

TILLEY AWARD 2002 NOMINATION – SUMMARY

PROJECT TITLE:- OPERATION GEMINI – STREET SAFE

1. During the latter part of 2001 published crime statistics showed that during the Financial Year 2000/01 Gloucestershire had a 17.6% increase in substantiated offences of Violent Crime compared with the year 1999/00. The increase in recorded offences in the specific category of Violence Against the Person was particularly marked with an increase of 758 offences, the overall increase in Violent Crime offences (which includes Sexual Offences and Robbery), being 855.
2. In response to this identified problem a Violent Crime Working Party comprised of operational staff working closely with support staff analysts and information officers was established. This group carried out more detailed analytical work and then went on to devise and propose an Operational Response that would lead to the increases in crime being reversed.
3. A highly detailed county-wide analysis was carried out whereby all recorded offences were analysed and broken down according to:-
 - Geographic location: /BCU/ Inspector Area/Beat
Whether the offence occurred in private or in a public place
 - Time of day / Day of week
 - Whether detected or undetected
 - + Method used
 - Method of detection
 - *Victim and* offender profiles
10. The analysis highlighted the fact that the most prevalent form of violent crime and disorder was occurring during the early evening and early hours, particularly at weekends in the urban centres of the county. This was thought to be strongly linked with the rapid growth over the last 2 years in the 'night-time economies' in and around these areas.
11. Using the information provided by the analysis the Working Group identified a number of operational and organisational initiatives which, collectively, would form the basis of the Constabulary's response to the problem. These initiatives included:-
 - The deployment of operational staff to patrol identified 'hotspots' during peak times
 - A positive policing strategy based upon early intervention and high profile policing in and around licensed premises close to hotspots
 - Additional training for officers in how to deal effectively with incidents of reported/witnessed violence as well as early intervention
 - A pro-active media campaign

- Ongoing close monitoring of recorded crimes and evaluation of operational activities and interventions.
6. Following consultation with Operational Commanders the proposed initiatives were implemented during December 2001 and have continued up to the time of preparing this paper.
 7. Analysis of recorded crimes since implementing Street Safe has shown a consistent month-by-month reduction in offences of violent crime and these reductions correlate closely with the areas and times in and at which Street Safe is taking place.

GLOUCESTERSHIRE CONSTABULARY

OPERATION GEMINI - STREETS SAFE

PROJECT DESCRIPTION

OPERATION GEMINI – STREETS SAFE

1. Background

- 1.1. During the course of 2001 regular analysis of crime statistics and performance information revealed that within the County of Gloucestershire, whilst crime levels in most Home Office classifications were either holding steady or even dropping, offences of violent crime were increasing.
- 1.2. Anecdotal evidence disclosed that amongst operational officers and BCU Command Teams concerns were growing that episodes of late-night Violence and Disorder within the three main urban centres of Gloucester, Cheltenham and Stroud were increasing and that Officers policing these areas were finding it increasingly difficult to impose their authority and prevent such offences happening.
- 1.3. Following the presentation to a group of Senior Police Officers of CCTV Camera evidence of a particularly violent late-night incident occurring within the Cheltenham Town Centre, it was decided that steps needed to be taken to identify the triggers to such violence and to adopt policing tactic and responses aimed at dealing with it.
- 1.4. In September 2001 Chief Officers tasked a group of Operational Officers and Support Staff, (The Violent Crime Working Group) with analysing what was happening around the county, identifying options, and proposing appropriate responses.

2. Objectives

- 2.1. The Group was given the following Terms of Reference:

To analyse incidents of violent crime and disorder across the County with a view to identifying patterns of offending and informing decision making

To consider the effectiveness of existing operational deployments and tactics

To identify any training needs that might lead to an improved police response

To propose changes to Operational Tactics, deployments and Training which would lead to incidents of violent crime and disorder reducing.

- 2.2. Success was to be defined as a sustained and sustainable reduction in levels of recorded crimes of Violent Crime, particularly recorded crimes of street violence.

