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OurRef: AC/CH/SAW

13<sup>th</sup> May 2003

Ms T Perkins  
Crime and Policing Group (Room 2464)  
Home Office  
Queen Anne's Gate  
LONDON  
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Dear Ms Perkins

**TILLEY AWARD 2003**

Please find enclosed an entry from Inspector Gavin Tempest of Norfolk Constabulary for the Tilley Award 2003.

The project relates to a programme of work in Norwich City Centre to tackle problems of anti-social behaviour. This work, led by the Constabulary, has galvanised a number of statutory and voluntary agencies to examine these problems and address them in a co-ordinated and evidence led way.

The results of this work have been a number of initiatives targeted at the problems identified, much increased intelligence on the issues faced, and stronger and ongoing partnership working. I am pleased to be able to support this project for consideration of the 2003 Tilley Award.

Yours sincerely

Simon Taylor  
Assistant Chief Constable



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Where this is not possible, an explanation will be given for any delay".

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## Tilley Award 2003

Project title: Norwich City Centre Crime Reduction Action Group

Category: Crime & Disorder reduction

Name of Police Force: Norfolk Constabulary

Endorsing Chief Officer: Simon Taylor ACC(Ops)

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# Tilley Award 2003

## Summary

*Project Title:* Norwich City Centre Crime Reduction Action Group

**Norfolk Constabulary, Central Area**

*Contact:* Gavin Tempest, Norwich City Centre Sector Inspector  
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*Nature of the problem addressed* Enduring daytime anti-social behaviour in Norwich City Centre

*The evidence used to define the problem:* Initially identified by local residents who lobbied to engage city stakeholders through the Residents Forum. Their concern was a particular part of the city centre. A fuller analysis of crime and incident data led to the conclusion that the 'crime profile' was not limited to just one area but was equally likely to occur in several 'hotspots' within the city centre the main factor being the 'offender'. The Group agreed to expand its remit piloting the 'Problem Recording Diary' as a means of providing a more comprehensive assessment.

*The response to the problem:* Daytime anti-social behaviour was made a priority for the local police area's proactive work. 'Operation Barn' was commissioned by placing high profile uniformed patrols in the 'hotspots' and supporting this by reassurance visits to local residents and businesses. This was broadcast to the local media under the remit of the CCCRAG partnership. The aim of the operation was to gather intelligence on offenders which could be analysed with the other data. A sub group meeting was held when partners were taken through the 'problem analysis triangle' which gave clear direction with a number of interlinked options for solution. These options were prioritised by the partnership and subsequent meetings were structured around each element beginning with evaluation of data to determine progress, followed by discussion then action planning.

*The impact of the response and how this was measured:* In the early stages of implementation there was an increase in the amount of information about anti-social behaviour though the number of incidents reported to the police remained static. Operation Barn led to a doubling of police intelligence reports on supply of controlled drugs. This in turn triggered further planned police operations leading to arrests of target suppliers. The Group commissioned work with key partners to implement the 'street drinking bye-law' engaging the local police community team including Police Community Support Officers to operate it. Over a 4-day period in April 2003 Norwich City Centre was cleared of the offending minority and there were no reported incidents. The Group identified an 'excluded minority' visiting or sleeping rough in Norwich City Centre. A sub group is being formed to bring service providers together to engage this group who are more likely to offend and prone to recidivism. Taken alongside the targeted enforcement activity and the multi-agency work on ASBOs etc, this is the long-term solution to ensure reduction of offending rather than displacement.

## **Norwich City Centre Crime Reduction Action Group**

### **Background**

Norwich is the ninth national retail centre and the eighth most visited tourist centre in the UK. It is similar in many aspects to most other city centres in that it represents an environment which is socially appealing and where the main open spaces are designed to attract visitors. In many cases these locations are coincidentally of historic interest. Within the visiting numbers there is a small minority who are prone to anti-social behaviour and disorderly conduct. This is typically the 'street drinker' though there is inevitably begging and some drug abuse. This crime and disorder naturally causes local problems and is typical of city environments nationwide.

