

# Merseyside Police



## A Problem Oriented Approach to Anti Social Behaviour



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A Problem Oriented Approach to  
Anti Social Behaviour

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### Problem Solving - Anti Social Behaviour

#### Scanning

The need for a dynamic response to Anti Social Behaviour (ASB) by both Merseyside Police (MP) and partner agencies was identified by frequency, scope and scale of the problem throughout Merseyside. Merseyside has witnessed an emerging culture of ASB associated with the impact of alcohol and drug misuse.

Why focus on ASB? The increasing emphasis, both nationally and locally, of a concentration on crime (and detections) alone was not sufficient to reassure the public. Presence of disorder stimulates further disorder and possibly more serious crime.

The extent of Merseyside wide ASB ranged from minor damage and nuisance by groups of generally young persons to organised attacks on a number of local public and private sector services. The ferocity of such attacks escalated to the attachment of incendiaries, usually commercial fireworks, to vehicle fuel tanks. The vehicles were left in the vicinity of local Police stations and the 'bombs' activated. Such instances were subject to intensive press coverage.



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It was clear that ASB was being recognised but the scale of the problem required MP to develop a far greater understanding of the problem. The organisation was desirous to take a problem solving approach and a change in incident recording standards provided impetus. In 2004 a National Standard of Incident Recording (NSIR) was established in England and Wales. This factor provided a means of classifying and identifying ASB and afforded Merseyside Police an opportunity to measure the extent and dynamics of any emerging trends and patterns.

Classifications are 'Rowdy Gathering' & 'Inconsiderate Behaviour' 'Vehicle related' and 'Alcohol & Drug related' plus vehicle related nuisance.

A benefit of these classifications provided a scanning capacity which we did not have before and, when subject to process, gave the organisation a greater recognition as to the extent of that problem.

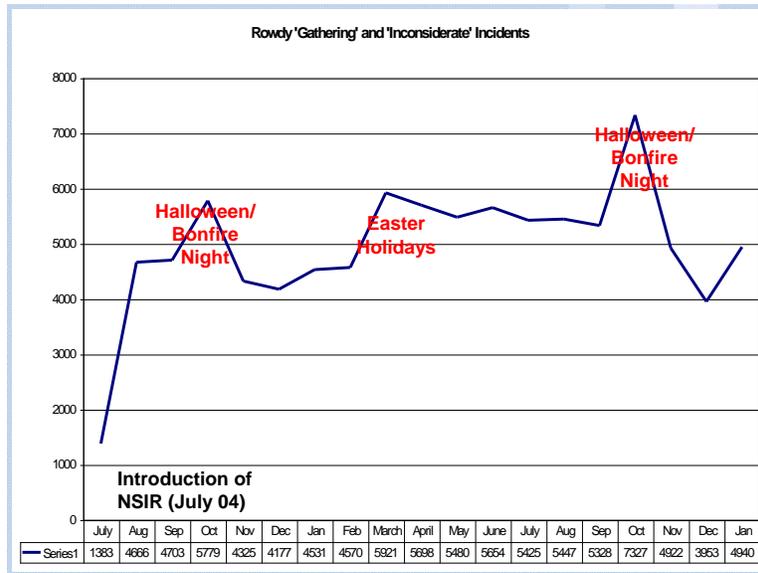


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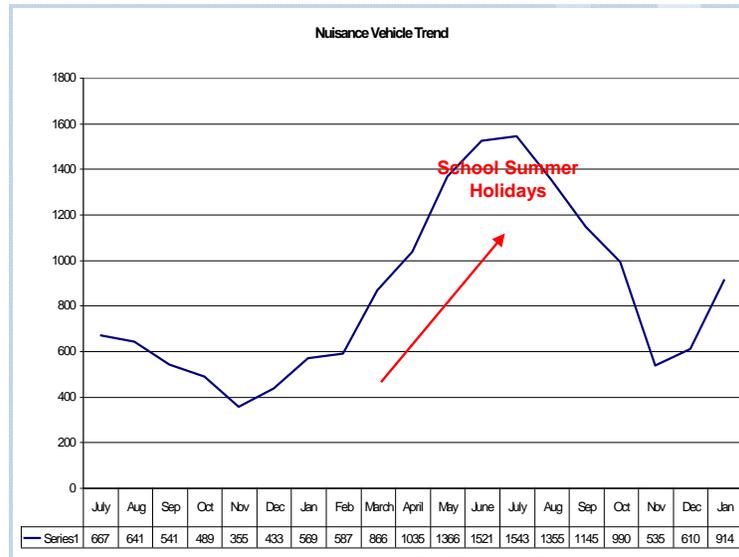
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Peaks of anti social behaviour were evident particularly on the build up to Halloween and bonfire night. Throughout 2004 and 2005 there appeared to be a cultural development of a new concept ‘Mischief night’, the night of 30<sup>th</sup> October preceding Halloween. This arcane phenomenon manifested itself to other areas of Merseyside developing into gangs of youths predominantly throwing fireworks, stones, eggs and other material at passing vehicles and escalated to turning parked vehicles over. In addition there was a clear indication of ‘vehicle nuisance’ being a major factor of ASB, particularly during school summer holidays. The use of ‘off road’ motorcycles and motor scooters were a particular feature.



Aside from the ‘headline grabbing’ instances of ASB; the growing trends placed substantial pressure on our Neighbourhood Police resources. The volume of demand was not confined to police deployment. Merseyside Fire & Rescue Service was being subject to similar demand, particularly ‘secondary fires’, minor fires such as rubbish bins plus bonfires, and vehicle fires.

In addition central government had recognised public concerns regarding ASB and instigated the ‘Respect’ agenda. *‘Respect is about central government, local agencies, local communities and ultimately every citizen working together to build a society in which we can respect one another - where anti-social behaviour is rare and tackled effectively, and communities can live in peace together’<sup>1</sup>*

The problem.

The problem was twofold and in tandem. The challenge to the organisation was one of creating the environment to identify, perform analysis and understand initially the demand and subsequently understand the problem to deliver an appropriate response. Secondly the widespread distribution of instances and frequency of calls for service plus demand made on partner services and agencies was a



clear indication of community concerns. Many instances of ASB resulted in members of the public being fearful of behaviour and often seeing an outcome of collateral crime occurrences such as robbery and criminal damage. A frequent public priority, at many neighbourhood meetings, further compounded public frustration and expectation was high that the 'Police should do something about it'. In addition repeat victimisation was evident in the data sources available particularly repeat locations. The similarity of reported ASB indicated common factors – youth and alcohol related, a main crime outcome of criminal damage and many victims from a cross section of the community. Delivery of the Respect agenda was expected by central government. Subsequent analysis revealed a set of parameters that presented a Merseyside wide challenge.

## Analysis

Firstly it was clear that the organisation had to refine analysis techniques to understand the volume scale and



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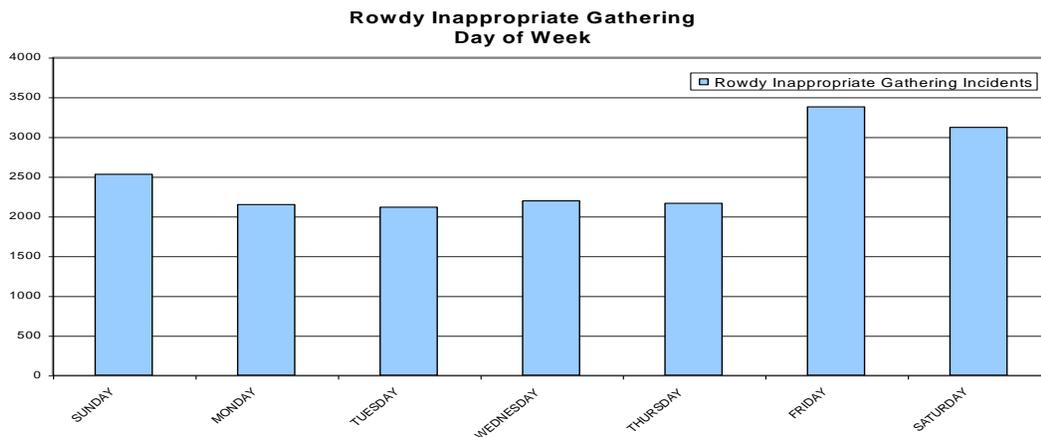
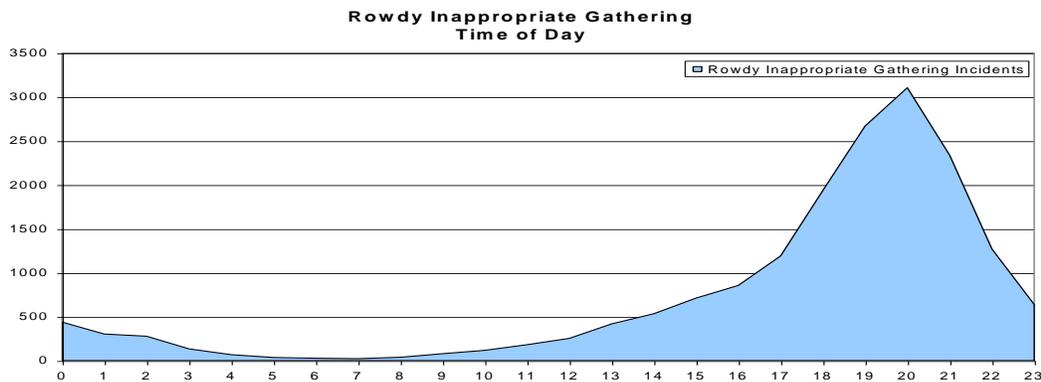
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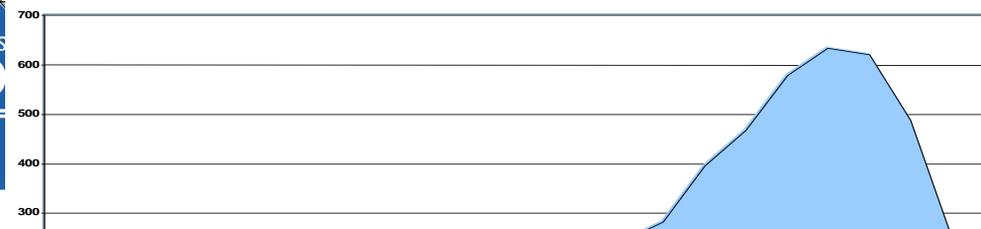
scope of the problem. This factor was applicable to all our activities. However Chief Officers, driven by public concerns, defined the specific problem of ASB as a priority. That fact required the organisation to develop analysis thus enabling true recognition.

