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REVIEW OF THE IMPLEMENTATION OF THE  
CRIME AND DISORDER ACT 1998  
WITHIN TORBAY

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Report OSB/14/04 to the Overview and Scrutiny Board  
and the Executive

October 2004



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## Foreword

I believe that this Review has highlighted a number of examples of partnership working within Torbay. The Members on the Panel now have a clearer understanding of the problems that each of the agencies within the area face in working towards reducing the fear of crime.

What we have found through this Review is that there is a lot of really good work going on around the Bay that does not always get recognised. Ways need to be found for this work to be communicated to all of the communities within Torbay.

I would like to take the opportunity to thank all those who attended, and contributed to, the different meetings of the Panel. I would also like to thank the members of the Panel for their enthusiasm and commitment to this Review and Kate Spencer for her hard work in pulling all of the threads together.

Councillor Gordon Jennings  
Chairman of the Crime and Disorder Review Panel

1. Executive Summary

1.1 This Review was undertaken to assess how the Crime and Disorder Act 1998 had been implemented within Torbay. The Panel also wanted to examine how different agencies had responded to the need to reduce the level of crime and disorder within Torbay.

1.2 The Panel gathered information from a wide range of agencies and visited a number of community safety initiatives. It is clear that Torbay is a safe place to live, work and visit although the fear of crime does not reflect this view.

1.3 There are a number of projects - both high and low profile - throughout Torbay which aim to reduce crime and disorder and reduce the fear of crime and disorder. Safer Communities Torbay and Torbay Police are commended for the amount and quality of work that is undertaken to meet these aims.

It is recommended to the Executive:

1.4 That the duty of the Council to have regard to the likely effect of all decisions on the levels of crime and disorder in the area be communicated to all Councilors and officers.

1.5 That the work of Safer Communities Torbay (including all partner agencies) be publicised to the wider community in order that the fear of crime within Torbay can continue to be addressed.

1.6 That consideration be given, in consultation with partner organisations, to establishing a single local "hotline" number for reporting of anti-social behaviour.

1.7 That British Telecom be asked to consult Torbay Council and its partners when it considers removing public telephones from anti-social behaviour "hotspots" to ensure that members of the public are able to contact the necessary authorities to report anti-social behaviour.

1.8 That all Councilors be encouraged to build relationships with the Neighbourhood Beat Manager for their Ward.

1.9 That Ward Partnerships should be supported as the mechanism for involving the communities of Torbay in meeting the priorities of the Community Plan.

1.10 That all stakeholder organisations be invited, and young people be encouraged, to become involved in the Ward Partnerships throughout Torbay and that appropriate publicity be given to the Ward Partnerships.

- 1.11 That the Castle Circus Problem Solving Exercise be recognised as good practice and be rolled out across Torbay with the Ward Partnerships as the focus for local problem solving initiatives.
- 1.12 That, given the priority placed on community safety in the Community Plan, due consideration be given during the forthcoming budget setting process to the continuation and expansion of the street warden scheme.
- 1.13 That, in addition to 1.12, funding for the street warden scheme continue to be sought from other external sources, and organisations within Torbay, and that consideration be given to the need for wardens within the town centres when the demarcated parking scheme is introduced.
- 1.14 That the Panel reconvene to consider the report on the future options for the operation of the CCTV system in Torbay and to make recommendations to the Executive and/or the Council.
- It is recommended to the Overview and Scrutiny Board
- 1.15 That the Panel hold a "round-table" discussion on the issues which lead to antisocial behaviour at Torquay Harbourside on Friday and Saturday evenings.

## 2. Introduction

2.1 The Crime and Disorder Act 1998 required the establishment of partnerships between the police, local authorities, probation services, health authorities, the voluntary sector and local residents and businesses. These partnerships work to reduce crime and disorder in their areas by:

- establishing the level of crime and disorder problems in their area;
- consulting widely with the population of the area to ensure that the Partnership's perception of the level of crime and disorder matches that of local people (including hard to reach and minority groups); and
- devising a strategy containing measures to tackle these priority problems.

2.2 As a result of the Act, the Safer Communities Action Team for Torbay was established. Its objective is to improve the quality of life for residents, workers and visitors of Torbay by reducing crime and disorder and their social and economic costs. It builds on existing good practice, schemes and projects and involves local people and organisations.

2.3 The current aims of the Team and its Executive are set out in the Community Safety Strategy 2002/2005. The Strategy was produced after a comprehensive study of local crime and disorder problems and consultation process.

2.4 The implementation of the Crime and Disorder Act 1998 within Torbay was identified by the Overview and Scrutiny Board as an issue it wished to review and therefore the Crime and Disorder Review Panel was established with this objective. A further objective of the Panel was to review the contribution made by the various statutory agencies and voluntary bodies involved in the delivery of the provisions within the Act.

2.5 The scope of the review was:

- (i) To review the role of each organisation represented on the Safer Communities Torbay Executive in implementing the Crime and Disorder Act 1998.
- (ii) To review the Community Safety Strategy 2002/2005 to identify how each scheme detailed within the Strategy is progressing.
- (iii) To review the scope of the other actions taken by the Council and the Police to reduce the fear of crime within the community.