- 2.3. At the time the project was initiated, rising levels of violent crime were seen as the single biggest area of concern amongst operational officers and the public.
- 2.4. 'Operation Gemini' is a generic term that has been associated with a range of successful, positive and pro-active policing operations carried out by Gloucestershire Constabulary over several years and is recognised by the local media and the public. For that reason the project was to be called "Operation Gemini – StreetSafe".

3. Defining the Problem

- 3.1. Detailed Crime Pattern Analysis, using recorded crime data, was carried out by members of the Headquarters Planning and Review Information Unit aimed at identifying patterns of offending and demographic information that might inform decision making over appropriate operational responses.

- 3.2. The analysis considered factors relating to:-

Geography/Location

The nature of the offence (i.e. whether it occurred in a public place or private).

Time of day and day of week the offence was committed

The method used – including the use or not of weapons

If the offence was detected then the method of detection

Victims and offenders

- 3.3. The results of the analysis were set out in a detailed report in which the findings relative to each of the various factors were described in detail, supported by twenty three tables and charts, 6 appendices and 30 maps showing the distribution of crimes across the county, by parish/ward, depending upon the time and day of the offence. A selection of these tables, charts and maps is attached at Appendix A.

- 3.4. The main findings of the analysis were as follows:-

- 3.5. During the period 2000/01 Gloucestershire experienced a 17.6% increase (+855 offences) in substantiated Violent Crime compared with the same period in 1999/2000. The greatest numerical increase was in **Violence Against the Person offences, with 758 more offences recorded in 2000/01 than 1999/00.**

- 3.6. Analysis of the six CDRPs (Crime and Disorder Reduction Partnerships) in Gloucestershire within the context of their CDRP families indicated that:

Gloucester CDRP had the highest number of Violent Crimes per 1,000 population in Family 8, and Cheltenham CDRP was 4th highest. Both had experienced a significant *percentage* increase in offences compared to 1999/00.

The remaining four Gloucestershire CDRPs were all around average for their respective Families in terms of number of Violent Crimes per 1,000 population, but had each experienced a significant *percentage* increase in offences compared with the previous year.

- 3.7. During the study period there was a total of 5,002 VAP (private and public) offences recorded in the County. 544 (11%) of these had no associated victim (e.g. 155 Possession of Weapon offences). 25% had been tagged as Domestic Violence and 3% as Racially Motivated. 3,798 (75.9%) had been detected, of which half resulted in a Charge/Summons and over a third were detected by 'Other' means.
- 3.8. VAP offences were divided into those occurring in public or private. The majority (68.8%) occurred in public. Only 6.9% of the Public Place VAP offences were tagged as Domestic Violence, compared to 65.4% of VAP offences occurring in private.
- 3.9. During the study period there was a total of 3,443 Public Place VAP offences recorded in the County. 529 (15%) had no associated victim. 6.9% had been tagged as Domestic Violence and 4% as Racially Motivated. 2,476 (71.9%) had been detected, of which 51% resulted in a Charge/Summons and just under a third were detected by 'Other' means.
- 3.10. Public Place VAP offences were concentrated in the central areas of Cheltenham and Gloucester, with peaks on Friday and Saturday nights. Cheltenham town centre had a greater number of offences than Gloucester city centre on a Saturday night. Gloucester city centre had more offences than Cheltenham town centre at other times of the week. Stroud also had a weekend peak in offences, which is particularly marked on a Saturday night. Cirencester had a slight peak on Friday night, but relatively few offences on Saturday night.
- 3.11. 58% of Public Place VAP offences took place in the street. 16% occurred in Sports and Leisure facilities (including licensed premises).
- 3.12. 67.3% of Public Place VAP victims were male, and 32.7% were female, compared to 67% female and 33% male for Private Place VAP offences. Compared to the demographic profile of the County, people were at greater risk than would be expected of becoming a victim when aged 10-34 years, but at a much lower risk when aged 45 years or more.
- 3.13. The majority (87%) of victims of Public Place VAP offences were targeted in their Division of residence. This was lower in Cheltenham & Tewkesbury Division (84%) than in Forest & Gloucester Division (90%). In total, 162 victims (5.5%) came from outside the County.
- 3.14. The majority of Public Place VAP offences resulted in slight (71%) or no (22.7%) injury.

