

Best Value Review –
Community Safety
Reducing Fear of Crime in Older
People

Draft Report

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Partners:

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South Bucks District Council
Thames Valley Police
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Best Value Review of Community Safety-Reducing fear of crime in older people

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Executive Summary

Why this review?

- Buckinghamshire is a safe place to live, with low crime rates of robbery, sexual offences and violence against the person. It is only with burglary that Buckinghamshire has a greater rate than the whole of Thames Valley Police area and distraction burglary is a crime that particularly affects older people.
- Whilst there are low rates of crime in the county, the level of fear of crime is comparatively high, particularly amongst older women. Fear of crime is a complex concept but what is known is that it can lead to isolation, loneliness and deterioration in health.
- The population of people over 85 is set to rise by 31% by 2031 therefore partners need to plan to ensure that increasing numbers of older people with higher expectations about their lifestyles can be supported to live active and safe lives in their communities.
- This Joint Best Value review focuses on two areas of national priority-creating safer and stronger communities and improving the quality of life for older people. These aims can only be achieved through adopting a strategic approach that goes beyond care services and has explicit links with the community strategy.

What we did

- The review has focused on areas that we know, through national research and local surveys may reduce the fear of crime in older people for example, visible street policing, communication of crime prevention initiatives, reporting in the media, aspects of the physical environment and intergenerational issues.
- The approach to the review did not follow one authorities best value toolkit but did address the five "C's". The methodology included drawing up a list of questions that were used to challenge what the review team found, consulting with older people, staff, members and the voluntary sector, comparing performance with similar authorities and questioning whether efficiency could be improved through further implementation of Section 17 and revising commissioning arrangements.

What we found

- There is a wide range of information about fear of crime both nationally and locally however this is not co-ordinated to inform priorities for service development. The factors that contribute to older people's fear of crime are a perceived decline in "beat policing", being poorly informed, experience of anti-social behaviour, reporting in the media, perceptions about young people and aspects of the physical environment such as poor street lighting.
- The national priorities of creating safer communities and improving the quality of life for older people are reflected in the Local Strategic Partnerships (LSPs) within the county but linkages between the two priorities are not so evident at service level. The development of a countywide older people's strategy should improve the interaction of universal services and mainstreaming of community safety, particularly if effective governance arrangements are established under the umbrella of the countywide LSP.
- The four Community Safety Partnerships (CDRPs) set up in each district area are responsible for producing community safety strategies every three years. Reducing fear of crime has not been a high priority for the partnerships and older people have not been identified as members of the community warranting specific attention. The CDRPs are performing some aspects of their business well however adopting a commissioning framework would ensure that they focus on all aspects of their business processes including mapping current services and needs, and monitoring existing initiatives.
- Communication is an important aspect of reassuring older people. This includes producing crime prevention information in ways that appeal to older people such as in parish newsletters and direct talks. Ensuring that there is balanced reporting in the media of community safety issues is also effective. In addition, internal communication could be improved so that all partners are in receipt of information that is useful in determining priorities for action.

- There is a range of mainstream and community safety schemes that could have a direct impact on reassuring older people including Handyvan, Safer Homes, Neighbourhood Watch and distraction burglary training. Other initiatives such as curriculum work in schools and reparation work in the youth offending service may also have an effect. This is difficult to quantify however as not all schemes are monitored and evaluated and those that are, may not be evaluated for their impact on fear of crime.
- Reducing fear of crime is dependant on effective partnership working between authorities with statutory responsibilities for the reduction in fear of crime, older people, voluntary agencies, and community groups. Roles and responsibilities within partnerships require clarification, older people could be more engaged, the partnerships would benefit from being broadened and more effective arrangements for co-ordinating work should be in place.

Where next?

- There is a range of issues emerging from the review that centre on two key themes. These are ensuring that there is a co-ordinated response to reassuring older people and implementing a person-centred approach to the commissioning of these services.
- The recommendations that come together under the two themes range from increasing a visible presence in the community, producing a communication strategy including a media protocol, a programme of initiatives that bring young people together with older people, enhancing the mainstreaming of Section 17 through a specific project and developing an information strategy that clarifies the responsibilities of all partners in this respect.
- A range of actions has been identified that will deliver the recommendations, however, consultation with services and partners is required to negotiate targets and measures and to identify other actions that could be included in the implementation plan,
- The recommendations have been developed in partnership and will require a partnership approach for implementation to be a success. It is proposed that implementation should be overseen by the countywide LSP although exact arrangements are to be determined.

Part 1- Setting the Scene

1. Background

- 1.i The Chief Officer group CADEX commissioned this joint, crosscutting Best Value Review in July 2003. The drivers for undertaking the review were as follows:
- A recognition amongst partners that reducing the fear of crime in older people requires effective partnership working
 - In some parts of the County there is a relatively elderly population profile and this is set to increase in future years.
 - National and local surveys have highlighted fear of crime as being an issue that affects older people's quality of life.
 - Parts of Buckinghamshire have high rates of distraction burglary, a crime which particularly affects older people
 - A commitment amongst key partners to undertake a further joint Best Value Review, following the review of waste services
- 1.ii Partners to the review are the District and County Councils in Buckinghamshire, Thames Valley Police and the Primary Care Trusts (PCTs). Age Concern and two representatives of older people form part of the review team. Details of the team membership are contained in **Appendix 1**. A member steering group was established that comprised a councillor or non-executive member from each of the partner authorities with a view to ensuring that the review was fundamental and comprehensive, leading to real and lasting service improvements that can be seen by service users. The remit for this group is available from team members.
- 1.iii The aim of the review is:
- To establish how collectively we can make a difference to reducing the fear of crime amongst older people in Buckinghamshire.*
- 1.iv The review has taken place in the context of the partners needing to find ways of working together to support growing numbers of older people to live healthy, active and fulfilling lives in their communities. The focus is therefore more strategic rather than providing detailed assessments of the broad range of services that may reduce fear of crime in older people.

2. Scope

- 2.i Fear of crime describes a wide range of emotional and practical responses to crime and disorder and incorporates a number of components:
- Perception about general crime trends
 - Perception about personal risks of becoming a victim of crime
 - Emotional responses to feelings of safety
- 2.ii The National Service Framework defines older people as people over 55 years of age however information sources such as the British Crime Survey (BCS) collect information on people who are over 60 years of age therefore this is a more sensible age range for the purpose of this review.

2.iii The review has focused on areas that we know, through national research and local surveys may have an impact on reducing the fear of crime in older people. For example:

- Aspects of the physical environment such as street lighting, graffiti and abandoned vehicles.
- Safety and public transportation
- Actual crime rates and the reporting of crime amongst older people
- Communication of crime prevention initiatives
- Reporting in the media
- Housing issues such as general housing conditions, tenant management and security
- Helping young people to better understand older people and their needs and helping older people to understand young people
- Accessibility of the police and visible street policing
- Health promotion
- Management of anti-social behaviour
- Social isolation and ageism
- Culture and diversity

2.iv Elements that have been evaluated during the review include:

- National priorities and links to local plans and strategies
- Community Safety Partnerships and their strategies
- Roles within the partnership arrangements
- The partners approach to delivering community safety through their services and functions

2.v There are a number of important areas such as domestic violence and elder abuse that the review has not considered as the focus has been on reassurance of older people within their communities rather than on specific crimes against the person. Some of the outcomes of this review will be relevant to other groups of vulnerable people. These are highlighted within the report.

3. Methodology

3.i The first task that the review team undertook was to develop an outline project plan. A Gantt chart was produced that detailed four phases to the project. The chart is attached at **Appendix 2**. The approach to the review did not follow one authorities best value toolkit but did address the five “C’s”. An outline of the methodology is as follows:

- Challenge- the team completed a SWOT analysis that generated a range of issues, which were developed into challenge questions. A baseline position was established by gathering information from stakeholders through a questionnaire and supplementing this with information gained from desk-top research, focus groups of older people, a workshop with the media and performance information. The member steering group has a clear remit to provide challenge at each stage of the review and Age Concern is providing some external challenge as part of the review group. Additional challenge was provided to the emerging priorities at the Stakeholder Day.
- Compare- the team commissioned the University of the West of England (UWE) to undertake a piece of research into best practice and this has been coupled with performance information and examples of developments in other service user groups that are relevant to older people.
- Consult- existing information from previous consultation exercises has been supplemented by some focus groups of older people, information from the review questionnaire, the stakeholder day and the media workshop. In addition, the Countywide

Older People's Action Group (OPAG) has linked into the review, along with two older people on the review team.

- Compete- the team attempted to gather information on the direct and indirect resource base using the questionnaire. In addition, the Crime and Disorder Reduction Partnerships (CDRPs) have been asked an additional set of questions, including one that focuses on how services are commissioned.
- Collaboration- questions on partnership working and consultation with older people have been included in the questionnaire and additional questions asked of the CDRPs. The focus groups, stakeholder day and media session also provided opportunities to explore this issue. In addition, existing information will be drawn on such as the evaluation of partnership working between the district and county councils recently completed by IDeA.

3.ii Separate reports are available from the review team on key pieces of work mentioned above:

- SWOT and challenge questions
- Review questionnaire analysis
- Focus groups of older people
- Best practice research – completed by Henry Shaftoe, University of the West of England (UWE)
- Media session
- Position Statement from 14th January 2004
- Stakeholder seminar

4. **Policy Context**

4.i In 2002 central and local governments agreed seven shared priorities - one of which is improving the quality of life of older people and another being creating safer and stronger communities. Reducing fear of crime has become an increasingly important priority for the Government - tackling crime and fear of crime is one of the seven aims of the Home Office. It is central to the Government's Crime Reduction Strategy and it is also at the heart of the Police Reform Act 2002. This Best Value review therefore brings together two national priorities of supporting older people and creating safer communities.

4.ii The Local Government Act 2000 placed a responsibility on local authorities to improve the social, economic and environmental wellbeing of their area. Local Strategic Partnerships (LSPs) have been established in 3 of the 4 district council areas and there is an over-arching countywide LSP. These partnerships bring together public, private, voluntary, and community sectors with the aim of reducing health inequalities and social deprivation by better local co-ordination. This has begun to shift the focus towards service outcomes being about securing wellbeing for all. In Buckinghamshire, two of the seven priorities identified by the countywide strategic partnership, Bucks Strategic Partnership, are support to older people and creating safer communities. The planning framework that relates to this review is outlined in **Appendix 3**. The diagram illustrates the connections between the broader plans developed by the strategic partnership, the plans produced by partner bodies and the strategies developed by the community safety partnerships.

4.iii It is well known that the population of the UK is getting older. People are living longer and expect more from their lives and the services they use. In 1900 only 4 per cent of the population were aged over 60. The latest figures from the Government Actuary show that this had grown to 21 per cent by 2003 is expected to be 25 per cent in 2020 and will be 29 per cent by 2031. Legislation and policy guidance issued in the last decade has emphasised the importance of promoting older peoples' independence at home and

within their communities. The Government however in its third Annual Report identifies crime and the fear of crime as playing a significant part in the exclusion felt by older people in their local communities. It also recognises the need for crime reduction partnerships to ensure that older people are safe in their own homes, or out in their neighbourhood, and that there are a wide range of measures in place to reduce crime and improve community safety and security.

- 4.iv The 1998 Crime and Disorder Act in England and Wales gave local authorities and police forces joint statutory responsibilities for community safety for the first time. The act represented a change in emphasis towards community safety first proposed by the Morgan Report (Home Office, 1991). Rather than adopting a more traditional approach to crime prevention, it was viewed that community safety entailed a more holistic approach:

We see community safety as having both social and situational aspects, as being concerned with people, communities and organisations including families, victims and at-risk groups, as well as attempting to reduce particular types of crime and the fear of crime. Community Safety should be seen as the legitimate concern of all in the community.

- 4.v Four Community Safety Partnerships were set up, one in each district council area in 1998, usually building on previous partnership arrangements. The statutory responsibilities of the Partnerships are to produce and implement a local Community Safety Strategy every three years. This includes carrying out a crime audit, which involves consultation with a wide range of stakeholders, including the public. The statutory partners are Thames Valley Police, and the district and county councils although other partners include the Fire and Rescue service, Probation Service, PCTs and the Police Authority. A wide range of other groups input into the partnerships and this is illustrated in **Appendix 4**. The CDRPs have been grouped together into "families" in order to compare performance and Thames Valley Police is also part of a most similar forces group. These performance groups are detailed in **Appendix 5**. It should be noted that whilst the family groups are designed to bring similar authorities together, South Bucks for example is in the same family as the unitary authority South Gloucestershire, population 263,000 and the large rural authority Carlisle, population 150,000.
- 4.vi The current crime audits and community safety strategies were produced in 2002 and run until 2005. The strategies contain a mixture of nationally prescribed targets such as reduction in domestic burglary by 25% by 2005 and local actions. The key priorities within the strategies are contained in **Appendix 6**.
- 4.vii In addition to the district based CDRPs there has been a countywide community safety strategy group for Chief Executives and Chairs of a range of multi-agency justice initiatives that met quarterly. The remit of this group was to enhance communication across community safety organisations and to add value by bringing together the four CDRPs, along with relevant partners. This group is currently in abeyance and a decision is required by partners in respect of the arrangements for co-ordinating broader justice and community safety initiatives. The Responsible Authorities Group (RAG) brings together community safety officers on a monthly basis to forward the community safety agenda on a local and county level. This countywide structure is illustrated in **Appendix 7**.
- 4.viii Section 17 of the Crime and Disorder Act, 1998 places two duties on the Police and on Local Authorities, including Town and Parish councils:

- To think carefully about the effect on crime and disorder of any of their actions.
- Where reasonable to do so, to take active steps to prevent crime and disorder.

