

Community Safety Strategy For **Luton** 2005 to 2008

**As required under
The Crime and Disorder
Act 1998**

A strategy prepared by the
multi agency
Luton Crime and Disorder
Reduction Partnership
in consultation with

Bedfordshire Police,
Luton Borough Council,

Luton Teaching
Primary Care Trust,

Luton Drug and Alcohol
Partnership,

Bedfordshire and Luton Fire
and Rescue Service,

The Safer Luton Partnership
and

other statutory and voluntary
agencies and the community.





Foreword

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Divisional Commander Luton Police

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The diverse and developing town of Luton requires and deserves a progressive and enlightened approach to community safety. It needs commitment by everyone who wishes to see our town prosper and reflect the safe and peaceful environment we all want to live and work within. The statutory and voluntary agencies in Luton have a long-standing history of effective partnership working for well over a decade. The combined strength of the Council, Police, business and community working together has now been demonstrated and this third strategy builds on this work and makes further improvements that will reinforce and advance community safety. The strategy consolidates and pulls together the concerns and comments expressed during a wide consultation process. The format reflects the new structure of the Crime and Disorder Reduction Partnership that has evolved in order to become even more responsive to the community and effectively and swiftly deal with the emerging issues. The police have a vitally important role to play in ensuring crime is reduced and the residents of Luton can move freely and without fear in their daily lives. However, there is a realisation that one agency alone cannot succeed. Other agencies also have a significant role as does the general public. Community safety for the town of Luton and its future prosperity is essential. This long-term strategy seeks to ensure our continued commitment to partnership working, tackling crime and associated problems, and instilling a sense of safety by reducing the fear of crime.

We are proud of our achievements in Luton, and want to continue to build on these with this, our new strategy. However, we are not complacent and will continue to develop appropriate and innovative interventions to ensure that Luton is as safe as possible.

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The current Crime and Disorder Audit findings together with the results of the comprehensive town-wide consultation process have highlighted the following six areas that will form the basis of Luton's 3-year Community Safety Strategy 2005-2008:-

Environmental and Quality of Life Issues

To reduce the number of incidents that affect the quality of people's lives by improving community safety.



Social Behaviour

To reduce the number of incidents of anti social behaviour within the town.



Youth Inclusion

To increase the engagement of young people identified as currently offending or at risk of offending.



Tackling Prolific and Other Priority Offenders (POPO's)

Targeted multi-agency initiatives aimed at signposting identified POPO's to access appropriate support.



Violence and Harassment

To reduce the number of recorded incidents of violence and harassment against individuals including violence in the home.



Burglary and Auto Crime

To reduce the number of recorded burglary of homes and auto related crimes within the town.



Mission Statement

To develop safer neighbourhoods, improve the quality of life, reduce levels of crime and the associated fear of crime for those who live, work and visit Luton.



Introduction

The Crime and Disorder Act 1998 as amended by the Police Reform Act 2002 requires all Crime and Disorder Reduction Partnerships (CDRP's) in England and Wales to produce an Audit of local crime and disorder problems in their area so that relevant crime reduction, anti-social behaviour and drug strategies can be developed.

Since the inception of the Luton CDRP there have been significant achievements in delivering a wide range of community safety interventions. These successes have included youth intervention projects, reductions in vehicle crime, environmental action days, reducing burglaries in historically high crime areas of the town and many more initiatives.

Luton CDRP has recognised that amongst these successes there are other areas where performance has been patchy or less effective. These include reducing

violence both in the home and on the street, a significant increase in burglaries over the last two years in new, previously less victimised areas and a failure to adequately address the fear of crime and offer the appropriate level of public reassurance.

The structure of the Luton CDRP has now been redesigned in order to ensure

- ▶ a more focused and strategic approach by the responsible authorities
- ▶ localised delivery of the services in a dynamic framework
- ▶ improved arrangements for local engagement with and accountability to communities

The CDRP anticipates that the new structure will allow far greater flexibility to deal with issues of local concern swiftly and effectively.



Accountability and Feedback

The Luton CDRP has been adopted by Luton's Local Strategic Partnership (Luton Forum) as its Crime and Community Safety Theme Group. The membership of the CDRP Responsible Authorities Group (RAG formerly the Crime and Disorder Executive Group) reflects the constitution of the Luton Forum in that in addition to the statutory agencies there is representation from the community and voluntary sector through Luton's Community Empowerment Network known as the Luton Assembly. Luton's 3-year Community Safety Strategy is incorporated into Luton's Community Plan produced by the Luton Forum. The Luton CDRP reports into the Luton Forum who will monitor the delivery of the strategy against the targets.



Externally, the Partnership is accountable to the Home Office via Government Office for the Eastern Region (Go-East). Go-East is responsible for ensuring that our partnership activity is aligned with and addresses the priorities contained within our strategy.

Luton CDRP will create a new structure of accountability to communities on progress set against our objectives outlined in the strategy. This will be delivered through the existing cycle of Council Area Committee meetings in addition to the town wide council publication 'Luton Line', the Luton Police publication 'Luton Beat', and through regular press releases and media campaigns. The Partnership will also ensure that progress reports are disseminated to Luton's 'hard to reach groups'. Quarterly reports will be provided to Go-East.



