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Constabulary**

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**LANCASHIRE CONSTABULARY SUBMISSION TO THE 2007
HERMAN GOLDSTEIN AWARD FOR EXCELLENCE IN
PROBLEM ORIENTED POLICING**

OPERATION DETENTION

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Herman Goldstein Awards
2007

OPERATION DETENTION

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SUMMARY

Scanning

Brookfield Primary is one of three junior schools in the deprived Brookfield district, Preston, Lancashire, England. The school grounds are open all round with woodland at the rear. Reported criminal damage increased 71% between 2004 and 2005 resulting in thousands of pounds of damage to the school. Concerns raised by staff, parents and community highlighted issues of intimidation and anti-social behaviour, which saw a documented 116% increase in the same period. Smashed windows, broken bottles and damage to the roof were a common occurrence at the school. The local St. Maria Goretti School has not experienced the same problems despite the two schools being only a few hundred metres apart.

Analysis

- Police Data highlighted 39 incidents of anti-social behaviour in 2005.
- 24 reports of damage to the school totaling £4,643.97.
- Staff, parents and community information further aided understanding of the problem.
- Open access to school grounds leading to old fire escape facilitating, access onto flat roof and leading to damage of guttering, skylight.
- Windows damaged and litter left on site.

Local youths
Repeat Offender
Aged 8 and 18



○ Open access
No natural Surveillance
Flat roof

Local community school
Pupils and parents
Non resident caretaker
Community

Response

Partnership developed including local community, school and community groups:

- Funding accessed to improve school facilities
- Diversionary activities in school grounds (football, games)
- *Surestart* established in school grounds (new build)
- Increased access to school facilities for community

Police:

- Dispersal order
- ASBO's
- Targeted patrol
- High visibility reassurance policing

Target hardening:

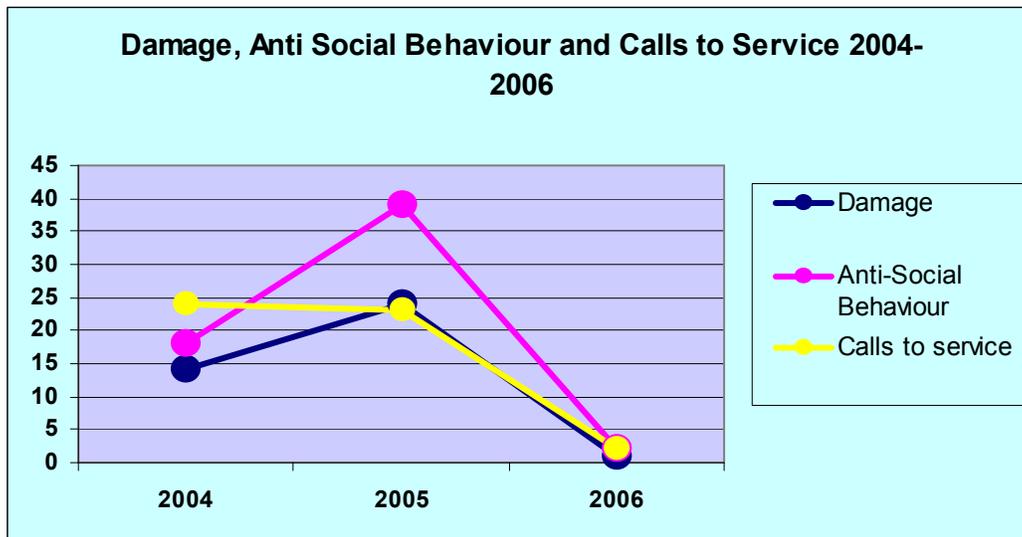
- Security fencing

- Improved lighting
- On site resident full-time caretaker
- Removal of fire exit stairs

Assessment

Significant reductions in key performance indicators between 2005-2006

- Criminal damage **96%**
- Anti –Social Behaviour **94%**
- Calls to service **92%**



- Increased public reassurance and satisfaction reported at PACT from residents, parents and school.
- Increase in children enrolled at school by 16%
- Reduction in cost of damage to school from £400 per month to nil.
- Two main offenders targeted by ASBO's and evicted from the estate.
- Removal of fire escape eliminated access and damage to roof.

