



**Lancashire
Constabulary**
police and communities together



European Regional
Development Fund



Neighbourhood
Renewal Unit



Burnley Community Safety Partnership
Working Together for a Safer Burnley

SPACE

The Burnley Youth Bus

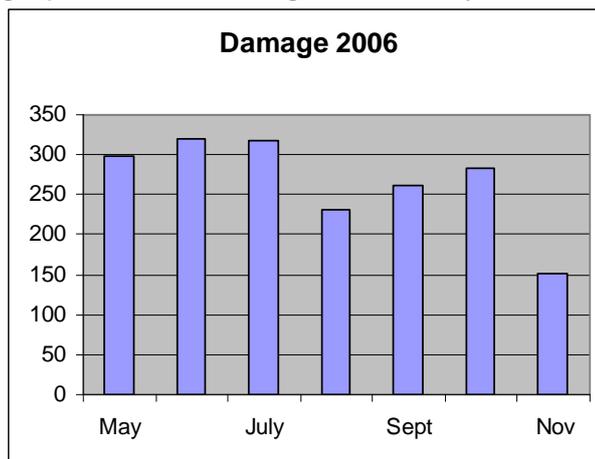


PS Claire Pearson and PS Nigel Lund

Summary

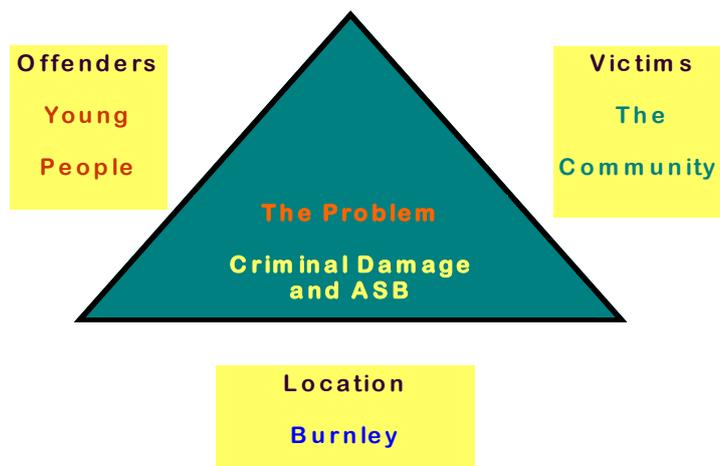
Scanning:

- 2006 saw a notable increase of criminal damage and anti-social behaviour in the Borough of Burnley. Research revealed around **40%** of these incidents were associated with young people.
- This problem was identified by analysing crime figures, resident feedback, consulting with partners and surveying young people. The graph below show figures for May- 16 Nov 2006.



'The Participation Works' carried out research with young people asking them what affects them, and what would change their behaviour. This revealed that they were bored, had low self-esteem and a lack of ambition. **73%** said that if shown respect their behaviour would change. **86%** wanted access to a facility with computers and internet in a safe environment.

Analysis:



- **Location-** This is a Borough-wide problem with hotspot areas. Previous targeting had only succeeded in displacing the problem to

other locations. Young people stated there was a lack of 'user-friendly' facilities that met their needs.

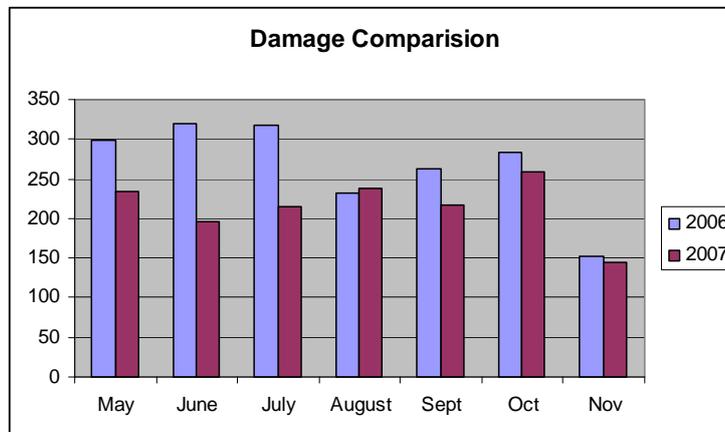
- **Victim-** The problem victimised all sectors of the community both public and private, and impacted on them through crime as well as quality of life issues.
- **Offender-** Young people, when bored drank and offended to get a 'buzz.' Their behaviour would change if provided with a facility, which catered for modern needs.

