

The role of Culture and Sport in reducing Crime and Anti-social Behaviour





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Foreword

It has long been recognised that culture and sport have an important role to play in preventing young people becoming involved in crime and anti-social behaviour.

Through adopting a strategic partnership approach culture and sport can engage young people in a wide range of positive activities, targeting those at risk of offending, helping promote community safety initiatives and assisting with wider community cohesion programmes.

A review of 2009/10 Home Office statistics¹ for England and Wales reveals that crime levels reached their peak in 1995. Since then overall crime has fallen by around 50%.

However, fear of crime remains high particularly amongst older and younger people. This is where culture and sport can play a positive role, bringing communities together through local events and festivals, bringing generations together helping to remove suspicion and fear, and sometimes working with people who are on the margins of society providing them with alternative futures.

This document is aimed at providers of culture and sport services and is designed to enable them to better understand community safety and crime reduction agendas. It identifies some of the ways that they can contribute to reducing the actuality and fear of crime through engaging with the right partnerships and provides guidance on better evidencing the contribution the sector can make to local priority outcomes.

It is also intended to introduce agencies such as the Police and Community Safety Partnerships to the opportunities and benefits that could be secured through closer engagement with the culture and sport sector.

In the wake of the summer riots there has been much discussion about the factors contributing to crime and anti-social behaviour. Media commentators portrayed a growing culture of recreational violence characterised by gun-toting, knife wielding gangs set against a backdrop of arson and looting. However, gang members only

accounted for 13% of those arrested and charged in relation to the civil disturbances. Many theories have already been proffered to explain the actions of this minority, from social exclusion to welfare dependency, poor parenting to spending cuts. Indeed the Riots Communities and Victims Panel, who have been considering the various motivations of all those involved and examining how key public services engaged with the affected communities, have stated there was no single cause. They are now tasked with making recommendations to ensure communities are more socially resilient in the future.

Irrespective of these findings, the reality of a reduction in public expenditure means that we will face further challenges, with services to young people already identified as one of the most significant casualties in budget cuts. With the cost of placing one young person in custody for a year at around £45,000, councils and their partners will need to renew the focus on efficient and innovative ways of providing joined up services to reduce crime and anti-social behaviour. Preventive projects are proven to be extremely cost effective and focused work with young people at risk of offending can significantly reduce enforcement costs. This opens up opportunities for culture and sport to contribute positively to the community safety agenda, helping to address local priorities and delivering better outcomes for communities whilst securing future savings.

Through a series of case studies, this document considers the impact of a range of targeted interventions that have a track record of successfully diverting those most at risk of offending through culture and sports based activities. As such it offers a strong evidence base for future investment in preventative measures and demonstrates the cost effectiveness of partnership commissioning.

We hope this document provides a mandate for shared action for the future.

Richard Hunt
Chair of the Chief Cultural and Leisure Officers Association

Iain Varah
Chair of the National Culture Forum

¹ [British Crime Survey](#) 2009/10

Why should culture and sport engage with community safety and crime reduction initiatives?

Purpose of the document

This document is aimed at providers of culture and sport services. It is designed to help them to:

- understand and engage more effectively with the community safety/crime reduction activities taking place in their local communities;
- understand the context in which community safety initiatives currently operate;
- contribute to the reduction of crime and the fear of crime and anti-social behaviour by engaging with the right partnerships and strategic commissioning processes and;
- more convincingly demonstrate the contribution the sector can make.

The document is also intended to:

- introduce community safety and crime reduction partnerships and agencies to the opportunities and benefits the cultural and sporting sector can provide, so they can develop better relationships.

The challenges facing those involved with community safety and crime reduction

Whilst overall crime has continued to fall since 1995 the fear of crime remains relatively high particularly among sections of the community including in particular young people and older people.

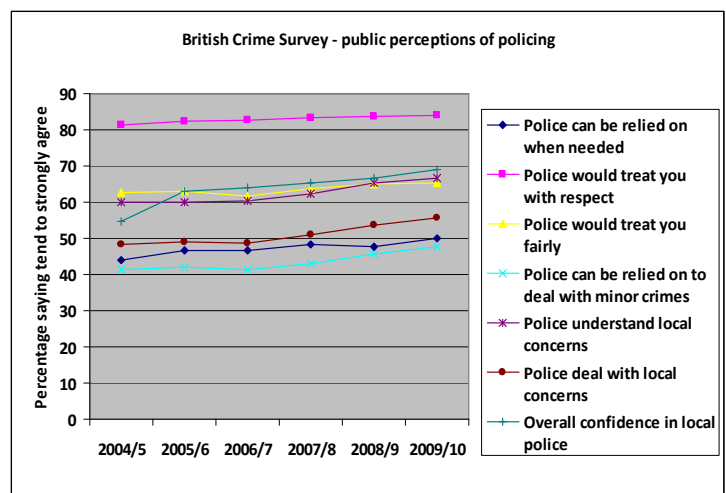
The Home Office Statistical Bulletin² published in November 2010 noted that the long-term trend for satisfaction ratings of the local police shows a fall

² [Public perceptions of policing, engagement with the police and victimisation: Findings from the 2009/10 British Crime Survey](#)

between 1982 - 2002/03 and subsequent increase between 2003/04 - 2009/10.

However, the way in which questions were posed through the British Crime Survey (BCS) changed in 2003/04, so although the proportion of people who thought their local police force did a good or excellent job increased by nine percentage points between 2003/4 and 2009/10, the overall scores were considerably lower than those for the old measure.

The survey shows that the proportion of people agreeing that overall they had confidence in the police in their area, rose from 55% to 69% between 2004/05 and 2009/10. By 2009/10 there were also high levels of agreement that the police treat people with respect (84%) and fairly (65%), as well as understand the local issues that affect the community (67%).



Importantly it was recognised that the police do not work in isolation in reducing crime, so the public were also asked questions about how the police work with others to deal with crime and related matters.



The proportion of people agreeing that the police and local councils are dealing with anti-social behaviour (ASB) and crime issues that matter in the local area increased from 45% in 2007/08 to 51% in 2009/10.

Similar increases were observed over time for the proportion agreeing that the police and local councils seek people's views on crime and anti-social behaviour, rising from 41% in 2007/08 to 47% in 2009/10 and, keeping people informed about how they are dealing with ASB and crime in the local area rising from 39% in 2008/09 to 42% in 2009/10.