Strategy Alignment and Linkages

A key function of this strategy is to ensure that it maintains links with other statutory partners. The targets contained within it are therefore complementary to those set by all other statutory agencies concerned with community safety. Alignment of our targets will ensure that, as a Partnership, we work towards achieving the overarching goal of making Luton a safer place to live, visit and work. Such a joined up approach also serves to eliminate duplication and build upon the principles of best value.



Public Service Agreement Targets (PSA) 2005/06 – 2007/08



There are 7 PSA targets of which 4 relate to crime:-

- ▶ To reduce crime by 15%, and further in high crime areas by 2007/08.
- ▶ To reassure the public, reducing the fear of crime and anti social behaviour, and building confidence in the criminal justice system without compromising fairness.
- ▶ To bring 1.25 million offences to justice in 2007/08.
- ▶ To reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment through the Criminal Justice System.



National Policing Plan 2005 - 2008

There are five national key priorities for Policing:-

- ▶ Reduce overall crime, including violent and drug related crime, in line with the Government's PSA's.
- ▶ Provide a citizen-focussed Police service that responds to the needs of communities and individuals, especially victims and witnesses, and inspires public confidence in the Police, particularly amongst minority ethnic communities.
- ▶ Take action with partners to increase sanction detection rates and target prolific and other priority offenders.
- ▶ Reduce people's concerns about crime and anti-social behaviour and disorder.
- ▶ Combat serious and organised crime within and across force boundaries.



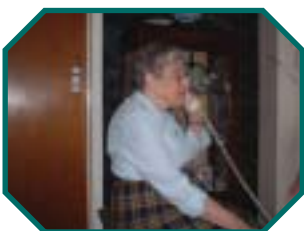
Whilst all Police forces adhere to the National Policing Plan there is also a requirement for a Local Policing Plan.

Bedfordshire Police Local Strategic Plan 2005 – 2008

The Local Strategic Plan for Bedfordshire draws upon a number of sources but principally upon the views of local people expressed through a wide range of consultation exercises and from the Home Secretary's National Priorities for the year. The Strategic Plan sets the overarching direction for policing in Bedfordshire over the next 3 years. It provides a high level view of the policing of our local area.

The six principles set out in the plan are:-

- ▶ Maintaining a citizen focus in all that we do – Increasing people's security and feelings of security in their homes and daily lives.
- ▶ Reducing crime – reducing crime and victimisation with particular emphasis on domestic burglary, violent crime and drug related crime.
- ▶ Investigating crime – Increasing the level of crime detected, targeting prolific offenders and ensuring more offences are brought to justice.
- ▶ Promoting public safety – Improving the quality of life for our communities, tackling anti-social behaviour, reducing the fear of crime and increasing community safety.
- ▶ Providing assistance – Providing a timely response that meets the needs and expectations of those who have cause to use our services, improving accessibility and increasing the quality of overall service delivery.
- ▶ Managing our resources – Improving and maximising the use of financial, human and technological resources to support the delivery of our activities.



Luton Divisional Policing Plan 2005 – 2006

The Divisional Policing Plan outlines the objectives, actions and targets to be focussed on for the year ahead. The plan has to complement the Annual Force Plan.

To reduce the incidence of:-

All Crime

- ▶ To reduce overall recorded crime to not more than 23,360 crimes.

Burglary Dwellings

- ▶ To reduce levels of domestic burglary to below 1,840 offences and to bring more offenders to justice.

Vehicle Crime

- ▶ To reduce levels of vehicle crime to below 3,390 and to bring more offenders to justice.

Violent Crime

- ▶ To reduce levels of violent crime to below 4,680 offences and to bring more offenders to justice especially in relation to incidents of domestic violence.

Drug / Alcohol Related Crime

- ▶ To reduce incidents of drug and alcohol related crime.

Anti Social Behaviour

- ▶ To reduce incidents of anti social behaviour.

To improve levels of public reassurance :-

- ▶ By ensuring Luton is a place where citizens engage with the police and their partners to provide high levels of reassurance and public safety.
- ▶ By addressing the local needs and concerns of the diverse communities of Luton by delivery a quality policing service in a customer friendly manner.
- ▶ By providing high visibility policing and help to reduce the fear of crime.

Luton 2011

Luton Borough Council is working in partnership with local people and organisations to make dramatic improvements in the quality of life.

Luton 2011 is Luton Borough Council's contribution towards meeting local people's priorities and achieving the goals set out in the Community Plan. In partnership with local people and other agencies the Council has set challenging targets to achieve this by 2011.

Crime and the fear of crime carry a heavy cost, not just financial but on people's well being and their ability to go about their daily business. This is why the Council has decided to focus on crime as a key area.

The targets set out in Luton 2011 are:

- ▶ Luton residents to have less fear of crime than three-quarters of similar urban areas in England.
- ▶ Achieve a substantial reduction in resident's concerns about anti-social behaviour.
- ▶ Reduce the number of young people who are victims of crime.

The Council recognises that these targets will only be achieved in partnership with local people and other organisations.

Bedfordshire and Luton Fire and Rescue Service

The Bedfordshire and Luton Fire and Rescue Authority has set out a programme to modernise the Fire Service. The first step involved the production of an Integrated Risk Management Plan (IRMP).

Integrated Risk Management means assessing the risks faced, taking preventative action, and ensuring that the service has the right resources in the right place and at the right time.

An IRMP is an assessment of all risks to life and the community, resulting in a long-term plan to make the Fire Service more responsive to locally identified needs. This will result in a safer community. It takes into account commercial, economic, environmental and heritage concerns. Although it will be a fire service plan, it will deliver a cross agency strategy for community safety.



