

Tilley Award 2005

Application form

The following form must be completed in full. Failure to do so will result in disqualification from the competition.

Please send completed application forms to Tricia Perkins at patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on the 29 April 2005. Entries received after that date will not be accepted under any circumstances. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262

1. Details of application

Title of the project

Lancashire Constabulary Antisocial Behaviour Reduction (Lostock Hall and Middleforth)

Name of force/agency/CDRP: **Lancashire Constabulary**

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

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Position and rank of endorsing senior representatives(s)

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2. Summary of application

Scanning

- Speaking to officers
- Questioning residents
- CRS logs
- Crime Reports
- Street Surgery
- Community Forum

Analysis

- Antisocial behaviour was at unacceptable levels at 6 hotspot areas
- Public confidence in police was poor
- Youths have traditionally congregated in certain areas, up to 100 at weekends
- Problems were significant
- Alcohol was often a factor
- Key times
- Offenders and locations identified
- Previous ineffective actions analysed

Response

Location

- CCTV
- High Visibility Targeted Patrol
- Site owner responsibility awareness
- 'Private' signs in non public area
- Warning notices posted
- Pub Watch
- Off Watch
- Diversionary tactics (Football in the Community)
- Improved security lighting

Offender

- Every house surveyed (Rosemead) to identify exact problem and to identify offenders
- (Rosemead) 16 partners involved in co-ordinated responses for all aspects of Child/ Parent welfare
- ABC's
- Core Group Meetings
- Punishment and reward scheme (Visits to Blackburn Rovers)
- ASBO
- Behavioural/ School referrals
- Alcohol Related Targeted Patrols

Aggrieved

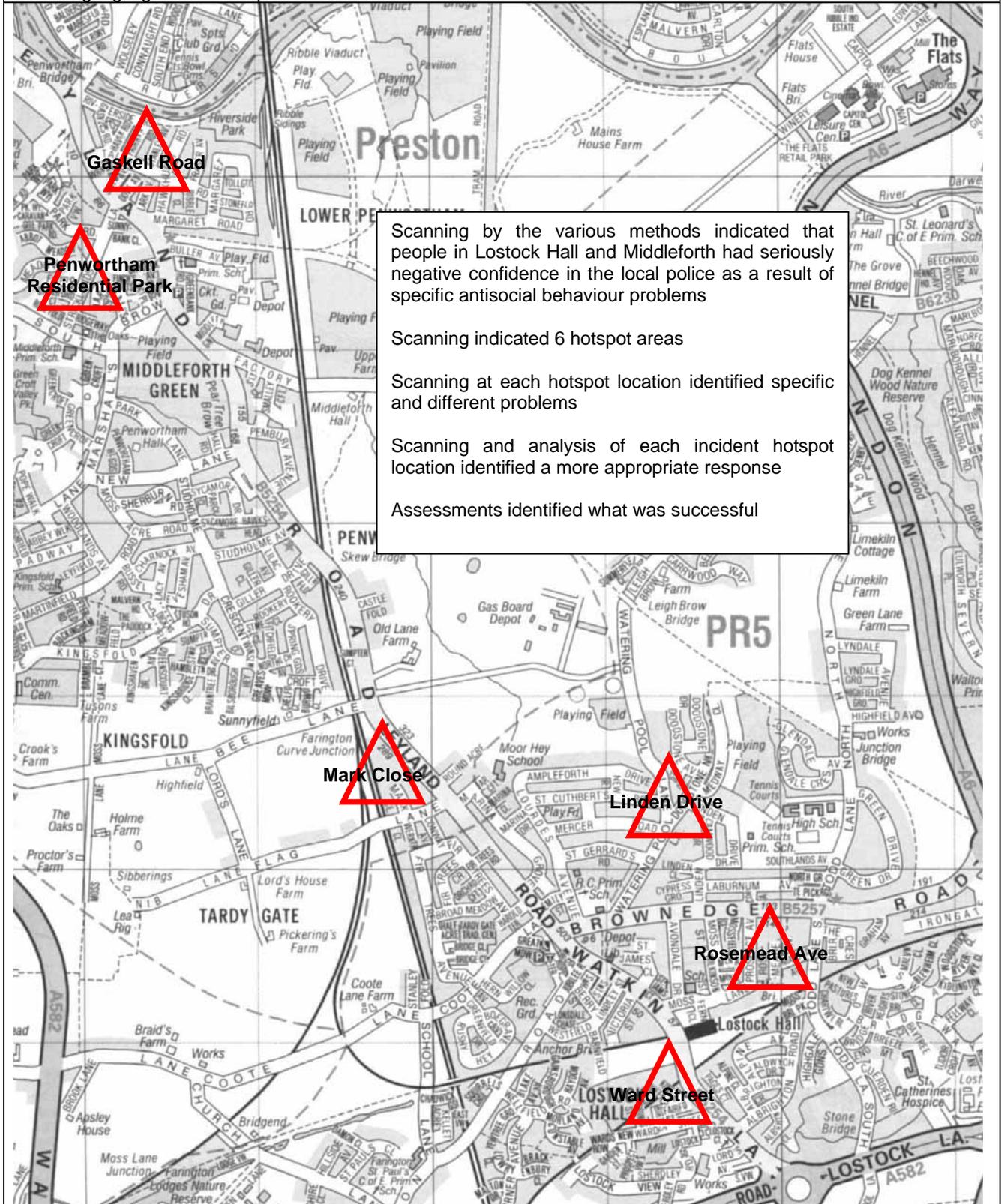
- Key contacts maintained
- Persistent complainers identified
- Community Engagement- key contacts used to help identify and challenge behaviour
- Neighbourhood Watch / Residents Schemes
- Reassurance Surveys
- Better reporting direct to CBM

