

Tilley Award 2006

Application form

Please ensure that you have read the guidance before completing this form. By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the Guidance. Please complete the following form in full and within the word limit. Failure to do so could result in disqualification from the competition.

Completed application forms should be e-mailed to Tricia Perkins; patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on Friday 28th April 2006. No entries will be accepted after this time/date. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262. Any queries regarding other aspects of the awards should be directed to Michael Wilkinson on 0207 035 0247 or Lindsey Poole on 0207 035 0234.

Please tick box to indicate whether the entry should be considered for the main award, the criminal damage award or both;

Main award Criminal Damage Award Both Awards

1. Details of application

Title of the project: **Peer Leadership Programme**

Name of force/agency/CDRP: **Police Service of Northern Ireland (Ballymoney District Command Unit)**

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

Email address: **colin.gibson@psni.pnn.police.uk**

Full postal address: **79 Charlotte Street, Ballymoney, Co. Antrim, Northern Ireland, BT53 6AZ**

Telephone number: **02827662222**

Fax number: **02827649670**

Name of endorsing senior representatives(s): **ACC Drew Harris**

Position and rank of endorsing senior representatives(s): **Assistant Chief Constable, Criminal Justice Department**

Full address of endorsing senior representatives(s): **PSNI, Knocknagoney, Belfast, BT04 2PP**

2. Summary of application

In no more than 400 words please use this space to describe your project. Include details of the problem that was addressed a description of the initiative, the main intervention principles and what they were designed to achieve, the main outcomes of project particularly in relation to the problem, evidence was used in designing the programme and how the project is evaluated.

Ballymoney District Command Unit is situated in rural North Antrim, in Northern Ireland. Levels of recorded crime in the DCU are low. However, criminal damage and anti-social behaviour have been identified as an increasing problem, with criminal damage remaining as the highest volume crime in the district since 2004. The media spotlight has also focused on this problem. Questions relating to criminal damage and anti-social behaviour were raised on a number of occasions in Ballymoney DPP meetings. Clear evidence existed, placing criminal damage and anti-social behaviour as a matter of significant concern to both police and the community.

A comprehensive analysis of the problem completed by the police service in June 2005 provided a foundation from which to develop an effective crime reduction initiative. It was concluded that a number of factors contributed to the problem. Large groups of young people congregate in the lower end of Ballymoney town where a number of youth clubs exist. Underage drinking is a problem in this area. A correlation between incidents of youths causing annoyance, and criminal damage within the lower end of Ballymoney town has been established. These factors have significantly contributed to the fear of crime and an increased perception of fear of crime that exists in relation to the town center.

A number of possible solutions were considered. In light of the findings of the problem profile, young people were the main focus of the response. A partnership was established to create an accredited training programme aimed at effectively engaging with young people and tackling criminal damage and anti-social behaviour. A range of other measures supported this initiative.

The Peer Leadership programme has made a significant contribution to the 57.4% reduction in criminal damage in the designated area. Confidence in local police has risen, and fear of crime has decreased. All participants in the scheme have received a recognised qualification and a number are actively involved in the running of a new local youth club. These conclusions will continue to encourage creativity and innovation in tackling policing problems within this small rural DCU.

3. Description of project

Describe the project following the guidance given in no more than 4000 words:

OBJECTIVES OF THE PROJECT

Ballymoney District Command Unit occupies 161 sq miles of rural North Antrim, in Northern Ireland. The district has a population of 26,000 and is bounded by the River Bann to the west, and to the east by the uplands of the Antrim Plateau. Approximately one third of the population lives within the thriving market town of Ballymoney, which is the main administrative and educational centre for the district. Ballymoney enjoys excellent rail and road links to many of the major towns, cities and other transport services within Northern Ireland. The rising popularity of the area as a place to live is reflected in the substantial development of private housing over the past 10 years. The police are widely accepted and are committed to the ethos of community policing. Officers enjoy the benefits of a normal policing environment within the context of the troubles, which have tragically impacted on Northern Ireland. Levels of recorded crime in the DCU per 1000 population are the lowest in Northern Ireland, and almost half the regional average. However, criminal damage and anti-social behaviour have been identified as an increasing problem. In fact, criminal damage has remained as the highest volume crime in the district since 2004. The media spotlight had also focused on this problem. Thirty-three separate newspaper articles printed in local papers throughout the period of September 2004 to July 2005 highlighted these issues. Additionally, in a 3-month period in early 2005, ten questions relating to criminal damage and anti-social behaviour were raised in Ballymoney District Policing Partnership meetings, both public and private. Clear evidence existed, placing criminal damage and anti-social behaviour as a matter of significant concern to both local police and Ballymoney community.