Luton Drug and Alcohol Partnership

The partnership is all the many people in Luton responsible for drugs and alcohol. These include Health, Education, Police, Probation, Housing, Social Services, voluntary agencies, users, carers, and members of the community. Each partner has a different role. Working together means developing complementary care and services in response to local needs.



The Partnership has the strategic responsibility for ensuring the delivery in Luton of the four key elements of the 1998 National Drugs Strategy, updated in December 2002 Tackling Drugs. Changing Lives Keeping Communities Safe from Drugs

The four elements of the Luton drug strategy are

- ▶ **To reduce drug related harm in Luton by preventing Young People becoming problematic drug users** by providing easily accessible information and advice through schools. In addition by providing support and interventions for high-risk vulnerable young people with complex needs in line with "Every Child Matters" harm can be minimised.
- ▶ **Increasing effective drug treatment for adults.** Drug services have been designed to encourage drug users into treatment and reduce the harm to themselves and others. Recovery from problematic drug use requires a substantial change in lifestyle including making new friends, finding stable housing, starting education, training or work reducing offending and being motivated to resist relapse. A holistic package of care increases the chance of a successful recovery.
- ▶ **Keeping communities safe from drugs** by reducing drug related crime and the fear of such crime. Drug using offenders will be supported into treatment to reduce their need to commit crime. Supported housing for vulnerable tenants and swift action against people who break tenancy regulations is another element of building resistance. Actively engaging users and carers in developing services ensures diverse needs are met.
- ▶ **Reducing the supply of illegal drugs: putting dealers out of business** by police action against those who organise and profit from drug dealing. The police aim also to actively discourage people from selling drugs and support users who want to access treatment after arrest.



The Partnership agrees delivery indicators in each of the four areas and ensures that the multi-agency delivery groups respond to local need and diversity.

The Partnership has also developed an Alcohol Strategy for the town and a multi-agency structure that allows four key areas to be developed although at present there is no national funding for increasing treatment services.



The four elements of the Luton Alcohol Strategy are

- ▶ **To reduce alcohol related harm in Luton by protecting young people under the age of 25** from the harmful effects of alcohol. Information and knowledge about how to have fun safely and avoid unnecessary risks is the key theme for young people. Information campaigns are about keeping safe, dispelling myths and reducing harm.
- ▶ **Creating comprehensive early intervention and treatment services for alcohol.** Alcohol prevention and treatment services are much in demand in the town and need to be sensitive and accessible for people to seek advice promptly.
- ▶ **Ensuring Luton is a safe place** to live work and have fun by using enforcement powers and legislation to **reduce alcohol related harm**. This element aims to ensure that the night time economy across the town is not undermined and that people feel safe to enjoy themselves.
- ▶ **Encouraging the industry to continue to promote responsible drinking** and by working in partnership locally to take a role in reducing alcohol related harm. By promoting multi-agency collaboration this element of the strategy aims to promote good practice and minimise harm.



The Luton Drug and Alcohol Partnership ensures that the inter-related targets are delivered in a co-ordinated manner throughout the elements of the Community Safety Strategy.

Domestic Violence

Bedfordshire and Luton have developed a joint approach to Domestic Violence. Its purpose is to recognise the serious and long-term consequences of domestic violence for individuals and families and to work together to eradicate both the experience and fear of domestic violence.

It is set within a strategic vision with four strands.

Prevention

- ▶ Education and general awareness – public, schools and high risk groups.
- ▶ Professional awareness, risk assessment and management of risk
- ▶ Information to victims and families
- ▶ Reduce offending – Perpetrator programmes

Protection and Justice

- ▶ Intervention through civil and criminal law – Police, CPS and courts
- ▶ Integrated safety provision – refugees, capable guardians., development to fill identified gaps
- ▶ Holding the offender to account – removal, intervention to change, programme completion.

Support

- ▶ Community services
- ▶ Benefits – Housing, DSS
- ▶ Counselling – guidance and mentoring for emotional, physical, and psychological issues
- ▶ Health – whole person and family help
- ▶ Voluntary sector – validated network

Accessibility

- ▶ Recognition of individual and group's needs
- ▶ Recognition of the need to provide a voice for service users and potential service users
- ▶ Available to all – recognising the special needs of diverse communities including minority ethnic community, gay and lesbian people and people with disabilities

In enabling Luton to deliver this work the well established Luton Multi Agency Domestic Violence Forum, made up of statutory, voluntary and community partners has secured funding for the employment of a Domestic Violence Co-ordinator. In order to action this vision a Luton Domestic Violence Strategy and Action Plan has been written on behalf of Luton CDRP. This fulfils the requirements of the Home Office.

This action plan will be reported on regularly to the RAG Group.

In addition LBC has 11 Best Value Performance Indicators (BVPI) focussed on the “Quality of Domestic Violence Services”. The Council will report on these in the new CDRP structure.

Finally, the Domestic Violence Act 2004 has set out a timetable for commencement of the different sections. Whilst many of these are reliant upon actions of the police they again need to be reported on through the CDRP structure.

Luton CDRP Diversity Strategy

The Luton CDRP recognises and wishes to preserve the diverse nature of the town's community structure. As a partnership, both statutory and voluntary agencies have demonstrated their support through developing strategies to counteract discrimination in all forms.

