



A P.O.P APPROACH TO REDUCING ASSAULTS IN AND
OUTSIDE LICENSED PREMISES

Tilley Awards 2003

Category: Crime and Disorder

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REDUCING VIOLENT CRIME, WHITEHAVEN TOWN CENTRE

Whitehaven has a population of 20,000. Copeland Borough Council serves it, as the local authority. It is the largest town within the council area, and therefore has the largest number of nightclubs and public houses with late opening hours.

These are situated around a very small area in the town centre **See Appendix 1**. Although offences against the person are low in number, there is a perception that Whitehaven is a town where increased incidents of violence occur on a Friday and Saturday night especially in the final quarter of the year in the run up to Christmas.

Analysis of incidents was carried out in November 2001, showing the increase in offences against the person during that final quarter of the year. In November and December of 2001 a number of initiatives were started to address the issue of violent crime in the short term. Incidents tended to peak by the last Friday before Christmas commonly known as 'Mad Friday' or 'Black Eye Friday'.

The intention;

- **Reduce assaults both inside and outside licensed premises.**
- **Provide a sustainable response without incurring excessive cost.**
- **Provide public reassurance.**

Work continued on the initiatives started at the end of 2001, with the aim of having them well established by October 2002, in anticipation of an increase in violence on the run up to Christmas. The public perception of violent crime, in that small area, of the town on the run up to Christmas raised crime concerns.

Many other initiatives had been carried out in other areas to address such violence, these always appeared to have significant funding allocated to them, **no substantial funding** was available to the Police at Whitehaven. The issues had to be addressed utilising the resources available within the town, the goodwill of Officers who would change their shifts in order to address violent crime and through partnership working with licensees.

Working in partnership with licensees, simple measures have been put in place which have reduced assaults both inside and outside the town's licensed premises.

Offences against the person have been reduced in comparison with the final quarter of 2001 and have been kept at a level comparable with every other

month of 2002. The measures, now in place, should continue to reduce the concerns that violent crime raises throughout the whole year and not just on the approach to Christmas.

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SCANNING



1. SCANNING

Although Whitehaven Town Centre has numerous public houses, they are concentrated in an area of approximately one square kilometer. Two of the nightclubs and four of the public houses in this area close between 0100 and 0200. All employ door staff, registered through the local authority.

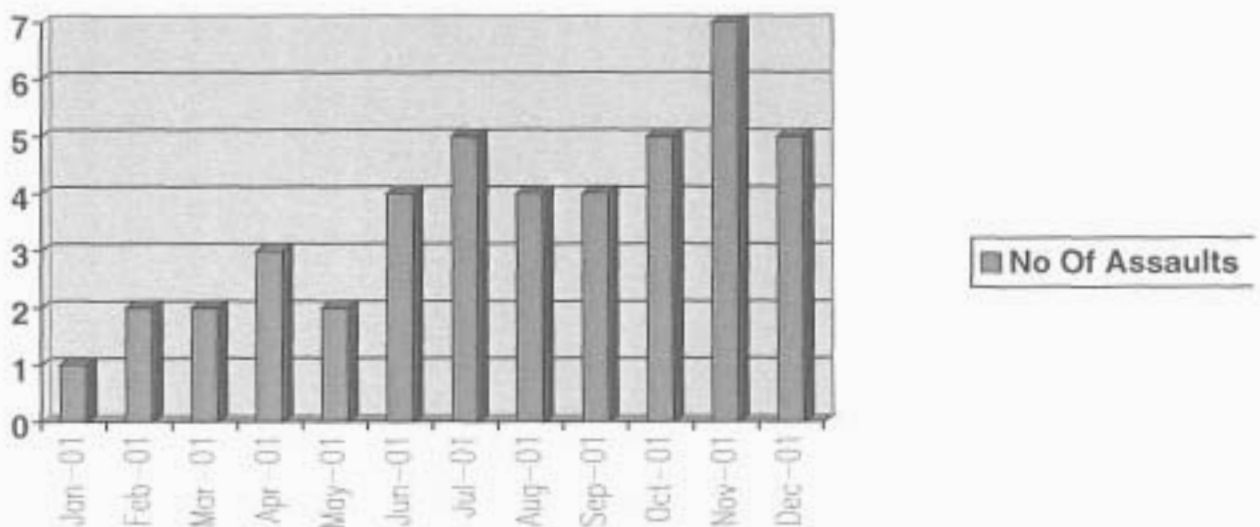
There are a total of four takeaways in the area, all close at 0130. In normal circumstances there would also be two mobile burger vans. These burger vans do not have any restrictions on closing hours.

The pubs and clubs are situated on a one way road system, which includes twelve taxi ranks for the use of, in excess of 100 taxis, registered in Whitehaven.

The harbourside outside the **Park Nightclub** was used as an unofficial taxi rank, causing crowds coming from both nightclubs to move into that small area and congregate, to await taxis and buy food. As a result it took longer for the crowds to disperse, the area was a flash-point for potential disorder, making it difficult to Police because of the numbers involved.

Gallaghers Nightclub exits onto Tangier Street. Although the crowd that would remain in this area was smaller, similar difficulties were experienced in policing it, to those found outside The Park.