4.ix Each service area within the statutory partners should therefore see itself as part of the community safety partnership in its broadest sense. This message was reiterated in the recent Home Office consultation paper “Policing: Building Safer Communities Together”, which states:

Community safety must engage all local partners and draw on the arrangements that are already working in communities to achieve better outcomes.”

4.x The consultation paper promotes the concept of active citizenship resulting in a shared responsibility between communities and the police to prevent crime and to tackle anti-social behaviour. Key areas the Government is seeking to address are ensuring a policing style that is both visible and accessible thus helping local people to take action themselves and strengthening accountability for delivering effective neighbourhood policing.

4.xi There have been two papers produced recently that give a clear signal to services about the approach required to support older people effectively within communities. These are “All Our Tomorrows” published by the Local Government Association (LGA) and Association of Directors of Social Services (ADSS) and “Older people-independence and well-being” produced by the Audit Commission and Better Government for Older People (BGOP). Both of these reports emphasise the importance of responding to older people as citizens with a broad range of concerns and an active contribution to make rather than focusing on providing a narrow range of intensive services that support only the most vulnerable in times of crisis. They suggest that this can only be achieved through a strategic approach that goes beyond care services and has explicit links with the community strategy. Partnerships and services have been reviewed in the context of this guidance, which is illustrated diagrammatically in **Appendix 8**.

5. Profile

5.i Buckinghamshire is a safe place to live as the crime figures in section 7 illustrate. The County is situated to the North West of London and is bordered by several counties, unitary authorities and London boroughs. There are four district councils within the county– Aylesbury Vale, Chiltern, South Bucks, and Wycombe – all of which differ in their size, populations, and diversity. Three Police areas within Thames Valley Police cover Buckinghamshire, with South Bucks being served by two police areas. There are three PCTs whose boundaries are broadly co-terminus with those of the district councils. Chiltern and South Bucks PCT serves residents in the two most southerly district council areas.

5.ii Buckinghamshire is a county of contrasts- it is one of the most affluent areas in the country and yet some communities experience high levels of deprivation. It is largely rural, but has two main centres, Aylesbury and High Wycombe, which between them accommodate about a quarter of the total population. The southern part of the County is restricted by the Chilterns Area of Outstanding Beauty (AONB) and the Metropolitan Green Belt, whilst mid and northern Buckinghamshire is less restricted and Aylesbury in particular is experiencing growth and development.

5.iii This profile is an important consideration in the way that services are planned and provided in the county, for example, crime reduction strategies developed in South Bucks need to be reflective of issues arising in neighbouring Slough. A similar situation exists with rural Aylesbury Vale and Milton Keynes.

- 5.iv There are significant ethnic minority communities across Buckinghamshire. In Aylesbury Vale, 5.9% of the population comprises non-white ethnic groups and in Wycombe this was 12.1% when the 2001 census was completed. In respect of disability, 14% of the population in Buckinghamshire describe themselves as having limiting long-term illnesses compared to 16% in the South East and 18% in England.
- 5.v Buckinghamshire County Council serves a population of 479,028 people; 69,676 of which are classed as being an older person. The population figures for each district are noted in *figure 1*.

Figure 1. Population figures for Buckinghamshire, and the Districts

Area	Population	OP population	% of OP from population of area
Aylesbury Vale	165,749	21,291	12.9%
Chiltern	89,226	15,027	16.9%
South Bucks	61,945	10,847	17.5%
Wycombe	162,108	22,509	13.9%
Buckinghamshire	479,028	69,674	14.6%

- 5.vi This population structure tends to follow the national picture, although there are deviations around the younger adult group. The population is set to decrease over the next decade, with the populace becoming older. Overall the population of people over the age of 65 is set to rise by 54% between 2001 and 2031. This equates to a population increase in Buckinghamshire of the 65 and over age group from 69,677 in 2001 to 107,303 by 2031. Of particular note is the sharp increase in people aged 85 and over and the associated increase in disability and dementia. This information is drawn from the 2001 census and PSSRU Research and is represented in *figure 2*.

Figure 2. Population figures, and percentage increases by decade

Age group	2001	2010	2020	2031
65+	69677	75321	89783	107303
Increase of (%)		8.1%	19.2%	19.6%
Increase of (no)		5644	14462	17520
85+	8820	10390	12104	15964
Increase of (%)		17.8%	16.5%	31.9%
Increase of (no)		1570	1714	3860

- 5.vii The predicted growth in the population of older people, coupled with a range of other factors such as changing family structures, a decrease in the population of younger people and an expectation of leading a fulfilling life within the community longer into old age demands a change in the response to supporting older people within Buckinghamshire.

6. **Resource base**

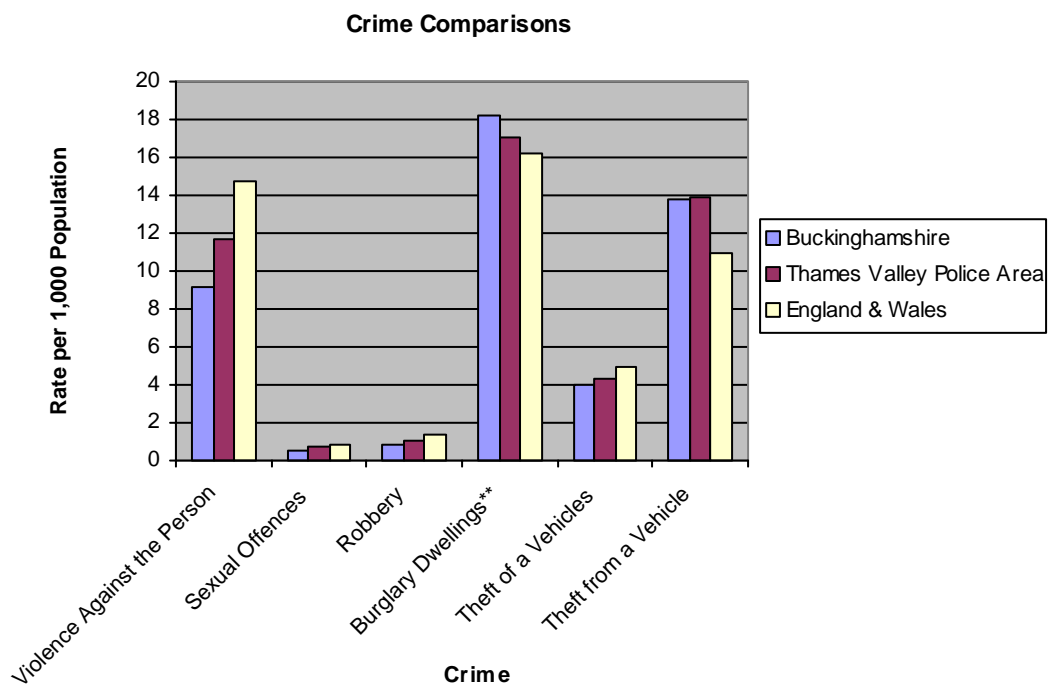
6.i The resource base for the aspects of community safety services and mainstream services that reduce fear of crime is difficult to quantify and is not brought together into one budget. This is demonstrated in the questionnaire responses concerning specific and indirect expenditure: 87% of services either had no specific budget to address fear of crime in older people or could not differentiate it from other budgets. The table contained in **Appendix 9** shows a number of funding streams relevant to this review.

7. **Performance Information**

7.i There is no agreed set of information that measures how agencies are performing to reduce fear of crime in older people however there is local information available that can be used to build a picture of what is happening in Buckinghamshire regarding crime, quality of life issues and other factors that may have an influence on the perceptions of older people living in Buckinghamshire. Local information can be viewed alongside crime statistics in order to build a more holistic picture of incidents, which affect both crime levels, and possible perceptions of anti-social behaviour or crime. The following performance information is therefore an amalgam of crime statistics, local information and performance indicators that give some indication of the performance of partners to the review in relation to reducing fear of crime in older people. Supporting tables of data are contained in **Appendix 10** and information concerning the level of fear of crime in older people is contained in part two of the report.

7.ii **Buckinghamshire Crime Figures (April 2002 – March 2003)**

The crime rates illustrated in the graph below are shown in per 1,000 population and 1,000 households for Burglary Dwellings. The information compares Buckinghamshire with the average of the Thames Valley Police Area and with England & Wales.



The graph illustrates that crime rates, which could impact on fear of crime in older people, are comparatively low within the county. For example, you have a 0.8 chance in 1,000 of being a victim of a Robbery in Buckinghamshire. It is only with burglary dwellings that Buckinghamshire has a greater rate than the whole of Thames Valley Police area and England & Wales. A contributing factor to the high incidence of burglary within the county is the comparative wealth as burglars are attracted to households containing desirable items. **Table A** illustrates this point as it shows that the county comes third in the UK with the highest Gross Disposable Household Income (GDHI).

7.iii **Table A:** Local areas with the highest GDHI, average 1997 to 1999

Local area	GDHI per capita index UK=100	GDHI as % of Total Household Income
Inner London – West	164	58
Surrey	131	60
Buckinghamshire	120	58
Outer London – South	120	63
Outer London - West & North West	119	63

Source: ONS - Regional, Sub-regional & Local Area Household Income, March 2002

7.iv **Crime comparisons – district level**

For the purpose of performance comparison, CDRPs are clustered into Family Groups. The CDRPs that are in each group are shown in **Appendix 5** along with the performance of each CDRP compared with the family group average. This information illustrates that Chilterns' performance is slightly above average in all the selected crime categories with performance in Aylesbury and Wycombe being around the average for their family groups. In South Bucks performance is average apart from Theft from a vehicle, which is double the average and burglary dwellings, which is 156.4% higher than its family group. There could be a number of explanations for this figure being so high including that in spite of its affluence South Bucks has the attributes of an inner London area. This is due to the district bordering areas that have lower incomes and social deprivation. Together with its geographical location and communication links, it makes the district very vulnerable to the travelling criminal.

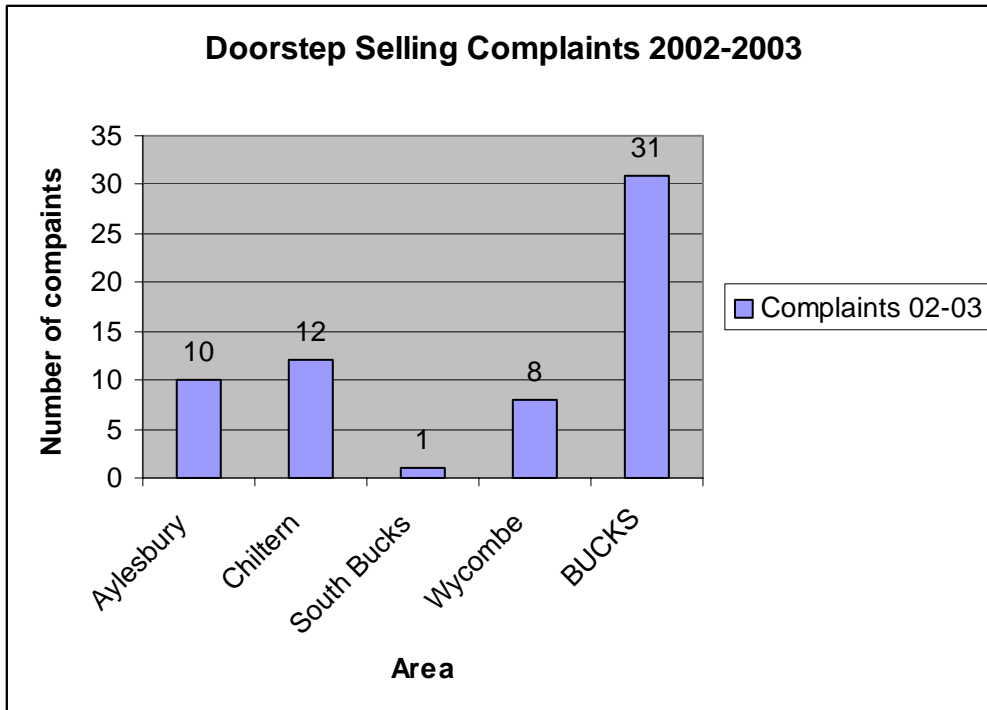
7.v **Local Information**

The following information can be broken down by district and in addition countywide figures are given. This enables comparisons or conclusions to be drawn in respect of geographical area. A two-year picture is given in order to be able to draw some conclusions regarding rates of increase or decrease.