Whilst cutting crime is now the only measure of police performance, these figures show that although public confidence in the Police and Local Council's working together has increased; almost 50% of the population don't yet believe that they are dealing effectively with ASB and crime issues. This means there is room for improvement and opportunities for culture and sport to provide innovation and new ideas.

Public Concerns about crime and safety

The 2008 Place Survey³ collected detailed information on people's perceptions of crime and anti-social behaviour in their local area and the extent to which they felt that the police and other local services were dealing with these problems.

Nationally, 20% of respondents felt that anti-social behaviour was a problem in their local area, with a higher proportion in London (26%) and lower levels in the South East (16%) and the South West (15%).

Around a quarter of the population felt that two specific forms of anti-social behaviour were problems in their local areas; drunk or rowdy behaviour (29%) and drug use or drug dealing (31%).

The survey also found that 25% of the public thought that the police and other local services sought peoples' views about community safety issues in the

local area and 26% thought they were successful in dealing with these problems. Looking at the regional breakdown, the police and other local services were perceived to be most successful in seeking views and in dealing with these problems in the North East (29%) and London (29%).

Since the Coalition government came into power we have seen a move away from a national public service performance improvement framework to a greater focus on councils and their partners identifying and setting local priorities based on community needs and aspirations.

The government plans to tackle antisocial behaviour through 'community triggers' that would compel local agencies to investigate antisocial behaviour if it has been repeatedly complained about. They are also proposing the introduction of the criminal behaviour order and crime prevention injunction⁴, which are intended to be speedier and less bureaucratic than anti-social behaviour orders. The intention is to provide more effective relief to communities by targeting individuals that are causing the problems as well as addressing the underlying causes of anti-social behaviour, such as alcohol /drug problems, anger management.

Within the context of fewer overall resources it will be necessary for agencies to work together utilising community budgets to tackle local problems more efficiently and work together to deliver better overall outcomes. The Localism Bill and the governments aspiration in relation to the Big Society rather than big government is steering Community Safety Partnerships (CSP's) away from top down targets around crime reduction towards developing strategies based on local concerns.

Therefore, new local based initiatives for defining and delivering on local priorities will emerge; providing a major new opportunity for culture and sport providers to actively engage in this agenda.

³ [Place Survey 2008, Communities and Local Government](#)

⁴ [More effective responses to anti-social behaviour](#), Home Office consultation Feb 11



Investing in prevention

As the pressure on public finances has grown the ability to invest in the preventive agenda has become more important, but also more challenging.

The Spending Review of October 2010 set out the financial context for change, with significant budget reductions planned for policing, the Home Office, Ministry of Justice services and local authorities. The overall financial settlement for local authorities from 2011 onwards will see a 26% funding reduction over the next four years. And police funding is planned to reduce by 14% in real terms by 2014/15.

For Community Safety Partnerships cuts in funding of 20% in 2011/12 and a further 40% from April 2012 will have significant impacts, especially where at present these funds support salary costs. Additionally, changes to funding previously available for partnership activity, such as the BCU⁵ fund and Area Based Grants may detrimentally impact on current efforts to tackle anti-social behaviour unless councils protect this area of spend as a priority.

The new financial climate has already led to an even greater focus on efficiency and finding new and innovative ways of providing services that deliver better outcomes.

Following the disorder in August across cities in England, the government undertook a review into the growing problem of gangs and gang violence. The resulting report *Ending gang and youth violence*⁶ looks into the scale of the problem, analyses its causes, and identifies what can be done by government and other agencies to both stop the violence and turn around the lives of those involved.

Importantly the plans are backed by £10 million of Home Office investment in early intervention work

during 2012-13 to support the 30 most affected areas through:

- **preventing** young people becoming involved in violence in the first place, with a new emphasis on early intervention and prevention
- **pathways out** of violence and the gang culture for young people wanting to make a break with the past
- **punishment and enforcement** to suppress the violence of those refusing to exit violent lifestyles
- **partnership working** to join up the way local areas respond to gang and other youth violence

Culture and sports can contribute significantly to the crime reduction and ASB preventative agenda. Keeping people positively active and engaged in their communities, especially those at risk of slipping into criminal activities, bringing people together to address inter-generational fear and isolation and helping individuals re-enter society having been engaged in crime.

Positive interventions can also reduce the costs associated with crime and ASB such as reducing vandalism, keeping individuals out of the criminal justice system and reducing the costs of victim support. In this way the sector can make a major contribution, demonstrating real value for money.

Examples of activities that improve outcomes both for individuals and the community at large are highlighted within this document, from targeted creative interventions in crime and ASB hotspots through to providing sports leadership training and development.

⁵ BCU Basic Command Unit funding is an allocation to help with frontline delivery of crime and disorder reduction locally and promote partnership working

⁶ [Ending gang and youth violence](#), a cross government report, 2011



Better Understanding the Policy Context

The legislative framework behind the Community Safety function

The 1998 Crime and Disorder Act was born out of the realisation that a number of partners would need to work together at local level in order for crime prevention and community safety initiatives to work effectively.

It provided the legislative framework for community safety and Section 5 (2) placed a statutory duty on representatives from 'responsible authorities' to work together. This formalised working arrangements for responsible authorities under the banner of Crime and Disorder Reduction Partnerships (CDRP), subsequently renamed Community Safety Partnerships (CSP).

Section 17 of the Act placed an obligation on the responsible authorities to consider the impact of all their functions and decisions on crime and disorder in a local area, advocating a holistic approach.

Furthermore Section 115 imposed the duty to share depersonalised data for the purposes of reducing crime and disorder.

Since 1998, the Crime and Disorder Act has been amended through the Police and Justice Act 2006, which added Health and Fire Authorities services to the list of responsible authorities, and the Police and Crime Act 2009, which added the Probation Service.

The purpose of adding these new responsibilities was to take account of the widening of the definition of Section 17 to include anti-social behaviour and other behaviour adversely affecting the local environment along with re-offending.

This duty therefore sets out the key outcomes for all Community Safety Partnerships across England and Wales and that is to:

- reduce crime
- reduce re-offending

- reduce antisocial behaviour⁷
- reduce misuse of drugs and the effects on the environment
- reduce the fear of crime and disorder

New legislation

The Police Reform and Social Responsibility Act 2011 covers five distinct policy areas, one of which is police accountability and governance.

Under this Act, Police Authorities will be abolished and replaced with Police and Crime Commissioners (PCC's) for each force outside of London. Commissioners will be elected into post at the force level from November 2012 and will then be responsible for producing a Police and Crime plan. This will set out the police and crime objectives of the force area.