Assessment

- Middleforth juvenile nuisance down 26%
- Gaskell Road Antisocial behaviour reduced by 20%
- Questionnaire Linden Drive 1 negative reply out of 30. Only 1 juvenile nuisance report during August/ September
- Signs only work when supported by targeted patrol
- Public Consultation feedback – unanimous improvement
- Assessment confirmed by reduced CRS logs, Crimes, Youth referral forms submitted and alcohol confiscations
- Ward Street and Linden Drive Antisocial Behaviour reduced by 45%
- Over a three-month period 28 juvenile nuisance incidents reduced to only 1 where an event took place (Monday nights 3 week venue rotation), with no youth referral's made regarding youths that were potential offenders
- Every house Rosemead Ave revisited with 95% improvement indicated
- Youths steered away from criminality
- Mark Close - 14 incidents involving an individual, no sustainable solution had been found. No problem since ASBO forced a move to appropriate accommodation
- 76% reduction in CRS incidents on Rosemead Avenue (only one incident in last quarter 2004)
- Multi-agency joint response, appropriate support, ABC's, punishment with reward.
- Achieved at minimal cost or no cost to the constabulary

3. Description of project

Lostock Hall and Middleforth are two communities that are strongly linked both geographically and residentially
Scanning highlighted six hotspot locations



General methods of Scanning

- Speaking to officers
- Liaising with key agencies (i.e. Council, Housing Associations)
- Questioning residents (i.e. Street Surgery)
- Community Forum (i.e. Neighbourhood Watch Groups, PACT)
- Police Incident logs (CRS)
- Crime Reports

Speaking to other officers is often the most useful and possibly the most overlooked method of scanning

Police incident logs are a useful indicator of problems but cannot be relied on as a sole indicator for several reasons

Scanning in more than one area showed that people had clearly stopped ringing the police because of they felt that the police were unlikely to take any action and contacting the police was pointless

Paradoxically when the problems were identified and responses implemented, and local residents could see intervention was working, people started to contact the police, this generated incidents on the recording system

In addition when targeted patrols use the Youth Referral system to challenge inappropriate behaviour the procedure insists an incident log be generated and this again distorts the computerised figures. (For example on a recent targeted operation two thirds of all antisocial behaviour in that location were created by officers making Youth Referrals)

Police incident logs can be inconsistent – the criteria for some incidents has changed – some incidents can have more than one possible classification

