



LANCASTER DISTRICT
COMMUNITY SAFETY PARTNERSHIP

LANCASTER DISTRICT CSP

Strategic Assessment

October 2007

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| Document Description | This report is to provide the Strategic Crime Reduction Board & the CSP Chairs Meetings with a detailed summary of key strategic issues for the next 12 to 18 months in relation to the Lancaster CSP. |
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Introduction

The Lancaster District Community Safety Partnership is pleased to submit its first Strategic Assessment. This document will be used to form the Lancaster District Community Safety Plan 2008 to 2011. As such the document will form the base of work, which is carried out by the Partnership over the next three years.

The Community Safety Partnership's vision is to ensure the district is a safe and pleasant place in which to live, work and visit. Our priorities for the district are set out throughout the document along with the rationale on which these priorities are based.

In the reduction of crime and disorder we intend to concentrate on violent crime and criminal damage as these crimes form the bulk of our volume crime in the district. Our district, in comparison with many others is a reasonably safe place. We recognise that insecurity about personal safety can cause anxiety and reduce quality of life so were making it a priority to ensure that people's perception of crime in our district is based on fact. Furthermore, we recognize that tackling the root causes of crime is the way to make real inroads into enhancing community safety.

Anti-social behaviour, graffiti, littering, noise or simple rowdiness are all issues which affect the quality of life of the community and it is the aim of the Community Safety Partnership to reduce such incidences.

Alcohol, in many instances, is the causal factor in disorder and has links to crimes such as domestic violence. It can also have links to fire and road safety. As such we commit to working within the Lancaster District Alcohol Harm Strategy to tackle alcohol abuse from both perspectives of crime and wellbeing.

Drug abuse is also an issue in this district as it is everywhere and the links between drug misuse and crime are well known, as such we aim to play our part in reducing drug misuse.

Our district is experiencing an increase in population, which is mainly the result of immigration. We have a commitment to help to ensure that these new members to our community find the district a safe and pleasant place.

Finally, there are a number of major roads throughout our district and we aim to assist the Lancashire Partnership for Road Safety in reducing accidents.

Aim, Purpose & Scope

Aim

This is the first Lancaster district CSP Strategic Assessment, completed in line with the Crime & Disorder Act Review requirements. The aim of this Strategic Assessment is to identify key strategic threats and related issues that affect the Lancaster district Community Safety Partnership (CSP).

Purpose

The purpose of this assessment is to provide the CSP and CSO with a detailed summary of key threats/issues that Lancaster & Morecambe may face over the next 18 – 24 months. The assessment will provide evidence and justification for strategic decision-making, particularly in respect of identifying community priorities.

Scope

The Strategic Assessment is broken down into five sections that reflect different areas of business and response:

- 1) Crime & Disorder,
- 2) Anti-social behaviour,
- 3) Substance misuse,
- 4) Other behaviour adversely affecting the environment (quality of life issues),
- 5) Community cohesion

An extra section has been included in this report to cover community cohesion issues, as it was felt that it did not fit appropriately under the four sections; in terms of the Lancaster district's current and forecasted position.

All threats/issues included have been agreed at a local level and quality assured through respective intelligence managers and strategic group meetings, where they have occurred.

This is not a performance review document and does not give a breakdown of targets or management information, unless identified as a specific threat or risk. Similarly, PESTELO¹ issues are only included where appropriate. This report complies with National Intelligence Model (NIM) minimum standards, and the Community Safety: Effective Practice Guide.

Key issues and priorities have been identified through consultation during the CSP Strategic Workshop on 10th August 2007. Analytical products have been used to support identified issues and priorities where appropriate, but where there is a lack of evidence an information gap has been highlighted.

Additional products & research have also been used to support findings, and where this is the case, appropriate references have been included. Where there are no citations, research and analysis has been conducted specifically for this assessment.

¹ Political, Economic, Sociological, Technological, Environmental, Legislative and Organisational.

Executive Summary

Crime & Disorder

Violent Crime

One of the main high volume offences in the Lancaster district is undoubtedly violent crime; the level of violent crime has a large impact on the district's PSA1 targets. It has been noted that alcohol is a key contributory factor in violent crime, with the hotspot location being the town/city centre areas containing a high concentration of licensed premises.

Criminal Damage

Damage accounts for a substantial proportion of the volume crime in the Lancaster district which heavily influences the status of the PSA1 targets. The most problematic form of damage within the Lancaster district is damage to vehicles which is arguably the most difficult type of damage to target. It has also been noted that the hotspot locations suffer higher rates of anti-social behaviour in comparison to other areas within the district.

Anti-Social Behaviour

Anti-Social Behaviour(ASB)

ASB is one of the biggest safety concerns for the community and can have a huge impact on peoples' lives. The main issues raised by members of the community within the Lancaster district are; juvenile nuisance, vehicle nuisance and litter. Alcohol is thought to be a key contributory factor in relation to the juvenile nuisance being caused within the district. The speed of vehicles and their inappropriate use is thought to be the problem behind vehicle nuisance.

Substance Misuse

Alcohol

The levels of binge drinking and alcohol related hospital admissions in the Lancaster district, are currently at a higher rate than the England average. A key factor in criminal behaviour is alcohol.

Open Illegal Drug Markets

The links between drug use and crime are clearly recognised. The Lancaster district has a mixture of open and closed markets that supply a range of drugs. The main class 'A' drug within the district is Heroin, continuing to be sourced from Merseyside, Yorkshire and Manchester.

Young People and Substance Misuse

As the next generation of adults, parents and leaders, young people represent the society of the future. The main substances of concern to the young individuals located within the Lancaster district who are signed to tier two and/or tier three services are Cannabis and Alcohol.

Other Behaviour Adversely Affecting the Environment

Domestic Fire Safety – Primary and Secondary Fires

Fire safety is a big concern for the communities within the Lancaster district. It has been noted that primary fires are more prevalent in the Lancaster area and secondary fires in the Morecambe vicinity; particularly in ward areas which suffer from high levels of deprivation. Evidently, there are robust links with deprivation factors, alcohol misuse and a variety of other social issues, in relation to the cause of these fires.

Road Safety

The Lancaster district's current rate of road injuries and deaths is higher than the England average, with a higher rate of road casualties and collisions including those involving a two wheeled vehicle being recorded. Lancaster is the peak location for road casualties and collisions. There are a number of contributory factors which have been identified in relation to the causes of road collisions some of which include; speed, alcohol and drugs.

Domestic Violence

The under-reporting of domestic violence throughout the Lancaster district is mirrored throughout the rest of the country. There is a very high rate of domestic abuse incidences being reported in Morecambe.

Community Cohesion

Community Demographics

The Lancaster district has been ranked as the eighth local authority area in the index/extent of multiple deprivation. It has been noted that the Lancaster district continues to have an influx of migrant workers, predominantly from Eastern European countries such as Poland; the majority of which reside in Morecambe.

New Communities and the cohesion between the different Communities

The Lancaster district is currently under the Lancashire average in terms of reported hate incidents; however there has been an increase in the number of reported hate related incidents, year on year. With the continual influx of migrant workers, there continues to be an increase in new diverse communities. At present there are no reported issues in relation to community tensions from the new members of the community living locally.

Section One - Crime & Disorder

Violent Crime

Violent crime should remain as a priority for the CSP, not just because it is a volume offence, but also because it can have a massive impact on the victim, other members of the public, and the perception of their safety. Violent crime accounts for just under a quarter of all crime committed within the Lancaster CDRP area², with violent crime accounting for just over a quarter of the BCS comparator crimes. The Lancaster CDRP area is showing a reduction on the PSA1 baseline year; and is most likely going to meet the end of year target in March 2008.

Analysis³ of violent crime shows that the city centre/town centres of the Lancaster CDRP are the hotspot wards, predominantly recording the majority of violent crime during the evening. These locations contain a high concentration of licensed premises, both public houses and nightclubs attracting a large volume of people. Contributory issues to this may include the launch of the brand new accommodation at Lancaster University, as such the increasing numbers of students to the area⁴. There have been three new phases built to the university, creating 3385 new rooms and there is a further phase being built which will accommodate a further 963 eco' friendly rooms, by 2008⁵. Lancaster consists of a student population in excess of 20,000, with 5,000 new students arriving annually⁶.

Analysis⁷ shows that alcohol is a key factor in the majority of violent offences (as well as others, e.g. domestic violence⁸). Previous analysis⁹ has shown that the increasing number of 'vertical drinking spaces'¹⁰ and discounted alcohol are major contributing factors to violent crime. While young people (particularly males) are more likely to be offenders in incidents of violent crime, they are also more at risk of becoming the victims of crime from any form of violence. Consequently this is an area in which intervention could have the greatest impact in reduction of violent incidents¹¹.

The West End of Morecambe is also a volume location for violent crime; with the area suffering from high levels of deprivation¹². In addition, over a quarter of the domestic violence recorded in Morecambe is within the West End. There continues to be a very big difference between feelings of safety, when out and about in Lancaster and Morecambe's local neighbourhoods and town centres at night, compared to during the day¹³. Targeting violent crime in the

² CORA (V7), Recorded and Detected by Class, July 2007.

³ Wilson, P (2005) *Violent Crime*, December 2005.

⁴ Lancaster University News, October 2006.

⁵ Victoria Tyrell, Press Officer, Lancaster University, September 2007.

⁶ Brown, J (2007) *Easy Tiger! Project*, May 2007.

⁷ Wilson, P (2007) *The focus of Alcohol Related Crime*, May 2007.

⁸ Ibid.

⁹ Keay & Billsborough (2003) *The Threat to Lancashire from Violent Crime: A Strategic Assessment*

¹⁰ Vertical Drinking Space is the phrase given to the 'space given per person' in a bar. As the number increases the amount of room per person decreases and increases the risk of crowding and frustrated people.

¹¹ Keay & Billsborough (2003) *The Threat to Lancashire from Violent Crime: A Strategic Assessment*

¹² Multi-Agency Data Exchange, MapZone – Index of deprivation: 2004.

¹³ Opinion Panel Survey Wave 14 April 2007 – Lancaster and Wyre districts.

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area should include positive media attention to improve the public perception of the fear of crime including information on local initiatives being introduced.