Response:

- Double-decker bus, staffed by youth workers, with intelligence-led management and deployment by MAPS, 6 evenings weekly (16:30-22:30). Facility provides a chill-out area, TV/DVD, Games consoles, Internet computers, sports facilities, and advice/support regarding social issues and concerns.
- Public and private sector partner support.
- Ongoing monitoring and evaluation of emerging trends.

Assessment:

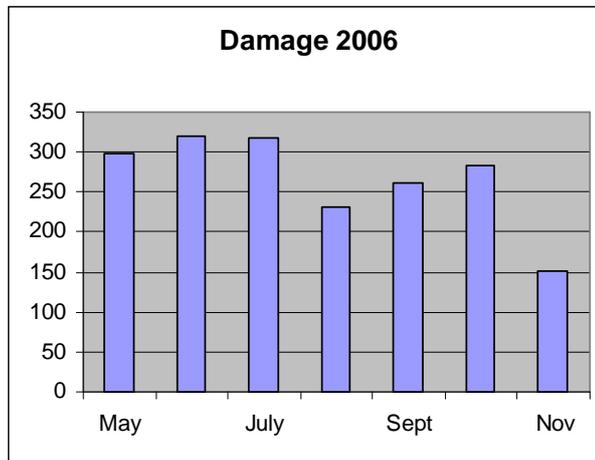
- First six months of operations have resulted in a decrease of over 700 damage and ASB incidents, including a 20.5% reduction in criminal damage. (Over 10 week period the bus operated in Burnleywood, damage was down 39% and ASB 18%)



- Positive feedback from public via media and to staff.
- Popularity of bus and improvement in behaviour in locations bus is deployed.
- Evaluation youth survey revealed 58% regularly use the bus. 30% would make no changes, 70% wanted increased deployment in their area.