The partner agencies that contribute to the CDRP set out their "Declaration of Principles" in January 2003 and those principles remain the same today. The Declaration states:-

- ▶ Agencies and the community must work together to improve diversity awareness.
- ▶ All individuals should feel able to work and live in safe neighbourhoods and communities.
- ▶ Equality of opportunity and addressing the needs of vulnerable groups is essential.
- ▶ All agencies and individuals involved in community safety partnership work should seek the very best for Luton.

"With the support of the whole community in Luton we can make a significant impact and encourage diversity whilst tackling crime and reducing the fear associated with hate crime".



New Structure for the Partnership

Strategic Drivers for Change

In light of local and national CDRP reviews Luton has seized this as an opportunity for a change of approach, structure and alignment in order to be 'fit for purpose' in the delivery of this strategy. This opportunity is a result of a number of recent developments and strategic initiatives as follows:

- ▶ The Home Office Strategic Plan 2004-2008 setting direction for Neighbourhood/Community Policing and local accountability.
- ▶ New Public Service Agreement targets (PSAs) to be met by 2007-08.
- ▶ Government proposals for establishing Local Area Agreements – 'a new way of working to build more flexible and responsive relationships between central government and a locality in the priority outcomes that need to be achieved at local level'.
- ▶ The Bedfordshire Police 2005/8 Strategic Plan and 2005/6 Local Policing Plan
- ▶ The development of the new Area Committee structure for the town.
- ▶ Summary of responses from the Home Office consultation document "Building Safer Communities Together".
- ▶ The Prolific and Other Priority Offender Scheme.
- ▶ The recent Home Office study to explore the ways in which Neighbourhood Watch could be further supported, developed and strengthened.
- ▶ Luton Division of Bedfordshire Police restructured in January 2004 in order to provide an effective Community Policing service, to be better aligned to partnership working arrangements, and to ensure proactive capability in order to target prolific offenders. These changes have seen a significant improvement in performance. Further changes have led to a refinement of our Community Policing style and our approach to domestic violence.

Restructure

The purpose of this restructure is to ensure the effective delivery of the new 3-year Community Safety Strategy 2005 - 2008. The new structure will also help to capably deliver the Home Office Strategic Plan for Community Safety as outlined in the publication "Confident Communities in a Secure Britain".

The CDRP Executive and the themed Implementation Groups have been replaced by a three-tier structure comprising of:

- ▶ Responsible Authorities Group (R.A.G.)
- ▶ Tasking Co-ordinating and Commissioning Group
- ▶ 5 Area Community Safety Teams.

In addition these groups will be supported by a number of new and existing groups that have been integrated into the CDRP structure, including the Social Behaviour Unit, The Arson Task Force and the Prolific and Other Priority Offender Action Group (POPO).

Responsible Authorities Group (RAG)

The RAG is responsible for ensuring that the town's statutory duties stipulated by legislation are carried out and that the Community Safety Strategy is co-ordinated and delivered with other statutory plans. Additionally, the RAG has overall responsibility for the implementation of the Prolific and Other Priority Offenders Scheme.

The RAG will provide long-term strategic direction to all partnership groups through the CDRP Tasking Co-ordinating and Commissioning Group.

The RAG will determine the appropriate strategic direction based upon quarterly progress reports provided by CDRP Tasking Co-ordinating and Commissioning Group in addition to the Luton Drug and Alcohol Partnership (LDAP) / Supporting People Group and Youth Offending Strategic Group.

The RAG will be responsible for performance management and review.



Tasking/Co-ordinating/Commissioning Group

Membership comprises key statutory agency representatives with responsibility for organisational deployment of resources.

The Tasking Co-ordinating and Commissioning Group is responsible for ensuring appropriate allocation and suitable deployment of available resources to effectively fulfil the responsibilities, remit and resultant actions of each group outlined in the Partnership structure.

The Group will provide a composite quarterly progress report to the RAG that comprises of an overview of all monthly reports provided by the various groups including, Social Behaviour Unit / POPO Action Group and each of the 5 Area Community Safety Teams.

The Group will provide short to mid-term strategic direction for the Social Behaviour Unit/POPO Action Group and each of the 5 Area Community Safety Teams. The latter will be based upon monthly progress reports provided by each of the aforementioned groups and will support the longer-term strategic direction provided by the RAG.

Area Community Safety Teams

Membership comprises agency representation based upon geographical areas of responsibility. The core members will formulate an action plan that aims to contribute to the town wide delivery of the targets contained within the Community Safety Strategy. The short to mid-term priorities for the Groups will be determined by the CDRP Tasking Co-ordinating and Commissioning Group. Membership of the groups may be extended where appropriate to afford additional expert advisors to assist with specific emerging issues. The latter will be orchestrated by the Area Community Safety Team Co-ordinators.



Whilst the primary aim of the groups is outlined above their remit will retain flexibility. This will allow for a regular monitoring and problem-solving approach to be adopted swiftly to short-term emerging trends that impact upon the locality.

The Area Community Safety Team Co-ordinators will provide a monthly progress report to the CDRP Tasking Co-ordinating and Commissioning Group containing action updates for the Community Safety Strategy and emerging area concerns.



Social Behaviour Unit



The core membership will comprise agency representatives at practitioner level with responsibilities for tackling nuisance and unacceptable behaviour issues.

The Unit will continually assess methods of encouraging community cohesion and contribution towards tackling the identified problems in order for a more robust partnership approach to be adopted.

