggregated levels of Environmental related crime by 10%¹³
6. To formalise the role of support agencies and services in the use of Acceptable Behaviour Contracts¹⁴

⁹ Based on Citizens panel findings 2004 (Average total of big/quite big problem for rowdy behaviour – 32% and Groups of young people hanging around – 47%)

¹⁰ Baseline 8057 Yr 03 – 04 (Police incident recording system data)

¹¹ 1489 - Based on an average over 3 years compared to years 02 – 05 (Fire service data)

¹² 144 - Based on an average over 3 years compared to years 02 – 05 (Fire service data)

¹³ Baseline – Citizens panel survey 2004 (Dog fouling 51%, Rubbish/Litter 55%, Graffiti 27%)

¹⁴ No formal support mechanisms currently in place that promote the principle of early intervention.

Outcome 3: To reduce the harm caused to communities by drug and alcohol Misuse

a) Tackling Drug Misuse

Strong partnership working is taking place in recognition of the links between drugs misuse, crime and feelings of safety. However, recent Citizen's Panel findings show that progress has to be maintained in order to build public confidence. The 2004 Citizens Panel found that more respondents in Burnley than in other East Lancashire areas felt that illegal drug use has increased over the previous twelve months.

A drug street agency is in the process of being set up as part of the Urban 2 programme in partnership with Burnley, Pendle and Rossendale Primary Care Trust, Burnley Borough Council and Lancashire Drug Action Team. This will be a resource for individuals who misuse drugs, particularly those with a chaotic lifestyle, to easily access a range of harm reduction, social support services and treatment services. Premises have been identified and it is anticipated that the centre should be operational by April 2006.

A Drugs Intervention Programme (DIP) has been established locally to direct drug-misusing offenders out of crime and into treatment. If more offenders can be encouraged to enter and stay in treatment, local communities will suffer less crime, particularly burglary and vehicle crime, and drug related nuisance. By focusing on both drug rehabilitation and enforcement measures the quality of life of residents in the Borough will be improved.

Targets

1. To increase the number of drug misusing offenders entering treatment and retained in treatment.¹⁵
2. To reduce the percentage of people who perceive drug dealing or using drugs to be a problem in their neighbourhood to 30%.¹⁶
3. To set up a street agency that is operational by March 2006

¹⁵ Baseline and % reduction to be established by Sept 05. The nationally recognised measure for retention 12 weeks

¹⁶ Baseline: 36.7% (Citizens panel results 2004)

b) Tackling Alcohol Misuse

National research indicates that 44% of all victims of violence believed that their attacker was under the influence of alcohol¹⁷. 70% of Accident and Emergency admissions have an alcohol link.¹⁸ One in five violent incidents take place around pubs or clubs.¹⁹

The CSP has worked hard to develop initiatives that impact on alcohol misuse, particularly in the town centres. With some venues offering extended drinking hours, the importance of discouraging irresponsible drinking and the knock on effects has never been more important.

Partnership work will also take place in neighbourhoods where there are problems with under-age drinking. In the East Lancashire Citizen Panel Survey of 2004 27% of Burnley residents surveyed indicated that they felt alcohol misuse had increased in the last twelve months and linked fear of crime generally to young people congregating and drinking. There are also concerns about the number of children who are regularly drinking in the family home. A focus of effort and resources to change the behaviour and attitudes of parents as well as young people is key to reducing the problems caused by alcohol misuse.

Partners have taken steps to respond to all of these concerns by forming an alcohol strategy group to develop a local alcohol harm reduction strategy that involves the community, Police, licensees, Primary Care Trust, alcohol service providers and schools. This represents a real opportunity to make a difference in attitudes of both young people and adults towards drinking and to the quality of life in local communities.

Current initiatives proving successful in tackling alcohol misuse will be continued and developed further.²⁰ Work will be undertaken by treatment providers to improve the range of services for those who misuse alcohol.

Targets

1. To raise awareness across all the age groups of the harm caused by alcohol misuse
2. To increase the provision of community alcohol services²¹
3. To reduce the number of violent crimes in the Burnley Borough area, with particular emphasis on the town centre, by 5%²²
4. To reduce the percentage of the population who perceive under-age drinking in public places to be a big problem in Burnley to 35%.²³

¹⁷ British Crime Survey 2001-02

¹⁸ Institute for Public Policy Research 2004

¹⁹ Drinking Responsibly, Home Office January 2005

²⁰ Please refer to the section 'What we have done so far'

²¹ Currently there is one community alcohol service provided by ADS

²² Baseline: 2763 in 2004/05 (Police data)

²³ Baseline: 42% in 2004 (Citizen's Panel)

Outcome 4: To make the roads in our communities safer with an emphasis on reducing child casualties.

Roads and vehicles are a fundamental part of everyday life and it is important that the strategy reflects how the CSP can contribute to the reduction of casualties within the Borough. It is envisaged that this outcome will only be achieved through working more closely with the Lancashire Partnership for Road Safety To this end Burnley Community Safety Partnership will actively support the work of the Lancashire Partnership for Road Safety in relation to:

- Raising awareness of the consequences of speed, drink driving and not wearing a seat belt by supporting campaigns and initiatives within the communities, schools, colleges and businesses.
- Sites of Community Concern (mobile camera enforcement)
Encouraging the public to identify sites where they have concerns over the speed of vehicles.
- Community Action Guide
This guide assists local groups to address road safety concerns and also gives ideas and suggestions of how they can also contribute to reducing casualties.