The aim of this POP was to use the National Intelligence Model and put in place sustainable solutions using the SARA model to address each problem no matter how small

The importance of identifying and challenging small and relatively minor incidents that could lead to greater crime should not be dismissed

For example, in 2003 there was a spate of car badge theft in the Lostock Hall area. Scanning and analysis gave approximate times and places. Targeted patrols by the CBM and PCSO identified possible offenders who were questioned and a suspect was identified. He and an accomplice were arrested and a large number of car badges were recovered

It transpired that in one of the last crimes the youths committed one had taken a Ford key from his father and they had used it to enter a car to take property from the glove box, they had also attempted to remove the car stereo. The youths have not been involved in crime since

The early intervention has undoubtedly stopped the progression of crime from the theft of car badges to entering vehicles and quite possibly the next stage would have been to steal a car

Challenging the behaviour of youths that have progressed to stealing vehicles is considerably complex and difficult



The PAT Triangle is a simple useful aid that can be applied to every incident reported to the police to help focus problem solving

It can be applied in turn to each individual Crime Report, Domestic Violence Report, Youth Referral Report, etc.

So if each computerised incident log is represented by a small triangle: and triangles with the same Victim and/ or Offender and/ or Location combine to make a larger triangle (or stack of triangles) then this indicates a hotspot location

Repeated Scanning gave us the top 6 local hotspot locations

Linden Drive
Gaskell Rd
Rosemead Ave
Ward St
Mark Close
Penwortham Residential Park

The hotspot triangles – come together – to make an even bigger triangle covering a larger area

The aim of this POP was to use the SARA model and to formulate every response by focusing on each side of the PAT triangle to help solve the problem and prevent it reoccurring

Analysis

- Antisocial behaviour was at unacceptable levels at hotspot areas
- Problems were significant and in many cases not being reported to the police
- Public confidence in police was poor
- Youths that congregate in certain areas from outside that locality cause a disproportionately high number of problems because they cannot be readily identified by local people and because they tend to have less respect for the area
- Unchallenged antisocial behaviour spreads
- Alcohol was often a factor
- Key times days identified
- Persistent offenders or potential offenders identified
- Previous ineffective actions analysed
- Appropriate responses formulated for each offender

The 6 hotspot locations had different root causes but the overall response was the same; to identify antisocial behaviour and ensure wherever possible it was challenged appropriately

Use of the SARA model with the NIM ensures the best effective use of time and resources

SARA can be repeatedly applied to the same problem

For example CCTV was used at Linden drive, Gaskell Road and Ward Street

At Linden Drive an additional camera was fitted to an existing shop system and this was focused on the large window to the front – Assessment showed that the system had captured antisocial behaviour the offender (a target) identified and was dealt with appropriately then banned from every off licence in Lostock hall and Middleforth under the Off Watch scheme – success

A temporary CCTV camera was fitted to cover the problem area in Gaskell Road this was supported by targeted patrol – Assessment showed that after the camera had been removed and the targeted patrol scaled down there was no problem – success

In Ward Street a repeat victim fitted a CCTV camera to identify and deter antisocial behaviour and assessment showed that the problem had got worse and the children were performing for the camera – one youth dropped his pants and showed his bare bottom!

SARA was repeated – it was clear the children had no fear of behaviour being challenged
CCTV pictures were used in challenging the behaviour with the co-operation of parents – this was successful

Response

Location

- CCTV
- High Visibility Targeted Patrol
- Site owner responsibility awareness
- 'Private' signs in non public areas
- Establishing Pub Watch Scheme
- Establishing Off Watch Scheme
- Diversionary tactics (e.g. Football in the Community)
- Warning notices posted
- Improved security lighting

Offender

- House to house surveys to identify exact problems and to identify offenders
- Partnerships to involve co-ordinated responses for all aspects of child/ parent welfare where necessary
- Use of Antisocial behaviour contracts where appropriate
- Punishment and reward scheme used in conjunction with ABC's
- ASBO's and Court Orders to be considered and used as a last resort
- Behavioural/ School referrals
- Alcohol Related Targeted Patrols
- Use of the Youth referral system