7.vi **Doorstep Selling Complaints**

The Trading Standards service within Buckinghamshire County Council collects Doorstep Selling Complaints information. There is a possible link between doorstep selling, rogue traders and distraction burglaries and older people are particularly vulnerable to distraction burglary. Doorstep selling that results in a complaint often relates to something that has either alarmed or worried the complainant in some way. The figures for Doorstep Selling Complaints are low countywide with there being a much

lower incidence within the South Bucks district area. This may be due to the fact that there are less properties in South Bucks than in any other district and that the types of properties are larger, wealthier properties, as described in the Gross Disposable Household Income index thus Burglary Dwellings are common in South Bucks but Distraction Burglary and Doorstep Selling Complaints are not.



7.vii Distraction Burglary

There were 153 recorded incidents across Buckinghamshire during 2002-2003 and the number of reported distraction burglaries fell by 29% from 2001-2002 to 2002-2003. These types of offences are committed by a very small number of criminals who travel widely to carry out this crime. One individual has been dealt with more recently and this could be the reason for the large decrease in the figures for distraction burglaries. The figures show that you are very unlikely to become a victim of a distraction burglary - a 0.77 chance in every 1,000 households. In other words you have a 99.92% chance that you will not be a victim of a distraction burglary living in Buckinghamshire (based on 2002-2003 crime figures).

7.viii Abandoned Vehicles & Fly Tipping in Buckinghamshire

No real comparisons can be made for the whole of Buckinghamshire on Fly Tipping & Abandoned Vehicles as some districts have not been recording the incidents long enough to do so. What can be seen is that Chiltern has seen a significant rise in the number of reported Abandoned Vehicles with an increase of 29% and an increase of 105% in Fly Tipping. A reason for this sudden increase could be due to the better recording methods adopted within Chiltern. Aylesbury has decreased the number of reported Abandoned Vehicles during these two years by 6%.

7.ix This information is important in addressing fear of crime as the gradual degrading of a community can lead to higher levels of crime and disorder. If an area becomes increasingly untended for example with abandoned vehicles or left rubbish, it undermines the willingness and ability of local residents to enforce social order. A perception is then created that crime in general is on the increase, and as a

consequence people will be less inclined to use public places. With fewer people using public places, there is less deterrence to crime, which may then rise. Hence the perception of rising crime becomes a reality. For the future, recording the time the districts take to remove abandoned vehicles and fly tipping incidents may give a broader picture when monitoring the fear of crime.

7.x **British Transport Police Figures**

The British Transport Police produce statistics on notifiable and non-notifiable incidents of crime reported at train stations within the county. There are 23 train stations in Buckinghamshire and there have been 268 recorded incidence of crime across the county with the highest figure of 117 being in South Bucks and the lowest of 11 being in Aylesbury. There was a significant decrease in the Aylesbury figures from British Transport police and a slight increase in the other 4 districts, which led to a decrease of 7 incidents over the two-year period. These figures reflect all crimes including non-notifiable offences therefore the chance of being a victim of crime within Buckinghamshire whilst using train services appears to be low.

7.xi **HandyVan Scheme**

This innovative project delivers a range of DIY repairs, provides energy and safety advice and installs a range of home safety and security products to the homes of older persons in the Chiltern, South Bucks and Wycombe Council areas. Aylesbury Vale runs a Handyman scheme. The projects have provided an effective method for rapid intervention in the homes of older persons who have experience crime or have increased fear of crime. The schemes in each district of Buckinghamshire have grown from year to year. Aylesbury has seen the greatest rise in the number of jobs completed by 140%.

7.xii **Best Value Performance Indicators relevant to fear of crime in older people compared with all councils**

The indicators that could impact on fear of crime are represented in **Appendix 10** and have been assessed in terms of whether they fall into the upper quartile (best 25%), in the median range or in the lower quartile (worst 25%) of county or district councils within England during 2002-2003. The performance indicators support the crime figures given above as the poorest performance for the County Council relates to domestic burglary.

7.xiii **Anti-social Behaviour**

Thames Valley Police and the Local Authorities within Buckinghamshire have been proactive in using the powers given to them within the act. Police officers in High Wycombe have successfully applied for one of the first anti social behaviour orders in the country. To obtain an Anti Social Behaviour Order all incidents need to be thoroughly evidenced and investigated by all of the agencies concerned. This can involve considerable work by each agency to draw together a multi agency response. It is normal to seek an Acceptable Behaviour Contract as a means of changing an offender's behaviour. This is a voluntary undertaking that the offender agrees to and is not legally enforceable. It is however, a necessary prerequisite to obtaining an Anti Social Behaviour Order. There are currently 52 Acceptable Behaviour Contracts and 6 Anti Social Behaviour Orders in force within Buckinghamshire. Of the six Anti Social Behaviour Orders four have been granted against adult males in their late thirties who have alcohol misuse problems and two have been served on teenagers for harassment within their communities.

- 7.xiv The performance information contained in this section suggests that overall the level of crime within the county is low and when compared with family groups performance is average or above average. There are however a few exceptions, notably the high rate of burglary from dwellings, which is even more significant in the South Bucks area.

Part 2- What we found

This part of the report collates findings that emerged from Phase Two of the review, that is, assessing the current position of services in respect of reducing fear of crime in older people. The assessment is structured around the elements of the review and challenge questions generated in Phase One. Examples of good practice from within the county and elsewhere are highlighted in each section.

8. Policies and planning

8.i Do our local plans reflect national priorities and themes?

The shared priorities for public services mentioned previously are important for the partners and their work to reduce fear of crime in older people. This is because they attempt to drive improvement by addressing difficult areas of public policy that embrace issues which are the responsibility of more than one service. They will also influence a new set of performance indicators developed as part of the best value framework, be reflected in the comprehensive performance assessment (CPA) of councils and shape the national menu of targets for inclusion in local PSAs.

- 8.ii The Government's Crime Reduction Strategy also identifies a number of priorities for the police and CDRPs that are relevant to this review, including reducing burglary and property crime, dealing with disorder and anti-social behaviour and helping victims and witnesses. Thames Valley Police has four key priorities: reducing crime, investigating crime, promoting safety and security, and helping the public. Whilst all of these activities can contribute to reducing fear of crime in older people, there are no specific targets set for this activity, either nationally or at a local level. A Best Value Review on Availability, Visibility and Accessibility completed by Thames Valley Police in March 2002 did however result in a number of relevant recommendations being included in their Annual Plan for example:

Make best use of the Police Reform Act in relation to community support officers and accredited community safety officers.

- 8.iii Whilst an internal evaluation of the above review described it as having "nibbled round the edges" of increasing police visibility, it also laid some firm foundations to be built on during this review.

- 8.iv The shared priorities for public services are clearly reflected in the Buckinghamshire Community Plan and individually most can be tracked through to the district community plans. The community safety strategies contain the majority of Home Office priorities although helping victims of crime does not appear consistently. It is however more difficult to identify the integration of the shared priorities within the community safety strategies and at service level. For example, whilst some of the community safety strategies mention work targeted at young people, there is no specific mention of the partnerships' role with older people.

- 8.v The aim of the priority for improving the quality of life of older people is to enable people to live as independent lives as possible and avoid unnecessary periods in hospital. The LGA is clear how this can be achieved:

More integrated working between a range of councils services, including transport, housing, leisure and social services, is crucial to providing quality support for older people. (LGA 2002)

- 8.vi The CDRPs have a difficult task to balance a range of competing national and local priorities. Similarly, service areas are driven by individual sets of priorities. Some of the partners are however broadening out the service planning process to include cross cutting issues and have undertaken cross cutting best value reviews.

Wycombe District Council undertook a review of services for young people in 2002 and the service improvement plan recommends the development of a countywide Youth Strategy. This strategy has been shaped by all of the key partners and is now in draft form. It identifies some priorities for young people that are also priorities for older people for instance, safe, reliable and flexible transport.

This good practice could have been extended in the Youth Strategy by identifying what actions were being taken to work with young people to reduce fear of crime in older people. It is therefore important to ensure that work undertaken in each of the LSP priority areas supports and compliments work on other priorities.

Area for development

- **Strengthen interconnection of national and local priorities in a range of strategies and plans including community safety strategies and service plans.**

- 8.vii Are there clear links between strategies and plans such as community plans, community safety strategies and the older peoples NSF?

It is evident that there is good connection between the LSP, Community Plans and Community Safety Strategies, for example, the targets on reducing vehicle crime contained in the countywide plan produced by the LSP run through the PSA, District Community Plans and Community Safety Strategies.

The Chiltern Community Safety Strategy articulates these linkages as follows:
Recent changes in Local Government arrangements now require Local Authorities to have a Community Plan, which promotes the general well being of the community. The Plan will be the main policy document of the Council and will provide the overall direction for the work of the Council... Consequently, there will be strong links between the Community Plan and the Community Safety Strategy.

- 8.viii A number of respondents to the review questionnaire identified links between their service area objectives and the scope of the review. For example, increasing community responsibility amongst young people, increasing security in sheltered accommodation and improving communication between the police and local communities. The majority of linkages however were to general community safety issues rather than to reducing fear of crime in older people.

- 8.ix The National Service Framework (NSF) for Older People is being taken forward locally and in the south of the county a long standing group called Age Well is implementing standard 8, the promotion of health and active life in older age. The associated action plan is quite broad, containing targets on home security and home maintenance. Elsewhere in the county, the emphasis is on health and social care, rather than adopting a more holistic view of the health and well being of older people. The absence of an overarching strategy that aims to support older people as active citizens within their communities means that the connections across agency and service area plans are less

apparent. Work has recently commenced on the development of a countywide older people's strategy, which should result in a more connected planning framework for older people within the county. It is important that robust governance arrangements are established under the umbrella of the LSP to drive forward implementation of this strategy. In addition, targets across the priority areas identified in the LSP are currently being mapped with a view to highlighting areas of duplication or gaps and where there could be more joined up working.

Areas for Development

- **Strengthen links between plans across service areas**
- **Completion of a countywide older peoples strategy and supporting governance arrangements in place**

9. Understanding fear of crime

9.i Do we have a definition of fear of crime locally that is understood by all stakeholders?

Fear of crime cannot be treated as an issue in isolation. It is a quality of life issue, which has linkages with anti-social behaviour, social and community cohesion and perceptions about the general neighbourhoods in which people live. Whilst all of the Community Safety Strategies define community safety in the broad sense used by the Morgan Committee and state that their overall aim is to tackle crime and fear of crime, none of them explore the concept of fear of crime. Whilst reducing the fear of crime was clearly stated as a priority in the South Bucks strategy, it was not evident as a priority in some other strategies. A working definition was therefore developed for the purpose of this review. 92% of respondents to the questionnaire agreed with this definition however it is important that this understanding is developed amongst a broad range of stakeholders.

Area for Development

- **Development of a shared understanding of fear of crime amongst key partners.**

9.ii Do we have a way of measuring fear of crime?

Fear of crime has traditionally been measured by surveys such as the British Crime Survey. This found that 33% of older women and 9% of older men aged over 60 felt unsafe when walking alone after dark. The questions used in surveys however are rarely measures of fear, but are subjective assessments of safety, risk, concern and worry, which are all component parts of the fear of crime. Recent research conducted by Dr Stephen Farrall indicates that crime-related anxieties reduced from about one third to 15% of the general population if questions focused on specific times when people were fearful rather than being worded more vaguely. In 1999, J. Ditton et al conducted a survey of 1,600 adults into fear of crime and discovered that whilst some people were fearful of crime, people were angrier than they were afraid. A 75-year-old female burglary victim told the researchers she had felt:

Terribly angry that they had dared to come into the house.

This finding is replicated locally as when focus groups of older people were asked what feelings were aroused when talking about crime, all those who had had crimes committed against them said that anger was the foremost feeling followed by violation and hopelessness.