**2004 – 2006** To understand the extent of ASB, diagnose hotspots and comprehend the impact and consequences, Merseyside Police analysed the aforementioned set of NSIR parameters.



Taking MF&RS data, calls for service to secondary fires, a correlation in relation to temporal data can

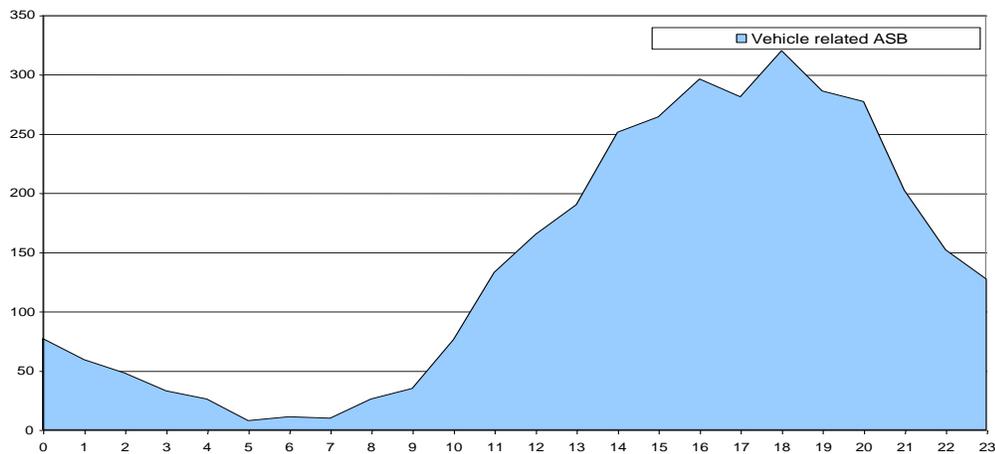
### Secondary Fires Calls for Service



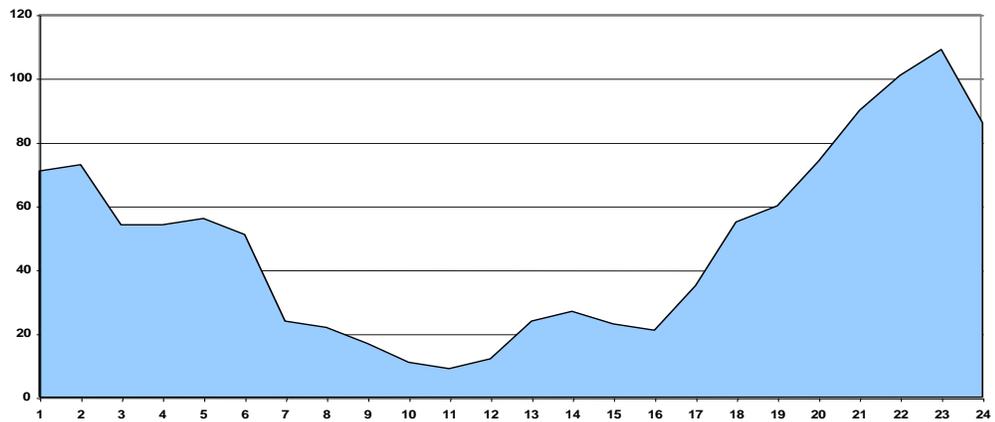
be seen although it does not imply that the incidents are one of the same recorded by police data sources.

ASB, associated with vehicles also gave clear indication of evening peaks of recorded incidents.

**Vehicle related ASB Time of Day**



**Fire Service Vehicle Fires Time of Day Analysis**



The MF&RS deployment to incidents mirrored the police data in temporal analysis.

The emerging picture was one of increasing demand on Merseyside Police and the Merseyside Fire & Rescue Service over a widespread area of Merseyside.

We recognised demand but required a greater understanding of ASB victims, offenders and locations.

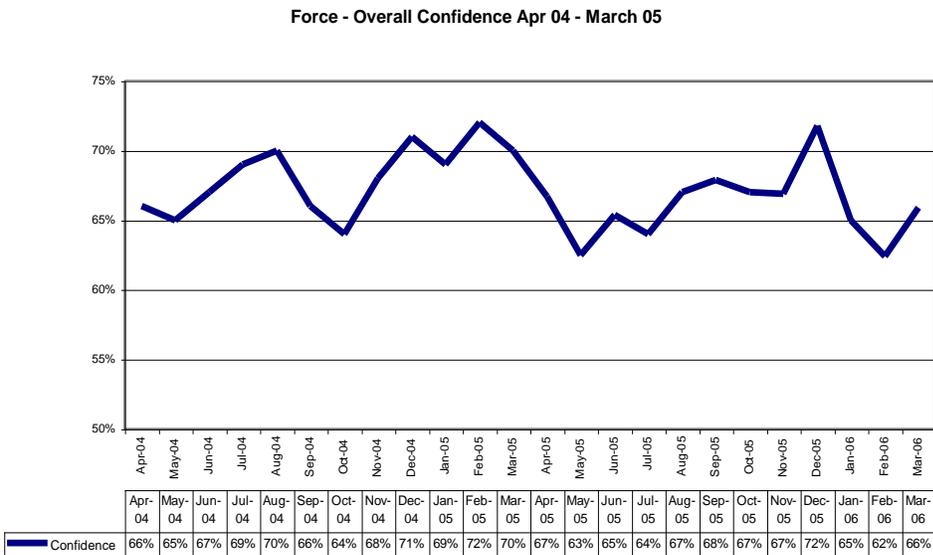
## Victims

The initial analysis sought to determine repeat victimisation within the aforementioned parameters. The below table signifies the extent of repeat victimisation in the Basic Command Units that serve the Merseyside Police area.

BCU	ASB Incidents	Repeat address	Repeat Victim Rate
Wirral	8187	1299	15.9%
Sefton	6493	894	13.8%
Knowsley	5711	746	13.1%
St Helens	5203	848	16.3%
Liverpool North	11826	1919	16.2%
Liverpool South	6101	901	14.8%
<b>FORCE</b>	<b>43521</b>	<b>6607</b>	<b>15.2%</b>



Levels of confidence and satisfaction indicated concerns.



The victims of ASB are from a wide ranging social spectrum with no specific gender, ethnic background, sexual orientation or age profile. We now knew what was happening through temporal and survey reaction analysis.

**Offenders**

The below police deployment logs are randomly extracted to illustrate the nature of the calls

annertaining to offender behaviour.

YOUTHS ARE GATHERED NR THE NURSES HOME

THEY HAVE BEEN CAUSING ALOT OF PROBLEMS IN THE AREA RECENTLY.

THEY ARE MAKING ALOT OF NOISE - THERE ARE APPROX 7-8 OF THEM AT THE MOMENT - AGED 14-17 - MALES AND FEMALE

INFMNT WOULD LIKE THEM MOVED ON



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INFT STATES THERE ARE YTHS OUTSIDE HER PREMS CAUSING A DISTURBANCE  
THROWING STONES AT HER PREMS

YTHS AGED 17 YRS APROX ...

REPORT OF GROUP OF APPROX 20 YOUTHS AGE APPROX 14 OR 15.....MAKING ALOT OF NOISE....RUNNING AROUND THE STREET  
.....DRINKING ALCOHOL

YOUTH SEEN URINATING IN THE STREET

A constant theme of such calls has been, and is, youth related. This can be said Merseyside wide. It must be emphasised that the groups of youths are not gender or racial specific.

