CHILDREN, FAMILIES AND LEARNING DIRECTORATE

Chief Inspector Richard Rowland
Hampshire Constabulary
Fratton Police Station
Kingston Crescent
Portsmouth PO2 8BU

Dear Chief Inspector Rowland

Application for the Tilly Award – Partnership Endorsement

As Strategic Director for Education and Lifelong Learning in Portsmouth, I am responsible for the overall leadership for the city's schools and for providing the support and guidance to help them achieve better outcomes for all the children and young people in their care.

One of the biggest challenges schools face is linked to the impact of poor behaviour in and around the school site which in turn often leads to problems with attendance and performance. Mayfield School has experienced all of these issues and as a consequence the school was experiencing some difficulties engaging a number of young people in a positive learning experience.

The recently appointed headteacher, Derek Trimmer made an early commitment to work in partnership with the local community beat offices to address the increasing incidence of unacceptable behaviour which was resulting in an unacceptable high level of fixed term exclusions and calls to the police to attend the school site.

As part of the agreed solution the two beat officers have worked as an integral part of the school campus and its staff. Roles and responsibilities were agreed with the headteacher supported by an agreed protocol for working with the pupils on the school site. The two officers involved have played a valuable role in helping to turn around and improve behaviour amongst the pupils. This has been achieved through a non-threatening but very visible approach. Pupils have readily accepted the officers and built very positive relationships with them. The impact of this work has resulted in a marked reduction in calls to the police to attend the school site. There has also be a similar reduction in crime incidents. Examples of the very positive approach have included the approaches used by the beat officers to reduce the number of mobile phone and bicycle thefts from the school site.

The broader and longer term impact of this work is supporting the school to improve its overall learning environment and ethos which in turn is helping more pupils to fulfil their potential. It is also helping to lessen the number of dis-engaged young adults in the community and the incidence of crime, which is often higher amongst these groups.

For the city as a whole, there is a real value in using the learning from this project to support other schools in the city which find themselves in similarly challenging circumstances. Alone, we can all make some difference if we work hard to tackle the problems; working together as partners, we can achieve a lot more.

Please accept these comments as a record of my endorsement and support for this application for the Tilly Award.

Yours sincerely

Lynda Fisher
Strategic Director – Children, Families and Learning

DT/KB

20th April 2005

Chief Inspector Richard Rowland,
Hampshire Constabulary,
Fratton Police Station,
Kingston Crescent,
Portsmouth,
PO2 8BU

Dear Chief Inspector Rowland,

I am the Headteacher at Mayfield School. I was appointed in January 2004 with the task of taking the school cleanly out of 'Serious Weaknesses'. The school had been through a turbulent history resulting in 'Special Measures' being imposed in 1999 and this being changed to 'Serious Weaknesses' by 2002 (education jargon for failing school).

One of the key issues limiting progress of some of the pupils across the school was poor behaviour and the impact it was having in lessons. The ethos of the school was poor and there was little ownership or commitment to the values that existed.

My first job was to redefine the vision and ensure that all stakeholders – including pupils, the community, parents, Governors and staff were committed to the creation of a "warm, friendly environment where pupils felt safe and mutual respect was prized".

I needed to work closely with all stakeholders to ensure that a whole range of strategies were introduced to deal with disruptive behaviour, including parent/school contracts, Governors and senior leadership panels following exclusions and an insistence on parents or carers coming into school following exclusions.

At the same time I wanted to develop a more positive relationship with the police and look at areas of commonality that could allow us together to impact upon the poor behaviour.

Marcus and Steve were very much of the same opinion and committed to our concept of transformation, and together we agreed principles and an agenda that allowed barriers to be crossed and changes to be made.

One particular benefit to us was the stage of involving police in parental interviews or following up with home calls where specific issues related to significantly serious activities. We were able to focus on specific issues and work together to examine and, at times, eradicate them.

One example was dealing with a spate of a few pupils being in possession of BB guns and another was involving the police in bullying interviews. Of particular importance was stamping out mobile phone theft and tackling theft of bicycles.

Perhaps even more significant was the overall, difficult to measure, change that was brought about through the regular and frequent involvement of the police in accompanying myself and other senior leaders in walking the school and ensuring that rules were adhered to. Research shows that high visibility of senior staff around the school has a positive impact upon improving behaviour in challenging environments.

It is fair to say that working with the police was only one strand of a comprehensive range of actions involved in driving up standards and that providing positive feedback to staff and pupils over achievements was also extremely important.

I would be happy to discuss this further at any forum requested but suffice to say **I fully endorse** the application for the Tilly Award – Partnership as presented here and I believe that this project has had a marked and significantly positive impact on raising standards of behaviour as well as contributing to the transforming of the ethos of the school.

Yours sincerely,

D. Trimmer.
Headteacher.

Hampshire Constabulary
Police Headquarters
West Hill
WINCHESTER
Hampshire
S022 5DB

Tel: 0845 045 45 45
Fax: 01962 871589

Simon Cole
Assistant Chief Constable

Your Ref:

Our Ref: ACCTO/SC/jb

26 April 2005

Ms T Perkins
3rd Floor
Fry Building
2 Marsham Street
LONDON
SW1P 4DF

Dear Ms Perkins

The Tilley Awards 2005 – Operation Mullion

Please find attached an entry for the Tilley Awards 2005, entitled Operation Mullion.

This entry is submitted for consideration with my approval.

Yours sincerely

Simon Cole
Assistant Chief Constable, Territorial Operations

1. Details of application

Title of the project – Operation Mullion –
Reducing Anti-Social Behaviour and Crime in and around Mayfield School

Name of force/agency/CDRP: Hampshire Constabulary

Name of one contact person with position/rank (this should be one of the authors): PC Marcus Cator

Email address: marcus.cator@hampshire.pnn.police.uk

Full postal address:
Community Beat Office
Fratton Police Station
Kingston Crescent
Portsmouth
Hampshire
PO28BU

Telephone number: 02392891551

Fax number 02392891579

Name of endorsing senior representatives(s) Mr Simon Cole

Position and rank of endorsing senior representatives(s) Assistant Chief Constable

Full address of endorsing senior representatives(s) Hampshire Constabulary, West Hill Romsey Road, Winchester Hampshire.

2. Summary of application

Mayfield School is the largest secondary school in Portsmouth, historically suffering from a reputation of persistent antisocial behaviour and is considered a magnet for criminal activity. Mayfield was a school which parents did not wish to send their children too. It was in "Special Measures" after the last inspection by Ofsted, schools inspectorate. Crime in the district of Copnor was identified through scanning and customer surveys, as causing a significant fear of crime in the community. Mayfield School was identified as being at the heart of the problem.

Scanning: There are ten Secondary schools in Portsmouth with 10,159 students.

- The average crimes recorded for all 10 schools between 01/09/01 - 01/09/03 totalled 40.
- Officers and analysts conducted a review of crimes at Mayfield between 01/09/01 – 01/09/03 identifying 96 crimes.
- To clarify and design a response to reduce crime and disorder within Mayfield and spread this to the community, Hampshire Constabulary's problem orientated policing approach of Problem Resolution In a Multi-agency Environment Strategy (PRIME) was utilised.
- This incorporated the guidance given within governments Safer Schools Partnership (SSP) and the Association of Chief Police Officers (ACPO) paper on National Crime Recording Standards (NCRS).

Analysis: Partnership data identified

- Within Mayfield, criminal investigations cost police approximately £42,000 and Mayfield School £20,000+ in repairs in 2 years.
- Incidents reported involved "Nuisance or Youth Concerns".
- Community surveys established a majority of residents lived in fear of groups of youths and perceptions were that youths were responsible for crime.
- Significant lack of communication between agencies.

Response: Operation Mullion was initiated and set out a long term strategy, through key interventions and long and short term crime reduction strategies, to reduce crime and fear of crime in the community, by achieving:

- Improved "Partnerships" between organisations.
- Communication with the student body, enabling pupils to take responsibility for introducing established crime reduction strategies.
- Positive media input and support, marketing success to the community.

Assessment: After 2 years the project achieved reductions of:

- 39% in Police attendance.
- 95% in Mobile Phone Thefts
- 100% Criminal Damage and Vehicle Crime
- 36% in Theft overall.
- Overall reduction of 36% in Police investigation costs.
- 42% in Student Exclusions.

This project has been identified in Force and the Local Education Authority as good practice in reducing antisocial behaviour and crime in Schools.

3. Description of project

Introduction

Operation Mullion was a policing operation established in September 2003. The aim was to try to combat antisocial behaviour in the Copnor area of Portsmouth. The problem was centered on concerns raised by residents and statistical evidence of crime at the largest secondary school in Portsmouth. It was becoming the "norm" for large groups of up to 40 or 50 youths aged 11-16 to roam the streets. They were often found drunk and were sometimes abusive and aggressive towards the residents and Police.
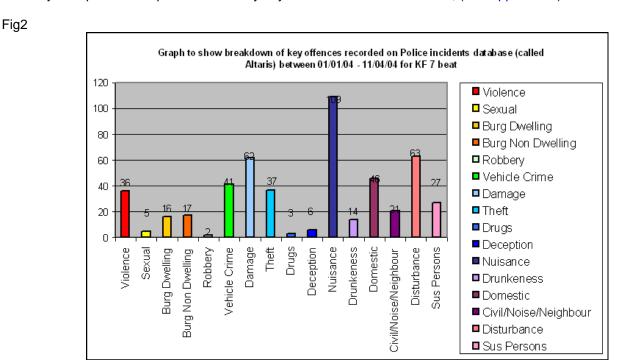
Copnor Police Beat team PC's Marcus Cator and Steve Hawkins identified worrying trends and hotspots relating geographically to Mayfield School. This was highlighted by the community in a recent survey carried out by police.