- 3.15. 10.4% of victims of Public Place VAP offences had been the victim of a previous Public Place VAP offence in the past 12 months.
- 3.16. 78.5% of Public Place VAP detected offenders were male, and 21.5% were female. 79% were aged between 10 and 34 years.
- 3.17. The majority (89%) of detected offenders of Public Place VAP offences had committed their offence in their Division of residence. This was lower for offenders in Cheltenham & Tewkesbury Division (87%) than in Forest & Gloucester Division (92%).
- 3.18. 27.7% of offenders detected for a Public Place VAP offence had been detected for a previous Public Place VAP offence in the past 12 months.
- 3.19. Of the 3,443 Public Place VAP offences recorded during the study period, 1,962 (57%) had both one or more associated victim and one or more associated offender. Analysis of these 'relationships' revealed that 59% were between male victims and male offenders. With regard to age, the general pattern was for offenders to target victims of a similar age. 17.6% of events were between a victim and offender aged 10-17 years.
- 3.20. The analysis led to the problem being described in a SARA-Based Methodology/Action Plan document produced by the Working Party in the following terms:-

"...the most prevalent form of crime and disorder occurs during the evening and early hours, particularly at weekends, in the urban centres of the county. In common with other parts of the country the area is experiencing an increase in demand from a growing night time economy."

4. Planning the Response

- 4.1. In light of the analysis Operational Officers and Managers were consulted to identify options for responding to the problem. As indicated by the analysis it was decided relatively early that the response to the problem should focus on ensuring that the deployment of operational officers during the evening and early morning weekend hours was undertaken and managed in a way that would ensure that officers could take, *and be seen by the public to be taking a* robust and positive approach to preventing, dealing with and investigating incidents of street violence and disorder.
- 4.2. As a result of feedback from operational staff the Working Group recognised the importance of leadership in helping to demonstrate and engender the right levels of commitment to and from operational staff.

- 4.3. For this reason a presentation was made to the Force Senior Officer Conference in November 2001 when BCU Commanders and Department Heads were presented with the results of the analysis and debate ensued over possible operational responses and other practical matters.
- 4.4. Following this consultation and debate the Working Party formally proposed, via a paper submitted to the Force's Chief Officers a 'Strategic Approach' that would form the basis of the Constabulary's response to the problem. A copy of the 'Strategic Approach' is attached at Appendix B. The proposal was supported by an Action Plan which set out the detail of how, when and where staff were to be deployed; and dealt with other practical issues such as briefing, monitoring arrangements and prisoner processing. The proposal was approved for implementation with the intention that it should run for an initial period of 12 months following which the Analysis would be repeated to assess its longer term effectiveness.

5. Implementing the Response

- 5.1. On 3rd December 2001 an Operational Order was circulated around the force implementing the agreed response (Appendix C) and Street-Safe patrols commenced with effect from 7th December.
- 5.2. A key part of the response lay in ensuring that Operational Staff to be deployed as part of Street-Safe were not abstracted to deal with other incidents and were 'ring-fenced' to ensure that they were able to operate as pro-active teams of officers who could combine high-profile patrol around identified hot-spots with early response and robust intervention where appropriate.
- 5.3. To this end all operational managers and supervisors, as well as Control Room staff were briefed regarding the aims of Street-Safe and emphasis was placed on ensuring that Street-Safe teams were provided with up-to-date briefings at the commencement of their shifts.
- 5.4. Arrangements were also made to ensure that Senior Officers demonstrated their personal commitment and support for the initiative. Duty Superintendents worked evening shifts on Fridays and Saturdays charged with acting in a co-ordinating capacity, ensuring that staff were deployed as intended and monitoring the implementation of the initiative. Early feedback from staff indicated that this participation by Senior Officers was appreciated by Operational Officers and played a valuable part in helping to ensure that the initiative was properly implemented during the early part of its existence.
- 5.5. Operation Gemini – Street-Safe continues to run within the County.