The below data is recorded arrests for criminal damage in 2006. As can be seen offenders are predominantly male

M	F
2334	466

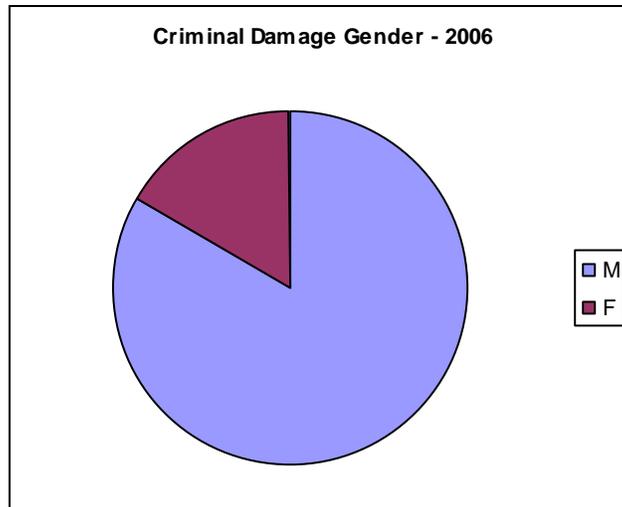


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## Locations

### Hotspot location mapping

The below is an illustration of the hotspot mapping methodology applied to Axis deployments. The image is of the whole of the Merseyside area. In this specific instance the map is an ASB thematic – July/August 2006 for parks, recreation grounds and open spaces. The calculations are based on frequency of incidents per 50 Meters Squared.

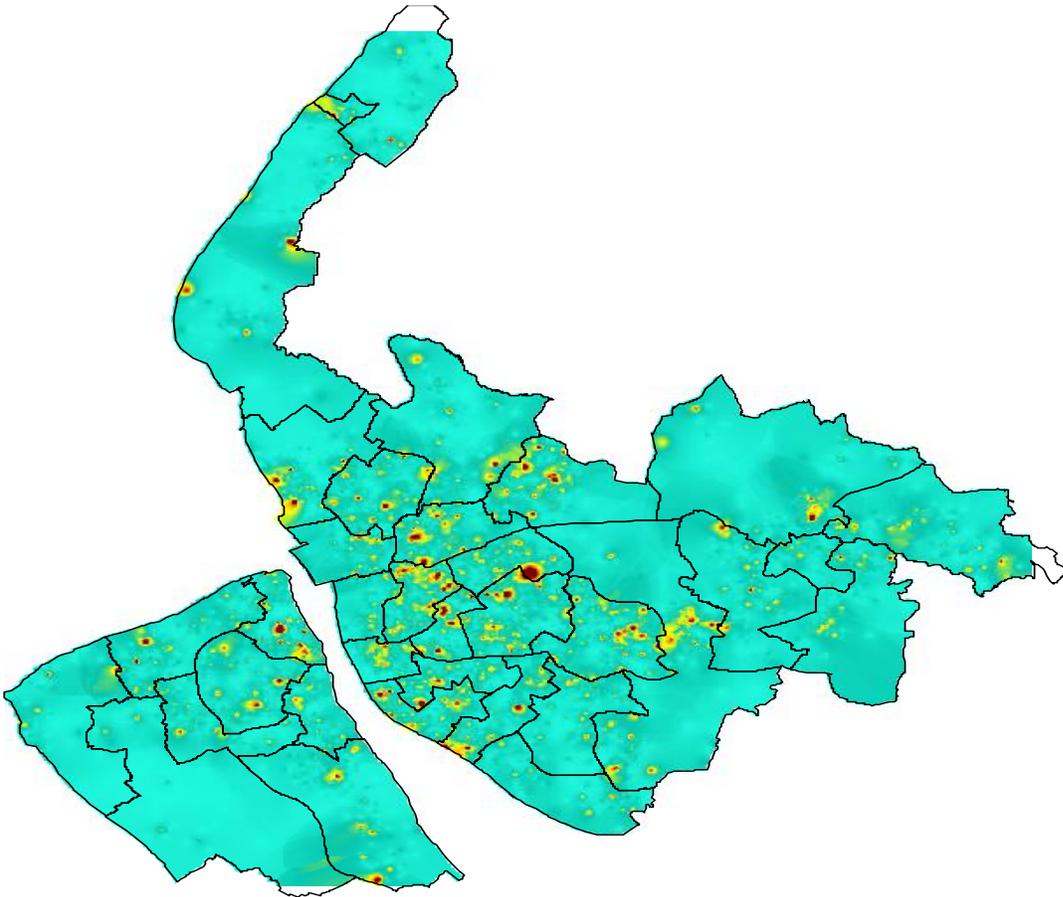


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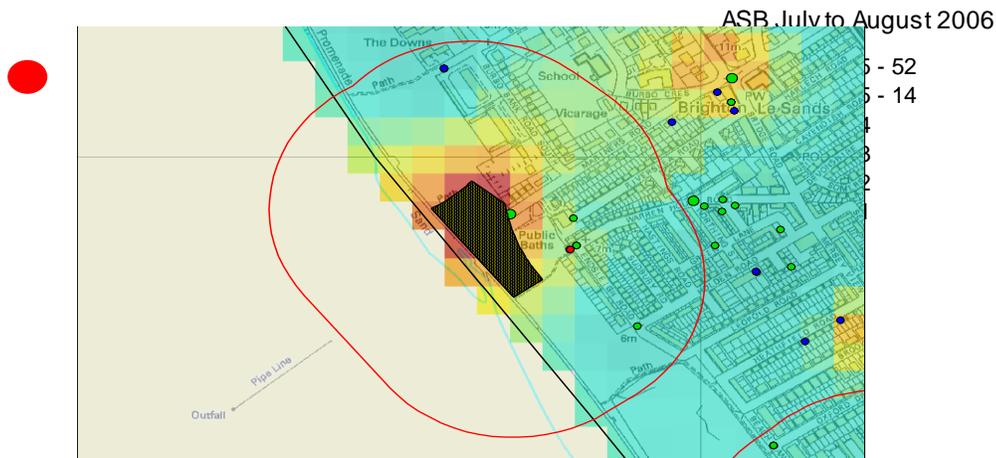
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The below illustrates Marina Terrace, Sefton BCU ■



- ASB
- Robbery
- Criminal Damage

The map illustrates a level of development of mapping that has been required to appropriately direct the Axis unit to ASB hot spots.

As can be seen from the map there are a number of hotspots in this specific area. To determine an appropriate deployment for Axis the next stage of analysis is to determine a victims perception of what is seen on the map into the reality of observing the tangible products of ASB.

Strength of our Neighbourhood Policing is the establishment of Key Individual Networks (KIN's) the network comprises of a number of local citizens who, through their local community interests, provide a link between the community and the Neighbourhood Police teams. With KIN members Environmental Visual Audits (EVA's) are conducted to 'see the streets as they see them'. As an analytical tool this provides a valuable insight and indications of the tangible products of ASB. Some examples.



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The above illustrations are examples that have been used to establish Kin priorities. In the Axis deployment area, Sefton, The KIN member indicated the graffiti on the wall of public footpath leading through an estate. At the top of this photograph is a wall sign indicating that the street was a 'Home watch'<sup>2</sup> area. The site of the sign would not have appeared to provide any deflection to the offenders.

The second illustration is of fire damage to parks and open spaces in the aftermath of Bonfire night Stockbridge Village residents expressed concerns about the off road and stolen vehicles damaging open ground. The above illustrations are examples of their perceptions and concerns. There are many more examples that contribute to the overall analysis but clearly the extent of such evidence affects a number of agencies in considering a problem solution.

#### **Lessons from analysis – about analysis – Tackling ASB**

From the initial deployments Axis has constantly analysed and reviewed tactics and as a consequence has developed deployment through analysis. This development was a direct result of 'problem solving' our ASB analysis structures. The powerful combination of joint agency data, producing a definition of ASB, theme related mapping and direct contact with local KIN, s. Such progress required a dynamic response.

In line with the RESPECT agenda the deployment and tactics were requirement to, **Enforce, Engage and**

**Inform.**

#### **Response**

Merseyside Police chief officers had alluded to the concept of a multi agency Task Force over the preceding two years. The Task Force would be aligned to an over arching 'Total Policing' philosophy as a specialist unit, committed to tackling anti social behaviour. The composition is one of Police staff, Merseyside Fire & Rescue Service (MF&RS) personnel and Mersey Travel 'Travel CSO's'. This

structure has been calculated to deliver a powerful policing model, of enforcement, intervention, reassurance, confidence and satisfaction with a problem solving ethos. This approach, agreed with the Merseyside Police Authority is detailed in these extracts from the Local Strategic Plan/Blueprint 2005/2008

### **1. Blitzing Anti – Social Behaviour**

#### **What does this mean?**

*The National Community Safety Plan 2006 – 2009 (updated in November 2006) highlights tackling anti social behaviour as a key Government priority. Local communities have also raised this as a priority issue for the Force. Our approach to dealing with this aspect of crime is underpinned by the Force's Anti Social Behaviour Strategy that has two clear approaches - enforcement and prevention.*

#### **What are we doing?**

*To support our Total Policing style we have created an Anti Social Behaviour Task Force that brings together officers from all policing disciplines, alongside fire officers, investigators, advocates and the Crown Prosecution Service. The new Taskforce, called the AXIS team, will work in those areas with particular anti-social behaviour problems across Merseyside. AXIS is the first of its kind in the UK.*

To ensure performance delivery the force has established 'Crime fighters' this is a meeting of chief officers, which is analysis, performance and problem oriented. One function of the meeting is to determine Axis allocation to an identified problem.

