

A PROBLEM ORIENTED PARTNERSHIP TO REDUCE
MISSILE ATTACKS AT BUSES AND TAXIS



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OPERATION TROJAN

SUMMARY

Scanning:

Missile attacks on buses in Blackburn, and taxis in Burnley, posed a threat of injury to passengers and drivers. Both industries held the perception that police and partners could not deliver preventative measures and the detection rate for offences would be low. There was a lack of communication between partners and no co-ordinated approach. Bus operators threatened to withdraw from affected areas.

Analysis:

We analysed the information on attacks, looking at crime data, police logs, Safer Travel Unit incident reports and feedback from partners. We found almost two thirds of missile attacks on buses reported in Lancashire occurred in Blackburn. A bus driver suffered an eye injury requiring surgery. There were attacks on taxis and fire engines too and many incidents went unreported.

Response:

Our response was the multi-agency *Operation Trojan* to tackle missile throwing against buses, anti social behaviour and crime. Offenders throwing missiles at buses could face charges under section 22a of the Road Traffic Act and a potential penalty of seven years imprisonment.

We wanted to reduce the number of attacks and the number of offenders entering the criminal justice system. We introduced positive interventions, including Restorative Justice, to deal with offenders, and an educational DVD *Tagged for Life* to be delivered in schools.

We carried out three joint operations of *Trojan* in Blackburn and two in Burnley. These proved highly successful in reducing attacks and saving money.

Assessment:

In Blackburn, missile attacks on buses fell by **61%**, compared to **no change** in Lancashire. Overall damage to buses fell by **66%** compared to a fall of just **1%** in Lancashire. The reduction in damage to buses saved the community **£80,243**. The reduction in missile attacks saved **£41,963** in Blackburn and a further **£38,148** in Burnley and Padiham.

We held a successful Restorative Justice conference with two offenders and the bus driver who suffered a serious eye injury. To prevent future incidents, the *Tagged for Life* DVD will be delivered to 10,000 pupils annually.

All Police Officers involved with *Operation Trojan* agreed that it was effective in reducing ASB and crime on buses and in the local community. We produced a 'fly on the wall' DVD of *Operation Trojan* to disseminate best practice on a local, regional and national level. We also delivered a seminar to Lancashire NHP teams on the effectiveness of *Operation Trojan* in reducing crime and ASB and reassuring local communities.

DESCRIPTION

Scanning:

Impact of Crime on Public Transport in Lancashire

Crime and disorder problems on public transport are a serious concern for transport providers, the police, service users and the community. Public transport is the lifeblood of any town or city and in Lancashire there are approximately 62 million bus passenger journeys made each year.

Increases in offences causing damage, as a result of people throwing missiles at them, on buses in Blackburn were so prevalent that the trade unions were placing pressure on their employers to withdraw bus services from certain areas due to safety concerns for their bus drivers. In Burnley, a similar scenario was present in relation to hackney and private hire taxis. Often these areas were the most deprived and as a result depended on good public transport links for access to employment, health, shopping and leisure facilities.

Existing Partnerships

The multi agency partnership which had already been established between Lancashire Constabulary's Citizen Focus Team and Lancashire County Council's

Safer Travel Unit had previously enabled a large number of joint initiatives to be developed and deployed by using the SARA model.

The Safer Travel Unit, staffed by local government officers, is based within Lancashire County Council which invests £38m p.a. into public transport within Lancashire. The Safer Travel Unit aims to reduce anti-social behaviour, crime and disorder on the bus network and enhance the perceptions of safety for its users.

Performance Indicators

Within central and local government there is a major drive to address issues of this type. A number of key national and local performance indicators exist: -

- 17 Perceptions of anti-social behaviour PSA 23
- 21 Dealing with local concerns about anti-social behaviour and crime by the local council and police PSA 23
- 23 Perceptions that people in the area treat one another with respect and dignity HO DSO
- 24 Satisfaction with the way the police and local council dealt with antisocial behaviour HO DSO
- 25 Satisfaction of different groups with the way the police and local council dealt with anti-social behaviour HO DSO

- 27 Understanding of local concerns about anti-social behaviour and crime by the local council and police HO DSO

Wider Objectives

Shared Transport Objectives of National & Local Government;	The Neighbourhood Policing and Safer Travel Unit partnership contributes;
Delivering Accessibility	Easier access to services
Tackling Congestion	Reduced car trips and congestion
Better Air Quality	Reduced car trips and emissions
Safer Roads	Fewer antisocial incidents on journeys

Themes

- Anti social behaviour (ASB)
- Children
- Crime
- Schools
- Transport
- Young people
- Youth crime

Which Tactics?

In-depth mapping and analysis of crime statistics along sections of bus routes in four case study areas (South Yorkshire, Merseyside, London and Lancashire) had been undertaken to examine the relationship between bus-related crime and other crimes.

This revealed:

Bus-related crime (to passengers, staff and vehicles) is positively correlated with levels of crime in the surrounding area. It is therefore suggested that schemes to tackle high crime bus corridors should be used in conjunction with schemes to tackle high crime areas, and that bus operators should work in partnership with the police and other agencies to ensure that bus crime reduction operations are integrated within wider crime reduction strategies.