PCC's will also be responsible for the commissioning of community safety activity; this is a fundamental change and will mean that CSP's have to seek funding from them unless the local council is willing to replace the funding previously supplied through the Community Safety Fund. Under Section 17 of the Crime and Disorder Act there is now a mutual duty on PCC's and CSP's to co-operate.

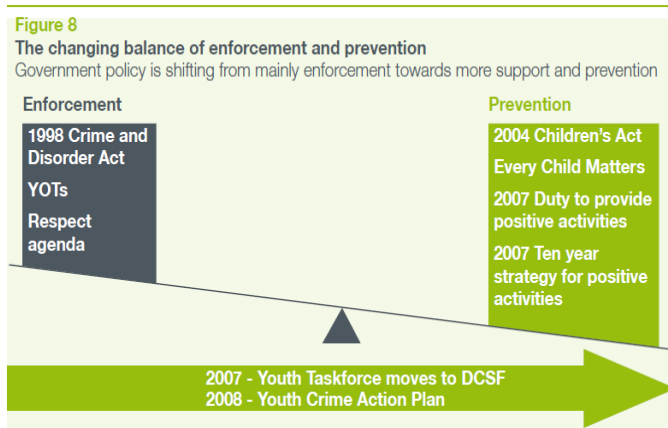
In recognition of the role that local people should have in influencing the way services are provided locally, Chief Constables will, through their officers, have to obtain the views of people in their neighbourhoods about crime and disorder.

The Police and Crime Commissioners role will be to improve local accountability mechanisms ensuring communities views are not only heard, but incorporated into the priority setting of the Police and Community Safety Partnerships.

⁷ ASB includes a mixture of criminal and non-criminal activity. The definition of ASB in the crime and disorder act is acting in a manner that caused or is likely to cause harassment, alarm or distress to one or more persons not of the same household as (the perpetrator)

The changing balance of enforcement and prevention

The previous Government's policy had already led to a shift from enforcement towards support and prevention. Agencies were encouraged to focus on the social and economic forces that can lead to criminal behaviour and work together to prevent it occurring.



Source: Audit Commission

The Youth Crime Action Plan 2008⁸ identified that the approach to ASB should be:

- Tough enforcement where behaviour is unacceptable
- Non-negotiable support to address the underlying causes of poor behaviour
- Better prevention to tackle problems before they become serious or entrenched and to prevent problems arising

Culture and sport providers strongly support the policy framework outlined above and:

- **Recognise the contribution that working in partnership can play in reducing crime and disorder and creating safer communities**
- **Will take action in relation to the statutory duty to consider the implications of crime and disorder across its service functions**
- **Work with partners in commissioning, delivering and evaluating services which can contribute to better outcomes**

In 2009 the Audit Commission undertook a national study into the role culture and sport could play in the issue of crime and anti-social behaviour prevention and published their findings in their report - *Tired of hanging around*⁹.

The summary findings were:

- Sport and leisure can engage young people, attracting those at risk of ASB into more intensive developmental projects
- Anti-social behaviour cannot be isolated from other social problems; resources must target deprived areas where perceptions of anti-social behaviour are highest
- Preventive projects are cost effective. A young person in the criminal justice system costs the taxpayer over £200,000 by the age of 16, but one given support to stay out of the system costs less than £50,000
- Projects must be accessible, reliable and relevant and reflect the diversity of young people's needs
- Young people value approachable project staff who take an interest in them and offer advice and support

Additionally the report identified six key messages for local and national government:

1. Sport and leisure have an important role in preventing anti-social behaviour
2. Whilst councils and many other local agencies provide or commission some good targeted activities, there is little evidence of comprehensive area based approaches
3. Lack of data on costs and performance undermines commissioning decisions
4. Young people want activities that are accessible reliable and relevant, but are all too rarely consulted when planning new activities
5. National funding arrangements can be inefficient. Projects have to deal with unreliable short term funding that can be expensive to administer
6. Effective solutions are targeted and delivered through local joint working and where national and local funding is co-ordinated

⁸ [Youth Crime Action Plan](#), HM Government, 2008

⁹ [Tired of hanging around: Using sport and leisure activities to prevent anti-social behaviour by young people](#), Audit Commission 2009



How should culture and sport engage with community safety, crime reduction agencies and partnerships?

Community Safety Partnerships – the partnership approach

Sport and culture providers need to work more closely with their local Community Safety Partnership (CSP) who provide leadership in this area and are responsible for commissioning services that help prevent crime, disorder or reoffending within their locality.

Each CSP across England and Wales produces a three year strategy outlining the key priorities for the local area along with an annual action plan. The action plan outlines the specific activity the CSP is going to take over the next year based on needs determined through communities and the annual strategic assessment¹⁰.

There are three main ways that CSP's seek to address crime and disorder:

- Enforcement: punish perpetrators and enforcement of orders that contribute to crime and disorder such as drug treatment orders
- Support: for vulnerable people who may be victims of crime and vulnerable people who may be at risk of committing crime
- Prevention: addressing the causes of the problem and seeking ways to address it.

Enforcement is known to be an expensive way of stopping crime and disorder. The cost of placing one young person in custody for a year is £45,000 and enforcement does not necessarily address the underlying reasons why people commit crime.

Previous government policy recognises that enforcement action alone cannot deal with the underlying causes of crime and ASB, and that support and preventative measures are also necessary. This policy shift led to the statutory

duty for Council's to provide positive recreational and educational activities for all young people¹¹.

Participation in the Community Safety Partnership is a way for culture and sport providers to highlight the valuable role they can play in both the support and prevention agendas. Securing a place at the partnership table when needs are assessed, priorities defined and commissioning processes instigated will enable culture and sport providers to contribute from the outset.

Investing in prevention of crime and ASB

Government policy now links prevention and enforcement as key outcomes in delivering change and it is within the preventative agenda that sport and culture can play an important role in providing better community safety outcomes, perhaps most specifically in the area of ASB.

Preventative activities are often referred to as diversionary activities and operate at three levels:


- To offer preventative activities in areas of high crime/high deprivation
- To offer preventative activities for those young people who are known to be at specific risk
- To offer diversionary activities to young people who are currently in the system to prevent them re-offending or developing a criminal career.

