

Lancashire Constabulary

**THE  
TOWER  
PROJECT**

*Crime & Disorder Reduction  
Category*

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# The Tower Project



Submission for the Tilley Award 2002

Category; Crime Reduction

Home office priority areas: Robbery, Domestic Burglary,  
Vehicle Crime,  
and Street Robbery

Name of Force: Lancashire Constabulary

Name of endorsing Chief Officer: Deputy Chief Constable Paul Stephenson

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## **Executive Summary**

The crime rate in Blackpool increased significantly over 2001. Research showed the rate of criminality of a few drug dependent offenders has increased due to increased use of crack cocaine augmenting their heroin habit. The Tower Project is a coercive persistent offender targeting initiative aimed at reducing their criminality and drug use by 30%. There has been a large waiting list in Blackpool for drug treatment and persistent offenders found themselves excluded from many mainstream services due to their erratic behaviour. They are trapped in a cycle of offending, drug taking and prison.

Probation, Crown Prosecution Service and police staff, work together at the police station and a drug worker and medical practitioner are based at the community drug treatment centre. Housing, Benefit Agencies, and voluntary agencies support the project. Fifty targets are identified based upon a computer matrix of their offending rates and the professional judgement of staff. This evidenced matrix supports organisations to share information under the Crime and Disorder Act and is weighted to prioritise offenders who commit robbery, house burglary and vehicle crime.

The project provides immediate access to drug treatment and other support making it clear that failure to co-operate and evidence of drug taking and criminality will leave them liable to police targeting. Targets are tested weekly and where appropriate daily supervised consumption of their medication is used. Where suitable mainstream rehabilitation, detoxification and day care services are accessed.

The project has no powers or supporting legislation and the co-operation of the targets is purely voluntary. The project works with targets both inside as well as outside prison. It links in with the CARAT drug treatment scheme to encourage persistent offenders to make best use of the rehabilitation support in prison. They receive multi agency pre-release support over the last six months of their sentence.

It supports the CPS with balanced reports on bail/ remand applications and ensures that persistent offenders are targeted through the courts. Project staff supports the National Probation Service with balanced information for pre sentence reports, prison licences and other orders.

The project has been operational since 1<sup>st</sup> January 2002 and over the first 4 months the crime reduction results compared to last year have been dramatic. Thirty-five targets have been recruited whose cost of criminality was estimated at between £25,000 and £40,000 per week. All but two are co-operating to some degree. House burglaries have reduced by 42%, theft from vehicles by 30% and all crime by 18%. A large amount of these reductions are directly linked to the Tower Project.

## Scanning

### Crime trends in Blackpool

In Western Division over the calendar year of 2001 recorded crime increased by 29% and house burglaries by 34%. A few persistent offenders commit a lot of crime and indeed last year one offender admitted 57 burglaries in dwellings in a drug induced crime spree over just a few months. A series tried and tested policing operations refined over the last four years had helped to reduce crime especially burglary and car crime. The operations centred on daily briefings, high visibility patrolling, surveillance and targeted disruption of specific offenders and thorough daily investigation of reported offences. The 2001 operations followed this methodology yet crime increased.

### Drugs Supply Operations and Intelligence Gathering

A covert undercover police operation aimed at identifying the clear picture of illegal drug use and supply across the Division and convicting the main suppliers. It demonstrated there was overt on street drug dealing in Blackpool, that drugs could be readily purchased without prior introductions and that the use crack cocaine had increased.

### Blackpool Drug Treatment Situation in 2001

Blackpool has recently developed its own Drug Action Team and appointed a co-ordinator. In the early months of 2001 there were several hundred people on a waiting list for drug treatment and the waiting time was up to 18 months. There was only a few general practitioners providing shared care in Blackpool. Most of our top 100 persistent criminals' motive for offending was their drug addiction and due to their chaotic lifestyle they received little if any treatment.

### National Picture Drugs and Crime

Sixty one percent of prisoners test positively for illegal drugs at some stage of their sentence and the estimated required income for heroin and crack cocaine misusers is £10,000 to £20,000 per year. There is help for drug dependent criminals but it is spasmodic and in most cases optional. Several of our persistent offenders choose to take advantage of the many rehabilitation and development opportunities in prison but sadly some do not and continue their drug use in prison.

### Housing and Benefits

There is little help for persistent criminals on immediate release from prison unless they are subject to probation support if their sentence exceeds 12 months and they are released on prison licence. With the introduction of fast tracking of cases through the Magistrates Courts many target offenders are now sentenced to less than 12 months and leave prison without probation support. They have great difficulty obtaining accommodation and benefits. Indeed a lot of police and partnership activity was aimed at evicting them from their residence thus increasing the risk of their re-offending.

### Heroin

Heroin has historically in Blackpool been the preferred street level hard drug. It causes sleepiness and a sense of well being. Heroin users in Blackpool both smoke and inject the drug and the reports on their cost vary from an occasional £10 bag to more than a hundred pounds per person per day. The average price of a wrap of heroin is currently between £10 and £15, which has not increased over the last 2 years.

### Arrest Referral Scheme

There has been an arrest referral scheme at Blackpool for the last two years. This has been successfully referring customers to a drug treatment worker but the attendance rate was about 60%. The priority of the drug treatment for each customer is based on medical need or simple waiting lists rather than the degree of offending of the client.

*One Target said "1 commit vehicle crime for two reasons. If I get away with it I get money to spend on drugs. If I get arrested I get to see a **doctor** in the cells and my solicitor will probably get me out on bail because it is only car crime"*

### Crack Cocaine

Users of crack cocaine are often addicted to heroin, and there is a local culture where dealers offer a 'wrap" of heroin and a "rock" of crack. Crack cocaine itself is not physically addictive but highly addictive psychologically. Continued use of crack results in a very deep low leading to feelings of depression and to control this users often use heroin. Smoking crack makes the abuser feel the effects for 10-15 minutes. This causes the user to vastly increase the cost of their drug use due to its quick but short lasting effect. The cost of a rock of crack cocaine in Blackpool is averaging £15-20 (typically 0.1 gram) that has reduced by a third over the last 2 years.

### Drug Use in Blackpool

Local intelligence indicates there has been a significant increase in the use of crack cocaine over the last 3 years. Heroin abuse on the other hand appears to be remaining at a fairly constant rate. Using the measure of identifying persistent offenders as 6 or more previous convictions in a year there are in excess of 250 persistent offenders. The majority of these are illegal drug users. Blackpool also has the fifth highest drug related deaths per year in the country. All the targets recruited on the scheme know friends who have died of drug-related causes and some fear they will go the same way.