(Source – Department for Transport)

Serious Injury!

Additionally, a Transdev bus driver was seriously injured during a missile attack on a bus he was driving in Blackburn. A brick smashed the drivers' side window and hit the driver in the face. He managed to bring the high capacity bus, which was full of passengers, safely to a halt, despite the serious nature of his injuries.

The driver had to have surgery to remove his eye to enable glass to be removed from it. This was very emotive, not only for the driver and his family, but also for all other bus drivers operating in Blackburn and the community reading about it in the local media.

Analysis:

Scale of the Problem

There were 71 instances of damage to Lancashire's buses during the period from 1/3/2008 to 01/07/2008, 28 which were caused by offenders throwing missiles at moving buses.

A very high proportion of these incidents were recorded in Blackburn, with a total of 32 incidents of damage to buses (**45.07% of the Lancashire total**), 18 (**64.28% of the Lancashire total**) of which were caused by offenders throwing

missiles at moving buses. In Burnley there were 44 missile attacks at vehicles in a two month period

As a direct result of the sheer amount of incidents being recorded, there was a very real risk that evening bus and taxi services would have to be withdrawn, which would have severely impacted on communities.

A sustainable transport agenda exists which seeks to ensure that there are alternatives to car use, and social inclusion considerations require all to be able to access employment, education, health, shopping and leisure facilities by sustainable measures.

Need for Partnerships

The multi agency partnership which had initially identified the problem – County Council staff (Safer Travel Unit) and Lancashire Police in Blackburn, Burnley and at Headquarters, consulted with three specialist focus groups.

The first group, LAPTA (Lancashire Area Public Transport Operators Association), consists of a large representation of Lancashire bus operators and is attended at senior level.

The second group is the Safer Travel Unit Working Group, which consists of members of Lancashire Constabulary, Safer Travel Unit staff and staff from Bus Operators at all levels.

The final group is the Burnley Borough Council Taxi Forum, consisting of Taxi Companies, local Police and Council staff.

These meetings revealed the following: -

VICTIM

Benefits

- Protection of passengers from potential injury caused by being hit by a missile or from the vehicle crashing after being hit by a missile
- Increased public reassurance and awareness of measures that are in place to ensure safer travel on the public transport network
- Less staff leaving the public transport industry due to safety concerns.
- Enhanced perceptions of security for staff providing the service
- Reduction in incidents reported
- An increase in confidence of those reporting incidents that reports will be acted upon
- Multi agency partnership work on public transport strengthened

- Increased understanding of the values of partnership working and the involvement of other agencies.
- Increased understanding by neighbourhood policing teams of public transport issues.
- Deterrent to potential offenders from throwing stones or missiles at vehicles.
- A reduction in time spent by the Police in dealing with incidents.
- A reduction in money spent on repairing damage to vehicles

Victim Losses

Public Transport Operators

- Loss of revenue
- Cost of staff turn over
- Cost of repairs
- Loss of reputation
- Civil litigation

Passengers

- Personal injury
- Inconvenience
- Loss of bus service
- Social exclusion

Community

- Poor quality of life
- Loss of bus service
- Social exclusion

See Appendix A for details of costs related to attacks and damage to vehicles.

The underlying causes identified were:

- Feedback from those providing the service showed that there was a lack of a direct response from police.
- Those causing the disruption had not received the necessary information to enable them to use the public transport network safely.
- The perception of the industry that we could not deliver any preventative measures & it was thought that detection rates would be low.
- Low visibility of police on the bus network to act as a deterrent and enforce when necessary.
- Lack of communication between potential partners, such as Bus Operators, Police, Safer Travel Unit and other agencies.
- No measures to moderate or improve poor behaviour of those causing the problems.

OFFENDER

Perceived factors / motivations for those offending:

- Peer pressure
- Bullying
- Anonymity
- Alcohol
- Exhibitionism (showing off)
- Lack of understanding of the consequences of ASB/Crime
- Lack of parental control/guidance

Offender Gains

- Credibility with peer group

LOCATION

This Pop Covers Two Periods of Problem Solving Activity

During March, April, May and June 2008 a significant problem existed with people throwing missiles at buses in Blackburn. During August and September

2008 a significant problem was identified with people throwing missiles at all vehicle types in Burnley.

Blackburn is a large town in Lancashire, England. It lies to the north of the West Pennine Moors on the southern edge of the Ribble Valley, 8.9 miles (14.3 km) east of the city of Preston, and 21 miles (34 km) north-northwest of the city of Manchester. Blackburn is bounded to the south by Darwen, with which it forms the unitary authority area of Blackburn with Darwen, Blackburn being the administrative centre. At the time of the UK Government's 2001 census, Blackburn had a population of 105,085 whilst the wider borough had a population of 137,470.

Burnley is a large market town in the borough of Burnley in Lancashire, England, with a population of around 73,500. It lies 11 miles (18 km) east of Blackburn and 25 miles (40 km) east of Preston, at the confluence of the River Calder and River Brun.

See maps in appendix B showing locations of missile attacks in Blackburn and Burnley.