SCANNING

OVERVIEW OF THE PROBLEM

Scanning : Overview of the problem

Brookfield community primary school is situated in the district of Brookfield, Preston, United Kingdom. Brookfield is within the top 10% of Deprived communities throughout England and Wales (according to the government indices of Multiple Deprivation).

Brookfield itself comprises of approximately 2000 properties. Of these properties 1000 belong to social landlords in particularly Community Gateway Association and the remaining are privately bought. The properties are mainly terraced housing with 2 storey flats and bungalows.

The district is diverse containing 4 schools (3 junior schools and one short stay school for challenging children before re integration into main stream school). There are 3 churches and numerous small businesses.

Brookfield community primary school caters for children from the reception age up to 11 when the children move on to higher education. There are 5 classes at the school with 118 children. The school is set back off a main road with housing estates on both sides, and open wood land tot the rear. The school consists of one building with the hall and classrooms all contained within it.

The local community with the police held local PACT meetings in Leyburn close situated near to the school and it became apparent that there were issues that needed to be looked at involving the school. Early scanning of the police data systems showed that in the year 2005 there was indeed a reported increase and significant problem at the school in terms of damage and Anti social behaviour.

Criminal damage had increased by 71% between 2004 and 2005 and reports of Anti social behaviour by an astounding 116% in the same period. Damage included smashed windows, broken guttering and smashed sky lights.



Empty cans and bottles of alcohol were left scattered around the school building and graffiti was appearing on windows and the school walls. There were even reports of youths riding their bikes on the school roof. Youths were congregating around the school at finishing time resulting in parents being intimidated collecting their children and feeling vulnerable. Concerns from these parents were expressed to the school which were increased with the regular sights of boarded up school windows.

It was obvious from the feelings of the parents, concerns from the school, information from the caretaker and the number of reported incidents that the issues at the school were having a major impact on the feeling of parents, teachers, pupils and residents.

The scanning stage also highlighted an interesting fact which was another nearby school for the same age group was not suffering from the same problems. This was looked at further in the analysis.