Lancaster City Council's Overview and Scrutiny Committee has discussed the impact of the Licensing Act on Crime and Disorder. It had been noted that since the inception of the Licensing Act there had been a reduction in violent crime, although a further assessment was needed over a longer period. The Committee has also been consulted on the Alcohol Harm Strategy¹⁴.

Criminal Damage

Criminal damage should remain a priority for the CSP. Even though there have been some good reductions over the last three years it still remains as a volume offence for the Lancaster CDRP area; accounting for over a quarter of all crime¹⁵. It is also one of the contributory factors in how people perceive their quality of life¹⁶ and it can act as a 'signal crime'¹⁷ towards further problems in some communities. It was identified that over the last few months nearly a quarter of the priorities noted from the local PACT meetings were related to criminal damage¹⁸.

Within the Lancaster CDRP area, the BCS damage crimes account for over a quarter of the BCS comparator crimes. It is highly likely that the PSA1 target for criminal damage will be met by the target date of March 2008. However, damage will continue to be a priority for the CDRP as there is the additional LAA target to be reached by March 2009. Failure to meet the LAA target will mean a loss of funding across Lancashire as a whole.

Morecambe accounts for over half of the criminal damage within the Lancaster district CDRP area, with the West End of Morecambe and Poulton being the top volume wards. Criminal damage to vehicles and to dwellings are the top two damage threats in both locations¹⁹. These locations also suffer higher rates of anti-social behaviour including arson/deliberate secondary fires in comparison to other ward areas²⁰.

Lancashire wide analysis²¹ has shown that criminal damage reported in assisted housing areas is a potential indicator towards violence in the home. There has been evidence from Lancashire Constabulary Divisional reports²² that domestic violence offenders who vandalise their own home report the damage as criminal damage in order to obtain a crime reference number and therefore not have to pay for replacement of damaged property. Thus,

¹⁴ Overview and Scrutiny minutes, January 2007

¹⁵ CORA (V7), Recorded and Detected by Class, July 2007.

¹⁶ www.limacharlie.org/index.php

¹⁷ Innes (2003) *Signal Crimes: Policing Risks, Reactions And Insecurity*

¹⁸ PACT analysis collation spreadsheet.

¹⁹ Rebecca O'Beirne, Operation Blight update, July 2007.

²⁰ Multi-Agency Data Exchange - District Profile version 6.2, August 2007.

²¹ Key & Billsborough (2003) *The Threat to Lancashire from Violent Crime: A Strategic Assessment*

²² Key & Billsborough (2003) *The Threat to Lancashire from Violent Crime: A Strategic Assessment*

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analysis of such incidents can help identify potential domestic violent offenders and/or persistent violent offenders.

CSP Strategic Priorities

1) Reduction of violent crime

Violence of any kind is extremely distressing to the person involved and has an incredibly negative effect on families and communities within the Lancaster district. We need to be deeply committed to reducing violent crime, in all its forms.

2) Reduction of criminal damage

Witnesses and victims are crucial to tackling criminal damage, as they help identify problem areas. The most effective interventions to tackle criminal damage are as a result of partnerships between different local organisations working together²³. Areas where criminal damage is quite common can also attract other types of crime²⁴ and/or create a link to other offences such as; domestic violence, violent crime and anti-social behaviour. Thus tackling this type of crime will possibly allow a positive impact on other areas/crime types.

3) Improve perception of crime

Insecurity about personal safety can cause real anxiety, reducing individuals' quality of life; however people's perceptions of safety do not always mirror reality. Fear of crime and people's perceptions of levels of crime can be influenced by neighbours, friends, and messages portrayed in the media. If people feel that crime levels have increased then their fear of crime is also likely to be higher²⁵.

Recommendations:

- 1) To continue to implement the Lancaster District Alcohol Harm Strategy.
- 2) To continue to implement the Criminal Damage Action plan.
- 3) To develop a new Community Engagement Strategy.

²³ www.respect.gov.uk – Tools and Powers for Tackling Criminal Damage, Working Together v2, June 2007.

²⁴ www.limacharlie.org/index.php

²⁵ Professor Stephen Farrall, Department of Criminology, University of Keele.

Section Two - Anti-Social Behaviour

Anti-Social Behaviour

The Lancaster CSP is committed to significantly reduce anti-social behaviour across the Lancaster district and appreciates the definition of anti-social behaviour as; a person having acted in a manner that caused or is likely to cause harassment, alarm or distress to one or more persons, not of the same household as the perpetrator.

Lancaster has been recorded as the second district, out of the 14 Lancashire authority areas, to have seen the biggest reduction over the last three years in the public's high perception of anti-social behaviour²⁶.

| Lancashire Authority Area | % of respondents with a High Anti-Social Behaviour - 2003/04 | % of respondents with a High Anti-Social Behaviour - 2006/07 | Change |
|----------------------------------|---------------------------------------------------------------------|---------------------------------------------------------------------|---------------|
| Blackburn-w-Darwen | 47 | 29 | -18 |
| Blackpool | 55 | 31 | -24 |
| Burnley | 54 | 41 | -13 |
| Chorley | 33 | 22 | -11 |
| Fylde | 34 | 17 | -17 |
| Hyndburn | 48 | 34 | -14 |
| Lancaster | 38 | 19 | -19 |
| Pendle | 49 | 46 | -3 |
| Preston | 35 | 24 | -11 |
| Ribble Valley | 21 | 22 | +1 |
| Rossendale | 50 | 35 | -15 |
| South Ribble | 31 | 16 | -15 |
| West Lancs | 33 | 17 | -16 |
| Wyre | 41 | 29 | -12 |

Table 1: local authority perceptions of anti-social behaviour – figures based on data from the 2003/04 and 2006/07 Local Government User Satisfaction Survey (LGUSS).

However, anti-social behaviour should remain as a priority for the Lancaster CSP as it is a widespread problem which can have a massive impact on; communities, quality of life for young and old alike as well as vulnerable people. According to police research antisocial behaviour is one of the biggest safety concerns for people living in Lancashire's communities, causing distress, anxiety and misery²⁷.

Poulton is the peak ward situated within Morecambe, which records a large volume of anti-social behaviour incidents, in comparison to other ward areas within the Lancaster district; as recorded by the police. The following are the

²⁶ www.respect.gov.uk – Local authority perceptions of anti-social behaviour for 2003/04 and 2006/07, based on the Local Government User Satisfaction Survey (LGUSS), administered by the Audit Commission on behalf of the Department for Communities and Local Government.

²⁷ www.lancashire.police.uk – Anti-social behaviour

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most problematic anti-social behaviour issues within the Poulton ward; noise, environmental damage or littering, neighbours and rowdy or inconsiderate behaviour and juvenile nuisance²⁸.

Nuisance and anti-social behaviour in the area can also increase fear of crime, with low-level offences making people worried and more afraid about crime than they perhaps need to be. Even though it is recognised that individuals and communities have different tolerance levels of anti-social behaviour, the fear of antisocial behaviour is likely to increase, particularly in the form of youth nuisance which can have a negative affect on the relationships between older and younger people in the community²⁹.

Lancaster City Council's Overview and Scrutiny Committee has formed a group to formulate recommendations for the council's response to antisocial behaviour. The group will also consider how byelaw enforcement can be improved by the relevant bodies and produce recommendations for the council³⁰.

CSP Strategic Priorities

1) Anti-Social Behaviour – Youth Related

Nationally, the general population has tended to equate antisocial behaviour with problems associated with young people; including graffiti, drug use or simple rowdiness; with the belief of the root cause being linked to social and moral decline and disengaged youths and families³¹. Thus it has been recognised that the following factors were strongly associated with young people and their involvement with anti-social behaviour: disruptive school environment; delinquent peers; drug use; risky alcohol use; negative relationship with parents; 'delinquent' personality traits; living in a household in financial difficulties; living in a high disorder area; and being a victim of crime³².

Underage drinking (rather than adult drinking) was identified as more of an antisocial behaviour problem within Lancaster. This was also linked to rowdy/nuisance behaviour, criminal damage, noise, litter and intimidation, these being seen as the root causes of anti-social issues. The perceived location for this type of behaviour was identified mainly within parks, playing fields and Morecambe's promenade³³.

It was identified that residents within the community of the Lancaster CDRP area felt less safe due to an increase in antisocial behaviour; groups of youths hanging around, drinking and causing general rowdy/nuisance behaviour³⁴.

²⁸ Multi-Agency Data Exchange - District Profile version 6.2, August 2007.

²⁹ <http://www.renewal.net/Documents/RNET/Overview/Crime/Fearofcrime.doc> - Overview: Fear of Crime

³⁰ Overview and Scrutiny Committee - via e-mail, September 2007.

³¹ www.jrf.org.uk/knowledge/findings/housing - Institute for Criminal Policy Research 2004.

³² <http://www.homeoffice.gov.uk/rds/pdfs05/r245.pdf> - Young People, Crime and Anti-Social Behaviour findings from the 2003 Crime and Justice Survey, 2003.

³³ www.lancaster.gov.uk – Public consultation in relation to ASB – Lancaster 2003.

³⁴ Opinion Wave 14 – Lancaster and Wyre, April 2007.

Section Two Anti-Social Behaviour

This is mirrored throughout the rest of Lancashire³⁵. The latest (2007) PACT meetings have shown that the main issue raised by members of the public, in relation to anti-social behaviour was around youth nuisance, accounting for around half of all complaints³⁶.

In the first quarter of this year (April to July 2007) out of a cohort of 116 young people which the YOT had some or no involvement with only 18 re-offended which gives a re-offending rate of 15.5%. This is good when compared with the position across county. Lancaster YOT do not get involved in reprimands, some final warnings, fines bind over, conditional discharges or compensation orders. The YOT do have a current case load of approximately 230 young people, so the cohort only represents half of the YOT whole case load. These figures are just a snap shot of the YOT at any one time the figures can and will vary in every quarter³⁷.

The partnership has embraced Restorative Justice and has seen the benefits of bringing together offenders, victims and community members, together in face-to-face meetings to effectively tackle crime, anti-social behaviour and conflict. It is seen as an effective tool for Neighbourhood Management by genuinely engaging citizens and communities in tackling local problems together. The principle aim of restorative justice is to 'put right the harm done by criminals and individuals engaged in anti-social behaviour'.