- (iv) To understand the new approach to policing introduced by the Chief Constable of Devon and Cornwall Constabulary as it applies to Torbay.
  - (v) To identify any further issues to be referred to the Safer Communities Action Team for Torbay.
  - (vi) To examine how better information can be made available to the public to reduce the fear of crime within Torbay.
  - (vii) To identify any "gaps" in provision which could be delivered by stakeholders to meet the aims of the Strategy.
- 2.6 The Project Plan which sets out the full details of the Review, including the methodology employed, is attached at Appendix 2.
- 2.7 During the 2003/2004 Municipal Year, the membership of the Panel comprised Councillors Hodge, Jennings, Lomas, Oxley and Porter. Councillor Jennings was the Chairman of the Panel. Following the Annual Meeting of the Council in May 2004, the Panel comprised Councillors Davis, Oxley, Jennings and Hodge.

### 3. Process

3.1 The Panel met formally on six occasions to consider evidence and to work through its Project Plan.

3.2 Evidence for the Review Panel's work was collected from the following sources:

- Analysis of background papers, reports and briefing notes. A list of key documents is attached as Appendix 3.

- Presentations from , and discussions with ,:

Alicia Parnell, Community Safety Co-ordinator  
Kirsty Passmore, Community Safety Co-ordinator  
Paul Lucas, Safer Communities Torbay Executive  
Chief Superintendent Liam McGrath, South and West Devon  
Police Commander  
Chief Inspector Carl Langley, Torbay Police Commander  
Sergeant Sarah Passmore, Community Safety Sergeant  
Paul Hammond, Torbay Neighbourhood Watch  
Frances Hughes, Assistant Director (Environmental Health and  
Consumer Protection)  
Steve Cox, Service Manager- Environment Protection  
Steve Hurley, Service Manager- Town Services

- Visits to , and informal meetings with staff involved with the following projects:

Crime Prevention through Environmental Design  
Youth Offending Team  
Street Wardens Scheme  
CCTV Control Centre  
Safer Communities Team  
Neighbourhood Beat Managers  
Park Wardens Scheme

## 4. Key Findings

### Crime and Disorder Act and the Crime and Disorder Partnership

4.1 The Crime and Disorder Act 1998 places an obligation on local authorities and the police to co-operate in the development and implementation of a strategy for tackling crime and disorder. The Act reflects the view that the causes of crime and disorder are complex and varied and that achieving a reduction in these matters is not solely a matter for the police.

4.2 Local authorities and the police have joint responsibility for the formulation of crime and disorder reduction strategies in each district, borough or unitary authority area in England and Wales. Section 5 of the Act also places a legal obligation on police authorities, probation committees and health authorities to co-operate fully in this work.

4.3 In addition, Section 17 of the Act imposes a duty on local authorities and police authorities (and a number of other authorities) to:

"Without prejudice to any other obligation imposed upon it... exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to prevent, crime and disorder in its area."

4.4 The Police Reform Act 2002 amended the Crime and Disorder Act with the effect that, from April 2003, fire authorities are responsible bodies for the purpose of formulating and implementing Crime and Disorder Strategies. From 2004, primary care trusts will also be statutory partners.

4.5 Prior to 2003, three multi-agency bodies had been established within Torbay:

Crime and Disorder Reduction Partnership  
Youth Offending Steering Group  
Drug Action Team

4.6 The priorities and targets for each of these initiatives were similar and there were overlaps in the provision of services. With a significant amount of common membership amongst the three groups, they normally met on the same day. However, the framework for managing the work of the three initiatives had started to become unwieldy and, although the operational teams supporting these bodies worked closely together, they were split between locations.

4.7 It was therefore decided to merge the Drug Action Team and the Crime and Disorder Reduction Partnership. As a result, the multi-agency supporting team works from one location - Torquay Police Station - and the merged group, along with the Youth Offending

Team, now reports to one overseeing body – the Safer Communities Torbay Executive. The Executive has three sub-groups – Young Persons, Communities and Activities, and Adult Drug Treatment. In all, £2.6 million is available to the wider Partnership which includes external funding and funds from local partners.

4.8 In order to assist the merger process, a voluntary, evidence-based self assessment was undertaken with the aim of promoting continuous improvement and supporting the multi-agency sub-group approach. The key areas of the self assessment were Leadership, Audit and Strategies, People and Partners, Resources, and Processes each with four measures. The result of the self assessment was that the Partnership had had "some success and was doing well".

4.9 The improvement goal for the partnership for the coming year is to ensure that there is consistency within the partnership. It has been identified by the partnership that there needs to be a joined-up approach to obtaining information from the community, further development of neighbourhood partnerships, and prioritisation and focus of targets and objectives. The partnership also needs to continue to develop its link with the Torbay Strategic Partnership. This will enable the wider impact on crime and disorder to be more easily considered.

#### Issues facing Torbay in relation to crime and disorder

4.10 Crime is generally falling in Torbay. Since 2000, offences such as house burglary, theft from and of vehicles and common assaults have all fallen. Rises in reported crime over the same period relating to drug offences should be seen as positive as this indicates a higher level of pro-activity by local police officers.

4.11 Underpinning the significant rises in public order and assaults is the fundamental change to the recording of crime introduced on 1st April 2002. In using the National Crime Recording Standard, many more offences are now recorded. These would not have previously been recorded because those involved had no wish for police involvement. There is now no option and all reported incidents must be recorded. Devon and Cornwall Constabulary is one of a small number of forces which has fully complied with the Standard.

4.12 Crime issues facing Torbay largely revolve around the Class A drugs market that continues to exist in Torbay despite numerous police arrests and drug seizures. Whilst the police are committed to tackling these problems full time and continue to have successes, partnership working needs to continue to address the root causes of the problem.