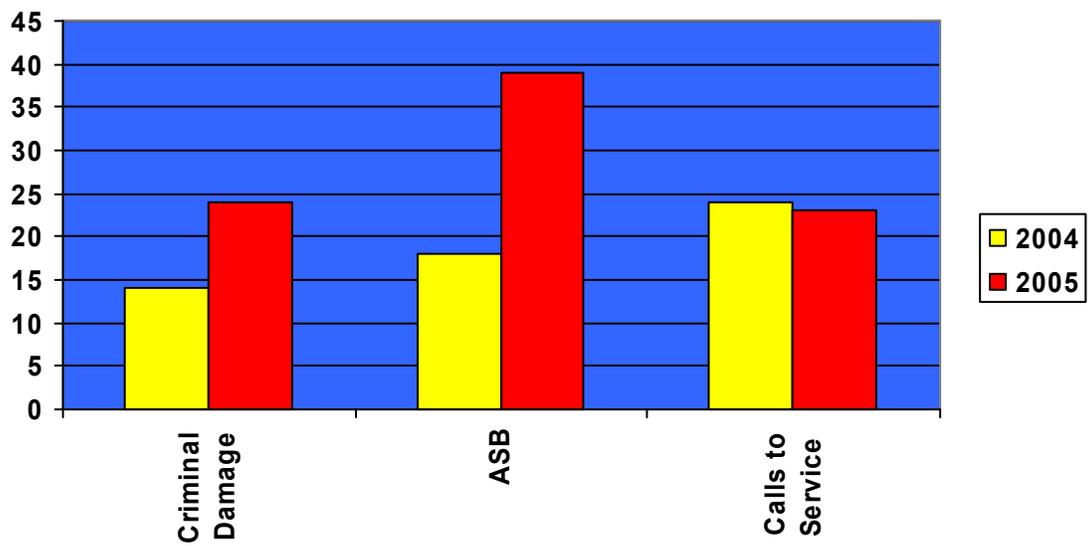
ANALYSIS

Identification of the problem

Analysis: Identification of the problem

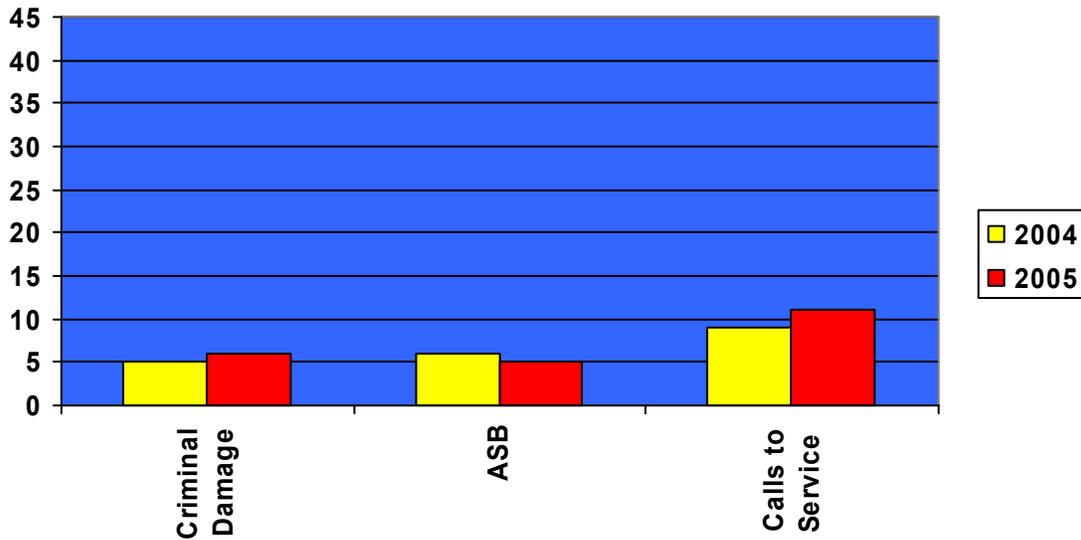
To establish the full extent of the problem on the area the police data systems had to be viewed to determine the amount of Anti – social Behaviour, criminal damage and calls to the police that had been reported.

Graph to show criminal damage, ASB incidents and Calls to service in 2004 and 2005 at Brookfield Primary School



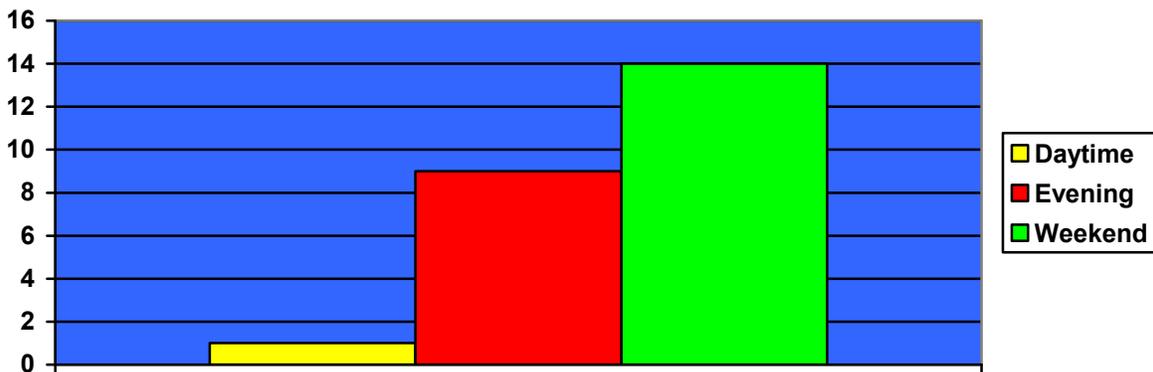
The graph below represents a nearby school in the same district.

Graph to show criminal damage, ASB incidents and Calls to service in 2004 and 2005 at Maris Gorettis School

