



Home Office

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.

All entries must be received by noon on **Friday 25th 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 Prestwick
2. Key issue that the project is addressing e.g. Alcohol related violence:
Alcohol related Youth Disorder and subsequent effect on local crime and the fear of crime

Author contact details

3. Name of application author: Sergeant 109 Garry Armstrong
4. Organisation submitting the application: Cumbria Constabulary
5. Full postal address: Whitehaven Neighbourhood Policing Team, Whitehaven Police Station, Scotch Street, Whitehaven Cumbria CA28 7NN
6. Email address: Garry.Armstrong@Cumbria.Police.UK
7. Telephone number: 01946 517821

Secondary project contact details

8. Name of secondary contact involved in the project:
9. Secondary contact email address:
10. Secondary contact telephone number:

Endorsing representative contact details

11. Name of endorsing senior representative from lead organisation:
Chief Inspector Kevin Greenhow

12. Endorsing representative's email address:
Kevin.Greenhow@cumbria.police.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:
Government Office North West

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).

Scanning:

Historically during the summer months of June to September inclusive, Whitehaven Neighbourhood Policing Team allocated considerable time and resources responding to calls for service from members of the public reporting alcohol related youth disorder. This disorder was often manifested through Anti Social Behaviour, offences of criminal damage, offences against the person, litter and a heightened fear and perception of crime for local residents. Considerable Police time and effort was being taken up in dealing with highly intoxicated youths who were either taken home to their parents or more seriously dealt with via prosecution for offences of Drunk and Disorderly etc. In more serious cases of intoxication youths required hospital treatment as such taking up the valuable NHS resources. During the summer period in 2006 so much alcohol was confiscated from youths that special permission had to be obtained from the Local Authority to be able to dispose of it.

Analysis:

- Estate of Hensingham identified as the "Hotspot" location for this activity
- Age group of 14 to 17 years identified as most involved and most vulnerable (male and female)
- Local Off Licensed premises identified as most likely source of obtaining alcohol
- Overwhelming response from local youths of "there's nothing to do and nowhere to go"
- Issue displacement from Town centre locations to residential Neighbourhoods

Response:

In preparation for the 2007 summer holiday period Operation Prestwick was devised and put in place, the Operation would focus on a multi agency approach to address the issue prior to the respective period. This would involve in particular prevention, education, youth diversion options and media coverage and not just relying on enforcement. Other agencies involved included Off Licensed premises, local schools, Youth groups, outreach work and Trading standards agency.

Assessment:

The below figures are a direct comparison between the four month period June to September 2006 and the same period 2007

- Seizures of alcohol from youths reduced by approximately 70%
- Incidents of ASB (Rowdy nuisance behaviour) reduced by 34% (68 fewer offences)
- ASB forms issued to persons under 18 reduced from 112 in 2006 to 68 in 2007

In general on the Hensingham estate since the Operation commenced:-

- Overall recorded crime has reduced by 33% (127 fewer offences)
- Offences against the person have reduced by 27% (28 fewer offences)

(CDRP figures)

State number of words: 386

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 11.

Scanning

The traditional summer months of June to September inclusive and corresponding school holiday period historically saw increased levels in calls for service from local residents in relation to alcohol related youth disorder in Whitehaven. This alcohol related behaviour was often manifested through reports of Anti Social Behaviour, offences of criminal damage, offences against the person, litter and a heightened fear and perception of crime for local residents.

Location

Previous enforcement campaigns ran specifically within Whitehaven town centre location and the introduction of designated “no alcohol” zones in that area had in effect now displaced the issue from the town centre out onto residential locations within Whitehaven. These previous campaigns concentrated solely on enforcement of the issues and did not address the potential causes and long term effects.

The area of South Whitehaven was particularly affected by this; South Whitehaven is recognised as an area of high deprivation and is currently subject of a Neighbourhood management initiative.

The hotspot identified within South Whitehaven was the Hensingham estate; this was identified by data obtained from Police logs and calls for service and also from Streetsafe surveys undertaken with local residents.