A comprehensive analysis of the problem completed by the police service in June 2005 provided a foundation from which to develop an effective crime reduction initiative, which went beyond traditional reactive measures employed by police. It was found that reported incidents of criminal damage from the 12-month period of 2003/2004 to 2004/2005 had increased by 38.8%. However, due to the relatively low incidence, and sporadic nature of crime within the district, it was difficult to highlight trends and hotspot areas. A correlation existed between incidents classified as youths causing annoyance, and criminal damage within the lower end of Ballymoney town.

Multi-agency consultation was carried out to supplement police analysis, and to explore problem-solving options. Agencies who engaged in this process included the area Education Board Youth Services Department, Ballymoney District Command Unit, Ballymoney District Policing Partnership, Coleraine Rural & Urban Network, and Dalriada School. This led to an agreement to develop a proactive training scheme based on peer education principles. The scheme, the Peer Leadership programme was aimed at young people, and designed to appear attractive and challenging to those who engaged in the project. A broad range of measures aimed at achieving the objectives of this crime and disorder reduction initiative supplemented this training scheme. The objectives of the initiative, established using the SMART principle were:

- To reduce the incidence of criminal damage, relative to DCU policing priorities.
- To reduce anti-social behaviour in Ballymoney, which will improve the quality of life for all local residents.
- To reduce the fear of crime that exists within the town as a result of ongoing anti-social behaviour, especially relating to young people.
- To identify and work with key partner agencies in designing and presenting an accredited 12-week programme based upon peer education principles.
- To create an accredited programme to be used as a pilot scheme towards the formation of a Police Cadet Scheme as outlined in the 'Patten Proposals'.
- To identify and train twelve young people who live in or socialise in Ballymoney, and are representative of a cross section of the community to successfully complete the course.
- To utilise the skills developed by peer leaders in later problem orientated policing initiatives.
- To implement a media strategy in relation to the initiative, to reassure the public that the problem was being addressed.

DEFINITION OF THE PROBLEM

In response to the increasing problem of criminal damage and anti-social behaviour, a problem profile was commissioned for Ballymoney district. The document can be viewed at Appendix 1. The analysis aimed to identify any patterns relating to the nature of the damage, location, time periods, victim type, accused type, and modus operandi. Potential solutions were also considered. Recognised analysis models were used. Data relating to a twelve-month period from 1st April 2004 to 31st March 2005 was examined. The profile was compiled using police crime data obtained from the PSNI iBase system, which provides a range of in depth information for use in crime analysis. The PSNI SATURN system is purely statistical in format.

A number of problems were identified with regard to the analysis of police data. Crime levels in Ballymoney DCU are considered to be low relative to other districts. The DCU covers a wide geographical area with a relatively small population. Unfortunately sector and community-policing boundaries, within the district had not been established at the time the profile was prepared. Poor crime recording has led to information gaps, for example in relation to the modus operandi employed in the commission of an offence. Additionally, the PSNI Command and Control system, which is used to record and monitor all incidents reported to police did not have a call closing type designated to anti-social behaviour. Police controllers traditionally used several general closing types, including youths causing annoyance (YCA). Consequentially extracting information from the police database, relating to anti-social behaviour proved problematic. It was therefore decided to consider incidents of YCA.

These factors all contributed to a difficulty in highlighting hotspot areas or crime trends. In order to address this problem, supplementary data was obtained by the police analyst from other sources including community police officers, Community Involvement Branch, community representatives, the Health Safety and Security Adviser from the area education board, and a local school.

Analysis established a number of points.

WHAT

It was found that Criminal Damage accounted for 32% of all crime in Ballymoney DCU in the 2004/2005. It has been the highest volume crime in the district for some time, and a reduction in this crime type would clearly lead to a decrease in total crime for the district. At this time, the service did not routinely monitor anti-social behaviour. The problem has been identified as a burning issue for the local community association, and was regularly raised at community meetings.

WHERE

Hotspot analysis established that 79% of reported criminal damage occurred in Ballymoney town. Analysis on a street-by-street basis would indicate that a substantial proportion of criminal damage had occurred the lower end containing a number of youth clubs. Community police have suggested that some of the young people might not attend the youth clubs and simply disperse around the town. The location does attract large crowds of youths who congregate in the area, and may engage in underage drinking. Additionally, anti-social behaviour had consistently been flagged as an issue on the agenda for local community association meetings.

WHEN

It was established that 56% of criminal damage incidents in Ballymoney occurred over the weekend, which also correlated to a substantial increase in reported incidents of YCA. Analysis also established that a clear link existed between criminal damage and YCA during the time period of 14:00 and 23:59, with both types of incidents peaking during this stage.