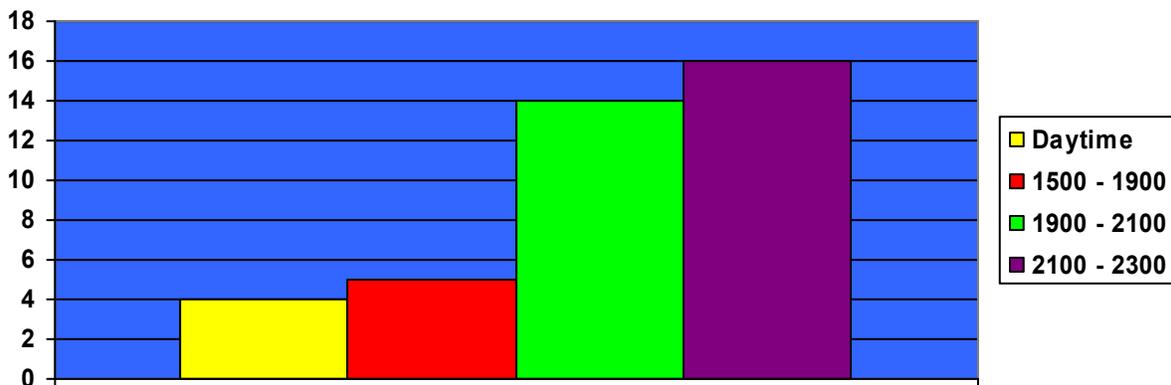


Analysing the police data systems further showed that damage and Anti – social behaviour catered for nearly all the incidents at the school. It was necessary to find out if there was a specific pattern to the incidents i.e. the time of day or if weekends were more problematic. The following graphs show that a pattern had emerged.

Graph to show when incidents of ASB occurred.



Graph to show time when criminal damage incidents occurred.



It was apparent that both criminal damages and reports of Anti – social behaviour occurred mainly in the evening and at weekends. This tie in with findings from the OCJS that states peak times of day for committing criminal damage were between 1800 hrs and 2200 hrs.

Anti – social behaviour covers a wide range of selfish and unacceptable activities that can have a negative effect on the quality of community life. It can also ruin lives and has the ability to prevent the renewal of disadvantaged areas and even create an environment where more serious crime can occur. It was necessary to look at the types of Anti – social behaviour along with criminal damage. To do this it was necessary to use our partners to further enhance the analysis.

The police liased with the caretaker of Brookfield community primary school to try and establish more information about the types of incidents at the school. In doing so the following were established as examples of the types of damage and Anti social behaviour at the school.

- Smashed windows
- Graffiti on the walls and windows
- Smashed sky lights
- Damaged guttering
- Riding bikes on school roofs
- Drinking alcohol around the school
- Sitting on the school roof shouting and drinking
- Loitering around school entrance
- Litter on site
- Shouting abuse at residents.

On the back of this the local community had regular PACT meetings in the district, which were moved to a location next to the school. A PACT meeting was held in the local community building where the elderly residents met. It was a well-turned out meeting with many residents supporting what issues had been already raised. To support this, the school caretaker liased with school staff and parents who again backed up the findings that had already been highlighted.

School staff raised concerns and parents regarding the amount of criminal damage at the school and how this caused fear and undermined the pride they had in the school.

The information received seemed to point towards Brookfield community primary school as being targeted by local youths when another primary school less than 300 metres away in comparison had very few problems. It was in the same district, the same size and local children attended, but it was able to prevent itself being targeted for unwanted damage and acts of ASB. It was decided to see if any reasons could be found to understand this and possibly see if they could be looked at Brookfield community primary school.

To probe a little further the crime triangle was utilized which comes from one of the main theories of environmental criminology. (Routine activity theory). This was based on the provision of when an offender and suitable target come together in time and place the problem exists. (Felson 79,94)



Features of the location

- Brookfield community primary school is situated in the middle of the district of Brookfield which is a deprived area on the outskirts of the city of Preston. It caters for 136 children aged from 5 up to 11 yrs of age. It has one school building containing all the halls, classrooms and offices.
- The school itself has no natural surveillance. It is situated 50 metres of a main road with a perimeter bush line to block it from view. There are no houses to the rear and the properties to the right side are occupied by lone elderly residents with a 6 ft perimeter wooden fence. It is part of a sheltered accommodation scheme.
- The rear of the school is open access with no perimeter markers either by shrubbery or fencing. To the rear of the school is wooded land known as the "Hills and the Hollows" Access to this can be gained readily.
- There is no physical security around the school. This includes lighting, CCTV or a perimeter fence.
- The school building has a flat roof, which attracts the youths onto it. This results in ASB or criminal damage.