4.13 Youth offending is also a challenge within Torbay. The Torbay Youth Offending Team undertakes some preventative and early intervention work. It also provides support to young people who have received final warnings, those who are at risk of a custodial sentence or local

Authority Remand or who are in danger of breaching their bail conditions. Torbay's Youth Offending Team is one of the best nationally. In addition, the Neighbourhood Beat Managers have received training on restorative justice (whereby offenders carry out their sentence within the communities where the crime was committed). It is hoped that the successes in this area can be built on over the coming years.

4.14 Notwithstanding the points above, crime figures for Torbay show that it is one of the safest places in the Country to live, work or visit. However, even a small amount of crime has an impact on the community.

4.15 The View Point survey undertaken in 2001 asked for people's views on their level of concern about going out alone at night in their local neighbourhood. This question was originally posed in 1999 to the same panel. As a result it was shown that the levels of concern had dramatically reduced since 1999. But the fear of crime in Torbay is still higher than the levels of crime would actually suggest and therefore work needs to continue to address the fear of crime felt by the community within Torbay.

#### Community Safety Strategy

4.16 The current Community Safety Strategy covers the period 2002 to 2005. An audit of crime and disorder was undertaken in 2002 to determine what had been achieved over the previous years and to enable new priorities to be set. The audit took information from a wide variety of sources including the View Point survey referred to above. The aim of the current Strategy is to improve the quality of life by reducing crime and disorder and their social and economic costs. The strategic aims are:

- To reduce victimisation
- To discourage and reduce offending behaviour
- To improve the situation in the community

4.17 Whilst the focus of the Strategy is Torbay-wide, there has been the need to pilot initiatives in certain areas. In these cases the efforts of Safer Communities Torbay are targeted on themes or crime hotspots. The aim is to target initiatives in areas where it is expected they will have the most impact. In some cases, the initiatives have taken advantage of external funding which may have only been available for certain areas of Torbay.

4.18 There have been a number of successful outcomes from the Crime and Disorder Strategy including:

- Street Warden Scheme in Heli
- Safer Homes initiative in wards covered by Single Regeneration Budget (SRB) funding

Training for Neighbourhood Beat Managers  
Improved links with partner organisations  
Tore Action Team (community profiling and prioritisation)  
Shops Project  
Arson Reduction Zone  
Best Value Review of public conveniences

- 4.19 Some of the initiatives arising from or contributing to the Community Safety Strategy were considered by the Panel.

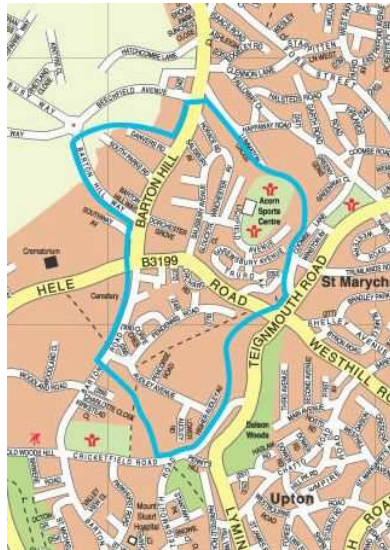
Street Warden Scheme and Community Park Warden Scheme

- 4.20 The Help Street Warden Initiative was set up in April 2002 following a successful bid to the Government Office for the South West (GOSW) for part funding. The scheme is funded with contributions of £33,500 from GOSW and £5000 each from Riviera Housing Trust, Torbay Partnership Committee and Torbay Council. The Council also contributes the majority of "in-kind" contributions as it manages the scheme.

- 4.21 Two wardens were appointed in mid April 2002 and, following a range of national and multi-agency training, started work in June 2002. The main roles of the street wardens are:

- To patrol the estate during daylight hours and provide an uniformed presence
- To respond to residents' concerns
- To identify and report environmental problems (such as rubbish, vandalism, graffiti, abandoned cars etc.) to the relevant agencies for resolution
- To work within the community to help develop projects and improvements and help community cohesion

- 4.22 The area covered by the Help Street Wardens is shown on the map on the next page:



4.23 Working with partner organisations, improvements have been made in the Hele area. The biggest successes have been:

- Reducing the numbers of youths "hanging about" on the estate
- Speeding up the removal of abandoned vehicles
- Speeding up the removal of dumped rubbish
- Building a Skateboard Park and BMX facility at Windmill Playing Fields using SRB money
- Organising estate clean ups

4.24 A survey of residents was undertaken in March 2003. The results showed that residents broadly supported these improvements with 40% of residents who responded saying that there had been an improvement in the levels of crime and antisocial behaviour. Torbay Council's own figures support the findings of the survey as the numbers of complaints about rubbish, abandoned vehicles and other environmental problems have declined.

4.25 Funding for the scheme continues until 31st March 2005. Additional funding has also been identified for a third warden to be employed within the Torre/Castle Circus area of Torquay. However, the funding is not thought to be sufficient for an effective service to be run although the Council is endeavouring to ensure that both Hele and Torre/Castle Circus will be covered by the three wardens.

4.26 In order for the current scheme to continue into the 2005/2006 financial year, and for the scheme to be expanded into areas such as Foxhole and Queen Elizabeth Drive in Paignton and Watcombe and Barton in Torquay, there is a need to identify how the scheme can be "mainstreamed". This would mean that the scheme would be funded from within the existing resources of the partner organisations although, in some areas, it might be possible to access Objective 2 funding.

