Bridges Lane Children’s Home......

Tackling Anti-Social Behaviour and Safeguarding young people in a privately run facility housing vulnerable children
SUMMARY

Bridges Lane Children's Home is situated in London, Beddington, between Sutton and Croydon, Surrey. The home provides an important and necessary function for the community. The home aims to provide a safe living environment for children with emotional and behavioural difficulties. However, there began to be a concerning rise in crime allegations and resulting investigations and arrests. This led to a more wide ranging examination of the situation and the realisation that ASB (Anti-Social Behaviour) and crime were not the only problems that the Children’s Home were facing.

Scanning

- High numbers Police Calls to Bridges Lane Children's Home

<table>
<thead>
<tr>
<th>Year</th>
<th>Calls</th>
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<tbody>
<tr>
<td>2012</td>
<td>211</td>
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<tr>
<td>2013</td>
<td>205</td>
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<td>2015</td>
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- Widespread condemnation and complaints by local residents

- Large numbers of missing persons/absentees from home.

<table>
<thead>
<tr>
<th>Year</th>
<th>Missing persons</th>
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<tr>
<td>2012</td>
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<tr>
<td>2013</td>
<td>159</td>
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<td>2014</td>
<td>215</td>
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<td>2015</td>
<td>71</td>
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Analysis

- Qualitative analysis revealed higher rates of Anti-Social Behaviour (ASB) offences and associated crime than actually reported to police, when compared to high level of CAD calls. (CAD - Computer aided dispatch, the mechanism that the Metropolitan Police uses to assign calls from the public to police units on the ground)
- Safeguarding/welfare concerns surrounding residents of the home.
- Inappropriate placement of children
- Poor management of residents

Victims

- Vulnerable children in a mixed gender facility aged 11-18 years at risk
- Local residents expressing serious concern for themselves and the children

Offenders

- Children living within the home/out of the home – ASB, associated crimes
- Management of the home – Not direct offenders but liable for safeguarding issues

Locations

- Home placed on entirely residential street, local families being impacted by the ASB of the children within the home.

Time

- The majority of CAD calls occurred between 22:00-01:00 on Fridays, Saturdays and Sundays.

Response

- Police attendance on a frequent basis
- Partnership working with OFSTED - (Office for Standards in Education, Children’s Services and Skills.- The government agency that regulates Children’s Homes in the UK)
- Police and local council co-ordinated a meeting at the local police station, attended by local residents and senior staff from the home.

Victims

- Inappropriately placed children removed from the home.
- Community meeting set up to engage with residents

Offenders

- A CPN (Community Protection Notice) warning issued to the home.(Section 43)
- Police used Section 35 Dispersal Powers

Both the above legal instruments are designated by the Anti-Social Behaviour, Crime and Policing Act 2014.
Locations
- RDC *(Re-deployable Camera)* was deployed at the location following a Police and Council request

Time
- The Beddington North Safer Neighbourhood Team (SNT) undertook regular patrols at the key times identified (22:00-01:00 on Fridays, Saturdays and Sundays)

Assessment
- OFSTED inspected the home resulting in two separate ‘inadequate’ reports
- Five children were subsequently removed from the home.
- Improved community impact statements.
- Bridges Lane Children’s Home was forced to close down and cease operating - allowing vulnerable children to be removed from risk and will potentially be the catalyst for a reduction in ASB
SCANNING

The problems associated with the home stem back to 2012, where police were receiving and continued to receive high volumes of CAD calls and as a consequence, attending the home on a frequent basis. The majority of the CAD calls were relating and continued to be related to missing people. Thus identifying possible problems with how the children were being managed and indeed the welfare of the children residing within the home. Upon arrival to the home on numerous occasions, it was evident that there were indeed more problems and issues behind the large volumes of CAD calls. MP and councillors were receiving large numbers of people reporting incidents of ASB, associated crime and disturbances.

The surrounding residents of the home regularly experienced a range of ASB which has on occasion escalated to more severe targeting of specific residents and households. Some residents were subjected to the following types of incidents; criminal damage to vehicles belonging to local residents, verbal abuse, egg throwing, urinating in neighbours gardens, bottle throwing, and ‘mooning’. Police were also called to the home to deal with Harassment Act offences, drugs offences, rowdy/nuisance inconsiderate behaviour, violence against the person and theft. In addition, local residents stated that the young people of the home were seemingly being allowed to hang around outside at all hours of the day and night without challenge from staff, subsequently, creating fear and intimidation for surrounding residents. Local resident perception was that staff did not attempt to control this behaviour and this consequently attracted widespread condemnation from these residents.