By scanning offences against the person for 2001, in the area, it did show that there was a steady increase towards the last quarter of the year. This was as a result of the build up to Christmas, reflected in the table below.



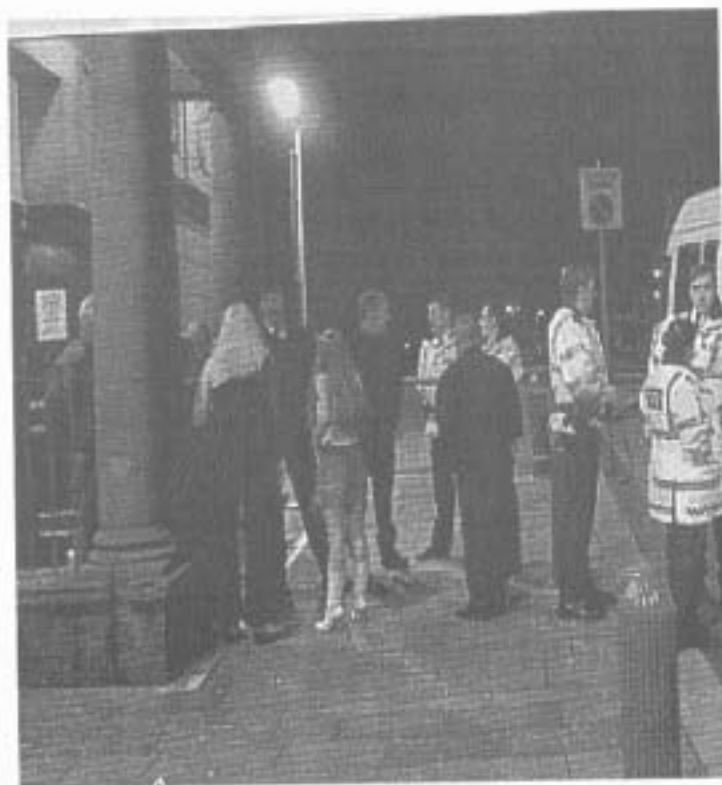
The slight rise in July can be accounted for by, public events, occurring in the town, when in excess of 80,000 people can increase the population, in one weekend.

Prior to November 2001 little work had been carried out with licensees of the two nightclubs, or other licensed premises, to address incidents of violence occurring inside and outside.

It was apparent through the scanning of assault related incidents that a significant number of these type of offences were occurring within the two nightclubs and the areas adjacent to them.

At this stage it was also found that no significant amount of funding was going to be made available to reduce offences against the person. The response therefore had to utilise Police and partnership resources already available within the town.

ANALYSIS



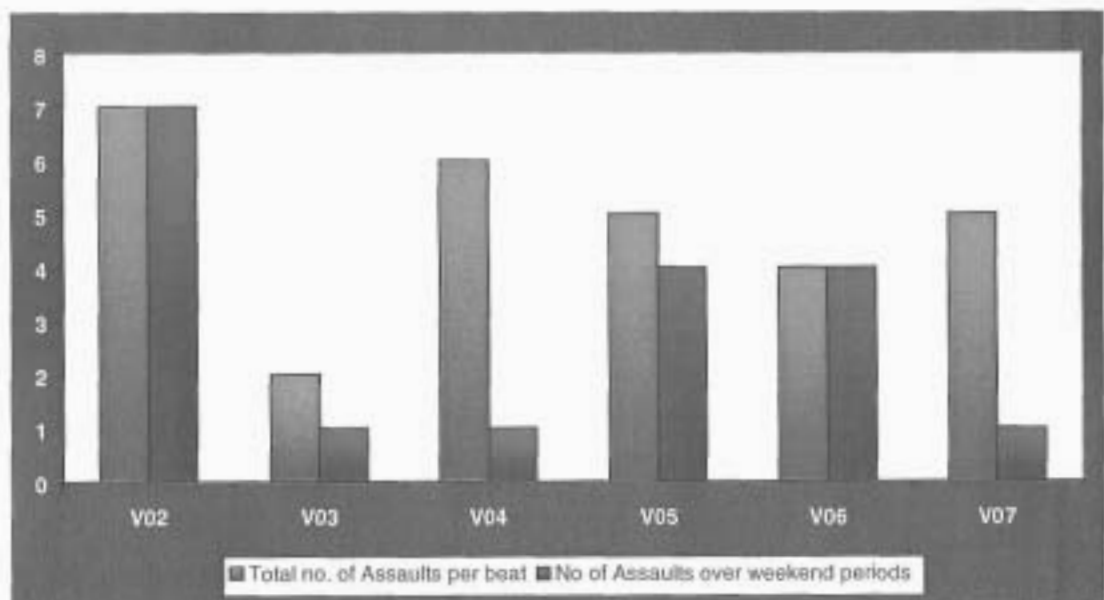
2. ANALYSIS

2.1 Police Data

The area surrounding the nightclubs is regarded as high in incidents of violent crime.

Statistics for violent crimes for the periods, 1 December 1999 to 7 January 2000 and the same period during 2000 to 2001. Along with the period 1 September 2001 to the 31 October 2001, show that 80% of weekend violent crime in Whitehaven was being committed in this area.

The table below compare offences against the person by Whitehaven beat, during November 2001. These offences include - common assault, actual bodily harm and grievous bodily harm.