- 4.27 The Community Park Warden Scheme was established using money from the Community Safety Partnership to work to improve the safety of the parks within Torbay. The Scheme was funded for one year (2003/2004) with the aim of creating a high profile presence in the parks, setting up Friends of Parks schemes and identifying improvements that could be made by the Friends of Parks.
- 4.28 Funding for the scheme has now ceased although the role of the Community Park Wardens has been included within the new Park Warden role (which is a combination of the previous roles of park rangers and community park wardens).
- 4.29 Ten Friends of Parks groups have been established and are continuing to meet. These groups have been instrumental in park improvements, which have made parks safer, so reducing the fear of crime and disorder. One big improvement has been the reduction in antisocial behaviour in terms of youth nuisance. This has dropped from 200 incidents in the first half of the 2003/2004 financial year to 37 incidents in the second half.
- 4.30 In order to consider how the role of wardens could be expanded a workshop for Council managers was held on 26th April 2004. A number of staff within the Council have "warden" roles and there are many more staff who have "enforcement" roles and who work within communities on a daily basis. At this workshop consideration was given to utilising these existing "visible" staff as wardens. As a result, training has now been arranged for additional existing staff to issue fixed penalty notices for littering and dog fouling.
- 4.31 The Police Reform Act 2002 proposes the creation of Community Safety Accreditation Schemes. Accreditation would bring together all non-police foot patrols under one local scheme. It is suggested that accredited people would have limited powers (such as the power to confiscate alcohol from young people). It is expected that, by having one clear scheme in operation, the public would have greater understanding of, and confidence in, those employed within the community safety sector.
- 4.32 Devon and Cornwall Police are currently undertaking a consultation exercise in relation to the Scheme and Torbay Council has expressed its interest in undertaking a pilot scheme within the area, however it is unlikely that this will take place in the next nine months.
- 4.33 Whilst the Police have the power to introduce more Police Community Support Officers (PCSOs) into Devon and Cornwall, there is currently no intention to introduce them into Torbay. PCSOs are part of a new development to provide more visible policing within communities. Their role is to assist Police Officers in crime prevention by proactively dealing with low level incidents before they become serious crimes. They have a similar uniform to police officers and are clearly identifiable as

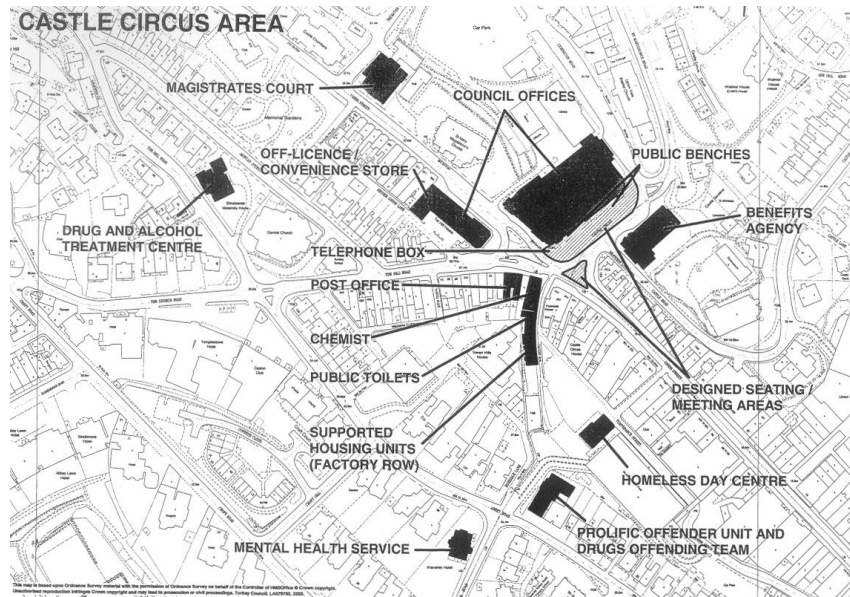


employees of Devon and Cornwall Constabulary. PCSOs have a number of powers including the power of detention (pending the arrival of a police officer).

- 4.34 During the Review, the Torbay and South West Police Commander confirmed that there is a role to be filled within the communities of Torbay in addressing antisocial behaviour such as graffiti and vandalism. He gave his view that this role would be best filled by street wardens and that mechanisms are in place for the Police to support street wardens when this was needed.
- 4.35 The recently introduced Police Linked scheme will involve front line Torbay Council staff supporting the police within Torbay. The scheme works by using front line Council staff (such as refuse collectors, beach managers and street cleansing staff) to report crime and antisocial behaviour to the Police via the CCTV Control Centre. The system also enables the Police to pass on information about recently committed crime so staff can report sightings of suspects back to the Police. These links will enable information to be exchanged between agencies quickly and efficiently. It is hoped that responses to incidents will be improved and that the scheme will assist the police in further reducing, preventing and detecting crime and antisocial behaviour.

#### Castle Circus Problem Solving Group

- 4.36 As a result of the centralisation of certain services within the Castle Circus area of Torquay incidents such as street drinking by individuals and groups, aggressive begging, violent, aggressive and antisocial behaviour, overt drug dealing and rough sleeping had been reported in the area. These issues impacted on the quality of life of those residing, working and visiting the area. They also led to a high fear of crime during the daytime and at night. The area is shown on the map on the next page:



4.37 Following public concerns about crime, disorder and antisocial behaviour in the Castle Circus area, the Safer Communities Team organised a meeting of relevant agencies in June 2003. These agencies included Torbay Council, the police, Job Centre Plus, Torbay Churches Homeless Trust and Project 58. It was agreed at this meeting that a multi-agency approach was required to find a long term solution to the problems. The agencies agreed to work together to significantly reduce the level of antisocial behaviour, crime and the fear of crime in Castle Circus and the surrounding area.