Both the police and the council were in receipt of statements that were cause for concern such as “I fear for the children placed in this establishment and the standard of care that they are receiving” and “once again we have a group of 5 youths (4 from the home and one girl who was recently served notice, who is back) hanging around causing noise in our street, right near the office window. I have had to close my windows”.

As a result, local police and social care professionals raised concerns about the nature and type of intervention at the home and confidence and staff ability to handle the more complex behaviours, including violence between young people and the suitability of the physical environment.

The highly complex needs of the children being referred to the homemade and staff ability to handle the more complex behaviours, including violence between young people and the suitability of the physical environment.
The highly complex needs of the children being referred to the home made the high numbers of Missing Person reports and reports of violent assaults, a priority concern. Presenting risks to themselves in addition to residents. Therefore, not only were the residents of the home committing the ASB and crime associated behaviour, but they themselves were appearing to be at risk.

Due to continued ASB and welfare concerns surrounding the children, a more frequent police presence was required at the home and surrounding area, not only to address the issues taking place in and around the home, but to reassure local residents that they are tackling the problem. The local residents had conveyed a lack of trust and faith in the police and consequently wanted the home to be shut down. The police aim was to see a reduction in the ASB and associated crime. It was recognised by police that there would always be some form of residual impact, however to minimise that impact, one of the key objectives was to ensure that robust procedures were in place, from both an ASB and child welfare perspective. In order to do so, a partnership oriented problem solving approach was taken.

**Problem Analysis Triangle**
ANALYSIS

In this circumstance, the problem analysis triangle outlined the offenders as the children living within the home along with their associates, committing ASB and other associated crimes. In addition to this, the management of Bridges Lane Children’s Home were also liable as they were not complying with policies to address the issues occurring from a safeguarding and ASB standpoint. The victims were identified as local residents and businesses in the immediate vicinity who were enduring ASB and associated crime for a number of years. The victims were also identified as the vulnerable children in a mixed gender facility aged 11 to 18 years, at risk from inappropriate placement, assessment and inadequate care. The Children’s Home is placed on an entirely residential street with local families residing nearby and local shops and businesses a short walk away. Thus having a direct impact on their day to day lives.

Officers from the Safer Neighbourhood Team, had developed a more extensive knowledge of the residents living within the home, the local neighbours and the management of the home. In order to further this knowledge, officers took community impact statements to identify the key emerging issues and incidents that tended to reoccur. Local neighbours expressed grave concern and chose to email their concerns and complaints to both Sutton Council and the Beddington North Safer Neighbourhood Team. Their emails consisted of statements such as “Does no-one care about the safety of the residents within Bridges Lane?” and “I feel like the situation is worsening all the time and genuinely feel at risk” (Appendix I).

Despite this intelligence, this was an obstacle that officers were faced with. It was clear that a lack of faith in police from neighbours led to their unwillingness to make official complaints and reports against the residents of the home or report ASB. This resulted in a loss in substantive intelligence and although calls from surrounding residents for immediate police response were limited, the detail from emailed and verbal complaints to the local reported regular and continued disturbances.

With the persistence of ASB and associated criminal behaviour within the home and the ever increasing number of unreported complaints from local residents, it was important that the police gathered intelligence utilising CRIS, MERLIN etc. There were reports from local businesses that the residents of the children home were loitering in an alley way behind the shops intimidating customers and staff directly and indirectly. One of the businesses, a hairdressers, offered a work experience placement to one of the females at the children’s home to try and build relationships and support education and trust. This unfortunately didn’t go ahead as the females ASB in the local area became even more of an issue and the business then refused her placement. The management of the home were fully aware of this opportunity which was sadly missed.