There is overwhelming evidence that restorative justice, when undertaken properly, provides major benefits to victims of crime; improves public confidence by reducing demand in the criminal justice system; reduces fear of crime; and can improve the cost-effective use of resources.

The evaluations overwhelmingly report favourably about high levels of victim satisfaction with the restorative justice process and - in the UK - this is many times higher than with the court process where victim confidence is very low.

2) Anti-Social Behaviour - Nuisance

The effects of antisocial behaviour are most visible when the results of the behaviour ruin the places that we visit. Litter and dog-fouling in our parks and playgrounds, graffiti and fly posting covering our shopping areas and town centres and waste fly tipped on railway land and down our country lanes signals to the community that antisocial behaviour is taking hold. And as the local streets, gardens, and even homes are degraded by litter, graffiti and abandoned cars, the community's confidence in all public services becomes severely undermined. Tackling anti-social behaviour can have a substantial

³⁵ Life in Lancashire – Wave 11, July 2004.

³⁶ PACT analysis collation spreadsheet, September 2007.

³⁷ Ryan, J. Team Manager, Lancaster Youth Offending Team, October 2007.

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impact as the residents within the community feel safer when their streets, parks, schools and wider community are clean and maintained³⁸.

Litter is one of the top issues raised by local people within the Lancaster CDRP area³⁹; with the main causes identified as people dropping litter, take away food packaging, dog fouling, chewing gum, back streets/alley ways and fly-tipping (particularly within rural locations). It is felt that people's attitude is responsible for the cause of litter within the district⁴⁰.

The Lancaster City Council's Overview and Scrutiny Committee formed a Fly Tipping Task Group which developed recommendations which was forwarded to full council⁴¹.

In recent PACT meetings in the Lancaster district, around a quarter of the issue for concern raised by members of the public were in relation to vehicle nuisance⁴². Inappropriate use of vehicles on or off-road by gangs or individuals can be noisy, intimidating and dangerous. It is important that the local community is protected from such activity. Environmental improvements can stop inappropriate use of vehicles within a residential area. For repeated and persistent, dangerous and anti-social driving there are a number of possible actions available; vehicle confiscation, antisocial behaviour orders, injunctions and/or prosecution under the law⁴³.

Twelve out of the 17 neighbourhood areas within the Lancaster district are currently suffering from antisocial behaviour in relation to vehicles. It is believed that the Castle, John O'Gaunt, Lower Lune Valley, Scotforth, University, Ellel, Galgate, Town Centre and West End areas are experiencing vehicles speeding in general. The following areas are currently incurring general inappropriate use of vehicles i.e. parking and using prohibited areas/access; Bulk, Castle, John O'Gaunt, Lower Lune Valley, Skerton East, Carnforth and Westgate⁴⁴.

The Community Safety Partnership links with the Lancashire Partnership for Road Safety; which is a multi-agency partnership committed to reducing the number of deaths and injuries on Lancashire's roads. Research has shown that nationally speed is a major contributory factor in one third of all road crashes. This means that excessive and inappropriate speed helps to kill 1,200 people and injure over 10,000 each year (nationally). Over four times as many people die each year on the roads than they do as a result of violent crime. It is important that driving attitudes and behaviour changes to prevent many unnecessary casualties and inexcusable deaths. Therefore it is a

³⁸ www.respect.gov.uk/uploadedFiles/Members_site/Articles/Resources/Step-by-step_guides/Environmental_ASB_tackling_Home%20Office%20fact%20sheet_JUNE2006.pdf – Tackling Environmental Anti-Social Behaviour Fact Sheet, June 2006.

³⁹ www.lancaster.gov.uk - Public consultation in relation to ASB – Lancaster (2003) and supported by 'Putting Litter in its Place Campaign/survey, July 2006.

⁴⁰ 'Putting Litter in its Place Campaign' – Survey Lancaster District, July 2006.

⁴¹ Overview and Scrutiny minutes, January 2007

⁴² PACT analysis collation spreadsheet, September 2007.

⁴³ www.respect.gov.uk/members/article.aspx?id=7672 – Anti-Social Behaviour, Vehicle Nuisance, July 2007.

⁴⁴ Lancashire Constabulary, Sleuth Data Warehouse, B-Briefed, Pact Priorities in Lancaster, September 2007.

Section Two Anti-Social Behaviour

priority to change the behaviour of drivers through education, training and on going publicity campaigns⁴⁵.

Recommendations:

- 1) Evaluate and continue with Operation Cleansweep which involves agencies working together to a targeted plan of action.
- 2) Evaluate and continue the Sports and Arts Project which diverts young people away from behaving in an anti-social manner.
- 3) Continue the Operation Summer Nights campaign, which has significantly increased confidence and reassurance levels that the police and partners are tackling the problems of alcohol-related anti-social behaviour⁴⁶.
- 4) Carry out analysis to identify specific hotspot locations and a better picture of the current situation, in relation to anti-social behaviour within the Lancaster district.
- 5) Continue to work within Lancaster City Council's Litter Strategy.

⁴⁵ Ibid.

⁴⁶ Opinion Wave 13 – Lancaster and Wyre Districts, November 2006.

Section Two
Anti-Social Behaviour

Section Three - Substance Misuse

Substance misuse continues to present formidable challenges. Not just for the strategic bodies and service providers working hard to tackle its effects, but also for the communities and families for whom it remains a day-to-day reality.

Lancashire Drug and Alcohol Action Team (LDAAT) works in the Lancaster district to implement the National Drugs Strategy, approached on 4 main fronts: Supply Reduction, Communities, Young People, Treatment⁴⁷.

Up to 6,000 people in Lancashire are living with a dependency on illegal drugs. As long as this is the case, criminal networks will continue to operate in our communities, and tens of thousands of relatives and children will struggle to cope with the difficulties that a chaotic lifestyle brings. LDAAT's response to this challenge is cohesive, co-ordinated and making real progress. Services are improving, the numbers of people accessing them is increasing and the network of partners is growing, in both strength and number⁴⁸.

Alcohol

Research shows that alcohol is a factor in criminal behaviour with offending being more prevalent among heavy drinkers. It is estimated that alcohol related crime costs the UK £7.3 billion per annum in terms of policing, prevention services, processing offenders through the criminal justice system and human costs incurred by being the victims of crime⁴⁹.

Alcohol is an acceptable part of the society in which we live and is enjoyed by many people across the Lancaster district. The alcohol industry and licensed premises form an important part of Lancaster district's night time economy and commercial activity, with a wide range of bars, restaurants and clubs attracting visitors and tourists while at the same time improving facilities for local residents. These establishments also provide employment opportunities for the community⁵⁰.

One of the negative effects of the night-time economy is that it offers more opportunities for people to binge-drink and engage in anti-social behaviour. Consuming large quantities of alcohol in a short space of time is particularly common among 18-24 year olds and drinkers put themselves at increased risk of having accidents, are more likely to take sexual risks and behave anti-socially; with the wider community suffering from aggressive, drunken behaviour, increased noise and litter and increased pressure on the emergency services⁵¹. The rate of binge drinking (adults) and hospital stays due to alcohol in the Lancaster area is higher than the England average⁵².

⁴⁷ LDAAT, Strategy 2007/08, Breaking the Cycle of Substance Misuse, September 2007.

⁴⁸ Ibid.

⁴⁹ www.alcoholconcern.org.uk – Alcohol and Crime Fact sheet, July 2007.

⁵⁰ Lancaster District - Alcohol Harm Reduction Strategy, 2007-10.

⁵¹ www.alcoholconcern.org.uk – Alcohol and Crime Fact sheet, July 2007.

⁵² www.communityhelathprofiles.info – Lancaster District, Health Profile, 2007.

Section Three Substance Misuse

Over the last few months, since the introduction of the smoking ban, it would seem that fewer people are frequenting the town centre pubs, which is having a knock-on effect for the profits of the licensees. Subsequently, a small number of premises have started running drinks promotions, such as all you can drink for a one-off entrance fee. The obvious issues from this are that alcohol-related violent crime is likely to increase, as are other alcohol related offences such as criminal damage. If these promotions are seen to be working in some pubs and clubs, others are almost certain to follow suit, which would lead to an escalation of the problem. There are also the wider health issues to consider, when thinking of the damaging effects of binge drinking⁵³.

The Lancaster district Alcohol Harm Reduction Partnership is striving to promote sensible and responsible drinking in the Lancaster district, making it a safer, healthier and more pleasant community in which to live, work, socialise and visit. One of the top four priorities is to reduce the rate of alcohol related crime, disorder and anti-social behaviour including domestic abuse. Although not restricted to the town centre, alcohol related crime in the district is predominately concentrated around this area, where the majority of licensed premises are situated⁵⁴.

Open Illegal Drug Markets

The availability of drugs and drug dealing on the streets is often accompanied by violence and disruption and can seriously damage quality of life, creating intense problems within the communities. They contribute to a sense of insecurity and may trigger spirals of social and economic decline, especially in deprived areas. The ready availability of illegal drugs can make it easier for young people to develop into problematic drug users, and makes it harder for ex-drug users to stay off drugs. The links between drug use and crime (in particular acquisitive crime) are clearly established with the majority of Crack and Heroin users, who claim they commit crime to feed their habit⁵⁵. Therefore this area of substance misuse should be a priority to break this damaging chain.

Drugs markets in Northern Lancashire

Analysis⁵⁶ has evidenced that open drug markets (residential areas/public places/pre-arranged deals) were most prevalent within Northern Division, where 51.7% (n=30) of wards were classed as open.