Problem Analysis Triangle

Bus and Taxi companies, bus and taxi drivers, all members of the community using bus and taxi services to access employment, health, education and leisure. The local economy.



Specific areas within local communities (see maps), usually served by buses and taxis, identified by specific

Average age 14.5 years, already known to Police and lives within the community. Alcohol is usually involved, as is peer pressure, usually found in groups of others of a similar age profile.

Summary

As a direct result of the scanning and analysis already undertaken, the partners in this POP took a holistic approach to the response. An operational response was designed, using civilian staff from the participating partners, led by Police staff, which was high profile, public facing, deliverable, sustainable and had elements of prevention in addition to detection.

In addition a preventative approach was taken, with partners such as HM Courts Service, the Crown Prosecution Service, Safer Travel Unit, Police and Bus Operators combining to create an educational DVD to be delivered in schools. Additionally bus company staff would come into schools to help council and police staff to deliver the new lesson.

Communication and accountability would be addressed by introducing Police and Communities Together meetings into bus garages.

The Operational Response

Objectives

- To reduce crime and fear of crime among the travelling public and public transport providers.
- To ensure the safety of Lancashire Police Officers and partners deployed to the Operation
- To improve public confidence and satisfaction with policing strategies
- To impact on the levels of 'Calls for Service' for the National Standards for Incident Recording categories identified in the plan.
- To utilise all the remedies available for dealing with anti-social behaviour to best effect within the context of the problem as it exists in the area.
- To create a safer environment for those who supply and use the travel network
- To effectively reduce the number of incidents of disorder caused by young people
- To proactively work within a partnership approach, both Police extended family and external agencies, to reduce anti-social behaviour
- To promote a public transport system that is safe and effective for all so

that people can travel easily and safely.

The Trojan Operation

The Bus

- To assist with this initiative, Transdev provides a dedicated Public Service Vehicle and driver. This vehicle, known as the TROJAN BUS, has been adapted for the operation with reinforced internal windows, to protect those travelling inside it, who will attempt to identify and detain offenders responsible for such damage.
- During this type of operation, the bus is deployed with Police Officers, Safer Travel Unit and bus company staff in plain clothes acting as passengers in an attempt to make the bus as genuine as possible to any onlookers or people who may wish to cause damage to it. However the bus will not be in service or available to members of the public.
- The Trojan Bus visits as many problematic locations as possible. Hotspot locations based on public transport and local intelligence which will have been identified as part of the planning process.

The Taxis

- To assist with this initiative, the Safer Travel Unit provides two plain vehicles, liveried as taxis and 2 x drivers. These vehicles, known as TROJAN TAXIS, are fitted with 1 x zoom 'day and night' CCTV camera and digital recorder. They have been adapted for this operation with taxi plates and signs in an attempt to access hotspot areas covertly to identify and detain offenders responsible for such damage and anti-social behaviour.
- The TROJAN BUS is followed at a suitable distance by 2 x unmarked cars, TROJAN TAXIS, supplied by the Safer Travel Unit which has police officers inside who would deploy as and when required. One of the TROJAN TAXIS can be utilised in parts of the community which are not served by buses in an attempt to detect other asb or crime.
- These officers are in uniform, with no hi-visibility markings, and are in communication with the TROJAN BUS via back to back radio using an event channel. If the TROJAN bus is the subject of a missile attack it will continue to a safe stopping location. These officers will then be utilised to locate, identify, detain and arrest any identified individuals who are seen to commit crime or anti-social behaviour against the public transport network or the local community.

Case Study 1 – Blackburn

Operation Trojan was deployed on the 28th June 2008 in South East and South West Blackburn. The operation was implemented in response to missile throwing at buses and additional criminal damage and ASB in the area which was identified and captured in a criminal damage action plan.

The operation was coordinated by the Safer Travel Unit in partnership with the local NHP team. The CBM's and PCSO's for the area were involved, along with staff from Lancashire County Council's Safer Travel Unit and Transdev Blazefield. A bus was used which was fitted with reinforced windows in case of missile attacks and with plain clothed police officers posing as passengers on board. In addition to police on the bus, two unmarked cars, one fitted with CCTV, provided an immediate response for any crime and ASB witnessed as well as aiding intelligence gathering.

The operation ran from 7pm – 9:30pm and achieved the following results.

- 2 Youths detained for missile throwing (stones) at the bus
- 3 Youths detained in possession of a high powered catapult
- Large quantity of alcohol seized from group of youths
- Large stick seized from a youth

It is clear that the two youths detained for missile throwing was a fantastic outcome for the operation but it is important to also look at the secondary successes, for example the confiscation of alcohol and a high powered catapult.

The youths detained with for throwing stones, aged 11 and 13, where dealt by way of a Restorative Justice Conference. The conference was attended by the youths and their parents as well as a bus driver who had been seriously injured in a previous missile throwing incident. The driver nearly lost his eye, which had to be removed to extract the glass that was embedded in it.

It gave the youths a chance to see what damage they could have caused and the impact the incident has had on the driver's life.