- Attached to the school is an old external stone fire escape. This leads directly onto the school roof, which the youths are using to gain access onto

Features of the victim

- **The school caretaker and family.** The caretaker has had to put up with broken cans and bottles dotted around the school most mornings. He has had to clean these up along with vomit, litter and smashed glass. He has had to arrange for windows to be boarded up, guttering to be fixed and graffiti to be removed. This has been a regular occurrence. Two quotes given by the caretaker are as follows

“After every weekend I dreaded going into work as I knew it would look like a war zone.”

“After 4 months I considered resigning. I hated it.”

- The school and its staff have had to put up with boarded up windows and graffiti on the school. Extra funding has had to be spent on repairs taking it away from being used elsewhere in the school. Verbal abuse from local youths whilst leaving the school premises.
- Pupils have to sit in classrooms with boarded up windows. There lessons have been interrupted by local youths on the school grounds. They have felt intimidated leaving school with youths loitering around.
- The local community can't take pride in the school when it is being targeted for ASB and damage. There are no activities in the school grounds outside school hours due to the amount of damage being caused. Local elderly residents whose properties are next to the school are suffering from the noise and disruption on the school grounds.

Features of the offender

- Offenders were aged between 8 yrs up to and including 18 yrs of age. They are believed local youths living in the district of Brookfield.
- Some of the youths are ex pupils of Brookfield community primary school through age or being expelled.
- The offenders are repeat offenders which have been confirmed by the school caretaker and residents and police and have been identified.
- The offenders drink alcohol and are possibly under age due to the fact they are drinking hidden away from the public view
- The offenders are both male and female and stay out later during the week and particularly at weekends.

As mentioned earlier in the report another school was looked at which although of similar size in the same locality hadn't received the same problems that Brookfield community primary had. When looking at this it became apparent there were two reasons, which the partners agreed, had a major impact on why that school hadn't attracted the same sort of escalation in damage and ASB. These were

- **Perimeter fencing forming a security barrier.**
- **Residential on site caretaker.**

These two issues along with many others were looked at in the responses.

The analysis was to identify practical interventions that had a realistic chance of reducing or removing the problem. Alongside this it was necessary to develop a strategy to move forward and to decide on what objectives were needed to work towards.

OBJECTIVES

- To reduce acts of criminal damage at Brookfield Primary School
- To reduce acts of Anti – social behaviour at Brookfield Primary School
- To reduce the fear of crime and intimidation by teachers, parents and pupils.
- To provide accessibility to school for community

RESPONSE

WHAT WAS DONE TO ADDRESS THE PROBLEM?

Responses

The responses were chosen to address the issues that had been highlighted in the analysis stage to hopefully achieve the set objectives. To deliver this the responses were varied and included partnership led initiatives alongside police led. It was decided that a number of responses were addressing the issue of security as well so the responses have been categorized into partnership led, police led and target hardening.

Partnership led Responses.

- Preston East children's centre is a government funded initiative set up to support families with children aged 0 to 4 yrs. Its main objectives are to increase the opportunity for early education for children, to improve health and emotional development for families and to support families to improve life skills and job opportunities.

Meetings were held between the council and Surestart about developing a site with a new modern children's centre. They agreed that Brookfield was a good location for a centre and after much consultation with Brookfield community primary school it was decided the school grounds would be an ideal location.

The centre began the building work in September 2005 and was a 36-week project. The new centre is attached to the school building and provides all its services to the residents of Brookfield and the neighbouring districts of Deepdale and Holmeslack.

- The school grounds contain a large grassed area to the front of the school building. This was only being used by the school at irregular intervals as the quality of the surface was unfit for use. Enquiries were made as to possible solutions for this and it was decided that the area had to have intensive drainage. This came at a cost of \$28,000. Preston City Council and a community organisation called Brookfield United provided this money. The work took a month to complete before the area could be used again.



- Extra funding was made available to improve the school grounds partly due to the children's centre (Suresstart) coming on site. Improvements included children's benches, storyteller's chair, and play equipment. Trees and shrubbery were also planted.



- Diversionary activities were set up in the locality to attract local youths. As mentioned at the criminal damage conference 2007 at Nottingham the role and funding of diversionary schemes is imperative to tackle the problem of criminal damage caused by young local people.

Street wise Soccer is a government funded initiative looking at putting on soccer schools mainly during school holidays. There have never been any suitable venues on the Brookfield estate to host any of these schemes but since the work on the land at Brookfield community primary school had been completed the school agreed for this to be used for the soccer events.