Prior to the formation of CCCRAG there was no co-ordination between agencies endeavouring to tackle the problem. The police addressed it largely as a single agency with periodic 'purges' of one form or another. Though these may have had short term limited effect this probably amounted to temporary displacement of the problem to similar public places beyond the range of the target area.

There had been little effort to understand the problem or indeed its underlying causes and, as such, it has endured for many years and had a marked impact on the quality of life of city dwellers, visitors and some on local enterprise. The initiatives were poorly evaluated and though it is possible to review inputs there is little record of outcomes other than numbers of arrests.

***The objective of this project*** has been to use a problem oriented approach with local partners to define the problem for Norwich and take action for sustained reduction in crime and disorder.

### **Introduction**

Norwich City Centre Residents Forum was set up and supported by the City Council. One of the priorities of the Forum concerned anti-social behaviour which they suffered in the Pottergate/St Gregory's area of the city centre. This location has a small residential population and includes a thriving cobbled shopping street and a churchyard with a small 'rest' area with benches. It borders a more deprived area on the edge of which there are multiple employee business centres including the job centre and BT. Within this location and its vicinity there are service centres for housing, drug problems and a Salvation Army refreshment centre.

The Council set up a 'Pottergate Action Group' with the purpose of lobbying for improvements to tackle anti-social behaviour in this area.

In March 2002 the Group was joined by the new local area Police Inspector. At the first meeting he brought police data on recorded crime and incidents reported (CADs) for the preceding 3 months. This showed a pattern of crime and disorder in a much larger area of the city centre in daylight hours, mainly between 9am and 5pm. Intoxication due to drink and or drugs was found to be the common factor in these incidents. Several of the incidents were reported by the same complainants and there was a tone of frustration about lack of police presence and action.

Local police felt the 'hotspot' for this type of offending was in the more central area in and around Norwich Market Place bordered by the Memorial Gardens and the Guildhall.

#### Problem Recording Diary

Norwich Community Safety Partnership via their Co-ordinator, Sue Lambert, and the Data Analyst, Chris Dunn, had devised a simple log for members of the public to record brief notes of daily activity they witnessed which they would otherwise not pass on.

The Police Inspector commissioned a pilot project to operate the diary in a controlled manner in and around the Market Place. This was piloted for 3 months following which a formal evaluation was completed (reported separately). He undertook to use the emerging findings from the pilot to support a police operation ('Barn') to gather intelligence and perform high visibility patrols for public reassurance.

#### ***How the problem was dealt with:***

#### Problem Analysis

The Group was made to concentrate on the range of information that could be used to understand the problem. The Police Inspector brought the Group to a consensus, namely that the problems that had been highlighted in the Pottergate area were also occurring in other parts of the city centre and action to reduce offences should be in the wider environment. The 'City Centre Crime Reduction Action Group' (CCCRAG) was formalised and was guided into a single aim, 'to reduce day time anti-social behaviour'. A workshop approach brought out an agreed definition of 'anti-social behaviour' as follows:

- Drunkenness
- Substance Mis-Use
- Drug Dealing
- Verbal Abuse
- Intimidation
- Obstruction

- Begging
- Fighting
- Prostitution and Kerb Crawling
- Littering
- Urinating and defecating in public

CCCRAG members include:

Norwich City Councillors (City Centre Ward)  
 Norfolk County Councillor (City Centre)  
 Norwich Community Safety Partnership Community Safety Co-ordinator  
 Manager of St Matthew's Housing Trust (also city centre resident)  
 Norwich PCT Commissioning Officer  
 Norwich City Council City Centre Area Manager  
 Representative of NORCAS (Drug and alcohol advisory service)  
 Norwich City Centre (Business Partnership) Manager  
 Representative of Victoria Street Alcohol Services  
 City Centre Police Inspector (and representatives from local Community Team)  
 Representative of Salvation Army (management of ARC refreshment centre)  
 Chair of Norwich City Centre Residents Forum, and,  
 Invitees from relevant stakeholders such as BT and Jobsplus concerning their building on Pottergate.

