



## Crime Reduction & Community Safety Group

### Tilley Awards 2008 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, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Completed application forms should be e-mailed to [tilleyawards08@homeoffice.gsi.gov.uk](mailto:tilleyawards08@homeoffice.gsi.gov.uk).

All entries must be received by noon on **Friday 25<sup>th</sup> April 2008**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811.

#### **Section A: Application basics**

1. Title of the project: **OPERATION STAND** (St.Helens Against Night Time Disorder)
2. Key issue that the project is addressing e.g. Alcohol related violence: Alcohol related disorder

#### **Author contact details**

3. Name of application author: Inspector 1608 Dawn McNab
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#### **Secondary project contact details**

8. Name of secondary contact involved in the project: Sgt Kevin Ward
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### **Endorsing representative contact details**

11. Name of endorsing senior representative from lead organisation: Supt Robert Carden

12. Endorsing representative's email address: Robert.Carden@merseyside.police.co.uk

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government your organisation is covered by e.g. GO East Midlands: North West Government Office

**14. Please mark this box with an X to indicate that all organisations involved in the project have been notified of this entry (this is to prevent duplicate entries of the same project):**

### **Section B: Summary of application - *In no more than 400 words use this space to provide a summary of your project under the stated headings (see guidance for more information).***

Operation Stand is a multi agency initiative that was introduced to address the problems associated with the constantly increasing night time economy in and around St Helens town centre, namely the increase in anti social behaviour and offences of violence.

Whilst a number of partners had been involved in combating the issues associated with the night time economy, it was identified that in line with other towns and cities across the country demand was constantly increasing as new bars, restaurants and late night refreshment houses were established and new legislation such as the Licensing Act and the Security Industry Authority regulations were introduced. It became apparent that the police and their partners were not keeping pace with the changes and the increasing business in the town centre. This appeared to manifest itself in further reports of anti-social behaviour and violence related offences being reported.

The Police, who had previously had a long running Operation CARM, based around providing high visibility policing in the town centre at identified peak periods, took the lead through the Town Centre Neighbourhood Team and Licensing Unit by looking at how to modernise the approach to a busy town centre whilst linking in with appropriate partner agencies and groups to conduct joint problem solving and to identify possible interventions that could be put in place.

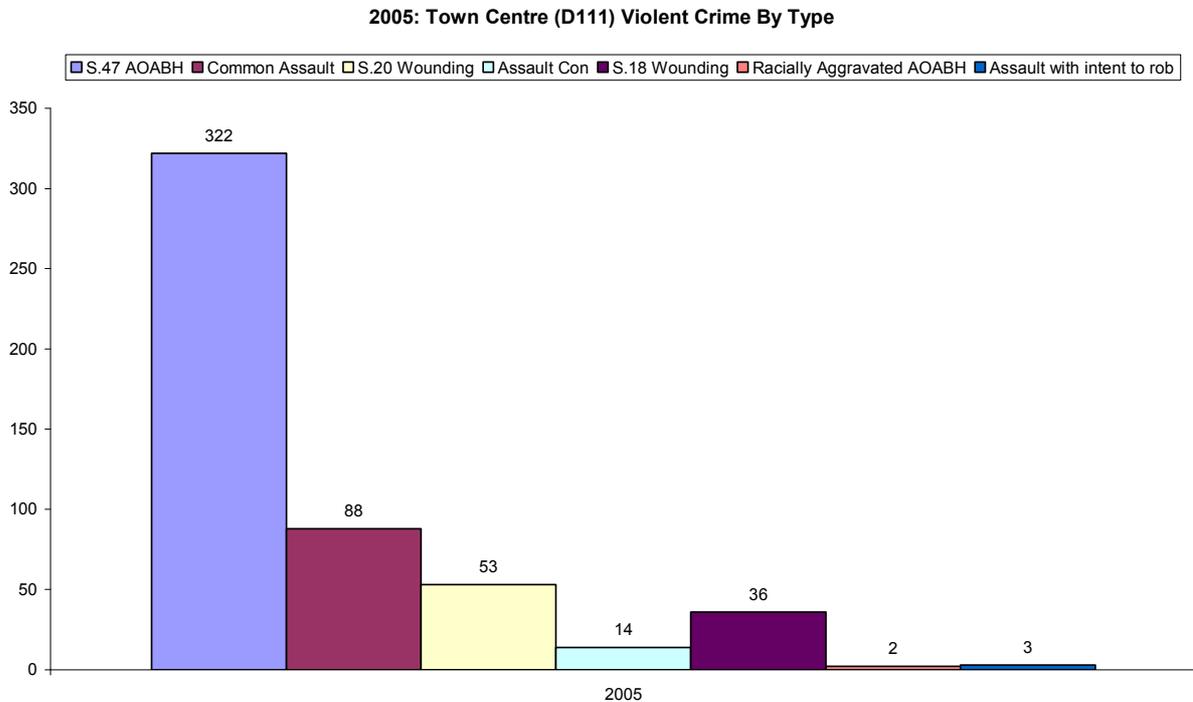
Partners identified with an interest, and role in the night time economy consisted of: Merseyside Police, St.Helens Council, through the Council Licensing Department, the Trading Standards Unit, the Safer Communities Department and Town Centre Manager, the St. Helens Crime and Disorder Reduction Partnership, St. Helens Pub Watch and St. Helens Chamber Of Commerce.