There has been a large increase in the number of seizures of crack over the last three years.

| Period             | CRACK    |              | HEROIN   |              |
|--------------------|----------|--------------|----------|--------------|
|                    | Seizures | Intelligence | Seizures | Intelligence |
| 101104198-31103199 | 2        | 132          | 76       | 1569         |
| 01!04199-31/031DU  | 2        | 208          | 70       | 1879         |
| 011041-31103101    | 6        | 234          | 68       | 1 507        |
| 01104101.26111101  | 38       | 319          | 106      | 735          |

### Why this project?

The increase in crime in the priority areas of robbery burglary and vehicle crime was the division's highest priority. The police crime figures, intelligence sources, drug treatment providers, probation and housing and benefits agency all contributed to identifying the problem and proposing solutions. There was a gap in the market in that persistent offenders criminality had increased due to crack cocaine use and there was little prioritised treatment and targeting of them.

*The girlfriend of a criminal who is trying to give up drugs said about him "He used to bring in £300 a day and OK he shot £200 in his arm but he used to give me £100. Now I get £50 a week benefit and he is miserable to live with. What are you going to do"?*

## **Analysis**

Why the crime increased yet the proven tactics and strategies were being delivered. Extensive analysis was carried out with the following findings:

### **Criminal Justice System**

As a result of policing operations some criminals have altered their offending behaviour but their continued drug use means they have to continue to commit crime. For example offenders delay their offending until after curfew checks or hide property to be collected later to avoid arrest on stop and searches. Implementation of the fast tracking of offenders through the courts resulted in earlier releases from prison and less time spent on remand prior to conviction.

The police's weakest area of performance has been the post charge preparation for court proceedings especially as the Glidewell recommendations on the Crown Prosecution Service and the police have not yet been fully implemented locally. There is no targeting or prioritisation after charging the offenders. These offenders continued to offend whilst on bail.

*One Target said, "Because of my record I haven't been bailed since the early nineties. I commit hotel theft and I know within minutes if the detective has enough evidence to charge me. If I plead guilty at court next morning and ask to be dealt with, I will get four months and only serve two. I used to spend a minimum of six months on remand."*

### **Prison, Probation and the Police**

More people are in prison than ever before with the prison population topping 70,000 in early March 2002. There are generally good informal relationships with these key partners but there is on the whole a lack of co-ordination between the three. Often police officers are only aware of the release of a target criminal when they are seen walking down the street and probation receive little feedback on crime trends from the police.

The National Probation Service will share information under the context of public protection panels and other procedures such as the Crime and Disorder Act. There is no formalised persistent offender pre-release programme that involves Housing, DSS, police, probation, prisons and drug treatment workers. To date the police have solely been involved in enforcement schemes and simply blamed other agencies for allowing criminals to be released on bail or not treated for their addiction.

### **Drug Treatment**

Locally there were too many people on waiting lists for drug treatment and the average time on the waiting list was too long. If a chaotic drug user is referred to a waiting list he is in reality referred to crime. The local drug treatment field is working hard to reduce this list. The treatment however is not prioritised to those people who are committing a large amount of crime to feed their habit.

There is little exchange of information between the drug providers in the community, the prisons, the probation service and the police. All this and the lack of 'shared care' leads us to the position where the chaotic drug addicted persistent offenders find themselves excluded from mainstream services such as doctors, DSS, and rehabilitation. They are trapped in this spiral of offending and often a condition of entry in to rehabilitation is for the patient to have remained drug free after a short period of release from prison.

*On release from court after a short sentence during which he became drug free one offender said to the Tower staff, "I've no where to live, no benefits I can't even buy a Mars Bar. The only thing I can get for free is a solicitor to get me out, and a bag of heroin within 100 yards of this police station. I'm sorely tempted to have a bag"*

### **Crime Patterns**

From 1<sup>st</sup> January 2001 to 31<sup>st</sup> December 2001 compared to the previous year Western Division suffered the following crime increases:

|                                | 2000          | 2001          | %increase |
|--------------------------------|---------------|---------------|-----------|
| All crime                      | <b>19,436</b> | <b>25,254</b> | 29.9%     |
| Domestic Burglary              | 1,860         | 2,498         | 34.3%     |
| Burglary other than a dwelling | 1,898         | 2,085         | 9.9%      |
| Robbery                        | 288           | 478           | 66.0%     |
| Theft from Person              | 415           | 691           | 66.5%     |
| Stealing of Motor Vehicles     | 1,025         | 1,300         | 26.8%     |
| Stealing from Motor Vehicles   | 1,977         | 2,318         | 17.2%     |

This has coincided with improved positive crime recording practices so that recorded crime will be more closely aligned to the British Crime Survey. Research shows these crime increases specifically for burglary and autocrime are largely genuine increases rather than recording issues. Analysis showed that the following percentage of the increases were due to positive recording issues.

|                   |                       |
|-------------------|-----------------------|
| All crime         | 26 % of the increase  |
| Autocrime         | 2.0 % of the increase |
| Domestic Burglary | 4.8 % of the increase |
| Robbery           | 52 % of the increase  |

### **Conclusion**

There has been a definite rise in crime across the Division and as a Force we have suffered the ninth largest increase in street robbery in the country. Yet this is against a backdrop of an effective hardworking staff that has recently been commended for their good work on an inspection by Her Majesties Inspector of Constabulary.

The conclusion of the Division is that the major influence on these figures has been the increased use of crack cocaine supplementing the heroin use leading to the increased offending rate of our drug dependent offenders who are not on the whole receiving treatment for their drug use.

## **Response**

The Tower Project is a multi agency coercive crime reduction initiative. The most persistent offenders are identified by a matrix of measures of their offending over the last three years and the professional judgement of staff. Up to fifty targets are inducted on to the scheme who will not leave unless they are fully rehabilitated. They can receive treatment and help or if there is evidence of offending face targeting with traditional policing methods of disruption and surveillance.

### **Tower Project Management Team**

(Reports to the Blackpool Community Safety Partnership)

Drug Action Team Co-ordinator

Probation Service Manager

Police Inspector Multi Agency Problem Solving Team

Blackpool Borough Council Finance Manager

### **The Tower Team**

Detective sergeant and police constable

Crown Prosecution Service caseworker

Probation service worker all based at Blackpool Central Police Station.

Drug Worker and a Medical Practitioner based at the local Community Drug Team.

### **Aim Over the Duration of Project**

30% Reduction in offending rate of targets

30% Reduction in cost of criminality of targets

30% Reduction in illegal drug use of targets

30% Reduction in the average cost of drug use of targets

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### **Measuring Performance**

The project utilises other nationally recognised self-reporting systems to accurately measure offending rates, costs of criminality and illegal drug use. This system will ensure that the performance can be compared against other projects. A police sergeant is seconded to the project every three months to assess the effectiveness of the project and link the Division's performance to the Tower Project

### **Review and Assessment**

A review of all targeted offenders will take place monthly and every three months a full review of each individuals offending and drug use takes place to enable the team to link the effect of the Tower Project to any changes in overall criminality in Blackpool.

### **Target Selection**

The targets must fulfil the following criteria.