Focused work with young people on the cusp of offending or involved in low level offending can significantly reduce enforcement costs. For example, Government agencies within England and Wales spent an estimated £3.4 billion a year dealing with ASB in 2004¹². In addition the government has previously spent around £1.6 billion on youth services and programmes to

¹⁰ Strategic assessments are an analysis of the levels and patterns of crime and disorder and substance misuse in the area

¹¹ Education and Inspections Act, 2006

¹² Home Office, Anti-social Behaviour: A Collection of Published Evidence, Home Office, 2004



engage young people in activities and prevent them from becoming involved in crime and ASB.

The *Tired of hanging around* report identified that young people most likely to engage in ASB tend to be attracted to informal, short term, unstructured activities. The key link to improving the outcomes for these young people is to find activities that will attract and engage them positively, but which will also introduce elements of structure and personal development over time.

Culture and sport providers are ideally placed to help effect long term behavioural change which can have significant positive outcomes for both the individual and local communities.

Better outcomes for fear of crime

The fear of crime can, in part, be reduced through the provision of targeted intergenerational activities. Culture and sport providers are ideally positioned to lead on the development and provision of activities that permit different generations to interact and learn from each other. Bringing together older people and young people can do much to change perceptions on both sides, but is in part reliant upon 'safe spaces' to meet being provided.

Helping build cohesive communities

Culture and sport has also a key role to play in building relationships between different communities often seen as living 'parallel lives' in both urban and now many rural communities. The Institute of Community Cohesion¹³ has done extensive work in this area and has repeatedly identified the importance of sport and the arts in bridging community divides and challenging perceptions and fears. They have produced a specific toolkit on the role of sport¹⁴ and refer to wider culture and sport opportunities in many of their policy papers.

Joint commissioning for better outcomes

The *Tired of hanging around* report highlighted that the commissioning of services for diversionary activities across localities was complicated and poorly co-ordinated in some areas. Whilst there are

some good targeted activities provided by councils and/or the local CSP, there is little evidence of comprehensive area based approaches. This can lead to CSPs:

- Not having a clear picture of the breadth of opportunities on offer in their area
- Duplicating effort as a number of organisations end up running similar activities in the same area
- Not being able to demonstrate good value for money or real outcomes from the projects

The report found that the funding arrangements were often short term and that project leaders spent a third of their time chasing new funds. Sometimes the cost of applying for grants exceeded the value of the grant obtained.

In the current financial climate this situation will become even more challenging. As small-scale grant funding reduces, local voluntary projects may fold from lack of resources. The majority of small local projects do not have the capacity to access bigger commissioning opportunities and need to form broader consortiums to benefit from these opportunities.

Local Government Improvement & Development (LGID) has recently completed some research into the changing nature of the commissioning landscape and the need for the culture and sport sector to co-ordinate capacity building and investigate the idea of brokerage to build links between small clubs and organisations and the commissioners of service¹⁵.


Where sport and culture providers are more involved at a strategic level in the commissioning process with CSP's, better outcomes and value for money can be delivered and achieved.

The introduction of the Police and Crime Commissioner role in 2012 will have a significant impact on the role of the CSP in commissioning local services to tackle crime and disorder. From 2012 the Community Safety Fund will become the budget of the Police and Crime Commissioners and, therefore, CSP's will assume a new role of influencing spend rather than directly commissioning services as they have previously.

¹³ [Institute of Community Cohesion](#)

¹⁴ [The Power of Sport](#), Institute of Community Cohesion, iCoCo, 2007

¹⁵ [Building capacity in the culture and sport civil society](#)



This means that for culture and sport being part of the partnerships remains important, but the new challenge will be to build relationships with the commissioners.

Making links with the right partnerships

Culture and sport has a good record of working in partnership with other stakeholders at an operational level. However the sector still struggles to engage strategically with the key partnerships. Research shows that this lack of engagement is often due to a poor level of awareness and understanding about which partnerships matter. But there is also a need for better leadership and a better evidence base to support the case for culture and sport's contribution.

Although the local partnership bodies that make up the LSP 'family' have different origins, a common pattern has emerged covering the areas listed below shaped to some extent by the 'themes' or 'blocks' used in local area agreements.

- Community safety and crime prevention
- Health, wellbeing and social care
- Children and young people, including Children's Trusts
- Economic development, employment, and worklessness
- Environment and sustainability

Over the past decade, it has become the norm for the various 'thematic' partnerships to work together and support the LSP on developing Sustainable Community Strategies and until recently on Local Area Agreements.

Looking forward, as the trend towards devolution and localism gathers pace, many of these arrangements will change. Local Enterprise Partnerships (LEP's) have been formed and some councils are replacing their LSP's with public service boards as the move towards community budgeting takes shape. However, whilst the future strategic landscape will be different, culture and sport will still need to engage in the key partnerships.

Commissioners engaging with culture and sport

Recent research¹⁶ carried out by the LGID into the commissioning of cultural services to improve outcomes for children and young people identified a number of opportunities and challenges for the sector.

The research, undertaken with twelve directors of children and young people's services or their representatives across four regions, indicated that cultural services are absent from the strategic commissioning process in those areas. Whilst there is some excellent joint working, partnerships, grants and 'spot purchasing' of particular services or projects, cultural services are not routinely involved as key players in the mainstream structures or processes of commissioning.

The research identified a number of opportunities where cultural organisations can make a strong strategic contribution to improving outcomes for children, but these opportunities require creative and innovative approaches to overcome some key barriers and challenges in the sector. These same opportunities and challenges will also apply to providing better outcomes in the community safety commissioning process. The challenges are:

- **Improving how the sector is positioned and organised.**

Culture and sport services do not always sit in local authority structures in a way where they can easily engage strategically with LSP's or CSP's. This can be a particular issue in two-tier authorities where culture and sport is sometimes fragmented.

In the past there have been national, regional and local resources, strategies and mechanisms to engage third sector organisations in commissioning, ensure their representation on key bodies and build their capacity as providers of services. However culture and sport organisations in general have not been part of, or engaged in these approaches.

As a result commissioners do not understand how the sector is organised and how to engage with it.

¹⁶ [Creating Better Outcomes for Children and Young People by improving the Commissioning of Cultural Services](#), 2009



It is seen as fragmented and competitive. If they are to play a full strategic role and contribute to better outcomes culture and sport providers must collaborate with each other, with councils and with third sector organisations.

This is further exacerbated as the strategic capacity to lead culture and sport is dissipating in many councils as directors and senior managers leave and heads of service roles are amalgamated. There is also a growing trend to move quicker to externalise culture and sport services to Trust, private contractors or community providers creating a yet more disjointed and fragmented service, which will find it even more difficult to access strategic partnerships.