State number of words: 272

Section C: Description of project - **Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 12.**

**Scanning:**

The baseline year against which the project was to be judged was 2005. The below figures compiled by the CDRP partnership analyst illustrate the levels of violence prevalent in the Town Centre by type in 2005. All partners agreed that the major definition of success for the project would be a continuing commercially successful night time economy with a reduced level of violence.



During the scanning process the Inspector with responsibility for the town centre approached partners who informed her that their priorities in contribution to the reduction in levels of violence were to:

- Reduce Anti-Social Behaviour
- Proactively deal with Licensed Premises
- Increase drink & drug problem awareness amongst visitors
- Publicise initiatives based around identified problems
- Increase public reassurance and well-being for visitors

Although not an extensive list of responses during the scanning process major points included:

- Questioning of partners revealed that the previous response to the problem (Operation CARM) was inadequate in certain key respects (for example it began on a Thursday evening when statistical analysis suggested the problem lay later in the week) and ended far too early at 02.00 hrs given the likely impact of the extension of licensing hours.
- Partners also stated that any new operation needed to be flexible enough to act as an umbrella operation for other initiatives enacted to combat dynamic issues otherwise it would quickly lose credibility.
- In addition there had been changes in technology, which needed to be taken into account. For example St. Helens Council were investing heavily in an up to date CCTV system which needed to be linked to police systems through an Airwave radio, but which presented

command and control opportunities for the police.