- They must be a resident of Blackpool
- They must have committed crime in Blackpool
- They must have committed burglary, autocrime or robberies
- Their motive for their criminality must be their addiction to hard drugs
- They must be due for release from prison at least in the next 6 months
- The targets willingness to take up the scheme may well be a contributing factor



## **Co-ordinating the Targets**

### **a) Identify target criminals pre-release plans with Probation Service**

Identify the Divisions top 100 targets sentenced to more than 12 months imprisonment

Develop 6-month and 3 month pre-release plans

Encourage voluntary drug testing and treatment in prison

Link the CARAT scheme, Probation Resettlement Team and the Tower Project.

Plans will include medical treatment, rehabilitation, drug support, housing and DSS

Prepare targets for release from prison

### **b) Prison and pre-release**

Encourage voluntary co-operation with drug testing in prison

Encourage voluntary co-operation with drug treatment schemes in prison

Develop pre-release plans for all the persistent offenders irrespective if they are entitled to probation support

Arrange access to other agencies upon release E.g. Housing, DSS etc.

Enforce conditions and revocation of prison license, probation order or DTTO

### **c) Community Support**

Access other agencies E.g. Housing, DSS, Community Care Grants etc.

Negotiate access to and co-operation with drug rehabilitation programmes

Negotiate access to and co-operation with prescribed medication programmes

Preparation and maintenance of offender profiles

Support probation service with Home Detention Curfews

### **d) Surveillance and Disruption**

Evidence any failure to co-operate with the scheme

Support Probation service with preparation of pre-sentence reports

Link with CPS re suitable bail conditions

Co-ordinate bail condition enforcement

Track offenders through the Criminal Justice System

Support custody remand applications

Direct proactive police resources via daily briefings

### **Rehabilitation and Medical Treatment**

Co-ordinate the drug treatment of the targeted offenders

Link all relevant drug and voluntary agencies to support the rehabilitating ex-offender

Encourage voluntary co-operation with drug testing

Provide comprehensive drug assessments

Consider supervised medication consumption where necessary

Access general medical practitioner services

Procure where appropriate rehabilitation treatment for targets

Procure where appropriate detoxification treatment for targets

### **Marketing and Confidentiality**

The Tower Project has been fully marketed within the partnership organisations but has not been externally marketed to prevent an influx of offenders into the area or to disrupt the other drug services. Staff will only speak to targets that are in custody after they have been charged, cautioned or released and does not interfere with any investigation other than provide balanced reports to support remand applications.

The drug treatment worker does not ask the target about his or her criminality and simply feeds back to the scheme whether the target attended the meetings and the results of their drug tests.

### **Powers and Processes**

The Tower Project staff will liaise with the relevant probation worker to support them with evidence for pre-sentence reports, probation service orders and prison licenses. The project has no powers to revoke any of these and will simply support the National Probation Service Lancashire and current processes.

### **Drug Treatment Testing Orders (DTTOs)**

The Tower Project will work closely with the National Probation Service Lancashire and drug workers to ensure that there is not duplication of workload with any targets who are subject to DTTOs. The Probation Worker will contact Tower if the target fails the OTTO and the order is to be revoked. If a DTTO has been revoked the Tower Project should not be used as an alternative to prison.

### **Pre-Sentence report**

The Tower Project assists The National Probation Service Lancashire in the provision of information for pre-sentence reports by providing accurate and balanced evidence of their degree of co-operation with the project. The content of the reports and what happens to them are obviously the sole responsibility of the National Probation Service Lancashire.

### **Bail and Remand Applications**

The Tower Project assists the Crown Prosecution Service and investigating officers in the preparation of information for bail applications providing accurate and balanced evidence of their degree of co-operation with the project.

### **Medical Services**

The services of a drug treatment specialist medical practitioner has been obtained to provide a weekly service including substitute prescribing by the doctor and the drug treatment worker to up to twenty persistent offenders as referred by the persistent offender coordinators.

*On inspection of an address that was being proffered at court by a solicitor on behalf of a target, raw sewage was found seeping through the floorboards of the bathroom. The target said 'I wasn't going to live there it was just for bail'*

## **Assessment**

Over the duration of the project between 1<sup>st</sup> January 2002 and 30<sup>th</sup> April 2002 the following improvement in the division's performance has been achieved.

| Offence                                   | 2001 | 2002 | Difference | Percentage Decrease |
|---|------|------|------------|---------------------|
| Aggravated I Burglary in Dwelling         | 881  | 505  | -376       | -42.7%              |
| Aggravated I Burglary other than dwelling | 761  | 525  | -236       | -31.0%              |
| Robberies Business Property               | 19   | 13   | -6         | -31.6%              |
| Robberies Personal Property               | 127  | 124  | -3         | -2.4%               |
| Theft From the Person                     | 170  | 156  | -14        | -8.2%               |
| Theft from Vehicle                        | 742  | 516  | -226       | -30.5%              |
| Stealing motor vehicles or UTMV           | 445  | 333  | -112       | -25.2%              |
| All Crime                                 | 8428 | 6899 | -1529      | -18.1%              |

The change in performance has been consistent over the last four months and has continued up to press through May and is at odds with the current trends in surrounding divisions( See Appendix 2). There are several factors that have produced this sustained turn around in performance such as, daily police targeting of offenders; thorough daily investigation of offences; improved crime management; a force wide crime reduction operation and the increased numbers of officers with the introduction of the highly effective uniform proactive crime fighting fund officers.

During the first four months of the project the following general findings were made:

### **Induction on to the Scheme**

Thirty-five targets have been contacted  
 Two are currently totally refusing help  
 All others accept they should be targeted  
 Almost all targets want help and support  
 Most targets are in their late 20s early 30s  
 Most fear they will die from drugs  
 All have friends who have died from drugs  
 The youngest is 21 but he has been addicted since he was 10  
 Most had initial concerns about being tricked and prosecuted for previous offending  
 Most had initial concerns that it was an 'informants club'  
 Most eventually recommend the scheme to other targets  
 Some targets girlfriends have been inducted with mixed results  
 Most targets will only keep appointments when they are prescribed medication  
 Afternoon appointments are attended more than morning ones

### **Drug Use**

Most are still testing positive to illegal drug use  
 It is difficult for those addicted to a cocktail of drugs to become clean in the community  
 Most are going through cycles of success and failure  
 Only some are really committed to changing their lifestyle  
 Some are paying the project lip service  
 Some have used prison as a means to become drug free  
 Most are reporting reduced illegal drug taking  
 Most are showing signs of improved health

Most have medical difficulties associated to their drug use  
Most are now accessing main stream medical help some for the first time in years  
All are now receiving their DSS benefits for which they are entitled  
Most are now on a programme of prescribed drug treatment  
One persistent offender has spent 12 weeks in a rehabilitation programme  
One offender was placed on the Princes Trust Project for two weeks  
Three offenders are due to access rehabilitation programmes  
94% attendance for drug treatment