The Police Inspector held a problem analysis workshop with a sub group. This began by scrutiny and analysis of all available data including the outcomes of the pilot from the problem recording diary and of the police operation 'Barn'. The workshop was facilitated using the 'problem analysis triangle' methodology. The full record of the analysis is pasted below:

### **Norwich City Centre Crime Reduction Action Group**

#### **City Centre (daytime) anti-social behaviour problem analysis**

As a result of a broad problem analysis exercise the following issues came out as priority options to reduce anti-social behaviour.

'Anti-social behaviour' is defined in the background document. The group is concerned with crime and disorder reduction and the 'long fix' options do not include moving the problem around unless specifically stated.

#### **1. Public Attitudes**

There are different perceptions of the 'eclectic group', for example; some shopkeepers provide street beggars with refreshments while others are concerned by their presence. The definition of 'anti-social behaviour' goes a long way to sharing a perception of what is and is not acceptable behaviour in Norwich City Centre.

**Options:**

- 1.1 Partner agencies to gather and share information on what is 'offending behaviour'. Balance this with shared understanding of needs of the eclectic group and publicising the outcomes.
- 1.2 Co-ordinated use of the 'Problem Recording Diary' in target city centre locations.
- 1.3 Input of other agency data, including police crime and incident records and interpretation by Partnership Analyst

**2. Tolerance**

It was agreed that some locations are more vulnerable than others, for example, areas where children visit to play or areas in the city which are tourist attractions. From this position it may be possible to identify areas where the eclectic group may lawfully congregate accepting a potential risk for some anti-social behaviour. Conversely, there may be some areas where environmental design and enforcement may be appropriate to discourage such use. The background document lists the services used by the eclectic group. Understanding how these fit together may lead to possible greater tolerance options such as a 'Wet Centre'.

**Options:**

- 2.1 Continue exercise in mapping city based services and how they operate with a view to altering habits and thereby influencing behaviour
- 2.2 Consider how service provision might be directed at planning stage
- 2.3 Consider need for new service provision

**3. Management**

By sharing knowledge and understanding of what services are provided for the eclectic group it may be possible to regulate, control or shape behaviour. Examples are in supervised consumption of methadone or the agreed removal of popular cheap alcohol brands from city off-licences.

**Options:**

- 3.1 Partnership to collate information on anti-social behaviour patterns with a view to identifying troublespots linked to service provision. Representatives broker with services to improve management where possible.
- 3.2 Consideration for representatives of services to be brought in to partnership for problem solving work.

**4. Disruption**

Understanding who is responsible for what types of anti-social behaviour, where and when it is occurring could lead to specific activity to disrupt these trends. This may be in 'tolerance' or 'management' as above or in environmental design (offering an alternative service at a different location or targeting individuals with incentives to go elsewhere).

**Options:**

- 4.1 Sub Group of Partnership to meet and share information on possible targets for this type of activity.

4.2 Targeted police presence in certain locations times and days.

#### 5. **Enforcement/Punishment**

Following from the above there will be information on people who can best be classified as offenders. The police will lead action against those people in the most appropriate way and there may be a need to involve other agencies in the criminal justice system such as probation service and magistrates to share understanding of what is intended.

##### **Options:**

5.1 Appropriate engagement of other criminal justice agencies in the partnership.

5.2 Targeted Police activity to arrest and prosecute offenders

#### 6. **Excluded Minority**

Although there was little specific information the consensus in the Group was that a small number of individuals were responsible for a significant amount of city centre anti-social behaviour. It was felt that this minority was likely to be those who no longer had easy access to services possibly because of the level of their offending behaviour.

##### **Options:**

6.1 Sub Group of Partnership to meet and share information on possible excluded individuals.

6.2 'Quick fix' multi-agency operation targeting individuals with 'case conference' approach. Week long operation in late summer.