Fig1

Problem Area Residents were concerned by:	%[1] of residents	Valid responses [2]
People hanging around on streets	67%	(163)
Underage drinking	58%	(124)
People using drugs	26%	(86)
People dealing drugs	20%	(71)
Adults being drunk or rowdy in public	19%	(134)
People being robbed or mugged	7%	(103)
Noisy neighbours	6%	(156)
People being attacked or harassed because of their race or colour	2%	(91)
People sleeping on the street or in other public places	1%	(135)
Loud parties	1%	(154)
Prostitution	0%	(99)

(For complete survey see Appendix A)

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[1] Note: Caution should be taken when considering % results from a fewer than 100 valid responses.
[2] 'Valid responses' are the no. of residents who answered the question excluding those who stated 'Don't Know'/'Not Applicable'.

An analysts report was requested to identify key crime issues within the beat, (see Appendix B)

Fig2

Graph to show breakdown of key offences recorded on Police incidents database (called Altaris) between 01/01/04 - 11/04/04 for KF 7 beat

It was evident that Mayfield School was a hotspot and was attracting increased Police attention. Many officers were attending the same location repeatedly to resolve issues and concerns and to investigate crimes. The surrounding community was suffering from nuisance, antisocial behaviour and crime, during and after school hours. Attention was focused on trying to identify, resolve and reduce incidents of "youth nuisance" and crime in and around the school and to attempt to engage with the youths to identify their issues and concerns.

Prior to this project, competing force priorities resulted in the removal of Police Schools Liaison in secondary schools. The project was developed by approaching the school to establish their current working practices and how their establishment was managed in order to learn more about the environment and how best to police it. Having approached Derek Trimmer the Headteacher, police noticed a severe gap in the NIM (National Intelligence Model) process and suggested the use of multi agency partnerships, with appropriate partners to confer and direct clear objectives to tackle the issues identified. Portsmouth Police, Mayfield School (staff and students) and Education Welfare formed the initial partnership, setting up an information and intelligence exchange. This later incorporated the Local Education Authority, Council, feeder schools and Social Services.

The partnership objectives were to reduce antisocial behaviour within the school and community by working with the students and the large groups of youths who frequented the area. Early on it was identified that crime levels were accepted as normal by students and teachers. There were also no clear guidelines for the school as to when to involve Police in proceedings.

Our key aims for the partnership identified the following essential needs;

1/ An agreed protocol for partnership working. This had to be identified to establish clear guidelines of working structures and practices between agencies.

2/ Crime and disorder occurring within the school needed clear reporting guidelines to improve the effectiveness of involving Police and continuing support to investigate these incidents, as well as new and improved ideas on tackling crime.

3/ Exclusion and Truancy were a real issue. Swift intervention was required in order to make an immediate impact.

4/ Students needed to be educated about crime and disorder and a cultural change implemented within the school society.

5/ The police needed to recognize the "community" within the school and become a part of it, working with government requirements of Safer Schools Partnership strategies.

6/ The community around the school needed to be appraised of issues and concerns, and involved through effective communication.

Defining the scale of the problem

Police examined the crime statistics and information available. We were able to identify the crime issues and concerns and possible underlying causes. The cost of policing the school was, on average, £177 per incident. Police were attending the school up to 75 times a year! We returned to the partnership with this information and a suggested protocol for working together. (See Appendix C). Having established and agreed a way of working together the partnership set objectives for the project.

To reduce in a comparable period from the previous year:

- ✓ Thefts of Mobile Phones 15%
- ✓ Cycle Thefts 15%
- ✓ Criminal Damage and graffiti 20%
- ✓ Vehicle crime 15%
- ✓ Police calls to Mayfield 15%
- ✓ Assaults 25%
- ✓ Student Exclusions 15%
- ✓ Truancy 10%
- ✓ Increased reporting of Bullying

Responses to issues in our analysis were considered and prioritised against the principles of the situational crime prevention matrix. (Twenty-five Techniques of Situational Crime Prevention by Cornish and Clarke (2003)) (see appendix D). We looked at examples of good practice within our own force and within partner agencies and together we pursued the following analysis and responses.

Issue 1 Assaults / Bullying within school

The partnerships biggest concern, especially in the light of media publicity, was bullying. Over a 2-year period assaults within Mayfield reported to police had increased from 4 to 18 a year. All occurred during school hours and 17 were student on student related. The culture in the school between students appeared to be that bullying was accepted. A majority of the incidents reported were as a result of retaliation between students for some misunderstanding or confusion or tended to be related to long-term arguments. As bullying had become accepted within the society as the "norm," many more incidents were occurring and going unreported due to a lack of confidence in the situation being managed effectively. Belief created an environment that allowed a bullying culture to flourish.

The Underlying Causes appeared to be:

- ✓ Bullying between children and acceptance of this as the norm.
- ✓ Lack of confidence in school reporting procedures.
- ✓ Lack of appropriate rule setting.

Partnership Response

Best Practice in dealing with bullying is already in place and available to all. Different examples of these were analysed and in partnership consultation, a suitable Policy was drawn up by the school. This policy was then implemented by:

- ✓ Advertising a "No Bullying Campaign" throughout the School.
- ✓ Posters in corridors with names and contact details of key individuals.
- ✓ Information available on the School website.
- ✓ Adopting a Multi-agency approach to dealing with incidents.
- ✓ Students encouraged to report bullying.
- ✓ Counselling services for perpetrators.
- ✓ Appropriate rule setting, set up and maintained.
- ✓ Mentors utilised from existing school council and support put in place for victims.

This had a profound effect on the reporting of incidents. The confidence of the students in the School processes and the Police improved. Reporting of incidents rose dramatically and with it our relationship with the students blossomed. We became an intrinsic part of the procedures of discipline. The school invited us to case conferences and re-integration meetings to work with individual students. This role has developed and we are now regularly involved in many of these situations. It also became accepted that Police were visiting the school to work with staff and students, and the students became more receptive to us.

Issue 2, Crime on site after hours / general Anti Social Behaviour in the area.

The school had suffered significant increases in Burglary over the previous 2 years, possibly due to the location, structure of the site and very low climbable walls. Poor lighting at night was a possible contributing factor as the site attracted youths who could easily hide. The grounds were considered a safe place by large groups of youths to congregate, as they were out of sight from residents and police patrols. 15 of the 17 burglaries within the school occurred out of school hours. It was obvious that access routes to the school grounds were a contributing factor, in some cases the premises had been found insecure. As part of a school refit programme all windows and doors were replaced, improving site security.

Further to this the school site was suffering damage and vandalism, costing the school approximately £20,000.00 over two years. The school has 9 entrances and exits, plus low climbable perimeter walls. Under Fire Regulations the exits have to remain accessible. At night there was evidence that alcohol was being brought to the site and consumed by visiting youths, exacerbating their behaviour. CCTV recorded some of these incidents however on occasions individuals were unrecognizable. Damage was largely under-reported by the school.

The Underlying Causes were

- ✓ Lack of knowledge of crime issues by site managers.
- ✓ Poorly secured premises.
- ✓ Lack of perimeter security.
- ✓ Lack of ownership of problem.
- ✓ Off Licence very close by with Proxy Sales taking place.
- ✓ Damage accepted by School as an operational consequence and only reported internally.
- ✓ Lack of knowledge and understanding of the facilities available within the school structure.
- ✓ No respect for each other, themselves or the premises.
- ✓ A general "can't do anything about it!" attitude by the communities.
- ✓ A lack of targeted police response and limited staffing available to investigate crime in school.
- ✓ Offenders dealt with in school by their own procedures and Police unaware of their increasing misbehaviour.

- ✓ A belief that "you can get away with it 'because nothing ever gets done!"
- ✓ Public apathy contributed to a lack of surveillance / guardianship assisting the continuing misbehaviour of the youths.

Partnership Response

1/ Application for a Designated Area, increased patrols and community engagement.

A joint partners' application for Designated Status under the Antisocial Behaviour Act 2003 in order to disperse persons behaving in an antisocial manner, was successful and implemented on the 22nd July 2004. Maximum effect was gained through publication of 3500 letters distributed to students at all schools in Copnor. Leaflets were distributed to residents informing them of the designated area. A media release was published identifying the area and posters were put up in key locations. High Visibility Police patrols were utilised enforcing the status of the area to youths and parents.

The results of this, increased public awareness and confidence in the school and the Police. The defined area allowed targeted patrols to police the area more robustly. We approached local businesses and using the skills and knowledge of trading standards officers, tackled proxy sales. The Council operated test purchasing on all stores in the area. They identified stores selling to youths and pursued prosecutions, where applicable, resulting indirectly in one local store closing. Under powers available large groups were identified and dispersed. This allowed us to continue the work during school hours with the youths identified and further educate them and their parents about their behavior.

It was feared this robust stance would have a displacement effect, but as we were tackling the youths through the school as well as on the street, this was minimized. Students were aware of our work and our reasons for it. We also ensured activities were available and expanded upon for the youths during and after school hours.

2/ Re-securing the site.

After putting in place several strategies within the school and increasing the policing of the site it was identified that the perimeter of the site was largely contributing to many of the factors of insecurity, damage and burglary. During school hours, staff and students were also at risk of intruders entering the site. This had resulted on several occasions on individuals being assaulted and disruption to the school day.

In consultation the partnership decided to seek funding to re-secure the site. An application was made by the Beat Team to Police Headquarters under the "efficiency savings" budget for an investment into the project. Hampshire Constabulary had never invested a lump sum in an outside agency for this type of project. We were successful in securing £25,000.00 towards the project and the partnership soon had a substantial fund to investigate the possibilities of new fencing to re-secure the site.

A residents meeting was called and a planning application was discussed to incorporate all views and needs for the school, the residents, the local education authority, the Police and the Council. A new perimeter fence is due to be erected around the site in Spring 2006.

Issue 3 - Theft within Schools.

Through analysis of crimes we identified a pattern of thefts of approximately two mobile phones a week being stolen from both pupils and staff. This was opportunist crime usually carried out by students and was due to a lack of responsibility by the owners to protect their property. It was also clear that theft of cycles occurred during school hours. These cycles were insecure or poorly secured in vulnerable areas. The school does not have a secure area for bicycles and students chain them to the front railings in the hope that the roving CCTV camera will monitor them.