<u>Hensingham Neighbourhood Socio economic profile</u>				
<u>Population</u>	4212			
<u>Families</u>	<u>Hard Pressed</u>	<u>Moderate</u>	<u>Comfortable</u>	<u>Wealthy</u>
	49.3%	22.8%	26.1%	1.8%
	Count	Ward %	District %	County %
Unemployment	146	4.8	5	3.4
Social Housing rented	538	29	23	16
<u>Crime Rates</u>				
Damage	122	29	26	24
Assaults	85	20	18	17
<u>Calls for Service (per 1000 pop)</u>		Ward	District	County
Nuisance behaviour		119	79	72
Anti Social Behaviour		151	103	93

The Problem

Streetsafe surveys were undertaken with local residents on the estate in particular to gauge feelings and perceptions on local issues, ASB and also on the fear of crime. Streetsafe surveys were used as it involved direct face to face contact with residents in that officers physically knocked on their doors and asked specific questions. Face to face contact meant that officers could probe answers / replies given and also clarify understanding of the same to ensure there was no ambiguity or misunderstanding of resident’s views. Questions on the Streetsafe survey asked for information in relation to residents perceived number one priority for Police to address, what Police were doing well or not so well and also areas for improvement as well as gauging perception on crime and the fear of crime.

This process also became an opportunity to inform residents of the planned operation, what had already been done and put in place and also what follow up action would be instigated. The results from the Streetsafe surveys showed that during the traditional summer months residents observed an increase in the numbers of youths “hanging around”, an increase in the quantity of litter (alcohol containers) being deposited and a general increasing feeling of unease and uncertainty for them through the congregation of large groups of youths.

It was clear from both the statistical data obtained and from the perspective obtained from local residents through the surveys that alcohol related disorder was a signal of further crime being committed and that addressing the initial problem would have a subsequent effect on this.

The Offender

Even though the resident population of those under 20 in Hensingham was not significantly different to the county average the influx of youths into the area was significantly affected in that both secondary schools for the town and surrounding area are located within the estate, as such all youths aged 11 to 16 come into the estate daily to attend their respective schools, this in effect brought in excess of 1,000 children into the area.

The Aim

The clear initial aim of this work was to bring the Hensingham area in line with the recorded levels of calls for service per 100 head pop for ASB for the district and as such reduce it by 48 incidents (32%). Once this initial aim had been achieved then work could be undertaken to reduce the levels below the district average.

Analysis

Offender

Police records from the previous year, 2006, showed that in particular the 14 – 17 year old age group were most involved and accordingly most vulnerable; this did not just involve local youths as intelligence confirmed that other youths were coming into the area from surrounding towns and villages during the evening and weekend hours. The following chart shows the breakdown of Anti Social Behaviour forms issued to youths in 2006 for alcohol related behaviour.

June to Sept 2006	Total ASB Forms issued	To Male's	To Female's	Those Under 17
	144	83 (58%)	61 (42%)	112 (78%)

Both of the secondary schools for Whitehaven are situated on the estate and as such youths were more familiar with the area and surroundings and so became an easy congregation point for them, they were comfortable in their surroundings. On speaking to the youths they believed that because the schools were closed during the holiday period the grounds surrounding them and other schools in the area in effect became a hiding place not only for them but also their alcohol. They genuinely believed that they were in fact "getting out of the way" and not bothering anyone in what they were doing.

Location

Streetsafe surveys with local residents informed us that during the summer months they observed youths with alcohol not only during the evening hours but also throughout the day as well, local information showed us that there were two main locations being used for alcohol consumption, Hensingham open space and Ribton Moorside. Hensingham open space is a large parkland area which has a number of access and egress points it is also situated in the centre of the square between all the available retail premises that sell alcohol of which there four, these factors made the location a central congregation point and an easy escape route. Youths could quickly and easily spot Police Officers / PCSOs approaching and either leave the area or hide the alcohol.