Case Study 2 - Burnley

Operation Trojan was deployed on Friday 10th October 2008 in Burnley. The initiative was coordinated by the MAPS (Multi Agency Problem Solving) team at Burnley and the Safer Travel Unit; the other partners involved were Transdev Blazefield and Lancashire Police. This was in direct response to a spate of missile attacks on buses and taxis.

Tactics

The operation utilised a single deck bus with reinforced windows, supplied and driven by Transdev Blazefield, with plain clothed police officers acting as

passengers. In addition there were two unmarked Police/Safer Travel Unit cars (liveried as local taxis) with plain clothed police officers on board.

The operation ran from 1900hrs to 2230hrs and mainly involved special constables, led by Sgt Phill Hutchinson from the Burnley MAPS team and Sgt Ian Jackson from the Special Constabulary, assisted by Rick Wilson from the Safer Travel Unit.

Outcome

- 1 male arrested for throwing a full can of lager at the Trojan bus
- 1 male arrested for shining a green laser pen in the eyes of the driver of the Safer Travel Unit 'taxi'. Charged with s22A Road Traffic Act – causing a danger to road users
- 1 male arrested for criminal damage to a motor car (jumping on a car roof). Charged with criminal damage
- 1 male arrested for a section 18 wounding
- Section 59 warning issued to a male on a mini moto
- 1 male identified, after a lengthy chase on foot by officers, having thrown a can at the Trojan bus

Alcohol Seizures

Cider: 19 litres

Lager: 13 litres

Wine: 1 litre

Vodka: 1 litre

Vermouth Rosso: 0.5 litres

View a short film of Operation Trojan at:

http://www.safertravelunit.co.uk/more_info.asp?current_id=94

Tagged for Life

A DVD, titled 'Tagged for Life' has been produced to support Operation Trojan by Lancashire Police, the Safer Travel Unit, CPS, Bus Operators and HM Courts Service to deliver as part of the Safer Travel Unit's 'Drive it Down' education programme in high schools. It will be delivered, in an interactive format, to 10,000 year seven students per annum in high schools across Lancashire.

Students discuss how vandalism affects their community; evidence gathering techniques used by the Police CSi team, CCTV surveillance, Operation Trojan, being arrested and how fingerprints, photographs and DNA records are retained. The consequences of acquiring a criminal record are discussed and section 22a of the Road Traffic Act is clarified.

Bus Surgeries (Bus PACT)

Bus PACT meetings have been introduced with local bus operators to establish local priorities, encourage more incidents to be reported, to ensure that responses are tasked and to provide feedback. These surgeries take place every four weeks and compliment the strategic meetings with bus operators which take place with Lancashire Constabulary and the Safer Travel Unit on a quarterly basis.

Operation Trojan DVD

A DVD has been produced to aid the dissemination of best practice regarding Operation Trojan to local, regional and national organisations. A film production company was hired to record a short 'fly on the wall' documentary during a live operation.

This operation was unique as it involved Police Officers from two Lancashire divisions, Eastern and Pennine and was mainly staffed by officers from the Special Constabulary.

Assessment:

The model used in this POP is sustainable due to utilising the Special Constabulary to resource specific operations by supporting neighbourhood policing teams. Linked closely with multi-agency tasking, Operation Trojan has been adopted within Lancashire as an operational response to address crime and anti-social behaviour within neighbourhoods. PACT meetings in bus garages have been introduced throughout Lancashire and are embedded in the core delivery of Police and the Safer Travel Unit.

The new lesson we introduced, based on the Tagged for Life DVD which we produced, has now been delivered to all Lancashire high schools and there is a plan, which is resourced, to continue to deliver this until 2014 when it will be reviewed.

One young person spoken to during an operation told us: -

"I'll never know if the buses and taxis are real or whether they're Police ones. You've really got us this time, nice one!"

Whilst another who had alcohol seized from him said: -

"Wicked man, how long have you been riding round in buses and taxis, how many have you got? I can't believe it, it's well sneaky!"

And a spokesperson for a large group, who were with someone who had been detained on the operation for causing criminal damage, said: -

"What an idiot; he deserves everything he gets!"

Specific Education in Schools to Reduce Vandalism

The 'Tagged for Life' DVD has been produced to support Operation Trojan with Lancashire Police, the CPS, Bus Operators and HM Courts Service to deliver as part of the Safer Travel Units 'Drive it Down' education program in high schools. It is delivered in an interactive format to 10,000 year seven students per annum in high schools across Lancashire.

See graphs detailing damage to buses for all Lancashire and Blackburn at Appendix C.

OPERATION TROJAN IN BURNLEY & PADIHAM

After close liaison with Sgt Andy Winter at Blackburn and the Safer Travel Unit, the Burnley Multi-Agency Problem Solving Team agreed to deploy Operation Trojan as a response to rising reports of missiles being thrown at moving vehicles, particularly at taxis.