Soundskills is an establishment situated in a row of shops opposite the school. This venue was accessible to local youths to learn more about media and music and had its own sound studio. The people involved at Soundskills made this more accessible by keeping open later at night to provide an interest to the youngsters.



Dreams Come True is a lottery funded organisation based on Brookfield. One of its main roles is to address the issues of young people and to engage them in initiatives. Schemes involving fishing, a boxing club and youth club were implemented on the estate to target the youths.

Police led Responses.

- In June 2006 a dispersal order was granted and came into effect on the area of 3B which included Brookfield community primary school. The order came with all the relevant legislation including a curfew for under 16's and being able to disperse groups. The dispersal order was advertised through

the media and leaflets were displayed via leaflets and posters. Regarding the school this meant no groups were able to act in an Anti – social manner in the school grounds and under 16's had to be inside after 21:00 hrs.

- The police targeted 2 main youths. The identity of these youths as repeat offenders at the school wasn't in doubt with the school caretaker and police fully aware of their identities. One of the youths who lived close to Brookfield community primary school with his mother was evicted off the estate. This was after numerous reports of nuisance behaviour about this youth and warrants at his home address relating to drugs use. The second youth was targeted due to his persistent Anti- social behaviour, which resulted in an ASBO being attained on him. This had a condition stating he wasn't allowed on the grounds of Brookfield Community primary school.
- Seven other ASBO's were obtained on individuals in the district all of whom were connected to causing Anti- social behaviour on the school grounds.
- High visibility policing was utilised with the Police, PCSO's and street wardens attending the school at frequent intervals during the evenings and weekends.
- In April 2007 the Police and volunteers in the community arranged a charity soccer match with the local Police against young males in the district. This assisted the local police officers in communicating to the males and the event held at the Police HQ in Lancashire was supported by 150 local residents and was a great success.

Target Hardening.

- The analysis had brought up the question of security around the school site. The schools grounds were very accessible from the front and rear especially. The response used to answer this question was a full perimeter fence. This fence is 2.3 metres in height and is an anti – climb fence. All the locking mechanisms and joints face inwards so as to not allow any leverage if anyone wanted to climb over. The access to the school grounds is via the main entrance, which has a large gate on and a

further gate from the main road, which is for pedestrians. Both gates have locks on which are locked and opened by the caretaker who holds the keys along with the community Police officers.

The fencing cost \$60,000 which was match funded by the Lancashire County Council, Surestart and Brookfield community primary school.

- The school caretaker had been in his role for 4 months when he eventually was able to move into the schoolhouse with his family. This house is in the school grounds and was part of the terms of his employment. There had been a contractual issue with the previous school caretaker who had refused to move out of the house thus not allowing the current caretaker to set up residence. Both the school and the Police realised the urgency of getting the situation sorted and after 4 months of negotiations it was resolved. This allowed the school caretaker to be on site at all times.
- There was no lighting around the school grounds with both the main driveway up to the school and the school itself in darkness. This had to be rectified for the reassurance of visitors and to aid the school caretaker in his role. The school itself spent \$6000 to add lighting to the driveway and to the front of the school.