- 9.iii A report produced by Age Concern in May 2003 summarised the findings from a survey of 4,000 older people about fear of crime. The survey found that 37% of people over 50 and 47% of people over 75 said they were too afraid to leave the house at night. There is a marked difference in feelings of safety between men and women with 14% of women saying they feel safe walking alone at night compared with 32% of men. This national study concluded that the key factor that makes older people fearful is the lack of visible street policing. Respondents to the review questionnaire identified reporting in the media, exposure to antisocial behaviour and absence of visible street policing as the three main factors that contribute to fear of crime in older people. The focus groups of older people held locally identified a range of factors that made them fearful including groups of youths, car parks, parts of towns and doorstep sellers. Women in the group felt more concerned than men about groups of youths on the streets and had bought mobile phones so that they could contact family or friends if they felt intimidated. Members of the focus groups felt that the media could be partly responsible for increases in fear of crime as they report:

Everything that is bad and little or nothing that is positive.

- 9.iv 21% of respondents to the review questionnaire stated that they had completed a survey or study into fear of crime in older people. This includes the transport needs survey conducted in November 2003 by Buckinghamshire County Council. This survey should generate useful information regarding transport problems, which includes the level of a range of personal safety fears. In addition, Thames Valley Police conduct an annual public satisfaction survey, which includes questions designed to measure peoples' fear of crime.
- 9.v In October 2003, Police Community Safety Forums were carried out throughout Chiltern District. Most residents that attended completed a Fear of Crime Survey. Results show that 100% of females over 65 felt very safe in their home during the daytime. 66% of those females felt a bit unsafe or very unsafe in their village/town at night. 54% of males over 65 felt a bit unsafe or very unsafe in their village at night. The District Circle Winter Survey completed in Wycombe demonstrated that the crimes older people most feared were being mugged or robbed
- 9.vi There is therefore confusion at a national level about measuring fear of crime and whether it should be fear that is measured or other emotions such as anger. This confusion is reflected locally with each of the CDRPs taking a different approach to measuring fear of crime. Aylesbury Vale and South Bucks do not prioritise this activity because of the difficulties described above yet Wycombe conduct biannual surveys which measure fear of crime and Chiltern are introducing a survey that focuses on fear of crime in older people within their next crime audit.

Some CDRPs, such as North Tyneside, have accepted the difficulties in trying to obtain quantitative information about fear of crime, preferring to use qualitative methods such as focus groups where issues can be explored more sensitively with local people. In Thurrock a fear of crime survey was conducted in May 2003. This yielded useful information in respect of testing the relevance of partnership objectives and obtaining baseline information to assess the impact of forthcoming initiatives such as CCTV on reducing fear of crime. The survey demonstrated that whilst only 3% of respondents had experienced burglary, 26% were concerned about it happening to them. A significant number of respondents (42%) however were unconcerned about any crime happening to them or affecting them.

- 9.vii A study into people with disabilities and crime by Nacro, a crime reduction charity, in 2002 demonstrated the importance of understanding fear of crime in relation to the full

range of people within the community. The study demonstrated that there was a high level of fear of crime and this was accompanied by a high level of victimisation. These findings built on research completed by Mencap in 1999 that found 45% of people with learning difficulties were verbally abused in public, 29% were threatened and 21% reported physical attacks

- 9.viii The measurement of fear of crime is clearly an issue that needs to be addressed and resolved at a national level. In the meantime, this does not preclude the CDRPs in Buckinghamshire taking a more consistent view either within police areas or across the county. Participants who were consulted at the stakeholder event viewed understanding fear of crime as the top priority on the basis that if we do not understand it, we cannot respond to it effectively. Henry Shaftoe suggests in his report that using standard British Crime Survey fear of crime questions in residents' surveys in Buckinghamshire would allow for comparisons with the national average and with other local authorities where such questions have been used in surveys. A consistent approach is likely to assist with a number of activities such as information sharing, communication and commissioning of services.

Areas for Development

- **Adopt a consistent approach to measuring fear of crime.**
- **Co-ordinate existing information relating to fear of crime in older people.**
- **Improve the level of sophistication of some information, particularly in respect of age, ethnicity, disability and location.**

- 9.ix Does being an older person in Buckinghamshire make you more vulnerable to crime?

The performance information in section 7 clearly shows that Buckinghamshire is a safe place to live in and in reality the chances of becoming a victim of street crime in later life are slimmer than at any other time in people's lives. Yet two-thirds of older people believe that they are more likely to fall victim to street crime as they grow older, with 18% admitting that fear of crime had left them feeling lonely and isolated. (Age Concern survey). Fear can cause psychological stress leading to physical symptoms and increased mortality risk. This can be part of a vicious circle, as the research by Chivite-Mathews and Maggs (2002) cited in Henry Shaftoes report found. Those people who perceived their health to be bad also worried more about crime than those that perceived their health was good. This may help to explain why older people have disproportionate levels of fear, given their relatively low levels of victimisation, as they also tend to suffer from worse health than other age groups and perhaps feel more vulnerable and stressed as a result.

- 9.x Fear can affect the functioning and viability of urban centres perceived as unsafe, and can become a self-fulfilling prophecy as the streets become abandoned. Henry Shaftoe cites an audit of Nottingham's crime problems (KPMG/SNU 1990) to illustrate this point. The audit estimated that the city centre retail and leisure services were losing £24 million of potential annual turnover as a result of "avoidance" by people who thought the area was unsafe. Older people in the local focus groups reinforced this position by stating that they perceived parts of Aylesbury and Wycombe town centres to be "no go" areas. A factor that participants in the local focus groups identified which prevented them reporting crime was fear of revenge. These findings have implications in respect of the need to develop multi-agency approaches that involve the business sector and other members of the community to reassure older people about their safety and well being.

The Chicago Alternative Policing Strategy (CAPS) aims to tackle the problems of crime and disorder through better integration of police, communities, housing departments, social services and other agencies. Over the 10-year period that the strategy has been

implemented there has been a sustained reduction in crime, increased public participation in policing and a raising of public confidence in policing, particularly amongst key minority ethnic groups. This approach is being adopted nearer to home with for example Northumbria Police locating fully operational police officers in Sunderland schools. The school liaison role no longer exists with beat officers providing any classroom input that is required. An evaluation of the scheme shows that the number of residents worried about crime has decreased from 73% in 1999 to 50% in 2002 and the satisfaction with police visibility has increased from 8% to 62%.

- 9.xi Recently Thames Valley Police has become one of five police forces nationally to take part in the national Restoring Reassurance project. This seeks to build upon research already carried out to fully understand what causes fear of crime, or it's opposite-feelings of safety. In addition, a key recommendation from the best value review on availability, visibility and accessibility was:

That visible patrol to provide public reassurance is accepted by Thames Valley Police as a clear and explicit part of policing.

- 9.xii What has emerged from this review is that reassurance policing requires effective multi-agency cooperation to tackle broader factors such as environmental and health issues and to maximize community engagement.

Area for Development

- **Multi-agency approach to restoring public reassurance**

- 9.xiii Does fear of crime affect older people from rural communities differently to those from more urban areas?

A study of older people's services commissioned by Age Well in Southern Buckinghamshire indicated that people from rural communities raised similar issues to those living in more urban areas such as difficulties with transport, shopping and attending medical appointments. The following comment was made in respect of safety:

A feeling of security was expressed by those living in a small community, attributed to familiarity with neighbours. (Page 50)

Some rural Parish councils who responded to the review questionnaire stating that they knew all of the older people in their parish and they were supported by family or neighbours supports this viewpoint.

- 9.xiv Further information on this issue was generated by the older peoples focus groups. There appeared to be less fear of crime against the person amongst those living in rural areas and people were more likely to go to the local pub or village hall in the evenings than those living in towns. The fear of crime against property however was similar irrespective of location. People felt that houses were pre-selected and that burglars could get away equally quickly from a house in a rural or urban setting. Whilst this information is helpful, the review team has not been able to locate significant work on this issue and would support the recommendation made in the Age Well study (page 50) shown below.

Area for Development

- **The needs of older people living in rural parts of Buckinghamshire should be the focus of a further study.**

9.xv Does fear of crime affect older people from black minority ethnic (BME) communities differently to white older people?

The Age Well study conducted in Southern Buckinghamshire held consultation groups with older people from a range of ethnic groups and this found that many concerns, such as transportation, were similar to those raised by white older people. Lack of information was raised as an issue in addition to the cost of security devices.

9.xvi Responses to the review questionnaire indicated that there was little targeted work with older people from black minority ethnic groups. The national survey conducted by Age Concern was unable to draw any conclusions due to the small numbers of older people from black ethnic minority communities who responded to the survey. Similarly, whilst people from BME communities were invited to join the local focus groups of older people, none attended.

9.xvii A Home Office Research Study conducted in June 2003 into distraction burglary amongst older adults and ethnic minority communities found that there was a greater level of under-reporting amongst Asian participants. They were more likely to inform a family member than report the crime to the police, as they appeared to believe the police would not act. In addition, African- Caribbean and Asian participants reported little awareness of steps they could take to reduce distraction burglary.

9.xviii The Age Well report recommended that further research be undertaken in this area, as it is apparent that there is little information in respect of fear of crime in older people from black minority ethnic communities. Alternative ways of engaging with BME communities need to be sought so that their perspectives can be ascertained and acted upon.

Area for Development

- **Targeted research is undertaken with black minority ethnic communities.**

10. Crime and Disorder Reduction Partnerships

10.i Can services be planned, commissioned and delivered differently to improve efficiency and effectiveness?

A Crime and Disorder Audit is produced by each CDRP every three years. This brings together information about crime and disorder from a range of sources so that strategies can be developed to reduce crime and the fear of crime. Guidance published by the Home Office in 1998 on completing audits sets out their purpose which is primarily to inform the development of local strategies. The guidance makes it clear that in order to develop effective strategies the audits need to compile a broad range of information including monitoring existing work:

In the light of patterns of crime and disorder, an audit should review existing work to see whether there are unmet needs, to establish the scope for reallocating efforts, and to look to opportunities for contributions from partners either in special projects or by modifying their routine practices and methods of service delivery (page 24)

This statement describes aspects of the commissioning cycle, which comprises analysis, strategic planning, implementation monitoring and reviewing. (See **Appendix 11**).

10.ii The existing crime audits vary in length and content. They bring together a range of information about crime and a limited amount of broader factors such as school exclusions. Information presented in the audits is sometimes broken down by gender but usually not by age. There is a limited amount of information about the profile of current

services that are targeted at reducing fear of crime, which makes it difficult to plan future service requirements. The self-assessment recently completed on behalf of South Bucks CDRP found that its audit was based on a wide range of data although base line data was needed in some areas so that progress could be monitored.

- 10.iii Partnership agencies in Buckinghamshire have recently developed an information sharing protocol to facilitate the exchange of personal and depersonalised information. Although it is not yet signed off, it is an important step towards improved information sharing. The development of effective audits and strategies is dependent on good quality information that can be used to predict future need, show gaps and overlaps in services and highlight trends and patterns of issues for individuals such as older people or localities. At the start of this review there was a jointly funded data and research officer in post to assist in the collection of data across agencies. This role was limited by the lack of agreement about related aspects of information production and is no longer being funded. There is a pressing need to develop a comprehensive strategy to facilitate the collection, analysis, use and monitoring of a range of information that can underpin a broader based crime audit and strategy and to resource this development.

Whilst there are clear areas for improvement emerging in respect of supply mapping, needs analysis and information gathering, the CDRPs are performing other elements of the commissioning cycle well. A range of examples was given in their response to the review questionnaire of work they undertake jointly such as CCTV and media campaigns. A further example is the Handyvan scheme, which is jointly commissioned by 3 district councils and jointly resourced. A multi-agency steering group receives regular monitoring reports about the scheme. This good practice could however be extended through greater use of joint commissioning and pooling of resources.

- 10.iv When asked to rate the effectiveness of a range of partnership activities, respondents to the review questionnaire identified joint commissioning as the most effective of these activities. They also identified it as the activity they undertake least in partnership. A number of commissioning activities also feature strongly in responses to improvement respondents wanted to see. These include improved understanding of the needs of older people, sharing of resources, improved consultation, improved co-ordination of response and reduction in duplication.
- 10.v Consultation is an important aspect of the development of the crime audits and the activity of commissioning. The Home Office guidance states that a range of "hard to reach" people should be consulted, including older people. A draft guide to involving, and consulting with older people has recently been produced by the NSF for older people partner organisations and CDRPs may wish to consider working with other agencies to act on this guidance in respect of the production of crime audits and community safety strategies. Respondents to the review questionnaire indicated that they were ascertaining the needs of older people in respect of their fear of crime through general mechanisms rather than specific consultation. The nature of fear of crime varies according to age, health, gender, ethnicity and location therefore it becomes extremely important to undertake ongoing consultation so that service responses meet a range of needs.

Areas for Development

- **A comprehensive information strategy.**
- **Focus on each aspect of commissioning, including gathering baseline information, supply mapping, needs analysis.**
- **Undertake ongoing consultation with older people about their feelings of safety and fear.**

- **Build on existing good practise in joint commissioning and pooling resources to generate efficiencies.**

10.vi How can we improve the evaluation of community safety initiatives?