The taskforce have had a number of deployments based on the aforementioned analysis methodology. These deployments have been intelligence led in conjunction with the local neighbourhood resources. Initially **taking the ground hard** arresting key offenders with high visibility and reassurance to the public. Key messages sent out by the units that the Taskforce had arrived and would not tolerate the anti social behaviour. The next stage is to **hold the ground** with intense patrol and targeting of suspects and their families, gathering evidence



towards anti social behaviour legislative intervention. At this stage the unit put in place measures to **change the ground** with all wider police family support and reassurance but the key aspect is using a raft of legislation and partner agencies to indirectly incapacitate suspects and targets **by whatever means** to solve the problem

## Operation fire glow

As illustrated in the scanning and analysis the increasing use of fireworks prompted a multi agency operation to tackle the issue of anti social behaviour use of fireworks. As highlighted, Merseyside had seen the development of mischief night. The Taskforce, through force and neighbourhood intelligence became aware that a large quantity of fireworks had been imported and sold to commercial stores who were not registered

This operation had been initiated as a result of the movement and storage of fireworks around the county of Merseyside. Each year the Fire Service has cause to enter and inspect retail and commercial storage outlets for fireworks that may either be dangerous or stored in quantities that exceed permissible levels.

There is an accepted risk that these fireworks, if labelled incorrectly, could cause danger to members of the public. Likewise storage of quantities in excess of permissible levels could lead to danger of explosions causing serious injury and potential fatalities.

A large amount of fireworks were stored at a secure warehouse facility in the Dairy Farm Road, Rainford area of St Helens. This is a legitimate secure site that is bonded for the storage of this type of product. The main companies on this site are Bulldog, Celebration, Echo 2, Highlight and Nelder

In previous years prosecutions have been undertaken against organisations, such as Echo2, who have failed to comply with legislation under Health and Safety.

### *Taking the ground hard*

A Roads Policing operation, based on the Rainford Bypass, St Helens Area to identify vehicles transporting fireworks from the secure storage facilities in Dairy Farm Road, Rainford. This tactic was to ensure that fireworks



being moved are correctly labelled and that there are appropriate invoices and travel documents. This was conducted with officers from the Operation LASER<sup>3</sup> team and officials from the Vehicle and Operator Services Agency.

*Holding the ground*

Entry to the secure storage facilities by Merseyside Fire and Rescue Service, supported by Merseyside Police to check documentation and storage of commercial retailers. This was conducted in cooperation with Health and Safety and Trading Standards Officers.

*Change the ground*

Entry to small retail outlets with officers from the Merseyside Fire and Rescue Service to ensure correct storage of fireworks and that no classified or dangerous fireworks were being offered for sale.

This activity resulted in 70 tonnes of fireworks being seized and removed from the streets.

## Stockbridge Village – Operation Albert

On 1<sup>st</sup> November 2006 attacks on families from Black and other racial minorities community in Stockbridge village led to the Taskforce being deployed into that area to support Knowsley Area in Operation Albert. The tasking and monitoring analysis was directed through 'Crime fighters'.

*Taking the ground hard*

The Taskforce carried out a number of warrants in Stockbridge village one resulting in the arrest of a prominent offender for public order and racially aggravated criminal damage.

There were 20 additional arrests for public order offences. The Taskforce visited licensed premises on afternoons, and visited all the shops during the day. Out of these visits a number significant reassurance contacts were made, six repeat victim address were identified. The Taskforce made welfare checks on the hour.



A local point of contact was set up in the Kwik Save Supermarket; Stockbridge Village and had the advantage of deflecting the youths from gathering outside the shopping centre. This also acted as a point of contact and reassurance for the public. This tactic was used and the foyer became an advertising post as well as a community meeting point and a deflection for offenders.

Street briefings deterred youths gathering, this has been done outside the main shopping areas, in the streets where warrants have been executed, and in the hotspot streets that have been subject to ASB. Leaflets have also been dropped in these key areas.

### Holding the ground

Sustainable solutions and tactics were delivered through Licensed premises, pubs and off licenses have been visited resulting in a pub watch being set up. The licensees were given a coded message to ring their colleagues in the other pubs without catching attention from those who were in the pub causing trouble at the time. This message then triggered their colleagues to telephone in the first instance the neighbourhood officers and local wardens. Six families were evicted and detailed environmental improvement work planned by the council and housing trust.

### Changing the ground

Calls for service for Anti Social Behaviour in Stockbridge village fell by 55%; all general calls for service fell by 17%. Burglary other down 21%, criminal damage down 12% and a substantial problem theft from motor vehicle down 47%.

There was an overwhelming support and appreciation by members of the public who daily thanked officers for their presence. This was evidenced when members of the public who reiterated the same and requested that the Taskforce not be taken out of Stockbridge Village approached the head of the Home Office ASB Unit, Louise CASEY.<sup>4</sup> This request resulted in a visit of Louise CASEY and ended with a meeting with the Chief Executive of Knowsley Council residents and the licensees. Respect action days continued with execution of warrants by multi agency resources.



<sup>4</sup> Louise Casey is the Head of the Home Office ASB unit. This role requires her to report directly to the Office of the U.K. Prime Minister

## **Operation Respect - Childers Street – Bibby Street – Liverpool North BCU**

### **Taking the ground hard**

As referred to in the Scanning section of this document there is anticipation by central government that their Respect agenda would be delivered. The task force had been deployed to the Kensington area through the Crime fighters meetings. Throughout Axis deployment there has been opportunity to deliver specific interventions during deployment. One such has been Childers Street. Three premises were simultaneously entered with warrants issued under The Misuse of Drugs Act 1971.

At the same time the below partner agencies conducted investigations based upon joint intelligence;

Liverpool City Council Counter Fraud Service, Truancy Watch and Housing. In addition Merseyside Fire and Rescue Service, Department of Works and Pensions, Revenue Protection Scottish Power, Her Majesties Revenue and Customs, Environment Agency, RSPCA, TV Licensing and Her Majesties Court services

During the course of the searches and investigations six (6) persons were arrested for possession of firearms and imitation firearms, handling stolen goods, possession of controlled drugs and twenty-one premises were subject to enforcement under partner legislation.

### **Holding the ground**

In addition vehicle without insurance were seized, a stolen quad bike recovered, arrests for electric meter bypass, truancy offences, recovery of stolen mobile phones and power tools, stolen pedal cycles recovered.

Working in conjunction with neighbourhood counterparts AXIS CSO's provided visible patrols, previous victims of ASB were visited and made aware of the Axis and local resources available.

### ***Changing the ground***



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The Environmental Agency undertook to clear alleyways that were full of debris and Liverpool City Council contacted to repair dividing walls that had been removed by local youths.

The rubbish was cleared and repairs undertaken to damaged walls. Positive feedback was received from the community and a partner agencies debrief laid the foundations for this model that continue to be used for future partnership operations and initiatives.

## **Marine Terrace, Victoria Park – Crosby – Liverpool North BCU**

The deployment to Crosby area provided a unique challenge. The area has a good soci economic profile and considered to be a desirable area in which to reside. In addition there are good social facilities and a thriving nighttime economy of restaurants and wine bars.

### **Taking the ground hard**

The problem is a number of parks and a sea front that attract youths from not only the local area but from outside the area who, on a Friday and Saturday evening, descend on these parks to fight each other with knives and weapons. A number of youths were travelling considerable distance by rail to reach the area. There was evidence of this behaviour being fuelled by alcohol and, in addition, darkness of the parks inhibited policing. Also the main stretch of wine bars, and restaurants in site of the local train station from which the youths commute. An operation with British Transport Police was put into place using a metal arch detector and youths arrested or turned back on the trains. Alcohol was confiscated and fare evasion prosecuted. In the first weekend eighteen persons were arrested for a variety of ASB offences. A number of young males were in possession of knives and had travelled on the local train network.

Axis brought in the MP Mounted section to patrol the open spaces and parks. This had an impact of deflecting the offenders away from the parks.

### **Holding the ground**

A success during this operation was to develop a KIN network that provided valuable information and feedback.

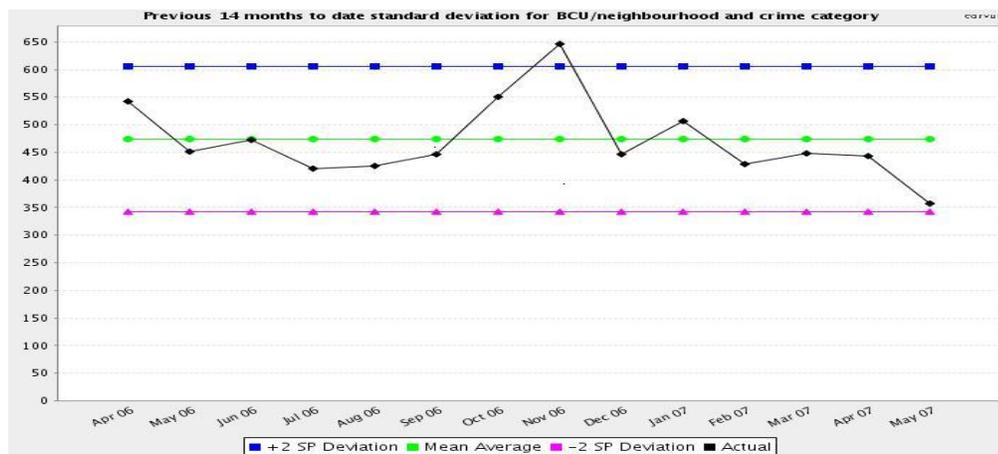


A number of members of the network joined Axis personnel to conduct Eva's in the area. As a direct result of their perception of the problem, and the visual library, patrols were directed to then unknown locations in the area.