Underlying Causes

- ✓ A general belief that nothing can be done about it.
- ✓ Lack of security of staff possessions.
- ✓ Easily stolen items that are sold on and broken up making recovery difficult.
- ✓ No way of identifying property.
- ✓ No secure area for storing Cycles

Partnership Response

It was decided after looking at successes of other schemes within Portsmouth to try to emulate them. Property marking was used to alleviate the problem of Mobile Phone theft by reducing their value to the thieves. 400 mobile phones were post-coded and data-based with a nationally recognised company used by several police forces, increasing the probability of tracing them if stolen. Previous good practice demonstrates positive marketing sold successfully was a necessity. In light of this, each class in school was approached, focusing attention on individuals, which encouraged recognition, respect and ownership of property. Owners were given crime prevention packs consisting of advice, ultra violet pens, security stickers, key rings and contact information. These were victim orientated, encouraging them to continue property marking at home. The packs cost £1.00 each, overall cost to the project to date £400.00. The scheme increased education to students and encouraged them to take ownership for themselves and their property. In order to continue the scheme without Police time and input the School Council were made responsible for marking and logging all new phones, making the scheme self-policing.

After scanning all 10 secondary schools in Portsmouth, it was identified that Cycle Cages had been used at other sites and could be a way of reducing cycle thefts. In consultation with partners the school wrote a Travel Plan to the City Council. This plan applied for funding to secure safe travel for students. This application was successful in securing £14,500 towards a secure Cycle Cage which is to be built in spring 2006.

Further to this, a property marking system for bicycles was introduced which incorporated ultra violet marking and acid etching aligned to a manned telephone 24:7 database. This system and company were already recognised nationally and the concept of their use was suggested to the local council in co-orporation with the Travel Plan. The Marking kits cost £1.75 each. 50 packs were allocated to the school at a cost of £87.50. The Council embraced this scheme and there was a high profile launch to the public using the media and road shows which are now going to be used within all Portsmouth schools. The School Council will be tasked to maintain this scheme along with the phone database.

Issue 4 - Exclusion and Truancy

The national accepted level of unauthorised absence in Secondary Schools is 1.1%. This does not correctly identify truanting children specifically as this figure incorporates leave which is not authorised, such as holidays etc. 1.1% of Mayfield's student population would equate to 14 children on average being registered as an unauthorised absence. Mayfield's figures were in excess of this with 13% of children registered as unauthorised absence. Some of the children were committing crime whilst truanting or excluded. The exclusion and truancy rates were a concern to the school and they wanted to reduce this through their own multi-agency structures.

Underlying causes

- ✓ Acceptance by students that they can leave school whenever they wanted.
- ✓ Some students believe this is the only way to deal with personal issues and problems.
- ✓ Site set up, access and egress too easy from all areas with little supervision of exits due to the size of the site.
- ✓ Pupils not engaging in School or Community activity.

Partnership Response

The partnership set up a robust policy for the students outlining when they should be in school grounds and when they can leave the site and under what circumstances. School staff were utilised to patrol the grounds during times when they were not otherwise committed. CCTV was utilised with radios to convey and identify locations of concern. Later, mobile phones were introduced to all staff improving the contact-ability and responsibility of staff for specific children and issues.

Police whilst on patrol approached all students who were identifiable as Mayfield Students who were found out of

school during school hours. All students' details were obtained and the student returned to school. Multi agency letters were sent to parents advising them that their child had been truanting. Education Welfare would then monitor and consider case conferences with the student, parent and agencies before considering a prosecution.

Because of the robust policies on behaviour, bullying, assaults and truancy the exclusion rates were also being tackled.

Assessment

The project has been running just over 2 years. In this time we approached various organizations with our ideas and structures which have been extremely well received. Portsmouth Education has set up some extensive multi agency strategies and have utilised our suggested contract for partnership work as an example of good practice for their partnerships. The ideas of the project were so well received by the LEA that presentations and conferences were held with all schools in Portsmouth to disseminate good practice and encourage partnership strategies throughout education. A Power Point presentation identifying "good practice" for the City was produced.

Mayfield has seen a reduction of 42% in exclusion rates of students compared to the City average of a reduction of 30%. Since the start of the project several visiting parties to the school have witnessed significant changes in the behaviour of the children. After the latest Ofsted interim inspection, Mayfield School came out of "Special Measures" and was identified as a "rapidly improving school with clear management". The partnership work was highlighted as a strength in school procedures. The police are now considered to be an integral part of the school structure. The partnership approach has been held up and further developed by the LEA. There are now established CIPS (Community Improvement Partnership Schemes) in Portsmouth with appointed CIPS managers. The CIPS partnerships meet on regular intervals to continue the partnership strategy of working forward.

According to Fig 3, 01st Jan 01 – 31st Dec 2005 overall crimes at Mayfield School reduced. The Constabulary spent approximately £13,315 in investigation into crimes at Mayfield School in 2004. In 2005 this had reduced by 36%. An efficiency saving of £4793.40.
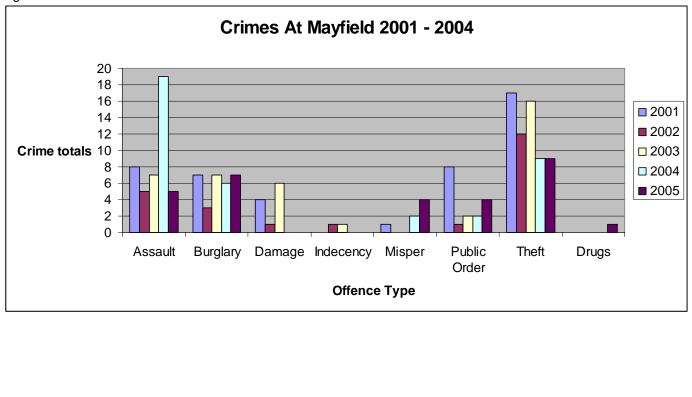
Fig3

Crimes At Mayfield 2001 - 2004

During 2004 there was an increase in reports of assaults as shown in fig 3. Interviews with staff and students identified that more incidents of this nature were reported as students appeared to trust and understand the systems available and were happy to advise the partnership of their concerns. It shows that once the influx of information and incident recording had been dealt with, we saw a reduction of assaults in 2006.

Property marking started on 05/01/04 and reduced reported theft of phones by 95%. An additional benefit was that children took crime prevention home, increasing the amount of property being security marked. The student council is now responsible for property marking, encouraging ownership and responsibility and there are planned activities around cycle marking and security due to be implemented in phase 2 commencing spring 2006.

Issues for the surrounding community have been tackled collectively as a result of High Visibility Policing during the Designated Area and improved community contact and partnership management, thereby exceeding the set aims and objectives of these responses. Effective community updates with flyers and newsletters to all homes to sustain reassurance is essential for community cohesion. A telephone hotline to Police and Council for anti-social behaviour was set up enabling information to be exchanged more effectively.

The change within the local community around the school has also been recognised by residents and businesses and the local councillor remarked on the fact that he has "received fewer complaints since the implementation of the project". Those who previously complained now approach Police and inform them how different it is to live in the area. Beat Surgeries have been established as a further point of regular contact with the community to continue building the relationship. A second customer survey has been commissioned to gauge the community's perspective on the changes.

At the end of the initial six month period of the designated area, assessment showed a 68% drop in calls to the most problematic areas around the school, and a 42% reduction in calls to Mayfield, compared to the previous six months. The designated area was so effective that it was not considered necessary to extend the order. Fig4 shows not only a 38% reduction in ASB in the target area since the project began but a 12% reduction in the surrounding area. This is not as low as the 18% reduction across the City which might suggest a small amount of displacement activity. This is still an excellent result.
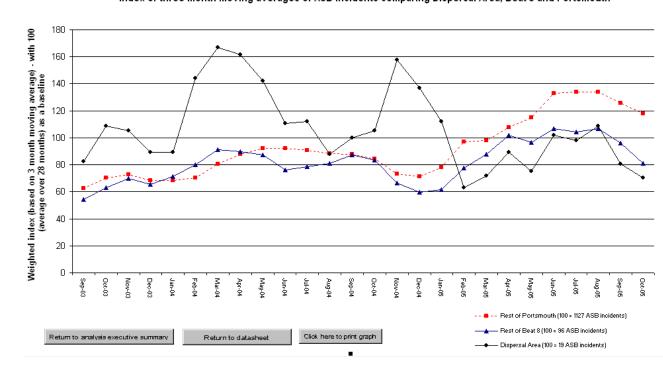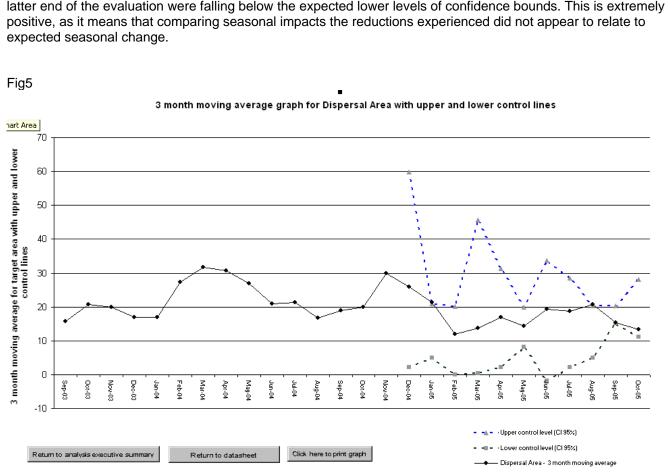
Fig4 _____

Index of three month moving averages of ASB incidents comparing Dispersal Area, Beat 8 and Portsmouth

Examination of the "Lupp Seasonality" graph in Fig5 indicates that levels seen within implementation area in the latter end of the evaluation were falling below the expected lower levels of confidence bounds. This is extremely positive, as it means that comparing seasonal impacts the reductions experienced did not appear to relate to expected seasonal change.