### **Offending**

Most are reporting reduced but continued offending  
Most state they will not commit dwelling burglaries because of the 'three strikes rule'  
Some indicate their offending has reduced and moved to shoplifting  
They can realise a larger profit from shoplifting to order  
Twelve are now in prison  
Most are now obtaining drug treatment and support in prison

### **Other Issues**

Processes with key partners have improved  
The project is proving to be very labour intensive  
It allows the proactive police surveillance and disruption activity to be focused  
Difficulties are being experienced with accessing immediate Housing and DSS  
Defence solicitors used their client's enrolment on the scheme as a reason for bail  
CPS remand applications have been successfully supported  
All the top 100 targets due for release in the next 12 months have been identified  
Joint pre release plans are being developed with the Resettlement Team  
Need to access rehabilitation programmes at point of prison release  
Methadone leakage is an issue  
Supervised consumption of medication is necessary with many targets

*One Defence solicitor said tongue in cheek about a persistent offender on the scheme, "He shouldn't be in rehab he should be at my office every week, and over a year he is the price of a family holiday for me!"*

Such people will lie in assessing their criminality and drug use perhaps exaggerating their previous offending to get help on the project and minimising their current offending to avoid police targeting. In assessing the reduction in their offending rate the most conservative estimates are always used. However these findings directly link the improved divisional performance to the project.

### **Conclusions**

Conservative estimates of the cost of the drug use of the 35 targets are in total £15,000 a week. Considering that most offenders claim to realise between thirty and fifty pence in the pound on goods they steal this means that they would have had to steal goods to the value of £30,000 to £50,000 a week to maintain their previous drug habits. This project has dramatically reduced that figure.

Conservative estimates of the crime reductions due to Tower Project over the first four months are;

120 to 160 Burglaries in dwellings  
80 to 100 Burglaries other than dwellings  
140 to 160 Autocrime

Unable to accurately assess shoplifting, street robbery and theft from the person.

These conservative estimates clearly directly link the Divisions improved performance to the Tower Project. They are obviously estimates because it is a measure of offences that have not happened. The clearest link to crime reduction has been target 1 who by simply attending the rehabilitation course must have prevented at least 50 burglaries in houses. This is a man who would think nothing of entering people's bedrooms to steal whilst the victims are sleeping.

Research showed that persistent offender schemes were successful elsewhere but this is the first coercive scheme that has linked drug treatment, CPS, police, probation, housing and DSS with the specific aim of crime reduction. The position of a backlog of drug treatment, CPS not yet located with the police, high crime levels and recent influx of crack cocaine made it an ideal response for Blackpool.

The other main conclusions can be summarised as follows:

- Medication and support for persistent criminals reduces offending behaviour
- Crack cocaine augmenting heroin abuse had increased offending rates
- It is much easier to help people to become drug free in prison
- Prison pre release plans must start the moment the prisoner walks free
- Plans must include drug treatment, community support and rehabilitation

### **Review Mechanisms**

Initially the Project set aims of crime detections and informant recruitment. It quickly became apparent that these two aims would undermine the trust of the targets in this crime reduction project and they were removed.

### **Difficulties**

Great difficulties were experienced in setting up this project. There was a need for widespread internal publicity within key agencies to explain the aims of the project to prevent it being seen as a soft option or a threat to undermine or duplicated statutory orders such as DTTO's. Only the police are measured on crime reduction so there was an understandable reluctance for other agencies to contribute to this project when they had to meet their own statutory requirements. The Communities Against Drugs money was used to fund these agencies to ensure their support. Even then it was found that the CPS had no mechanism to recompense them for seconded officers. The re-housing of persistent drug addicted offenders has obvious local community sensitivities and the prioritised treatment provide to persistent criminals is contentious with partners and public alike. All these issues required managing and finally we did not want an influx of offenders in to the town in order to obtain drug treatment.

### **Displacement**

The possibility of displacement of crime is being assessed but on the whole most of the criminals commit crime in their own locality. Most of the targets are showing signs of improved health and reporting reduced offending. Appendix 3 shows the comparative crime trends in the other divisions across Lancashire. No other division shows the sustained crime reductions across all categories that Western "A" Division is experiencing. F Division has the Dordrecht initiative but no Division has a persistent offender crime reduction project as thorough as the Tower project.

There is a perceived movement to shoplifting because they can realise almost fifty pence in the pound on goods that are easily disposed of such as spirits, coffee and foodstuff. Research is being carried out to examine any changes in 'losses' in the

stores that suffer the most shoplifting but early indications are that there is no increase in losses. This project causes genuine reductions in crime and not simply displacement.

### **Cost Benefit Analysis**

The project has been fully costed and most of the Communities Against Drugs money used, to ensure that it had the maximum impact on crime reduction( See Appendix 3). The revenue costs including the two police officer posts, which are mainstream funded amount to approximately £150,000 per annum. That money I conservatively estimate would be saved in the reduced cost of crime within two months.

### **Future Developments**

The project is to be expanded and there are bids for money and planned mainstream funding to increase the number of targets actively on the scheme to 50 by September 2002 and 100 by March 2003. The current limiting factor is the availability of doctor services and it is planned to soon run two surgeries a week. The extra bid will also allow the project to take on some of the neighbouring area, Fylde's most persistent offenders. The project will be also run at Preston and possibly at Blackburn.

## **Glossary of Terms**

|                   |   |
|-------------------|---|
| BEAD              | Burglary in a Dwelling  |
| BOTD              | Burglary Other than a Dwelling  |
| CARAT             | Counselling Assessment Referral Advice and Through Care services (Drug treatment provided in prisons)   |
| Glidewell Report  | National recommendations on the Crown Prosecution Service   |
| Methadone Leakage | Illegal selling on of legally prescribed methadone  |
| Prison License    | Period at the end of prisoners sentence when they are released on certain conditions prior to the completion of the sentence  |
| Probation Order   | A sentence made by a court for probation supervision  |
| Shared Care       | A system where specialist treatment is given to drug users to stabilise their addiction and then they are transferred to general medical practitioners to treat their dependency. |
| SMV               | Stealing of Motor Vehicles  |
| SFMV              | Stealing From Motor Vehicles  |
| SFSS              | Stealing from Shops and Stalls (shoplifting)  |

## Appendix 1

### Table of individual Results

The 35 targets have been assessed over the first four months resulting in the following findings based on the cost of a bag of heroin being £10 and a rock of crack cocaine £15.