The Axis unit maintain contact with the KIN for repeated EVA's to monitor progress in the implementation of situational crime prevention. KIN members identified a number of retail outlets that supplied young underage drinkers with alcohol. This prompted 'test purchase' in the stores followed by local authority licensing intervention.

### Changing the ground

The parks provided natural cover for ASB associated activity. Partner agency activity has achieved, thus far, the pruning of shrubbery, graffiti removal and the enforcement of a local byelaw that required the local authority to secure park gates in the area, one hour after sunset. This is now practiced with the local authority wardens assuming that role. The below chart illustrates the reduction in criminal damage for the Sefton and Crosby Marina Area.



### Futures

Developing technology to combat ASB. Throughout deployments MP has sought innovative solutions to ASB.

The very nature of the open ground that is the scene of ASB has proved problematic to survey.

Merseyside has introduced the use of a 'drone'. This is a mobile airborne CCTV that enables deployed officers to monitor ASB activity, particularly in parks and open spaces.



In addition our patrols have been supplied with 'head cam' technology, to directly record incidents they are attending and metal detector mitts that enable searches for weapons.

## Assessment

There was never an intention that AXIS would be given a 'roving brief'. The development of our analysis has secured the unit on a problem oriented footing. The deployments have given the Taskforce opportunities to develop different approaches and tactics. They have built upon the knowledge to use the tactics in the



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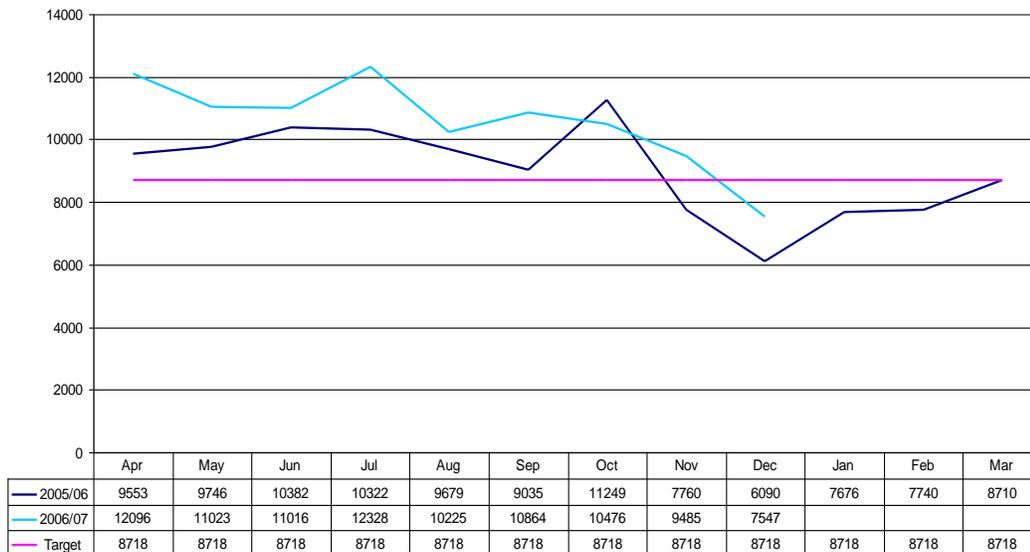
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subsequent deployments and now have a range of tools. One of the most successful tactics is the **incapacitation by any lawful means**, which has brought together 21 different agencies with their varied powers to enforce and impact on the problem, suspects and families who cause our communities grief. The meaning of 'hit them where it really hurts' has been a considerable deterrent compared to the conventional policing methods.

The Axis taskforce has now been deployed in the Merseyside Police area BCU's. The below analysis illustrates the ASB downward trend. The 'Yearly Comparison' has been compiled from data up to and inclusive of January 2007

The 'All BCU Trend Chart' illustrates a downward trend through the spring, which is impacting on the 'normal' upward cycle associated with this season.

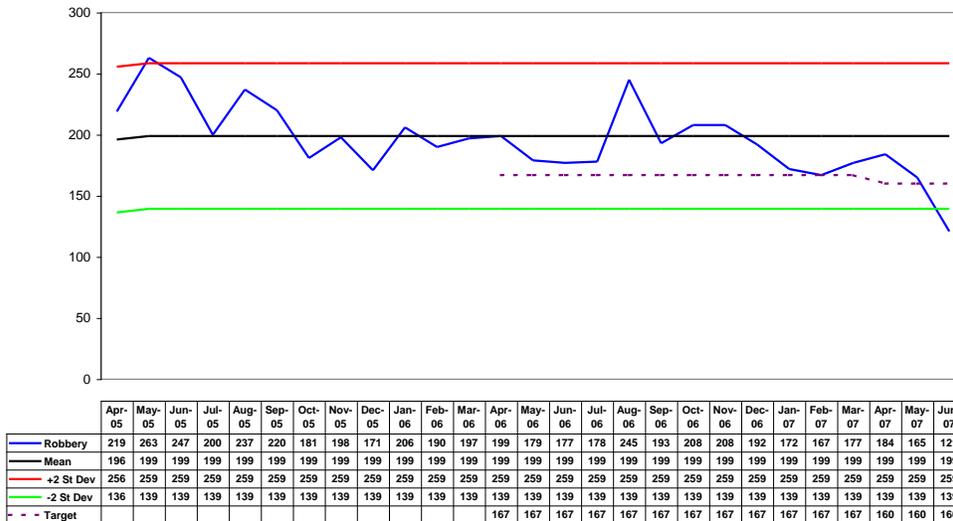
'All ASB' Incidents- Yearly Comparison



In analysis we have maintained the aforementioned NSIR as calculating our impact on ASB. The collateral crime products have been closely monitored. The below charts illustrate the impact on robbery and criminal damage.

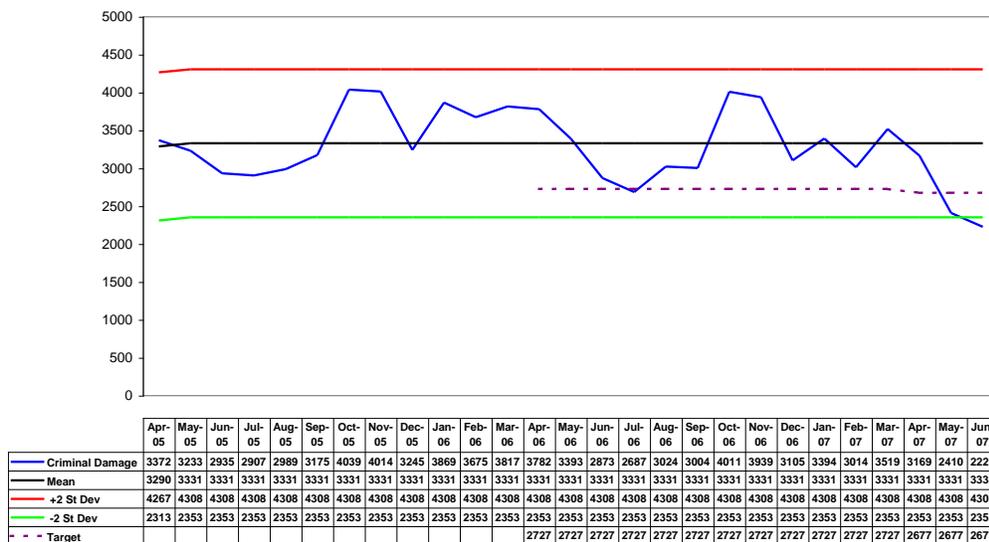
### Robbery

Standard Deviation Trend Chart



### Criminal Damage

Standard Deviation Trend Chart



## Repeat victims

Merseyside Police have introduced a 'victims' book particularly aimed at repeat victimisation. The book is designed to provide a point of contact with a dedicated neighbourhood/ Axis officer.

**In an Emergency Always Call 999**  
If you see something suspicious, tell us. For non-urgent police assistance or to give information please contact your local police via the main switchboard orc  
**0151 709 6010**  
For free confidential advice on any aspect of security, please ask for your local Crime Reduction Officer or look up 'Crime Reduction Advice' on our website.  
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Focusing on  
**Anti-Social Behaviour**  
Your Questions Answered

If you have any information about crime, call Crimestoppers anonymously:

**Merseyside Crimestoppers**  
0800 555 111  
Working in partnership with the police.

Crimestoppers is a charity, independent of the police.  
We are only interested in what you know, not who you are.  
No calls will be traced or recorded.