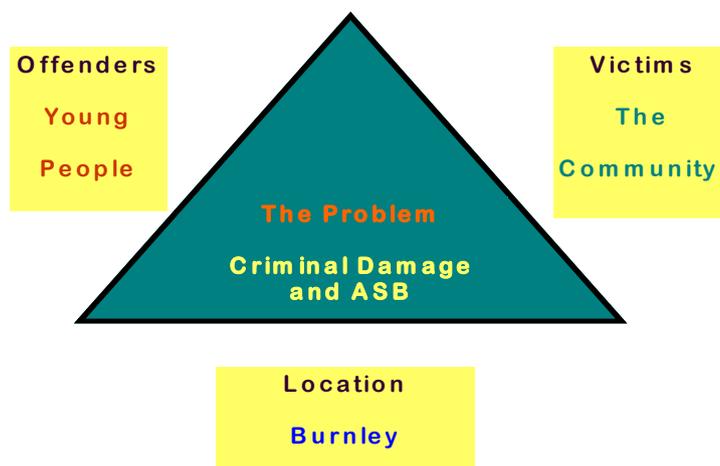
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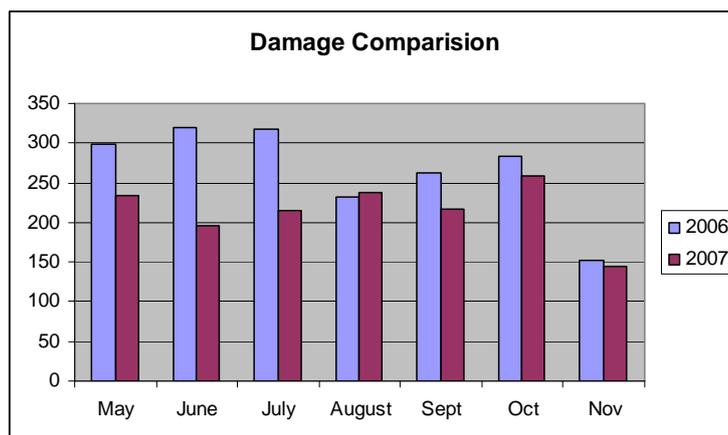
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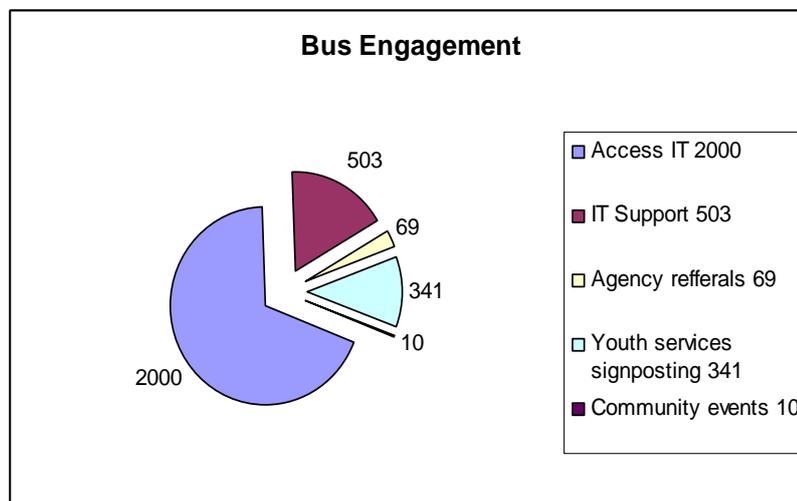
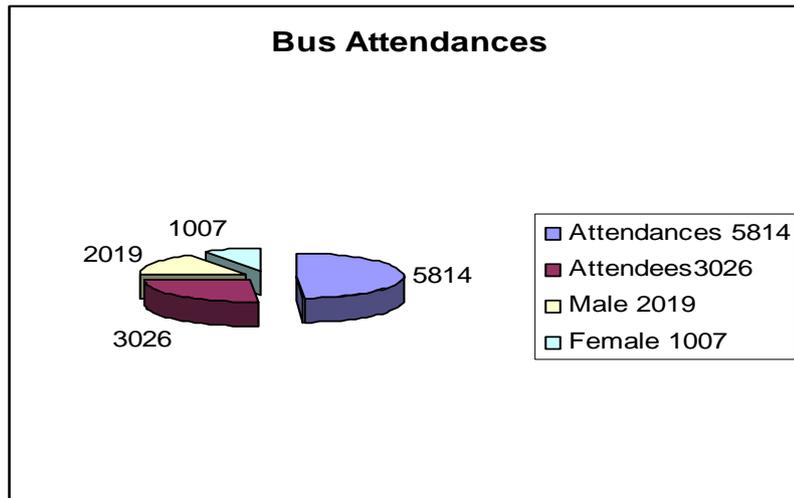
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- Main issue, availability of drivers, being addressed by partner involvement.
- Project has attracted national interest as good practice, (included in Home Office National Crime Strategy 2008-2011.)
- 'Business in the Community' pledges to fund this and an additional bus. Bid submitted for 3 years LAA funding.

Description of project

Scanning:

Between January 2006 and April 2006 Burnley experienced a steep increase in criminal offences. Due to this the Police examined crime figures and Criminal damage was identified as a key threat to both the community and the CDRP partnerships ability to achieve their PSA1 targets for the 2005-2008 Crime And Disorder strategy. Other partner agencies including the local authority, Calico Housing and other members of the CDRP delivery group were consulted in order to confirm this threat. All partners were in agreement

that there was a close relationship between offences of criminal damage and anti-social behaviour and that many of these incidents seemed to be linked by location or offender. The month of April itself saw 404 offences, which was a significant increase. The offences of damage were researched and it was clear that young people either committed or were suspected of committing 40% of these offences.