|   | PREVIOUS   | PREVIOUS                                | PRESENT   | PRESENT DRUG                                    | COMMENTS   | ASSESSED   |
|---|--|---|---|---|--|--|
|   | ASSESSED   | DRUG USE                                | OFFENDING   | USE PER WEEK                                    |  | REDUCTIONS IN  |
|   | OFFENDING  | PER WEEK                                | PER WEEK  |   |  | CRIME  |
|   | PER WEEK   |   |   |   |  |  |
| 1 | 3 Autocrime<br>7 BIAD<br>2 Handling                                    | Heroin £560<br>Crack £420<br>Total £960 | No Crime<br>For 3 months  | testing clean                                   | Released from prison<br>15/2/01. Taken to<br>supervised Rehabilitation<br>20/02/02-16/04/02 About<br>to start work         | 50 I3IAD<br>30 autocrime                                       |
| 2 | 40 SFMV<br>(together with<br>target 3)                                 | Heroin £350                             | Reduced for 1<br>month amount<br>unknown                              | Reduced use for<br>/month<br>£70 - £100         | Inducted 24/01. In prison<br>18/2 to June 02 preparing<br>rehabilitation programme   | 20 autocrime   |
| 3 | 40 SFMV<br>(with 2)<br>Handling<br>2 Other theft                       | Heroin and<br>crack £560                | Offending and<br>not co-<br>operating<br>Crime reduced<br>50% 1 month | Unable assess<br>probably at original<br>levels | From 21/1 gave Initial<br>clean possibly tampered<br>tests co-operated 1 month<br>then failed                              | 45 autocrime Now in<br>prison because of directed<br>targeting |
| 4 | 3 SFSS 2<br>Fraud<br>2 Autocrime<br>Dealing drugs<br>Handling<br>goods | Heroin and<br>crack<br>£575             | No reduction<br>prior to prison                                       | Heroin and crack<br>£575                        | Signed up 11/2. Failed to<br>co-operate. Sentenced 4<br>months 5/3 Preparation for<br>release with anti drug<br>medication | Minimal reductions in<br>crime                                 |



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|    |   |                                   |  |   |  |  |
|----|---|-----------------------------------|--|---|--|--|
| 5  | 7 BOTD<br>7 Theft from machines             | Heroin and crack £700             | SFSS daily   | Crack and heroin £490 per week                        | Signed 712. In custody 15/3. to1214 not co-operating                                     | Offending displaced from BOTD to shoplifting<br>Saved 15 BOTD    |
| 6  | 2 Handling per month                        | Heroin £350                       | Unknown probably at original levels                            | Unable assess current use probably at original levels | Signed 1112 Co-operating until 4/3. Girl friend of No 3                                  | Minimal reductions in crime                                      |
| 7  | SFMV refuse state how many)                 | Heroin £140                       | Unknown. Reduced due to medical condition                      | Varying positive and negative tests                   | Signed 1811. Admitted to hospital 413-20/3.Arrested 20/3.Released 21/3. Hospital 5/3-8/3 | Unable state but reductions due to medical condition and support |
| 8  | 25 SFSS<br>1 BOTD                           | Heroin crack Ecstasy £560         | Claims no crime but shoplifting at reduced level               | Testing positive                                      | Signed on 13/3 in prison.  | Saved 25 shoplifting<br>6 BOTD                                   |
| 9  | Extensive Theft of Motor Vehicles to order  | Heroin £100                       | Probably continuing but moved to shoplifting at reduced levels | Testing positive for heroin                           | Professional car thief but offending reduced   | Saved 5 autocrime  |
| 10 | 20 SFSS<br>7 SMV<br>7 SFMV                  | Heroin £500<br>Crack £500         | Now selling drugs and shoplifting                              | Testing positive                                      | Initially co-operating 22/01 but lapsed and now breaching probation order                | Saved 40 autocrime   |
| 11 | 7 SFSS<br>7 Burglary<br>2 Handling          | Heroin and crack £350             | Reduced due to methadone claims not committing crime           | Testing positive cocaine                              | Signed 28/3 prolific offender appears  | Saved 20 BIAD  |
| 12 | Autocrime and Handling amount not specified | Heroin and crack £1000            | Offending not reduced  | Fails to co-operate                                   | Recently released from prison police target  | No evidence of reduced offending                                 |
| 13 | 7 Fraud<br>1 drug dealing<br>5 Burglary     | Heroin crack and other drugs £840 | Nil  | Not tested  | leg amputated assisted with community care   | 50 BIAD  |

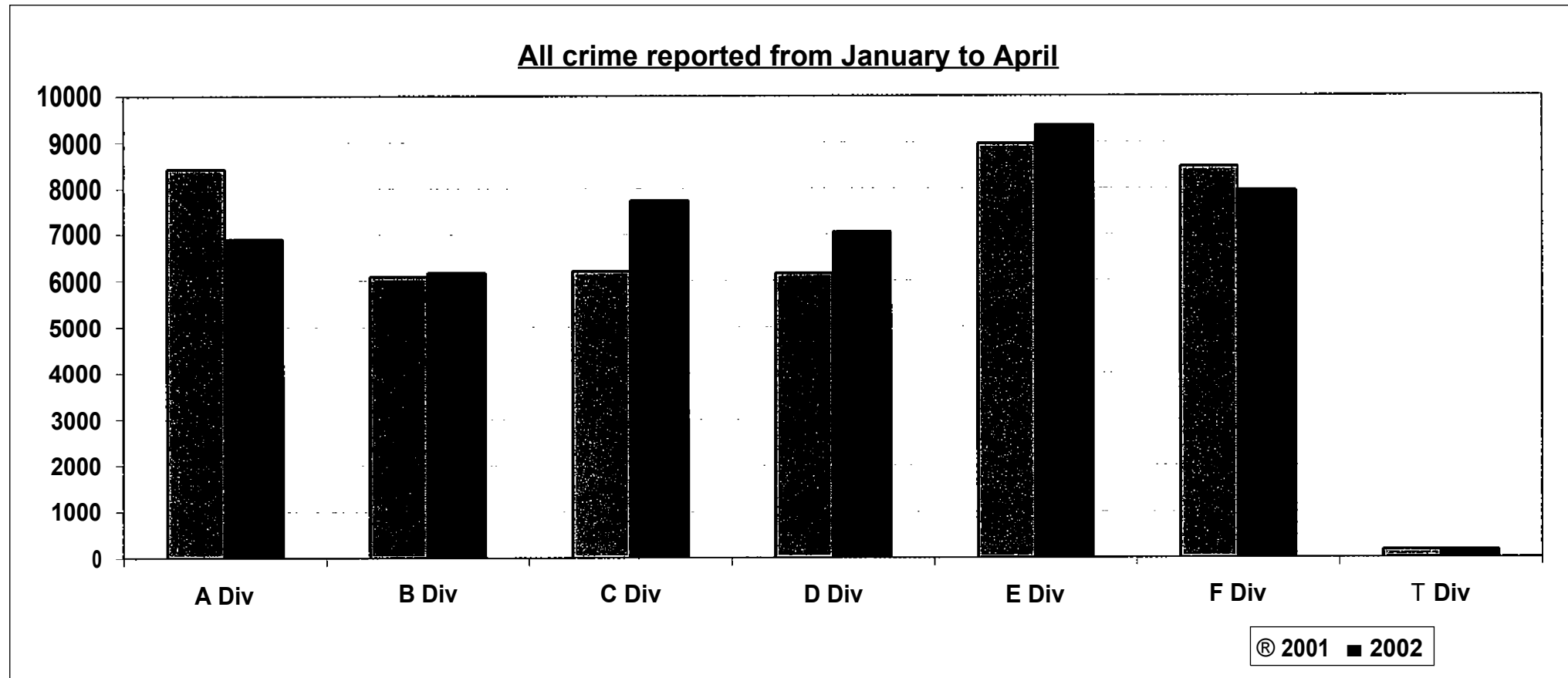
|           |   |                            |   |  |   |  |
|-----------|---|----------------------------|---|--|---|--|
|           | <u>7 Handling</u>   |                            |   |  |   |  |
| 14        | Autocrime, robbery, theft from person amount unknown but prolific | Heroin £350                | Offending believe reduced due to medication           | Believe reduced due to methadone prescription        | Signed up on 7/2 Current police target unable accurately assess reduction but reduced due to medication | Believed reduced especially robbery and theft from person possibly displaced to other divisions because of targeted patrol |
| 15        | 20 SFSS<br>10 BOTD  | Heroin £350                | Stopped committing BOTD.<br>7 SFSS                    | 1 bag per day £75 per week                           | Signed on 1112 now taken on girlfriend who was using his methadone                                      | Saved 50 BOTD  |
| 16        | SFSS daily  | Heroin other drugs £375    | No crime due to methadone and partner                 | Testing positive                                     | Girlfriend of above target  | No saved crime   |
| 17        | 10 SFSS<br>14 Selling drugs<br>1 BOTD<br>7Handling                | Heroin<br>Diazepam<br>£300 | None  | Drug tested negative 3 times                         | Signed up on 12/2 went to prison to detox now pursuing rehabilitation                                   | 40 SFSS<br>BBOTD   |
| <b>18</b> | Prolific offender No initial assessment                           | Heavy Heroin use           | No crime due to imprisonment<br>Preparing for release | Nil  | Initial contact in prison considering position states needs help  | No saved crime in prison   |
| 19        | Prolific 7 BIAD   | Not yet assessed           | On remand in prison                                   | CARAT scheme in prison                               |   | No saved crime in prison   |
| 20        | Prolific BIAD theft and dealing refused to be assessed            | Heavy heroin addiction     | On prison licence believed committing offences        | Claims not on drugs from intelligence believed using | Refused help states project 10 years too late. Police Target  | No saved crime   |
| 21        | Prolific BIAD theft SFMV refused to be assessed                   | Heavy heroin addiction     | Believed committing offences                          | Claims not on drugs from intelligence believed using | Refused help Police Target  | No saved crime   |