It was clear at this point that it would take further investigation, partnership working and the utilisation of further resources to drill down and tackle the problems surrounding the home. In addition to this, it was felt that the police needed to work with Sutton Council to provide CCTV to provide visible presence and reassurance to residents. There was indeed a partnership focused approach in order to collect as much information to help
RESPONSE

It was evident from analysing the core issues of both the Anti-social behaviour and the welfare and safeguarding issues that surrounded the children, specific responses were required to target each of these. The Police worked closely with the Safer Sutton Partnership Service in response to anti-social behaviour concerns at Bridges Lane Children’s Home. At the request of the Police, a meeting was set up at the local safer neighbourhood building chaired by Inspector Hicks and was attended by local residents, councillors and senior staff from the home.

The core purpose was to identify any further issues and to provide reassurance to local residents by police and the council that existing issues in and around the home were being dealt with. The meeting reconsolidated the lack of ASB reports to police, as it identified a lack of faith and trust in police. Following this meeting, to further re-enforce the message the Safer Neighbourhood Team issued leaflets (as pictured) and enabled members of the public to have a single point of contact if they noted any arising issues in and around 38a Bridges Lane. A further action that was taken by the Safer Neighbourhood Team was the collection of many community impact statements to gain better insight of the extent of the issues.

As an interim crisis management measure, Section 35 Dispersal powers were issued to ban any persons causing or likely to cause harassment, alarm or distress from being outside the home. The Beddington North Safer Neighbourhood Team undertook regular patrols in the area and remained in close contact with the affected residents to respond to any breaches that may occur. The Safer Neighbourhood Team worked to ensure they maintained relations with all parties, inclusive of the management, the children and the neighbours living around the home.

In addition to this, a re-deployable camera was deployed at the location following a police and council request to assure local neighbours that the issues surrounding the home were being addressed and to ensure good relations with them to encourage reporting of ASB and associated crime incidents.

Following the consultation with another London Borough, Waltham Forest, further assessment and partnership working with Sutton Council, the home was served with a Community Protection Notice Warning on a 19th April 2016. The conditions were drafted by the Anti-Social Behaviour Unit and received the endorsement of both Police and Council officers before being issued to the home.
Dear [Name]

RE: Community Protection Warning

The Metropolitan Police with the support of the London Borough of Sutton is considering serving you with a Community Protection Notice under section 43 of the Anti-social Behaviour, Crime and Policing Act 2014.

We have received a number of complaints about anti-social behaviour and noise that is adversely affecting the community in the locality of your premises at 38a Bridges Lane CR0 4SG. Complaints include litter, spitting, loud shouting, swearing both inside and outside the premises, slamming of doors, trespass, assaults, criminal damage, abuse and threats causing alarm, harassment and distress to neighbours and local residents. This is having a detrimental effect on the quality of life of those residents. This continued behaviour by your residents and/or staff (hereinafter known as 'the conduct') is unreasonable.

From the date of service of this letter, you are required to comply with the requirements stated below. Should you fail to do so, the council will serve you with a formal Community Protection Notice (CPN). Failure to comply with a CPN is a criminal offence.

Requirements for residents of the Children’s Home:

- Do not threaten, intimidate or abuse any resident of BRIDGES LANE CR0 who is not an owner, resident or staff of Bridges Lane Children’s Home, BRIDGES LANE CR0 4SG whilst within the property and or grounds (to include the front and back gardens) of 38a BRIDGES LANE CR0 4SG.
- Do not deposit or throw litter including glass, paper cups, cigarette ends, wrappers and packaging into or into the boundary of any other property including gardens in BRIDGES LANE CR0.
- Do not deposit or throw any spit or other bodily excretion on BRIDGES LANE CR0 or into the boundary of any premises or garden in BRIDGES LANE CR0.
- Do not swear, shout or scream from within the property of the Children’s Home, BRIDGES LANE at members of the public who are in a public area of BRIDGES LANE, CR0 in such a fashion that may cause the owners of local properties harassment, alarm or distress.
- Do not trespass on other properties including the gardens of BRIDGES LANE CR0. Do not sit on walls belonging to owners of local properties of BRIDGES LANE CR0.
- Residents of the BRIDGES LANE Children’s Home are not to cause a noise nuisance, including playing loud music from any part of the property of 38a BRIDGES LANE CR0 including the front or back garden that will cause owners of local properties harassment, alarm or distress.
- To observe the curfew of 10pm which requires children to remain inside the property with the door shut and not be in the front garden of 38a BRIDGES LANE, CR0. This includes communicating with any other person outside the property through windows of the Children’s Home.