WHO-VICTIM

Due to the nature of the offence, types of property attacked, as opposed to individual victim type, were examined. Residential dwellings were found to be the most vulnerable property type. However, vehicles, business premises, and schools were also identified as premises that had been subjected to vandalism.

Two local schools are located within the YCA hotspot, and have suffered repeat incidents of criminal damage. In fact 14 out of the 24 crimes against school property related to these particular schools. It was established, in relation to one of the schools, that on occasions minor criminal damage was not reported to police. The problem appeared

more serious than initially anticipated. The other school declined to participate in the preparation of this problem profile.

WHO-ACCUSED

Clearance rate for criminal damage within the DCU is low, however virtually all those detected for the offence were male. Alcohol was a factor on a number of occasions.

HOW- MODUS OPERANDI

There was poor recording of information in this area. It was revealed that damage was mainly caused using a stone or a brick.

WHY

It was concluded that a number of factors and underlying conditions contributed to the problem. Instructions issued on behalf of the Crime Manager appear to have led to an improvement in crime recording, and an increase in crime figures. The need for immediate reporting of crime was reinforced to the local community. Previously, incidents were only being brought to the attention of community representatives some time after the event. A more accurate picture of crime within the district is now emerging. Criminal damage is difficult to deter, which combined with the sporadic nature of incidents in the district has traditionally made planning targeted police operations and patrols all the more problematic.

Large groups of young people congregate in the lower end of Ballymoney town where a number of youth clubs exist. Underage drinking is a problem in this area. A correlation between incidents of youths causing annoyance, and criminal damage within the lower end of Ballymoney town has been established. People dispersing from town centre licensed premises after late night, weekend socialising has also contributed to the problem. These factors have significantly contributed to the fear of crime and an increased perception of fear of crime that exists in relation to the town center.

Ballymoney does not enjoy the benefits of a CCTV system, which may act as a deterrent to those engaged in crime and anti-social behaviour. Some local businesses do not use shutters, earmarking them as potential targets for criminal damage.

RECOMMENDATIONS

Several recommendations were considered and those implemented included:

- High visibility patrolling of areas most affected by criminal damage
- Partnerships with both estates through local community groups and local officers who are detailed to these areas. The new sectors devised for Ballymoney district may help to encourage better cooperation between locals and police.
- School children could be visited by the community safety officer emphasising the legal consequences of any vandalism they may partake in.
- An increase in youths congregating around streets can be contributed to a lack of facilities in Ballymoney town. The local council and other local agencies should be encouraged to provide other amenities for youths in the area.

RESPONSE TO THE PROBLEM

It was decided to implement a number of problem solving measures. A partnership approach was adopted to achieve a significant intervention as the evidence clearly illustrated that police expertise alone could not achieve a substantial reduction to the problem. Whilst reactive investigations, high visibility patrolling, and one off diversionary activities were effective crime detection and reassurance measures, they had impacted upon but not eradicated the problem.

Desktop research and stakeholder consultation were used to identify the most appropriate solutions. Organisations including Ballymoney District Command Unit, Ballymoney District Policing Partnership and Coleraine Rural and

Urban Network were consulted.

Ballymoney DPP monitors the effectiveness of local police. It is comprised of representatives from the local council, elected councillors and community representatives. The DPP provides a forum for discussion and consultation on matters affecting the policing of the district. Coleraine Rural and Urban Network, amongst other objectives, provide training services and promote the value of community development and voluntary activity.

Consideration was given to a number of factors when choosing which interventions to implement. Funding, resources, effectiveness, and attractiveness of the intervention to young people with whom it was intended to engage were assessed. Police implemented some interventions and others required a partnership approach. In light of the findings of the problem profile, young people were the main focus of the response. The overriding aim was to reduce criminal damage and anti-social behaviour through a range of measures including effective training and engagement of young people.

PEER LEADERSHIP PROGRAMME

A partnership was established to create an accredited training programme, which would afford young people the opportunity to engage, consult and discuss with their peers about alternative approaches and initiatives tackling criminal damage and anti-social behaviour. Funding was obtained through a local Policing in Partnership fund. Expenditure can be viewed at Appendix 2. Partner organisations involved in the development of the programme included:

- Ballymoney District Policing Partnership.
- Northern Health & Social Services Board
- Coleraine Rural & Urban Network
- Stoke-on-Trent Community Safety Partnership
- Stoke-on-Trent Youth Services Department.