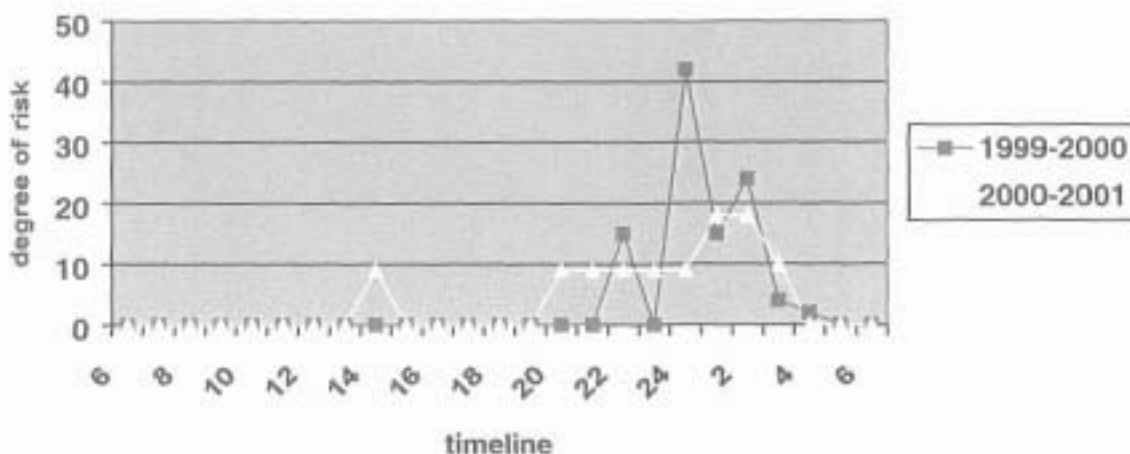


All Incidents on V02 beat occurred on a Friday or Saturday night. Assaults on all other beats were spread throughout the month and included domestic related incidents.

* V02/V03 = Town Centre, V02 area targeted.

Analysis of V02 incidents show that they were occurring between the hours of 2000 hours and 0400 hours.

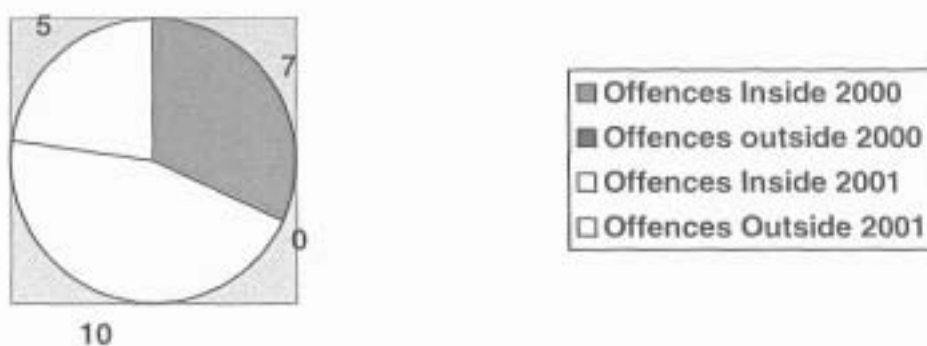
Whitehaven Time Risk Analysis



As outlined in the summary very little work had been carried out with the licensees.

Analysis of the locations of the assaults show that a significant proportion of them were committed within licensed premises.

The chart below, compares locations of assaults, in the final quarters of 2000/2001.



Appendix 2 shows the area around The Park and Gallaghers nightclubs, with the location of offences committed during the final quarter of 2000/2001.

2.2 Whitehaven Harbour Commissioners

In November 2001 Whitehaven Harbour Commissioners were becoming increasingly concerned about the amount of damage being caused to the harbourside area near to the Park Nightclub.

This was as a result of taxis using the area as a temporary taxi rank, causing damage to the road surface and damage to harbourside furniture as revellers exited the nightclubs looking for transport on the harbourside.

RESPONSE



RESPONSE

In response to the analysis carried out at the end of 2001, regarding violent crime in the area, the first five initiatives mentioned below were hurriedly implemented in order to reduce the number of offences against the person prior to 'Mad Friday' 2001.

These initiatives were then developed throughout the year with a view to having them firmly established by the final quarter of 2002, in anticipation of an increase in violence.

This had to be achieved with the resources available at Whitehaven, as no major sources of outside funding were available, they also had to remain sustainable.

The intention of the initiatives are outlined in the summary..

3.1 Door Staff regulation and registration

Although the local authority registered all door staff, no attempt had been made by the Police or the Local Authority to regulate this. Many of the assaults, which occurred inside the nightclubs, which were both reported and unreported, were perceived to be committed by the door staff, analysis proved, this was not the case.

In November 2001 the Police and Local Authority gave licensees advice regarding their responsibilities towards the door staff they employed.

Monitoring of the scheme was carried out by the Police and Local Authority Enforcement Officer , through regular checks and visits to licensed premises employing door staff.

After the initial contact with the licensees/door staff at the end of 2001, good relationships developed throughout the following year. This is an area where there had previously been no contact.