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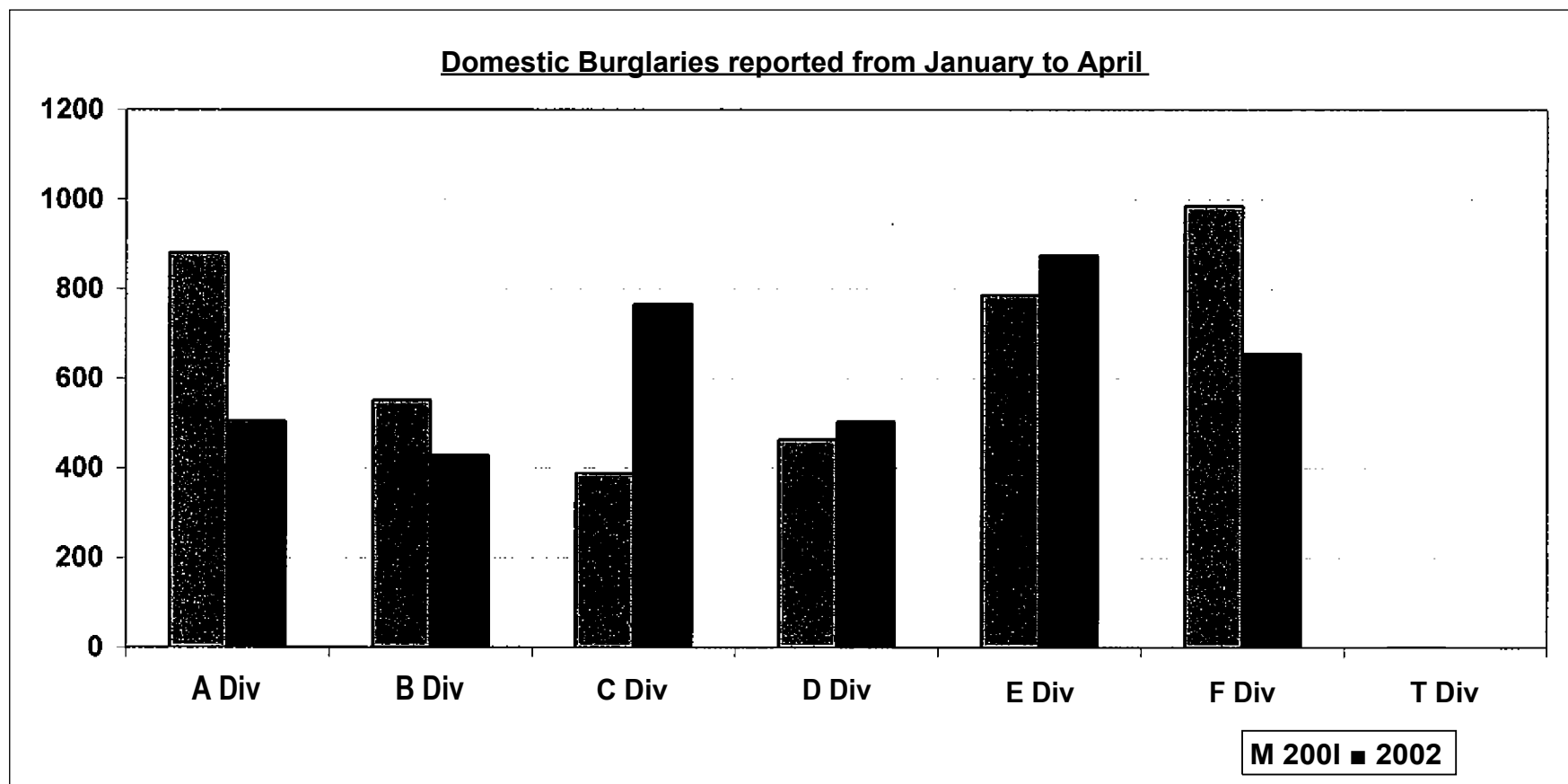
|    |  |   |   |                                     |   |  |
|----|--|---|---|-------------------------------------|---|--|
| 22 | 15 SFSS<br>20 autocrime<br>7 dealing                                   | Heroin and crack<br>£350cocaine                             | Nil in prison   | Co-operating with CARAT             | Keen to make best use prison EDR March 2003   | No saved crime in prison   |
| 23 | 7 BIAD   | Heroin and crack £1000 prior to prison used during sentence | Nil, In prison 4 yrs.   | Heroin daily in prison over 4 years | Arrested within 36 hours release after 4 years partly due to targeting. Bail application refused to be contacted after conviction | Impossible to assess potential crime spree arrested because of targeting |
| 24 | Prolific offender<br>BIAD, SFMV theft<br>Unable to complete assessment | Heavy heroin addiction                                      | On arrest state wants support but now convicted               | Unknown                             | In prison EDR Sept 2003<br>To be contacted via CARAT  | No saved crime in prison   |
| 25 | Prolific offender<br>BIAD, SFMV theft<br>Unable to complete assessment | Heavy heroin addiction                                      | On arrest state wants support but now convicted               | Unknown                             | In prison EDR March 2003<br>Contact via CARAT   | No saved crime in prison   |
| 26 | Prolific burglar   | Heavy heroin addiction                                      | On licence to probation due to attend rehabilitation 06/05/02 | No indication of current drug use   |   | No reduced Offending   |
| 27 | Prolific offender<br>5 BOTD<br>20 SFSS                                 | Heroin crack cocaine addiction<br>£150 week                 | No reduction only inducted 29/4                               | No reduction                        | Been through rehab/ detox previously now claims committed but chaotic attendance  | No reduced Offending   |
| 28 | BOTD   | Heroin crack  | No reduction  | No reduction                        | Recent prison release for   | No reduced   |