A total of two operations took place in Burnley and Padiham, on October 10th 2008 and again on November 28th 2008. These operations were also innovative as they utilised Trojan Taxis, in addition to the Trojan Bus that had previously been used in Blackburn with great success, with the following outcomes: -

- 1 x male arrested for throwing a missile at the Trojan bus.
- 1 x male arrested for shining a green laser pen in the eyes of the driver of the safer travel unit 'Trojan taxi' and charged with s22a road traffic act – causing a danger to road users.
- 1 x male arrested for criminal damage to a motor car (jumping on a car roof) and charged with criminal damage.
- 1 x male arrested for a section 18 wounding - broken jaw.
- Section 59 warning issued to a male on a mini-moto.
- 1 x male voluntary attended at the police station, after a lengthy chase on foot by officers, having thrown a missile at the Trojan bus.

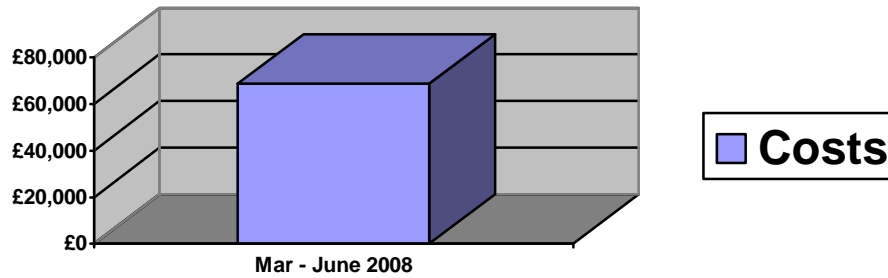
- 2 x males arrested for drunk and disorderly.
- 1 x six year old boy taken home after being found in the company of a large group of teenagers who were drinking alcohol
- 14 x youth referrals issued
- 70 litres of alcohol seized
- 300+ people engaged by operation Trojan
- Widespread press coverage with national press interest

See graphs detailing damage to vehicles in Burnley and Padiham at Appendix D.

APPENDIX A

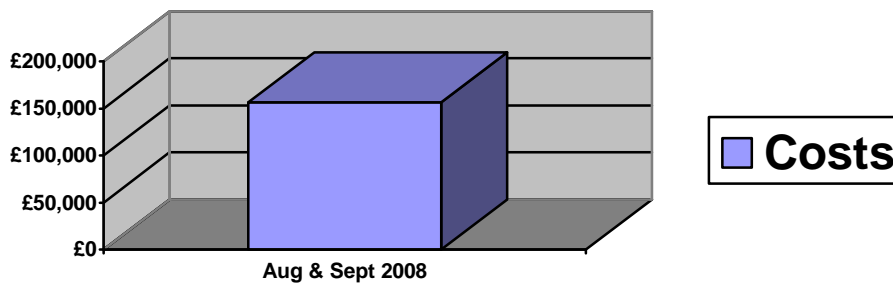
**Cost of Missile Attacks on Buses in Blackburn with Darwen / Damage to
Vehicles in Burnley and Padiham.**

COST OF MISSILE ATTACKS ON BUSES IN BLACKBURN WITH DARWEN



Cost of missile attacks on buses in Blackburn with Darwen	Mar-June 2008
	£68,666
	<i>Source – Lancashire County Council Cost of Crime and Value for Money Calculator</i>

COST OF DAMAGE TO VEHICLES BY MISSILE ATTACKS IN BURNLEY & PADIHAM



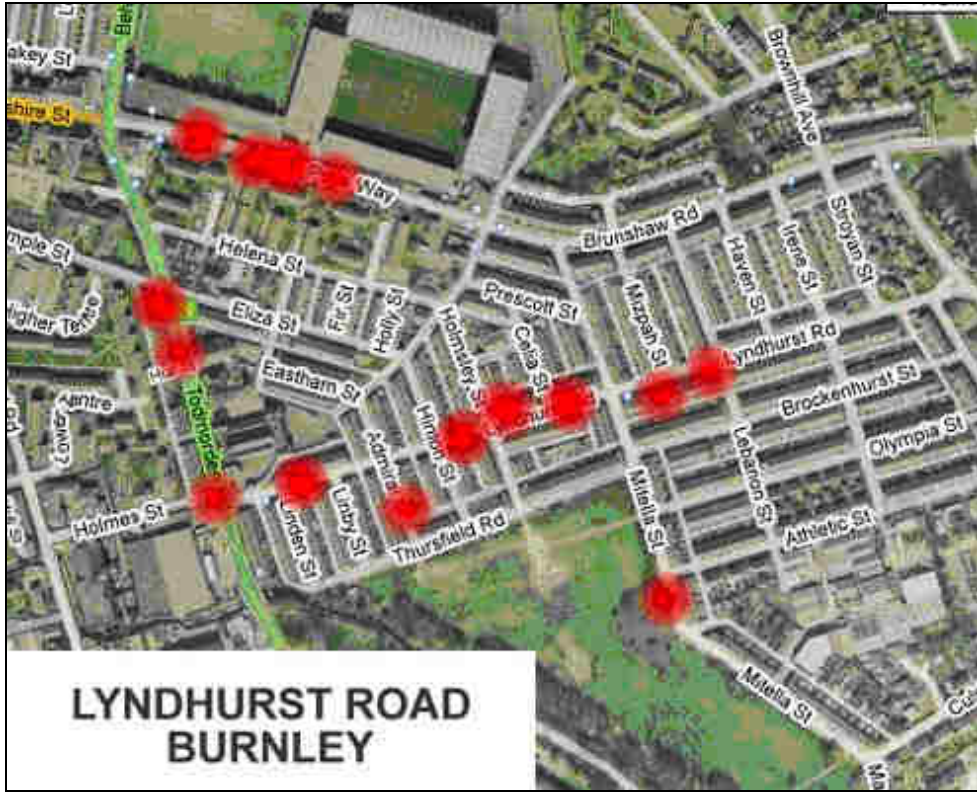
Cost of all missile attacks at vehicles in Burnley & Padiham	Aug & Sept 2008
	£156,406
	<i>Source – Lancashire County Council Cost of Crime and Value for Money Calculator</i>