3.2 Pub Watch

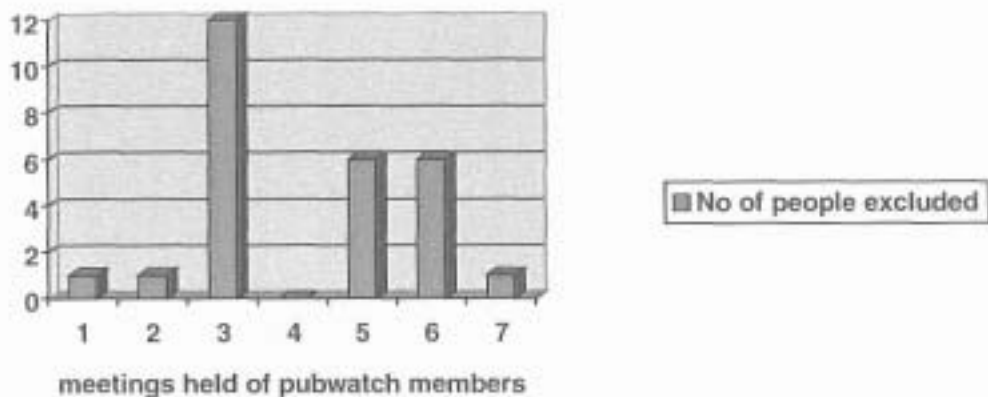
No facilities or consideration had been given by licensees, to excluding from licensed premises, those that were regularly involved in violent crime.

In November 2001 the Police initiated a meeting with licensees and as a result 29 of the towns pubs and clubs signed to the Pub-watch Scheme. This initiative was implemented as a short-term solution with long term consequences.

The scheme is run by a committee of licensees and enables a licensee to nominate a person involved in violent crime within their premises to receive a blanket ban from all other members named in the scheme. This has now been running for over 12 months. The stigma that it attached to those that have been excluded from licensed premises under the scheme has been significant. Feedback from the licensees is that no one wants to be made the subject of an exclusion order.

The Scheme has received a great deal of publicity, and in August 2002 licensees took the decision to name and shame those who were excluded. This has raised awareness of the scheme.

As the Scheme has been progressed, fewer people have been excluded, as overall Anti-Social Behaviour inside licensed premises has decreased. This has been coupled with a reduction in the number of assaults occurring inside licensed premises.



3.3 Radio link

None of the clubs with late licenses were in contact with one another and were therefore unable to forewarn each other of those who may be involved in violence.

As a result of funding being made available in November 2001, £1000 was granted from a Targeted Policing Initiative, to purchase hand held radios.

Five radios were purchased and issued to the licensed premises with door staff. The Radio link has allowed immediate contact and a quicker passing of information between door staff.

This scheme is managed by the licensees although the Police have the ability to monitor the door staff radios' which gives a quicker police response to incidents, involving door staff, as they occur.

3.4 Crowd dispersal

The road layout outside The Park Nightclub caused a bottleneck for taxis and members of the public. This was due to the Nightclub exiting into the area; the fast food outlets being located in that area and the taxis using the area as a temporary taxi rank.

Prior to November 2001, it was not unusual to have in excess of 800 people congregating in this area between 0200-0300 hours. Taxis persisted in driving through the crowds in order to use the turning circle on the harbourside. All of this was occurring in an area 20m x 50m. Due to the congestion it was incredibly difficult to police.

See Appendix 3

To overcome this, in November and December 2001 a temporary barrier was placed at the entrance to the harbourside, preventing vehicle access. This was blocked off with consent from Whitehaven Harbour Commissioners, and had a two-fold effect.

- Taxis were prevented from entering the area, this caused the crowds to disperse to look for transport
- Damage to the harbourside caused by vehicles was reduced as access was denied

As a result of the success of this initiative, funding was sought from a targeted policing initiative. The funding was granted and approximately £5000 was provided for a permanent barrier.

The Park nightclub also had it's own lighting which would illuminate the front of the club and area where the crowd would gather. This encouraged the crowd to remain in the area. The licensee, who would turn the lights off when his club was empty, provided a simple solution to this.

This caused the crowd to disperse far quicker.

3.5 Camcorder Patrols

Although the area is covered by CCTV it was obvious from incidents occurring on the streets that this was not acting as a deterrent to those involved in incidents of violence.

To address this a Camcorder was purchased for use by Officers on foot patrols who would use this to film anyone believed to be in the first stages of committing violence/disorder related incidents.

This became a great deterrent, as it was obvious when a person was being filmed with a camcorder where it wasn't obvious to a person that they were being filmed on CCTV.

As a result of assessing the work being carried out in the latter part of 2001. The next three initiatives were developed throughout 2002, and were in place by September of that year to run alongside the five already mentioned.

3.6 Licensees Course

Through working with the licensees towards the end of 2001 and throughout the earlier part of 2002 it became apparent, when speaking with them that the majority had received very little training with regards to licensing legislation. Any training which had been given was on an 'ad hoc' basis.

As a 'Safer Streets' initiative was due to start in October 2002, it was decided to organise a course for the licensees whose premises were in the area being targeted. This was to inform them of the initiative and to give them training in legislation which they were unsure of and which they would be expected to use to reduce incidents both in and outside their premises.

Licenseses from the 14 licensed premises in the area, identified that they required training in the following areas;

- Powers of search.
- Powers to refuse entry and powers of ejection.
- Management of disorder within their premises.
- Controlled substances.