Please do not hesitate to contact Sergeant O’Brien should you have any questions in relation to this matter.

Yours sincerely,

Inspector Ian Hicks
The South London Missing Persons Coordinator highlighted an issue with an unacceptable level of missing children from the home. The Multi Agency Safeguarding Hub, Vulnerable Persons Team were apprehensive about serious safeguarding issues. Sutton Council’s Safety Management Team had similar concerns about safeguarding and the management of the home.

In light of this and the other emerging intelligence, a letter was compiled on behalf of both the police and the council to Ofsted. The correspondence stressed the serious safeguarding concerns and anti-social behaviour at home. It was felt by both parties that it would be beneficial if Ofsted were to act upon the intelligence that was found. To truly combat the safeguarding issue that was apparent, it was deemed highly necessary that Ofsted investigate the statutory functions of the home and to ensure that the home is running in the appropriate and adequate manner. Following the issue of this letter Ofsted attended the home to provide both an inspection and a subsequent evaluation.
ASSESSMENT

As a result of both police intervention, partnership working and problem analysis, there has been both a positive and substantial impact on the identified issues of ASB, the safeguarding and welfare of the children living at Bridges Lane Children’s Home. The most positive impact of intervention by the police missing person’s officer was the reduction of police “MISPER” (missing person) classified calls and the reclassification to “ABSENT” (unauthorised absence). The police response in terms of resource allocation is far more demanding for a missing person than unauthorised absent. Subsequently, the correct classification of unauthorised absentees, rather than as missing persons significantly reduced the demand on police assets. This success was achieved through training and education of the staff at the home so that they developed a better understanding of our classification process and correctly described the circumstances around a young person not returning when expected. The circled area on the graph shows the success in correct classification. i.e. the increased classification of absent, rather than Misper.

![Graph: Bridges Lane - "Missing Persons" Versus "Absent" Classifications]

In relation to the Anti-social behaviour, the nature of the community impact statements delivered by local residents improved significantly following the intervention of SSPS (Safer Sutton Partnership Services) and police. It was verbalised by residents to Safer Neighbourhood Team officers that they have noticed a significant change and improvement following the interventions put in place. One resident in particular, who had put their house on the market for sale due to the issues with the children’s home has stated to the SNT

“I’m now considering staying on and not selling up”.

This instance showcases how much of an impact the interventions used has had on the lives of the local residents. In addition, with the initial lack of trust and faith in police, residents in their emailed complaints noted that the attending police officers

“have been helpful and understanding of our situation”

and that thanks to police they have seen a big improvement in the levels of ASB stating

“Thank you so much for everything you and your team have done for us. This summer has been so different and it’s been brilliant to be able to leave windows open!! Thank you for listening to us and working so hard to get things sorted out”.

Alongside resident’s stating an improvement since interventions were put in place, partners and police have expressed that the problems around Bridges Lane have had a significant drain on resources so consequently it shall relieve pressure of officers and workers dealing with this problem (Appendix II).

Further to this, the number of CAD calls has reduced. The graph shows the decrease in ASB CAD activity in general since the issuing of the Community Protection Notice Warning Letter on 19th April 2016. This is denoted by the black broken line on the bar graph inserted. This correlates with the increased police activity and ASB in the Bridges Lane Children’s Home environment. (see graph on next page)
With the issuing of the leaflets to the local neighbours, they were satisfied having been able to have a single point of contact to the Safer Neighbourhood team. The continual engagement has not gone un-noted. However, there was no notable improvement of the home during the course of the interventions.

The outcome of the Ofsted visit had an instrumental impact. The home was issued with two inadequate inspections following input and encouragement from both police and council for Ofsted to attend. Consequently, the boroughs that placed the children within the home met with the home’s management team. This resulted in 5 children being removed from the home. It was clear that there were young people placed without sufficient support or management.
As a result of continued management failures, on August 19th 2016 Bridges Lane Children’s Home was closed down. This outcome has removed vulnerable children from any possible risk and inadequate care. The children are now to be placed in homes that best fit their needs. Ultimately, the welfare of the children is the highest priority and with the removal of any danger of going unaddressed, this is the best possible outcome.