Fig5

3 month moving average graph for Dispersal Area with upper and lower control lines

The project was set up to reduce crime in Mayfield School and to improve the quality of life for residents around the school by achieving a true partnership approach. The beat team established significant contacts with the school Senior Management Team and demonstrated the need to provide appropriate responses raised by their scanning and analysis. Sustained working practices with all partners have achieved improved policing and community guardianship based on an agreement with the school balancing the police approach with due regard for school regulations and in particular their terms and conditions of acceptable behaviour on site. Through working with the students in this manner in their environment, the work has spread outside of the school building and now the students have learned how to treat police in a social and public environment. They have also learnt to understand what the public see in their behaviour. Large groups of youths are now a rarity in this area and antisocial behaviour has considerably reduced.
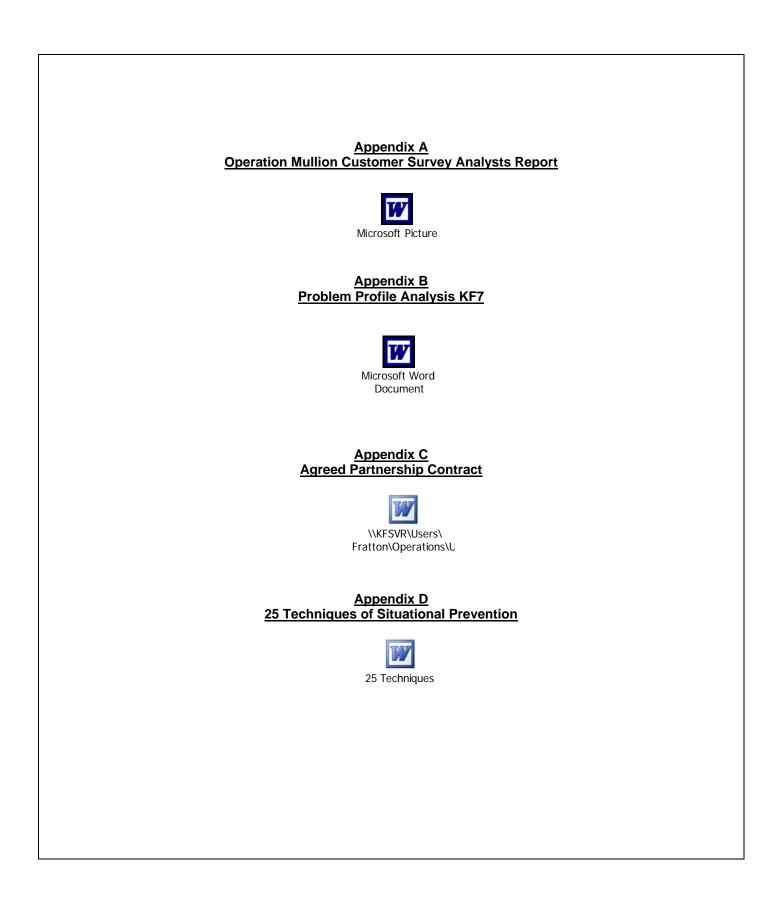
The new relationship enabled each establishment to benefit from intelligence reports, working with the National Intelligence Model, submitted by parties such as the Police, Mayfield School, the LEA, Social Services, and Portsmouth Youth Services, Motiv8, Connexions and the North End Young Peoples' Project. This filled the gap identified in the NIM process.

To date almost all objectives of the project have been met and exceeded:

	Targets to Reduce Reported incidents:	Reduction of Reported incidents:	Increase reporting:
✓ Thefts of Mobile Phones	15%	95%	
✓ Cycle Thefts	15%	39%	
✓ Criminal Damage and graffiti	20%	100%	
✓ Vehicle crime	15%	100%	
✓ Police calls to Mayfield	15%	42%	
✓ Assaults	25%		100%
✓ Student Exclusions	15%	42%	
✓ Truancy	10%	22%	

✓ Increased reporting of Bullying – as demonstrated by increased reporting of assaults up 100%.

The project continues to grow. We are excited as a partnership about what happens next. With the installation of the secured perimeter fence and the cycle cage, incidents of crime should reduce further.

Appendix A
Operation Mullion Customer Survey Analysts Report

Microsoft Picture

Appendix B
Problem Profile Analysis KF7

Microsoft Word
Document

Appendix C
Agreed Partnership Contract

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Appendix D
25 Techniques of Situational Prevention

25 Techniques

Title of the project

– Operation Mullion –

Reducing Anti-Social Behaviour and Crime in and around Mayfield School,

Portsmouth, England.

Name of force/agency/CDRP: Hampshire Constabulary

Name of one contact person with position/rank (this should be one of the authors):

PC Marcus Cator

Email address: marcus.cator@hampshire.pnn.police.uk

Full postal address:

Community Beat Office

Fratton Police Station

Kingston Crescent

Portsmouth

Hampshire

PO28BU

Telephone number: 02392891551

Fax number 02392891579

Name of endorsing senior representatives(s) Mr Simon Cole

Position and rank of endorsing senior representatives(s) Assistant Chief Constable

Full address of endorsing senior representatives(s) Hampshire Constabulary, West

Hill, Romsey Road, Winchester Hampshire SO22 5DB

Letter Of
Authorisation from Mr

Summary

Mayfield School is the largest secondary school in Portsmouth, historically suffering from a reputation of persistent antisocial behaviour and is considered a magnet for criminal activity. Mayfield was a school which parents did not wish to send their children too. It was in "Special Measures" after the last inspection by Ofsted, schools inspectorate. Crime in the district of Copnor was identified through scanning and customer surveys, as causing a significant fear of crime in the community. Mayfield School was identified as being at the heart of the problem.

Scanning: There are ten Secondary schools in Portsmouth with 10,159 students.

- The average crimes recorded for all 10 schools between 01/09/01 - 01/09/03 totalled 40.

- Officers and analysts conducted a review of crimes at Mayfield between 01/09/01 – 01/09/03 identifying 96 crimes.

- To clarify and design a response to reduce crime and disorder within Mayfield and spread this to the community, Hampshire Constabulary's problem orientated policing approach of Problem Resolution In a Multi-agency Environment Strategy (PRIME) was utilised.

- This incorporated the guidance given within governments Safer Schools Partnership (SSP) and the Association of Chief Police Officers (ACPO) paper on National Crime Recording Standards (NCRS).

Analysis: Partnership data identified

- Within Mayfield, criminal investigations cost police approximately £42,000 and Mayfield School £20,000+ in repairs in 2 years.

- Incidents reported involved "Nuisance or Youth Concerns".

- Community surveys established a majority of residents lived in fear of groups of youths and perceptions were that youths were responsible for crime.

- Significant lack of communication between agencies.

Response: Operation Mullion was initiated and set out a long term strategy, through key interventions and long and short term crime reduction strategies, to reduce crime and fear of crime in the community, by achieving:

- Improved "Partnerships" between organisations.

- Communication with the student body, enabling pupils to take responsibility for introducing established crime reduction strategies.

- Positive media input and support, marketing success to the community.

Assessment: After 2 years the project achieved reductions of:

- 39% in Police attendance.

- 95% in Mobile Phone Thefts

- 100% Criminal Damage and Vehicle Crime

- 36% in Theft overall.

- Overall reduction of 36% in Police investigation costs.

- 42% in Student Exclusions.

This project has been identified in Force and the Local Education Authority as good practice in reducing antisocial behaviour and crime in Schools.

Scanning

Operation Mullion was a policing operation established in September 2003 by PC Steve Hawkins and PC Marcus Cator. The aim was to combat antisocial behaviour in the Copnor district of Portsmouth. The problem was centered on concerns raised by residents and statistical evidence of crime in the largest hotspot within our community. At the centre of the hotspot was Mayfield Secondary School which holds the largest community of students in the city and by night, attracting unwanted attention when youths were often found drunk and sometimes abusive and aggressive towards residents and Police. It was becoming the "norm" for large groups of 40 or 50 youths aged 11-16 to roam the streets. In comparison to other schools it was apparent that Mayfield School was reporting more incidents than average.

Secondary School	Student No's	No. Of Crimes recorded 01/02/01 - 31/01/03
Milton Cross	1022	11
Priory	1311	31
City of Portsmouth Girls'	987	10
Springfield	1153	20
King Richard	970	96
Mayfield	**1399**	**96**
Admiral Lord Nelson	989	51
St Luke's CE	645	39
City of Portsmouth Boys'	833	14
St Edmunds RC	850	31
Total	10159	Average 39.9

Having identified these hotspots related geographically to Mayfield School a survey was undertaken by police, which highlighted concerns of the community.

Fig1

Problem Area Residents were concerned by:	%[1] of residents	Valid responses[2]
People hanging around on streets	67%	(163)
Underage drinking	58%	(124)
People using drugs	26%	(86)
People dealing drugs	20%	(71)
Adults being drunk or rowdy in public	19%	(134)
People being robbed or mugged	7%	(103)
Noisy neighbours	6%	(156)
People being attacked or harassed because of their race or colour	2%	(91)
People sleeping on the street or in other public places	1%	(135)
Loud parties	1%	(154)
Prostitution	0%	(99)
(For complete survey see Appendix A)		

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[1] Note: Caution should be taken when considering % results from a fewer than 100 valid responses.
[2] 'Valid responses' are the no. of residents who answered the question excluding those who stated 'Don't Know'/'Not Applicable'.