Targets:

1. Reduce the numbers of people killed or seriously injured on the Borough's roads by 5%. ²⁴
2. To reduce the numbers of collisions involving people killed or seriously injured on the Borough's roads by 5% ²⁵
3. Reduce the numbers of children killed or seriously injured on the Borough's roads by 5%. ²⁶

²⁴ Baseline 58 - An average of the years Apr 01 – Mar 04 (Police data)

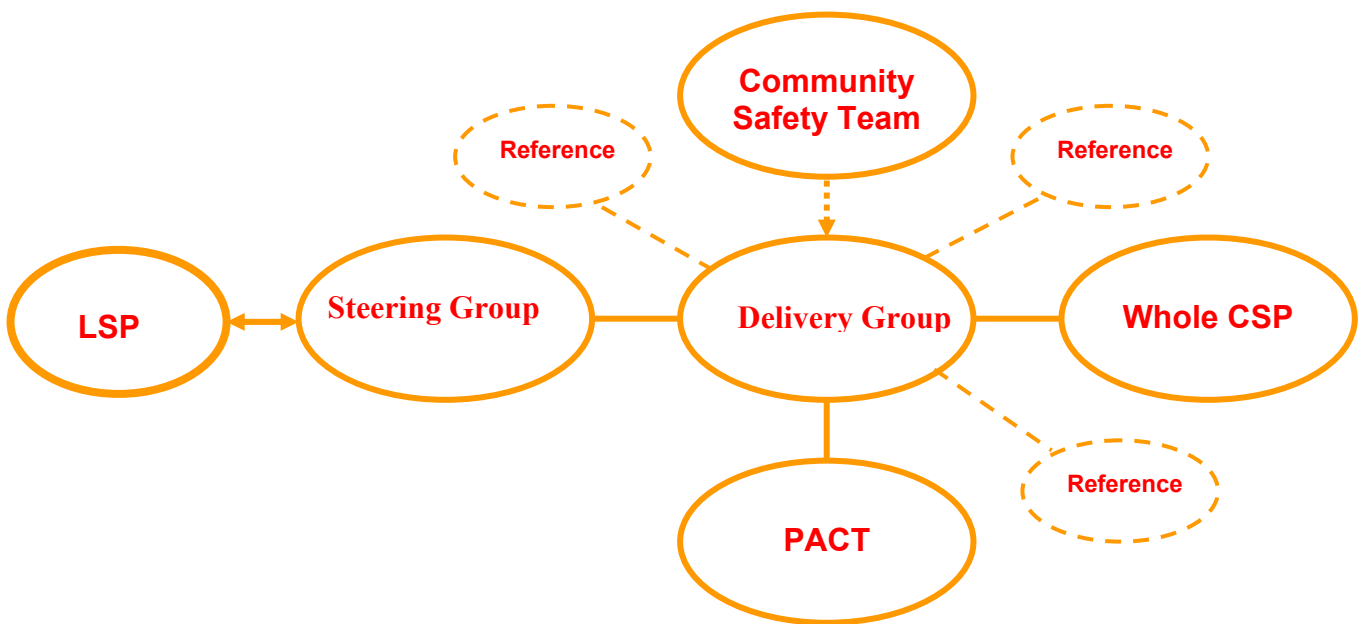
²⁵ Baseline 53 - An average of the years Apr 01 – Mar 04 (Police data)

²⁶ Baseline 15 - An average of the years Apr 01 – Mar 04 (Police data)

Delivering the strategy

An improved way of delivering the strategy has been devised after consultation with partners. The new structure will ensure that the CSP is more effectively delivering action and is more in tune with the concerns of the community. The structure will also allow the partnership to be more dynamic in that it will allow 'real time' issues to be addressed before they become a more serious problem.

The new partnership structure is outlined below:



The Delivery Group

This is the 'engine room' for the delivery of the strategy. It will be made up of members from key agencies with the necessary level of authority to be able to commit resources. The group will meet monthly, one week after the PACT panels, to assess any concerns that have a common theme across the wards in the Borough. Decisions made by the delivery group will be reported back to the panels to maintain public confidence in the process.

The delivery group will also be responsible for ensuring that the Partnership is 'on track' with the strategic objectives and commission work when necessary.

PACT Panels

Police and Communities Together (PACT) meetings are held on a monthly basis in each ward. Issues that cannot be resolved locally will be referred to the delivery group. Strong links with the Panels will ensure that the crime and disorder issues that matter most to residents are reflected in the work of the CSP.

Reference groups

There are a number of groups in existence with specialist membership (including domestic violence, prolific and other priority offenders, anti-social behaviour, road safety, drugs and alcohol). Although these groups are not part of the formal structure, they will be called upon to contribute expert advice to the delivery group.

Steering Group

This group, which will meet on a quarterly basis is made up of senior representatives from the responsible authorities. They are responsible for:

- ensuring that the Burnley strategy is being delivered.
- administration of the CSP finances
- commissioning work to fill gaps in provision.
- linking with Burnley Action Partnership

Full Community Safety Partnership

Every six months a meeting of the whole Community Safety Partnership will take place. At these meetings senior representatives from all the partner agencies will discuss progress and share information. Membership will include:

- Burnley Borough Council
- Burnley Community Alliance
- Burnley Community Network
- Burnley, Pendle and Rossendale Primary Care Trust
- Burnley, Pendle and Rossendale Magistrates' Court
- Calico
- Crown Prosecution Service, Burnley
- Lancashire Constabulary, Pennine Division
- Lancashire County Council
- Lancashire Drug Action Team
- Lancashire Fire and Rescue Service
- Lancashire Police Authority
- Lancashire Youth Offending team
- National Probation Service, Lancashire Area