A two day course was organised to cover the above and all licenseses and their staff from the area were invited to attend.

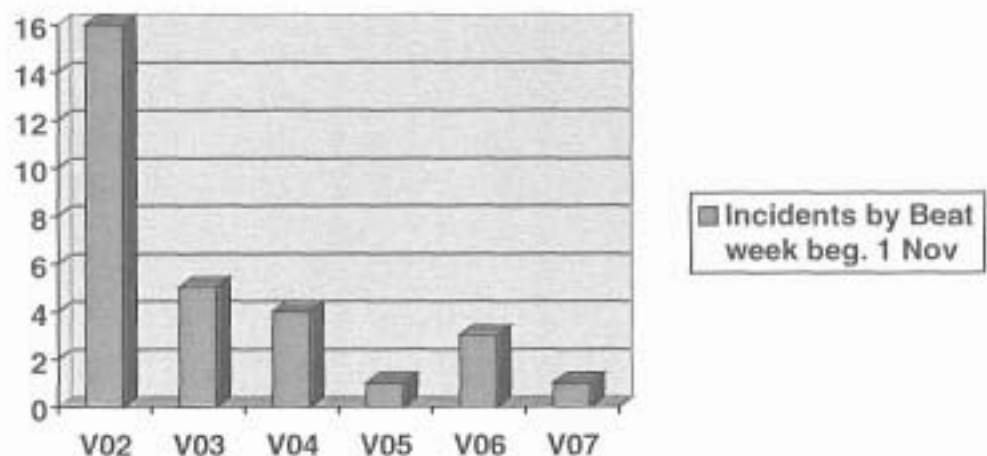
Ten of the fourteen licenseses along with members of their staff supported and attended the course.

3.7 Patrol Strategy

Whitehaven is a non-designated station, with full custody suite facilities from when it had designated status. Any prisoners required to be held in custody over the six-hour period, had to be transported to Workington, eight miles away. To transport a detainee took away two officers for up to two hours.

As a minimum between 2200 and 0300 each Friday and Saturday night there would be two sergeants and six constables available to police Whitehaven. Officers over and above the minimum staffing requirement would supplement these along with officers from the towns' Community unit and the Forces' Tactical Support Group, Dog units and Special Constables.

Officers from Whitehaven would normally be deployed double crewed, in vehicles with no provision made for providing high profile patrolling of the area in which the majority of the assaults were occurring.



The number of incidents occurring on the town centre beats in comparison to the rest of the town was far higher on a Friday and Saturday night, as the table above indicates. Town beats are V02 and V03. The beat containing the nightclubs is V02.

Of all incidents occurring, few required an immediate response. Jobs were never allowed to 'stack.' If a patrol was free it would be sent to an incident no matter how trivial that incident may be. This was a major cause of all officers being deployed as mobile patrols.

To address this imbalance a patrol strategy was introduced which allowed the deployment of officers on high visibility foot patrol.

Working from the minimum staffing criteria of, two Sergeants and six Constables, the following was adopted after 2200 each Friday and Saturday night.

- Two single crewed mobile units are deployed as response units.
- Two constables are designated to patrol the area on foot.
- Two constables are designated to use a personnel carrier, which they park in the area and then patrol this area on foot.
- One Sergeant patrols the area on foot and liaises with licensees.
- One Sergeant acts as a Custody officer enabling detainees to be dealt with at Whitehaven.

Any additional staffs are deployed on foot patrol in the area highlighted in **Appendix 1**.

3.7 Bottle Bins

Although the nightclubs had door staff, they had no provision for removing bottles and glasses from club goers as they left their premises. This was identified from the licensees' course.

As a result of this there was a tendency for members of the public to remain drinking on the street when the clubs closed. This was more evident outside Gallaghers nightclub.

At a cost of £600 highly visible bins were provided to the clubs to place at their entrances. Door staff, were encouraged to persuade clubbers' to deposit their bottles in the bins as they left the premises. This initiative was publicised to raise awareness of the reasons for depositing bottles/glasses in the bins when leaving licensed premises.

3.8 Legislation

- **Exclusion of Certain Persons from Licensed Premises**

Although this legislation existed it had not been used at Whitehaven. In consultation with the Crown Prosecution Service, Decision-Maker and Licensees it was agreed that should any person be convicted of a violence offence within their premises, this legislation would be applied. Initially the Crown Prosecutor would request the magistrates to exclude the offender from all licensed premises in the area marked on the map at **Appendix 1**

This was to be managed by the area Admin Support unit who would identify offenders who this legislation could be applied to as relevant paperwork passed through their office. This would then generate a request to the crown Prosecution Service to apply the legislation.

- **Consumption of Alcohol in Designated Places**

Work towards implementing this legislation began in the early part of 2002, using analysis of incidents of violent crime from the previous years.

The area in which the towns' nightclubs were situated was identified as one area to which the legislation could be applied. This was put forward to Copeland Borough Council, who accepted the proposal and agreed to implement the legislation.