The Unit will retain a problem solving focus that will discuss and address localised and town-wide behavioural concerns that are raised through the RAG, CDRP Tasking Co-ordinating and Commissioning Group, Area Community Safety Teams in addition to the internal communications of each respective organisation represented.



The Social Behaviour Unit will provide a monthly progress report to the CDRP Tasking Co-ordinating and Commissioning Group containing relevant action updates to the Community Safety Strategy and emerging trends / concerns.

Prolific and Other Priority Offenders (POPO) Strategy

The Prolific and Other Priority Offender Strategy is a single, coherent initiative in three complementary strands to reduce crime by targeting those who offend most or otherwise cause most harm to their communities. The three strands are Prevent and Deter, Catch and Convict and Rehabilitate & Resettle.

The Strategy builds on expertise gleaned over two years of the Street Crime Initiative and is in three distinct but intrinsically linked parts designed to tackle both prolific offending and its roots and causal factors, comprising:-

- ▶ **Prevent and Deter** – To stop people (overwhelmingly young people) entering the pool of prolific offenders. This strand is being lead by the Luton Youth Offending Service.
- ▶ **Catch and Convict** – Actively tackling those who are already prolific offenders. This strand is being lead by Luton Police and is outlined in more detail under the auspices of the POPO Action Group.
- ▶ **Rehabilitate & Resettle** – Working to increase the number of such offenders who stop offending by offering a range of supportive interventions. This strand is being lead by the Luton Division of Bedfordshire Probation Service.



POPO Action Group

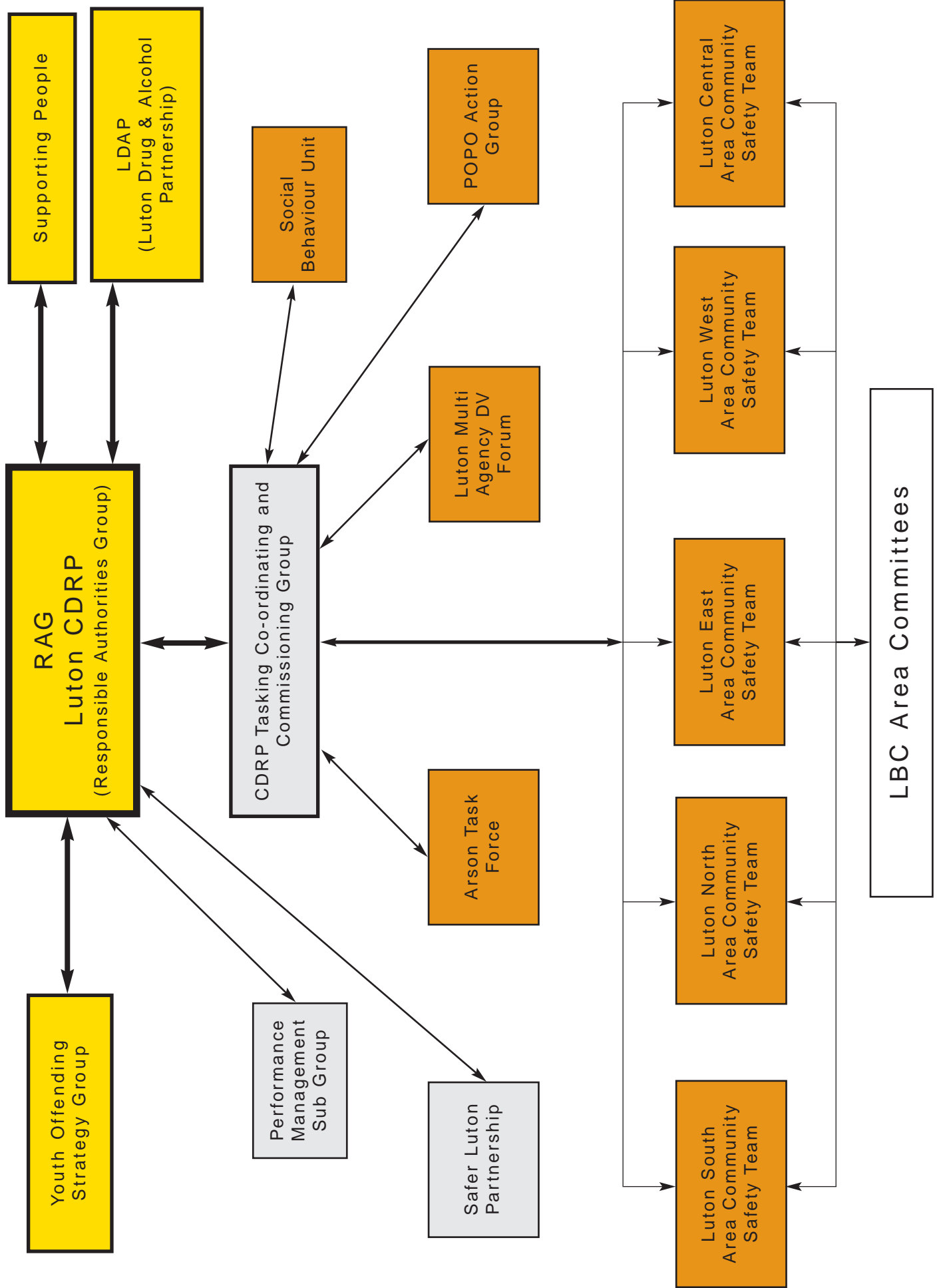
The core membership of the group comprises key agency representatives at practitioner level determined from the guidance issued relating to the setting up of POPO Schemes. Group membership will vary dependant upon agency contribution being relevant to the POPO's being discussed.