4.38 A Solutions Event was held in December 2003 when over 40 representatives of different agencies and organisations attended. The representatives were asked to provide ideas and solutions to the issues which had been identified within the area. A draft action plan was prepared and has been subject to consultation. Short term solutions have been put in place with noticeable improvements in the area. It is hoped that once each section of the action plan is implemented this will effect sustainable change to the area to make Castle Circus and its surroundings a more inviting, interesting and safer community area in which to live, work and visit.

#### CCTV System

4.39 The CCTV system within Torbay was first established in 1991 by way of a Home Office grant. This funding allowed the Council to install cameras in the multi-storey car parks, at each harbour and on selected Council buildings. Further Home Office funding in 1995 and 1996 enabled the Council to extend the system to Torquay, Paignton and Brixham town centres. In addition, funding was received to link all the camera system to a central control room in Torquay.

- 4.40 There are currently 233 cameras on the system, all of which are recorded 24 hours a day. There are six operators, one supervisor and a senior supervisor employed by Torbay Council in the control room from where all the cameras can be monitored and controlled. Cameras in each of the three harbours and at Torre Abbey, Cennon Valley and the multi-storey car parks can be controlled locally. The operators are able to communicate via two-way radios with the Devon and Cornwall Police control room together with Stornet, Nitenet and Torworks. A liaison officer employed by the Police also works from the control room.
- 4.41 The system is used primarily as a crime detection and prevention tool. In the past twelve months the system has been responsible for instigating 571 arrests and monitoring 1874 incidents.
- 4.42 As the system has developed, partnership agreements have been established with South Devon College and South Devon Healthcare NHS Trust to undertake monitoring of their CCTV systems. In addition to this, South Devon College, Torbay Council and Devon and Cornwall Police have all signed up the Torbay Council CCTV Code of Practice. This demonstrates true commitment from all partners.
- 4.43 In February 2004, the Office of Surveillance Commissioners carried out an inspection of the Council's arrangements for controlling covert surveillance activities in line with the Regulation of Investigatory Powers Act 2000. The inspection was very positive in assessing the Council policies, procedures and training in respect of surveillance and the Inspector rated the Council as within the top six of over four hundred local authorities which had been inspected.
- 4.44 Corporate Security was the subject of a Best Value Review during 2000/2001 at which stage the service was assessed as "good with poor prospects for improvement". As part of its deliberations the Panel considered the Service Improvement Plan that had been prepared in response to the Best Value Review.
- 4.45 The bases on the current equipment which makes up the system expire over the next five years and one of the recommendations of the Best Value Review was that the Council should bring all the bases to a conclusion at the same time. A report is currently being compiled about the most appropriate way forward with this issue. A consultant will be appointed, funded by the Devon and Cornwall Police Authority, to give advice on this process including the future needs of the system and the future transmission and recording requirements.
- 4.46 Work is also ongoing on another of the recommendations of the Best Value Review in relation to securing alternative sources of funding for the CCTV system.

#### Policing within Torbay

- 4.47 Policing methodology in Torbay mirrors that introduced across Devon and Cornwall and is now based around neighbourhood policing. This methodology was introduced to reflect the changing needs of the communities within Devon and Cornwall. Torbay now has 29 Neighbourhood Beat Managers. These are officers who have had additional training and are flexible in their working patterns to enable them to engage fully with the communities they serve.
- 4.48 Neighbourhood Beat Managers are expected to be visible in their communities, easily accessible and accountable for the wide range of issues which confront them especially in relation to crime and disorder. They are expected to be community problem solvers and to work with the community to develop long term solutions to not only improve the quality of life for those communities but also to reduce demand on other policing services.
- 4.49 Effective neighbourhood policing complements the ongoing work of patrol officers. Patrol officers provide a 24 hour response throughout Torbay. Devon and Cornwall Constabulary believe that they are now providing a more rounded service, tailored to the needs of the people of Torbay.
- 4.50 Feedback from the public about the new policing methods has been very positive. This reflects the quality of dedicated staff who have been appointed as Neighbourhood Beat Managers in Torbay. Clear expectations have been conveyed to these officers and the progress each officer makes is monitored to ensure the very best service is provided to each and every neighbourhood.
- 4.51 The full impact of the new methods will not be known for some time as many of the issues being dealt with have longer term solutions. However, successes have already been achieved and local problems have been solved through partnership and the hard work of these officers. It is clear that by raising the profile of the Neighbourhood Beat Managers communities are reassured and the fear of crime can be reduced.

#### Ward Partnership Meetings

- 4.52 For a number of years Police Liaison Meetings have taken place across Torbay. With the introduction of new neighbourhood policing methods, these meetings have been replaced by Ward Partnership Meetings. There are currently ten Ward Partnerships. The organisations which are represented at the meetings vary from area to area although the key partners are ward councillors and Neighbourhood Beat Managers. The Ward Partnership for Brixham (covering St Mary's with Summercombe, Berry Head with Furzeham and Churston with Gampston wards) is seen as the most successful meeting within Torbay.

- 4.53 The success of the Brixham Ward Partnership is based on a number of factors. There is a well defined community within the town and the Police Liaison Meetings have long been a feature of that community. There is regular attendance at the meetings by Councillors, police officers, residents' associations, Neighbourhood Watch and the Chamber of Trade. The issues raised at the main meeting are filtered through smaller committees and groups in the Town.
- 4.54 A Torbay-wide meeting was held in October 2003 to discuss how the role of Ward Partnership could be extended to form the area arrangements for Torbay. Currently Devon and Cornwall Police and Torbay Council are the organisations which are driving the arrangements. It is felt that through expanding the role of the Ward Partnerships (using the Brixham meeting as an example) there can be a clear link between the Torbay Strategic Partnership and the communities of Torbay.
- 4.55 Within the current financial year, £20,000 of funding has been made available by the Council and the Torbay Police Commander to allow for the realisation of local projects and initiatives that improve the quality of life and contribute to the feeling of wellbeing within the communities of Torbay. It is hoped that the Ward Partnerships will act as a catalyst for communities to bid for money from this fund although work still needs to be undertaken in finalising these arrangements.