At the same time the devolution of commissioning to schools and school clusters, GPs and neighbourhoods will create new local opportunities.

Culture and sport needs to engage better and work more effectively with all these partnerships as the new landscape is formed.

- **Demonstrating evidence of how culture and sport activities contribute to outcomes**

Evidencing impact remains a key challenge for the sector. While there is often appreciation of the value of culture and sport, commissioners are demanding better evidence of the effectiveness of culture and sport programmes, and how they make a difference to efficiency imperatives by delivering value for money.

The local outcomes framework for culture and sport produced by LGID will help you measure and evidence the difference your service makes and its contribution to local priorities¹⁷ The framework has a working example for community safety¹⁸.

- **Improving how the sector communicates**

Linked to the two challenges of positioning and evidencing is the challenge of communication. Engagement with strategic commissioning will involve communicating differently and building new relationships and alliances. At a very basic level, commissioners have expressed an openness and

willingness to engage in ‘conversations’ with cultural and sporting organisations, but they need this to happen in a manageable way, given the pressures on their time. The proposed new police and crime commissioners will equally require a focused and efficient means of communicating, if they are to take the sector seriously.

The Big Society and Community Safety

The Big Society is the government’s vision for redefining the relationship between citizens and state. The ambition is for a society where people and communities have more power and responsibility, and use it to create better services and outcomes. Localism is the ethos, whereby issues are addressed at the lowest possible level and central government is only involved if absolutely necessary. This process of decentralisation will see the handing over of power to individuals, professionals, communities and local institutions.

The Big Society is made up of three strands:

- Social Action – encouraging and enabling people to play a more active part in society
- Opening up public services - enabling charities, social enterprises, private companies and employee-owned co-operatives to compete to offer people high quality services
- Community empowerment – giving local councils and neighbourhoods more power to take decisions and shape their area

Greater direct involvement by the public is already important to the CSP’s in reducing crime and disorder. More than many other type of public service, Community Safety relies on communities volunteering their time and effort¹⁹.

For culture and sport, with its myriad of local sports clubs and cultural organisations, this creates a huge opportunity to further engage at neighbourhood level to help communities address low level crime and safety fears. By joining together, local providers can help communities tackle embedded problems. In this way the sector can demonstrate real value to local people and better make the case for continued investment of public money.

¹⁷ [Culture & sport outcomes framework](#)

¹⁸ [Safer communities outcomes framework](#)

¹⁹ Local Government Group, [The Big Society: Looking after ourselves](#), October 2010



Demonstrating the contribution culture and sport can make – the evidence base

This final section provides a range of case studies and good practice examples which could influence activity in your area.

Where required further details can be obtained from the relevant Local Authority.

Tackling crime and disorder by working with offenders and ‘at risk groups’ through cultural activities

Soft Touch Streetvan
Positive activities for Friday & Saturday nights
Leicester

Project overview

The outer city estates of New Parks and Beaumont Leys have some of the highest youth ASB in Leicester. The issues of ‘rowdy and inconsiderate behaviour’, ‘street drinking’, and ‘vehicle nuisance’ are consistently top resident concerns in surveys conducted by the police.

Tackling youth crime and ASB in these neighbourhoods is a strategic priority identified in neighbourhood delivery plans and community safety strategies.

Soft Touch, a Leicester-based participatory arts and community development organization, works with the police and local stakeholders such as housing associations in ‘hot spots’ running street-based youth engagement sessions on Friday or Saturday nights using arts, crafts and music activities. The activities are run from a mobile studio that is equipped with laptops and mobile internet connectivity. Music is always offered and other activities change on a demand basis to include for example leatherworking, jewellery making, and graffiti art.

Outcome

Over a period of 18 months in 2009-11 the sessions engaged 470 young people from New Parks and Beaumont Leys.

The police were able to point to an actual 15% reduction in crime and anti-social behaviour after one year plus a significant reduction in ASB call outs, which the neighbourhood policing units were confident could be attributed in part to Soft Touch’s street-based work.

Contact: Helen Pearson, Co-director Soft Touch Arts Ltd
E-mail: helensofttouch@hotmail.com

Creative Learning
Tackling gang culture
The Dukes Theatre, Lancaster

Project overview

The young people who engaged in this film making and urban music project lived in areas of recognised territorial tension and community segregation in Lancaster. A number of them stated that fear of abuse would make it difficult to work with young people from other areas. And the project sought to tackle this by uniting them through their common interest in the universal language of music.

The sessions began with a showing of *The Wolf Within*, which told the story of a career criminal who discovers empathy and responsibility. This was used to stimulate discussion on themes of action, consequence, forgiveness and regret.

The young people then created lyrics and produced their own performance over two workshop sessions leading to a music/film night attended by 160 young people from the local area. 27 of the participants went on to work for a further week at the theatre, making a short film and writing lyrics inspired by *The Bomb*, a professional piece for theatre which told the story of the meeting of Patrick Magee and Jo Berry at the Maze Prison.

Outcome

The project provided disadvantaged young people from across Lancaster, many of whom



had poor literacy skills, with an opportunity to engage in creative and participatory activity with qualified and experienced practitioners.

For many of these young people this was their first experience of creative engagement and it assisted them to express their frustrations and aspirations about the community in which they live.

Since the project young people from Ryelands and Marsh communities have begun to meet and are writing joint lyrics for further events; a real physical and psychological barrier has been broken down to enable this to happen.

The local police commended the project for delivering positive activity to a large number of young people; a percentage of whom are recognised as offenders or at risk of becoming offenders.

Contact: Guy Christiansen, Creative Learning,
The Dukes Theatre
E-mail: creativelearning@dukes-lancaster.org

Staffordshire Museum on the Move Delivering learning experiences to young offenders Staffordshire

Project overview

This partnership between Staffordshire Libraries & Information Service's Prison Library team and Staffordshire Heritage & Arts' museum team delivers learning experiences to young offenders in Staffordshire Young Offenders Institutions (YOI's).

Funding from MLA's Learning Links enabled initial research, peer learning and information sharing with staff from each service visiting the Staffordshire County Museum and YOI's at Brinsford and Werrington. It was decided that visits from the Mobile Museum would be the most effective and innovative approach. This was the first time that one of the Museum on the Move (MoM) fleet had visited a prison in the West Midlands, and as such was a complex and challenging process requiring liaising between prison security and learning staff over 6 months to enable two visits to each venue.