6. Assessment

- 6.1. A formal assessment of the longer terms effects of Operation Gemini – Street-Safe is not due to take place until October 2002.
- 6.2. However early monitoring, (which does form part of the initiative) has demonstrated that coinciding with the implementation of Street-Safe in December 2001 recorded offences of Violence Against the Person began to drop immediately. In fact it was noted that levels of recorded crime had already begun to drop during the weeks leading up to implementation and this is thought to reflect increasing focus in this area by BCU Command Teams as a direct result of the consultation and briefings which preceded implementation.
- 6.3. During each of the months December 2001 - March 2002 recorded offences of Violence Against the Person have dropped by an average of 3.9% on the previous year.
- 6.4. For the period April 2001 – March 2002 recorded offences of Violence Against the Person had reduced by 240, (:4.9%) across the County as a whole. This represents a significant reversal of the trend which gave rise to the initiative as described at paragraph 3.5 (above). The reductions are most marked in the urban centres of Gloucester and Cheltenham which were identified in the initial analysis as the areas where the previous increases were most marked. These are also the areas where the deployment of Operational Staff operating under the Street-Safe initiative have been most carefully maintained.

7. Conclusion

- 7.1. Given the reductions in crime that can be seen to have taken place since the commencement of Street-Safe the conclusion can be drawn that to date Operation Gemini – Street-Safe represents a successful example of Problem-Solving at work within a key Crime Area.

8. Street-Safe in Context - A systematic approach to Crime Reduction in Gloucestershire

- 8.1. Whilst it is possible to view Street-Safe as an initiative which stands on its own, it does in fact reflect a wider, more systematic, approach to Crime Reduction within Gloucestershire. Following the early success of Street-Safe similar approaches are now being adopted to deal with offences of Burglary, (Home-Safe); Vehicle-Related Crime (Car-Safe); Misuse of Drugs, (Drug-Safe); and Dangerous/Careless Driving, (Road-Safe).

8.2. Analysis, similar to that that underpinned Street-Safe, is underway in respect of these other target areas and will be *used* to inform the process of Problem Solving and the identification of appropriate Operational Responses.

APPENDIX A

SAMPLE TABLES AND CHARTS

**Table 1. Gloucestershire Constabulary, Number of Recorded Violent Crimes
2000101 Financial Year and 1999100 Financial Year**

	2000101 FY	1999100 FY	Numerical Change	Percentage Change
Violence against the Person	4,998	4,240	758	17.9%
Sexual Offences	348	323	25	7.7%
Robbery	363	291	72	24.7%
Violence	7091	45	~	6%

**Table 2. Gloucestershire Constabulary, Violence against the Person, Events with
no associated victims, October 2000 to September 2001**

H.O. Category	H.O. Class	Classification Description	Number Recorded Oct 00 – Sep 01
8C	125/12	Harassment, alarm or distress	270
8B	008111	Possession of offensive weapon	97
8B	008126	Having an article with a blade or point in a public place	52
104	104/33	Resisting or obstructing constable in the execution of his duty	51
8C	125/11	Fear or provocation of violence	43
BC	125/09	Causing intentional harassment, alarm or distress	10
BE	125/58	Racially aggravated harassment, alarm or distress	5
5	005/11	Causing danger to road-users	3
8B	006/23	Possessing firearm or imitation firearm with intent to cause fear or violence	3
5	005/14	Possession of firearm – group 1 weapon	2
8B	008113	Possessing a firearm or imitation firearm while committing or being arrested for specified offences	2
105A	105/03	Assault on person assisting a constable	2
	003/01	Threats to kill	1
	008/27	Having an article with a blade or point on school premises	1
	008/32	Breach of anti-social behaviour order	1
105A	105/01	Common assault and battery	1
Total			544

Table 3. Gloucestershire Constabulary, Number of recorded Violence against the Person crimes by Home Office Category, October 2000-September 2001