## 5. Conclusions

- 5.1 The work of Safer Communities Tobay has greatly benefited the community of Tobay since its inception in 1998. The commitment of all agencies across Tobay to work in partnership with a common aim of reducing crime and disorder has meant that best use of limited resources has been made. The recent restructuring of the partnership has shown that all partners are willing to recognise areas for improvement and make changes to address these areas.
- 5.2 The good practice within the partnership needs to be shared across the Authority and with other partnerships within Tobay.
- 5.3 The range of initiatives undertaken by, on behalf of and with the encouragement of Safer Communities Tobay has been impressive. The case studies that were reviewed and the visits that were undertaken demonstrated how effective partnership working can be.
- 5.4 The Panel are particularly impressed with the streetwarden scheme in Heb. The scheme has enabled the Council to have an immediate interface with the public and has provided a channel for concerns of residents to be passed to other appropriate agencies. The wardens have also built up trust within the community.
- 5.5 There is concern about the apparent lack of funding to enable the scheme to continue past the end of the financial year. The Panel feel that, in light of the recent decision to cap the Council's spending, the Government should be urged to continue the funding for this valuable scheme. More detailed consideration should also be given to identifying methods of "mainstreaming" the funding of the scheme by the Council and other agencies within Tobay. The option of extending the scheme by utilising other Council staff should be fully explored. In implementing the decriminalised parking regime full consideration should be given to the possibility of the new parking wardens having a wider streetwarden role.
- 5.6 The Panel do not feel that the introduction of Police Community Support Officers would have the same impact as streetwardens have had. The ability of streetwardens to work on community led projects (such as the development of the skate park at Windmill Playing Fields) enables communities to work together to create a safer and more attractive environment. This role could not be fulfilled in the same way by PCSOs.
- 5.7 The methodology employed to find solutions to the antisocial behaviour which had been occurring in the Castle Circus area of Tobay was excellent. The Panel recognise that some of the short term solutions have been resource intensive and would hope that long term sustainable solutions can be found for the area.

- 5.8 The Panel believe that the methodology should be identified as good practice and should be used to address other problem areas within Torbay.
- 5.9 The current Community Safety Strategy was adopted a number of years before the Community Plan. There are linkages between the two documents but there is a need to ensure that the forthcoming Community Safety Strategy incorporates the aims and priorities of the Community Plan. Making Torbay a safer place was the number one priority of the community during the consultation on the Community Plan. It is vital that the community continues to see the results of the work of the Safer Communities Torbay team. The aims and priorities of the Community Plan must be delivered and the Community Safety Strategy should be the main driver for this work.
- 5.10 The work of the Safer Communities Torbay is ensuring that all of the factors that impact on crime and disorder are addressed within Torbay. However, the Review Panel feel that the duty of the Council under Section 17 of the Crime and Disorder Act 1998 is not widely understood throughout the Council. There is still a need to communicate - to Members and officers alike - the need to have regard to the likely effect of all decisions on the levels of crime and disorder in the area. This can be addressed in a number of ways.
- 5.11 The Council's Strategic Plan must reflect the Community Safety Strategy. The impact of each action within the Plan should be assessed to ensure that the Council is meeting its duty under Section 17 of the Crime and Disorder Act 1998.
- 5.12 Reporting mechanisms within the Council need to be put in place in order that Members are fully aware of the work of Safer Communities Torbay. A wider number of Members of the Council need to be aware of the actions which are being put in place as a result of the Community Safety Strategy and therefore the introduction of the Community Safety Newsletter is welcomed.
- 5.13 Training for all Members should be considered as a means of ensuring that awareness of the duty of the Council in relation to crime and disorder is raised.
- 5.14 The use of Ward Partnerships to develop community cohesion is welcomed. The majority of the Partnerships are effective at the moment with the Brixham Ward Partnership demonstrating how well they can work in addressing the concerns of the community. Wider attendance of meetings needs to be encouraged. A publicity campaign should be launched so that all residents are aware that their concerns can be raised through Ward Partnerships. All stakeholder organisations within Torbay should be encouraged to use the meetings to engage with the community. It is acknowledged that by

introducing a wider context to the meetings, community safety in its widest sense can be developed.

5.15 The Panel appreciated the input into its review by the South and West Devon Police Commander and the Torbay Police Commander.

5.16 The benefits of the new system of policing across Devon and Cornwall are now being felt by the different neighbourhoods within Torbay. The level of dedicated policing at a local level is pleasing and the Panel is content with the amount of resources which have been made available within Torbay. Feedback suggests that the community has recognised the benefit of having increased access to police officers within their areas.

5.17 Whilst the reasons behind the recent increase in public order offences and assaults is accepted, the Panel continues to be concerned about the effect that crime and disorder has on the image of Torbay. The levels of anti-social behaviour in the Torquay harbourside and Paignton town centre areas, especially on Friday and Saturday nights, are of particular concern. As with all issues relating to crime and disorder, the Panel appreciates that there are wide ranging reasons behind this type of behaviour but would like to see more partnership working to address the issue.