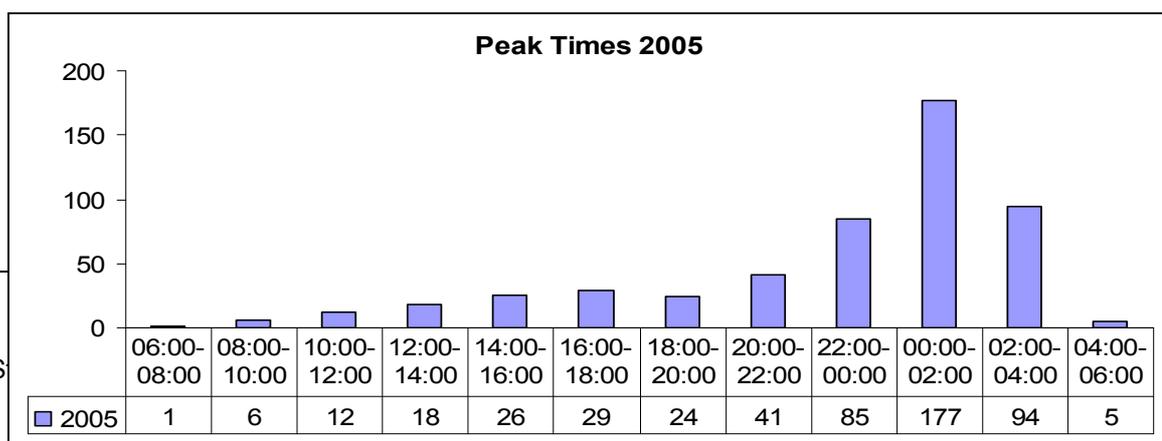
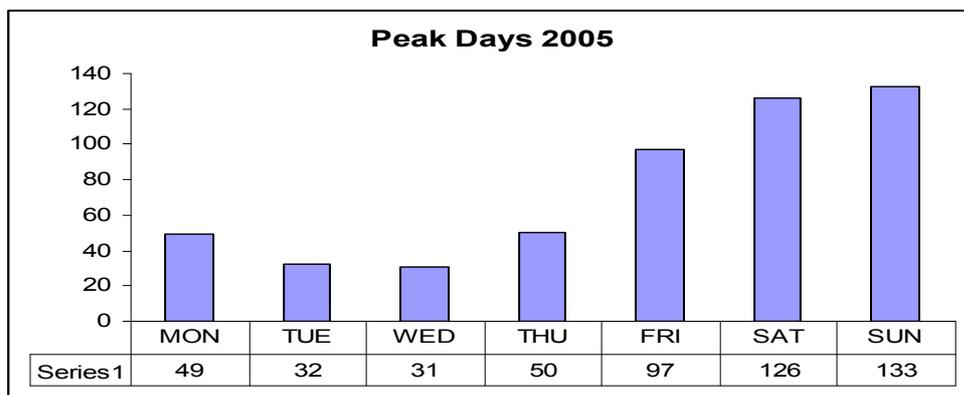
- Staff in the Drugs and Alcohol Team of St. Helens Council raised the issue of personal safety and sexual health issues encountered by young people enjoying the night-time economy.
- Licensees were willing and able to operate a Pub watch system in tandem with any new operation but required assistance in intelligence and administration.
- That the Council Licensing and Trading Standards units recognised the enforcement opportunities afforded by the 2003 Licensing Act which could be utilised to encourage an increase in the professionalism of managers in the licensed trade.
- Those involved in the provision of businesses working in the night time economy reported through the Town Centre manager and the local Chamber of Commerce that the need to publicise a safe night time offer was important as competition from other nearby towns was intensifying.
- The Chamber of Commerce recognised the need to enhance the Pub Watch system.

**Analysis:**

Information gleaned during the Scanning phase from partners demonstrated the following issues and underlying causes using the Problem Analysis Triangle.

**Location**

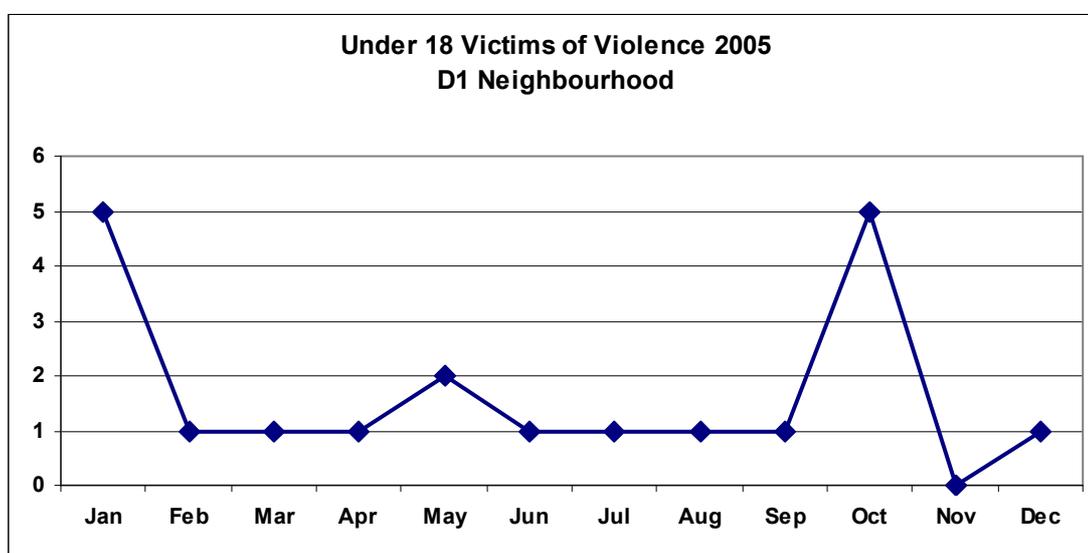
- Existing patrol areas were not reflective of areas of high crime and disorder. The existing beats had not kept pace with the popularity of certain bars and there were often a surfeit of officers in incorrect locations and too few in others to deal with of potential disorder issues.
- The existing operation finished at 02.00 and that was insufficient for the actual and potential closing times, which were about to be influenced by changes in licensing legislation and were likely to close at 04.00 or later.
- Command and control of the operation was heavily dependent upon an Inspector and Sergeant walking the ground with officers to assess the potential for disorder.
- Assistance was needed with the rapid transport of large numbers of young persons from the Town Centre either by bus or taxi late in the early hours to remove any opportunity for perpetrators of violence and disorder and to ensure potential victims were not left in the town centre.
- Peak days and peak times for assaults were analysed with the following results:



- The times graph in particular re-enforced information in the Scan that the earlier operation began on the wrong day and finished too early
- Pub landlords and those controlling the major night time economy venues were generally supportive but asked police directly and through Pub Watch for regular more intrusive attention to assist them ensuring that underage patrons were deterred from access, and to support their duty managers in ensuring that door staff and the SIA scheme was robustly monitored.
- St. Helens Chamber of Commerce pointed out that the Pub Watch radio system needed to be enhanced by the provision of an additional radio mast to ensure strong communication between pub landlords and the CCTV control room.

### Victims

- Analysis of victim information pointed to a low level, but persistent problem of victims aged under 18 being assaulted within the night-time economy. The victims in the graph were assaulted during late evening at the weekend.



- The implication of this statistic was that persons under 18 were still attracted to the area and therefore there must be a perception that they could expect to get into venues.
- Even allowing for low levels St. Helens DAT was particularly interested in this statistic as there was an obvious gap and an opportunity in the provision of information for young people.
- The need to remove several thousand people from the Town Centre in an efficient manner to prevent them becoming victims had been recognised in the previous operation and various methods had been tried but for example, taxi marshals and the provision of cheap public transport remained problematic.

### Offender

- The most illustrative picture of typical offender was gleaned from information concerning banning orders kept by the local Pub Watch. This demonstrated that offenders were typically male, aged between 18 and 30, were in employment and mostly lived locally.
- Letters received following bans interestingly demonstrated that offenders were almost as concerned by the loss of face attached to their perception of a pub ban than to punishments metered out by the courts. This demonstrated that the Pub Watch scheme was effective and needed supported at the next (response) stage of the SARA process.

- Parents were also attending St. Helens police station reporting assaults on their teenage children on a regular basis, which began to suggest that a more proactive approach to the enforcement of licensing issues was necessary. Unwittingly the parents actually identified their children as having purchased alcohol underage as they were very honest about the location of the assaults, which were often inside the premises themselves.

## **Response**

In early 2006 Operation STAND was launched using the lessons learnt during the Scan and Analysis phases of SARA.

The Town Centre Inspector maintains overall responsibility for the operation although the staff is resourced from neighbourhood patrol (response officers) and the Special Constabulary. This immediately ensures that responsibility for the night time economy is shared over a five week shift period amongst all neighbourhood patrol officers ensuring a rich fund of knowledge of and commitment to the problem. Contrast this against the earlier attempts, which were almost exclusively the responsibility of the Town Centre Inspector and their staff.

The operation runs every Friday and Saturday evening between 2100hrs and 0400 hrs and is staffed by patrol staff on “afternoon” duty, who on the change over period with “night” staff redeploy to the town centre where they are deployed to micro beats.

The operation is run with an Inspector (Silver Commander), a Sergeant (Bronze Commander) and eight Constables who are further supported by five “night” duty officers that have their shifts varied to police the operation. Other resources such as Dedicated Neighbourhood Officers, Licensing Department, Neighbourhood Support Team and Special Constables contribute to the operation when available. In addition, regular bids for corporate support from the Mounted Department, Matrix Staff and the force Anti-Social Behaviour Task Force are submitted through the Tasking and Co-ordination process by the Neighbourhood Inspector.

This restructure to the policing of STAND has had a profound effect on the levels of staff on the ground, generally doubling it over the previous operation. The staff are provided with clear direction through the delivery of detailed street briefings that are intelligence led and incorporate crime trends, recent banning orders issued to individuals, closure orders and target criminals.

From the start of the operation the ‘micro-beats’ which officers patrols have been varied with the ebb and flow of the popularity of venues, indeed as this application is being written a major 1700 person capacity venue has closed and beats are being realigned to take account of this.