3.9 Publicity

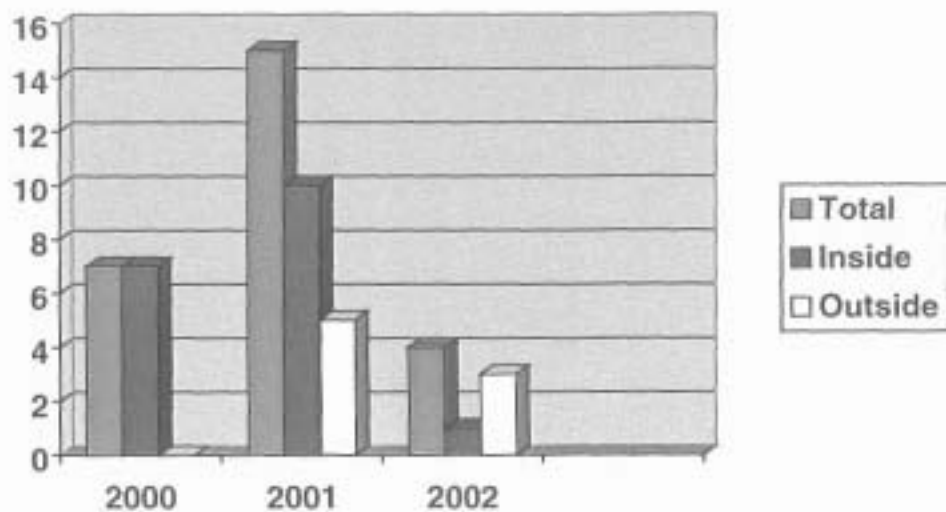
Maximum use was made of the local press to publicise each initiative as it occurred. Regular updates are given to the press and reporters are invited to patrol with officers.

This has resulted in each initiative receiving positive coverage, the intention being to publicise that Whitehaven is a safe place to go for a night out thereby reducing the concerns surrounding violent incidents.

4. ASSESMENT

The initiatives generated as a result of the increase in violent crime have caused the police to address the issue of high profile patrolling and enforcement in conjunction with the local authority.

Although it is difficult to reduce offences occurring in such small numbers, this has been achieved in the final quarter of the year. Overall, assaults in the area have been reduced by 11 offences to four in 2002 compared with 15 assaults committed in the same period of 2001, as the table below indicates.



Assaults within licensed premises have been reduced to the extent that there has only been one assault in a licensed premises in the final quarter of 2002 compared to seven in 2000 and ten in 2001. It is felt that this is as a direct result of the licensees' course.

Appendix 2 refers to the locations of assaults during the final quarter of 2000, 2001 and 2002. As can be seen the number of assaults occurring in and around the two main nightclubs, The Park and Gallaghers have significantly reduced. Assaults, which have occurred in the final quarter of 2002, have been more sporadic and therefore displaced to other parts of the area targeted.

The Park Nightclub

The licensee of this club fully supported the Police in their efforts to reduce violence both in and outside his premises. This licensee attended the course held in September 2002. There have been no assaults reported within the club.

Although the nightclub exits in to the same area, the provision of a permanent barrier at the harbourside entrance has prevented taxis using this as an unofficial rank. This has caused the crowd leaving the club to disperse from the area quicker as they look for transport. This has reduced assaults outside the club, as people move off in smaller groups and fighting no longer occurs over taxis.

The harbourside barrier also reduced the amount of damage caused in this area by taxis and clubbers. No statistics are available for this as much of the minor damage went unreported.

The simple intervention of turning the exterior lights out at the club has assisted in dispersing the crowd, with no lighting there is now no reason for the crowd to 'hang' around.

Gallaghers Nightclub

Through working with the licensee it can be seen through, **Appendix 2** that violent incidents both in and outside the premises have been reduced.

Door staff

After the initial advice regarding the requirements expected of door staff, which was given in 2001, a good working relationship has developed between them and the Police.

Prior to 2001 no working relationship existed at all.

Pub Watch

Throughout 2002 the pub watch has been an excellent tool for the use of licensees in excluding those involved in violent incidents in their premises.

The numbers of exclusions have reduced, coupled with a reduction in assaults within licensed premises.

The scheme is regularly publicised, those excluded by the committee are named and shamed in the local press. This has meant that exclusion by the committee has carried a great stigma for those individuals who have been excluded.

Radio Link

This has worked well between the various clubs, as they are now able to forewarn each other of impending disorder.

The Police also monitor the scheme, this has enabled them to respond quicker to incidents in and outside licensed premises as the door staff are now able to circumvent the normal telephone or 999 systems in cases where assistance from the Police is urgently needed.

Crowd Dispersal

The assessment of this has been carried out above, see **The Park nightclub**. In normal circumstances the majority of clubbers have now left the area by 0230. Prior to these initiatives it was not unusual to have large crowds in the area until well after 0300.

Camcorders

This has worked well as a deterrent for those becoming involved in the first stages of disorder. It has been found that as soon as the filming starts the potential disorder stops.

Licensees Course

The licensees felt this course was very beneficial as it brought them up to date with current legislation relevant to their licensed premises.

The training delivered has gone a long way to reduce incidents in and outside licensed premises. This was evident during the first month of the Safer Streets initiative where 12 of the 30 people arrested for disorder offences were as a direct result of being refused entry into the nightclubs. Had they not been refused entry there was the potential for them to then become involved in disorder within the relevant licensed premise.