In line with the children living within the home being victims, having also stood as offenders in relation to the ASB issues surrounding Bridges Lane Children’s Home, it will have a positive impact upon the residents of the home and a reduction in complaints received and ASB overall. Moving forward, this will be monitored by the Beddington North Safer Neighbourhood Team.

Regarding learning outcomes of this project, the importance of taking a partnership approach to problem solving has proven to drive this issue and bring it to a successful conclusion. This style of working must and will continue to take place with other problems that may emerge within the Borough. In addition, an integral part of this problem solving process was the careful analysis of the issue. By addressing that the fault was with the children’s home, the response had a much larger impact. With equal priority, care, time and consideration for each element of the SARA framework, moving forward when future issues arise, this example will stand as a referral point of how to correctly address a problem and work in partnership to do so.

To ensure sustainability, the Beddington North Safer Neighbourhood Team will continue to monitor the activity and engage with local neighbours living around the children’s home. The RDC will remain in place to enable ongoing surveillance of the area during the transitional period. Alongside this, Beddington North Safer Neighbourhood Team will issue a leaflet to residents following the outcome of OFSTED removing the license of the home and provide them with further reassurance that they will remain present in the local area and address any further issues that may occur.

Word Count: 3,278
Summary: 393 words
Scanning: 584 words
Analysis: 929 words
Response: 554 words Assessment: 818 words
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APPENDICIES

Appendix I

Emailed complaints by residents prior to response to ASB, associated crime and welfare issues at Bridges Lane Children’s Home

Yet again last night we were subjected to further disturbances, but this time the main culprit was [REDACTED] who I believe carries the title of Area Manager!!! She was shouting at two teenage girls further down my road and then with a full entourage of residents and staff from 38a Bridges Lane was in the street shouting down to the phone telling whoever was on the other end to f**k off and grow up. Sounds to me like she needs to take her own advise as far as growing up! This is the Area Manager in the street!!!! How is this acceptable? I could hear her from inside my lounge, as could my son.

Saddened and amazed that there has been yet another incident of a neighbour being targeted by a child in the home.

Why was this individual allowed to return to the home after the first incident?

Does no-one care about the safety of the residents within Bridges Lane?

This individual should be removed from the home immediately to prevent further incidents.

ALSO I WAS VERBALLY ABUSED BY [REDACTED] IN THE STREET ON FRIDAY EVENING WHILST TALKING TO MY NEIGHBOUR AT THE JUNCTION OF CROYDON ROAD AND BRIDGES LANE. WHISLT JESTERING TO ME IN AN AGGRESSIVE WAY SHE IMPLIED THAT "SOMEONES GONNA GET IT" OR WORDS TO THAT EFFECT. SO NOW WE ARE ALL TARGETED.

AT A ROUND 9PM MY DAUGHTER AND HER BOYFRIEND LEFT OUR ADDRESS AND WERE GETTING INTO THEIR CAR WHICH WAS PARKED ACROSS OUT DRIVEWAY. WHEN THE SAME YOUTH THAT HAD THREATENED MY HUSBAND ON TUESDAY STARTING SHOUTING COMMENTS AT THEM INCLUDING "WAIT AND SEE WHATS GOING TO HAPPEN TO THAT HOUSE" WHILE POINTING AT OUR ADDRESS [REDACTED], THE MANAGER, WAS PRESENT ALSO AT THIS TIME AND ASKED HIM TO GO INSIDE, BUT HE CONTINUED TO RANT AT THEM, SPEAKING OF THE NEIGHBOURS AND WHATS GOING TO HAPPEN TO THEM, WHILE [REDACTED] HAD TO RESTRAIN HIM, MY DAUGHTERS BOYFRIEND ASKED HIM "WHAT"? AND HE THEN BECAME MORE IRRATE AND CONTINUED TO SHOUT THREATS ABOUT OUR PROPERTY AND FAMILY. MY DAUGHTER AND HER BOYFRIEND THEN RETURNED TO OUR HOME AND CALLED THE POLICE, BOTH VISIBLY SHAKEN, MY 12 YEAR OLD SON HAD SEEN THIS AS HE WAS WATCHING THEM GO.
Appendix II

Outcome Statements following response to ASB, associated crime and welfare issues at Bridges Lane Children’s Home

COMMUNITY SAFETY MANAGER Christopher Lyons
“The Police and Council were in receipt of a number of complaints from local residents regarding the unacceptable behaviour of young people living at 38a Bridges Lane. This included but was not limited to young people shouting from windows, trespassing on neighbour’s properties, the throwing of litter into neighbour’s properties and noise disturbances in the street.