Ribton Moorside is a wooded footpath area that leads through the estate, access and egress is difficult but the location gives plenty of cover and hiding options for both the youths and their alcohol, this location is also within 100 metres of one of the available retail premises. These two locations also provided the most calls for service in the Neighbourhood and were also identified through the completed Streetsafe surveys.

A significant proportion of calls for service during the summer months involved youths on educational premises and as such schools became a prime target location for the operation. Previous enforcement only strategies had in effect put a sticking plaster over the problem but had failed to deal with it eventually dispersing it from its previous town centre location out onto residential estates. Other avenues had to be explored and a number of different suggestions were put forward and adopted, the main one of which would be the "save our schools" campaign.

The Problem

Enquiries showed that some alcohol was relatively cheap to purchase and with youths pooling resources it gave them a stronger position to purchase larger quantities or indeed pay for someone to get it for them. Pooling of resources meant larger groups of youths congregating and as such the perception and fear of residents grew stronger as they associated Anti Social Behaviour with large groups of youths.

Previous seizures of alcohol showed that the alcohol being obtained and consumed was at the cheaper end of the retail market with a particular "taste" for tins of lager, cider and spirit mixers.

Obtaining money to purchase these items was not in effect a problem for the youths, their main problems were finding a premises willing to sell to underage consumers, finding a person over 18 who would purchase the alcohol on their behalf and then finding a suitable location to store and consume the product. On many occasions the alcohol itself was hidden or "masked" in soft drinks and soft drinks containers in an attempt to avoid seizure.

The youths, in their eyes, had nowhere to go and nothing to do and as such drinking alcohol was a simple and relatively easy option for them to fill their time, this lack of youth facility had to be combined with tackling the source of the issue which was obtaining alcohol for consumption, the two were intrinsically linked.

The licensed premises identified also had a vested interest in this as any potential breach of their license could affect their personal business and livelihood.

It was recognised at a very early stage in the planning that in order for this to be effective a long term approach had to be adopted to ensure previous displacement did not occur again, otherwise the yearly cycle of enforcement would be the order of the day.

Response:

The intention of Operation Prestwick was to run a high profile multi agency operation up to and during the 2007 school summer holiday period in Whitehaven with a particular emphasis on the Hensingham neighbourhood.

Actions

- Engage and educate local youths
- Instigate Prevention methods and restriction to obtaining / purchasing alcohol
- Offer diversion strategies
- Enforcement

Engagement and Education

Education and awareness became a primary function and involved a number of options the first of which was the introduction of the “save our schools campaign”.

As an identified primary congregation point for youths was educational premises it was important to heavily involve them in the planning. Head teachers from every primary and Junior school in Whitehaven were invited to take part in the save our schools campaign, this involved pupils at each school being tasked with designing a poster that would in effect ask local residents living in and around the area to “look after” the school for them during the summer holiday period and report any incidents to Police. This approach was taken as it directly involved the school and local residents working together and giving the sense of community action and was used to remind pupils and residents of the police reporting line telephone number.

The winner from each schools competition would have their poster produced by the Neighbourhood Policing team and arrangements were made with each head teacher for pupils and PCSO's to physically deliver posters to each and every household surrounding the school and its grounds. Pupils were encouraged to physically knock on resident's doors and hand the poster to them explaining what the poster was about and what they were asking for as opposed to just delivering it through the letterbox, again promoting the sense of community action and belonging. The competition was also designed to involve local youngsters to give them a sense of ownership and responsibility for their local area and schools and in turn influence their thoughts and behaviour for when they approach the key ages of 14 to 17 years.

Both Secondary Schools were visited by Community Police Officers and all pupils made aware of the operation and its intention. Advice was given to youths regarding their behaviour before the end of term and a warning of the consequences should they be found during the operation.

Prevention

The Off licensed premises in the location had a key part to play in how the youths obtained the alcohol and as such were all approached in order to work in conjunction with them to ensure this did not happen. Approaches were made to each individual premises and discussions took place around the businesses voluntarily adopting an over 21 policy in relation to the sale of alcohol, all were very keen to come on board and as such the Neighbourhood Policing team produced a number of posters for each premises to display in prominent locations in the shops informing people of the relevant offences that could be committed in the obtaining, purchase or attempted purchase of alcohol for those under 18 years of age.