APPENDIX B

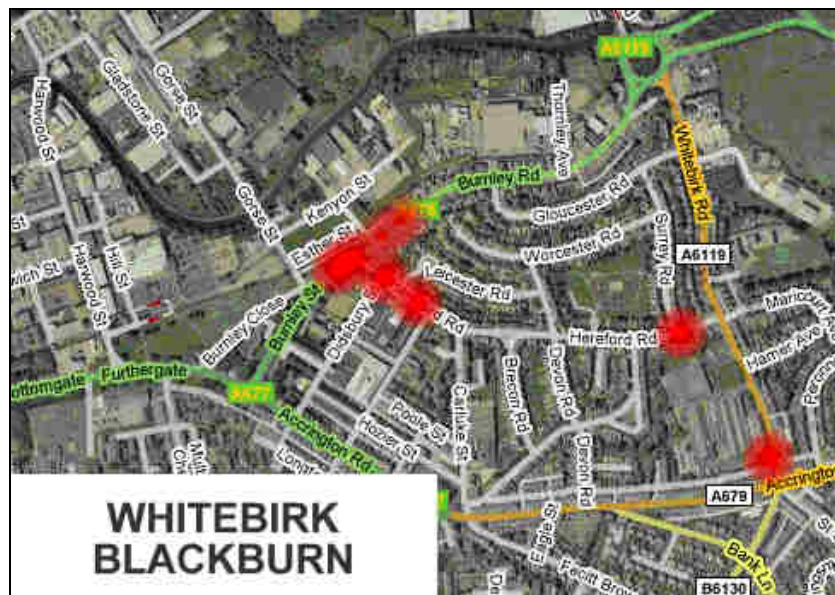
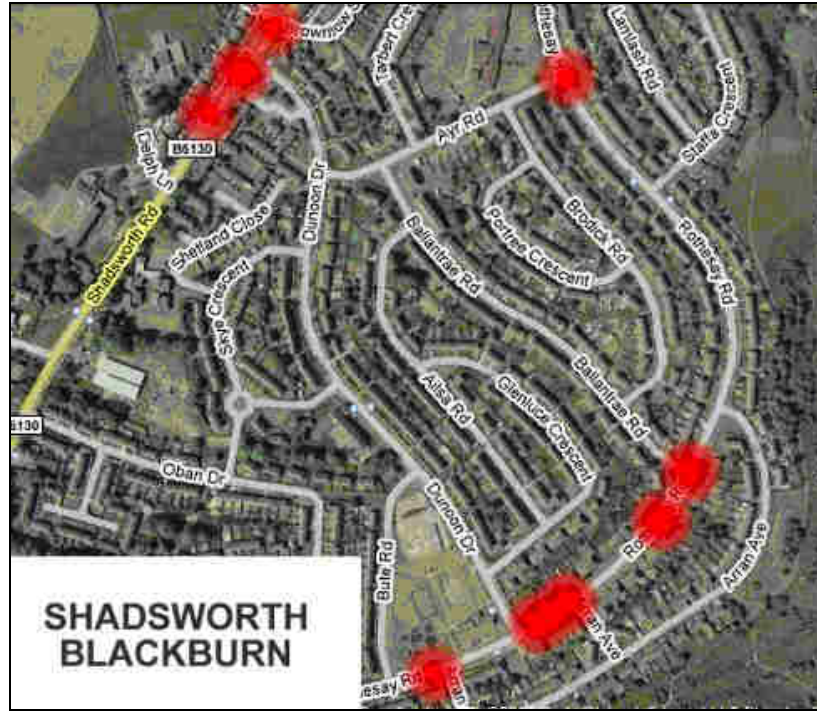
Maps showing locations of missile attacks in Blackburn and Burnley.