|    |                                    |  |   |   |   |  |
|----|------------------------------------|--|---|---|---|--|
|    | SFSS<br>Drug dealing               | cocaine<br>addiction<br>£150 week                        | only inducted<br>29/4                   |   | drug dealing  | Offending                                    |
| 29 | Prolific BIAD<br>BOTD<br>Autocrime | Heroin crack<br>cocaine<br>addiction                     | None in prison                          | Clean in prison   | Recently refuse help but<br>reconsidering   | No saved crime in prison                     |
| 30 | BOTD<br>SFSS                       | Heroin crack<br>cocaine<br>addiction                     | Unknown on<br>DTTO now to<br>be revoked | Unknown   | Given 12 month DTTO<br>and not on Tower now to<br>be revoked                          | No reduced<br>Offending                      |
| 31 | SFSS 20                            | Heroin crack<br>cocaine<br>addiction<br>£560 per<br>week | No reduction<br>recently<br>inducted    | No reduction<br>recently inducted<br>tested positive<br>cocaine | On methadone treatment<br>since 26/4  | Too early to tell                            |
| 32 | BOTD<br>SFSS                       | Heroin crack<br>cocaine<br>addiction                     | None in prison                          | Clean in prison   | In prison until 15/5  | No saved crime in prison                     |
| 33 | BIAD<br>BOTD                       | Heroin crack<br>cocaine<br>addiction                     | Recently<br>released from<br>prison     | Clean in prison   | Initial induction being<br>completed  | No saved crime being<br>inducted             |
| 34 | Prolific SFSS<br>BIAD<br>BOTD      | Prolific<br>Heroin crack<br>cocaine<br>addiction         | Currently in<br>prison                  | Getting clean in<br>prison                                      | Currently in prison<br>previously chaotic<br>cooperation states wants to<br>cooperate | No reduction in offending<br>prior to prison |
| 35 | SFSS<br>BIAD<br>BOTD               | Prolific<br>Heroin<br>addiction                          | No reduction<br>recently<br>inducted    | No reduction<br>recently inducted                               |   | Too early to tell                            |

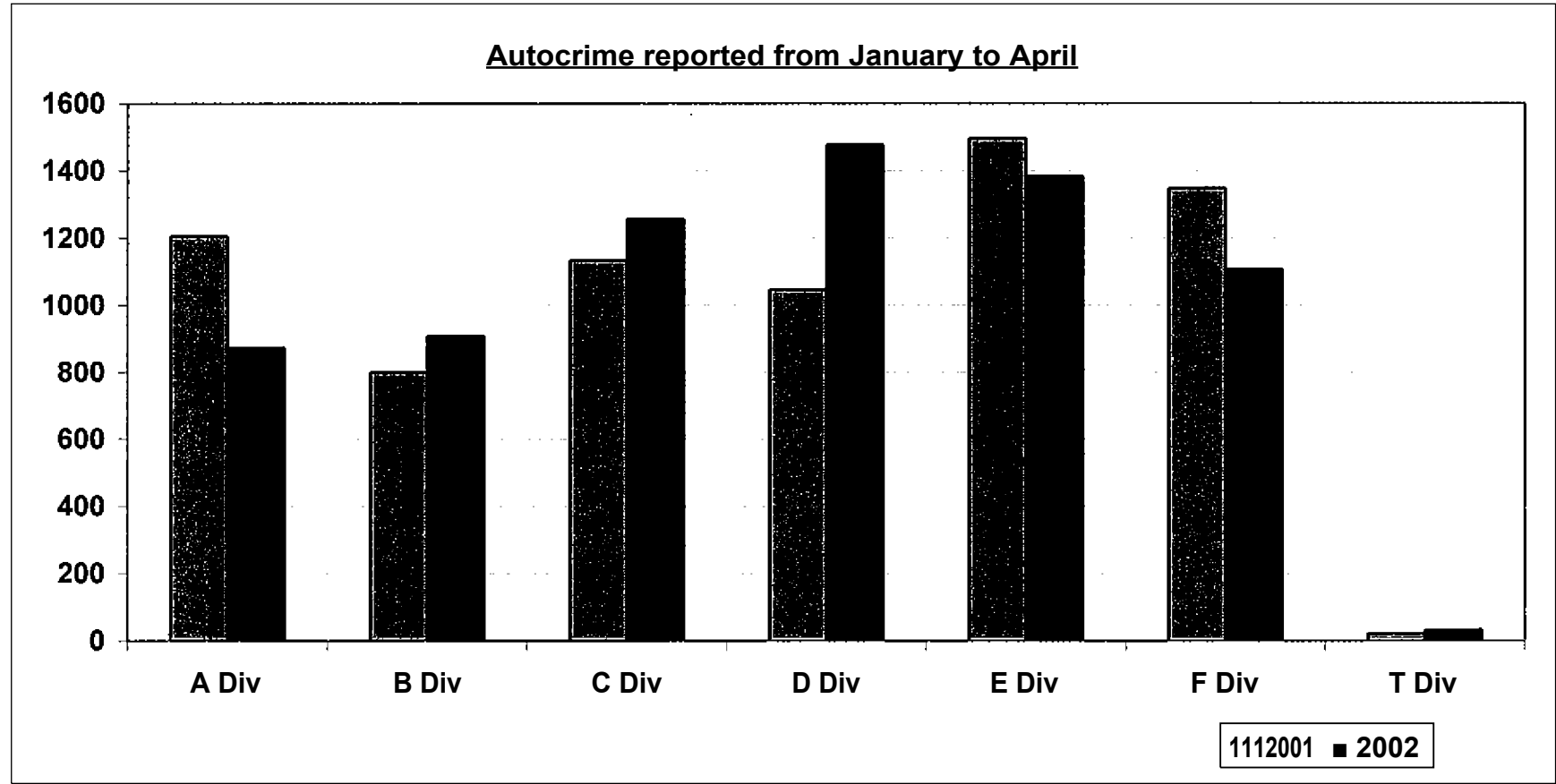
| All Crime                         |      | January to April |      | Difference | % + or - |
|-----------------------------------|------|------------------|------|------------|----------|
|                                   |      | 2001             | 2002 |            |          |
| Western Division ( Inc Blackpool) | ( A) | 8428             | 6899 | -1529      | -18.1%   |
| Northern Division                 | ( B) | 6086             | 6170 | 84         | 1.4%     |
| Southern Division                 | ( C) | 6208             | 7740 | 1532       | 24.7%    |
| Central Division                  | ( D) | 6162             | 7054 | 892        | 14.5%    |
| Eastern Division                  | ( E) | 8966             | 9369 | 403        | 4.5%     |
| Penine Division                   | ( F) | 8461             | 7942 | -519       | -6.1%    |
| Motorway Division                 | ( T) | 169              | 162  | -7         | -4.1%    |