W.O. Category	Category Description	Number Recorded Oct 00 — Sep 01
08A	Other Wounding	1,726
105A	Common Assault	1,709
08C	Harassment	706
104	Assault on a Constable	245
08B	Possession of Weapons	166
5	Wounding or Other act endangering Life	139
3	Threat or Conspiracy to Murder	136
08E	Racially Aggravated Harassment	95
105B	Racially Aggravated Common Assault	19
11	Cruelty to or Neglect of Children	17
08D	Racially Aggravated Other Wounding	17
13	Child Abduction	12
4.4	Causing Death by Dangerous Driving	7
1	Murder	5
2	Attempted Murder	3
!TOTAL VIOLENCE AGAINST THE: PERSON		8,002

Table 8. Gloucestershire Constabulary, Scene type of Violence against the Person offences, by Home Office Category, October 2000-September 2001

H.O. Cat.	Category Description	No. of VAP Crimes occurring in:			% crimes occurring in public
		Private Place	Public Place	Total	
BA	Other Wounding	582	1,144	1,726	66.3%
105A	Common Assault	610	1,099	1,709	64.3%
BC	Harassment	161	545	706	77.2%
104	Assault on a constable	35	210	245	B5.7%
8B	Possession of a weapon	5	161	166	97.0%
5	Wounding or other act endangering life	37	102	139	73.4%
3	Threat or conspiracy to murder	76	60	1.36	44.1%
BE	Racially Aggravated Harassment	21	74	95	77.9%
1058	Racially Aggravated Common Assault	3	16	19	84.2%
11	Cruelty to Children	16	1	17	5.9%
BD	Racially Aggravated Other wounding	3	14	17	82.4%
13	Child Abduction	4	8	12	66.7%
4.4	Death by Dangerous driving	0	7	7	100%
1	Murder	4	1	5	20.0%
2	Attempted Murder	2	1	3	33.3%
TOTAL !VIOLENCE AG dtINST THE PERSON		1,559	3,4431	-5,002	68:8%

Table 10. Gloucestershire Constabulary, Use of Weapons in Violence against the Person Crime Occurring in Public Places, October 2000 to September 2001

	Weapon type	No. Public Crimes	% of Public Crime with weapons	% of all Public Crime
Weapon Used	Axe	1	0.7%	0.03%
	Baseball Bat	12	8.8%	0.3%
	Blunt Instrument	10	7.4%	0.3%
	Bottle/glass	33	24.3%	1.0%
	Firearm	43	31.6%	1.2%
	Hammer	1	0.7%	0.03%
	Knife	30	22.1%	0.9%
	Knuckle Duster	1	0.7%	0.03%
	Rope/Chain	1	0.7%	0.03%
	Sharp Instrument	2	1.5%	0.06%
	Stone/Brick	1	0.7%	0.03%
	Vehicle	1	0.7%	0.03%
TOTAL Weapons Used ,		136	100%	4.0%
Weapons Not Used		3,307		96.0%
PUBLIC PLACE VAP TOTAL;		3,443		100%

Table 11. Gloucestershire Constabulary, Public Place VAP, Distribution by Inspector Neighbourhood Area, October 2000 to September 2001

INA	INA code	Number of Public Place VAP offences	% of County Total
Gloucester City Centre	B1	583	16.9%
Cheltenham Town Centre	A2	474	13.8%
Barton Street	B2	253	7.3%
Stroud East	C4	223	6.5%
Leckhampton	A4	215	6.2%
Whaddon	A1	202	5.9%
Gloucester South	B3	201	5.8%
Forest North	B5	182	5.3%
Forest South	B6	153	4.4%
Tewkesbury	A5	138	4.0%
Hester's Way	A3	125	3.6%
Dursley	C6	116	3.4%
Cheltenham Road East	A6	110	3.2%
Hucclecote	B4	106	3.1%
Stroud West	C5	104	3.0%
Cirencester	C3	103	3.0%
Cotswold South	C2	83	2.4%
Cotswold North	C1	72	2.1%
Division,			36%
Division,			42%
Division,			20%
County Total		3,443	100%