The Scan and Analysis phases of the SARA pointed to issues, which were addressed in the response phase:

- The issue about the date and time of the operation was addressed with the operation concentrated between 21:00 and 04:00 on Friday and Saturday evenings.
- The operation is now flexible enough to be able to take account of the ever-changing issues in the night-time economy and to provide a solid framework around which these responses can be built. These will be discussed later in this section.
- The solid support of St. Helens council in widening CCTV coverage has meant that the Silver Commander is now able to control Operation STAND from the council CCTV suite in conjunction with well- trained camera operators. This could only have been achieved following the licensing and provision of an Airwave set for use in the council CCTV control room during the first few months of Operation STAND. Effectively the Silver Commander can now see the whole of the night-time economy and direct staff through his or her Sergeant to deploy staff to areas of disorder.
- The Chamber of Commerce provided substantial investment for the Pub Watch (and incidentally the Shop Watch) radio system. This came in the provision of a new mast, which enhanced

- coverage, ensured that the system maintained credibility with the managers of venues. This means that the silver commander can immediately hear issues developing on the pub watch radio system and direct officers as required.
- The Chamber of Commerce recognised that SIA door staff needed to be easily identifiable and that identification hanging on a cord around the neck was not ideal. They purchased high visibility reflective armbands for door staff, which also holds the SIA identification.
- Although for commercial reasons the provision of better public transport in the form of a night bus has yet to happen, both major town centre taxi firms agreed early on in the operation to provide their own taxi marshals after consultation with police and the Town Centre manager. This greatly assists in the transport of potential victims away from the town centre.
- The issue of underage young people in venues has prompted a wide range of responses under the overall banner of STAND, which will be discussed later.
- Both the DAT and the local neighbourhood Inspector have recognised the opportunities for health education, for young people using the night time economy and the DAT now supply staff on a regular basis to STAND who enter pubs and clubs with free handouts of health packs containing drug information, condoms and personal safety advice.
- The Town Centre Inspector runs supporting sub-operations of STAND in response to emerging events.
- The first is named 'Dudley'. The operation aims to reduce alcohol related violence against young women in the night-time economy. The operation is run as a crime prevention and awareness campaign at weekends during which females are offered advice on their personal safety and the effects of binge drinking. During the operation officers speak to as many females as possible and give out safety gifts such as lip balms, handbag mirrors, personal attack alarms and bottle top foils which have safety messages imprinted on them. In addition, females are invited to submit to a drugs test on the itemiser and are provided with legitimate taxi firm numbers for getting home.
- To date 4 operations have been run. 2663 women have been spoken to and 612 lip balms, 264 personal attack alarms, 3953 bottle top foils and 64 keying lights have been distributed. In addition, 228 females submitted for a drugs test. The campaign continues with a further operation planned for May 2008.
- The second is named 'Atlas'. Atlas is a pro-active drugs testing initiative often run in partnership with the Drug & Alcohol Action Team. Police deploy a sophisticated 'Itemiser 3' drugs testing machine on the street as both a condition of entry for those licensed premises that are signed up to the Pub Watch protocol and also the staff invite members of the public, door staff and pub staff to undertake voluntary swabs from their hands. It is aimed at highlighting the risks of innocent third party contamination from work surfaces, glasses etc. The Police and DAT staff hand out leaflets explaining the operation, its objectives re-public safety and public reassurance. This initiative has been well received by the public, and in total approximately 500 people has voluntarily been tested and in excess of 1000 leaflets distributed.
- The third is named 'Welcome'. This initiative runs every Friday and Saturday evening. It is based around the central bus terminus and involves police staff welcoming people into the Town Centre early on in the evening. Primarily it is aimed at greeting youths and younger drinkers visiting the town. Standards of behaviour in and around the area are reinforced to them, pro-active methods of detecting underage drinkers are highlighted to them together with the fact any anti-social behaviour may result in bans as well as arrest or fixed penalty. During this earlier period the Neighbourhood staff, as part of 'Welcome', also conduct high profile walkthroughs of licensed premises prior to door staff coming on duty, ensuring people know that underage entry into locations before door staff and indeed the full Operation STAND comes into effect is not an option. It also has the effect