## 6. Recommendations

It is recommended to the Executive that:

- 6.1 That the duty of the Council to have regard to the likely effect of all decisions on the levels of crime and disorder in the area be communicated to all Councilors and officers.
- 6.2 That the work of Safer Communities Tobay (including all partner agencies) be publicised to the wider community in order that the fear of crime within Tobay can continue to be addressed.
- 6.3 That consideration be given, in consultation with partner organisations, to establishing a single local "hotline" number for reporting of anti-social behaviour.
- 6.4 That British Telecom be asked to consult Tobay Council and its partners when it considers removing public telephones from anti-social behaviour "hotspots" to ensure that members of the public are able to contact the necessary authorities to report anti-social behaviour.
- 6.5 That all Councilors be encouraged to build relationships with the Neighbourhood Beat Manager for their Ward.
- 6.6 That Ward Partnerships should be supported as the mechanism for involving the communities of Tobay in meeting the priorities of the Community Plan.
- 6.7 That all stakeholder organisations be invited, and young people be encouraged, to become involved in the Ward Partnerships throughout Tobay and that appropriate publicity be given to the Ward Partnerships.
- 6.8 That the Castle Circus Problem Solving Exercise be recognised as good practice and be rolled out across Tobay with the Ward Partnerships as the focus for local problem solving initiatives.
- 6.9 That, given the priority placed on community safety in the Community Plan, due consideration be given during the forthcoming budget setting process to the continuation and expansion of the streetwarden scheme.
- 6.10 That, in addition to 6.9, funding for the streetwarden scheme continue to be sought from other external sources, and organisations within Tobay, and that consideration be given to the need for wardens within the town centres when the decriminalised parking scheme is introduced.

- 6.11 That the Panel reconvene to consider the report on the future options for the operation of the CCTV system in Torbay and to make recommendations to the Executive and/or the Council.

It is recommended to the Overview and Scrutiny Board

- 6.12 That the Panel hold a "round-table" discussion on the issues which led to antisocial behaviour at Torquay Harbourside on Friday and Saturday evenings.

7. Monitoring Arrangements

- 7.1 The Panel would wish to meet in April 2005 to review the implementation of its recommendations in light of the budget settlement for 2005/2006.

## Acknowledgements

The Review Panel wishes to thank the following people and organisations and their representatives for their contribution to the work of the Review :

Aileen Parnell, Community Safety Co-ordinator  
Kirsty Passmore, Community Safety Co-ordinator  
Paul Lucas, Safer Communities Torbay Executive  
Chief Superintendent Liam McGrath, South and West Devon  
Police Commander  
Chief Inspector Carl Langley, Torbay Police Commander  
Sergeant Sarah Passmore, Community Safety Sergeant  
Paul Hammond, Torbay Neighbourhood Watch  
Frances Hughes, Assistant Director (Environmental Health and  
Consumer Protection)  
Steve Cox, Service Manager- Environment Protection  
Steve Hurley, Service Manager- Town Services  
Crime Prevention through Environmental Design  
Youth Offending Team  
Street Wardens Scheme  
CCTV Control Centre  
Safer Communities Team  
Neighbourhood Beat Managers  
Park Wardens Scheme

## Appendix 1

### Implications of the Recommendations

Legal	It is the duty of the Council to consider the likely effect of all decisions on the level of crime and disorder in the area.
Financial	<p>Funds have been made available by the Council to support the development of Ward Partnerships.</p> <p>The implications of providing funding for the continuation and expansion of the street warden scheme will be considered during the budget setting round.</p>
Human Resources	The human resources implications related to the street warden scheme will be considered by officers once the future of the scheme is determined.
Property	There are no implications for the Council's property as a result of these recommendations.
Change Mgt Plan	There are no implications for the Council's change management plan as a result of these recommendations.

The recommendations contained within this Report are in accordance with the Council's Budget and Policy Framework.

The recommendations contained within this Report would not be a Key Decision

## Appendix 2

### Review of the implementation of the Crime and Disorder Act 1998 within Torbay

#### Project Plan

##### Objective of the Review

To review the implementation of the Crime and Disorder Act 1998 within Torbay and the contribution made by the various statutory and voluntary bodies involved in the delivery of the provisions within the Act.

##### Introduction

The Crime and Disorder Act 1998 established partnerships between the police, local authorities, probation services, health authorities, the voluntary sector and local residents and businesses. These partnerships work to reduce crime and disorder in their areas by:

- establishing the level of crime and disorder problems in their area;
- consulting widely with the population of the area to ensure that the partnership's perception of the level of crime and disorder matches that of local people (including hard to reach and minority groups); and
- devising a strategy containing measures to tackle those priority problems.

As a result of the Act, the Safer Communities Action Team for Torbay was established. Its objective is to improve the quality of life for residents and workers of, and visitors to, Torbay by reducing crime and disorder and their social and economic costs. It builds on existing good practice, schemes and projects and involves local people and organisations.

The aims of the Team and its Executive are set out in the Community Safety Strategy 2002/2005. The Strategy was produced after a comprehensive study of local crime and disorder problems and a consultation process.

##### Scope of the Review

1. To review the role of each organisation represented on the Safer Communities Torbay Executive in implementing the Crime and Disorder Act 1998.
2. To review the Community Safety Strategy 2002/2005 to identify how each scheme detailed within the Strategy is progressing.
3. To review the scope of the other actions taken by the Council and the Police to reduce the fear of crime within the community.
4. To understand the new approach to policing which had been introduced by the Chief Constable of Devon and Cornwall Constabulary as it applies to Torbay.
5. To identify any further issues to be referred to the Safer Communities Action Team for Torbay.

6. To examine how better information can be made available to the public to reduce the fear of crime within Torbay.
7. To identify any "gaps" in provision which could be delivered by stakeholders to meet the aims of the Strategy.