Missile Attacks at Vehicles (Burnley and Padiham)





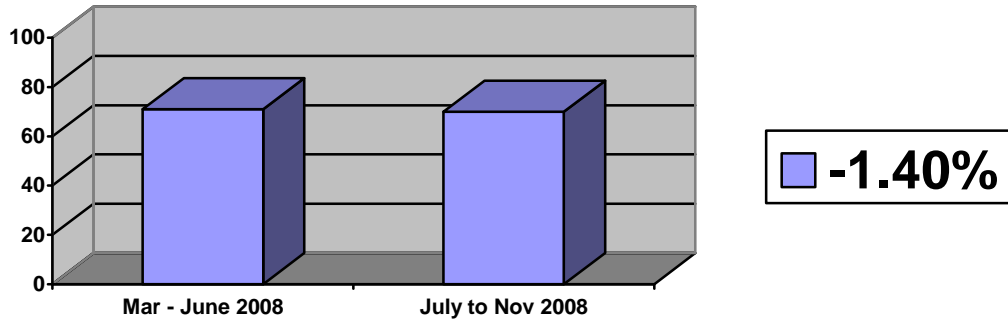
Missile Attacks at Buses (Blackburn)



APPENDIX C

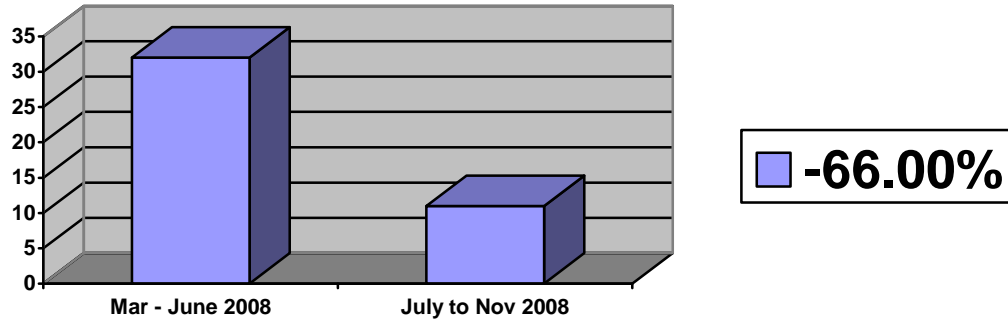
Graphs showing incidents of damage to and missile attacks at buses in the whole of Lancashire and in Blackburn with Darwen.

**ALL DAMAGE TO BUSES IN LANCASHIRE DURING THE PERIOD OF THIS
POP**



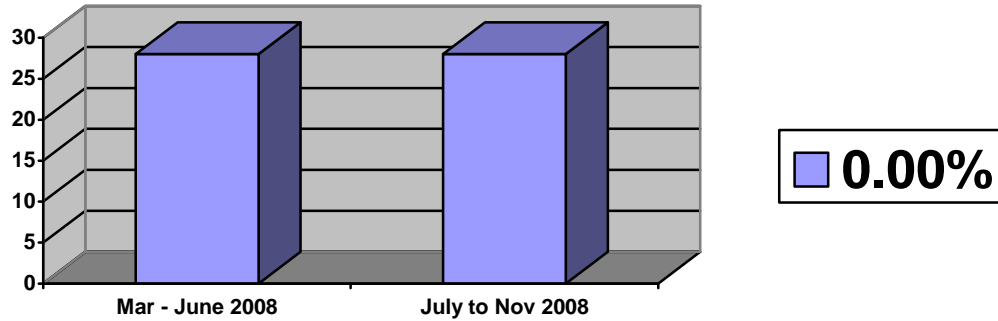
All damage to buses in	Mar-June 2008	July-Nov 2008
Lancashire	71	70
Source – Safer Travel Unit	- 1.4%	

ALL DAMAGE TO BUSES IN BLACKBURN WITH DARWEN



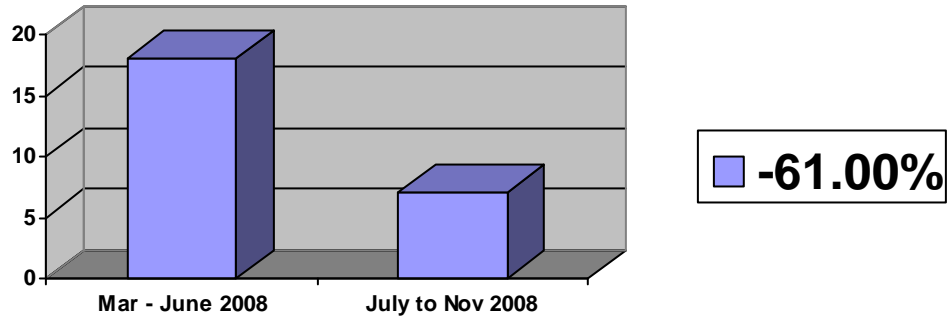
All damage to buses in	Mar-June 2008	July-Nov 2008
Blackburn with	32	11
Darwen		
Source – Safer Travel	- 66%	
Unit		

ALL MISSILE ATTACKS AT BUSES IN LANCASHIRE



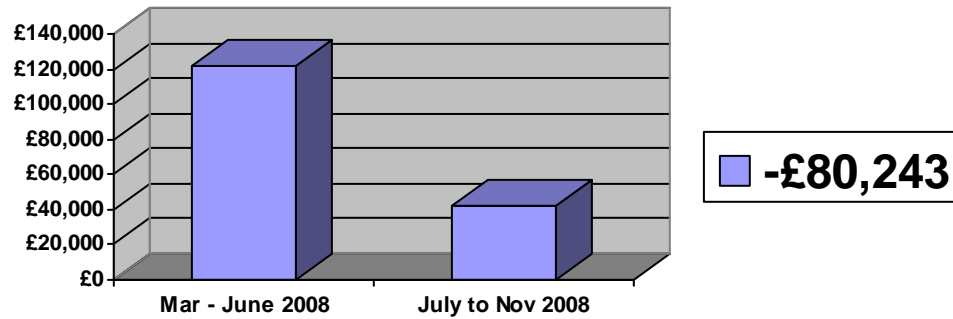
All missile attacks at buses in Lancashire	Mar-June 2008	July-Nov 2008
	28	28
<i>Source – Safer Travel Unit</i>	0%	