An analysts report was requested to identify key crime issues within the beat immediately surrounding Mayfield School, (see Appendix B)
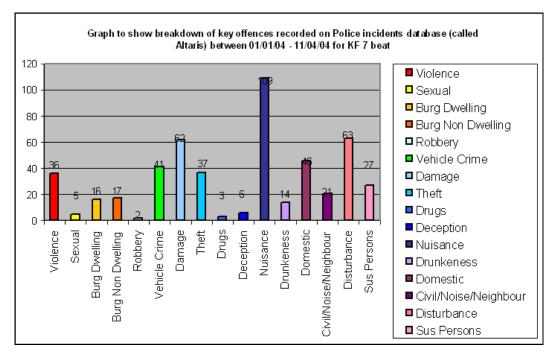
Fig2

Graph to show breakdown of key offences recorded on Police incidents database (called Altaris) between 01/01/04 - 11/04/04 for KF 7 beat

It became evident that Mayfield School was indeed the centre of the hotspot. Many officers were attending the same location repeatedly to resolve issues and concerns and to investigate crimes. The surrounding community was suffering from nuisance, antisocial behaviour and crime, during and after school hours. Attention was focused on trying to identify, resolve and reduce incidents of "youth nuisance" and crime in and around the school and to attempt to engage with the youths to identify their issues and concerns.

<u>Analysis</u>

Police examined all statistics and information available[3]. We were able to identify the crime issues and concerns and possible underlying causes. The cost of policing the school was, on average, £177 per incident. Police were attending the school up to 75 times a year! We returned to the school with this information and a suggested protocol for working together. (See Appendix C). Having established an agreed way of working together we set the following objectives to reduce crime and disorder within the school.

To reduce in a comparable period from the previous year:

- ✓ Thefts of Mobile Phones 15%
- ✓ Cycle Thefts 15%
- ✓ Criminal Damage and graffiti 20%
- ✓ Vehicle crime 15%
- ✓ Police called to Mayfield 15%
- ✓ Assaults 25%
- ✓ Student Exclusions 15%
- ✓ Truancy 10%
- ✓ Increased reporting of Bullying

Issue 1 Assaults / Bullying within school

The biggest concern, especially in the light of media publicity, was bullying. Over a 2 year period assaults within Mayfield reported to police had increased from 4 to 18 a year and all occurred during school hours. The culture in school between students appeared to be an acceptance of bullying. A majority of the incidents reported were as a result of retaliation between students for some misunderstanding or confusion or tended to be related to long-term arguments. As bullying had become accepted within the society as "normal" many more

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[3] Gathering crime data for schools - guidelines http://www.crimereduction.gov.uk/ssh01.htm

incidents were occurring and going unreported due to a lack of confidence in the situation being managed effectively. Identifying the underlying causes was essential[4].

The Underlying Causes appeared to be:

- ✓ Bullying between children and acceptance of this as the norm.
- ✓ Lack of confidence in school reporting procedures.
- ✓ Lack of appropriate rule setting.

Issue 2, Crime on site after hours / general Anti Social Behaviour in the area.

The school had suffered significant increases in Burglary over the previous 2 years, possibly due to the location, structure of the site and very low climbable walls. Poor lighting at night was a possible contributing factor as the site attracted youths who could easily hide. The grounds were considered a safe place by groups of youths to congregate, as they were out of sight from residents and police patrols. 15 of the 17 burglaries within the school occurred out of school hours. It was obvious that access routes to the school grounds were a contributing factor, in some cases the premises had been found insecure. As part of a school refit programme all windows and doors were replaced, improving site security[5].

Further to this the school site was suffering damage and vandalism, costing the school approximately £20,000.00 over two years. The school has 9 entrances and exits, plus low climbable perimeter walls. Under Fire Regulations the exits have to remain accessible. At night there was evidence that alcohol was being brought to the site and consumed by visiting youths, exacerbating their behaviour. CCTV recorded some of these incidents. However on occasions individuals were unrecognizable. Damage was largely under-reported by the school.

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[4]The problem of bullying in schools identified in the COPS publication "bullying in schools 2002
http://www.popcenter.org/Problems/problem-bullying.htm
[5] Recommendations from Southampton Safer Schools project 2001

The Underlying Causes were

- ✓ Lack of knowledge of crime issues by site managers.
- ✓ Poorly secured premises.
- ✓ Lack of perimeter security.
- ✓ Lack of ownership of problem.
- ✓ Off Licence very close by with Proxy Sales taking place.
- ✓ Damage accepted by School as an operational consequence and only reported internally.
- ✓ Lack of knowledge and understanding of the facilities available within the school structure.
- ✓ No respect for each other, themselves or the premises.
- ✓ A general "can't do anything about it!" attitude by the communities.
- ✓ A lack of targeted police response and limited staffing available to investigate crime in school.
- ✓ Offenders dealt with in school by their own procedures and Police unaware of their increasing misbehaviour.
- ✓ A belief that "you can get away with it 'because nothing ever gets done!"
- ✓ Public apathy contributed to a lack of surveillance / guardianship assisting the continuing misbehaviour of the youths.

Issue 3 - Theft within Schools.

Through analysis of crimes we identified a pattern of approximately two mobile phones a week being stolen from both pupils and staff. This was opportunist crime usually carried out by students and was due to a lack of responsibility by the owners to protect their property. It was also clear that theft of cycles occurred during school hours. These cycles were insecure or poorly secured in vulnerable areas. The school does not have a secure area for bicycles and students chain them to the front railings in the hope that the roving CCTV camera will monitor them.

Underlying Causes

- ✓ A general belief that nothing can be done about it.
- ✓ Lack of security of staff possessions.
- ✓ Easily stolen items that are sold on and broken up making recovery difficult.
- ✓ No way of identifying property.
- ✓ No secure area for storing Cycles

Issue 4 - Exclusion and Truancy

The national accepted level of unauthorised absence in Secondary Schools is 1.1%. This does not correctly identify truanting children specifically as this figure incorporates leave which is not authorised, such as holidays etc. 1.1% of Mayfield's student population would equate to 14 children on average being registered as an unauthorised absence. Mayfield's figures were 13% of children registered as unauthorised absence. Some of the children were committing crime whilst truanting or excluded. The exclusion and truancy rates were a concern to the school and they wanted to reduce this through their own multi-agency structures.

Underlying causes

- ✓ Acceptance by students that they can leave school whenever they wanted.
- ✓ Some students believe this is the only way to deal with personal issues and problems.
- ✓ Site set up, access and egress too easy from all areas with little supervision of exits due to the size of the site.
- ✓ Pupils not engaging in School or Community activity.

Responses

Prior to this project, competing force priorities resulted in the removal of Police Schools Liaison in secondary schools. This project was developed by approaching the school to establish their current working practices and how their establishment was managed in order to learn more about the environment and how best to police it. Having approached the Headteacher, police noticed a severe gap in the NIM (National Intelligence Model) and problem solving[6] processes and suggested the use of multi agency partnerships, with appropriate partners to confer and direct clear objectives to tackle the issues identified. Portsmouth Police, Mayfield School (staff and students) and Education Welfare formed the initial partnership, setting up an information and intelligence exchange. This later incorporated the Local Education Authority, Council, feeder schools and Social Services.

The partnership objectives were to reduce antisocial behaviour within the school and community by working with the students and the large groups of youths who frequented the area. Early on it was identified that crime levels were accepted as normal by students and teachers. There were also no clear guidelines for the school as to when to involve Police in proceedings.

Our key aims for the partnership identified the following essential needs;
1/ An agreed protocol for partnership working. This had to be identified to establish clear guidelines of working structures and practices between agencies.
2/ Crime and disorder occurring within the school needed reporting guidelines to improve the effectiveness of involving Police and continuing support to investigate these incidents, as well as new and improved ideas on tackling crime.
3/ Exclusion and Truancy were a real issue. Swift intervention was required in order to make an immediate impact.
4/ Students needed to be educated about crime and disorder and a cultural change implemented within the school society.

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[6] Integrating the NIM with a problem solving approach http://www.crimereduction.gov.uk/nim1.pdf

5/ The police needed to recognize the "community" within the school and become a part of it, working with government requirements of Safer Schools Partnership strategies.

6/ The community around the school needed to be appraised of issues and concerns, and involved through effective communication.

With this partnership strategy in place we decided to tackle the issues raised from our scanning. Responses to issues in our analysis were considered and prioritised against the principles of the situational crime prevention matrix. (Twenty-five Techniques of Situational Crime Prevention by Cornish and Clarke (2003)) (see appendix D). We looked at examples of good practice within our force and within partner agencies and together we pursued the following responses.

Response Issue 1 Assaults / Bullying within school

Best Practice in dealing with bullying is already in place and available. Different examples of these were analysed and in partnership consultation, a suitable Policy was drawn up by the school. This policy was then implemented by:

- o   Advertising a "No Bullying Campaign".
- o   Posters in corridors with names and contact details of key individuals.
- o   Information available on the School website.
- o   Adopting a Multi-agency approach to dealing with incidents.
- o   Students encouraged to report bullying.
- o   Counseling services for perpetrators.
- o   Appropriate rule setting, set up and maintained.
- o   Mentors utilised from existing school council and support put in place for victims.

This had a profound effect on the reporting of incidents. The confidence of the students in the processes and the Police improved. Reporting of incidents rose dramatically and with it our

relationship with the students blossomed. We became an intrinsic part of the procedures of discipline. The school invited us to case conferences and re-integration meetings to work with individual students. This role has developed and we are now regularly involved in many of these situations. It also became accepted that Police were visiting the school to work with staff and students, and the students became more receptive to us.

Response Issue 2 Crime on site after hours / general Anti Social Behaviour in the area.

a/ Application for a Dispersal Area[7], increased patrols and community engagement.
A joint partners' application for Designated Status under the Antisocial Behaviour Act 2003 in order to disperse persons behaving in an antisocial manner, was successful and implemented on the 22nd July 2004. Maximum effect was gained through publication of 3500 letters distributed to students at all schools in Copnor. Leaflets were distributed to residents informing them of the designated area. A media release was published identifying the area and posters were put up in key locations. High Visibility Police patrols were utilised enforcing the status of the area to youths and parents.

The results were increased public awareness and confidence in the school and the police. The defined area allowed targeted patrols to police the area more robustly. We approached local businesses and using the skills and knowledge of trading standards officers, tackled proxy sales and the Council operated test purchasing on businesses. They identified stores selling to youths and pursued prosecutions, where applicable, resulting indirectly in one local store closing. Under powers available large groups were identified and dispersed. This allowed us to continue the work during school hours with the youths identified and further educate them and their parents about their behavior.