The Group is responsible for ensuring that the relevant actions outlined in the POPO checklist are completed and regularly reviewed. The latter includes:-

- ▶ Developing an agreed criteria for the selection and subsequent de-selection of POPO's
- ▶ Identifying an agreed number of POPO's
- ▶ Ensuring a co-ordinated approach to dealing with the identified POPO's is implemented

The POPO Group will provide monthly updates to the CDRP Tasking Co-ordinating and Commissioning Group.

The RAG will retain overall strategic responsibility for the POPO Scheme and will feed into the Local Criminal Justice Board whilst the CDRP Tasking Co-ordinating and Commissioning Group will provide a tactical steer.



Profile of Luton

Luton is one of the largest towns in the South East and has a diverse population of over 184,00 people. Served by a Unitary Council and a Police Basic Command Unit with a co-terminous boundary. It is well served by several transport links, including three main-line railway stations and London Luton Airport, one of the four London International airports. The M1 motorway also passes through Luton, linking Luton to destinations both North and South. This high level of road, rail and air connections means that Luton's transport infrastructure is such that it is one of the most accessible destinations from within mainland Europe.

The population is made up of a diverse range of cultures. Around 28% of local residents are from a black and minority ethnic background. The Council, Police and its key partners are committed to promoting positive community relations and strengthening community cohesion.

There are a number of factors unique to Luton, which contributes to its diversity in retail and leisure opportunities as well as the range of individuals that live or migrate to the area.

- ▶ Luton is the home of several national and multi-national companies, taking advantage of the diverse skills present in the local workforce.
- ▶ Luton has a close proximity to London (approximately 35 miles) this means that Luton is also well within the commuter belt to London.
- ▶ Luton has one of the largest covered shopping centres within the UK, situated in the town centre.
- ▶ Luton is a university town, attracting large numbers of both national and international students to the town.
- ▶ Luton hosts the renowned Luton International Carnival, which is the second largest street festival in the UK, only smaller in the number of visitors per year to London's Notting Hill Carnival.
- ▶ Luton has a population of 184,371 residents covering an area of 4,336 hectares, giving a population density figure of 42.5 residents per hectare.



Demographic

Overall, Luton ranks as the 103rd most deprived local authority in England out of 354. Bedfordshire as a whole however, shows a much lower deprivation score overall as it ranks as the 127th most deprived county in England out of a total of 149. Therefore deprivation is an issue that is particular to Luton at a regional level. Within Luton, deprivation has been found to be concentrated within specific geographical areas and therefore is not spread evenly throughout the district.

The largest areas of deprivation within the town lie in the South, High Town, Dallow and Biscot wards. There are also areas of pocket deprivation in some of the outlying wards, most notably large hotspots in Northwell / Sundon Park, Lewsey Farm, Legrave and Farley.

Developing a Community Safety Strategy for Luton

This is Luton's third three year Community Safety Strategy. In addition to the statutory requirements to produce a three year strategy and action plan there is also a responsibility to undertake annual reviews. The partnership has used the outcomes of the 2002 – 2005 strategy to inform the development and refinement of this current document and the CDRP structure.

Review of Previous Community Safety Strategy

The previous strategy had six key themes. Some of the successes noted during this period in relation to the themes are as follows:-

Environment & Quality of Life

- ▶ Launch of Environmental Action Days (yr 1)
- ▶ Several protocols implemented (yr 1) including: Removal of Burnt Out and Abandoned Vehicles
- ▶ Focussed patrols by Street Wardens (yr 1)
- ▶ 2.6% reduction in all arson (first recorded annual decrease for over 25 years) (yr 2)
- ▶ Burnt Out Vehicle protocol adopted countywide (yr 2)
- ▶ Power to immediately remove unlicensed vehicles devolved from DVLA to Council (yr 2)
- ▶ Major reduction in arson continues resulting in a 39% reduction in comparison to previous year (yr 3)
- ▶ 16.4% reduction in malicious calls to fire and rescue service over same period previous year (yr 3)



Youth Safety & Youth Justice

- ▶ On Track project provided interventions to over 750 young people, target was only 500 (yr 1)
- ▶ UR Shout Mentoring project trained 85 peer mentors, target to train 75 (yrs 1 & 2)
- ▶ Target to reduce the number of young people involved in vehicle crime exceeded, 104 in 2001 to 70 in 2002 (target was 83) (yr 1)
- ▶ 60 attendees at Parent's User sessions (yr 2)
- ▶ Sports Action Zone utilised PAYP funding to engage over 300 young people (yr 2)
- ▶ £322,000 secured to carry out detached work in Single Regeneration Budget (SRB) areas (yr 3)
- ▶ Junior Youth Inclusion Programme Worker employed to support young people across children and young people inclusion projects (yr 3)
- ▶ 93% of young people receiving Final Warnings supported with intervention programmes (yr 3)



Drug and Alcohol Use

- ▶ Young peoples' drug and alcohol services expanded (yr 2 & 3)
- ▶ 126 peer educators, recruited, trained and supported to deliver drug education in school and community settings (yr 1)
- ▶ 76 Workshops delivered to parents and carers (yr 2)
- ▶ 61 additional drug related police operations undertaken where 269 people were stopped (yr 2)
- ▶ Treatment provision for drug users increased by 1293% from 1998 – 595 drug users now in treatment (yr 1, 2 & 3)
- ▶ Luton Safe, the town centre night-time economy project was launched (yr 3)