- of reinforcing the message to bar staff. One innovative method being used during 'Welcome' is the use of Metal Detector Mitts, which attracted national publicity from the Mail on Sunday in 2006.
- During 2007, the Home Office produced a Best Practice DVD in relation to violence and the night - time economy. 'Welcome' was both identified as good practice and is included in the DVD that was shown at the National Alcohol Conference in October 2007.
- The Pub Watch structure was enhanced at the commencement of STAND so that when individuals are banned they are invited to sign Acceptable Behaviour Contracts. Most individuals do and at the same time licensees were issued with an advice pack giving advice on the preparation of statements and preservation of evidence. This is a process led and run by the Chair of the Pub Watch, advised by police and the Council Safer Communities Department. At present 38 premises are members and there are 191 people signed up to Acceptable Behaviour contracts to do with their standards of behaviour whilst socialising in the Town Centre, 83 people currently have a STAND ban, with 41 of those being lifetime bans. Pub Watch also supports other initiatives such as the Nominated Driver Scheme whereby premises agree to provide free soft drinks to a specific member of a group on the production of their driving license and car keys. This is aimed at reducing drinking and driving but also has the added effect that a sober friend/colleague etc often influences group behaviour and can moderate it if getting rowdy or disorderly. It also fully supports the Challenge 21 Policy, which indeed is now a condition of any license.
- Test Purchase Operations – multi agency test purchase operations are run in collaboration with the Police Licensing Unit, Council Licensing Department, Trading Standards and Volunteers. These are aimed at identifying premises selling alcohol to underage drinkers, not abiding by the Challenge 21 Scheme and increasing awareness amongst licensees and bar staff re-their responsibilities and behaviour. During the life of operation STAND a total of 42 intelligence-led tests have been conducted resulting in 3 warning letters, 2 official cautions and 5 Fixed Penalty Notices being issued. As a result of this approach, two premises had the license suspended for the maximum 3-month period and had significant conditions placed on the premises license due to repeat sales to underage persons.
- One of the above premises was a major night- club in the town centre, which had a capacity to hold 1700 people. Following numerous reports of underage drinking and a proactive evidence gathering process, the nightclub that had the highest number of violence related incidents in the force ceased trading after having the suspension lifted as it could not continue to trade under the strict conditions applied to the license.
- A regular tactic of Operation STAND is to use a passive drugs dog inside licensed premises to identify to licensees areas of drug usage and high-risk areas in their premises, whilst also sending out a strong anti-drug message to the clients. Another tactic is to deploy the passive drugs dog outside the premises whilst customers queue.
- Operation STAND emphasizes strong enforcement of Premises License Conditions. This varies from number of door staff on duty and rigorous checking of SIA accreditation, to time intervals for toilet checks to the premises and CCTV being fully operational and accessible. All conditions are pro-actively monitored. This has resulted in 8 Licensed Premises being served Section 19 Closure Orders under the Criminal Justice and Police Act 2001 for breaching their conditions imposed by the Police Licensing Unit. This has the effect of closing the premises until the Licensing Unit is satisfied additional training of staff and/or procedures have been put in place.
- Operation STAND actively discourages cheap-drink promotions. Very early in the life of Operation STAND two premises were identified as the market leaders for cheap promotions, 2 for 1, £1 a pint etc. Detailed investigation into patterns of ASB, violence, litter, damage, service generally, and ambulance requests revealed apparent problems linked to promotion times and premises. Management from both premises was consulted and the problems of cheap promotional offers highlighted to them, however they maintained their policy for promotions and the problems persisted. Both were "Action Planned" by the Police Licensing Unit and informed they may be taken to licensing review. One premises then closed as they refused to operate without cheap

promotions and the brewery put it up for sale. The second premises withdrew and stopped all promotions and the crime and ASB in their vicinity reduced drastically. This positive action and clear message re-cheap drinks promotion has, to date, prevented other premises marketing them, hence reducing the problems associated to them.

## Assessment:

During the Scanning process as discussed at the start of this document partners agreed that the substantial indicator of success would be reductions in levels of violence. Operation STAND has achieved this. STAND remains a relevant operation, which is capable of adaptation; indeed at the time of writing the Neighbourhood Inspector is reviewing its future direction.