Respondents to the review questionnaire indicated that 41% of initiatives were measured using customer feedback, questionnaires or focus groups. Given the nature of fear of crime, these are the most effective ways of evaluating initiatives.

Examples of good practice in evaluation include the recent focus group held to evaluate the Message in a Bottle scheme. This initiative supports vulnerable people, including older people, to live independently through storing medical details in a common location that can be found easily in an emergency. Over 30, 000 bottles have been distributed since June 2002. Partners include the Lions Clubs, Thames Valley Police, the ambulance and fire and rescue services and the county council. Partners at the event discussed what had worked well with the scheme, areas for improvement and the potential for using the initiative in different ways.

The Southern Buckinghamshire Handyvan scheme was launched in July 2000 and delivers a range of DIY repairs, provides energy and safety advice, and installs a range of home safety and security products to the homes of older people in the locality. Partners include the relevant district councils and PCT, Thames Valley Police, Bucks Fire and Rescue, and Chiltern Hundreds Housing Association, all of who are involved in the monitoring arrangements. The scheme is monitored by pre-paid customer survey reply questionnaires being sent to customers. 81% of respondents say that they would recommend the service to a friend. The scheme has been recognised at a national level and clearly effective evaluation has contributed to its success.

- 10.vii Other methods of measuring effectiveness were not so evident, with 12% of respondents to the review questionnaire using contract monitoring and only 3% benchmarking. Henry Shaftoe puts this position in perspective by commenting that evaluations of community safety initiatives are often of poor quality and limited usefulness. The Home Office guidance on completing crime audits recognises the cost of evaluation but states that selective evaluation of initiatives should take place so that results are worthwhile. It adds:

Monitoring crime reduction work is important in all initiatives to ensure that activities are following their planned course. (Page 14)

- 10.viii There are a small number of Best Value Performance Indicators (BVPIs) and local indicators that do not specifically measure fear of crime but could be used as proxy measures. For example, the customer satisfaction rating for street lighting and the percentage of bus users satisfied with local bus services (BVPI 104). A range of local indicators could be developed to enable effective monitoring of performance.

Areas for Development

- **Broaden approach to evaluation, including benchmarking and a range of local performance indicators.**
- **Build on existing good practise in monitoring of initiatives and apply consistently to all schemes.**

11. Communication and Information

- 11.i How can we improve our communications to reduce fear of crime in older people?

Communication strategies should address two elements – the need to listen to and engage with the community to identify those crimes or issues that do most to cause fear and undermine confidence; and the need to be prepared to act on that information and communicate effectively to ensure that the response is visible to the community. Once some of the drivers for people’s fear of crime have been identified, ways of helping them to overcome their fear can be formulated. The review questionnaire asked respondents to identify the main source of information they used from older people to indicate the level of fear of crime. The main method used was anecdotes and the least popular method was local surveys. There is some targeted information gathering in respect of distraction burglary.

- 11.ii The national Age Concern survey completed last year indicates that communication could play a key role in reducing fear of crime in older people. Good communication can be the key to turning around a situation where crime in a locality has steadily been reducing for years, but the public either doesn’t know, or doesn’t believe this to be the case.
- 11.iii The review questionnaire asked respondents about communication with older people and communication with partners. The main method that respondents used for publicising initiatives to older people was a newsletter, followed by local press and clubs for older people. The method of sharing intelligence with partners that was most used was informal networks, followed by formal meetings. There was little use made of other methods such as specialist press and web sites. When respondents were asked how they would like to improve communication, suggestions included establishing an information-sharing network, developing a shared agenda and ongoing consultation with older people.

Lancashire Constabulary have produced an accessible leaflet for people with learning difficulties as part of their problem orientated policing approach. Through local contacts they realised that understanding of the police role and how to make contact was low yet rates of bullying and harassment were high. People with learning difficulties report feeling more at ease in the company of police and more confident about reporting crimes as a result of this initiative.

- 11.iv The consultation groups formed as part of the Age Well study completed in 1998 identified seeking information as a complex issue that led to some confusion in older people. Whilst a number of methods of distributing information were identified, such as local branches of Age Concern and district council newsletter, the study concluded that:

A comprehensive directory of local and regional services for older people should be developed and held by all existing information services, libraries, and health and social care agencies. (Page 43)

- 11.v In 1999 Age Well along with the Elderly Persons Integrated Care System (EPICS) undertook further consultation with older people about a range of issues relating to their health, well being and quality of life. People made a range of suggestions for improving the provision of information to older people including putting information on audio cassette, using staff who speak Urdu or Punjabi as translated leaflets are not always helpful and using a travelling library service to distribute information.

Since the Age Well work was completed, Buckinghamshire County Council has developed a directory of services for vulnerable adults and this contains information about a range of statutory and voluntary organisations. In addition, the County Council launched a community contact card last year as a way of enlisting support from people in

the community such as postmen to seek help for an older or vulnerable person should this be required outside of emergency situations. Over 10,000 cards have been distributed thus far.

- 11.vi Communication is a vital aspect of reassurance and this was highlighted in the focus groups of older people held locally. Participants said that they would be reassured by talks given by the police, advice on fact sheets, information in parish newsletters and engaging with community policemen who were:

Walking around and actually talking with people rather than driving by in their cars.

- 11.vii A group of older people in Lacey Green who were consulted as part of this review reinforced the need for ongoing communication, recommending that there should be three-monthly surgeries with the police. The review has highlighted the importance of good communication as one aspect of an approach to reassurance in addition to a range of communication methods that older people say are effective.

Area for Development

- **A proactive approach to communication is developed as part of a reassurance strategy.**

- 11.viii How could we work with the media to reduce the fear of crime in older people?

The role of the media in contributing to the fear of crime is complex. The media has a job to report information to the public about crime, but this can have either a positive or negative effect. The media can play a positive role by educating people about the true extent of crime and can promote crime prevention and publicise good news stories. In reporting violent crimes however the media can increase peoples fears as it can result in the perception that crime is increasing.

- 11.ix The King's Fund produced a report in September 2003, which examined how the news media reported health issues. Its findings were that there was a significant imbalance in coverage of health matters, with the issues that pose the gravest health risk receiving negligible coverage. The public attitude survey conducted annually by Thames Valley Police clearly demonstrates the importance of addressing the role of the media as it found that 65% of respondents indicated that what they read in local newspapers influenced their views on crime rates.
- 11.x. 26% of respondents to the review questionnaire said that they worked with the media to reduce fear of crime. Work cited includes publicising good news stories and publishing warnings received by the police. Some respondents stated that using the media increases levels of fear and creates issues with confidentiality therefore it should be avoided.
- 11.xi. The Home Office Crime Reduction Team, the Government Office for Yorkshire and Humber, and the Guardian debated the role of the media in a workshop in May 2002 and concluded that due to the complexity of the issues, it was essential that partnerships developed a communications strategy.

South Bucks CDRP are drafting a communications strategy to produce more good news stories in the press and are looking to invite the media along to partnership meetings to gain their support. This approach is highlighted in the Home Office fear of crime toolkit as a way of building trust between the media and partnerships. Chiltern District Council

is also in the process of drafting a communications strategy to manage both internal and external communications.

The London Borough of Merton CDRP has developed a publicity strategy that includes regular press releases, a bi-monthly newsletter, a website, attendance at public meetings and community events, videos, a calendar, a Safe and Sound community day and targeted campaigns. In the year that the campaign has been running there has been a 42% reduction in the number of people over 60 who are concerned about crime.

- 11.xii A workshop was held with local media as part of the review process and whilst media representatives emphasised their role in reporting news, they were open to including more information about crime levels or successful projects that would reassure readers. Participants in the local focus groups of older people said it would be helpful:

If more editorial space was given over to those who are caught, and not so much to the crimes that are committed.

- 11.xiii Evidence from local consultation and comparison with good practice elsewhere therefore suggests that positive publicity and balanced reporting should become an integral aspect of a multi-agency approach to reassurance.

Area for Development

- **A publicity strategy is developed by each CDRP in partnership with older people and local media.**

12. Services

- 12.i Do we know what older people need to help reduce their fear of crime?

Given the difficulty of measuring fear of crime, it is important to consider qualitative sources of information in respect of what makes people feel fearful and what helps to reduce this fear. In 2001 Age Concern and Buckinghamshire Chilterns University College undertook some research with local older peoples forums. Older people were asked for their views on a range of issues, including the environment, transportation, health and crime. The results indicated that older people have a range of concerns that increased their fears including the behaviour of younger people, the condition of bus stations, the design of sheltered accommodation, vandalism and the cost of home security devices. Initiatives they said would reduce their fear of crime included more street lighting, information about home security, more foot patrolling police officers and lists of reputable trades people to complete repairs in their homes.

- 12.ii A study commissioned by the Wycombe partnership in January 2003 explored the nature of fear of crime in older people within the locality. It stated that:

An underlying feature of older people's fear of crime resides in their opinion of young people.

- 12.iii Other factors that the study found contributed to older people's fear of crime were the perceived decline in "beat policing", the ability of the police to impose order, feelings of vulnerability and isolation, being poorly informed, experience of anti-social behaviour and aspects of the physical environment such as lack of street lighting.

- 12.iv The top 5 improvements that respondents to the aforementioned District Circle survey felt would make Wycombe a safer place were a visible police presence followed by police targeting of known drug dealers, more parental control, more activities for younger

people and more CCTV. When respondents to the Chiltern survey were asked how they thought their safety could be improved 32% said improved public transport, 87% said high visibility policing, 42% said better street lighting and 50% said more CCTV.

12.v

A CCTV strategy has been approved and funded in Aylesbury Vale and in Wycombe, CCTV has been installed in all major town centres and reviews of hotspots are being undertaken to consider its further application. A new automatic number plate recognition reader system will also be operational early this year and this project has been progressed alongside South Bucks CDRP and the Home Office as part of the PSA project. In addition Wycombe is piloting "internet protocol CCTV" for British Telecom, using telephone boxes to send CCTV footage back to the control room. The service has been so successful that it has expanded to include community call cover and provides a service to neighbouring authorities. An implementation plan for CCTV across South Bucks has recently been approved following significant consultation with parish councils and Thames Valley Police. The implementation plan is part of a broader strategy that includes the consideration of wardens and special constables and increasing the visibility of council vehicles and staff.

12.vi Henry Shaftoe makes the point in his report that almost every survey carried out about crime has found that more police on the beat is a top priority. Unfortunately this is neither feasible nor effective as a crime prevention measure. In terms of feasibility, even doubling the entire police establishment would only marginally increase their overall visibility in residential areas: residents might come across a police officer on foot patrol in their street perhaps once every three months instead of once every six months. Increasing police visibility does not have much effect on reducing crime as Shaftoe illustrates in the appendix to his report: four police officers attended a road traffic accident in Bristol and despite being immediately alerted to a burglary happening just metres away, they were not able to apprehend the offender.

A more viable alternative being applied in many areas both in the UK and in places like Holland and Belgium is to use neighbourhood or parish wardens or other types of uniformed "guardians". Such staff can deal with other matters, such as reporting environmental repairs and clear-ups and even visiting vulnerable residents on their daily rounds. This multi-tasking makes them more cost-effective.

12.vii Consultation recently completed by Aylesbury Vale District Council to inform contract specifications for street cleansing and park maintenance indicated that graffiti, litter, anti-social behaviour and vandalism were significant factors in the appearance of the environment and determining whether people used local facilities. Several requests were made for greater provision for young people, particularly skateboarders.

In Basingstoke young artists have been encouraged to spray murals of local scenes and personalities on subway walls and Henry Shaftoe points out that this could be done as part of a local history project involving older people.

12.viii Any improvements that encourage and enable older people to go out and about will improve their quality of life and health without significantly increasing their risk of becoming victims of crime as Henry Shaftoe illustrates in his account of "elderly ravers". Suitably located benches, bus shelters with seating and good natural surveillance and safe parks and open spaces should encourage older people to use public spaces, as long as they are part of a broader community safety package.

Aylesbury Vale has produced some supplementary planning guidance to aid developers in thinking about community safety early on before submitting planning applications. The guidance can be used as a material consideration in determining planning applications and thereby it can give community safety a greater profile in planning decisions. Training is needed for planning staff to ensure the guidance is properly adhered to and the police Crime Prevention Design Advisor, worked with the council on this.

Research has also indicated a link between overgrown gardens and the exploitation of vulnerable older residents by bogus callers.

A number of schemes have been introduced, in Leeds for example, to provide assistance to such residents to remove these crime 'cues'. In 2002 Help the Aged developed a national gardening programme to assist local organisations to develop gardening services for older people.