#### 7. **Publicity**

This is relevant to many of the areas listed above. Our likelihood of tackling anti-social behaviour will be improved if we tell everyone what we intend to do before we do it.

##### **Options:**

7.1 When working on the areas listed above the Partnership should consider use of the media.

7.2 Information gathered on problems and people should be filtered and disseminated out to all partners and through the relevant meetings where key agencies are involved (list in the background document).

7.3 Partnership could arrange to deliver feedback to the community (through local meetings for example).

7.4 Consider developing a 'City Centre Watch' made up of local community 'watch' schemes and representatives of retailers and city centre businesses who are affected by the problem.

CCCrag used the broad headings of the options for action as a focus for subsequent meetings. ***The following describes how the problem was dealt with.***

### Enforcement Action

Part of Operation Barn involved police officers visiting all members of the public who had reported incidents in the target area over the previous 3 months. Aware of a number of repeat callers these were identified and prioritised for a 'silver' response. On each day of the Operation there were personal visits to these callers. The outcome was valuable intelligence concerning drug supply in these locations. There was sufficient intelligence to run surveillance operations and several of the callers' premises were used as observation posts. This enforcement action preceded a local lobby against city centre drug dealing in Norwich City Centre reported on in the local media (Appendix A).

A small sub-group of CCCrag met to share intelligence on targets. This resulted in several individuals being put forward for joint activity using the National Intelligence Model process.

The Police Inspector prepared Operation 'Brade' which was a multi-agency response conducted in late Summer 2002.

The plan for Operation Brade is pasted below:

## Operation Brade

### Introduction

The City Centre Crime Reduction Action Group was formed out of a local partnership in one area of Norwich which was experiencing a lot of anti-social behaviour. The incidents were happening during the day and into the early evening and were being caused by a relatively small number of individuals. The Partnership learnt that these people were among the 'eclectic group' identifiable because of their social needs and habits which may include drug and alcohol misuse, housing and mental health issues.

### Background

A sub group of the Partnership was formed to carry out a broad problem analysis exercise. Several priority options came out which could lead to a reduction in anti-social behaviour most being 'long fix' issues requiring more work. A 'quick fix' multi-agency operation targeting individual offenders was agreed as an effective way of tackling the problem. This document is the first formal stage of 'Operation Brade' giving an outline of activity as an aid to planning. As a result of recent police operations targeting the supply of crack cocaine in the city Area Tactical Units are working on targets in the centre's disorder hotspots on 18<sup>th</sup> and 19<sup>th</sup> September. The City Centre Sector Community Response Team will follow up this operation by reviewing evidence of offending and sharing this with partners.

## Aim

To carry out a week long multi-agency operation capitalising on Operation Breakup targeting individual offenders to reduce anti-social behaviour in Norwich city centre.

## Intention

### Shared Intelligence

The police have an intelligence system where information on known offenders is collated. Local police working in the city centre have regular interactions with some of the 'eclectic group' and this is displayed in Bethel Street Police Station. The providers of services in housing, drug and alcohol treatment, social services etc also have information on this group.

Actions:

Meetings will be held to share information and identify those among the 'excluded minority' who are responsible for anti-social behaviour in the city centre.

### Restricting accessibility of alcohol

It is known that the main offenders drink alcohol in the city centre. At present their preferred drinks are in the cheaper brands of sherry and strong cider and lager. The police will negotiate with city off-licences to take this stock off the shelves for the week of the operation.

### Access to treatment

Drugs and alcohol are motivating factors for a number of incidents, in particular the flare-ups where individuals get together. It is possible that shared intelligence will show that access to treatment would be the best activity to take an individual out of the offending cycle. Partners will work to anticipate an increased demand for treatment services during and after the week. There has been some agreement already that referral services might be arranged and the possibility of outreach workers available during the week. This might be particularly useful for action to disrupt offending for those who have a chaotic drugs habit.