In order to ensure that this action did not in itself cause displacement in that people just went to other premises in order to purchase alcohol, as had previously been the case, it was decided to approach every single off license in Whitehaven to invite them to adopt the same policy. The response was overwhelming with every single premises willingly volunteering to take this on board. The foundations were set to severely restrict the opportunities for youths to obtain alcohol.

In order to ensure that all the off licences worked towards the common goal the services of local trading standards department were obtained to undertake test purchase operations at different premises throughout the summer months. To be fair to all the Off licences they were informed that part of them adopting the over 21 policy would possibly involve such a visit from the trading standards team, all were happy with this. Throughout the summer months a number of test purchases were made at different off licences and it was pleasing to see that all premises visited were in 100% compliance with the relevant legislation and no sales to minors were made.

Investigation work was undertaken into the “masking” of alcohol with soft drinks and funding from a local Neighbourhood Forum was obtained to purchase a number of alcohol dip test kits. These kits enabled officers to test what appeared to be soft drinks for any alcohol mixed in with it. Youths knew that officers would not drink the liquid to ascertain its content and as such believed they would not be found out however the purchase of the dip tests made testing “soft drinks” a reality and word soon spread through the ranks that “masking” was no longer an option. The dip test kits were a huge success and were also featured on local television by Border News. Other agencies have subsequently approached us to obtain feedback on the kits with a view to obtaining the item themselves.

Diversion strategies

It was important to ensure we addressed all possible causes of the youth behaviour and not to lose sight of their wishes and concerns in this process. A key message from speaking to Local youths themselves was “nothing to do and nowhere to go” as such a planned reaction to this was to arrange Outreach work to be carried out by local youth groups and agencies such as Straightline, Connexions, Young Cumbria and The Harbour Youth Project. Representatives from each organisation worked alongside PCSO’s during times of patrol to offer advice and support to youths in relation to planned activities and possible access to youth clubs, groups and other diversionary activities. This has subsequently been followed up by a “walkabout” with the local MP Mr J Reed, local councilors and Young Cumbria staff. It was very pleasing to see that in excess of 50 local youths attended the event to raise their concerns and voice their opinions to people who have a significant say in how the area is managed. As part of listening to the youths concerns Whitehaven neighbourhood policing team are to stage a two week event in 2008 which in effect involves a significant number of local sports and hobby clubs opening their doors to people to “come and try” that particular sport or hobby with a view to people becoming actively involved and as such giving local youths “something to do and somewhere to go”

Enforcement

Relevant enforcement could not be overlooked or forgotten as and when the need arose. All youths behaving anti socially or in the presence of alcohol were to be identified and ASB forms completed and submitted. Their details were added to the local nuisance register and highlighted as part of this operation. The nuisance register is an initial application for a prevent and deter process which is a multi agency task group that can instigate alternative help, assistance and guidance to potential young offenders. Throughout the period officers and PCSO’s from the neighbourhood Policing team were specifically tasked with high visibility foot patrol in the respective areas, the primary function of this was to reassure local residents that the issue was being taken seriously and to address the perception and fear of crime that had been identified through Streetsafe surveys. It would also provide the residents who lived around school premises and grounds with confidence that if they did hear or see anything untoward then a police response was nearby.

At the conclusion of each patrol an incident log was maintained to continually assess the impact of the measures put in place; this was viewed in conjunction with Police logs and calls for service to ensure that the issue was not again being displaced. The patrol strategy was regularly reviewed to ensure correct allocation of patrols time and efforts.