Aggrieved

- Key contacts maintained
- Persistent complainers identified and direct contact maintained
- Community Engagement- key contacts used to help identify and challenge behaviour
- Neighbourhood Watch / Residents Schemes
- Reassurance Surveys
- Better reporting direct to CBM

Linden Drive and Gaskell Road

This part of the POP demonstrates the approach to dealing with problem locations such as a street corner with shops where youths have traditionally congregated

Scanning

Scanning showed significant problems at both locations with Friday and Saturday evenings attracting up to 100 youths

Incident Logs and Crime Reports do not give a full picture but did indicate there was a serious problem - Every officer spoken to had dealt with an incident

Shopkeepers and Residents were incredibly dissatisfied by lack of Police action (Noise – Litter - Graffiti – drunken behaviour)

Many people had stopped ringing - suffering in silence

Analysis

Indicated small number of repeat offenders (Targets)

High Number of Youths from outside (Preston, Bamber Bridge etc) with no respect for the area and not being identified by local people

Response

The overall response was to reduce the numbers of youths to manageable levels so that there was a better chance of challenging unacceptable behaviour

Use Signs – Mark private areas and make them look less communal to discourage youths from being in out of sight areas

Steps leading to flats over the shops to be stencilled with the word 'PRIVATE' to discourage youth sitting on them

Targeted patrols - To discourage youths from outside the area from causing problems – discourage and challenge inappropriate behaviour
Target offenders (see targeting)
Graffiti cleaned to discourage further graffiti
CCTV
Set up and use Off Watch as an antisocial behaviour reduction tool

Assessment

Police incident Logs show 1 juvenile nuisance in summer holiday period in Linden Drive (45% Reduction 2 year period)
Questionnaire 1 non-positive reply out of 30
Gaskell Road area Antisocial Behaviour down by 26%
Juvenile nuisance down by 20%
Lack of youths every time area revisited
Positive feed back from Borough Councillors and other public meeting forums (PACT Police and Communities Together) all indicate a big improvement

There was no displacement at all indicated by the police computer system – however scanning by speaking to other partners (especially South Ribble Borough Council) showed that in the early stages there was a litter problem (alcohol containers) in a nearby local nature reserve, indicating displacement, this was dealt with successfully by the later initiatives (targeting and Off Watch)

Rosemead Ave

This part of the POP demonstrates initiatives to deal with a problem family

Scanning

Rosemead Avenue consists of just 24 Houses
Bamber Bridge Police Station had 20 response officers

During 2003 there were 60 incidents on this small street

Scanning showed one family was the cause of almost all the problems

Enquiries showed no joint agency involvement and no Social Services involvement at all

The CBM spoke to every resident on the street taking extensive notes and compiled evidence for a potential ASBO

Every incident on the police computer system was analysed and each officer's response assessed and where possible the officer spoken with to find out why previous responses were failing

The family were visited repeatedly to built up trust – also to get first hand insight into the problems within the home

Analysis - Showed the issues to be complex – 5 children (3 under the age of criminal responsibility) the mothers being 2 sisters one with serious mental health issues and the other with heroin problems and involvement in prostitution The elderly and infirm grandmother has legal guardianship of some children

Response

Part of the response was to compile a lengthy report and invoke a comprehensive multi agency response – At least 16 different partners were used

All aspects of the family were looked at including:

Environmental Health
Schools
Parenting
Full Social Services family support package etc

Antisocial Behaviour Contracts to set written boundaries and guidelines

Assessment

In depth written assessments from all agencies (inc police) with tailored response and assessment for each member of the family

Changing School worked very well for one individual who had not been attending previously

A work placement for the older child had a surprising impact – This gave self-belief, confidence and a willingness to work when at school

Social Service Support Programme help set boundaries and guidelines and the core group met with the family – responsible members of the family were used to add stability to the family - They were made aware of all antisocial behaviour – This work was supported by the use of ABC contracts

Further assessment by revisiting every house on the street and only one person said there had not been an improvement or great improvement in quality of life