Outcome

The MoM was visited by 217 young offenders (aged 14-19) and 69 staff (Prison Officers, Security and Education). The visits were warmly received by education staff, who used the MoM to complement their classroom work. The majority of young offenders engaged well with the exhibition and the MoM interpreters, and the foreign language information on the exhibition 'Childhood: The best years of our life?' benefited the high percentage of foreign national offenders.

Findings indicate this initiative was mutually beneficial; a key outcome being that a new audience has been reached by the Museum and new resources are also now available to the YOI's and Prison Education staff. Stephanie Roberts-Bibby, Governor of Brinsford said "Many of them had never been to a museum and told me they had learnt a lot in their visit and that they planned to visit a museum in the community²⁰".

Furthermore, the project was deemed cost effective and as such heralds the start of a long term partnership between the two cultural services and the Prison Service in Staffordshire.

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Arts and Youth Justice Using creative interventions as part of a court order The Garage, Norfolk

Project overview

In partnership with Norfolk Youth Offending Team (YOT) The Garage, a young people's creative training and development centre in Norwich, has a post holder working with young offenders as part of a joint ACE/Youth Justice initiative to demonstrate how the arts and creativity can have a direct and beneficial

²⁰ Quote from an article on HM Prison Service Intranet, November 2010



influence on offending behaviour. The Garage's approach to working with young people at risk enables young offenders to feel they are part of a wider creative arts environment, thus having a more productive effect.

Young people are referred by their YOT caseworker work and work on a one to one basis with the Creative Arts Manager for Youth Justice (CAMYJ). Those referred on to this programme are generally on intensive supervision and surveillance orders (ISSPs) and the agreed programme of activity becomes part of their official Court Order. This is not 'a soft option'; attendance is compulsory with all interventions recorded as part of the young person's asset score²¹ and given equal weight with other interventions managed directly by the YOT caseworker.

Outcome

More than 300 young offenders have been involved as participants in The Garage's programme since 2006. Whilst it is difficult to single out the creative arts interventions as the sole influence on a young offender's outcomes, there are strong indications that the post has played a significant part in reducing re-offending both in terms of frequency and severity.

From analysis of 100 cases subject to creative interventions:

- 80% reduced or maintained their asset score
- 50% did go on to re-offend, but in 70% of these cases the severity of the offences reduced significantly
- To date 37 young people have achieved an Arts Award – 37 at Bronze (Level 1); 5 at Silver (Level 2)
- There have been 195 sessions of creative education, training and participation delivered to young offenders

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Boys Dancing Engaging offenders in learning new skills Shropshire Council

Project overview

Shropshire Council Community Arts and Festivals Team have been working with learners in Stoke Prison as part of a Boys Dancing project. The initiative develops and celebrates dance for boys and young men, providing them with the challenge, exhilaration, discipline and the fun of making and sharing dance.

It is part of the Dancing for the Games programme, contributing to the West Midlands' Culture Programme for London 2012 and promotes the Olympian values of excellence, respect and friendship, acting as a catalyst for raising aspirations.

Outcome


Participants had no experience of dance and were of mixed abilities. The four day dance residency with 8 learners at Stoke Heath Prison resulted in the creation of a flagship film, which is now being shown across the region.

The project had a positive effect on participants and a learner at Stoke Prison said "The best bit of the project was working at something and achieving it at the end, all the hard work paid off". Collective evaluation revealed that:

- 90% of learners felt they had learnt new skills
- 50% of learners strongly agreed that their confidence was boosted as a result of the project
- 75% of learners felt they had discovered something they liked doing
- 50% of learners felt their physical fitness had improved during the project

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²¹ The risk of offending



Citizen Power Peterborough Arts and Social Change Peterborough

Project overview

Citizen Power Peterborough is an innovative civic project that will deliver lasting impact on the future of public policy in Peterborough. Peterborough City Council is working in partnership with the Royal Society of the Arts, Arts Council England, city organisations and local citizens to help people become involved in shaping the future of the city.

The programme is made up of 6 distinct, but related projects; Arts and Social Change works with artists and arts organisations to strengthen a sense of residents' belonging and attachment to Peterborough, as well as improving the visibility and quality of arts and culture in the city.

Experiments in Place Making is an element of this project, which partners locally based artists with a Neighbourhood Manager in order to develop new approaches to place-making and conduct specific interventions that address a local need.

One such 'experiment' engaged with 8 young women not in employment education or training, who had been banned from a local shopping centre for anti-social behaviour.

Outcome

As part of the experiment the shopping centre manager was persuaded to lift the ban for one day to enable the artists to work with the young women and help them understand the impacts of their behaviour. In considering ways to positively engage with local people, the young women decided to ask shoppers how they felt about where they lived and why. They did this so successfully that they have been asked to be 'Ambassadors' for the Centre. One of the artists works with Peterborough FM radio station and the girls have been interviewed for her programme; some are now keen on apprenticing in radio.

The legacy of this work is to investigate how activities of this nature and the ethos of the Citizen Power programme can influence future citizen engagement strategies and service delivery as part of the Local Strategic Partnership's Single Delivery Plan for Peterborough.

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It's not Okay Using a creative approach to explore anti-social behaviour Liverpool

Project overview

'It's not OK' (INOK) allows young people to explore issues of anti-social behaviour and positive attitudes to dealing with peer group pressure through a series of creative software packages.

The Programme is managed by a steering group with partners from Culture Liverpool, the City Safe Team, Children's Services, Merseyside Police, Fire and Rescue, Primary Care Trust and Healthy Schools. The Steering Group commissioned creative partner Ariel Trust, an arts/educational charity, to develop content with a network of local artists including an illustrator, script writers, digital animators, film makers, theatre directors and actors, on the themes of:

- Plastered: an alcohol education resource
- Senseless: focusing on racial bullying
- Denial: anti homophobic bullying
- Street Heat 2: explores anti-social behaviour and fire setting
- Terriers: impacts of gangs/gun & knife crime
- Face Up: tackles domestic violence & abuse


Outcome

Evaluation shows that the software supports schools to change young people's attitudes to and awareness of important social issues. The *Terriers* resource on gangs and gun & knife crime, which was used by 19,000 young people in the last academic year, generated a 44% increase in the number of young people disagreeing with the statement 'Being a member of a gang is fun'²².

Take up of the resource within schools is high due to the innovative approach in mapping the content of the resources against the requirements of the core curriculum subjects; English, Maths and Science. This makes it much easier for teachers to integrate social issues into their timetable rather than competing for space in the PSHE timetable.