The 'Open College Network Accredited, Level 2 Peer Leadership Programme' was adopted as the first part of the programme. This course of study is based upon the principle that young people take an active role in learning through sharing experiences, information and debate. It combines academic learning with practical skills and enhances both knowledge and relationships. The young people have an opportunity to mix in non-threatening situations, which stimulates thought and discussion, and builds confidence and trust. Successful completion of the course provides a recognised qualification, which is suitable of inclusion within a C.V. A project worker for Coleraine Rural & Urban Network acted as facilitator for the scheme, and was responsible for the design of the Level 2 Peer Leadership programme. The programme included contributions and participation from police and the DPP. Both agencies also contributed to delivery of the programme. Twelve young people volunteered for the project having been identified by local police as potential candidates.

The course commenced in September 2005 with twelve young people representative of a cross section of the community. All of the young people actively engaged in and successfully completed the programme dealing with the following topics:

- Leadership Styles
- Group Work Skills
- Team Building
- Communication Skills
- Organising Events including Planning & Budgeting
- Development & Implementation of Programmes
- Prejudice Awareness
- Child Protection
- Researching Youth Organisations

For the second element of the programme police, as a partner agency organised a four-day study tour to Stoke-on-Trent. This provided the participants with an opportunity to examine good practice in established anti-social behaviour projects, in locations with similarities to Ballymoney. Additionally, it was chance to further develop the skill areas examined during the course. The trip was facilitated by Stoke-on-Trent Youth Services Department and the

ASBO Coordinator with Stoke Police and included visits to the following projects:

- Fast Response Education Team (FRET) - Smallthorne

FRET involves two specialist youth workers immediately responding to key areas identified by the Anti-Social Behaviour Forum on a short-term basis to contact, educate, signpost and move on young people. The project aims to educate young people on anti-social behaviour legislation, their rights and responsibilities, and how their behaviour impacts on the local community.

- Etruria Park Detached Project

This project entails two detached workers being employed by the youth service to work with groups of youths in their own neighborhood. The youth workers and the young people have devised programmes that encourage the social and personal development of individuals and of the group.

- Youth Service Mini-bus Scheme

This project allows youth workers to travel around the large urban areas of Stoke-on-Trent in specially designed mini-buses containing computer equipment and casual seating, where the unattached youth can come on board and discuss problems, work with computers, or youth workers can deal with subjects like drugs and sexual health literally at the side of the street.

- Studio Q

Studio Q is a small community centre that has been redesigned for use as a music studio where local young people can practice music, produce CD's, and carry out DJ mixing which provides popular alternative pursuits for young people.

- Stoke-on-Trent Community Safety Partnership

The young people also had the opportunity to interview Stoke Police ASBO Coordinator who has responsibilities for implementing ASBO's on behalf of the police. There was also a question and answer session with representatives from Stoke -On -Trent Community Safety Partnership, which provided an opportunity to develop negotiating skills and boost self-esteem.

All participants gained the accreditation associated with the course, which was recognized in an awards ceremony in March 2006. As a direct result of participation in this programme, some of the young people have started up a youth club known as 'The ZONE', which meets every Friday night in Ballymoney. Membership currently stands at sixty, and eight young peer leaders sit on the membership committee. The club is located in a geographical area outside that historically associated with anti social behaviour and criminal damage, drawing the youth away from this problem hotspot.

CCTV

A steering group has been established with partner agencies including Ballymoney Borough Council and Ballymoney Chamber of Commerce to obtain CCTV through the Community Safety Unit, attached to the Northern Ireland Office. Potential sites have been identified which will maximise detection and reduction of crime and disorder. It has proved difficult to achieve this goal due to the low crime within the district. Funding applications are ongoing.

SECTOR AND COMMUNITY POLICING

A committee was established to carry out a review of community policing and to implement any necessary changes. Resources and an aim of providing best value were factored into the decision making process. A suitable model was identified and sector boundaries were redrawn. The model was introduced in June 2005 and reviewed after 6 months. A problem was identified regarding the level of resources that had been allocated to the town. This resulted in an amendment to one sector boundary, and reallocation of resources to the town. Sector actions are monitored on a monthly basis at the TTCGM, and adjusted to reflect any change in crime analysis.

OPERATION COMPLETE AND OPERATION WiKeD

Operation Complete was introduced on a seasonal basis to target youths causing annoyance and anti-social behaviour. It was also the aim of the DCU to increase public confidence through high visibility patrolling. Crime pattern analysis provided hotspot locations and specific times for deployment of resources. Action was directed against those committing the offences of criminal damage, disorderly behaviour, underage drinking and consumption of alcohol in designated non-drinking zones. Detections in these areas were monitored.