Feedback was received from residents of Burnley and local businesses that they had also noticed this increase and their concerns regarding this growing problem were raised during PACT meetings, in the local press and verbally to our community policing teams, neighborhood management teams and the local authority Anti Social Behaviour Unit. The problem was visible in the town as areas suffered from graffiti, smashed windows, broken fence panels and damage to vehicles. This visible damage was starting to breed a lack of respect for property and this damage was acting as a signal crime which was affecting peoples perceptions of their town, increasing their fear of crime and having a negative impact in pride in their local community.

Many agencies within the area of Burnley and Padiham were suffering due to this problem, as they were footing the bill for the clean up and becoming disheartened by locations becoming the subject of repeat vicimisation.

As a result of these concerns Burnley Borough Council commissioned a local organisation called 'The Participation Works' to undertake a survey of young people about their life styles, aspirations, culture, and offending behaviour. The survey consisted of around 40 questions, which was distributed to 1000 young people. The surveys were handed out in conjunction with schools, and in total 800 were completed and returned. This survey was a useful tool when examining the problem of criminal damage, as it asked the young people what affected their behaviour and what would make them change. The results of this survey showed that a significant number of young people in Burnley suffered from low self-esteem and a lack of ambition. Over $\frac{3}{4}$ of the young people surveyed said that boredom caused problems. 58% stated that they had committed a crime, and many admitted to alcohol and drug abuse and felt that this was a contributory factor. They felt that no one listened to their point of view and that no one respected them. 73% stated that if they were shown respect they would change their behaviour. There was a perception amongst young people that there was a lack of suitable modern youth facilities, which meets their specific needs in their area. They felt there was nowhere they could go to be with their friends without being chased round by the Police. Due to this many had a negative view of the police, as for many of them, their only experience of the Police was when they were challenged about their behaviour. 86% stated that they required a facility, which provided them with a safe comfortable environment with access to computers and the internet. The young people wanted a voice and to have some ownership and say in any provision of such a local youth initiative.

Analysis:

The Problem Analysis Triangle was used to identify the features of the problem and the following areas were analysed;

Location- Criminal damage was a Burnley-wide problem, with specific hotspot areas. The Borough faces a number of challenges including deprivation, social exclusion and poor health. Burnley was ranked the 21st most deprived of local authority districts in the DCLG December 2007 Index of Multiple Deprivation. There is high unemployment and these factors affect residents, sometimes manifesting themselves in low self-esteem and a lack of ambition. This often leads to drug and alcohol abuse as well as anti-social behaviour and criminal offending. Many young people suffer from such problems in their family background, and in an area where there is perceived to be few opportunities it can seem difficult for them to break this cycle. Young people told the survey that there was a lack of facilities that met their needs, in their area. This only added to their sense of frustration. Several different approaches to solve the problem of damage were tried and they included increased patrols in hotspot areas, as well as target hardening by offering crime prevention advice. The enforcement approach had no long-term effect on the problem, and in many cases just moved the problem to a new location without having any impact on the issue of facilities.

Victim- The problem victimised all sectors of the community, both public and private. Residents would suffer damage to their property, which would cost them time and money to repair. It would often create a feeling of insecurity especially amongst vulnerable residents. Local businesses would often become repeat victims of damages to their premises especially over the weekend period, and would have to invest money to improve security and sustaining their corporate image and customer numbers. Our CDRP partners were also suffering. The local Council and housing associations would often have to repair and clean up the damage caused, all at a cost. Every member of the community in Burnley was a victim as it impacted on them through crime, as well as quality of life issues. The deprivation factors outlined above, combined with the visible graffiti and damage, disassociated the community from their local area, and reinforced the negative impression they had of their town. This problem led to an overall feeling that the local community had a lack of influence or inability to impact on the problem. This in turn resulted in a reluctance to challenge inappropriate anti social behaviour in general.