Published by Merseyside Police, PO Box 59, Liverpool L69 1JD

Crime or Police Reference Number:   
Name of Police Officer / Community Support Officer:   
To get an update on the progress of your investigation, call 0151 709 6010, and ask to be put through to your Investigating Officer.  
You will need to quote your Crime or Police Reference Number.

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A principal tactic learned has been the alliance of all agencies to use all powers to impact on offenders. This has been already recognized as good practice by Local Authorities and nationally gained support from the Home Office Respect unit. As a result they have insisted that the Respect Action Zones of which they have highlighted Wirral, Liverpool and Knowsley should adopt the Axis methodology. Locally Government Office North West have also recognised the work and are provided with detailed impact assessments and again are now urging the local authorities to play a more significant role.

2007 Herman Goldstein Award for Excellence in Problem-Oriented Policing Submissions

We now have a Visible, dedicated and accessible Taskforce supporting Neighbourhood policing in the right place at the right time, for the right reasons doing the right things. We have galvanised our partnerships to tackle a force wide problem. Without this Taskforce the successes above would not have happened and those who continue to disrupt the fabric of our society would still be plaguing our communities



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**Anti-Social Behaviour Task Force**  
**Strategy Document**



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## **1. Introduction**

The Anti-social Behaviour Taskforce was created to support the Merseyside Police 'blitz' on anti-social behaviour as outlined in the Force Anti-social Behaviour strategy. It brings together partner agencies, most visibly Merseyside Fire and Rescue Service, to enhance our approach to tackling Anti-social Behaviour.

We will place communities at the centre of what we deliver, ensuring that they are fully integrated into our planning process. We will never replace Neighbourhood teams but will enhance their delivery through operational support and pro-active use of partnership opportunities whether they be developed in Areas or as a result of Taskforce activity.

The Taskforce is not only an operational deployable force but will also monitor current best practice and liaise closely with both Home Office and Department for Communities and Local Government to ensure that we are able to balance the environmental issues with crime and disorder reduction.

## **2. Strategic Aims**

Strategic Aim is to tackle anti-social behaviour effectively together through co-ordinated activity, based on a balance of innovative new tactics, technology and tried and tested approaches, setting targets that are realistic and achievable. These are;

- Reduce Anti-Social Behaviour
- Achieve 'Best in the UK' status for tackling anti-social behaviour.
- Promote public reassurance and increase police visibility
- Provide the highest care for victims and witnesses of anti-social behaviour and minor crime.
- Develop effective partnerships to combat anti-social behaviour ensuring effective use of intelligence and legislation to enhance community safety
- Support Roads policing initiatives and enhance public confidence by reducing incidents of vehicle nuisance.



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### 3. Ethos

The ethos of the Task Force will be

- Close community cooperation, targeting prolific offenders, supporting victims and creating safe areas
- The use of dedicated problem solving, sound planning and operational delivery to the highest level.
- A focus on the sharing and utilisation of partnership data to effect the greatest resolution to identified problems.
- Addressing issues through a focus on victims, offenders and locations utilising available technology and legislation.
- Ensuring that tactics that have previously been successful are fully considered as well as the development of new and innovative tactics based upon the requirements and needs of any individual given situation.
- High visibility patrolling within identified communities suffering the greatest anti-social behaviour.
- The Task Force will have a clear identity in order to help communities understand we are working with them on this critical issue.

#### **Anti-Social Behaviour Taskforce**

**The role of the taskforce is to support Areas and Crime and Disorder Reduction Partnerships in their resolution of Anti-Social Behaviour problems. In particular the will**

- Support the Merseyside Police 'Total Policing' style through a series of interventions within Areas.
- Provide support to deliver sustainable solutions to identified problems within Areas in the IDPARTNERS format.
- Support victims of anti-social behaviour through our commitment to the victims and witnesses charter.
- Target individuals who are prolific in committing Anti-Social Behaviour to ensure a robust response and to bring offenders to justice in the most appropriate way.
- Ensure use of full range of legislation and interventions.
- Identify and support diversionary activities that directly impact on Anti-Social Behaviour.
- Provide guidance and advice in respect of Anti-Social Behaviour issues and co-ordinate corporately the work being undertaken by Merseyside police and partners across the county.
- Provide a quick response force to emerging issues that provide a reputational risk to Merseyside police in relation to issues of anti-social behaviour.
- Ensure that all staff are familiar with appropriate tactics relevant to their role.
- Ensure staff are fully conversant and actively use current legislation.
- Ensure the effective use of all technology i.e. ANPR, CCTV etc to tackle Anti-Social Behaviour.
- Ensure that a performance management system exists within the Taskforce for anti-social behaviour data and that the required level of performance is achieved
- Have a process in place to task anti-social behaviour activity through the NIM process.
- Ensure that appropriate community intelligence is gathered on the force intelligence system,
- Promote an understanding amongst all staff of the relevance of reducing anti-social behaviour activity within Merseyside to improve public confidence and satisfaction levels.



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- Appropriately publicise good news stories involving the targeting of anti-social behaviour activity.
- Develop and implement a communication and marketing strategy to maximise the opportunity to improve public reassurance.
- Provide resources to Force wide Big Wing Operations and other Anti-Social Behaviour initiatives.
- Support the development a local intervention plan, with partner agencies, that addresses the needs of offenders at all levels.
- Research and develop innovative tactics to address Anti-Social Behaviour and ensure that all legislative opportunities are maximised.

## **5. Structure**

The Task Force will comprise of a mixture of police, police staff and partner agencies, most visibly the Merseyside fire and Rescue Service, working together to target anti-social behaviour. The current structure is displayed as an appendix to this report (b)



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## **6. Tasking and deployment**

The taskforce will work to peak demands as identified within Merseyside, utilising core shifts of days and evening patrols and pro-active use of the variable shift agreement to match those demands. It will however have the flexibility to address specific issues that may fall outside of these peak demands due to single issues or vulnerable communities.

Deployment of the Task Force will be intelligence led and directed through the Anti-social Behaviour Governance group. Each deployment will be subject of periodic review and evaluation and a managed exit strategy will be developed (appendix c)

Areas will receive a deployment on a four to six week basis to target the more complex and intractable anti-social problems within Merseyside. Cognisance will be made of the overall force picture in respect of Anti-social Behaviour as well as the requirements of individual communities.

Task Force deployments will ensure that there is an understanding of local Area performance issues.

The Task Force is an operational arm of the Areas and Support Co-ordination Unit and is directly answerable to the ACC Operations.

The process for the tasking and deployment of the Taskforce can be found in as an a appendices to this document (d)

## **7. Location**

The Task Force will be located at Wavertree Road Police Station.

## *8. Use of technology*

It is the expectation of Chief Officers that the Taskforce will be at the forefront of the use of technology within Merseyside Police. We will ensure that technology already available, mobile data technology, ANPR, metal detector devices etc are within our capability to deploy. We will also ensure that the use of innovative and new technology is tested to ensure fitness for purpose in a policing environment.

## **9. Governance and Performance Management.**

- The Anti-social Behaviour Governance Group will govern the Taskforce.
- The Assistant Chief Constable Operations will take overall command of the Taskforce and ensure that opportunities for reduction and deployment are maximised.
- Performance management for the Taskforce will be as per the attached chart (appendix e). Unit and personal performance indicators are shown at Appendix (f)
- Any Taskforce deployment will be supported by a negotiated agreement with Area Command Teams on success criteria. This will be monitored and reviewed through a fortnightly performance meeting that will look at both local deployment issues and the overall impact of ASB on communities.



# Merseyside Police Anti-Social Behaviour Strategy 2007 - 2009



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## Vision and Mission Statement

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- 2.1 Stakeholders
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### *Reducing the threat from gangs*

- 3.2 Prevention:**
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  - Supporting victims and witnesses
- 3.3 Problem Solving
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## 4. Strategic Delivery Framework

### *4.1 Role and Responsibilities:*

#### ***BCU Commanders and Command Teams***

#### ***(AXIS) ASB Taskforce***

#### ***Operational Support unit***

Community Relations

Force Crime Operations Unit

Areas and Support Co-ordination Unit

Communications and Marketing Department

Intelligence and Security Bureau

Strategic Development Department

## *5. Performance Framework*



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Merseyside Police Vision Statement

*'To be the best police service in the UK'*

## **Merseyside Police Service**

Anti-Social Behaviour Strategic Intent –

*'To prevent incidents of anti-social behaviour through intelligence led policing, problem solving and partnership working'*



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## Foreword

Anti-social behaviour is a major concern for communities within Merseyside, and high on the list of priorities for Merseyside Police. Anti-social behaviour is not something that we can deal with in isolation and requires that we work closely with communities and partner agencies to identify issues and deal with them robustly. This strategy provides an approach that is clearly linked to partnership working through enforcement, intelligence and prevention.

Tackling anti-social behaviour is central to a Total War on Crime and Total Care for Victims given its pervasive nature and its affect on the stability and purpose of everyday life. Tackling anti-social behaviour, to deliver safer and stable communities where people want to live, is an ambition in which every member of Merseyside Police has a part to play.



A handwritten signature in black ink, appearing to read 'Simon Byrne'. The signature is fluid and cursive, written over a white background.