It was feared this robust stance would have a displacement effect, but as we were tackling the youths through the school as well as on the street, this was minimized. Students were aware

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[7] Home Office together programme identifying the use of dispersal area to control groups
http://www.together.gov.uk/category.asp?c=185

of our work and our reasons for it. We also ensured activities were available and expanded upon for the youths during and after school hours.

b/ Re-securing the site.

After putting in place several strategies within the school and increasing the policing of the site it was identified that the perimeter of the site was largely contributing too many of the factors of insecurity, damage and burglary. During school hours, staff and students were also at risk of intruders entering the site. This had resulted on several occasions on individuals being assaulted and disruption to the school day.

In consultation the partnership decided to seek funding to re-secure the site. An application was made to Police Headquarters under the "efficiency savings" budget for an investment into the project. Hampshire Constabulary had never invested a lump sum in an outside agency for this type of project. We were successful in securing £25,000.00 towards the project and the partnership soon had a substantial fund to investigate the possibilities of new fencing to re-secure the site.

A residents meeting was called and a planning application was discussed to incorporate all views and needs for the school, the residents, the local education authority, the Police and the Council. A new perimeter fence is due to be erected around the site in Summer 2006.

Response Issue 3 Theft within Schools.

It was decided after looking at successes of crime prevention schemes within Portsmouth to try to emulate them. Property marking was used to alleviate the problem of Mobile Phone theft by reducing their value to the thieves. 400 mobile phones were post-coded and data-based with a nationally recognised company, increasing the probability of tracing them if stolen. Previous research by the Home Office[8] demonstrates positive marketing sold successfully was a necessity. In light of this, each class in school was approached, focusing

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[8] http://www.crimereduction.gov.uk/stolengoods3.htm

attention on individuals, which encouraged recognition, respect and ownership of property. Owners were given crime prevention packs consisting of advice, ultra violet pens, security stickers, key rings and contact information. These were victim orientated, encouraging them to continue property marking at home. The packs cost £1.00 each, overall cost to the project to date £400.00. The scheme increased education to students and encouraged them to take ownership for themselves and their property. In order to continue the scheme without Police time and input the School Council were made responsible for marking and logging all new phones, making the scheme self-policing.

After scanning all 10 secondary schools in Portsmouth, it was identified that Cycle Cages had been used at other sites and could be a way of reducing cycle thefts. In consultation with partners the school wrote a Travel Plan to the City Council. This plan applied for funding to secure safe travel for students. This application was successful in securing £14,500 towards a Cycle Cage which is to be built in spring 2006.

Further to this, a property marking system for bicycles was introduced which incorporated ultra violet marking and acid etching aligned to a manned telephone 24:7 database. This system and company were already recognised nationally and the concept of their use was suggested to the local council in co-operation with the Travel Plan. The Marking kits cost £1.75 each. 50 packs were allocated to the school at a cost of £87.50. The Council embraced this scheme and there was a high profile launch to the public using the media and road shows which are now going to be used within all Portsmouth schools. The School Council will be tasked to maintain this scheme along with the phone database.

Response Issue 4 Exclusion and Truancy

The partnership set up a robust policy for the students outlining when they should be in school grounds and when they can leave the site and under what circumstances. School staff were utilised to patrol the grounds during times when they were not otherwise committed. CCTV was utilised with radios to convey and identify locations of concern. Later, mobile

phones were introduced to staff improving the contact-ability and responsibility of staff for specific children and issues.

Police whilst on patrol approached students who were identifiable as Mayfield Students who were found truanting from school. All students' details were obtained and the student returned to school. Multi agency letters were sent to parents advising them that their child had been truanting. Education Welfare would then monitor and consider case conferences with the student, parent and agencies before considering a prosecution. Because of the robust policies[9] on behaviour, bullying, assaults and truancy the exclusion rates were also being tackled.

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[9] Government advice on tackling exclusion http://www.socialexclusionunit.gov.uk/downloaddoc.asp?id=65

Assessment

The project has been running over 2 years. In this time we approached various organizations with our ideas and structures which have been extremely well received. Portsmouth Education has set up extensive multi agency strategies and have utilised our suggested contract for partnership work as an example of good practice. The ideas of the project were so well received by the LEA that presentations and conferences were held with all schools in Portsmouth to disseminate good practice and encourage partnership strategies throughout education. A Power Point presentation identifying "good practice" for the City was produced.
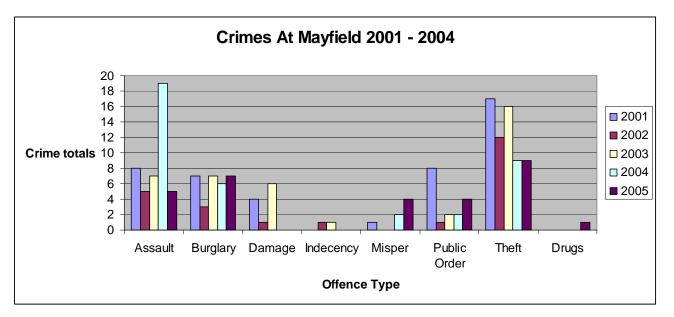
Mayfield has seen a reduction of 42% in exclusion rates of students compared to the average City reduction of 30%. Since the start of the project visiting parties to the school have witnessed significant changes in the behaviour of students. After the latest Ofsted interim inspection[10], Mayfield School came out of "Special Measures" and was identified as a "rapidly improving school with clear management". The partnership work was highlighted as a strength in school procedures.

The police are now considered to be an integral part of the school structure. The partnership approach has been held up and further developed by the LEA. There are now established Community Improvement Partnership Schemes in Portsmouth with appointed CIPS managers who meet on regular intervals to continue the partnership strategy of working forward.

According to Fig 3, 01st Jan 01 – 31st Dec 2005 overall crimes at Mayfield School reduced. The Constabulary spent approximately £13,315 in investigation into crimes at Mayfield School in 2004. In 2005 this had reduced by 36%. An efficiency saving of £4793.40.

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[10] Special measures guidance http://www.standards.dfes.gov.uk/sie/documents/revised2005guidance.pdf

Fig3

Crimes At Mayfield 2001 - 2004

During 2004 there was an increase in reports of assaults as shown in fig 3. Interviews with staff and students identified that more incidents of this nature were reported as students appeared to trust and understand the systems available and were happy to advise the partnership of their concerns. It shows that once the influx of information and incident recording had been dealt with, we saw a reduction of assaults in 2006.
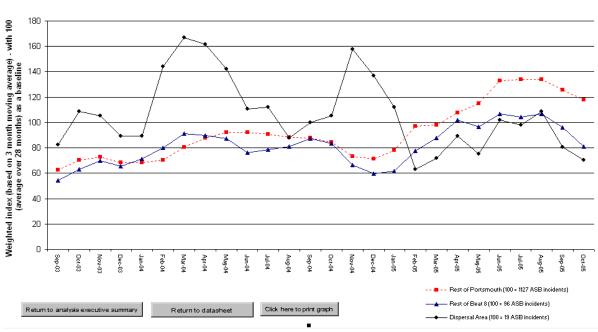
Property marking started on 05/01/04 and reduced reported theft of phones by 95%. An additional benefit was that children took crime prevention home, increasing the amount of property being security marked. The student council is now responsible for property marking, encouraging ownership and responsibility and there are planned activities around cycle marking and security due to be implemented in phase 2 commencing summer 2006. Issues for the surrounding community have been tackled collectively as a result of High Visibility Policing during the Designated Area and improved community contact and partnership management, thereby exceeding the set aims and objectives of these responses. Effective community updates with flyers and newsletters to homes to sustain reassurance is essential for community cohesion. A telephone hotline to Police and Council for anti-social behaviour was set up enabling information to be exchanged more effectively. The change within the local community around the school has been recognised by residents and businesses and the local councillor remarked on the fact that he has "received fewer

complaints since the implementation of the project". Those who previously complained now approach Police and inform them how different it is to live in the area. Beat Surgeries have been established as a further point of regular contact with the community to continue building the relationship. A second customer survey has been commissioned to gauge the community's perspective on the changes.

At the end of the six month period of the designated area, assessment showed a 68% drop in calls to the most problematic areas, and a 42% reduction in calls to Mayfield, compared to the previous six months. The designated area was so effective that it was not considered necessary to extend the order. Fig4 shows not only a 38% reduction in ASB in the target area since the project began but a 12% reduction in the surrounding area. This is not as low as the 18% reduction across the City which might suggest a small amount of displacement activity. This is still however, an excellent result.[11]
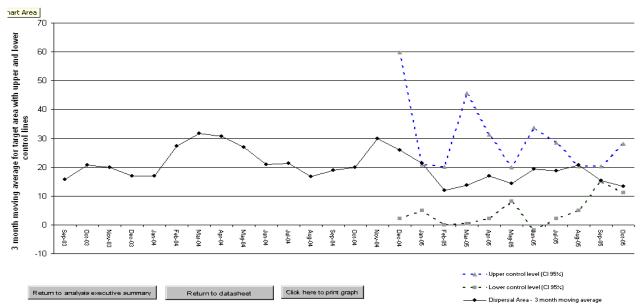
Fig4

Index of three month moving averages of ASB incidents comparing Dispersal Area, Beat 8 and Portsmouth

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[11] . "Displacement is where activity is displaced from the target area to the surrounding/nearby area, and diffusion of benefit is where the benefit achieved in the target area spreads beyond to the nearby/surrounding area." Clarke, R.V and Weisburg, D. (1994) Diffusion of Crime Control benefits; Observations on the reverse of displacement.

Examination of the "Lupp Seasonality" graph in Fig5 indicates that levels seen within implementation area in the latter end of the evaluation were falling below the expected lower levels of confidence bounds. This is extremely positive, as it means that comparing seasonal impacts the reductions experienced did not appear to relate to expected seasonal change.