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²² Based on data from three local primary schools



Tackling crime and disorder by working with offenders and “at risk groups” through sporting activities

Street20 Cricket Using sport as a hook to engage young people Essex Cricket

Project overview

Street20 cricket is a fast paced urban form of cricket that encourages inclusion as it requires little cost to set up and can be played on almost any surface. Due to the game being so adaptable, it allows structured sessions to be delivered in core areas, often at the centre of nuisance crime, and can be used to target those at most risk of offending.

It acts as an effective hook to engage young people in local ASB hotspots highlighted by Police across Essex, whilst sending out positive messages to residents and members of the public of the positive actions undertaken by the young people.

Often nuisance and petty crime is high in deprived estates whereby young people do not have ‘anything to do’. Through engaging the young people with Street20 cricket positive behaviour is encouraged by the role models leading the structured cricket sessions.

Essex Cricket have trained up Local Police Officers/ PCSO’s across the county and they engage the young people using cricket to build relationships, whilst actively keeping them out of trouble during the structured sessions.

Outcome

These sessions introduce individuals currently at risk or involved in offending to the spirit of cricket, which develops leadership skills, confidence and gives young people involved a chance to gain qualifications, thus creating opportunities.

There are now over a hundred Street20 teams, illustrating the appeal of this as an activity. Festivals have been set up to reward those involved in the sessions at both county level and national level, allowing project areas to play against each other whilst improving social skills.

Sergeant Paul Lamb of the Neighborhood Policing head quarters stated that “Street20 has actively

shown I can be used ‘as a diversionary activity’ and that youngsters may be less likely to be involved in ASB’.

Most note worthy is the feedback from coaches and PCSO’s who have reported the punctuality of young people has improved and in simple terms respect has increased with participants helping to set up/return equipment and addressing coaches by name rather than ‘Geezer’.

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Diversionsary summer activities Reducing anti-social behaviour Eastleigh Borough Council

Project overview

Eastleigh Borough Council’s summer activity programme was overhauled in 2009 introducing a long term multi-agency approach to decrease anti-social behaviour, increase grassroots participation and build stronger communities.

The over arching aims for Park Sport are to

- Decrease anti-social behaviour
- Increase grassroots participation
- Build stronger communities

Park Sport targeted locations based on advice from Eastleigh Borough Council’s Community Safety Partnership. This has helped to provide diversionary activities from anti-social behaviour and keep Eastleigh Borough’s young people active during the summer holidays.

Park Sport 2011 ran 334 sessions over five full weeks in the school summer holidays. The programme offered 16 different activities, including BMX jams, Friday night football, skateboarding and lazer clay at 27 locations.

Outcome

The programme is breaking down barriers by taking sport to the heart of communities and helping to bring ambition and inspiration to deprived areas. Positive activities on the doorstep of local anti-social behaviour hot spots secured a 29% decrease in anti-social behaviour in 2009.



Park Sport 2011 achieved:

- 11,700 attendances throughout the 5 week programme
- Educational sessions on knife crime, tackling alcohol responsibly, sexual health, antisocial behaviour and the danger of drugs
- Engagement with 15 'charter standard' local clubs with good exit routes
- Building stronger communities and improved social cohesion in Park Sport areas

The Community Safety Manager at Eastleigh Borough Council said, "Park Sport has continued to assist in diverting the small number of young people who may otherwise have been engaged in anti-social behaviour during the summer holidays towards more positive activity".

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Street Sports Diverting young people away from crime Cheshire East Council

Project Overview

Street Sports has been running within Crewe and Nantwich since the beginning of 2007, and now runs across the whole of Cheshire East.

The programme focused on crime hotspots within the area and provided positive activities for young people to do in their own leisure time, to help reduce levels of ASB.

It was initially funded through the Crime and Disorder Reduction Partnership and together provided multi-sports sessions within the community, free of charge for young people.

Outcome

A detailed analytical report was produced on the project which evidenced that during the period Street Sports was running ASB reduced. For example in one area the number of incidents over a month went from 24 to 3. The report also focused on the levels of offending of

a group of identified and targeted young people, on Acceptable Behaviour Contracts (ABC) or Anti Social Behaviour Orders (ASBO) who attended the course.

The programme had a positive effect on their levels of offending, with one particular individual, who had committed 3 crimes in the 5 months preceding the programme, having no further involvement in crime.

The Street Sports Programme now runs across Cheshire East in various parks, green spaces and other venues that have been identified by the community as requiring the provision of positive activities for young people to help reduce ASB. It is funded by a variety of sources; Sport England (Community Investment Fund), Street Games UK, Parish Councils, Community Groups and through participatory budgeting.

In total the Street Sports programme has had an attendance of over 24,000 young people and over 3000 voluntary hours have been contributed to the programme. Furthermore, some participants have used their attendance towards obtaining the Duke of Edinburgh Award and some now volunteer as Sports Coaches. This has led to a number of participants gaining sports qualifications and paid employment.

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Impact of youth diversionary activity on levels of ASB and criminal damage Broxbourne Borough Council

Project overview

Levels of anti-social behaviour in Broxbourne have been amongst the most problematic in Hertfordshire, with criminal damage accounting for over 20% of all crime in Broxbourne.

To address this Broxbourne Council invested in a network of kickabout courts, supplemented by existing skate parks, with the aim that no young person should be more than 10 minutes travel time away from a facility.

Additionally, Broxbourne Council altered youth provision away from holiday activities at leisure centres to informal sports sessions for teenagers at the kickabout courts. Attendance has grown to 27348 in 2010/11; much of which is attributable to a partnership between the council and four housing associations to fund Nacro²³ to employ a project manager.

Outcome

To set a context for this analysis, comparative data has been secured of levels of anti-social behaviour and criminal damage respectively in Broxbourne and the two adjoining authorities.

Looking at an 800 metre buffer zone of where diversionary activities have been installed, when comparing the 5 months subsequent to installation with the preceding 5 months, ASB reduced by an average of 5.08 (-156 incidents) incidents with Pound Close down 53 ASB incidents and most notably Grundy Park seeing a reduction of 131 ASB incidents.

that around these diversionary locations, the reductions are greater still. The extent to which these decreases change as data nears each venue (2.2% to 32% to 45%) would strongly indicate that the diversionary activities have had a significant influence in reducing levels of criminal damage.