Computer systems showed a drop in interventions for all members of the family to virtually nil for Rosemead and the surrounding area

Youths Steered Away from Criminality - It is impossible to state with any degree of certainty that the children would have become involved in crime, but that was the unanimous feeling amongst officers two years ago, the fact the children have not been involved in crime is a measure of success

Police logs showed there was a year on year 2003 to 2004 76% reduction (tailing away to nil at the end of the year with not a single ASB incident relating to target family for 6 months)

Antisocial Behaviour Contracts work best if there is a reward for the good behaviour and a fear of punishment –

Getting to watch premiership football matches courtesy of Blackburn Rovers rewarded the children and on one occasion two boys got to be match day player mascots – this became widely known by other youths across the area

Ward Street

This part of the POP demonstrates initiatives to deal with a localised street problem

Scanning

Scanning highlighted the problems and showed that certain victims were being targeted

Analysis

This indicated that most crime and disorder was committed by local youths

14 youths from 3 single parent families all of a similar appearance – behaviour not challenged – caused the majority of the problems

None of the youths had been the subject of a Youth Referral and none of the crimes in this area were detected

Response

To identify the offenders, so that ASB could be challenged, by using:

CCTV

Kidz Club at Christian Fellowship Church (all the target children were regular attendees)

Local Youth Club (again all the target children attended)

Key contacts and victims were regularly visited to establish the extent of the problems

Diary sheets were issued to all residents again to establish the problems and identify ASB

Football in the community to build up relationships with target offenders and offer a diversionary tactic

Assessment

Police incident logs showed that a persistent complainer on Ward Street - up to October 2004 - regularly made over 1 call per week to police (over 50 calls in a 12 month period)

He has called only once in past four months

Police computer systems showed a peak of 4 crimes and 14 juvenile nuisance per month to an average of 1 crime and 3 juvenile nuisance per month over 3 months

Feedback from – Street Surgery – Victim and Offender (and parents) all positive

Every indicator shows behaviour is being challenged because offenders have been identified

Football in the Community

This part of the POP demonstrates an initiative to provide diversionary activities and build bridges in to the younger community

Scanning

Told us that's what the kids wanted
Football in the street was a nuisance

Analysis

Told us which kids to target for the places and where to hold the events to get the best attendance from those youths

Response

Regular Monday evening slot
Plus special tournament
And half-day events

Assessment

Kids didn't want to be thrown off (one was)
Kids kept coming back
CRS 28 to 1 reduction in juvenile nuisance as a diversionary tactic
Target Kids at every Lostock Hall event
Information was received from children that was used in targeted patrol packages

Penwortham Residential Park

Neighbourhood Watch – Off Watch – Pub Watch

This shows how working more closely with the responsible members of the community can help reduce antisocial behaviour

Scanning showed that many neighbourhood watch schemes in the area had effectively died

These were reinvigorated and along with many new schemes like THE RESIDENTIAL PARK at Penwortham – they were encouraged to become active in the community

Watch schemes are an extremely useful scanning and assessment tools

We then moved our attention to combating the drink related issues that were highlighted by scanning

The information at this stage coming from police systems, licensees and members of the public using the licensed premises
The analysis of the information gathered during the scanning phase showed that there were no links or partnerships in place between any of the pubs or off licences

As result we brought all the licensees together and every one signed up to be a member of a Pub/Off Watch scheme

The aim of the scheme is to reduce drunken, violent and anti social behaviour in and around licensed premises, both pubs and off licences

The partners in the scheme are Police, Licensees, South Ribble Borough Council and Trading Standards

In response to the problems all partners agreed to the following policies:

The implementation of a communication system warning each premises of anti social behaviour, persons being refused entry or under age persons attempting to purchase alcohol
The prevention of licensed premises being used for criminal activity
A common policy on exclusions was agreed
A common policy on all anti social behaviour in and around the premises was agreed
A common policy on identity requirements and the installation of an age check register in each premises was agreed

Assessment showed that the
BANNED FROM ONE BANNED FROM ALL
Policy was the most effective response