Fig5

3 month moving average graph for Dispersal Area with upper and lower control lines

The project was set up to reduce crime in Mayfield School and to improve the quality of life for residents around the school by achieving a true partnership approach. The police established significant contacts with the school Senior Management Team and demonstrated the need to provide appropriate responses raised by their scanning and analysis. Sustained working practices with all partners have achieved improved policing and community guardianship based on an agreement with the school balancing the police approach with due regard for school regulations and in particular their terms and conditions of acceptable behaviour on site. Through working with the students in this manner in their environment, the work has spread outside of the school building and now the students have learned how to treat police in a social and public environment. They have also learnt to understand what the public see in their behaviour. Large groups of youths are now a rarity in this area and antisocial behaviour has considerably reduced.

The new relationship enabled each establishment to benefit from intelligence reports, working with the National Intelligence Model, submitted by parties such as the Police, Mayfield School, the LEA, Social Services, and Portsmouth Youth Services, Motiv8, Connexions and the North End Young Peoples' Project. This filled the gap identified in the NIM process.

To date almost all objectives of the project have been met and exceeded:

	Targets to Reduce	Reduction of
Increase reporting:		
	Reported incidents:	Reported incidents:
✓ Thefts of Mobile Phones	15%	95%
✓ Cycle Thefts	15%	39%
✓ Criminal Damage and graffiti	20%	100%
✓ Vehicle crime	15%	100%
✓ Police calls to Mayfield	15%	42%
✓ Assaults	25%	
100%		
✓ Student Exclusions	15%	42%
✓ Truancy	10%	22%

✓ Increased reporting of Bullying – as demonstrated by increased reporting of assaults up 100%.

The project continues to grow. We are excited as a partnership about what happens next. With the installation of the secured perimeter fence and the cycle cage, incidents of crime should reduce further in line with identified good practice. Research into possible interventions is continually researched as the project developed[12].

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[12] http://www.popcenter.org/Problems/problem-vandalism.htm School vandalism and break ins 2005

Appendix A
Operation Mullion Customer Survey Analysts Report

Microsoft Picture

Appendix B
Problem Profile Analysis KF7

Microsoft Word
Document

Appendix C

Agreed Partnership Contract

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Appendix D
25 Techniques of Situational Prevention
By Cornish and Clarke 2003

25 Techniques

Texts referred to for reference:

http://www.popcenter.org/problems.htm

http://www.popcenter.org/library.htm

Operation Mullion – 2004

1. Background

The introduction of PRIME (Problem Resolution in Multi-agency Environments) is Hampshire's response to problem solving as the underpinning philosophy for achieving long term sustainable reductions in crimes and incidents.

Stage one of the problem solving methodology is to 'define the problem'. This involves a proactive scanning of communities for persistent or recurring problems and analysis of all the factors associated with the problems, to identify the underlying causes. It also aims to identify the victims, the offenders and the location. The second stage is to involve the community through consultation.

2. Aims and Objectives

The local beat officer sought to gather information from local residents regarding the perceived levels of crime and anti-social behaviour in beat KF7 which includes part of the Hilsea and North End areas of Portsmouth. This information will be fundamental to the scanning stage of PRIME in this area. The aim is to concentrate on those areas perceived as having particular problems and to gather the views and perceptions of the residents who live there. These views, combined with the findings from the other scanning undertaken (ie the number of crime reports, Altaris messages etc), provide information which assists in the development of PRIME initiatives for the area. The survey also sought to develop good community contact with local residents with the aim of increasing confidence in the local police.

3. Methodology

All residents within the research area received a postal questionnaire seeking to ascertain their views on a variety of issues. 1204 questionnaires[1] were distributed and 537 were returned completed. This represents an 44% response rate.

4. Results

4.1 The Area

Operation Mullion was undertaken in an area comprising of primarily Victorian terrace residential properties. A majority of these are privately owned dwellings with gardens. Overall this area is a more affluent area (compared to neighbouring beats). This is also an area however which has a number of 'hotspots' for anti-social behaviour. The main areas of concern are Mayfield School and College Park. There are however also thought to be problems around Cliffdale School and the local off-licenses.

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[1] Due to errors contained within the questionnaire distributed some questions were excluded from analysis.

4.1.1 Crime and Anti-Social Behaviour

The residents were asked about a number of crimes and anti-social behaviours and then asked to indicate how much of a problem each one was within their area. Table 1 lists the issues asked about and the percentage of residents who stated that this issue was either a very or fairly big problem in their local area.

Residents were also given the opportunity to mention any other problems/issues of concern in their area. 68 residents took the opportunity to raise other issues. A number of residents mentioned that the issues they raised were related to juvenile nuisance issues. The problems included, vandalism (to property and vehicles), verbal abuse/intimidation. A wide variety of other answers were also provided from speeding motorists and poor parking through to trespassing and noise.

Table 1

Problem Area	$\%^2$	Valid responses[3]
People hanging around on the street	67%	(163)
Underage drinking	58%	(124)
People using drugs	26%	(86)
People dealing drugs	20%	(71)
Adults being drunk or rowdy in public places	19%	(134)
People being robbed or mugged	7%	(103)
Noisy neighbours	6%	(156)
People being attacked or harassed because of their race or colour	2%	(91)
People sleeping on the street or in other public places	1%	(135)
Loud parties	1%	(154)
Prostitution	0%	(99)

Residents were then asked to select which of the issues discussed was the most <u>common</u> in their local area. In line with the answers provided in relation to which issue was the biggest problem, 77% of residents selected people hanging around on the street as the also being the most common problem.

A majority of the residents who stated that people hanging around on the street was the most common problem felt that the police either fully (18%) or partially (46%) understood the problem. 16% felt that the police did not understand the problem at all (the remaining 20%

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[2] Note: Caution should be taken when considering % results from a fewer than 100 valid responses.
[3] 'Valid responses' are the number of residents who answered the question excluding those who stated 'Don't Know'/'Not Applicable'.

stated that they did not know whether the police understood the problem or not). When asked if they had any ideas as to what more the police and other organisations could do to help to overcome the problem, 75 made suggestions. Over two thirds of these suggestions referred to the need for more police patrols in the area/increased visibility of police officers in the area. Some residents specified the need for patrols around the schools and park, some also suggested the need for these patrols to be in the evening/night and after school. Other suggestions included dispersing groups of youths who are congregating and providing youths with places to go/things to do. A couple of residents suggested that the locations were already available – the school fields/playgrounds and pitches in College Park which could be opened up for organised activities in the evenings for children to attend. A few residents also raised the need for parents to be involved with initiatives and the need for parents to be responsible for their children.

Residents were also asked to comment on whether they felt that crime or anti-social behaviour in their area had changed compared to that of 12 months ago. The results are shown in Table 2

Table 2

	Crime (%)	Anti-social Behaviour (%)
A lot more	14	46
A little more	37	37
About the same amount	44	14
A little less	3	1
A lot less	2	2

The issues of vandalism, in particular car vandalism and thefts/burglaries, are raised as the main reasons why residents perceive the level of crime in the area to have increased. Once again youths are raised as being a problem in the area. The perceived increase in anti-social behaviour is attributed by nearly two thirds of respondents to youths in the area. The main locations highlighted where youths congregate are: the schools (Mayfield and Cliffdale (the new pitches and play areas in Cliffdale School are seen to have encouraged youths to break into the school grounds); College Park and Randolph Road/the off licences. They are accused of being abusive and intimidating and creating noise, litter and damage.

4.1.2 Feelings of Safety and Fear of Crime

- 65% of residents stated that they felt very or fairly safe living in their local area.
- 94% of residents stated that they felt very or fairly safe walking alone in their local area during the day.

Residents were then asked to consider how worried they were about being the victim of various types of crime. Table 3 indicates the percentage of individuals who stated that they were very or fairly worried about being the victim of each crime type.

Table 3

Crime Type	%
Having your home broken into and something stolen	73
Having things stolen from your car	61
Being insulted or pestered by somebody while in the street or any other public place	59
Having your car stolen	57
Being mugged or robbed	52
Being physically attacked	51
Being attacked because of your skin colour, ethnic origin or religion	7

These findings corroborate the results from previous sections of this report, once again burglary and theft arise as particular concerns for residents.

When asked how concerned they were overall that they or any other member of their household will be a victim of crime 79% stated that they were very or fairly concerned. 31% of residents stated that either they or another member of their household had been the victim of crime in the last 12 months. Of those who themselves (or a member of their household) had been a victim of crime in the last 12 months, 92% were very or fairly concerned about becoming a victim again, this compares to 73% of those who had not experienced crime in the last 12 months.

Residents were then asked to consider who they would tell if they were a victim of a crime. A majority of residents stated that they would tell a police officer (87%). Those who stated they would not tell a police officer were then asked why they would not do so. The main reasons provided were that they do not think the police could do anything or they feared reprisals if they did report the crime. This may be for a number of reasons; it may be dependent on the type of crime they were thinking of in answering this question, or alternatively it may indicate a lack of confidence in the police being able to assist.

Residents were then asked to consider which initiatives they believe would make their local area a safer place. Table 4 provides a breakdown of the responses received.

Table 4

Initiative	%
More police patrols on foot/bike	91
Harsher penalties for criminals	72
More police patrols in a car	45
Better communication with the police	36
More Neighbourhood Watch	28
Safer roads/crossings	17
Better street/footpath lighting	12

42% of residents who responded to this survey felt that they were very or quite well informed about local community issues. 11% stated that they felt they were not informed at all. When asked how they would like to be kept informed local papers was selected by the overwhelming majority of residents as the preferred method.

Table 5

Method Providing Information	%
In local papers	67
At local meetings with the police/council	24
On local radio	24
Through Neighbourhood Watch	24
Other	12
On the internet	11
By e-mail	11
In the library	8

*Note: the total of this table equals over 100% as residents were invited to select their two most preferred methods of providing information.