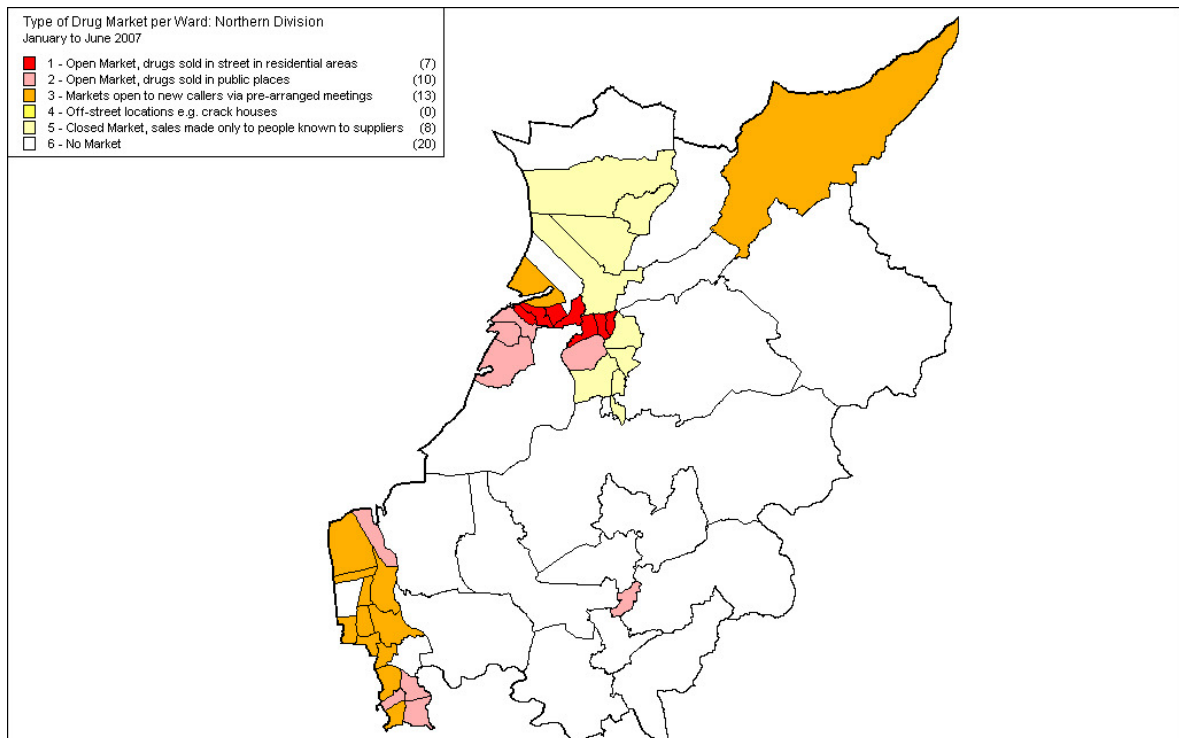
⁵³ Kneale, J (2007) *Northern Division, Strategic Assessment submission*, September 2007.

⁵⁴ Lancaster District - Alcohol Harm Reduction Strategy, 2007-10.

⁵⁵ www.homeoffice.gov.uk and www.nacro.org.uk/safersociety, 2007.

⁵⁶ Steele, L (2007) *Level 2 Problem Profile: Lancashire's Drug Markets*, July 2007

Section Three Substance Misuse



Map 1: showing types of Drug markets in North Lancashire⁵⁷.

There is no change in the availability and use of Heroin, Cocaine and Crack Cocaine throughout the Lancashire area, nor in the source locations of Merseyside, Yorkshire and Manchester; which are still considered to be the main supply routes into Lancashire. An emerging threat is the change in prescribing of Benzodiazepines and the apparent increase in the illicit street market of these drugs.

Harbour, Skerton Central, Skerton East, Skerton West, Torrisholme, Victoria wards within the district are the hotspot locations identified through the openness of the ward, the number of drug-related sudden deaths and the number of premises closed due to their connection to drugs⁵⁸.

The main drug of choice within Northern Division is Heroin, with the street price remaining fairly constant at £10 per wrap. Cocaine is available throughout Lancaster & Morecambe, with Crack Cocaine also being supplied and used. Ecstasy is known to be used in pubs and clubs throughout Morecambe and Lancaster, along with Amphetamine; and Cannabis is still used, particularly in the Morecambe area. In relation to Methamphetamine, it is believed to be available in the Lancaster and Morecambe areas, but there is no evidence to substantiate the claims⁵⁹.

⁵⁷ This table shows the wards in Lancashire Constabulary's Northern Division, taken from Steele, L (2007) *Level 2 Problem Profile: Lancashire's Drug Markets*, July 2007

⁵⁸ Steele, L (2007) *Level 2 Problem Profile: Lancashire's Drug Markets*, July 2007

⁵⁹ Ibid

Section Three Substance Misuse

Analysis of drug markets and organised crime groups involved in the drug scene, shows they use violence to 'protect' their 'business'⁶⁰. There has also been an increase in intelligence relating to local drugs suppliers having pictures of firearms on their phones⁶¹.

Young People and Substance Misuse

There are currently 59 young people within the Lancaster district who have received a structured alcohol intervention post assessment at a tier 2 and tier 3 level; as recorded by the Youth Offending Team⁶².

During the first quarter of this year (April to June 2007) the LDAAT (Lancashire Drug and Alcohol Action Team)⁶³ has recorded 11 referrals (young people) on a tier two service plan (open access drug and alcohol treatment service⁶⁴) within the Lancaster district. Throughout the same period, there have been 95 referrals (young people) recorded on a tier three service plan (structured community based drug treatment services)⁶⁵.

The young people signed to the tier two and tier three service plans within the Lancaster district are mainly males aged between 17 and 21 years of age. The main substances of concern to these young individuals are Cannabis and Alcohol. 'One to one' treatments, harm reduction services and psychosocial interventions have been provided to these individuals⁶⁶.

The young people of the Lancaster district are also at risk of being affected by parental substance misuse, which can influence behavioural, school-related, and emotional problems as well as contributing to children going into care and having an impact in child protection cases⁶⁷.

CSP Strategic Priorities

1) Alcohol Harm Reduction Strategy

Reducing alcohol related harm across the Lancaster district will require a variety of individual and community interventions in a variety of settings to address a wide range of issues. Due to the complexity of alcohol related issues it is important that we are able to fully understand the impact alcohol misuse is having on the residents, visitors and business in Lancaster district⁶⁸. The Community Safety Partnership will play a supportive role in delivering this strategy through its proposed priorities and actions.

⁶⁰ Lancashire Constabulary (2006) *Strategic Assessment 2006-08*; Steele, L (2007) *Level 2 Problem Profile: Lancashire's Drug Markets*, July 2007

⁶¹ Steele, L (2007) *Level 2 Problem Profile: Lancashire's Drug Markets*, July 2007

⁶² LDAAT, Performance Management Framework, Young Addaction North, Young People, Q1, 2007/08.

⁶³ Ibid.

⁶⁴ National Treatment Agency, Model of Centre, For Treatment of Adult Drug Misusers, October 2002.

⁶⁵ LDAAT, Performance Management Framework, Young Addaction North, Young People, Q1, 2007/08.

⁶⁶ Ibid.

⁶⁷ Lancaster Districts Alcohol Harm Reduction Strategy.

⁶⁸ Lancaster District - Alcohol Harm Reduction Strategy, 2007-10.

Section Three Substance Misuse

2) Reduce availability of Open Illegal Drug Markets

It remains to be believed that a large proportion of acquisitive crime is committed to finance drug habits, continuing the detrimental impact that street dealing and associated activities have on the communities where it continues to take place⁶⁹. Therefore we need to continue working in partnership and support operations such as Operation Nimrod, which focuses on the communities affected by drug dealing; and is designed to reassure local people, build community confidence and reduce the likelihood of drugs markets being re-established.

3) Young People and Substance Misuse

Prevention is needed to make sure that today's young people do not become tomorrow's drug users. At present the main substances of concern to the young individuals, located in the Lancaster district and who are receiving treatment at a tier two and tier three level by the LDAAT are Cannabis and Alcohol⁷⁰. There is also concern for those young individuals within the Lancaster district, who are at risk of parental substance misuse. To break the cycle of drug and alcohol misuse, a multi-faceted and co-ordinated approach is needed; therefore the Lancaster Community Safety Partnership will continue to link in with the Lancashire Drug and Alcohol Action Team (LDAAT)⁷¹.

Recommendations:

- 1) Support the implementation of the Lancaster district Alcohol Harm Strategy.
- 2) Continue to run projects such as Tower for adult substance mis-users and Young Addaction for young people who abuse substances.
- 3) Domestic Abuse Co-ordinator to develop service provision linked to substance misuse for future years.

⁶⁹ Policing Lancashire, 2005-08.

⁷⁰ LDAAT, Performance Management Framework, Young Addaction North, Young People, Q1, 2007/08.

⁷¹ LDAAT, Strategy 2007/08, Breaking the Cycle of Substance Misuse, September 2007.

Section Four - Other Behaviour Adversely Affecting the Environment (quality of life issues)

Environment

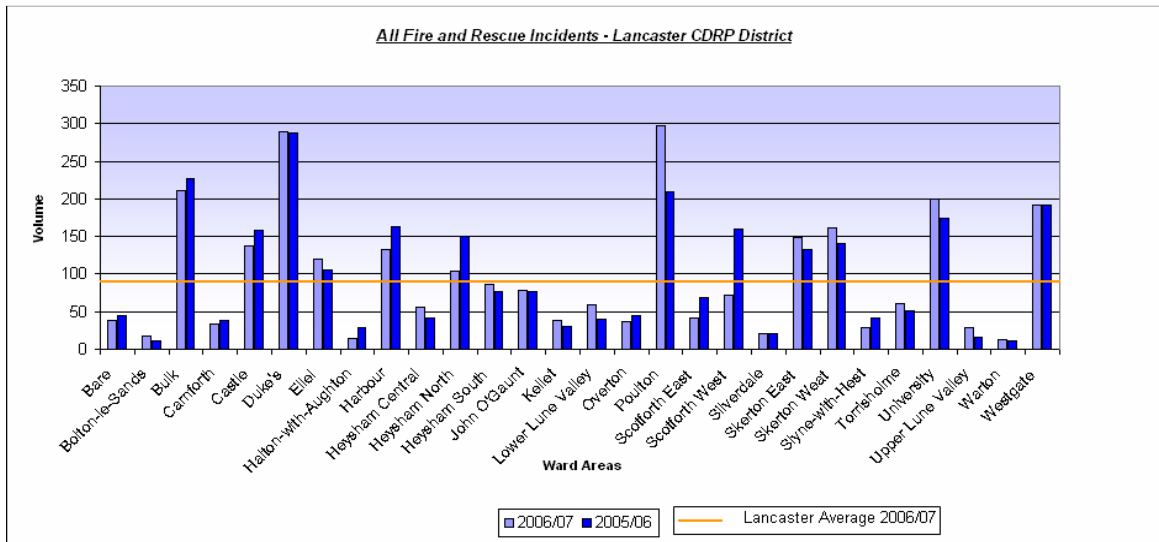
Domestic Fire Safety

Primary and Secondary Fires

Over the last year Lancashire Fire and Rescue Service has performed well and met or exceeded almost all targets across their public safety performance indicators. For the second year running the numbers of fire deaths and people injured in fires have been kept at an all time low. The target remains to obtain further reductions in the number of fire deaths and injuries and to contribute to the well-being of those who live and work in Lancashire⁷².