ALL MISSILE ATTACKS AT BUSES IN BLACKBURN WITH DARWEN



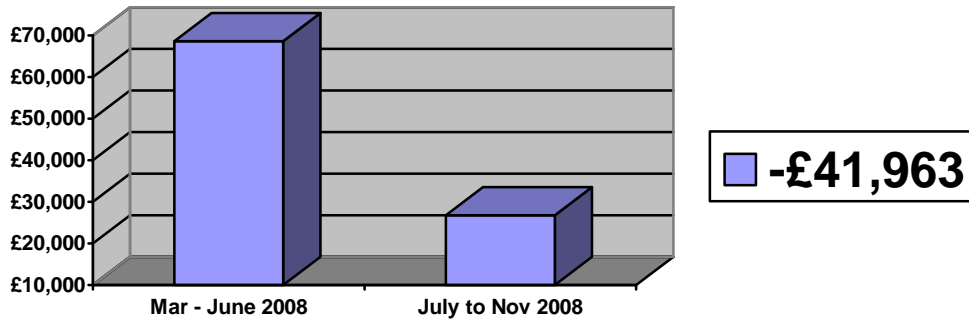
All missile attacks at buses in Blackburn with Darwen	Mar-June 2008	July-Nov 2008
	18	7
<i>Source – Safer Travel Unit</i>	- 61%	

COST OF DAMAGE TO BUSES IN BLACKBURN WITH DARWEN



Cost of damage to buses in Blackburn with Darwen	Mar-June 2008	July-Nov 2008
	£122,205	£41,962
<i>Source – Lancashire County Council Cost of Crime and Value for Money Calculator</i>	- £80,243	

COST OF MISSILE ATTACKS ON BUSES IN BLACKBURN WITH DARWEN

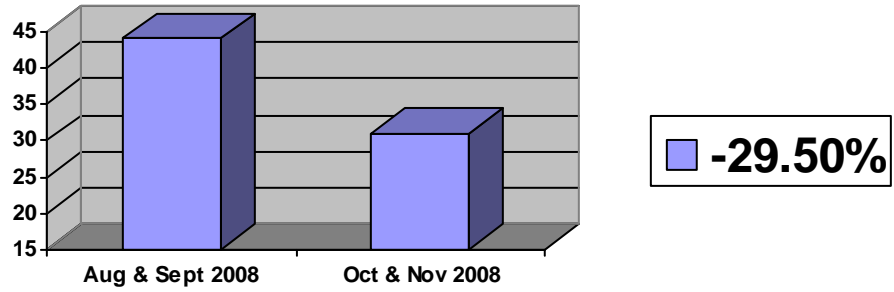


Cost of missile attacks	Mar-June 2008	July-Nov 2008
on buses in Blackburn	£68,666	£26,703
with Darwen	- £41,963	
<i>Source – Lancashire</i>		
<i>County Council Cost of</i>		
<i>Crime and Value for</i>		
<i>Money Calculator</i>		

APPENDIX D

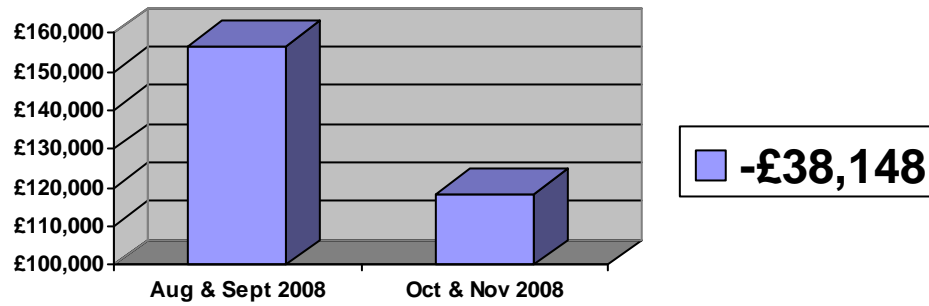
**Graphs showing incidents of damage to and missile attacks at buses in
Burnley and Padiham.**

ALL MISSILE ATTACKS AT VEHICLES IN BURNLEY & PADIHAM



All missile attacks at vehicles in Burnley & Padiham	Aug & Sept 2008	Oct & Nov 2008
	44	31
<i>Source – Police Data</i>	-29.5%	

COST OF DAMAGE TO VEHICLES BY MISSILE ATTACKS IN BURNLEY & PADIHAM



Cost of all missile attacks at vehicles in Burnley & Padiham	Aug & Sept 2008	Oct & Nov 2008
	£156,406	£118,258
<i>Source – Lancashire County Council Cost of Crime and Value for Money Calculator</i>	- £38,148	