Over a twelve month period the Police were in receipt of 292 calls and 25 crimes regarding 38a Bridges Lane. In addition the Police and Council were aware of serious safeguarding concerns such as, the use of alcohol by young people inside the property and the acceptance of young people with gang affiliations.

From a community safety perspective, Police and Council took forward a range of assertive actions towards 38a Bridges Lane including:

- Police Safer Neighbourhood Team visits to 38a Bridges Lane and the nearby residents on a regular basis to gather intelligence and provide reassurance
- Deployment of a council CCTV camera in the road to provide a visible deterrent and monitor incidents
- Section 35 dispersal power to enable Police to move along any young people congregating on the road
- Community Protection Notice Warning Letter served to the area manager of 38a Bridges Lane with a set of required improvements
- Liaison with Ofsted, London Fire Brigade and other statutory agencies to provoke and co-ordinate partnership activity

Following the interventions we have noted significant reduction in community impact to the immediate neighbours as well as a decrease in the volume of police resources required in order to monitor the ongoing issues. This was truly a partnership endeavour and the outcomes achieved would not have been possible without the interest and dedication of partner agencies.”

INSPECTOR Ian Hicks
“The problems created by the Children’s Home were complex and entrenched. It resulted in a significant amount of valuable police and partner time, effort and resources being used. It saddens me to see the closure of such a facility but this is easily offset by the substantial improvement to quality of life of local residents, the reduction in crime and ASB, the demand reduction and most importantly the risks posed to the children from inadequate care provision.
INSPECTOR Richard HALL
“As a response team Inspector I have to manage a huge number of differing demands for police resources and while I understand the importance of children’s services, the recent closure of Bridges Lane will relieve some pressure on my officers. We were regularly dispatching units to report and investigate missing persons, in addition to anti social incidents and crime allegations.”

DETECTIVE INSPECTOR Chuks GWAM
"Missing Persons and Unauthorised Absences at the home since the beginning of the year had reached an unacceptable level with attendant consequences for Sutton BCU. The interventions by Sutton MASH and Protecting Vulnerable Persons Unit coupled with the support of Sutton Council, has led to a positive outcome for Sutton BCU and the local community both in terms of a marked reduction in the number of Missing Persons reports, enquiries and anti social behaviour in the area and staff at the home having a better understanding of police processes.”

DETECTIVE SERGEANT Paul MASLIN
Missing Persons Coordinator - South Area
“I oversee Missing Person problem solving and safeguarding issues for the South Area in London. Bridges Lane came to notice following an increase in volume and concerns around safeguarding. PC Richard Owen, Sutton Missing Persons Officer and I worked closely together to coordinate a response to successfully tackle these issues.”

PC Sarah Parish 523ZT Sutton MASH
‘In the MASH we deal with all the incoming Merlin reports for the Sutton Borough. We used to have high numbers of reports relating to the young people staying in Bridges Lane children’s home and often reports relating to other young people who would attend the home looking for friends or associates of theirs. The reports would frequently related to ASB or altercations between young people. There is obviously a requirement for the provision of good quality care for young people in the borough however it seemed this wasn’t the case at Bridges Lane and we were regularly receiving reports highlighting the same issues which were not being addressed or dealt with by management at Bridges Lane. This was frustrating and time consuming for MASH to deal with, we also felt it was a failure by Bridges Lane to provide the safety and security for the young people resident there. We are pleased to see an end to these issues’

A Local Resident
“It seems a bit eerie with the street so quiet, big improvement.”
“I’m now considering staying on and not selling up”
A Local Resident
In an email to Sergeant Kieron O’Brien

“Thank you so much for everything you and your team have done for us around Bridges Lane. This summer has been so different and it’s been brilliant to be able to leave Windows open!!
Just want it to stay this way.
Thank you for listening to us and working so hard to get things sorted out.
Really appreciate it
Many, many thanks.”