In comparison to the other thirteen local authority areas within Lancashire, over the last five years Lancaster has remained in the top five for recording a high rate of primary fire incidents⁷³. Within the Lancaster district, Lancaster is the volume location overall with peak wards being centred around the city such as; Bulk, Duke's and Skerton East.

There has been nothing specific identified, in relation to deliberate secondary fire incidents, when compared to other local authority areas. However Morecambe is the volume location, within the Lancaster district, with Poulton (town centre), Westgate and the West End areas being the peak wards. All three ward areas suffer from high levels of deprivation⁷⁴.



Bar Chart 1: showing all fire and rescue incidents; as recorded by the fire and rescue service, throughout the last two years, including the Lancaster average for 2006/07⁷⁵.

⁷² Lancashire Fire and Rescue Service, Best Value Performance Plan 2007/08.

⁷³ Multi-Agency Data Exchange – District Profile version 6.2, August 2007.

⁷⁴ Multi-Agency Data Exchange – District Profile version 6.2, August 2007 and database tool.

⁷⁵ Multi-Agency Data Exchange, District Profile version 6.3, Ward Profiles, September 2007.

Section Four
Other Behaviour Adversely Affecting the Environment

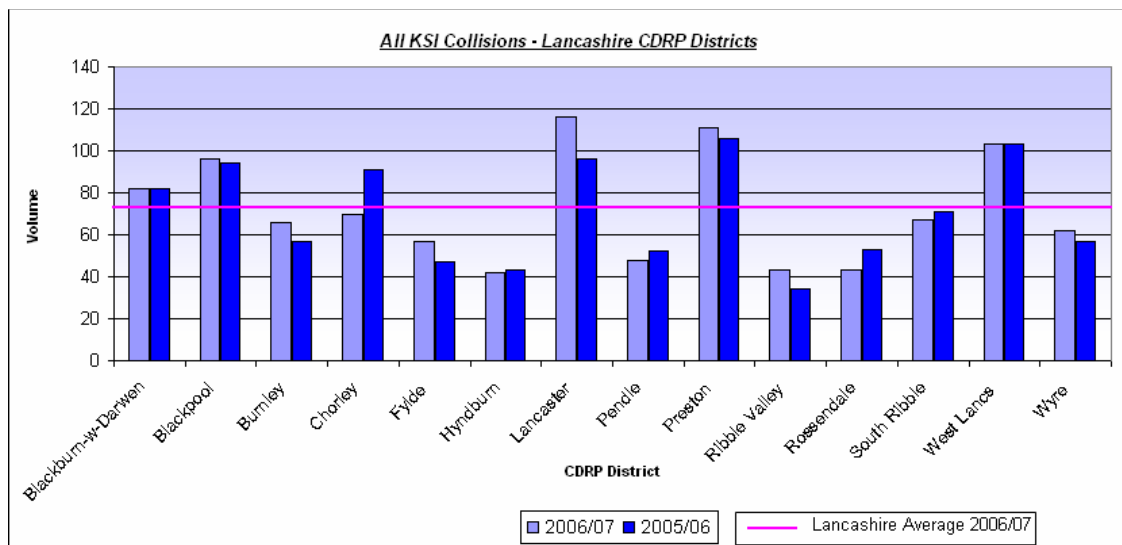
As well as the damaging effects that a fire can cause the local residents and community, another contributory issue as to why domestic fire safety should be a priority for the CSP, is the cost of a fire. There were 459 primary fires recorded last year (January to December 2006) within the Lancaster district, costing approximately £8.7 million, in terms of consequence and response costing. Throughout the same year there were 443 secondary⁷⁶ type fires recorded within the Lancaster district, with consequence and response costing in the region of £1.1 million⁷⁷.

The causes of fires in Lancashire are complex and varied; however there are strong links with deprivation factors, alcohol misuse and a variety of other social issues which are evident. These causes cannot be tackled in isolation but by targeting more resources into fire prevention and working closely with other organisations, such as the NHS and Social Services, a reduction in the numbers of people whose lives are damaged by fire can be achieved⁷⁸.

Road Safety

The rate of road injuries and deaths within the Lancaster district is higher than the England average⁷⁹. Lancaster is the peak location, recording the most collisions⁸⁰.

During 2006/07 the Lancaster CDRP district recorded a higher rate of collisions, involving persons being killed or seriously injured (KSI), in comparison to the previous six years figures.



Bar Chart 2: all KSI (killed or seriously injured) collisions recorded throughout the 14 Lancashire CDRP districts over the last two years⁸¹, including the Lancashire average (n=72) for 2006/07⁸².

⁷⁶ Secondary fire costing: non-building fires includes outdoor primary, secondary fires and chimney fires and excluding vehicles.

⁷⁷ The Economic Cost of Fire: Estimates for 2004, table 3.6 p31.

⁷⁸ Lancashire Fire and Rescue Service, Best Value Performance Plan 2007/08.

⁷⁹ www.communityhelathprofiles.info – Lancaster District, Health Profile, 2007.

⁸⁰ Multi-Agency Data Exchange – District Profile version 6.2, August 2007.

⁸¹ Multi-Agency Data Exchange – District Profile version 6.2, August 2007.

⁸² Multi-Agency Data Exchange, Diversity Report, District, August 2007.

Section Four Other Behaviour Adversely Affecting the Environment

Peak wards in terms of collisions involving serious or minor injuries are; Ellel, Lower Lune Valley, Bulk and Westgate⁸³. Throughout the seven year period (April 2000 to March 2007) the CDRP area also recorded the most collisions (n=61), resulting in a fatal; in comparison to the other thirteen local authority areas. 10% (n=6) of these fatal collisions involved a child fatality⁸⁴.

In terms of road accidents involving a two wheeled vehicle, since January this year (2007), Northern division was the second location, out of the other six divisions within Lancashire, to record the highest rate of injuries to casualties; fatal, serious or slight who were involved in a road traffic collision⁸⁵. Of the collisions involving two wheeled vehicles within the Lancaster district, the majority of the casualties were males and primarily aged in their 20's and 40's⁸⁶. The Lancaster district has a frequent influx of motorcyclists visiting beauty spots such as 'Devil's Bridge' at Kirkby Lonsdale; and passing through the district to visit the Lake District. The LAA stretch target, for the force, to be met by March 2008 is currently showing a good reduction in relation to motorcycle casualties; and one which is likely to be met. However, there is a caveat in this due to the target covering all casualties and not just motorcycles; therefore in light of this there is a possibility that the force might not meet the LAA stretch target.

A contributory issue to this problem could possibly be that over the years tens of thousands of fans have made the annual pilgrimage to the 'Road Racing Capital of the World', the Isle of Man TT Races⁸⁷. A number of which pass through the Lancaster district, via rural routes and on their two wheeled vehicles, whilst making their way to Heysham Port which; is one of four mainland ports.

The Lancaster district recorded 59% (n=1498) of the breath tests within Northern division, 2006/07⁸⁸. Breath tests were mainly carried out on males who were around 20 years of age and who were of white British ethnicity. Only 9% (n=79) of the males recorded a positive breath test. Throughout that year the Lancaster district was the third Lancashire district to record the most breath tests, resulting in the most positive breath tests⁸⁹.

Emerging threat Heysham to M6 link: Lancashire County Council Development Control Committee has unanimously voted to award the planning permission for the proposed link; however consent was withheld until the application was considered by the Secretary of State for Communities and Local Government. A public inquiry was held within the district between July and August 2007 and, if agreed, construction work will commence in 2009 with a completion date scheduled for 2012⁹⁰. The link is aimed at improving

⁸³ Ibid.

⁸⁴ Performance data, monthly products – Collisions and Casualties, August 2007.

⁸⁵ PC John Blott, Ops Services, Motorway Team – 2007 Accidents, August 2007.

⁸⁶ Ibid.

⁸⁷ www.iomtt.com

⁸⁸ Lancashire Constabulary, Sleuth Data Warehouse, Stop Checks CR21 issue, 2006/07.

⁸⁹ Ibid.

⁹⁰ www.lancashire.gov.uk/environment/env_highways/roads/heysham/timetable - The dates given are the earliest possible dates, subject to planning, consent and funding.

Section Four Other Behaviour Adversely Affecting the Environment

the quality of life of local residents, addressing the urban and residential environment, air quality and the enhancement of architectural assets⁹¹; however disruption would be expected throughout the project via diversions and any unclear road markings.

An emerging threat is the Park and Ride Project: Following the consideration of a number of options the County Council has selected a proposed site for a park and ride operation to serve Lancaster. The proposed park and ride will provide added value to the highway proposals by further reducing traffic travelling into the City and contributing to improvements in air quality⁹².

Domestic Violence

Domestic violence is any incident of threatening behaviour, violence or abuse between adults who are or have been in a relationship together, or between family members, regardless of gender or sexuality⁹³. The current belief is that only half of the people who suffer domestic violence ever tell anyone about it⁹⁴.

Domestic violence accounts towards all violent crime recorded within the Lancaster District. Domestic violence should remain as a priority for the CSP, the whole situation that victims of domestic violence find themselves in has far-reaching and damaging effects; emotionally, psychologically, physically, socially and financially.

The under-reporting of domestic violence throughout the country is mirrored in the Lancaster district. A large proportion of domestic violence victims who actually reported the incidents were repeat victims⁹⁵.

Morecambe was identified as the section with the highest proportion of domestic violence related incidents than anywhere else in the county. A contributory issue could be linked to demographics i.e. reports of this type of crime often residing in areas of deprivation. Hotspot locations tended to be the wards of; Harbour, Westgate, Poulton and Heysham North⁹⁶.

⁹¹ www.lancaster.gov.uk – Lancaster and Morecambe vision: Launch of a major study into an integrated transport solution for the district, March 2007.