It was then decided to implement targeted high visibility policing on a weekly basis. Cost is estimated at £720 per week. It was intended that this would detect and reduce crime and disorder and provide reassurance policing to the community. Operation WiKeD was implemented and is monitored on a weekly basis. The operation is a development of Operation Complete, and success is measured using similar criteria. The tasking was generated and is implemented in line with the National Intelligence Model.

CITIZENSHIP AND SAFETY EDUCATION

The school liaison officer has delivered the PSNI CASE programme to schools in the district. The programme is linked to the Northern Ireland curriculum and promotes good citizenship. A lesson is delivered to young people regarding vandalism, and the legal consequences of engaging in such activity.

CRIME PREVENTION OFFICER

The crime prevention officer has worked in partnership with the local education board to enhance the physical security of schools within the hotspot location. Installation of a covert camera was considered but rejected, as a suitable location could not be identified.

MEDIA STRATEGY

Ballymoney police have instigated a weekly press briefing. Information appeals are made in relation to any incidents, and good news stories are highlighted.

DIFFICULTIES IDENTIFIED IN RESPONDING TO THE PROBLEM

Police training and parental support was required on occasion to keep the young people motivated for the duration of the course.

An initial funding application for the scheme was unsuccessful, but belief in the concept was high and officers were committed to delivering the scheme. A further funding application was successful, which allowed the project to proceed.

EVALUATION OF THE INTERVENTION

This project has been in operation for 9 months. Evaluation used a number of sources and techniques.

- Reduction of Criminal Damage in Ballymoney.

Crime pattern analysis has shown that criminal damage in the lower end of Ballymoney town has decreased by 57.4%. During the period of 2004/2005 there were 54 incidents in this area, with 23 reported during 2005/2006. Results are presented visually at Appendix 3.

- Reduction of anti-social behaviour in Ballymoney.

Although reported incidents of youths causing annoyance have increased, this can be attributed to better reporting by the local community due to an increased confidence in the police. Three anti-social behaviour contracts have successfully been introduced within the town, and it is anticipated that a measurable reduction will follow. Anecdotal evidence shows that anti-social behaviour has been removed from the agenda of a local community association meeting.

- Reduction of the fear of crime.

Community support for the Peer Leadership programme has been evidenced through a number of letters of support. These can be viewed at Appendix 4.

The media campaign continues and more positive reporting appears to have contributed to a reduction in fear of crime.

The DPP have also noted a reduction in this problem area. There have been no recent questions relating to this matter at recent DPP meetings.

Anecdotal evidence from community officers would indicate that local businesses and residents are delighted with the high profile uniform presence.

- Peer Leadership Programme

All twelve candidates achieved the accreditation associated with the course. Feedback would indicate that it was a very positive experience for those involved. The young people concluded the programme by completing personal reflective portfolios that detail their work and experiences throughout the course. These were used in designing a power point presentation about the entire programme that was delivered to representatives from Ballymoney Borough Council and a number of District Policing Partnerships at the Awards Presentation Ceremony in March 2006.

The study tour was a resounding success. Undoubtedly, examining working practice in established anti-social behaviour projects proved to be an eye opening experience for the young people. The opportunity to engage with community safety practitioners in an informal environment was invaluable in challenging attitudes in respect of anti social behaviour. It also afforded the course participants the chance to scrutinize projects, which has helped motivate thinking and creativity in establishing similar projects in Ballymoney.

- Creation of a pilot cadet scheme.

Goal is a project, which aims to develop the skills and confidence of young people, as well as informing about the roles of the PSNI, Ambulance Service, DPP, Causeway Health and Social Services Trust, and Local Council. Publicity material can be viewed at Appendix 5.

- Utilisation of peer leader skills.

As a direct result of participation some of the young people have started up a youth club known as '**The ZONE**', which meets every Friday night in Ballymoney. Membership currently stands at sixty, and eight young peer leaders sit on the membership committee. The club is located in a geographical area outside that historically associated with anti social behaviour and criminal damage, drawing the youth away from this hotspot location.

- Implementation of a media strategy.

The media campaign continues and more positive reporting appears to have contributed to a reduction in fear of crime. Sample articles can be viewed at Appendix 6.

FOLLOW-UP ACTIONS

Town beat officers, in conjunction with community representatives have introduced a programme to arrange diversion activities for some of those involved in anti-social behaviour. This removes them from Ballymoney town at identified problem times. Feedback from the business community and local residents has been extremely positive.

EVALUATION SUMMARY

The Peer Leadership programme has proven that a relatively small financial expenditure can lead to a substantial reduction in both crime and the fear of crime, as well as an increased confidence in local police. These conclusions will continue to encourage creativity and innovation in tackling policing problems within this small rural DCU.