Violence and Harassment

- ▶ New form developed to encourage greater levels of reporting of homophobic incidents (yr 1)
- ▶ Mobile phone marking packs given to all high schools, community centres and the University (yr 1)
- ▶ CCTV expanded to include Hockwell Ring, High Town, Brook Street and Moor Path (yr 1)
- ▶ Operation Edda launched (high visibility policing) (yr 2)
- ▶ Dedicated police officer at L&D Hospital (yr 2)
- ▶ Tasking packages put in place for top six addresses for domestic violence (yr 2)
- ▶ In 81% of cases, power of arrest at scene of domestic violence was exercised where it was available (yr 3)
- ▶ Increased numbers of people reporting racial incidents ensuring that a climate of confidence exists (yr 3)



Burglary and Auto Crime

- ▶ Theft from motor vehicle offences decreased by 23% (over 400 crimes) (yr 1)
- ▶ Police ANPR system checked 11,690 vehicles, identifying 901 offences
- ▶ Marsh Farm Burglary Initiative target hardened 813 homes in the scheme area (yr 1)
- ▶ Forecourt Watch implemented force wide (yr 2)
- ▶ Ringmaster system fully operational (yr 2)
- ▶ Vehicle arsons reduced by 52% over the same period previous year (yr 3)
- ▶ A series of public awareness campaigns on domestic burglary helped to sustain a substantial reduction (yr 3)



Partnership Working

- ▶ New Community Safety Strategy Action Plan implemented (yr 1)
- ▶ Training needs analysis and training for Stakeholders took place (yr 1)
- ▶ Media Strategy developed for the Partnership (yr 1)
- ▶ The Partnership undertook a Self Assessment and developed an Improvement Plan (yr 2)
- ▶ Home Office Funding in excess of £300,000 allocated for crime prevention and reduction initiatives (yr 2)
- ▶ A new structure for the CDRP approved (yr 3)
- ▶ Luton highlighted as one of the only boroughs still running Section 17 training. 150 people had taken up training (yr 3)



Audit and Consultation Process

The Audit

The aim of the Audit was to accurately profile issues across Luton in order to be able to identify areas of need and highlight possible solutions.

An extensive project plan was developed for the production of the Audit, which identified a clear timescale for the development of both the Audit and the Strategy.

The first phase involved examining past performance and undertaking a literature review. The initial documents that were taken into consideration included Home Office guidance on the production of Audits and Strategies together with the 2002 Crime and Disorder Audits from partnerships deemed to be similar to Luton.

The primary data source used for the Audit was Police Crime and Incident data for the period 1st April 2001 to 31st March 2004 and the source agency for this data was Bedfordshire Police (Luton Division). The secondary data used within the Audit was obtained from a vast array of statutory and voluntary agencies. In collating this data, the guiding principles of the Data Protection Act 1998 were adhered to.

Consultation Process

The aim of the consultation was to: -

- ▶ Identify any factors not highlighted in the analysis and Audit.
- ▶ Determine the accuracy of the community safety and crime issues contained within the Audit.
- ▶ Allow other community safety issues to be identified by the public.
- ▶ Seek to prioritise future action to tackle community safety.
- ▶ Determine agency involvement in the development of the current Strategy.

The Audit findings were used to help shape the questions that formed the consultation process. The consultation for the previous strategy 2002 – 2005 involved respondents completing a structured questionnaire. The method undertaken for the current Strategy took a different approach by removing the constraints imposed by a regimented questionnaire and replacing it with discussion based focus groups and forums.

The consultation process involved canvassing informed views from the public and practitioners around issues of community safety. A number of short presentations covering the aims, background and requirements of the Audit/Strategy process were delivered to existing community groups and others that were specifically brought together for that purpose.

The participants engaged in the consultation included a vast section of the community specifically selected as being a fair representation of the town by virtue of their demographic and socio-economic standing.

The following community groups contributed to the consultation process: - LBC Area Committees (Luton North, East, South, West and Central), Race Forum, Disability Forum, GLBT Forum, Youth Forum, Business Action Group and Ringmaster Members. The practitioner element was derived from the Crime and Disorder Executive Group, the Stakeholders Group and CDRP Implementation Groups.



Audit Findings

All Crime

- ▶ Very small decrease (1.2%) from 2002-03 to 2003-04 in recorded crimes
- ▶ Luton's level of crime has not decreased as much as the CDRP Family Group average (2002-03 at 63rd percentile, 2003-04 at 75th percentile)

Violent crime

- ▶ Violent crime accounts for 15.8% of all Luton offences
- ▶ Small decrease (4.3%) from 2002-03 to 2003-04
- ▶ Luton is below CDRP Family Group average

Property crime

- ▶ Property crime accounts for 56.6% of all Luton offences (excluding criminal damage)
- ▶ No change (0.1% decrease) from 2002-03 to 2003-04
- ▶ Luton is well above CDRP Family Group average

Violence against the person

- ▶ Decrease of 3.3% between 2002-03 and 2003-04
- ▶ Luton below average for Family Group
- ▶ Hotspots are the town centre (linked to night-time economy) and airport
- ▶ Alcohol related violence increasing
- ▶ Domestic violence increasing
- ▶ Over representation of young people (especially males) aged 16-24