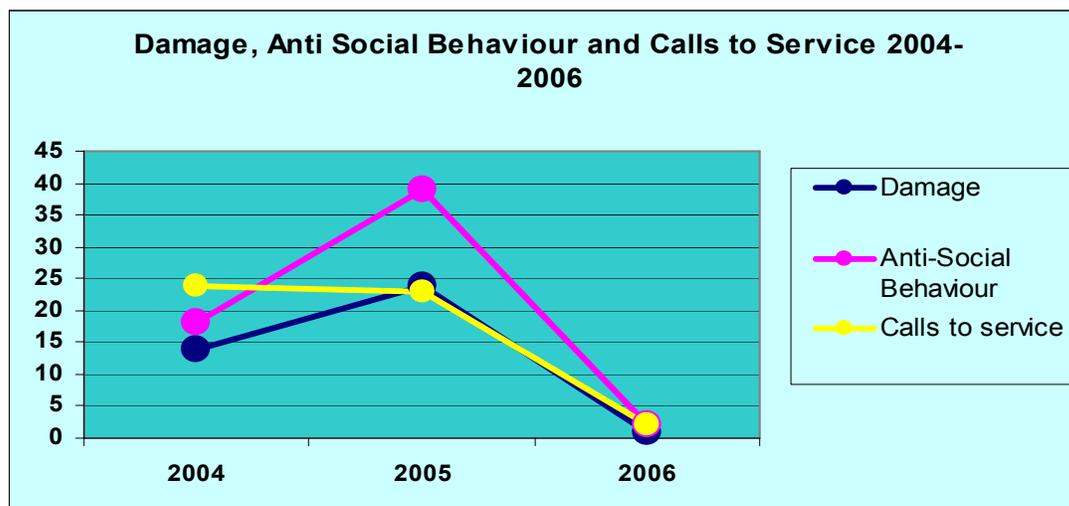
- Accessibility onto the flat school roof was highlighted as a problem and the significant article allowing easy access was an old stone fire escape attached to the building. This had to be addressed as it related to the safety of the youths as they were riding pushbikes on the roof as well as causing damage. Due to health and safety the fire escape would have to be replaced which it was with a new metal one at a different point not allowing illegal access onto the roof.

Assessment

Achieving our objectives

Assessment ; Achieving our objectives.

1 and 2. To reduce criminal damage and Anti – social behaviour at Brookfield Primary School



- The above graph shows the decrease in all three parameters. The figures have been generated from the police data resources and those from the on site school caretaker. They have been categorised into 12-month periods with 2006 being the assessment period.
- The reduction in damage is a **96%** reduction. This relates to any reports of damage in the school grounds. The reduction in Anti – social behaviour is **94%** and again relates to any incidents in the school grounds. The demand on police resources was also looked at and the reduction tied in with the other results with a **92%** reduction.
- As a consequence of these results funding that the school had for repairs has now gone into another budget allowing it to be spent on school materials. The school was previously spending \$1000pm on repairs.
- The demand on the police has had a large reduction allowing time to be spent at other locations.

- Due to the reduction in offences and incidents at the school it was necessary to look and see if there had been a dispersal effect. Again analysing the police data systems and liaising with residents no such dispersal had occurred over the 12-month period. Criminal Damage and ASB had reduced 35% and 20% in the Brookfield district over the same 12 months.

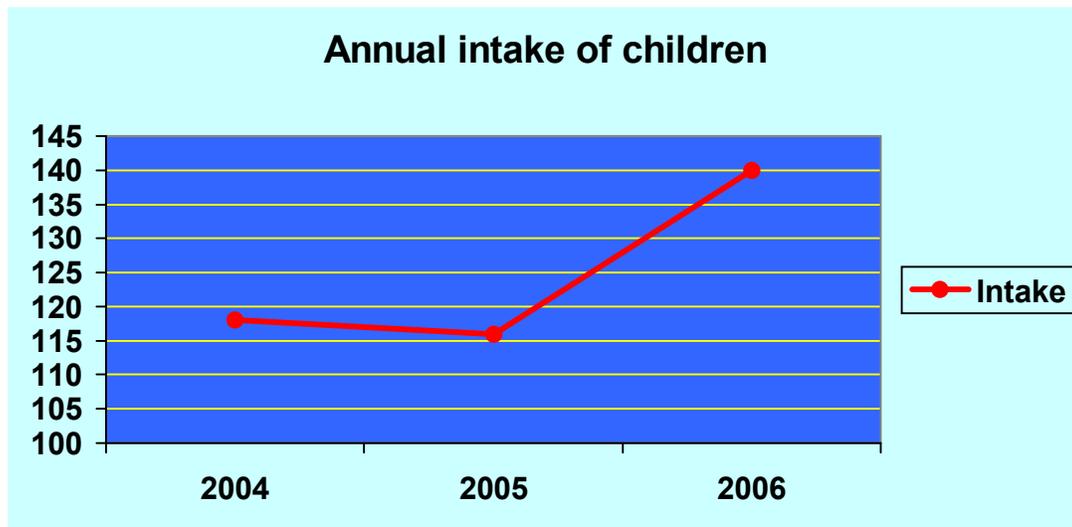
Table to show how the ASBO's had an effect on the recipients behaviour in the district of Brookfield