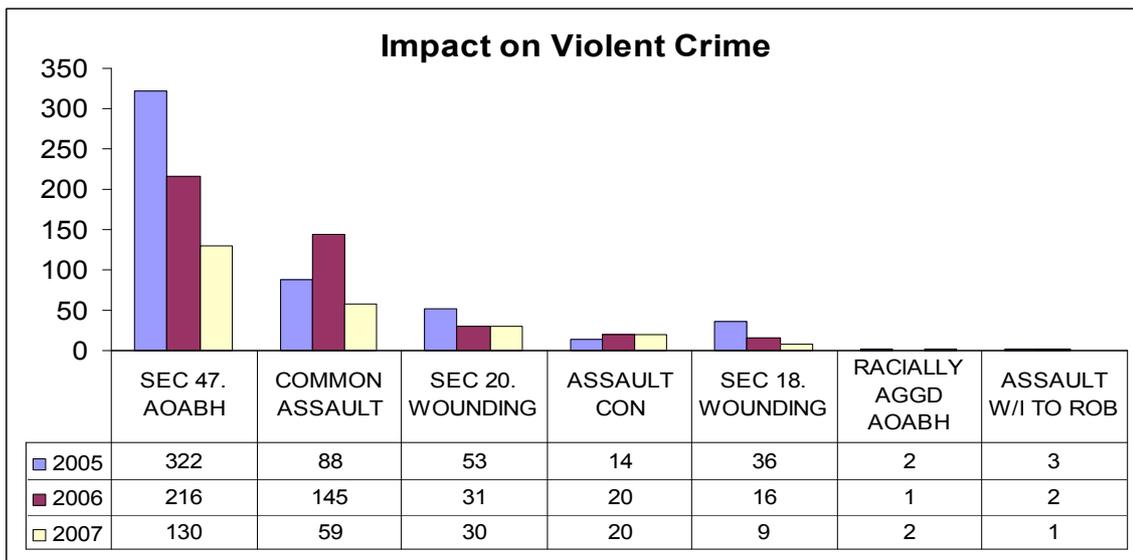
- Violent Crime – During the analyzed three year period, there has been a total of 10,901 violence offences committed within St Helens, 4,572 of which have been reported as alcohol related, this equates to 42% of violence. Within St Helens Town Centre there has been a total of 1,893 violence offences in the Town Centre which accounts for 17% of all violence offences in the BCU, of which 1,155 where alcohol related equating to 61% of offences.

Throughout the BCU overall offences have fallen by 44% and during the same period offences have fallen by 59% in the Town Centre, indicating that whilst Operation Stand is only in place on a Friday and Saturday evening, it has had a significant impact on violence across all days. During the last 3 year period the Town Centre has seen a year on year decrease in the overall numbers of crimes committed and the percentage it accounts for in the BCU violence figures.

	Crimes Committed	% Of BCU offences
March 05-Feb06	435	38%
March 06-Feb07	258	30%
March 07-Feb 08	115	20%