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Midnight Soccer & Boxing Positive activities on Friday nights Kirklees

Project overview

Midnight Soccer, which also incorporates a Girls Active session and Midnight Boxing are initiatives led by Kirklees Council Sports & Physical Activity Development Team in partnership with Young People's Services and supported by West Yorkshire Police and West Yorkshire Fire Service.

Sessions are aimed at young people aged 13 – 19 and use sport as a means to provide them with something positive to do on a Friday night. Prior to this initiative ASB in the area was high, with more than 10 calls to the Police or Fire Service made every Friday.

Outcome

Midnight Soccer has been run on Friday nights since 2009 and around 100 young men regularly take part in structured competition. League seasons run for 10 weeks and previous winners have gone on to represent Kirklees in regional competitions.

Participants have also been encouraged to volunteer and many have trained to become leaders, helping to run and officiate the weekly event. Since the project started 10 young people have become FA qualified coaches.


In order to expand the opportunity to young women, a Girls Active element was added in

Kickabout Court Grundy Par			Skateboard Park Waltham Cross		
800m Incident Total	796	% changes	800m Incident Total	88	% changes
800m Change	-131	-16.46	800m Change	-1	-1.14
CDRP change	-415	-8.15	CDRP change	-415	-8.15
Skateboard Park Pound close			Playing Fields Goffs Lane		
800m Incident Total	1589	% changes	800m Incident Total	385	% changes
800m Change	-53	-3.34	800m Change	23	5.97
CDRP change	602	8.53	CDRP change	1430	-20.40

When looking at the localised changes in anti-social behaviour in relation to the overall Community Safety Partnership changes for that period, there is no correlation. This suggests that the reductions in ASB have occurred independently from the rest of the borough; and therefore indicates that the positive effect can be attributed to the activities/facilities offered.

Year-on-year criminal damage across the borough has seen an average decrease of 2.2%. The data for criminal damage suggests

²³ [Nacro](#) works with offenders and those at risk of offending, to help them find positive alternatives.



2010 to provide similar access and opportunity. Both sessions now run alongside each other, helping to create a base for positive activity on a Friday night.

Dewsbury & Mirfield Neighbourhood Police stated that over the last two years the project has proved successful in terms of linking young people with officers and there is a reduction in calls for service on a Friday evening when the midnight project is running.

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Tag Rugby Street Sports Reducing anti-social behaviour Aylesbury Vale

Project overview

This Street Sports project was aimed at offering young people aged 8 – 12 living in areas of deprivation the opportunity to access sporting activities during the summer of 2010. Tag Rugby was run in partnership with the Rugby Football Union, Thames Valley Police (TVP) and Aylesbury Vale District Council.

TVP analysts and PCSO's identified the locations for targeting the activity where the highest levels of anti-social behaviour were taking place.

The project ran for a 10 week period in these community areas led by qualified coaches and trained PCSO's. Following the sessions a rugby festival was held at Aylesbury Rugby Club for participants from all the schemes, which enabled them to compete against each other.

Outcome

In total 670 young people attended the sessions and reported ASB fell by 10.5% to 35% in the participating areas compared to the same period in 2009. The two wards that saw lesser drops had the lowest participation rates in the scheme. When the project finished the Tag Rugby equipment was left with the PCSO's for them to continue delivery on an ad hoc basis.

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Revizit Reducing burglary rates Leeds

Project overview

Revizit is a partnership project that was set up by Positive Futures²⁴, the Youth Service, Leeds Federated Housing and West Yorkshire Police to tackle Woodhouse's infamous title of the most burgled area in Europe.

The Police had a target group who through intelligence were identified as possibly being linked to a number of burglaries and other criminal activity in the area.

The Revizit project covered a different issue each week giving the agencies the chance to not only build a relationship with the young people, but to give them information to make better choices in their lives. Each informative session was followed with an activity, including DJ workshops, football sessions, boxing and go-karting.

Outcome

The majority of the sessions were led by a Police Constable; this helped to break down barriers and led to the young people thinking about their general attitude towards the Police. One of the most successful presentations was given by Consequence, an organisation who send ex offenders and gang members to speak to young people about their experiences 'on the street' and in prison as a consequence of the path they choose to take.

At the end of the programme the young people were signposted into existing activity sessions in the community and PC Chris Marshall, who is the Anti-social Behaviour Officer said 'It's safe to say there has been a reduction in domestic burglaries, a trend which continues to this present time after the Revizit project in Woodhouse'

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²⁴ [Positive Futures](#) is the national youth crime prevention programme. Funded by the Home Office, the programme targets and supports 10-19 year olds to help them avoid becoming drawn into crime, drug and alcohol misuse and move forward with their lives.



Taking Action

This document outlines the key role that culture and sport already play in reducing crime and anti-social behaviour, especially amongst young people.

This contribution is set to become more important in the future, with Home Office changes to the tools and powers available to tackle anti-social behaviour based not only on prohibiting offenders from doing certain things, but also on them having positive alternatives.

Culture and sport activities are a recognised magnet for attracting the interests of the majority of young people, diverting them away from crime and anti-social behaviour. But for those 'hardest to reach' and those at the 'greatest risk' of offending, it will require a long term approach to developing more comprehensive, joined up packages of support across a multiplicity of partners.

The role of Police and Crime Commissioners in driving this agenda forward will be fundamental. And Community Safety Partnerships are going to have to be able to evidence the need for investment in their areas. The involvement of colleagues from culture and sport will be advantageous in developing strong business cases.

We hope you have found this document informative and that the featured case studies inspire you to take further action in your local area.

Eight things culture and sport managers can do to contribute to reducing crime and ASB:

- 1. Read this document and seek to understand the context that community safety and crime reduction providers are operating in.**
- 2. Share this document and discuss priority local actions with your colleagues and delivery partners, such as your county sports partnership, regularly funded organisations and other stakeholders.**
- 3. Investigate and understand the issues that your local Community Safety Partnerships are addressing and identify how your services can contribute.**
- 4. Engage with your Community Safety Partnerships by demonstrating what you can do for them locally.**
- 5. Offer to deliver services that help prevent crime and anti social behaviour taking place. Consider forming a broader consortium of providers to strengthen your proposal.**
- 6. Develop an outcomes framework for Safer Communities. This will help you measure and evidence the difference your service makes to local priorities. It will also help you make the case for continued investment of public money.**
- 7. Share the most successful examples through °CLOA and other best practice networks.**
- 8. As part of your ongoing leadership development, maintain your knowledge and further your understanding of this important area of policy.**



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