	<i>Time since ASBO</i>	<i>Convictions prior</i>	<i>Convictions since</i>
<i>White male, 20 yr</i>	18 months	22	4
<i>White male, 18 yr</i>	18 months	18	10
<i>White male, 19 yr</i>	6 months	12	0
<i>White male, 18 yr</i>	16 months	13	2
<i>White male, 19 yr</i>	8 months	17	1
<i>White male, 18yr</i>	5 months	9	3
<i>White male, 18yr</i>	4 months	5	2
<i>White male, 11yr</i>	6 months	7	2

- The above table shows how implementing the Asbo's on the individuals targeted has had a positive effect on their behaviour. These individuals had previously been identified as ones causing serious problems in the district and particularly in the grounds of Brookfield Primary school.

3. To reduce the fear of crime and intimidation by teachers, parents and pupils.

- The school caretaker has seen a dramatic effect since the responses have been put in place. No longer does he have to spend hours in a morning cleaning up broken glass, vomit, empty cans and bottles and cleaning graffiti off the school building. Statements like **“I'm fed up with cleaning up after that lot every morning”** are a thing of the past.
- Schoolteachers no longer have boarded up windows in their classroom or workmen fixing broken skylights and guttering around the school. There is more money available for other projects at the school, which the teachers can use.
- Parents and pupils are no longer intimidated whilst at the school by local youths.



- The school intake in the year 2006 suddenly saw a 16% rise on the previous year. This is an extra 22 children that have enrolled at Brookfield Primary School. The school hasn't had more than 120 children in the last five years and this increase in 2006 took the number to 140.
- Nearby residents, mainly vulnerable elderly residents no longer have to put up with Anti – social behaviour during the evenings, which was making them feel like prisoners in their homes. This has been reported at the monthly PACT meetings throughout 2006. The increase in attendance is partially due to the lone elderly residents in the area who previously wouldn't leave their homes in the evenings.

4. To provide accessibility to the school for the community

- Surestart has provided an avenue for the community to link in with the school and spend time enjoying the new activities found at the centre. The centre is very busy and is being used by large parts of the community.
- Streetwise soccer has been a great success and in an area that has never had any available sites before. It is always fully attended and other organisations one being Brookfield United has used the new-grassed area. This is a community led group who provide activities for the young people on the estate.

The schools relationship with the police has improved dramatically and the school caretaker is an important and valued partner to the local police officers. The school and Surestart are in contact with the local police by mobile phones as well as radios to continue the communication and interaction.

Surestart have invited the local police to attend many of their activities to liaise and speak with residents and discuss any relevant issues.

Operation detention was able to meet some of the new Public Service Agreements for 2006 / 2007. PSA1 reducing crime by 15% and PSA2 reassuring the public and reducing the fear of crime and ASB have been covered in this policing initiative and the figures support this.

Operation detention is a continuous cycle, which uses the SARA format to constantly scan, analyse, respond and assess. This is so any trend or incident can be addressed early on and responded to in its infancy.

Agency and officer information.

The problem was adopted at a local level with the local police officers, Police community support officers and supervision addressing the initiative. POPS education days have been held in the division over the last 2 years and officers have taken it upon themselves to view internet POPS websites to find out more.

No incentives were given to any officers involved in the Operation Detention.

Resources were gained from the internet and local colleagues who had previous experience of POPS.

Issues that became apparent were that one organisation couldn't be successful alone and numerous parties had to engage in the believe that a partnership approach was the answer. Contacting and getting all parties to take ownership of particular parts of the solution and running with them meant delays | the commencement of the POP.

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Appendix 1:

Terms of Reference

Internet:

www.communitypolicing.org

www.bbc.co.uk

www.homeoffice.gov.uk

Publications:

Crime Reduction and Problem – Orientated policing : Willan publishing

Handbook of Crime Prevention and Community Safety : Nick Tilley

Key Partners

Brookfield Community Primary School Caretaker : Siraz Lulat

Community Gateway Association : Sue Brookes

Preston East Childrens Centre : Christine Nuttall

Lancashire Partnership Against Crime (LANPAC) : Ian Groundwater

Lancashire County Council : Kevin Ellard

Community Volunteer: Anne Bamber

Sports Developments : Ian Mackie

Dreams Come True : Danny Walsh

Brookfield United : Anne Davis

Surestart : Susan Smith