Robbery

- ▶ 1.8% decrease 2002-03 to 2003-04
- ▶ Luton well below Family Group average
- ▶ Town centre and surrounds are primary hotspots
- ▶ Young people (16-24) over represented

Burglary Dwelling

- ▶ This is Luton's biggest challenge
- ▶ 38.3% increase 2002-03 to 2003-04
- ▶ No discernable geographic pattern
- ▶ No discernable type of property pattern
- ▶ Patterns in methods of offending linked to specific groups or individuals
- ▶ Temporal pattern by time of day, hotspots are noon to 8pm and midnight to 1am
- ▶ Relatively high level of distraction burglary

Vehicle crime

- ▶ 11.4% decrease 2002-03 to 2003-04 (both theft from and theft of vehicle)
- ▶ Luton well above Family Group average, but decreasing in line with group average
- ▶ Town wide issue, with two primary hotspots in town centre and airport
- ▶ Theft of vehicles not as widespread as theft from vehicles

Theft & Related

- ▶ No change (0.3% decrease) between 2002-03 and 2003-04
- ▶ Theft from person approx 14% of all theft, shoplifting 24%, theft other 54%
- ▶ Shoplifting and theft from person hotspots in town centre, other categories no geographic pattern



Strategic Aims / Emerging Themes

The national guidance states that ideally there should be between 5 and 7 primary objectives in each CDRP Strategy. The results of Luton's Community Safety Audit and public consultation identified six emerging themes. "Alcohol and Drug Use" together with "Fear of Crime" ran consistently throughout each of those themes and as such those core concerns will be integrated into the localised action plans.

These six areas will form the basis of Luton's Community Safety Strategy

Environmental and Quality of Life Issues

To reduce the number of incidents that affect the quality of people's lives by improving community safety.

Social Behaviour

To reduce the number of incidents of anti social behaviour within the town.

Youth Inclusion

To increase the engagement of young people identified as currently offending or at risk of offending.

Tackling Prolific and Other Priority Offenders (POPO's)

Targeted multi agency initiatives aimed at signposting identified POPO's to access appropriate support.

Violence and Harassment

To reduce the number of recorded incidents of violence and harassment against individuals including violence in the home.

Burglary and Auto Crime

To reduce the number of recorded burglary of homes and auto related crimes within the town.

Target Setting

Luton's target setting process began with a detailed trend analysis across all key crime categories, in order to ensure that all recorded crimes were accounted for not just those crimes held within the British Crime Survey (BCS) comparator suite.

The Public Service Agreements (PSA), Target 1 has set a national target - "to reduce crime by 15%, and more in high crime areas by 2007/08". As Luton falls into the category of a high crime area Go-East suggested a local target of 21% reduction of BCS comparator crimes by 2007/08. Luton CDRP utilised the Go-East Target Setting tools together with the local trend analysis results from the audit and have agreed an even more challenging target of 23.3% reduction.

The chart overleaf outlines the required reductions to be achieved in each of the crime categories. These targets were proportionately split between the five community safety areas based on baseline levels of crime in 2003/04.

The five area Community Safety Teams together with the Social Behaviour Unit and the POPO Action Group, along with other relevant partnership groups that are integrated into the CDRP structure will be responsible for developing comprehensive action plans during the first quarter of 2005/06. These localised action plans will contain specific targets which when consolidated will seek to achieve the broad targets outlined in this strategy.

Crime Type	Percentage Reduction	Baseline 2004-05	Target 2007-08	South 2004-05	South 2007-08	East 2004-05	East 2007-08	North 2004-05	North 2007-08	Central 2004-05	Central 2007-08	West 2004-05	West 2007-08
BCS Comparators													
Crime Type	Percentage	Baseline	Target	South	South	East	East	North	North	Central	Central	West	West
Theft of Vehicle	45.0%	848	708	252	224	114	101	151	134	139	123	142	126
Theft from Vehicle	30.0%	2797	2338	975	865	438	389	401	356	411	364	410	364
Vehicle Interference	25.0%	325	255	117	104	43	38	43	38	36	32	48	42
Domestic Burglary	40.0%	1968	1651	459	407	443	393	319	283	331	294	309	274
Theft of Cycle	0.0%	185	195	64	57	29	26	65	58	25	22	36	32
Theft from Person	0.0%	763	969	715	634	123	109	87	77	102	90	65	58
Criminal Damage	20.0%	3478	3130	1027	911	673	598	635	564	536	476	656	582
Common Assault	5.0%	815	594	292	259	82	72	92	81	97	86	107	95
Wounding	5.0%	2312	2150	949	842	275	244	389	346	414	367	395	351
Robbery	15.0%	629	462	220	195	35	31	101	90	105	93	59	52
TOTAL	23.3%	14030	12450	5070	4499	2255	2027	2284	2027	2196	1949	2227	1976



Area	% Crime	Wards Covered by Area Safety Team
Luton South	39.3%	Dallow, Farley & South
Luton East	17.3%	Crawley, Round Green, Stopsley & Wigmore
Luton North	15.2%	Bramingham, Icknield, Limbury, Northwell & Sundon Park
Luton Central	14.1%	Barnfield, Biscot, High Town & Saints
Luton West	14.1%	Challney, Leagrave & Lewsey

Written by: -

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Every effort has been made to ensure that the information in this document is correct at the time of going to print.