The majority of those who stated that they would prefer to receive information by another method, stated that they would prefer to receive information by leaflets/newsletters through the post.

4.3 Additional Feedback

At the end of the interview residents were given the opportunity to raise any other comments they had in relation to the issues discussed. Nearly half of those residents who made additional comments referred to issues surrounding youths in the area. They discussed

problems during the day – perceived to be carried out by children bunking off school, after school – perceived to be children on their way home from school, and also evening and night time periods. The majority of comments focused on the school (primarily Mayfield), whether blaming school children or discussing problems which are occurring on school property in the evening and at night.

Many of the issues are about youth behaviour in general (not necessarily about Mayfield/Cliffdale pupils). Residents suggest that youths are trespassing into the school grounds, climbing over the walls and fences to both schools (particularly following the laying of new pitches in Cliffdale School). The youths apparently sit on the buildings and throw objects onto the ground below. Youths are also accused of throwing objects whilst walking around the area, residents mentioned gravel and eggs to be amongst the items thrown.

Some residents felt that the school had to take more action, others stated that in the past the school has denied any responsibility for the problems in the area. One parent backs up the views of the school that often the youths causing the trouble are not pupils from the local schools at all. This issue is unclear and may need further investigation in order to establish where the police need to focus their efforts. Clearly if the youths causing the problems do not attend the school then the solution may require working with youths/schools outside of Mayfield and Cliffdale.

Many of the issues are viewed by the police as being anti-social behaviour as opposed to crimes, however they are clearly causing significant distress to residents within the area and affecting their feeling of safety. This is particularly felt by those residents who find the youths hanging around in groups intimidating and state that they are often very abusive. It should be noted however that it is not only the adults who feel intimidated, some parents also referred to the views of their children within this section. "It might be useful to aim a similar questionnaire at local children as they are the most affected by the intimidation from certain youths. My 14 year old son and his friends have been unable to use the facilities at College Park for years now for fear of threats from certain youths."

As mentioned many of the issues are not serious crimes, but more minor incidents such as vehicle damage and anti-social behaviour. Some residents believe that the police therefore lack any interest in such matters. Some stated that they have contacted the police in the past "On occasions when I have called the police for anti-social behaviour we have had no police response"; "When attempting to report minor crime (vandalism to car attempted theft) police were not interested. On suffering subsequent theft, did not bother to report to police as felt no action would be taken". As the latter quote suggests, this can lead to an under-reporting of incidents and it also encourages youths to continue with their behaviour as they see that nothing is being done. When the police are called and do attend, a number of residents

indicate that their attendance is too late, with the youths already having moved on. Many residents feel that for whatever reason the police do not deal with youths – possibly due to their age, which leaves the youths believing they can continue to act in this way. Other residents did however take the opportunity to praise the police for their work and also showed an interest in the work, and possible assistance "I run a boxing club, if the council could help us with a larger premises for kids to train we would help keep young lads (or girls) with nothing to do off our streets, it would also keep them off the drink". There was also support for dealing with the problems, as opposed to just moving the youths on, "Whilst I do think an increase in police presence would be good I also think it would only move the problem to another neighbourhood."

Safer School Partnership

Joint Protocol

Portsmouth Basic Command Unit

And In Conjunction With

Mayfield School

Overview

This protocol seeks to clarify the role of the Community Beat Officer, within educational establishments in Portsmouth and the local community, and the working practices for a partnership approach. The aim of this protocol is therefore to ensure that young people, staff, parents and visitors to the school/college have a safe environment in which to study, work and visit, and where young people can develop to their full potential.

This protocol fully supports and endorses Portsmouth 8 and the five outcomes of Every Child Matters: for children to Be Healthy, Stay Safe, Enjoy and Achieve, Make a Positive Contribution and Achieve Economic Well-being

This protocol has been agreed following a consultation process that involved the senior management teams of Portsmouth BCU, Mayfield School and the Local Education Authority. This protocol is a "live" document that will continue to evolve with the partnership. It will be reviewed formally every twelve months. The review will be conducted by representatives of Portsmouth BCU and Mayfield School and is intended to identify whether the agreement remains current, effective and identify ways in which it can be improved.

Community Beat Officers Objectives:

- Continue to improve relations between police and the school / college community, with particular emphasis on the relationship with pupils.
- Continue to improve relations between police and the local community.
- Reduce crime, disorder and anti-social behaviour within the school / college beat.
- Accelerate access to police support at times of need.

Partnership Objectives:

- To reduce crime, disorder, anti-social behaviour and bullying within the school / college beat
- To help combat truancy
- To reduce the fear of crime amongst pupils, all staff employed in the school, and the wider community
- To improve the safety of the school / college beat environment for pupils, all staff employed in the school, parents, visitors and neighbours.
- To support the raising of young people's standard of attainment
- To ensure that all members of the partnership follow restorative and problem-solving principles and operate within a partnership approach to reduce incidents of crime, disorder and anti-social behaviour.
- To raise the profile of citizenship and the role of individuals and the wider community to achieve it.
- To provide an environment that improves pupils' motivation and attitudes to learning.

The objectives will be achieved through a multi-agency problem solving panel involving representatives from all partners. (The school / college will be subject of a PRIME (Problem Resolution In a Multi Agency Environment), and the panel for the PRIME will achieve this.)

Role of the CBO is to liaise and negotiate with school / college staff:

- Working directly with young people to increase their knowledge of the police service and to develop an effective partnership with the school / college community.
- In conjunction with the school staff to adopt both a proactive and reactive response to problem solving in order to reduce crime, disorder and anti-social behaviour within the school / college community, thus improving the environment for young people to learn.

- To participate in partnership initiatives to improve the school / college learning environment.
- To attend Staff, Governor and Parent meetings as required.

Working Practices for Partnership:

Community Beat Officers in liaison and negotiation with school / college staff will:

- To provide Advice on initial investigations involving allegations of Assault, Robbery, Sexual Offences, Offensive Weapons and Possession of drugs.
- All investigations (except serious offences) will be carried out by school staff unless Police input is deemed necessary by staff, parents, pupils or police. In this case if urgent and the CBO is on site then the CBO will deal, however normal practice for all incidents is to contact police through 999 or 0845 0454545 and the next allocated investigating response officer will attend.
- Assist in a partnership approach to any incidents of bullying, truancy and exclusions where deemed necessary by staff or police.
- Assist in a partnership approach to the delivery of the Personal Health and Social Education (PHSE), Citizenship and Healthy Schools programmes. This to be in support of the aims of the Force's Strategic Plan to increase public reassurance, make public places safer, detect major crime, reduce road casualties and the level of volume crime.
- Through this partnership support the school in delivering Portsmouth 8 and the Five outcomes of Every Child Matters in particular: Being Healthy, Staying Safe, Making a Positive Contribution
- Undertake School beat patrols under conditions agreed between the school and the C.B.O's to identify students out of school and at risk
- Assist school staff in the management of potentially violent situations
- Normally only arrest pupils within school / college for serious offences. Minor matters will normally be dealt with in other ways after full details have been investigated and recorded as previously outlined.
- Assist school staff in the lawful searching of pupils.
- Work in partnership with members of staff so that the CBO may operate in ways in which assist staff, where possible, in carrying out their roles effectively.
- Work with young people to assist them to help deliver a safer and more secure school / college community, and to ensure that their views are actively taken on board in developing the partnership.

School Staff (in line with Governors guidance) will:

- Report all incidents of Assault, Robbery, Sexual Offences, Offensive Weapons seized or found and Possession of drugs to the Student Support Department who will liaise with the CBO (third party reporting acceptable), and where relevant bring to the attention of the principal.
- Assist in a partnership approach to deal with any incidents including bullying and truancy, and work with the CBO to agree an approach for involving the CBO in its resolution
- Assist in a partnership approach to the delivery of the school PHSE, Citizenship, and Healthy School's programmes. School / College staff will preserve evidence of an offence, whether physical or from a witness, whenever practicable, and will seek the advice of the CBO if required. Continuity of exhibits and property will be given priority. Any exhibits will be brought to the attention of the CBO for them to be dealt with according to service procedures.
- In the event of pupils being searched by School / College staff, police will assist where possible. Staff will conduct searches in the presence of an officer when appropriate. Parents will be notified of such action by college staff.

Other Issues:

Uniform

- A Community Beat Officer will be expected to perform their duties in uniform to enable them to perform their role effectively in support of the school / college community.
- There will be rare occasions, however, where it is not practicable or desirable for uniform to be worn. An example of this may be the case where a CBO is required to speak to a group of people under sensitive circumstances and it would be detrimental to that process for the police officer to be identified as such to parties not from within this group of people.

Officer Safety Equipment

- All CBO's are required to wear their Officer Safety Equipment. In plain clothes this will be worn covertly using the harness provided.

Information Exchange

- The exchange of information is covered by the protocol between (School) and (Police) and draws on Section 115 of the Crime and Disorder Act 1998. Any clarification required of this document must be referred to the Inspector of the Community Safety Unit, Portsmouth before action is taken.
- Information exchanged between the police and school/college must remain confidential unless the above information exchange protocol has been followed by all parties concerned.

Financial Arrangements:

At this time the Hampshire Constabulary remains responsible for funding the officer's salary within Portsmouth BCU subject to officers not being allocated to a school as a full time resource.

Line Management of Officer:

As a member of the Hampshire Constabulary, the officer remains under the direct control of his/her designated police line management. The officer will, however, report to the Head Teacher or appropriate senior school manager in order to ensure that the activities of the officer within the school are focused on identified issues and serve to support the stated aims of this protocol.

The Hampshire Constabulary give an undertaking that an officer will be allocated to each school / college partnership role. However the officer is an operational officer and will be required for any operational reasons and as such there may be occasions where the officer is unable to keep appointments and will notify the school as soon as practicable. If the CBO leaves the role a new officer will be allocated to the school as soon as practicable to continue the partnership.

Signed:

Community Beat Officer   Head Teacher

Chief Inspector   Governing Body Representative.