The future for Hensingham

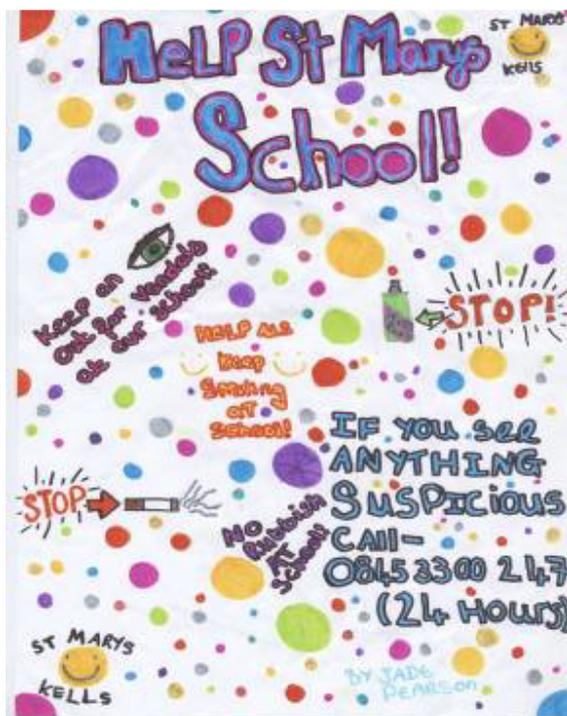
The two areas of note, Hensingham open space and Ribton Moorside are now designated no alcohol zones and through work with the local council funding has been provided to erect appropriate fencing around sections of Hensingham open space to restrict access and egress to the recognised footpath areas, CCTV is also to be installed in the area.

Work with local councillors, council departments and community volunteers is now underway to transform Hensingham open space back into a family park with children’s play areas, picnic areas etc, £40,000 of funding has been obtained and is now in place to undertake this project. Plans have been drawn up and a schedule of works will be produced in the near future.

Assessment:

Community Engagement and Impact

The “save our schools” competition was a huge success with every primary and Junior school in the town taking part, more than 300 entries were produced by pupils at the schools and the winners from each school given certificates,. As recognition for their efforts each school was also awarded a certificate for taking part in the competition, the certificates are displayed in a prominent position in each school to act as a reminder to all pupils throughout the year and not just the summer months. All schools involved have requested that this process be repeated in order to promote and maintain future community engagement.



(One of the winning posters produced by local school children in the “save our schools” campaign)

Crime prevention work has been undertaken with the schools and various issues such as security and lighting have been addressed. Some schools have obtained their own “mosquito” devices to use through the respective holiday periods to stop youths congregating on their grounds. In one particular location an application has been made for a gating order to stop access to and from the school via a restricted pathway. Jericho primary school in Hensingham in previous years has set aside £1000 contingency funding to repair damage caused to the school over the summer break, for this year the headmaster has reported for the first time not having to use any of the fund.

Of assessment on the impact made to local residents this comment received from a local resident typifies the residents feelings,

“I wish to place on record my appreciation of the effort you have put into overcoming the deep seated problems of Hensingham. Before you appeared on the scene one was almost at the point of total despair in ever seeing the area improve. One area of particular concern to me was the Primary school and its surroundings - the improvement here is a credit to you and your team”. (Mr J Sharpe)

Diversion strategies

Staff from the youth group “Young Cumbria” now has an active involvement on the estate every Friday evening conducting outreach work and are actively looking for a premises in which they can form a youth club. Recommendations have been made to the South Whitehaven Neighbourhood Management board on the involvement of local youths and a specific mandate has been given to the working officers sub group from the board to assess and collate youth provisions in the area with a view to them being developed and improved and to give them a voice on relevant groups that influence decision.