⁹² www.lancaster.gov.uk – Called in planning application for proposed Heysham M6 link road – Proof of Evidence-Summary by Adrian Charles Worthington (June 2007). The proposal is subject of a separate planning application.

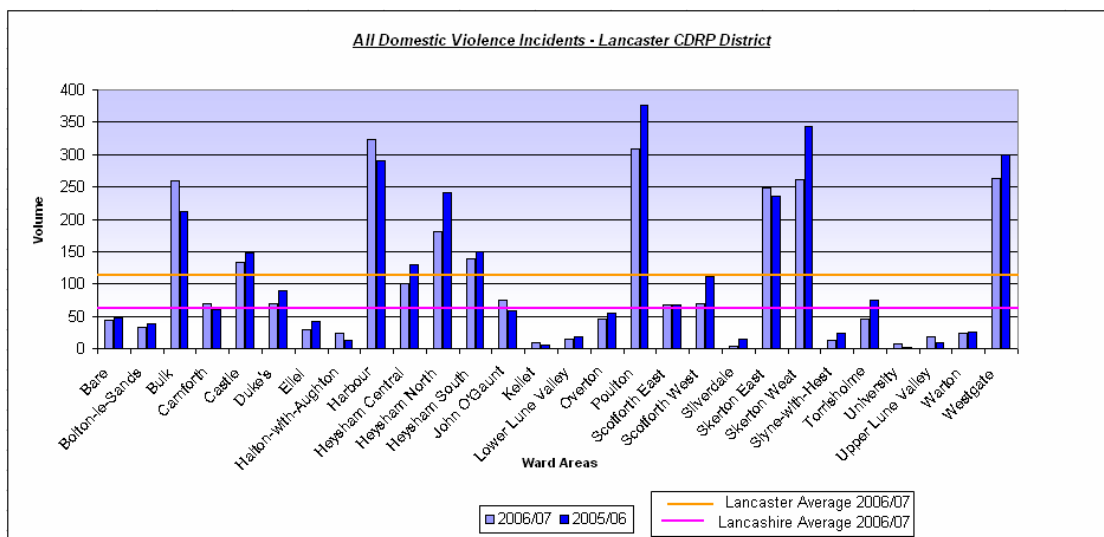
⁹³ www.homeoffice.gov.uk – Domestic Violence.

⁹⁴ Lancaster District Community Safety Partnership – Audit, 2004.

⁹⁵ The Women in Safe Environments (WISE) survey, 2001.

⁹⁶ Wilson, P *Domestic Violence in Lancaster District*, to explain why Morecambe has the highest incidence in the County, September 2005.

Section Four Other Behaviour Adversely Affecting the Environment



Bar Chart 3: showing all domestic violence incidents; as recorded by the police, throughout the last two years, including the Lancaster (n=103) and Lancashire average for 2006/07⁹⁷.

It is acknowledged that domestic violence perpetrators exhibit complex patterns of behaviour. There is evidence to suggest that there are links between this behaviour and substance misuse, though it is important to point out that alcohol is an attribute and not a sole cause of domestic violence⁹⁸.

The Lancaster district Community Safety Partnership supports Sal's Place ("Safe at Last"), a domestic violence support centre which offers free and confidential information and support for people experiencing domestic violence in the Lancaster district, opened in Lancaster in 2005. Sal's Place is a partnership project, which involves a number of agencies, such as; Lancashire, Constabulary, Lancaster City Council (homelessness/housing advice), Victim Support Lancashire and local family law solicitors (legal advice), provide specialist information and advice. This project allows individuals who are experiencing domestic abuse to get help more quickly and easily than before.

Lancaster City Council's Overview and Scrutiny Committee has requested and had a presentation on the Domestic Violence Strategy.

CSP Strategic Priorities

1) Improve Domestic Fire Safety

Our main aim is to actively promote improved fire safety to the business sector and our communities within the Lancaster district; and to actively engage vulnerable and minority groups by delivering positive fire safety messages via the partnership.

⁹⁷ Multi-Agency Data Exchange, District Profile version 6.3, Ward Profiles, September 2007.

⁹⁸ www.wyrebc.gov.uk – Domestic Abuse Strategy, 2006-09.

Section Four
Other Behaviour Adversely Affecting the Environment

2) Improve Road Safety

There are a number of contributory factors in relation to the causes of road traffic collisions, some of which include; drivers (licensed/unlicensed), speed, alcohol and drugs, pedestrians (cyclists) and road building and design. Improvements to road safety are achievable through good partnership working. In terms of recording, a national accident recording system called 'Crash' is to be launched nationwide in May 2008 which may be piloted in Lancashire.

3) Reduce repeat victimisation of Domestic Violence issues

With domestic violence continuing to be under-reported throughout the Lancaster district, the Community Safety Partnership will continue to tackle these issues and ultimately encourage victims and witnesses to come forward and aim to provide them with adequate support throughout the whole process.

Recommendations:

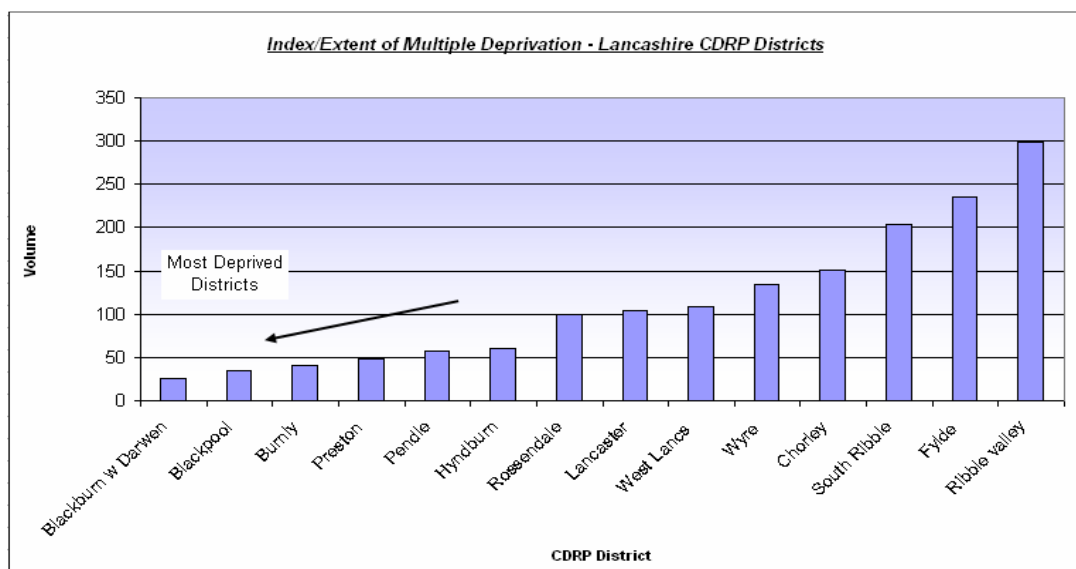
- 1) Continue strong partnership working with the Fire and Rescue Service.
- 2) Continue supporting the Lancashire Road Safety Partnership.
- 3) Continue to implement the Lancaster District Domestic Abuse Strategy and its action plan.
- 4) Carry out analysis to identify a better picture of the current situation in relation to domestic violence within the Lancaster district.

Section Five – Community Cohesion

Community Demographics

The index of multiple deprivations (IMD) is a measure of multiple deprivations at the small area level. It combines a number of indicators across 7 domains (income, employment, health deprivation and disability, education, skills and training deprivation, barriers to housing and services, living environment deprivation and crime) into a single deprivation score and rank for each area.

The chart below demonstrates the extent of multiple deprivation throughout the 14 Lancashire CDRP districts. For each measure the district is given a score and rank, thus based on the rank given to each district, the graph below illustrates where Lancaster is located within the Index of Multiple Deprivation; in comparison to the other districts of Lancashire⁹⁹.



Bar Chart 4: extent of multiple deprivations across the 14 Lancashire CDRP districts¹⁰⁰.

Harbour, Heysham North, Poulton, Westgate and Skerton all fall within the most disadvantaged super output areas; four of which fall within the Morecambe area¹⁰¹.

The links between deprivation and crime are well documented. Problem profiles for volume crime, anti-social behaviour Lancashire MADE¹⁰² products and to a certain extent domestic violence repeatedly identify the same hotspots. These hotspots are also hotspots for deprivation¹⁰³. There were 11 'lower level super output areas'¹⁰⁴ throughout the division that fell within the

⁹⁹ www.lancashire.gov.uk/corporate/web/viewdoc.asp?id=7454 - Wyre District Profile, March 2007

¹⁰⁰ www.communities.gov.uk – The English Indices of Deprivation, SOA Index of Multiple Deprivation, 2004.

¹⁰¹ Lancashire Constabulary, Northern Division, Strategic Assessment 2007/09.

¹⁰² Multi-Agency Data Exchange – Products.

¹⁰³ Source: Index of Multiple Deprivation 2004 <http://www.communities.gov.uk/archived/general-content/communities/indicesofdeprivation/216309/>.

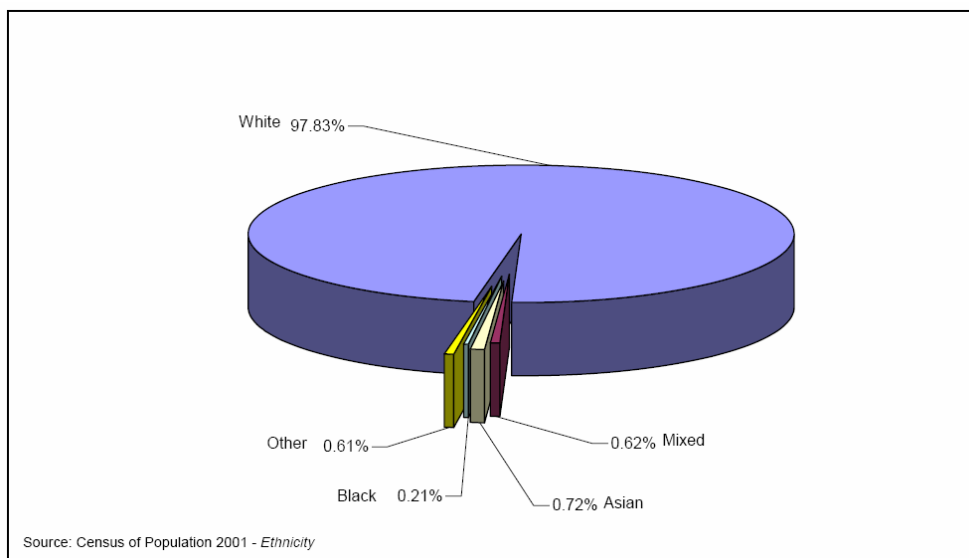
¹⁰⁴ 'Manufactured' area for statistical purposes within a ward comprising of around 400 dwellings and around 1500 residents, 2004.