Patrol Strategy

This has had a dramatic effect on the way the area is policed on a Friday and Saturday night, using the resources available at Whitehaven and therefore not incurring any extra costs through overtime.

The two mobile units respond to incidents as they arise and non, immediate jobs are allowed to 'stack' leaving the other resources free to police the area of pubs and clubs.

The officers deployed on foot patrol have had the following effect;

- Arrests for public disorder related offences initially increased as potential assaults were addressed at an early stage. Towards the end of 2002 it was then found that both assaults and arrest for disorder were being reduced.
- The public perception is that the area is 'flooded with cops.' In reality all that happens is that those on duty have been removed from vehicles to target the area generating most incidents in Whitehaven on a Friday and Saturday night. This is achieved through foot patrol.

Initially officers were regularly approached and asked where had all the Police come from and why were so many Police officers in the town.

Officers are now approached by members of the public who tell them that they feel far safer on the streets due to the numbers of Police about carrying out high profile patrolling.

By utilising the custody facilities at Whitehaven officers who have made arrests are deployed back on to the streets far quicker than those who used to have to travel with detainees to the designated Police station.

Bottle Bins

These were intended as a stopgap prior to the introduction of the Consumption of Alcohol in Designated Places was introduced.

Door staff, have found them a useful reminder to people exiting nightclubs to deposit their bottles and glasses in. Any effect this has had cannot be measured. In general terms it is felt that this initiative has reduced the numbers of bottles and glasses being taken onto the streets.

Legislation

As there have been no assaults inside licensed premises the use of the **Exclusion of Certain Persons from Licensed Premises** legislation has not been used, however the systems are now in place to utilise this legislation should it ever be needed in the future.

The area of the town centre will have the **Consumption of Alcohol in Designated Places** applied to it early in 2003 therefore no assessment of the effect of this can be made.

Publicity

The publicity the initiatives have generated has been significant in turning public perception that Whitehaven is a violent town on Friday and Saturday nights. Although public perception is not measurable the feedback officers receive when out on patrol is that people feel safer.

Media cuttings are attached at **Appendix 4**

Overall Assessment

The intentions identified at the start have been achieved,

- Assaults on the build up to Christmas have been reduced.
- Assaults within licensed premises have been dramatically reduced.
- Public perception of the area appears to have changed.
- The reductions have been achieved by utilising the police resources available at Whitehaven, working in partnership with the licensees. The initiatives can continue without having to rely upon outside funding.

The work can be summarised with the following statements,

'One of the best things the Police have done to curb trouble is to have a high visibility presence in the town.'

Mr. Ray Trotter, manager of
The Park nightclub,

We have in the past experienced quite a lot of problems in the early hours, which have disturbed our guests. This has been addressed and it isn't as bad as it used to be.

Cheryl Twinn, owner of the
Waverly Hotel opposite
Gallaghers Nightclub

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Janes – Copcase

Home Office Briefing note 9/01 – Tackling Alcohol related Street Crime in Cardiff

The Local Authorities Regulations 2001

Appendices:-

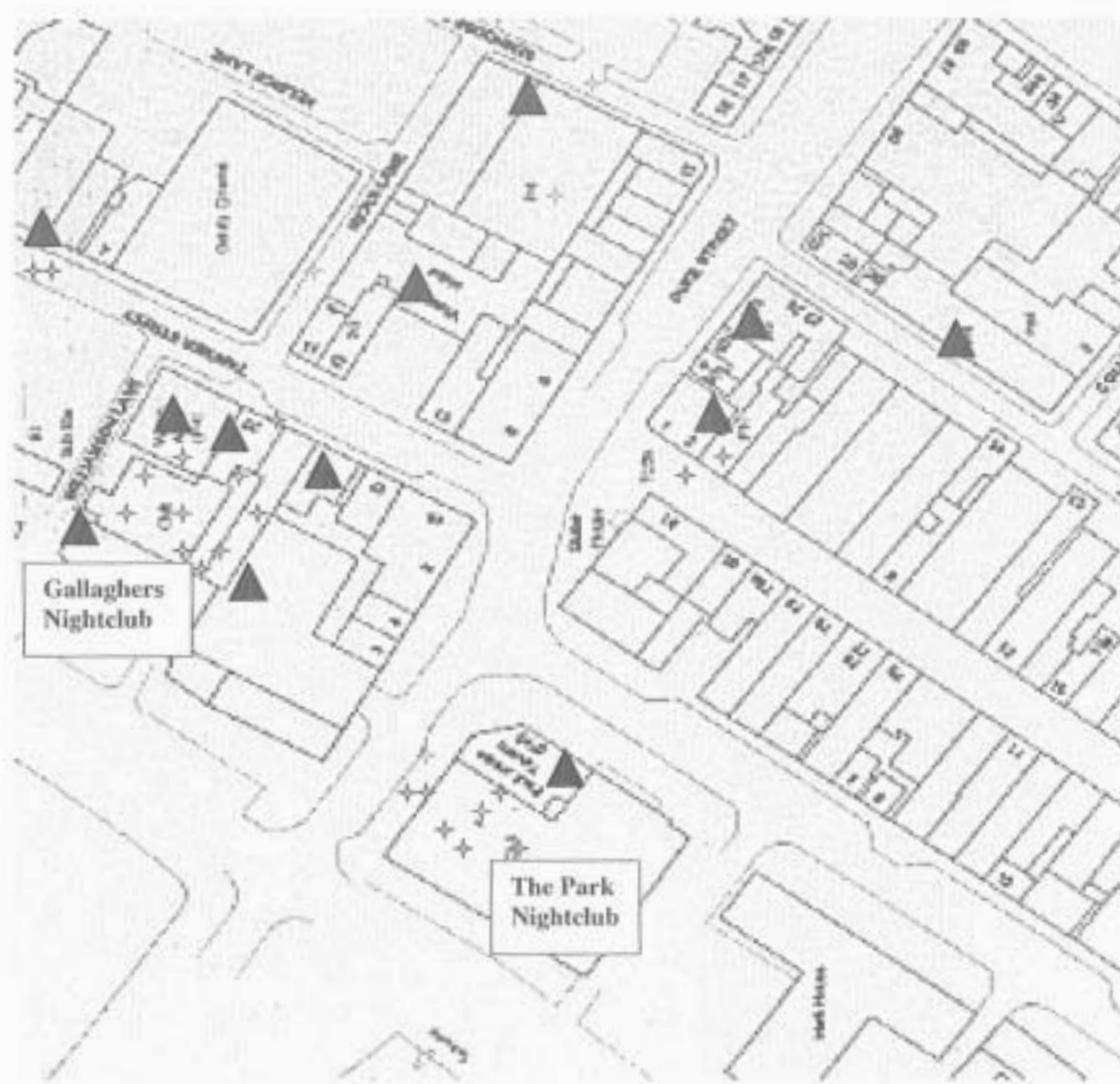
1. Location Map
2. Location of Offences Map Final Quarter 2000/2001/2002
3. Location Map – Park Nightclub
4. Media Cuttings