Streetsafe survey results

The following tables show local resident responses to Streetsafe survey questions. All areas show a distinct and steady improvement in perceptions on various issues. (figures shown in percentages)

Crime In The Local Area

Q1. How would you describe crime in the local area, is it:-	BETTER	SAME	WORSE
Baseline June 2007	30	65	0
Follow up	50	50	0
02/02/2008	85	15	0

Antisocial Behaviour In The Local Area

Q2. How would you describe Antisocial Behaviour in the local area, is it:-	BETTER	SAME	WORSE
Baseline June 2007	25	55	20
Follow up	40	45	15
02/02/2008	80	20	0

Incidents That Have Given Rise To Thinking Of Safety Of Self And Family

Q3. Incidents that have given rise to thinking of safety of self and family

	NONE	DANGEROUS DRIVING/MINI MOTO'S	ASB/DRUNKEN YOUTHS
Baseline	45	15	40
Follow up	80	10	10
02/02/2008	95		5

How Safe Do You Feel At Night

Q4. How safe do you feel at night	VERY SAFE	SAFE	UNSAFE
Baseline June 2007	15	65	20
Follow up	40	50	10
02/02/2008	90	10	0

How Safe Do You Feel During The Day?

Q5. How safe do you feel during the day?	VERY SAFE	SAFE	UNSAFE
Baseline June 2007	30	70	0
Follow up	60	40	0
02/02/2008	100	0	0

Enforcement

The below CDRP figures are a direct comparison between the period June to September 2006 and the same period 2007

- Seizures of alcohol from youths reduced by approximately 70%
- Incidents of ASB (Rowdy nuisance behaviour) reduced by 34% (68 fewer offences)

Recorded levels of ASB (Rowdy / Inconsiderate behaviour)

	June	July	August	Sept	Total
2006	51	54	54	65	224
2007	39	24	42	51	156

During the course of the operation approximately 130 youths were spoken to by Police and youth outreach workers, because of their involvement in ASB or alcohol consumption 4 were referred to the Prevent and Deter process for further assistance, action and intervention, 2 Acceptable Behaviour contracts were offered and signed and 1 male was reported for urinating in a public place. The table below shows a significant reduction in the number of ASB forms issued in the under 17 age bracket from 112 people (78%) in 2006 down to 68 people (52%) in 2007.

June to Sept 2007	Total ASB Forms issued	Male	Female	Under 17
	132 (Down 9%)	87 (66%)	45 (34%)	68 (52%)

Work is still continuing with off licences and is now part of normal every day patrol strategy in respect of sales of alcohol to those under 18. The self adopted over 21 policy is still in place and maintained by the off licences themselves with periodic spot checks by Police.

Future Lessons

As for the future and what lessons were learned from this operation, preparation and planning for this were key, the scanning and analysis section of the preparation dictated the future of the project, if you fail to complete this properly all the time and effort spent in the response phase cannot be effective and efficient. It was important to learn from previous work and not just displace the problem to another location by addressing the causes of the problem and not just the effects.

One key area that was overlooked on this was other potential sources for the youths to obtain alcohol, as all efforts were channelled into Off licensed premises. When options for purchase from local shops became difficult some youths then began to obtain alcohol from their home addresses, this option had not been considered in the planning phase and will be taken into account with future operations.

Assessment also identified the lack of any clear alcohol strategy by any partner agencies and the recent publication of the report "safe, sensible, social" must take a pivotal role in future planning to address Alcohol related disorder. The report gives clear guidance and direction on addressing issues such as those targeted in the operation.

State number of words used: 3973

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

Dear Sir/Madam,

As Chief Inspector for Local Policing Teams across West Cumbria BCU, I hold the strategic remit for Neighbourhood Policing for The Area.

I have personally followed the progress of Operation Prestwick and its effects upon the community of Whitehaven, and the Hensingham area in particular.

I can verify the actions that Sgt Armstrong has outlined, and their positive impact upon the community. It has clearly demonstrated the value of team members finding out what problems affect communities, listening to residents and community leaders, and engaging with them to take effective action. This will have a lasting impact upon the community, not least because it has helped to divert young people from various forms of anti-social behaviour, and therefore made them into young citizens who will contribute to their communities in a positive way, and are not at risk of spiraling into further criminality.

The process and methods used has followed the SARA model, and used it to excellent effect.

It has significantly reduced crime and disorder in the local area and so I believe is very worthy of consideration for The Tilley Awards.

Kevin Greenhow
Chief Inspector LPT/CJU
West Cumbria BCU
01900 844041

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 are 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. 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 25th April 2008.