- 12.ix Parish appraisals provide a further source of information about the perceptions of local people and in South Bucks District Council area, a number of issues that relate to fear of crime were raised. In Burnham, anti-social behaviour was of most concern whereas in Stoke Poges, 83% of parishioners said they feared being burgled. The level of satisfaction with community policing was quite high but in a number of parishes people wanted a greater police presence, for example, 86% in Iver and 72% in Dorney. When asked what services would most improve their lives, people living in Burnham said police officers on foot and mobile patrol, street lighting and CCTV.

The County and District Councils within Buckinghamshire have been considering how to enhance local communities feelings of reassurance and safety. Consequently Buckinghamshire County Council has agreed with Chiltern District Council and Chesham Town Council to introduce Community Support Officers (CSOs) as a pilot scheme during the next financial year. The scheme will operate within the Chesham area. It is to be jointly funded by Thames Valley Police. It is anticipated that four Community Support Officers will be employed by the end of this summer. They will patrol on foot and will be jointly tasked by the Local Councils and Thames Valley Police to deal with incidents of anti social behaviour and other quality of life issues.

It is intended that this increased visible presence of authority figures will improve public reassurance and deter possible offenders. If this pilot scheme is successful the County Council and Thames Valley Police will be seeking to extend similar schemes throughout Buckinghamshire.

- 12.x Respondents to the review questionnaire identified a broad range of initiatives that contribute to reducing fear of crime in older people. The majority of respondents rated the HandyVan scheme as being one of the most effective initiatives, although two respondents stated that this scheme is not effective at all. Other popular and effective initiatives include Neighbourhood Watch schemes and Safer Homes. Community talks on crime issues and advice held by various professionals is viewed as effective. Street lighting, publicity in local newsletters, and the Community Contact Card are regarded as ineffective, and need to be improved. The effectiveness of CCTV depends on which area of the county the respondent is geographically located. Half of those who mentioned CCTV were very happy with the initiative, while the other half were not. Other initiatives mentioned included lifeline alarms, door stickers, advocacy, subsidised bus services, curriculum work and practical activities directly with older people within schools and tackling rogue traders.

In respect of rogue traders, Buckinghamshire County Council Trading Standards service along with Neighbourhood Watch Schemes and Thames Valley Police are involved in an education programme that targets community groups and vulnerable adults with a view

to raising awareness and preventing doorstep crime and distraction burglary. The Handyvan scheme is also involved in this training programme and work is currently underway to explore how this training can be mainstreamed into the Adult Social Care training programme.

- 12.xi The focus groups of older people mentioned a range of initiatives that would reduce their fear of crime including safety advice on flyers or in parish newsletters, free alarm systems and stricter sentencing. More extensive communication of highly regarded services such as Handyvan, expansion of Neighbourhood Watch Schemes and projects that brought young and older people together including more involvement of older people in schools were also advocated.

There are already a number of innovative projects that help to address intergenerational issues, for example, Youth Outreach workers who are funded and supported by Community Safety and managed by Youth & Community Services at Buckinghamshire County Council. The workers have engaged with groups of young people within South Bucks, Chiltern and Wycombe. They have identified through consultation with partners and parishes, where the youth congregate or cause problems and then in various key locations, have worked with these youngsters to improve behaviour, reduce drug and alcohol abuse, minimise criminal activity and generally increase their awareness of the affect they have within communities. More recently they have helped mediated between resident groups and youngsters to reduce anxiety and worked with councils to help site youth facilities. In addition, "The Streets of Southcourt project" has encouraged young people to think about their environment and the impact they have on the wider community through bringing together a group of 13-16 year olds who were at risk of offending behaviour to make a video about their experiences and perspectives to show to the rest of the community.

The West Middlesborough Youth Inclusion project developed as a result of poor relations between young and older people on an estate. Other projects have developed as a result of this initiative. Young people worked with older people in the community to reclaim and restore a local park. Friction within the community has reduced as young people have formed relations with older people and other projects have developed as a result of this initiative including a community inclusion centre and Friday night group for young people.

- 12.xii There is a range of creative initiatives within the county and elsewhere that may help to reduce fear of crime in older people and older people who have been consulted are clear about the types of initiatives that help to make them feel safe. Whilst a broad direction for future developments can be highlighted, the lack of co-ordination, evaluation and mapping of existing services makes it difficult to make more specific recommendations.

Areas for Development

- **Using the full breadth of existing information on fear of crime in older people to inform future community safety strategies.**
- **Focus developments in areas that matter to older people such as increasing visibility, effective communication and advice and projects that bring older and younger people together.**
- **Identify gaps and overlaps in existing provision.**
- **Improve co-ordination of existing initiatives across agencies and service areas.**

12.xiii How can we lessen the impact of crime on older people?

The reform of the Criminal Justice System aims to put the needs of victims and witnesses at its heart. "A New Deal for Victims and Witnesses - National Strategy for Improved Services" sets out the vision for a joint approach across the system on how the needs of victims should be met.

12.xiv A small-scale study completed by Roger Donaldson on behalf of the Home Office in 2003 illustrates why it is important to consider specifically the needs of older victims of crime: the study indicated that victims of burglary decline in health faster than non-victims of a similar age. Two years after the burglary they were 2.4 times more likely to have died or to be in residential care than their non-burgled neighbours. The study made two key recommendations that should help to alleviate the distress of victims:

- Keeping victims informed about the progress of prosecutions was important in providing reassurance.
- More attention could be given to the location of sheltered accommodation and the inclusion of security design features.

A number of initiatives seek to address these recommendations in Buckinghamshire for example; in Chiltern Vale police area there is an officer who specifically deals with distraction burglaries. This allows for better communication to victims and helps with the co-ordination of response to these offences. The Handyvan scheme provides practical support and advice to older victims of crime who receive a priority response. In respect of the location of sheltered accommodation, all planning applications use the services of the Crime Prevention Design Advisor, and so any future developments would benefit from his expert advice. In addition, Buckinghamshire Youth Offending Service works with victims of crime in a number of ways, including arranging for the young offender to make good the damage they have done (reparation) and setting up a meeting between the victim and offender where the offender apologises and agrees how they can put right the harm they have caused (mediation).

12.xv The focus groups of older people expressed a lack of confidence in the Criminal Justice System to achieve a conviction and one person stated that:

Crime pays! If someone gets caught, they only get a slap on their wrist, not a proper punishment.

12.xvi Several studies by Mencap, for example "Barriers to Justice" in 1997, have highlighted the need for people with disabilities to receive equal treatment from the Criminal Justice System. Research suggests that people with learning difficulties are twice as likely to be victims of crime but few people are brought to justice. Proposed amendments to the Criminal Justice Bill that would make it an aggravated offence if someone was targeted because of their disability and initiatives such as the one described above in Lancashire should encourage more people with disabilities to give evidence.

The above factors would suggest that co-ordinating a response to victims and attending to the apparent low level of confidence in the Criminal Justice System is an important aspect of reassuring older people and vulnerable adults.

Area for Development

- Consider ways to co-ordinate existing schemes that provide a response to victims to maximise effectiveness.

13. Partnerships

13.i How effective is partnership working to reduce the fear of crime in older people?

The fear of crime and associated wider problems, such as anti-social behaviour or neglect of the physical environment cannot be addressed by an individual or individual agency alone, but need to be the focus of a co-ordinated multi-agency effort with leadership, vision, determination and sustained effort by all. The role of the LSP has already been discussed and further information in respect of the effectiveness of strategic partnerships is contained in the recent Improvement and Development Agency evaluation of joint working between the county and district councils. This review found that whilst there are numerous examples of joint working, there is no clear, shared agenda or agreed mutual priorities between the authorities. There is a need to develop a more effective approach to communication across the two tiers of local government and there is a need to rationalise and simplify partnership structures within the county. In addition, there could be greater use of local committees to address cross-cutting issues. An implementation plan is currently being developed to address these points.

Nottinghamshire Police have developed a partnership with private industry and public services to develop a personal safety programme for people with disabilities called "Safety Focus". A range of teaching methods are used including role play and video and one video called "Streetwise" is specifically aimed at giving advice to older people on how to stay safe when out in the community. The project is expanding and has produced a pre-teaching booklet on disability awareness to aid police officers and other professionals interacting with people with disabilities.

- 13.ii The 4 district councils have recently completed a public space diagnostic as part of their CPAs. This includes an assessment of how they work in partnership to improve community safety. Aylesbury Vale highlights comments from their peer review, which noted their focus on meeting targets and fostering good relationships, particularly through the community safety partnership. Chiltern mention a number of partnerships but conclude that identifying lead partners for priorities and projects could make improvements.
- 13.iii The countywide structure for progressing the community safety agenda is set out in **Appendix 7**. Until recently there have not been agreed terms of reference for all of these groups, which has detracted from their effectiveness. Recently an away day was held and there was an agreement that a new co-ordinating structure was needed. The RAG is in the process of agreeing this along with clear terms of reference.
- 13.iv The CDRPs are currently undertaking a self-assessment, which encompasses many aspects of their partnership work. South Bucks piloted the assessment last year and a number of findings were made in respect of their partnerships. Crime Concern were commissioned to undertake the evaluation and found that correct people were sitting at appropriate levels of partnership, partners are signed up to targets in the strategy and there are good operational links with the business community. The following areas of development were identified: not all partners understood each other's roles, responsibilities and constraints; training and development plans are not used; the partnership's profile and extent of support from each partners agency was unclear, and the benefits of partnership working were not recognised by all partners. The other

CDRPs have identified similar issues, for example in Aylesbury Vale, there is strong representation from partners but not all are clear about the benefits of working in partnership. The Wycombe partnership has no agreed terms of reference but anticipate this will be an action from the self-assessment. Arrangements for performance management and organisation of the work of the partnerships vary between CDRPs with Aylesbury using a project template system and Wycombe using implementation and action plans. The self-assessment in South Bucks recommended that there should be more robust performance monitoring and the development of SMART action plans.

- 13.v In addition to local agencies, every community safety partnership needs to find a way of getting out in to the wider community to address the public's concerns if they perceive crime levels are higher than they actually are, distribute crime prevention advice in a way that will help to promote a greater sense of security, inform people about the initiatives going on within their communities to make them safer and involve everyone in active participation. It is difficult to assess how the CDRPs are linking with local communities in the absence of their self-assessments however in South Bucks the links between the council, community policing and the community were found to be close.
- 13.vi 75% of respondents to the review questionnaire saw the police as their main partners. The district and county councils were viewed as the next key partners followed by the PCTs and voluntary organisations. There was little mention of community groups although the parish councils referred to churches and villagers. It is worth mentioning that 70% of parish councils completed questionnaires compared to an overall response rate of 45%. Their responses clearly indicated an interest in the issue of fear of crime in older people and a willingness to be more involved in working together to seek solutions. The main activity that respondents said they undertook in partnership was information sharing, followed by determining need and problem solving. When asked to rank the effectiveness of activities undertaken in partnership, respondents stated that they were most effective at joint commissioning and joint delivery of services and least effective at evaluating performance and sharing information.
- 13.vii When asked what improvements respondents would like to come out of the review, the most frequently mentioned was improved partnership working and co-ordination of response. It is evident that improvements in partnership working are the key to improvements in a range of core activities such as sharing information, performance management, communication and commissioning of services. In addition, given the broad response that is required to reduce fear of crime in older people, consideration needs to be given to the role of parish councils in the fear of crime agenda, to engaging a broader range of partners within local communities and to progressing the implementation of section 17. The Local Area Committees established in each district council area may provide an opportunity to strengthen partnerships between partners and the public.

Areas for Development

- **Clarification of roles and responsibilities within partnerships and in the countywide co-ordination of community safety issues.**
- **Consideration of the benefits of broadening existing partnerships, to include older people, Parish councils and other members of the community.**
- **Promoting a partnership response to reducing fear of crime through further implementation of section 17.**

13.viii What are the barriers to success?

The SWOT analysis completed at the start of the review identified strengths and barriers to success, many of which have been highlighted in this report. In respect of partnerships the barriers include a lack of clarity in partner's roles, a lack of representation of older people, limited streams of funding and different levels of commitment between partners. These barriers are expanded upon in the performance information CDRPs are required to submit to central government. Other factors identified are high staff turnover in partner agencies and the scale of the work that requires managing by a limited number of people.

- 13.ix Respondents to the review questionnaire suggested a range of improvements that could overcome existing barriers and as mentioned previously, the key development was improved partnership working. Other priorities included visible street policing, the built environment (streets, housing, CCTV) and transportation, understanding fear of crime in older people, communication and information sharing and anti-social behavior. These priorities were discussed at a seminar with a broad range of stakeholders. The debates held at the seminar have helped to identify the two broad themes for development and started the process of shaping the improvement plan. A report on the seminar is available from team members.