Simon Byrne  
Assistant Chief Constable  
Area Operations



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## 1. Introduction

Anti-social behaviour is a problem that affects every single community within Merseyside. This is evident from the many surveys that are conducted to identify local policing priorities. The Merseyside picture replicates the position nationally and therefore tackling anti-social behaviour has been placed at the heart of the Governments Community Safety Strategy.

The Chief Officer Team has outlined a commitment to ‘blitz’ anti-social behaviour in our Blueprint for Service Improvement, a call that is mirrored in other national documents\*. All these documents provide a key opportunity to address the problems of anti-social behaviour.

BCUs have embedded anti-social behaviour at the heart of its delivery incorporating it through National Intelligence Model principles. To compliment that focus an anti-social Behaviour Taskforce, consisting of partners from a range of disciplines, has been created to target the most complex and intractable anti-social problems within Merseyside, in support of, and in partnership with BCUs and Local Authorities.

The launch of the RESPECT action plan has set a framework for delivery across the country and we will engage with partners across all disciplines to ensure that it is delivered in an appropriate, concerted and joined up way. We will work with other agencies to:

- Enforce legislation and protect the communities within Merseyside to strengthen and build confidence within them.
- Support families in developing parenting skills and challenge those who fail to respond.
- Improve attendance and behaviour in schools through embedded officers and direct contact.
- Ensure that there is sufficient intervention to provide an active and developmental opportunity for young people.

## 2. Strategic Aims

The strategic intent is to tackle anti-social behaviour through any lawful means setting targets that are realistic and achievable. We will aim to:

- Reduce anti-social behaviour.
- Achieve ‘Best in the UK’ status for tackling anti-social behaviour.
- Promote public reassurance and increase police visibility.
- Provide the highest care for victims and witnesses of anti-social behaviour and minor crime.
- Develop effective partnerships to combat anti-social behaviour ensuring effective use of intelligence and legislation.
- Support Roads Policing initiatives and enhance public confidence by reducing incidents of vehicle nuisance.



## 2.1 Stakeholders

Key stakeholders are an essential part of delivering resolutions to anti-social behaviour. Partners at a strategic level have committed to tackling anti-social behaviour and this is intrinsic to Local Strategic Partnership and Crime and Disorder Reduction Partnerships.

\*National Community Safety Plan, RESPECT Action Plan, National Audit Office – 'Tackling Anti-Social Behaviour, Building Communities, Beating Crime amongst others.

## 2.2 Extended Police Family and the Community

The use of the extended police family, Special Constabulary, Community Support Officers and Community Volunteers provides the Force with an ideal forum to gauge public opinion, respond to community wishes and feed back the work undertaken and success delivered. Through the use of Key Individual Networks and Community Advisory Group structures that are in place, we will engage with the wider community to ensure that we are delivering the right service at the right time.

## 3. Our approach

### 3.1 Enforcement

Enforcement means making full use of the opportunities provided by legislation and robustly applying the law. In this manner we will consistently challenge and bring to justice those whose conduct has an adverse effect upon our communities and seek to inflict a climate of fear. We will prevent harm from occurring and not rely upon investigation after an event has occurred. We will create a climate of fear for criminals, disrupting their ability to operate.

Merseyside Police will work with a wide range of partners to bring together all aspects of legislation that can be used to address issues of anti-social behaviour. Our operating procedures will be guided by the principle of

- **Any Lawful Means**
- **Every innovative tactic**
- **All available technologies**

In particular we will:

#### 3.1.1 Target the worst offenders

- We will ensure that those who seek to create a climate of fear are pursued and prosecuted to break the cycle of offending.
- Ensure that those identified are provided with a premium service, in line with the national priority and prolific offender scheme, to prevent and deter them from their chosen course of action.
- Work with partners to ensure that every and all opportunities are maximised to remove the threat to our communities.



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### 3.1.2 Cutting the links to alcohol

- Work with Trading Standards to reduce incidents of alcohol misuse through illegal sales.
- Link into the Security Industry Authority to ensure that the right people, properly trained and authorised are working within the night time economy.
- Exercise all powers and diligence to separate young people from alcohol and seize it.
- Work with Local Authorities to ensure that our young people do not misuse or abuse alcohol.
- Enforce Licensing Legislation.

### 3.1.3 Cutting the links to substance misuse

- Tackle street dealing.
- Working with Drug and Alcohol Action Teams to reduce the harm from substance misuse.
- Targeting those who deal in illegal substances to remove the threat from communities.
- Ensuring that we maximise the opportunities to close premises that allow drugs misuse or sell illegal drugs.
- Working with those in custody to identify their substance misuse and providing counselling and treatment to break to cycle of misuse.

### 3.1.4 Reducing the threat from gangs

- We will use all available means to identify and disrupt those involved in gang culture.
- Were necessary we will ensure the use of powers designated to disperse those involved in anti-social behaviour and return the streets to the community.
- We will work with our partners to place visible guardians at key locations to prevent the build up of gangs.
- We will use all lawful means to prosecute those who seek to create a climate of fear and use the streets for their own illegal aims.

## 3.2 Prevention

Prevention means the introduction of new initiatives and review of existing practices to promote and encourage the development of those who engage in anti-social behaviour.

We will help people in their social development and focus on three powerful themes based on sport, culture and faith as a vehicle for direction. This will mean ensuring that Merseyside Police are at the forefront of diversionary activities to enhance our relationship with offenders and potential offenders.

We must however realise that dysfunctional individuals are often symptomatic of a dysfunctional support network and we will ensure that we tackle not only the effect, but also the cause of the problem.



In particular we will.

### **3.2.1 Target dysfunctional families**

- We will provide a response that is robust but takes into consideration the needs of the offenders, focussing on the social development of the whole family.
- Work with partner agencies to divert dysfunctional families into meaningful activities.
- Encourage through enforcement the participation of parents into taking responsibility for their actions and those of their children.

### **3.2.2 Diversion and intervention**

- Promote youth diversionary activities to deflect young people away from anti-social behaviour.
- Ensure that schools have a dedicated point of contact to discuss issues around young people and offending.
- Enable the Force to develop clear structures to deliver a quality service to young people as members of the community, as victims, witnesses and offenders.
- Enable the Force to improve performance to address issues of youth offending and anti-social behaviour to support Force objectives.
- Establish a clear consultation and communication process to seek the interests and views of young people.
- Establish a problem solving approach, in partnership with other agencies which will identify and resolve policing issues engaging young people.

### **3.2.3 Creating safer spaces**

- We will undertake an environmental visual audit (EVA) of open spaces to identify issues that encourage anti-social behaviour.
- Work with Local Authorities and local business partners to target harden area that requires it.
- Work with partners and business to design out crime to ACPO secured by design principle at planning application stage.

### **3.2.4. Supporting victims and witnesses**

- We will ensure that victims of anti-social behaviour are dealt with in a timely and professional manner.
- We will respond to the triggers for repeat victims in an appropriate way, providing the correct level of support to the issues identified.
- We will support and refer victims of anti-social behaviour to the relevant agency.
- We will apply the Quality of Service Commitment and the principles within the Force Customer Service Policy.
- We will develop the provision of support to witnesses in incidents of anti-social behaviour.



### *3.3 Problem solving*

Any activity to target anti-social behaviour will be undertaken utilising the IDPARTNERS problem-solving tool. The computer based solution to support this methodology is already available and being used by Neighbourhood Policing Teams.

### **3.4 Intelligence**

The National Intelligence Model provides the framework for the collection and dissemination of intelligence by Merseyside Police. We will ensure that we use all available means to gather intelligence and direct policing activity.

### *3.5 Governance*

Governance in respect of the delivery of this strategy will be administered by ACC Operations as part of the fortnightly Crimefighters performance meeting.

### **3.6 Media**

Public confidence is critical to the success of this strategy and a communications and marketing strategy has been developed that builds upon the work we have done.

- The good work undertaken will be publicised through the appropriate media outlet.
- Confidence and satisfaction levels with anti-social behaviour will be monitored through present force systems.
- Scrutiny will be maintained through the ASB Governance Group and Force performance on confidence and satisfaction through the Confidence and Satisfaction Governance board.

## **4. Strategic Delivery and Accountability Framework.**

### *4.1 Role and Responsibilities*

**The below descriptions set out the minimum requirements for individuals and teams in the delivery of this strategy.**

#### **Assistant Chief Constable – Area Operations**

The ACC Area Operations will be the strategic lead for tackling anti-social behaviour in Merseyside. In particular he/she will:

- Ensure that activity in Merseyside is co-ordinated.



- Ensure that Merseyside meets its targets in relation to anti-social behaviour.
- Ensure that where there are issues of crime a clear strategy for investigation and resolution is maintained at a force level.
- Provide a strategic lead for partner agencies to set a clear direction for partnership working.
- To ensure that funding is set at the correct level and that opportunities for external funding are identified.