Section Five Community Cohesion

top 10% of most deprived areas in the country at the time the research was published (2004).

As the number of communities containing people from different ethnic backgrounds increases, finding ways of living together becomes more challenging. It has been identified that there is a need for positive bonding within ethnic groups and bridging between groups is equally important when building cohesive neighbourhoods. Communities need to see a benefit in working together. Resources targeted on the poorest areas may cause friction if the 'next to poorest' feel neglected. Community tensions can exist between different groups, for example well-established Afro-Caribbean and Pakistani communities may see new arrivals as competitors for space and resources¹⁰⁵.

From the 2001 Census, the population was split into 5 broad ethnic groups, White, Mixed, Asian or Asian British, Black or Black British and Other Ethnic. These groups are further subdivided into 16 sub-categories. The majority ethnic group for Lancaster are white (97.83%), which covers White British, White Irish and Other White. There is a very small Asian heritage community in the area (0.72%)¹⁰⁶.



Pie Chart 1: population breakdown by broad Ethnic groups, Census of Population 2001 - Ethnicity¹⁰⁷.

The biggest influxes of new members of the community are Eastern Europeans from Poland, the majority of which reside within Morecambe; particularly within the West End area. Evidently the majority of the Polish community within the Morecambe area, originate from one small town/village within Poland and are believed to know each other well. A Polish Community Fire Safety Officer has been employed by Lancashire Fire and Rescue service to integrate with the Polish community¹⁰⁸.

¹⁰⁵ www.jrf.org.uk – Lessons from the JRF Neighbourhood Programme – Diversity: a summary, March 2007.

¹⁰⁶ www.lancashire.gov.uk/corporate/web/viewdoc.asp?id=7407- Lancaster District Profile, March 2007

¹⁰⁷ Ibid.

¹⁰⁸ Magdalena, Community Fire Safety Officer.

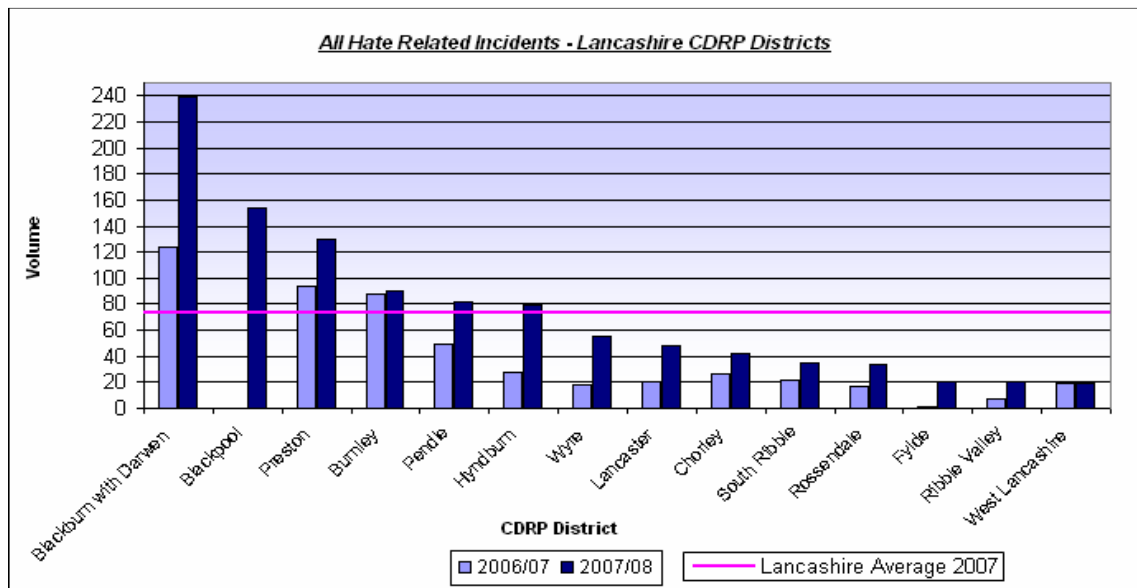
Section Five Community Cohesion

New communities and the cohesion between different communities

The increase in population throughout the UK is mainly the result of immigration¹⁰⁹. Thousands of international immigrants have made their home in Lancashire over the last few years. The biggest increase has been recorded within the Lancaster district with the figures showing an extra 3,600 migrants into the city¹¹⁰.

People living and working in some towns and cities can be deeply polarised and many communities can be living “parallel lives”. This can be reinforced in so many other aspects of daily life including education, the voluntary and community sector, employment, places of worship, and social and cultural networks¹¹¹.

Hate crime and hate incidents are motivated by prejudice i.e. someone’s perceived race, religion, gender or gender identity, sexual orientation or disability¹¹². The Local Area Agreement (LAA) expresses the need to increase the reporting of hate incidents and decrease the number of repeat victims. The chart below clearly shows that the Lancaster district has seen an increase in the number of hate related incidents year to date (April to August 2007), in comparison to the same time the previous year; currently showing a +140% increase (n=28)¹¹³. The chart also illustrates that the Lancaster district is currently under the Lancashire average in relation to reported hate incidents. Year to date (April to August 07), 81% (n=39) of all hate related incidents within the Lancaster district are in relation to race¹¹⁴.



¹⁰⁹ www.migrationwatchuk.org

¹¹⁰ <http://www.lep.co.uk/news?articleid=2880539> - The Office for National Statistics, number of migrants believed to have moved to the county between 2001 and 2005.

¹¹¹ www.renewal.net/Documents/RNET/Policy%20Guidance/Buildingcommunitycohesion.pdf

¹¹² http://www.wyrebc.gov.uk/Council%5FServices/Community%5FSafety/Hate_Crime_Reporting/ - Hate Crime Reporting, August 2007.

¹¹³ Multi-Agency Data Exchange, Diversity Report, District, August 2007.

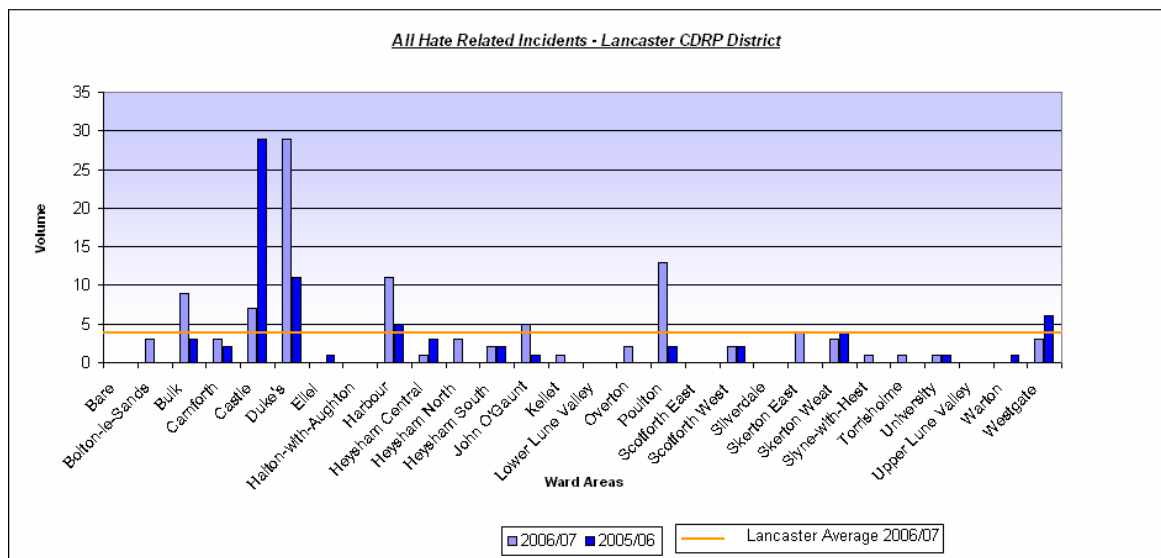
¹¹⁴ Ibid.

Section Five Community Cohesion

Bar Chart 5: all hate related incidents, as recorded by the Police throughout the 14 Lancashire CDRP districts; between April and August 2006 and April and August 2007; including the Lancashire average (n=75) April to August 07¹¹⁵.

Throughout the same period, all racially aggravated crime within the Lancaster district was racially aggravated violence; mainly in the form of harassment. The majority of offenders responsible for this racially aggravated crime are white (n=315) males aged between 15 and 19 years of age¹¹⁶. Evidently, there was a +205% (n=39) increase, recorded in 2006/07 (September 06 to July 07), in the number of racial incidents in school(s), throughout the Lancaster district; in comparison to the same time five years ago (September 2001 to July 2002)¹¹⁷.

The Duke's ward is the problem ward for hate related crime¹¹⁸ within the Lancaster district. However, this was a very different image the previous year with the Castle ward being the peak location.



Bar Chart 6: showing all hate related incidents; as recorded by the police, throughout the last two years, including the Lancaster average (n=4) for 2006/07¹¹⁹.

The intelligence picture is continually being developed, in relation to Lancaster's migrant population, through a diverse number of community contacts. There are currently no specific issues coming to light from the new members of the community living locally, although transient east Europeans have occasionally visited the Lancaster district to commit shoplifting and theft from the person offences¹²⁰.

The issues around community involvement in cohesion need to be a priority for the Partnership as some of the contributing factors i.e. being a victim of hate crime, can be a frightening experience; nobody should have to live with

¹¹⁵ Multi-Agency Data Exchange, Diversity Report, District, August 2007.

¹¹⁶ Ibid.

¹¹⁷ Multi-Agency Data Exchange, Diversity Report, District, August 2007 (as recorded by Lancaster City Council).

¹¹⁸ Multi-Agency Data Exchange, District Profile version 6.3, Ward Profiles, September 2007.