Area for Development

- **Adequate resources need to be identified to implement new developments**

13.x How can older people make a difference to crime and disorder in our communities?

The Better Government for Older People (BGOP) initiative was introduced in 1998 and attempted to focus strategy development and support systems for older people on the older person as a participative citizen rather than a passive recipient of services or victim:

We are looking first and foremost at older people as citizens, and bringing in all the various factors like regeneration, crime and disorder, lifelong learning and education. If you have a strategy that makes the links with the whole agenda you are more likely to look at the aspirations of the aging population, rather than the service constructions you have already got. Mervyn Eastman, Director, BGOP.

Older People's Action Groups (OPAGs) developed from BGOP and aim to ensure that older people are engaged at all levels of governance, by providing opportunities for older people to participate in all areas of public life including the formation of policies and the improvement of public services. In addition, OPAGs ensure that the contribution older people make to their communities is recognised and help to improve the image and increase the profile of older people. There are a number of active OPAGs in Buckinghamshire and the aim is to establish a network across the county to ensure that all local older people have a voice in local and national policy formulation and service delivery.

- 13.xi It is important therefore for the CDRPs to consider how they can engage the OPAGs in their audit and strategy development work.
- 13.xii Whilst older people in the local focus groups felt there was little they could do to make a difference to crime and disorder other than being vigilant, older people consulted in Lacey Green felt a pressure group may be effective. There are other ways that older people can make a contribution to the reduction of crime and disorder, for example the introduction of referral orders in April 2002 provides volunteer members of the

community, including older people, with the opportunity to become part of the Youth Offending Panel. The panel agrees a contract with the young offender with a view to preventing re-offending.

- 13.xiii In addition to the BGOP agenda, there are other strategic priorities that should empower older people to play an active role in reducing crime and fear of crime. In December 2002 the Government launched Guidance on Community Cohesion. A cohesive community is one where there is a sense of belonging for all communities, where people from different backgrounds have similar opportunities and where strong relationships are developed between people from different backgrounds. Community cohesion lies at the heart of what makes a safe and strong community and is therefore a key outcome for local agencies to work towards.

The Wycombe LSP has set up a community cohesion group, which has focused on auditing and co-ordinating existing activities that promote community cohesion. The Wycombe Partnership hosted a regional conference on community cohesion in July 2003, which brought together 70 representatives from LSPs around the South East to explore perspectives and approaches around community cohesion.

- 13.xiv Throughout this report issues have been highlighted that, if addressed, would increase the contribution that older people can make to reducing fear of crime. These include an overarching older people's strategy rooted in active citizenship, better linkage between service area and strategic aims, wider engagement of the community to develop cohesion and improved consultation.

Areas for Development

- **Engaging older people in planning and delivering community services**
- **A value base built on engagement and citizenship to be agreed by older people, planners and services**

- 13.xv How successful have we been at mainstreaming community safety issues?

In order to make real and lasting reductions in the fear of crime in older people, service areas within each partner organisation need to work in partnership and actively contribute to this agenda.

There are a number of examples of processes to assist with the mainstreaming of community safety activity. Aylesbury Vale District Council in conjunction with Buckinghamshire County Council has developed a joint Section 17 training pack, which has been delivered to staff, elected members, community groups and community safety partners. This training was also supported by Bucks Association for Local Councils (BALC) and piloted in parish councils in Aylesbury Vale. Due to the success of the training both the District and County Council are developing a Section 17 handbook and looking at ways to introduce this training into the mainstream.

- 13.xvi In Wycombe, the council uses its business planning processes to ensure housing, environmental services, planning and community services each play a role in achieving community safety objectives. In addition, the council undertook a Section 17 review in 2001 and developed and implemented an action plan to tackle emerging issues. In South Bucks a seminar took place in January 2004 to raise the profile of community safety across the council and a follow-up session is planned with Parish councils in the autumn. The CDRPs were asked how they influenced other services to reduce fear of crime in older people and in addition to the above activities, providing information and communicating the aims of the partnerships were mentioned.

- 13.xvii When asked if respondents to the review questionnaire required help to deliver their responsibilities under Section 17, 73% said yes and 23% said no. The type of help people required most of was training, workshops and conferences. Some respondents stated that they needed more resources to deliver their responsibilities.

Buckinghamshire County Council has established a Community Safety Liaison Group, which consists of representatives from each of the service areas and the cabinet member for community services is also a member of the group. The group meets regularly to give feedback about their services activities around community safety. The County Council has set out clearly its priorities and objectives in respect of mainstreaming activity in the Safe and Strong Communities document. This is the first time the County Council has produced such a document that clearly identifies a range of activity directed towards community safety and is a building block for further developments.

- 13.xviii It is recognised by the partners to the review that further activity is required to improve the way in which community safety is mainstreamed across the authorities and to ensure that the delivery of Section 17 goes beyond the legal obligation. The nature of fear of crime however demands that a co-ordinated response from a broad range of services alongside other partners already mentioned is made in order to reassure older people and other vulnerable members of our communities.

Areas for Development

- **Sharing existing good practice in respect of implementing Section 17.**
 - **Implementation of existing mainstreaming strategies or development of these if not in place.**
 - **Development of a training plan to support the implementation of Section 17.**
- 13.xix Phase two of the review yielded a range of useful information and viewpoints from a variety of sources, in particular, the focus groups of older people, questionnaire, stakeholder event, performance information, desktop and best practice research. This consultation and information gathering has enabled the team to challenge how partners collaborate to respond to fear of crime in older people within Buckinghamshire and to make comparisons with other authorities. In addition, references that have been made to initiatives with vulnerable adults demonstrate that lessons can be learnt from good practice in reassuring members of the community other than older people. A summary of the areas for development is contained in **Appendix 12.**

Part 3- Themes for Change and Recommendations

14. Selection of themes

- 14.i Best Value Reviews usually create a spectrum of possible changes that could improve a service. Options are then analysed in order to demonstrate a reasoned case for the chosen route. Options that are usually considered include the following:
- Cessation of a service, in whole or part
 - Creation of a public-private partnership
 - Externalisation of a service to another provider
 - Market testing all or a part of the service
 - Continuing a service but either restructuring or re-positioning it
 - Renegotiation of existing arrangements with current providers
 - Joint commissioning or delivery of the service
- 14.ii These options would be evaluated for their impact on people receiving the service, their ability to address areas of development and their impact on performance indicators, costs, quality and corporate objectives.
- 14.iii It became apparent to the review team that whilst an option appraisal was appropriate for a review of services, it did not apply comfortably to a partnership review that has been more strategic in its focus. Joint Commissioning of services is an exception and this does feature within the improvement plan.
- 14.iv The process that the review team agreed would generate some priorities for delivering changes in areas identified as in need of development was as follows:
- Agree an overarching outcome or vision to which developments would contribute. This was shared at the Stakeholder event and is illustrated in **Appendix 8**
 - Consult a range of stakeholders on the emerging priorities for development, which focus on:
 - Partnership Working
 - Visible street policing
 - Built environment and transportation
 - Understanding fear of crime
 - Communication and information
 - Anti-social behaviour

This consultation was also undertaken during the Stakeholder seminar. It became evident that the 6 themes were all viewed as priorities by stakeholders, but the top 3 priorities were understanding fear of crime, visible street policing and partnership working.
 - Cross-reference evidence from each aspect of field work including the review questionnaire, focus groups of older people, stakeholder day, media session and best practice research to establish whether the areas for development could be grouped into broad themes to bring coherence to the improvement plan.
- 14.v The outcome of the above process was that two broad themes emerged. The two broad themes were then broken down into more specific recommendations.

15. **Theme One** – A comprehensive and co-ordinated service response to reassuring older people.
- 15.i The first theme centres on a multi-agency approach to reassurance and brings together priorities such as increasing visibility, intergenerational work and practical service responses centred on increasing feelings of safety either in the community or at home. Recommendations that underpin this theme include:
- 1: Increase visibility and contact with police services and other responsible agencies that provide authority and reassurance
 - 2: Promote intergenerational understanding by increasing the opportunities for older people to engage positively with young people
 - 3: Creating an environment in which older people feel physically and psychologically safe
 - 4: Increase the confidence of older people in the Criminal Justice System (CJS)
16. **Theme Two** – A person-centred approach to commissioning services that reassure older people.
- 16.i The second theme brings together a number of areas for development that centre on commissioning activities such as information analysis, consultation, communication, planning and the mainstreaming activities that underpin these processes. Recommendations include the following:
- 5: Roles and responsibilities within partnerships need to be clarified in order to develop and mainstream strategic priorities to influence the commissioning and delivery of services that reassure older people
 - 6: Develop an information and communication strategy covering all aspects of information management and communication with the public, press and internally between agencies
17. **Broader Issues**
- 17.i The scope of the review has of necessity been broad as the fear of crime can affect the quality of older peoples lives in a variety of ways. Whilst the key issues and actions have been captured in the improvement plan, there are factors that impact on its delivery, which are being addressed through other mechanisms. Two examples of such broader issues are given below:
- 17.ii The review team have found evidence that indicates partnerships could be improved on a number of levels. The improvement plan contains actions that relate to CDRPs, countywide community safety co-ordination and mainstreaming within partner organisations. Other issues such as the need to rationalise partnerships and set clearer priorities together are being addressed through a separate improvement plan following the IDeA review. If delivered, these actions will have a positive impact on the partners' ability to mainstream community safety and deliver this improvement plan.
- 17.iii All of the recommendations have been developed in the context of a value base that recognises each older person has the right to a life which maintains personal independence, safeguards privacy, offers genuine and informed choices, provides opportunities to enjoy and contribute to society as fully as possible and meets their social, cultural and individual needs. This approach puts the older person and their unique needs at the centre of service planning and development. The team did consider developing a separate recommendation around the value base but concluded that it should be reflected throughout the improvement plan and in the way we understand and

respond to fear of crime in older people. Work is currently ongoing to develop an older persons strategy, which will give a clear direction to all partners in respect of the future shape of services that support older people within their communities. This strategy will in effect seek to mainstream the older peoples agenda and will therefore support the delivery of this improvement plan.

Part 4- Improvement Plan

18. Implementation and monitoring arrangements

The recommendations have been developed in partnership and will require a partnership approach for implementation to be a success. There are two further stages to the development and implementation of the improvement plan that partners will need to conclude. These are as follows:

- Developing targets and measures- a range of services and agencies will be responsible for implementing aspects of this improvement plan including youth services, communications personnel, the youth offending service, trading standards, OPAGs and parish councils. Further negotiations will be required with these services and agencies before specific targets and measures can be agreed. Consultation on the report and improvement plan may also identify action that has been omitted or work that is in progress but was not captured by the review team. In addition, a number of options for resourcing improvements such as the Local Public Service Agreement (LPSA) require exploration.
- Implementation- this will need to be overseen by a group that has a sufficiently broad remit and the authority to ensure delivery. The countywide community safety group is in abeyance therefore this is currently not a viable option. An option could be that a group is formed under the umbrella of the countywide LSP, drawing members from existing relevant working groups such as older people, youth and community safety. An alternative could be that one working group takes responsibility for monitoring the improvement plan across other priority areas.

It is recommended that a steering group comprising of members of the review team should co-ordinate the negotiations about targets and measures and resourcing options. A decision about monitoring arrangements will be made by April 2004 as the report and improvement plan is considered by the scrutiny and decision-making bodies.

19. Improvement Plan

This three-year plan is contained in the following tables. It has not been possible to specify exact costs in some instances until targets are agreed with service areas. We have therefore estimated these costs at this stage as low, medium or high.