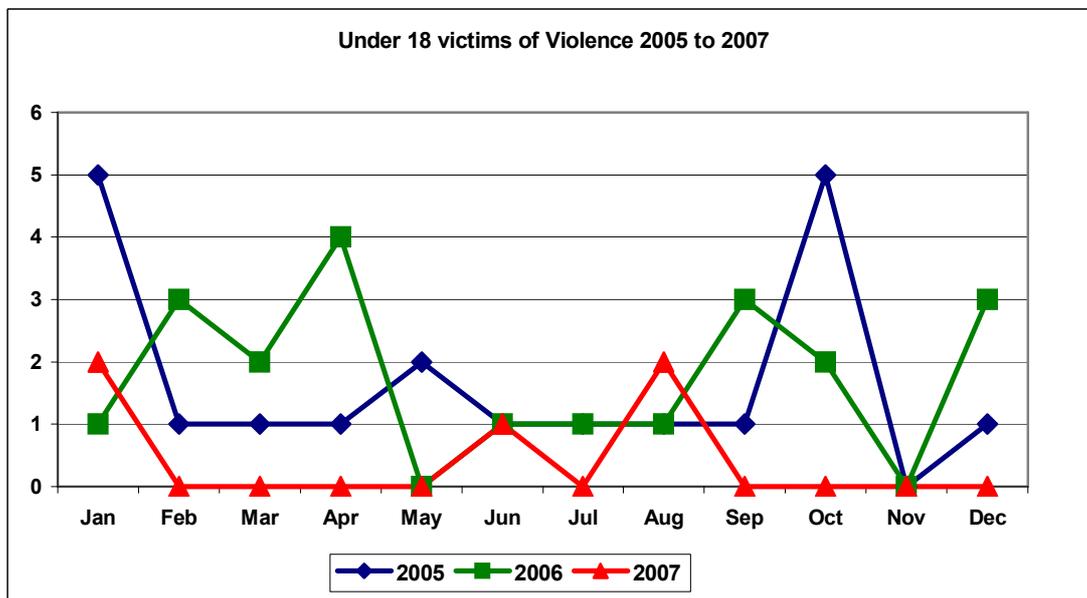
- One thousand and fifty-four official, recorded visits to licensed premises have been made on the town centre beat in the last year alone.
- Currently the BCU has eighty-three Pub Watch bans - forty-one of which are life bans.
- Three hundred and sixty four Pub Watch Acceptable Behaviour Contracts have been issued – one hundred and ninety-one of which are currently live.
- Thirty-seven cautions and five warnings have been issued for cannabis possession.
- Two licensed premises have had their licenses suspended for the maximum 3-month period.
- One location ceased trading following the stringent conditions that were attached to the license.
- Eight premises have been subjected to S19 closure orders under the Criminal Justice and Police Act 2001.
- Forty-two multi agency test purchase initiatives have been run. Four premises were identified and subsequently cautioned or received a Fixed Penalty by the Police Licensing Unit for selling alcohol to underage drinkers.
- Eighty arrests have been made for drunk and disorderly offences.
- One hundred and ninety one Acceptable Behaviour Contracts have been issued to people socialising in the Town Centre.

In terms of the levels of violence the graphical representation of results point clearly to the success of STAND:



All major categories of violence are showing substantial reduction; with the increase in assault police seen between 2006 and 7 leveling off.

During several months in 2007 there were no under 18 victims of violence in the Town Centre which was a concern in 2005 as shown below:



State number of words used: 3584

**Section D: Endorsement by Senior Representative - Please insert letter from endorsing representative, this will not count towards your word or 1MB size limit restrictions.**

The continued significance of alcohol related violent crime is clearly stated in the National Alcohol Strategy, 'Safe. Sensible. Social.' Operation STAND already encompasses the spirit of this relatively new strategy and it has proved to be extremely effective in terms of addressing the causes and effects of alcohol related offending. Over the last three years this multi agency initiative has played a major part in the Area's success in reducing violent crime each year in the town centre. The reduction figures set out in the body of the attached report are based on leadership, consistency, innovation and they are underpinned by a successful partnership approach which aims to make the St Helens night economy a safe place for people to live, work and visit.

Operation STAND comprises numerous initiatives that cover issues such as: the enforcement of licensing conditions, underage sales, responsible retailing and promotions, the promotion of sensible drinking, crime prevention advice, proactive drug operations in licensed premises, public transport, drink driving, robust enforcement of the law and the use of ASBOs, ABCs and the pub watch scheme to reduce re-offending. The success of this holistic approach to reducing alcohol related violent crime has already been recognized at a national level and the Home Office recently produced a best practice DVD in relation to violence and the night time economy that featured numerous elements of Operation Stand. The DVD was made available to attendees at the National Alcohol Conference last year.

I have no hesitation in recommending Operation STAND as a worthy nomination for the 2008 Tilley Awards.

Superintendent Rob Carden  
St Helens

**Checklist for Applicants:**

1. Have you read the process and application form guidance?
2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
3. Have you checked that your entry addresses all aspects of the judging criteria?
4. Have you advised all partner agencies that you are submitting an entry for your project?
5. Have you adhered to the formatting requirements within the guidance?
6. Have you checked whether there is any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public e.g. civil or criminal proceedings pending in relation to your project?
7. Have you inserted your project name as a footer note on the application form? Go to View-Header and Footer to add it.
8. Have you saved you application form as a word document and entitled your message '**Tilley 08 entry (followed by project name in brackets)**' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to [Tilleyawards08@homeoffice.gsi.gov.uk](mailto:Tilleyawards08@homeoffice.gsi.gov.uk). One hard copy must also be posted to Alex Blackwell at Home Office, Effective Practice & Communication Team, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received by 25<sup>th</sup> April 2008.