The scanning and analysis continues on a week to week basis through regular scheme meetings when problem customers are highlighted by licensees

At each meeting the response is to discuss the targets identified as to whether the persons highlighted should receive a ban or written warning

Assessment is carried out with meetings on a two monthly basis

Offenders have been banned from off licences for violence or purchasing for under 18's

Offenders have been banned from pubs in the scheme

Some have received warning letters re their behaviour

The first target EXCLUDED from the pub watch scheme was banned for violence towards a licensee - This person tried to enter several pubs on the scheme after the ban but was refused

Assessment shows that as a result he now frequents public houses in Bamber Bridge, which is the neighbouring area - He has not caused any problems in these pubs; he knows there is a possibility he could be banned from that area too

Due to the schemes positive action this person has amended his ways and drinking habits and now does not come to the attention of the police or licensees

A target banned from the off licences was an 18yr old banned after being caught buying alcohol for under age youths. He was identified with the help of the licensee and dealt with by way of a fixed penalty ticket and banned from all off licences

Assessment shows that the younger youths have stopped hanging around the off licences because older youths have stopped buying for them; the fear of the fixed penalty payment appears to work

Scanning and analysis was used to target underage drinking i.e. times and places

Assessment shows that confiscations were significantly reduced following successful targeting

Targeting

To do this we continually scanned all sources of information on a daily basis as already indicated

This made it relatively easy to analyse the information and identify targets

14 targets were identified

Patrols were made aware of the targets and a zero tolerance approach was encouraged

Officers were encouraged to challenge all anti social behaviour by the appropriate use of:

Documented warning

Youth referral
Prosecution if possible

Community Beat Managers collated information for
ABC's
ASBO's

Pub / Off Watch bans

Mark Close

This part of the POP deals with a persistently antisocial individual and gives a good example of targeting

Scanning

This showed there were 14 incidents for that one particular target some of a very serious nature including an incident whereby he threatened police officers with a syringe full of blood

Every resident in the targets street expressed concerns for the target and themselves

We identified the individual had mental health needs and was very vulnerable

Analysis

Previous actions in respect of the target showed that repeated visits, arrests and pressure by the housing association had failed because the action was not strong enough - problems and complaints persisted

It was shown that the target had not caused problems previously when housed with appropriate support but he continually rejected this option

Response

The response was to work closely with the housing association and support an application for an ASBO style court order by taking a zero tolerance approach

Assessment

The threat of prison after being arrested for the breach of a court order forced the target to agree to a move to accommodation where appropriate support was in place

This has proved a success, the complaints have ceased and the target is getting the professional help he needs

Overview

Scanning

The effective use of multiple scanning tools will identify problems and give valuable information to help target resources i.e. times dates places

Analysis

Good analysis will provide more detailed information about Targets – Victims – Location

This will help formulate a more appropriate response

Response

The response generally in the POP was to identify individual offenders and to ensure that all identified anti-social behaviour was challenged appropriately, however trivial the incident appeared

Assessment

A wide range of responses were used and the effectiveness of each has been assessed

Ultimately it was not important which agency or partner challenged the antisocial behaviour so long as the behaviour was challenged appropriately: for example, inappropriate behaviour by a schoolboy was reported to the police but dealt with by the school head and similar behaviour by a youth club member near to the youth club was dealt with by the manager of that club

Our assessment of Public satisfaction is by:

Public Consultation (PACT)

Partners Feedback

Outside Agencies (e.g. Housing Association, Youth Clubs)

The numbers of police interventions (i.e. between 2003 and 2005 260 youth referrals were made in these two ward beat areas with a 70% success rate – that is for a youth to come to police notice only once and be dealt with by the first rung of the referral system and not come to notice again)

Partnerships

The emphasis of this approach was to use existing agencies and partners where possible so that no additional external funding was required

- **This POP has been achieved at minimal cost or no additional cost to the Constabulary**

The overall focus of this POP has been to demonstrate that the SARA model is the most effective strategy to deal with antisocial behaviour

We hope to have demonstrated a practical application of the POP philosophy that can be used by all police officers on a day-to-day basis