Offenders- There is a whole range of offenders for the crime of damage. However we decided to focus on young people as our scanning indicated that a minority number of disaffected young people were responsible for almost half of the criminal damage offences. Due to deprivation, a lack of positive role models and the issues outlined above some young people in Burnley are raised in families that have little support or poor parenting skills. There are issues with young people truanting from schools as well as suspension and expulsion. These young people can become disaffected and have a lack of direction and quickly lose respect for other people and their property. They often have chaotic lifestyles and have no real ambition in life and their only support is the group of friends they form. Within this group young people need to feel important and involved and so become leaders or followers in

activities. Due to their perceived lack of suitable facilities in the area, these groups become bored, and to overcome this boredom they often turn to alcohol or drugs. The sight of this is alarming for some residents. When fuelled by these substances, or persuaded by their friends these young people can go on to commit offences such as criminal damage. Young people have told us that they offend for a 'buzz', to impress their peers and gain recognition and acceptance, or just for 'something to do'. Young people told us they have a lack of respect for authority and a poor relationship with the police. They believe that authority figures do not listen to them and their needs, and do not respect them; as such they will not give respect in return. The only contact many have with the police is being moved on from location to location because of complaints about their presence from the community. Young people state they are given no alternatives where they can go, and many have turned this dispersal in to a game of chase between them and the police.

Response:

Important partnerships were formed within the community, including local businesses that offered in kind support to any project that would impact on the problem. Initially the attention was focused on an individual ward area with the highest volume of damage offences. A house was identified within that area which would be rented and refurbished. This house would provide young people with the things that they had asked for in the Youth survey including a chill-out area, where they could sit in warmth and safety and meet with their friends. In this room would also be a wide screen TV and DVD, to allow them to watch films and listen to music. There would also be a room equipped with the latest computers all with internet access. Trained youth workers as well as volunteers from the community would staff the house. Finally a private chat room would be created that would offer young people the opportunity to chat to the youth workers or other professionals about personal issues that were affecting them, such as home life, drugs and alcohol, sexual health issues and education. This concept won great support with local residents who offered their services once the facility was in place. The idea was then put to other partners in the area. All the partners were excited by the idea but there was one criticism, and that was that it would only service a small area of Burnley and a limited number of individuals.

This point was taken on board and it was decided to have the capability for the facility to be mobile. The project was enhanced and developed in to a bus, which would still house all the facilities mentioned above. As such a mini bus would not have the capacity to do justice to the initiative and so we decided that the facility would be housed in a double-decked bus.

At this point partners really began to show their support. Funding was obtained from ERDF (Urban 2) and NRF, as well as from the local CDRP. Burnley and Pendle Buses sourced a reliable vehicle for us and begin the refurbishment. They agreed to store the bus at their depot and to maintain it as well as assisting with driving it to and from different locations. PC World provided technical advice on the type of equipment to use as well as agreeing

to match fund any equipment that was purchased on a buy one get one free basis. They offered a repair and replacement policy and to give placements and subsequently job opportunities to any young people who showed a particular aptitude for I.T. The Participation Works began to recruit more youth workers in order to staff the project. The Safer Travel Unit funded internal and external CCTV on the bus. The National Playbus Association provided the project with affordable motor insurance. At the same time other partners were made aware of the bus and it was explained that their input would be most welcome. We wanted the bus to be used as a vehicle for them to deliver their services from, and to signpost young people into mainstream activities.

Short term- The youth workers were deployed onto the streets whilst refurbishment was underway. They began to engage with young people and build relationships and trust amongst them. The youth workers spread the word about the proposed bus and young people voiced their approval and excitement as they looked forward to its subsequent arrival. At this time young people were encouraged to name the bus and decided upon a logo of their choice. The bus was therefore called S.P.A.C.E (Social Place for Activities, Chilling out and Enjoyment), which was the result of their combined efforts. This immediately gave the young people a degree of ownership and some affinity with the bus from the outset.