Low	= <£10k
Medium	= £10k - £35k
High	= £35k+

**Best Value Review-Community Safety, reducing fear of crime in older people
Improvement Plan**

Theme A- Comprehensive and co-ordinated service response to reassuring older people

Recommendation 1: Increase visibility and contact with police services and other responsible agencies that provide authority and reassurance

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
Older people would feel reassured by more contact with police in their neighbourhoods	Increase reassurance by publicising non-emergency contact numbers for all officers. This initiative will be publicised via parish newsletters and police surgeries.	Increase in satisfaction with police contacts – target to be determined.	Increase the public's knowledge of this service and improve access to all non emergency Police services.	Public Satisfaction Survey	Thames Valley Police	2004-2005	Nil
	Area Beat officers, in conjunction with Police Community Support Officers (PCSOs) will use locally targeted advertising to promote regular police surgeries at convenient times/locations to maximise public contact.	It is suggested that a minimum of 6 surgeries per beat will be held a year. At least one of these will be held in an older persons day centre or sheltered accommodation complex.	Increase police contact and engagement with the local community	Number of surgeries held. Total hours the surgeries are 'open'. Feedback report/user satisfaction survey numbers, ethnicity, gender and apparent	Thames Valley Police	2004-2005 ongoing	Nominal

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
	To introduce a pilot scheme in Chesham of 4 PCSOs in areas evaluated by the Intelligence as most likely to benefit from increased patrols.	4 PCSOs to be recruited	To increase the visibility of authority figures.	ages of attendees to be recorded. Survey Public opinion re visible policing to establish baseline data.	Thames Valley Police	April 2004-2007	£126,000 from Local authorities and Thames Valley Police. Additional funding will allow for more schemes to be introduced cross the County.
Older people are reassured by Neighbourhood Watch Schemes and want more schemes to be developed.	Neighbourhood watch to participate in beat surgeries to target schemes within areas of older people.	100% of older people provided with the opportunity to belong to neighbourhood watch schemes	Older people are reassured by more Neighbourhood watch schemes.	Numbers of letters sent to older people	Thames Valley Police/ Neighbourhood Watch	2004/2005 ongoing	See beat surgeries
	Promotion of Neighbourhood Watch Schemes through local sources i.e. parish newsletters, local press promotional events. Attend local	To be agreed	Increase the number of enquiries about NHW.	To be agreed	Thames Valley Police/ Neighbourhood Watch	2004/2005 ongoing	Nominal

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
	community meetings						
Existing initiatives require coordination to maximise their effectiveness to promote cohesion and reassurance.	Carry out a one off mapping exercise of all existing initiatives and identify potential for strengthening partnerships in order for greater coordination of initiatives to be achieved.	To create a coordinated partnership network to deliver geographic focused work through e.g. Youth and Outreach Workers, Health Visitors, Area Beat Officer, Special Constables and Housing Wardens	Maximising the potential for multi agency cooperation to increase cohesion and belonging in communities	To be agreed	RAG and independent agency	2004/05	£5,000

Recommendation 2: Promote intergenerational understanding by increasing the opportunities for older people to engage positively with young people.

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
Older people can be fearful of young people There are differences in perceptions and needs between generations	A crosscutting intergenerational programme involving and consulting with people from each age group and from a range of cultural backgrounds.	Greater promotion and increased activity of intergenerational work e.g. Citizen Programmes, Schools,	Better understanding of each groups values and expectations.	The numbers and types of interactions between the two groups. Survey results. Focus Groups.	Children and Young Peoples' Strategic Forum	Programme developed within 6 months Oct 2004	10/15 K

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
		Community Reparation, Youth Outreach, older peoples' groups					
There is a limited range of opportunities that bring older people into contact with younger people as positive role model	Further promotion of intergenerational involvement within existing services to be incorporated into service planning and developed through inter agency workshops.	Targets to be established in service plans with authorities and by all BALC members. An annual award scheme	To help to make a positive impact on old and young persons lives.	To be agreed	Bucks LSP (Supporting communities)	Autumn 2004	£300 Sponsorship

Recommendation 3 – Provide an environment where older people can feel physically and psychologically safe

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
Older people can be fearful of visiting town centres using car parks and public transport	Develop and implement an impact assessment, (to include lighting and environment) involving rapid appraisal with community in its widest context in	Impact assessment carried out on all relevant planning applications within town centre (could be broadened to villages)	Less fear shown by increased numbers of older people using town centres	To be agreed	Planning Departments and Crime Reduction Advisors	January 2005	£10K

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
	widest context, in decision making to design out crime	Maintain awards for safer car parks and apply principles of awards to other car parks. Use of vehicle crime pro-forma.					
		Budgets established in each CDRP for environmental improvements that reduce fear					Medium
	All town centre forums, town and parish councils to engage with older peoples' groups to develop specific ways of encouraging older people to visit our town centres.	To be agreed	Increased number of older people visiting our town centres	Community Appraisal Action Plans	Town Centre Forums, town and parish councils and the district councils	December 2004	Nil Cost
	Workshops for transport companies (bus, rail, taxi, coach, community transport) to consider ways of increasing public	To be agreed	Increased usage of public forms of transport by older people	To be agreed	Bucks County Council	October 2004	£2,000

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
	confidence in transport						
Older people can be fearful of bogus callers and distraction burglary	Widening the membership of the Countywide Distraction Burglary and Bogus Caller Group to encompass all District, County services, health, older people and utility services	Targets set for each relevant service in respect of distraction burglary	Reduction in number of distraction burglaries. Wider support given to Distraction Burglary Action Plan	To be agreed	Gillian Stimpson	July 2004	Nil
Older people can be fearful of a range of anti-social behaviour	Countywide Environmental / Waste Cleansing Steering Group to incorporate actions within their plans to tackle the results of ASB to give a common response.	Locally specific actions incorporated into action plans	Improved physical environment in problem areas Reduced fear of crime in older people	To be agreed	Environment/Waste	December 2004	Nil
	ASB officers liaise with above group to develop measures to reduce ASB in built environment	Locally specific actions incorporated into action plans	Improved physical environment in problem areas	To be agreed	Countywide ASB Steering Group	December 2004	Nil

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
	Countywide ASB steering Group to develop recommendations on actions that reassure people for ratification by CDRPs Develop initiatives to increase the confidence of older people to remain at home eg community contact card	Locally specific actions incorporated into CDRPs action plans One initiative per year	Reduced fear of crime in older people Increase numbers of older people remaining in their own homes	To be agreed Participation in the scheme by older people	Countywide ASB Group and CDRPs Vulnerable Adult Protection Forum	January 2005 April 2004 – April 2007	Nil Low

Recommendation 4 – Increase the confidence of older people in the Criminal Justice System (CJS)

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
Older people do not perceive that offenders are punished for	Establish a working group to consider the perception of older people in relation to	Research into Criminal Justice System and the justification of the	Increased confidence in Criminal Justice System	To be agreed	Thames Valley Criminal Justice Board	December 2004	Nil Cost

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
crimes committed against them	<p>Criminal Justice System. Group to incorporate courts, victims, voluntary agencies supporting victims of crime, police, legal services, YOS, probation and prisons</p> <p>Police to appoint an Older People's Officer (like Schools Officer) to act as main link with older people in the community and linking to voluntary groups and agencies</p>	<p>older peoples perceptions and an appropriate action plan to tackle those perceptions developed by the working group</p> <p>To address and publish any finding from the research</p> <p>Officer appointed to cover whole of Bucks</p> <p>Bank of good practice built up</p>	<p>System</p> <p>Increased confidence in police and criminal justice system</p>	To be agreed	Thames Valley Police	January 2005 – January 2008	Medium Cost for three years
Initiatives that support victims are not co-ordinated to provide a coherent response to older people and the experiences of older people	<p>Produce a Victims Charter which can be signed up to by all appropriate agencies</p> <p>Older peoples' strategy group to develop a model of engagement</p>	<p>Victims Charter agreed and owned</p> <p>Representatives agreed for each CDRP and other</p>	<p>Consistent approach given to victims of crime.</p> <p>Older people are more engaged in the work of CDRPs and other</p>	<p>To be agreed</p> <p>To be agreed</p>	<p>Older Persons' Police Coordinator in liaison with victim support</p> <p>CDRPs and other partnerships</p>	<p>September 2005</p> <p>October 2004</p>	<p>£4,000</p> <p>Nil</p>

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
of these services is mixed	between older people and other partnerships	appropriate agencies	partnerships		under leadership of CADEX		

Theme B – Person Centred approach to commissioning services that reassure older people

Recommendation 5: Roles and responsibilities within partnerships need to be clarified in order to develop and mainstream strategic priorities to influence the commissioning and delivery of services that reassure older people.

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
Strategic priorities are not integrated in service plans and community safety strategies	Each agency to develop or review an implementation plan to mainstream community safety which includes a training plan.	Identify a framework for each agency. Review specific services that can/do contribute to community safety. Promote section 17 to staff elected members and partner agencies.	Clear community safety targets identified and delivered within all service areas.	Target setting in service areas. Number trained	RAG	September 2005	Set up nominal Delivery medium
	Strategic workshops to identify ways in which the plan can be delivered within service areas.	To be agreed	Improved integrated delivery of strategic priorities	To be agreed	Bucks LSP	April 2005 – April 2007	£2,000 per annum

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
There is no countywide older peoples strategy that makes the breadth of connections needed to respond to fear of crime in older people	Development of an older peoples strategic partnership and a framework for delivery.	Identification of key priority areas to be delivered across all service areas and partner agencies	Older people are supported in the community by a co-ordination of services	Development of a framework and timescale Target setting within service areas.	Richard Cummins and group.	End 2004	No additional cost
	Appointment of an older peoples' officer to promote the integration of services that support older people.	To be agreed	More effective, person centred response to older people by services	Development of strategies plans etc and integration into others.	Richard Cummins and Group	End 2004	£35k
	Review of the role and effectiveness of older peoples' champions and ensure there is one in each agency.	To be agreed		To be agreed	Richard Cummins and Group	April 2005	Low cost
Countywide strategic partners roles and responsibilities need to be clarified in respect of community safety	Review the structure, membership, roles and responsibilities of the strategic partners against the strategic priorities	Identify lead officers/agencies to scrutinise and coordinate the response to the strategic priorities so that they are met within their service areas.	Accountable leadership to ensure the coordination and effective delivery of the strategic priorities through mainstream service delivery	To be agreed	CADEX	October 2004	Nil
Roles and responsibilities within CDRPs	Review the structure and membership of the partnership against	Contribute to the development of a countywide plan	Clarification amongst each partner as to their	To be agreed	CDRPs	Oct 2004	Nil

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
need to be clarified and existing partnerships broadened.	strategic priorities.	identifying clear roles, responsibilities, priorities and targets to ensure a coordinated approach amongst the CDRPs when delivering the countywide strategic priorities.	roles responsibilities and priorities ensuring that relevant partners are engaged throughout the process				
There is no countywide coordinated approach to joint commissioning and prioritising of resources that delivers strategic priorities within Buckinghamshire.	Each CDRP to scrutinise its commissioning processes and develop an improvement plan.	Strengthen commissioning capacity at CDRP level and establish a CDRP joint commissioning group.	To deliver joint strategic priorities that meet the needs of local communities.	Audit performance /financial Targets national/(local) Coordinated delivery. Monitoring and evaluation arrangements supply maps, needs analysis	CDRPs	Oct 2004	£80k (20 x 4)
	Establish a countywide joint commissioning group to incorporate all service areas	To be agreed	Improved coordination of countywide initiatives for the development of safer communities	To be agreed	CADEX	Jan 2005	Nominal

Recommendation 6: Develop an information and communication strategy covering all aspects of information management and communication with the public, press and internally between agencies

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
There is no agreed approach to measuring fear of crime	Adopt and communicate the review definition of fear of crime and use in all initiatives	Definition used as basis for actions within future PSA target for older people and by partners	Actions are based on the definition	To be agreed	Bucks LSP (Older Peoples group)	October 2004	Nil
	Establish baselines against which actions will be measured for key triggers for fear of crime	To be agreed	Plans and actions are based on verifiable data	Performance in key trigger areas	CDRPs and data analysts	January 2005	Medium – developing analytical capacity at district level
	Each CDRP to develop a qualitative tool to assess levels of fear of crime and share results	To be agreed	Increase in information regarding levels of fear of crime	Resident consultation, audits within service areas	CDRPs with local strategic, neighbourhood partnerships and town and parish councils	December 2005	Medium
Current information requires	Create a data warehouse for key triggers with potential to	To be agreed	Greater understanding and focussing of	To be agreed	GIS Officers under leadership of	January 2005	£35k

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
coordination and is incomplete	expand to other key indicators and maintain it. Formalise arrangements for operation of data warehouse		resources to problem areas		CADEX		
	Centralise project knowledge and best practice based on models elsewhere	To be agreed	Sharing of best practice	To be agreed	Countywide LSP	January 2006	Medium
Ongoing consultation with older people about fear of crime does not happen consistently	Centralise consultation information with each agency and share between agencies	To be agreed	Resolve consultation overload and exchange best practice	To be agreed	Marketing/Communications/Corporate Strategy/ Policy Unit	April 2005	Low
Older people do not always receive information that helps them feel secure	Develop good practice guidelines regarding provision of information to older people	Best practice guidelines completed	Best practice is adopted and older people receive information according to their requirements	Readership surveys, websites, user groups and face to face contact	Marketing/Communications/Corporate Strategy/ Policy Unit	December 2005	Low
Older people want a balanced view about crime in their communities	Comprehensive PR strategy including proactive medium management and	Flow of positive news stories Programme of	Reduction of fear of crime in older people	To be agreed	CDRPs and Communication personnel – to contract out	April 2005	Medium

Baseline (Issue)	Input (Action)	Output (Target)	Outcome	Measure	Agency/Lead Person	Timescale	Resources
	consultation arrangements developed	information delivered to older people Schedule of consultation with older people agreed			some work		

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