### Service Background

The Safer Communities Torbay team is a multi-agency team based at Torquay Police Station. Its aim is to co-ordinate the delivery of the Community Safety Strategy.

The Executive of Safer Communities Torbay is made up of senior officers from a range of organisations including Torbay Council (including Social Services, Education and Youth Offending Team), Devon and Cornwall Constabulary, Devon and Cornwall Probation Service, Torbay Primary Care Trust and the Drug Action Team.

### Legislative Background

It is a requirement of the Crime and Disorder Act 1998 that local authorities and the police, together with other key agencies and the community, work together at district level to develop and implement strategies for reducing crime and disorder in the area.

Local authorities and the police have a joint responsibility to formulate and implement crime and disorder strategies in each district, borough or unitary local authority area in England and Wales. The Act places an obligation on police authorities, probation committees and health authorities to co-operate fully in this work.

The Act also requires all local authorities to consider crime and disorder reduction whilst exercising all their duties.

### Initial Supporting Documentation

Crime and Disorder Act 1998 and supporting guidance  
Community Safety Strategy 2002/2005  
Annual Policing Plan 2003/2004

### Review Panel

#### Until May 2004

Councillor Jennings (Overview and Scrutiny Co-ordinator)  
Councillor Hodge  
Councillor Lomas  
Councillor O'Leary  
Councillor Porter

#### After May 2004

Councillor Jennings (Overview and Scrutiny Co-ordinator)  
Councillor Davis  
Councillor Hodge  
Councillor O'Leary

Timetable for Review and Methodology

Date	Time	Venue	Council/Stakeholder/Community Representatives	Key Tasks
10th December 2003	5.30 p.m.	Town Hall, Torquay		<ol style="list-style-type: none"> <li>1. To agree the objectives and scope of the Project Plan for the Review.</li> <li>2. To agree the key tasks to be undertaken by the Panel in completing its Review.</li> </ol>
13th January 2004	5.30 p.m.	Town Hall, Torquay	Alison Parnell, Safer Communities Co-ordinator Paul Lucas, Safer Communities Torbay Executive	<ol style="list-style-type: none"> <li>3. To receive a briefing on the work of the Safer Communities Torbay team and Executive and on the actions contained within the Community Safety Strategy 2002/2005.                             <ul style="list-style-type: none"> <li>• What is the Crime and Disorder Partnership?</li> <li>• What are the roles of the different organisations involved in the Partnership?</li> <li>• What are the issues facing Torbay?</li> <li>• How is the Partnership addressing these issues?</li> <li>• How does the work of the partnership link to that of the Local Strategic Partnership?</li> </ul> </li> </ol>



Implementation of the Crime and Disorder Act 1998

Date	Time	Venue	Council/Stakeholder/Community Representatives	Key Tasks
30th January 2004	9.00 a.m.	-	StreetWardens ParkWardens CCTV Control Centre Safer Communities Action Team for Torbay Neighbourhood Beat Managers Youth Offending Team Crime Prevention through Environmental Design project	4. To carry out visits to gain an understanding of the current work currently being undertaken to address crime and disorder issues
26th March 2004	2.00 p.m.	Town Hall, Torquay	Devon and Cornwall Police Neighbourhood Watch	<p>5. To consider how the Annual Policing Plan for Devon and Cornwall Constabulary is being implemented within Torbay.</p> <p>6. To consider the impact of Neighbourhood Policing on reducing the level of crime and disorder and the fear of crime in Torbay.</p> <ul style="list-style-type: none"> <li>• Why was a new method of policing introduced in Devon and Cornwall?</li> <li>• What has been the impact in Torbay?</li> <li>• What feedback has been received from the public since the introduction of the new policy?</li> <li>• How will the Neighbourhood Partnerships be developed in the future?</li> </ul> <p>7. To consider the Castle Circus Problem Solving case study.</p>
6th May 2004	2.00 p.m.	Town Hall, Torquay	Assistant Director (Environmental Health and Consumer Protection) Service Manager - Environment Protection Service Manager - Town Services	<p>8. To examine case studies of the following initiatives:</p> <p>StreetWardens Scheme in Heli CCTV System</p>

## Implementation of the Crime and Disorder Act 1998

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Date	Time	Venue	Council/Stakeholder/Community Representatives	Key Tasks
17th June 2004	2.00 p.m.	Town Hall, Torquay		9. To determine the conclusions of the Review.
17th August 2004	5.00 p.m.	Town Hall, Torquay		10. To determine the recommendations of the Review.

The final report of the Review Panel will be presented to the Overview and Scrutiny Board at a meeting to be held on 13th October 2004.

## Appendix 3

### List of Key Documents

- Crime and Disorder Act 1998
- Introductory Guide to the Crime and Disorder Act 1998 (issued by the Home Office)
- Home Office Guidance on Statutory Crime and Disorder Partnerships
- Briefing Note on Section 17 of the Crime and Disorder Act
- Self Assessment for Crime and Disorder Reduction Partnerships and Drug Action Teams – Guidance Documents
- Extracts from Self Assessment
- Community Safety Strategy 2002-2005
- Extracts from Viewpoint 2 and 5
- Feedback from Community Plan Conference (November 2003)
- Corporate Security Service Business Plan 2003/2004
- CCTV Briefing Note
- Corporate Security Best Value Review Service Improvement Plan
- Community Safety Accreditation Schemes Note
- Castle Circus Problem Solving Group Briefing Sheet
- Report of the Chief Surveillance Commissioner
- Report on Warden Programmes in Tobay