### Access to other services

Shared intelligence may also support interventions from other agencies, for example St Martin's Housing Trust. It is believed that offenders within the excluded minority are mainly daytime visitors to the city centre, vulnerably housed rather than rough sleepers. Action to re-engage such people may have a longer-term effect of controlling or regulating their offending behaviour.

### Enforcement

The police will increase foot patrols during the week and provide the contingency to deal with incidents of anti-social behaviour as they occur. Police patrols will target the offending minority and capture evidence of anti-social behaviour on video for later use by the Partners. Police will rigorously enforce the no drinking bye-law and issue written warnings for first time offenders. The police officers will liaise closely with the other agencies to make sure that all interventions have the most appropriate outcome.

### Case Conferences

During and immediately after the week the group sharing intelligence will meet to review what has happened and hold case conferences to decide the most appropriate interventions for individual targets. Inspector Tempest will make arrangements with the City Council Legal Action Unit in preparation for these and make sure the outcomes are fed in to the Community Safety Partnership Key Issue Group on Anti-social behaviour for prioritisation. The persistent offenders identified as a result will be given 'development nominal' status and introduced to Central Area Tasking and Co-ordinating Group.

### Monitoring and evaluation

The Partnership is already gathering data on anti-social behaviour in some areas of the city centre. The 'problem recording diary' will be used to monitor activity before and after this operation. This will continue during the week and again for the month afterwards. When this is analysed with police crime and incident data for the same periods it should be possible to assess the effectiveness of the operation.

### Partnership Crime Prevention

This review explains how CCCRAG initiated short-term operational activity. An example of the minutes of a meeting (Appendix B) shows how the partnership worked through the detail of options of 'management' and 'disruption' engaging member agencies. The Group was able to show how the upgrading of 'Jobsplus' within the Pottergate offices was likely to lead to an increase in offending and successfully worked with the centre to put measures in place to offset this.

***Success in achieving the objectives of this project*** is hopefully implicit in this review document.

The many recorded specific outcomes are reflected in CCCRAG minutes.

The partnership has been successful in making best use of new resources at its disposal. For example, the introduction of Police Community Support Officers into Norwich City Centre enabled the Group to implement the new street drinking legislation (Press cutting at Appendix C).

Similarly CCCRAG provided the consultative forum for the police to pilot an innovative procedure to deal with begging.

The problem recording diary is now in operation in the main 'hotspot' areas. An example of the 'diary' and the results fed back to partners is attached at Appendix D.

### Excluded Minority

The Group was not surprised to hear how the various operational initiatives had caused the offending minority to move outside of the 'policed environment'. This displacement has been a recurring feature of earlier initiatives and the partnership has, for the first time, used a case conference approach on the most prolific offenders implementing the most effective crime reduction option. For example, one of the first street drinkers convicted under Section 12 was a rough sleeper, for whom police bail conditions were used to ensure he was given accommodation by the Housing Trust who could facilitate his onward movement to a more permanent hostel based in his 'home town' of Leeds.

Police Community Support Officers more frequent and familiar interaction with those who had been prone to offending is generating more options for non-police partners to intervene in those situations where offending comes back or occurs elsewhere.

CCCRAG has commissioned the 'Excluded Minority Working Group' with a lead from Norwich Primary Care Trust. This is regarded as the most effective long term measure focussing on harm reduction for individuals in preference to a hard edged approach seen in some cities which often results in the displacement of offending within regions or even from one part of the country to another.

### ***Author's approach to problem solving***

CCCRAG is subordinate to the 'Key Issue Groups' for 'violence' and for 'anti-social behaviour' working to Norwich Community Safety Partnership. The Police Inspector leads in these Key Issue Groups and uses the same problem solving methodology in local priority areas of 'city centre, night-time, drink related violence and disorder' and 'crime and disorder associated with the sex industry', both equally typical of city centre environments around the country.

These projects use the principles of 'SARA' and problem solving methodology to make sure that there is a clear aim supported by information defining the problem. Meetings to operate the partnerships review activity and are action based.