Medium term- The refurbishment of the bus took around 4 months to complete and it was launched in May 2007. The bus has all the original facilities but also includes 4 of the latest games consoles and an information zone. A team of 8 youth workers staff the bus with 3 workers on board every night. The bus is managed and deployed by Burnley MAPS (Multi Agency Problem Solving team), who facilitate projects such as this. The MAPS team meet on a daily basis and discuss emerging problems and trends. From this intelligence led approach the team decides where to deploy the bus. The bus operates 6 evenings a week between the hours of 16:30-22:30. We also have a trailer, which is filled with sports equipment. This accompanies the bus to its location most nights, and 6 sports development coaches encourage young people to take part in sporting activities of their choice. A register of attendance is kept by the staff, which also monitors which facilities are being used and how many young people are given referrals onto other agencies.

Long term- The bus can only be in one place at any one time, so the ultimate aim is to signpost young people into mainstream activities that take place at fixed locations. Many young people are either unaware of these activities or have a false perception of what the facilities offers. The bus aims to break down these barriers and so encourages the providers of these activities on board. Excellent links have been made with 'Business In The Community'. With their help we aim to improve mainstream facilities and ensure they meet the needs of the young people. They have made a commitment to assist with the funding and staffing of the existing bus and provide a second bus to, in effect, double the projects capacity to deliver its goals. This will ensure the future sustainability of the youth bus. Involvement from other agencies and volunteers will also assist with this. MAPS will continue to monitor trends and ensure that the bus moves with the times. Currently the funding for the

project restricts many potential uses for it. However over the next few months these restrictions will be lifted and we are looking at extending the hours the bus operates and even use during the day. The bus could be leased during the day by other agencies at a cost that would assist with the sustainability of the project.

This multi-agency response helps our partners in their engagement with young people and provides efficient specific support in this key area. It has enhanced partnership working in general across the Borough and helped strengthen the Community Safety Partnership's ability to deliver its crime and disorder strategy.

Assessment:

In December 2007 a review of the bus was conducted, with the following findings:

In it's first six months in operation the bus attended various locations and engaged with **3026** different young people (**2019** males & **1007** females) over **2000** of which accessed the IT facilities. **503** of these received support/tuition in ICT, **69** of them were referred to other support agencies and **341** were signposted to other youth services. During this period in total the bus has had **5814** attendees. The bus has also attended **10** community cohesion events.

The Youth Bus has allowed youth workers, the police and other agencies to visit hot spot areas and directly engage with hard to reach individuals in their own environment, providing them with a facility that would allow them to access, not only computers and the internet, but also a wide range of advice and support facilities, where young people's issues and concerns can be addressed. As a result of this there has been a noticeable reduction in incidents of Criminal Damage and Anti-Social Behaviour in the areas where the bus has been located. In total throughout the Borough of Burnley there has been a reduction of **383** damage offences (**20.5%**) and **313** incidents of ASB. Overall this has resulted in far fewer people being victimised and nearly **700** less deployments for police officers. In one area, Burnley Wood, there was a **39%** decrease in criminal damage and an **18%** decrease in ASB over the ten-week period the bus was deployed there as opposed to the previous ten weeks. Specifically on Thursday evenings ASB decreased by 12.5%. Local residents and previous complainants have been contacted and they unanimously support the bus visiting their area and have stated that there is less crime, disorder and nuisance when the bus is present. A resident writing a letter of appreciation in the local newspaper, the Burnley Express, praising the initiative, corroborated this. Resident comments included "Keeps the kids off the streets" and "My family and neighbours think it's great".