## **BCU and BCU Command Teams**

The objective of each BCU is to reduce incidents of anti-social behaviour in an effective and efficient manner to combat level one activity. In particular BCUs will:

- Influence the Local Strategic Partnership to address issues of anti-social behaviour and activity at that level.
- Engage with Local Authorities and other key partners, through Crime and Disorder Reduction Partnerships, to reduce incidents of anti-social behaviour.
- Ensure that resources are deployed to engage issues of Drug and Alcohol misuse linked to anti-social behaviour.
- Nominate an Anti-Social Behaviour Champion of at least Chief Inspector rank.
- Ensure that appropriate support is available to vulnerable victims and witnesses in respect of anti-social behaviour.
- Target individuals who are prolific in committing anti-social behaviour to ensure a robust response and to bring offenders to justice in the most appropriate way.
- Ensure that there are identified police personnel who are trained and can provide quality advice in relation to the use of IDPARTNERS and problem solving methodologies.
- Ensure that all staff are familiar with appropriate tactics and current legislation/intervention relevant to their role.
- Ensure the effective use of all technology i.e. ANPR, CCTV etc to tackle anti-social behaviour.
- Ensure that a performance management framework exists within the BCU for anti-social behaviour data and that the required level of performance is achieved.
- Have a process in place to task anti-social behaviour activity through the NIM process ensuring that appropriate community intelligence is gathered on the force intelligence system, and forms the basis for a community assessment in relation to anti-social behaviour.
- Promote an understanding amongst all staff of the relevance of reducing anti-social behaviour activity within the BCU to improve public confidence and satisfaction levels.
- Develop and implement a communication and marketing strategy to maximise the opportunity to improve public reassurance.
- Carry out joint operations in collaboration with neighbouring BCUs
- Provide resources to Force wide Big Wing Operations and other anti-social behaviour initiatives.



## **(AXIS) Anti-Social Behaviour Taskforce**

The role of AXIS is to support BCUs and Crime and Disorder Reduction Partnerships in their resolution of anti-social behaviour problems. In particular they will:

- Support the Merseyside Police 'Total Policing' style through a series of interventions within BCUs.
- Provide support to deliver sustainable solutions to identified problems within BCUs in the IDPARTNERS format.
- Support victims of anti-social behaviour through our commitment to the victims and witnesses charter.
- Target individuals who are prolific in committing anti-social behaviour to ensure a robust response and to bring offenders to justice in the most appropriate way.
- Ensure use of full range of legislation and interventions.
- Identify and support diversionary activities that directly impact on anti-social behaviour.
- Provide guidance and advice in respect of anti-social behaviour issues and co-ordinate corporately the work being undertaken by Merseyside police and partners across the county.
- Provide a quick response force to emerging issues that provide a reputational risk to Merseyside police in relation to issues of anti-social behaviour.
- Ensure that all staff are familiar with appropriate tactics relevant to their role.
- Ensure staff are fully conversant and actively use current legislation.
- Ensure the effective use of all technology i.e. ANPR, CCTV etc to tackle anti-social behaviour.
- Ensure that a performance management system exists within AXIS for anti-social behaviour data and that the required level of performance is achieved.
- Have a process in place to task anti-social behaviour activity through the NIM process.
- Ensure that appropriate community intelligence is gathered on the force intelligence system.
- Promote an understanding amongst all staff of the relevance of reducing anti-social behaviour activity within Merseyside to improve public confidence and satisfaction levels.
- Appropriately publicise good news stories involving the targeting of anti-social behaviour activity.
- Develop and implement a communication and marketing strategy to maximise the opportunity to improve public reassurance.
- Provide resources to Force wide Big Wing Operations and other anti-social behaviour initiatives.
- Support the development a local intervention plan, with partner agencies, that addresses the needs of offenders at all levels.
- Research and develop innovative tactics to address anti-social behaviour and ensure that all legislative opportunities are maximised.

### **Operational Support Unit**



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To provide support to BCUs as directed through the Level Two tasking model in respect of anti-social behaviour. In particular they will:

- Target individuals who are prolific in committing anti-social behaviour to ensure a robust response and to bring offenders to justice in the most appropriate way.
- Ensure staff are fully conversant and actively use current legislation/ appropriate tactics relevant to their role.
- Ensure the effective use of all technology i.e. ANPR, CCTV etc to tackle anti-social behaviour.
- Have a process in place to task anti-social behaviour activity through the NIM process.
- Ensure that appropriate community intelligence is gathered on the force intelligence system.
- Promote an understanding amongst all staff of the relevance of reducing anti-social behaviour activity within Merseyside to improve public confidence and satisfaction levels.
- Carry out joint operations in collaboration with BCUs.
- Provide resources to Force wide Big Wing Operations and other anti-social behaviour initiatives.

### **Force Crime Operations Unit**

To provide advice and support in respect witness protection issues.

Community Relations

The role of Community Relations is to lead on diversionary activities that channel offenders away from anti-social activities. In particular they will:

- Design and operate prevention and diversion activities to reduce anti-social behaviour through faith, culture and sport.
- Establish effective working relationships with hard to reach groups.
- Ensure that appropriate community intelligence is gathered on the force intelligence system, and forms the basis for a community assessment in relation to anti-social behaviour.
- Contribute to impact assessments based around specific geographic/thematic issues.
- Produce community impact assessments for all operations in sensitive locations.

### **Area Support and Co-ordination Unit (ASCU)**

The aim of ASCU is to undertake a quality assurance function with regard to anti-social behaviour performance and activity. In particular ASCU will:

- Support the ACC Operations through the provision of accurate performance measurement and analysis in line with present force systems.
- Act as Single Point of Contact for Government Office North West through the



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Superintendent (Crime Reduction).

- Monitor activity and ensure it is in accordance with the strategy.
- Promulgate good practice.
- Maintain national links with governmental level organisations to ensure a continuing focus.
- Ensure a co-ordinated crime reduction response to anti-social behaviour across Merseyside.
- Take a lead in quality assuring the IDPARTNERS database and provide appropriate advice in respect of problem solving.

## **Communication and Marketing Department**

The role of the Communications and Marketing department is to directly impact on confidence and satisfaction levels in respect of anti-social behaviour. In particular they will:

- Advise and assist BCU marketing initiatives in respect of anti-social behaviour.
- Actively promote positive action taken in respect of anti-social behaviour
- Conduct periodic confidence and satisfaction surveys in respect of anti-social behaviour amongst the most vulnerable people and locations.
- Manage targeted media campaigns in respect of geographic/thematic issues.
- Contribute to impact assessments based around specific geographic and thematic issues.
- Maximise opportunities to encourage community engagement and provision of community intelligence.

## **Intelligence and Security Bureau**

The role of the Intelligence and Security Bureau is to provide an intelligence led focus for anti-social behaviour. In particular they will:

- Ensure the provision of timely and accurate intelligence in respect of anti-social behaviour.
- Provide technical and surveillance support as appropriate.
- Manage the dissemination of intelligence between level 1 and level 2 to identify issues as they arise.

## **Strategic Development Department**

The role of the Strategic Development Department is to update changes to strategy at a strategic level and provide long-term evaluation/impact assessments on the progression of the Force Strategy. In particular they will:

- Produce a strategic overview of anti-social behaviour for Merseyside Police that focuses on the issues.
- Contribute to impact assessments based around specific geographic and thematic issues.
- Provide data to the Crimefighters performance meeting as required.



## 5. Performance Framework

Local Policing Indicator	Target 2006/07	Performance 2006/07	Grade	Targets		
				2007/08	2008/09	2009/2010
<b>Local Priority Tackling Anti-Social Behaviour (ASB)</b>						
<b>LPI 4:</b> Criminal Damage rate per 1,000 population. <b>(New LPI 1 for 2007/08)</b>	23.97 (32,701)			23.97 (32,701)	22.16 (30,193)	21.50 (29,368)
<b>LPI 5:</b> Incidents of ASB – reduction in incidents. <b>(New LPI 2 for 2007/08)</b>	104,620			110,106	96,893	85,265

Statutory Performance Indicator	Target 2006/07	Performance 2006/07	MSF Position	Targets		
				2007/08	2008/09	2009/2010
<b>SPI 10b)</b> Using the British Crime Survey, perceptions of anti social behaviour.	15.7%	Data not available until July 2007		15.7%	15%	14.5%
<b>SPI 10c)</b> Using the British Crime Survey, perceptions of local drug use/drug dealing.	25%	Data not available until July 2007		25%	23%	21%

### Area Commanders Toolkit-Disaggregated target's

ASBO / CRASBO	2006/07				2007/08		
	Average Incidents /month	Incidents/ 1000 pop	Target (ASBO's awarded)	actual 2006/07	Average Incidents /month	Incidents/ 1000 pop	Target (ASBO's awarded)
Wirral	2122	6.7	54	45	1,850	5.8	54
Sefton	1591	5.6	45	48	1,455	5.1	45
Knowsley	1483	9.8	78	14	1,357	9.0	78
St Helens	1444	8.2	66	27	1,294	7.4	66
Liverpool North	3234	12.8	102	117	2,956	11.8	102
Liverpool South	1739	9.1	73	48	1,402	7.3	73
<b>Force</b>	<b>11,615</b>		<b>418</b>	<b>299</b>	<b>10314</b>	<b>7.73</b>	<b>418</b>



Merseyside Police



A Problem Oriented Approach to  
Anti Social Behaviour

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