¹¹⁹ Multi-Agency Data Exchange, District Profile version 6.3, Ward Profiles, September 2007.

¹²⁰ Lancashire Constabulary, Northern Division, Strategic Assessment 2007/09.

Section Five Community Cohesion

the fear and anxiety that this type of crime causes. It can take place anywhere; at home, in the streets, at work and within schools and colleges. Some of the incidents can include threats, verbal abuse, arson, robbery, violence towards the person and damage to property¹²¹.

CSP Strategic Priorities

1) Community Demographics

Building positive relations with the local media helps to ensure that the community achievements are publicised and the reporting of problems is fair¹²². Removing the cause of crime should then give us the opportunity to gradually achieve further more permanent reductions in crime and improved neighbourhood cohesion¹²³.

2) Integration of New Communities

There have been some good links generated throughout the Polish community within the Lancaster district, particularly from local faith groups. Lancaster holds one of the very few Polish churches within the North West of England, with its very own Polish Priest¹²⁴. Each Sunday after the church service, members of the Polish community or local service groups are given the opportunity to integrate and offer support/advice, for example fire safety and crime prevention advice. An awareness day was recently held within a local church situated in Morecambe, where the local authority distributed advice/guidance through specific Polish packs.

Recommendations:

- 1) Identify the most deprived areas within the district; develop long term strategic projects to reduce deprivation, thereby reducing crime and disorder¹²⁵.
- 2) Carry out analysis to identify a better picture of the current situation in relation to the integration of new communities within the Lancaster district.

¹²¹ http://www.victimsupport.org.uk/vs_england_wales/coping_with_crime/specific_crimes/hate_crimes.php - Hate Crime, August 2007.

¹²² www.jrf.org.uk – Lessons from the JRF Neighbourhood Programme – Diversity: a summary, March 2007.

¹²³ Lancashire Constabulary, Northern Division, Strategic Assessment 2007/09.

¹²⁴ Father Gora, Nelson Street, Lancaster.

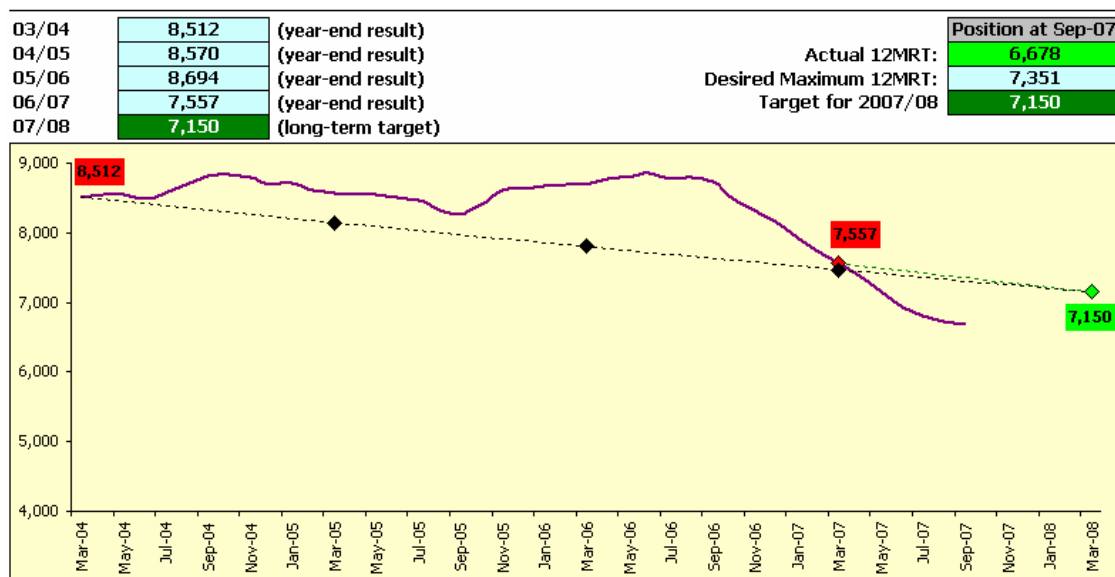
¹²⁵ Lancashire Constabulary, Northern Division, Strategic Assessment 2007/09.

Section 6 – Review of the previous Community Safety Strategy

Vision and Priorities

The Community Safety Strategy 2005 to 2008, under its vision to ensure the district is a safe and pleasant place in which to live work and visit, agreed the following as priorities:-

- Reduce all Crime (PSA1) with a target to reduce by 16% to 19%. This target was agreed as being the priority one target and the CSP has a very good chance of meeting the target (see milestone tracking chart below).
- Reassure the public and reduce the fear of crime and antisocial behaviour (PSA2).
- Reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment through the criminal justice system (PSA4).
- Reduce antisocial behaviour across the district in line with the Antisocial Behaviour Strategy and concentrating on key areas which the public have raised as being of most concern; litter, nuisance behaviour, rowdy behaviour, criminal damage, vandalism.
- Improve community safety issue relating to young people, both as victims and offenders.
- Reduce levels of domestic abuse across the district.
- Assist the Local Strategic Partnership (LSP) to reduce hate crime.
- Assist the Lancashire Road Safety Partnership where appropriate to achieve its aims.



Milestone Tracking Chart 1: all BCS comparator crime in the Lancaster CDRP district.

The Changing Landscape - Local Area Agreement (LAA)

Throughout the timescale of the Strategy the county wide Local Area Agreement came into being. This placed a need on the partnership, not only to concentrate on improving joint working across the county, but also to measure against the targets in the LAA.

The partnership also experienced a strong direction from Government to concentrate on PSA1.

Progress against Targets

Throughout 2006 the Partnership was not meeting its target to reduce PSA1 crimes by 16 to 19% and furthermore, was experiencing increases in incidences. A focus was placed on PSA1.

Action groups were formed to deal with the two key issues which were causing the greatest concern. An Alcohol Related Violent Crime action group was set up which was subsequently merged into the LSP's Alcohol Harm Group. This group went on to produce an Alcohol Harm Strategy which is in use today. A Criminal Damage Action Group was formed which developed an action plan which is now being monitored by the CSP Executive Group.

Recommendation:

- 1) Continue to develop and implement the Alcohol Harm Strategy.
- 2) Continue to develop and monitor the Criminal Damage Action Plan.

A number of new projects came into being which were aimed at these problem areas. Twenty new Police Community Support Officers (PCSOs) were employed. Close joint targeting of resources took place in Clean Sweep Operations where, for a four week period, agencies concentrated on a particular area of high need.

The Multi-Agency Problem Solving (MAPs) team has also been put in place where officers from various statutory and non-statutory agencies are based in the same office. Tasking meetings take place regularly to address key problems. The aim of the team is to address issues surrounding people, places and problems across the district. By co-locating agencies, there has been improved information sharing and a directed tasking process to address emerging threats to performance and Community Safety issues. Agencies are now focussing their attention to provide a co-ordinated response to tackle problems from a multi-agency perspective.

The Youth Sports and Arts Project targeted attention to young people who were causing antisocial behaviour and directed them to free facilities. In recognition that general untidiness of an area leads to criminal damage a Litter Strategy was developed which included both education and enforcement.

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Recommendations:

- 1) Continue to employ and develop further the PCSO service.
- 2) Continue to run Clean Sweep Operations and carry out an evaluation of Clean Sweep.
- 3) Evaluate and develop the MAPs team.
- 4) Run further Sports and Arts Projects in the district.
- 5) Continue the focus on litter.

The Partnership benefited from a number of days consultancy which resulted in a report with a number of recommendations for improving the partnership's workings. These have been developed into a work programme which takes into account the requirements of the CDRP Reform.

Recommendation:

- 1) To implement the work programme which has resulted from the Consultants report. Particular actions to arise have been;
 - Develop monitoring and management systems with the local LSP and reaching to the LAA, which includes SMART action plans,
 - Review the structure and terms of reference of the CSP,
 - Review the links to Lancaster City Council's Overview and Scrutiny Committee,
 - Develop financial monitoring arrangements,
 - Establish the need/benefits of Community Safety Champions within agencies,
 - Evaluate a key area for future understanding of better working.
 - Develop a commissioning framework
 - Investigate a proposed Strategic merger with a neighbouring district

The CSP is now in the position that it has already met its PSA1 target to reduce BCS Comparator Crime by 16 to 19% and, at present, has had a 21% reduction. It is recognised that the above initiatives will all have had an impact on reductions against PSA1.

Public Reassurance (PSA2). The Partnership has a Communications Strategy in place but has not had the resources to fully deliver this strategy due to the emphasis placed on PSA1. Press releases have been issued regularly. It is recognised that from 2008 onwards there will be a greater focus on perception of crime. A new Community Engagement Strategy is to be produced and implemented. This was one of the recommendations in the Consultant's report.

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Recommendation:

- 1) To develop Community Engagement Strategy and improve the perception of Community Safety Partnership within the Lancaster district.

Substance Misuse (PSA4). Concentration has largely been on the issue of alcohol and the development of the Alcohol Harm Strategy. The Partnership has links with the Substance Misuse Joint Commissioning Group for Lancaster, Fylde and Wyre.

Anti-social behaviour. Concentration has been on alcohol related violent crime and criminal damage as outlined under 6.3.1.

Young People. Projects such as Youth Arts and Sports, Young Firefighters, Easy Tiger, School Holiday Diversionary Projects have all played their part in enhancing community safety for young people. Joint working through the Youth Offending Team and Prolific and other Priority Offenders continues to be effective. The Partnership is now investigating the opportunity of developing a Restorative Justice project for young people within the Lancaster district.

Recommendation:

- 1) To develop the Restorative Justice project for young people.

Domestic Abuse. A Domestic Abuse Strategy has been developed and is now being implemented. A Domestic Abuse Co-ordinator has been appointed funded by Lancaster City Council and the Police to implement and develop the Strategy further.

Recommendation:

- 1) Continue to fund the Domestic Abuse Co-ordinator after the provisional one year period and evaluate and develop the Domestic Abuse Strategy.

Hate Crime and Road Safety. Lancaster City Council was subjected to a Comprehensive Performance Assessment (CPA) of which the Partnership was a key area of inspection. The inspection concluded that although the partnership was 'at low risk of service delivery failure' that it was concentrating attention on too many areas. As such it was agreed that these two issues could be dealt with by other groups which were in place.

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