Appendix 1



Whitehaven town centre map.
The area within the red square
contains the towns nightclubs.




Appendix 2



- ★ Assaults in Final Quarter of 2000
- ★ Assaults in Final Quarter of 2001
- ★ Assaults in Final Quarter of 2002
- ▲ Licensed Premises

Appendix 3



-  One Way System
-  Route used prior to Nov 2001 by local taxis
-  Barrier in place from Nov 2001

Five dealt with by court after crackdown on yobs

THE five men appeared before magistrates after being charged during a crackdown on public disorder in Whitehaven over the weekend.

The five men were aged 22, 21, 20, 19 and 18 and were charged with various offences under the Public Order Act 1986.

The charges included causing a nuisance, disorderly conduct and public order offences.

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The five men were charged with various offences under the Public Order Act 1986.

By Peter Reynolds

Five young men appeared in court today to face charges of public disorder in Whitehaven after a weekend of trouble.

The five men were charged with various offences under the Public Order Act 1986.

The charges included causing a nuisance, disorderly conduct and public order offences.

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Four men were charged with causing a nuisance, disorderly conduct and public order offences.

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LOCAL NEWS

WEDNESDAY 10th DECEMBER 1978

TRUBLEMAKERS: Plot scheme aims to make town on the water place

Police give pubs lesson in curbing the rowdies

THE police have given a lesson to the Whitehaven public houses on how to curb the rowdies.

The lesson was given by a police sergeant who visited the pubs on Tuesday.

The sergeant said that the police were concerned about the rowdies who were causing trouble in the pubs.

The sergeant said that the police were going to take action against the rowdies if they did not improve.



Police sergeant visits the pubs to give the public houses a lesson in curbing the rowdies.

The police sergeant said that the rowdies were causing a nuisance to the public and were a problem for the pubs. He said that the police were going to take action against the rowdies if they did not improve.

Three held in crackdown on violent crime

A WOMAN and two men were arrested in Whitehaven at the weekend in part of a high-profile police crackdown on violent crime and disorder in the town centre.

Jacqueline Butterworth, 36, of Thornthorn, was due to appear before Whitehaven magistrates today charged with being drunk and disorderly. She was arrested in Tangle Street by officers on Friday night.

A 47-year-old man from the Whitehaven area was also arrested in Tangle Street on Friday night.

By Andrea Thompson

Following an alleged assault on another man, police inquiries are continuing.

A 21-year-old man was arrested for being drunk and disorderly on Saturday night after being refused entry to the Park nightclub. He was cautioned and released.

Police are also investigating a report of a minor assault on a woman by another woman on Broad Street of about 11pm on Saturday.

Officers were out in force over the weekend for the campaign. Saker Streets, which was launched on October 4 to tackle violent crime in the run-up to Christmas.

Officers have been working with business to stamp out trouble and anti-social behaviour.

Pilbeam people, including two 16-year-old boys, were arrested this weekend before last for offences including assault, drunkenness and public order offences.

Sergeant Mick West, of the community policing team, said he was

pleased that arrests had already fallen to just three at the weekend.

They often reach double figures on Friday and Saturday nights.

"We hope people are going to get the message," he said. "Police officers out on the streets on high-profile foot patrols are helping to get it across across about reducing the drink levels and making premises safe."

"And licenses are making the pub by refusing entry to people who are drunk and causing problems who have been warned about their behaviour before."

15 ARRESTED IN BLITZ ON YOBS

HARBOUR BAN FOR CLUBBERS