Young people have been asked to evaluate the project and a selection of their comments are as follows : -

"It's really really good"

“Something to do when we are bored”

“Stops us getting in trouble”

“Youth workers talk to us, they are sound”

“Good because we can talk to other young people and staff”

“Loads to do”

“Brilliant”

During the life of the project several issues have been identified:

- Need for qualified drivers. As this is a double-decked bus, drivers with a suitable licence are required in order to manoeuvre the vehicle around Burnley. We are working with our partners and the community to identify a long-term solution to this issue, which may involve training of youth workers or partner colleagues or utilizing volunteers with the appropriate qualifications.
- Number of youth workers on the bus at any one time. Initially we were only supplied with funding to support the cost of 2 workers per session. However due to the high demand of the project this has proved to be insufficient, and it became apparent that we needed 3 workers per night to efficiently deliver the service. As such we have obtained additional funding to facilitate this.
- Capacity. The provision of one bus only allows us to visit each Ward area once every fortnight. To effectively cover the whole Borough a second bus would be necessary. This will hopefully be addressed in the near future with ‘Business In The Community’ funding.

Members of the CDRP and other partners unanimously approve of the project and the Neighbourhood Management Team and our largest registered social landlord, Calico, are both jointly part funding a youth worker on the bus. In a letter dated 21st January 2008, Calico praised the project and assured us of their continued support, and stated, “The youth bus is a vital tool for engaging with young people across the Borough”.

As a further endorsement a Football League representative, David Edmondson, has visited the project and stated how impressed he was with its achievements. The project has furnished all the information to the football league and they are now considering the possibility of all 72 Football League clubs providing a bus in their club colours to help deliver their community programmes across the country. They are currently looking into establishing a pilot project through out Lancashire with Football Foundation funding.

Further anecdotal evidence regarding the impact of the bus includes:

- The numbers of young people using the facility each night, on average **45-50** and up to 90 at weekends.

- The fact that they are queuing up waiting for the buses arrival in some locations and that youth's are travelling to different areas in order to access the bus.
- A group of Asian and white youths who have previously been in dispute not only accessing the bus together but also playing football together alongside the Sports Development team.
- A number of Asian youths have been able to utilise IT facilities, which they state they do not have access to at their home addresses.
- A youth who stated confidentially to one of the youth workers that he had 'not been stealing for 2 days' because of having something to do on the youth bus.
- A local youth centre has had to provide an additional night's activities each week as a result of the numbers of young people attending after being signposted there by the youth bus staff.
- Youths having asked for, and subsequently receive, careers information about the construction industry from Vedas Recruitment and being offered possible placements.

On Thursday 21st February 2008 His Royal Highness, The Prince Of Wales, attended Burnley to visit the SPACE Bus. He had specifically asked to see the facility having been informed about the innovative nature of the project, the number of young people it was engaging and the successes which has been outlined above. The Prince was eager to meet the project's development team, partners, youth workers and most importantly the young people who utilise the facility. He stated to the Chair of the CDRP that he was "Very impressed".

In a letter dated 25th February 2008 his private secretary, Miss Elizabeth Buchanan wrote, "The Prince Of Wales has asked me to write and thank you most warmly for showing him your remarkable Burnley Youth Bus. His Royal Highness was hugely impressed by all that you have achieved and the bus is clearly making the whole difference to young people in Burnley. The Prince Of Wales only hopes that the continuing involvement of his charities in Burnley will enable you to expand the existing service you provide."





Michael Cunningham
Deputy Chief Constable

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22 April 2008

Rob T. Guerette, Ph.D
School of Criminal Justice
Florida International University
University Park, PCA 366B
11200 S.W. 8th Street
Miami, FL 33199

Dear Rob

The Herman Goldstein Award 2008

Pennine Division – SPACE, THE BURNLEY YOUTH BUS

I am delighted to personally endorse and forward the attached entry in respect of this year's Herman Goldstein Award.

I look forward to hearing from you in due course. Should any of the Lancashire submissions be successful in these awards I would be grateful if I am the first point of contact for the Force.

If you have any enquiries regarding this application please do not hesitate to contact my office on the telephone number shown. Alternatively, you may wish to speak with Chief Inspector Richard Blackburn, in the HQ Neighbourhood Policing Implementation Team, who is co-ordinating these competition entries on the force's behalf. Richard is available on telephone number 01772 413570.

Yours sincerely

Michael Cunningham
Deputy Chief Constable