| Burglary in a Dwelling            |      | January to April |      | Difference | % + or - |
|-----------------------------------|------|------------------|------|------------|----------|
|                                   |      | 2001             | 2002 |            |          |
| Western Division ( Inc Blackpool) | ( A) | 881              | 505  | -376       | -42.7%   |
| Northern Division                 | ( B) | 551              | 429  | -122       | -22.1%   |
| Southern Division                 | ( C) | 389              | 767  | 378        | 97.2%    |
| Central Division                  | ( D) | 464              | 504  | 40         | 8.6%     |
| Eastern Division                  | ( E) | 787              | 875  | 88         | 11.2%    |
| Penine Division                   | ( F) | 986              | 656  | -330       | -33.5%   |
| Motorway Division                 | ( T) | 2                | 0    | -2         | -100.0%  |

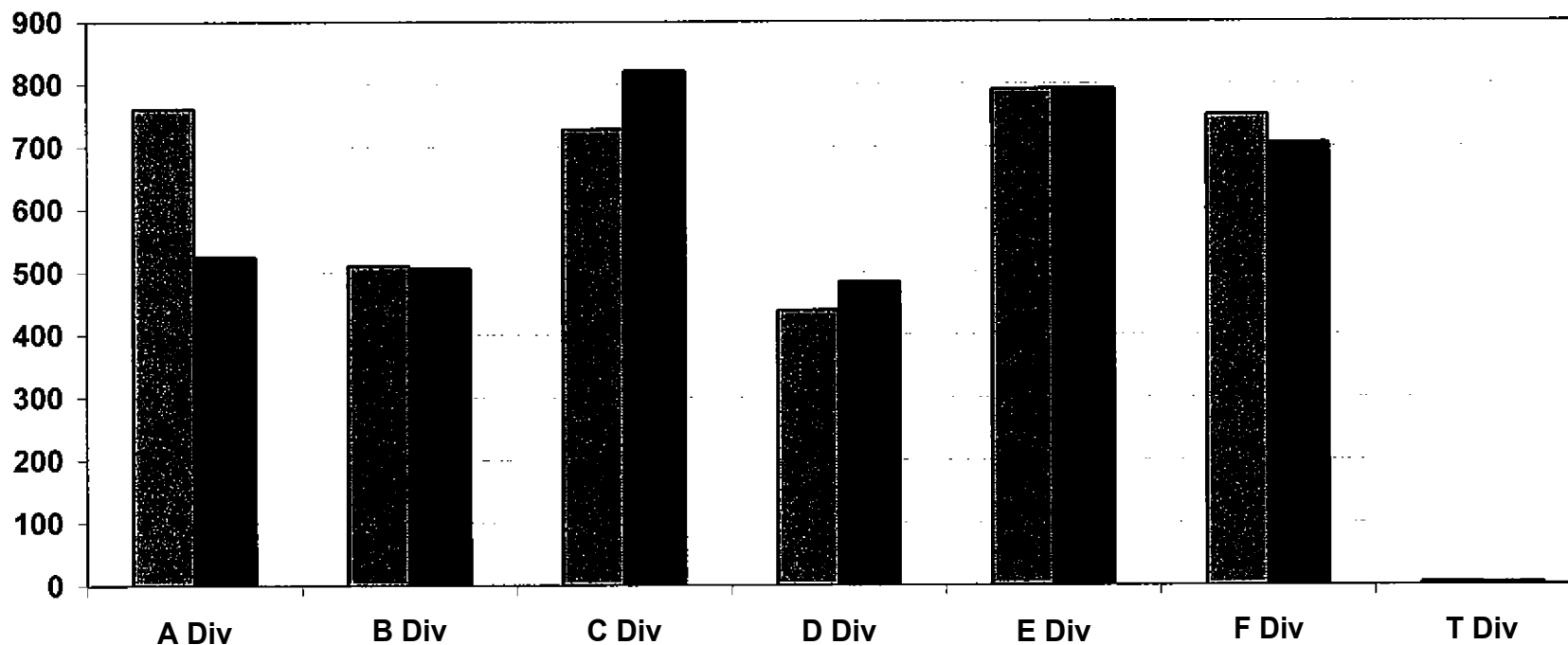


| Autocrime                         |      | January to April |      | Difference | % + or - |
|-----------------------------------|------|------------------|------|------------|----------|
|                                   |      | 2001             | 2002 |            |          |
| Western Division ( Inc Blackpool) | ( A) | 1205             | 873  | -332       | -27.6%   |
| Northern Division                 | ( B) | 800              | 909  | 109        | 13.6%    |
| Southern Division                 | ( C) | 1134             | 1257 | 123        | 10.8%    |
| Central Division                  | ( D) | 1047             | 1478 | 431        | 41.2%    |
| Eastern Division                  | ( E) | 1496             | 1383 | -113       | -7.6%    |
| Penine Division                   | ( F) | 1349             | 1106 | -243       | -18.0%   |
| Motorway Division                 | ( T) | 23               | 33   | 10         | 43.5%    |



| B.O.T.D.                          |      | January to April |      | Difference | % + or - |
|-----------------------------------|------|------------------|------|------------|----------|
|                                   |      | 2001             | 2002 |            |          |
| Western Division ( Inc Blackpool) | ( A) | 761              | 525  | -236       | -31.0%   |
| Northern Division                 | ( B) | 511              | 506  | -5         | -1.0%    |
| Southern Division                 | ( C) | 728              | 821  | 93         | 12.8%    |
| Central Division                  | ( D) | 439              | 485  | 46         | 10.5%    |
| Eastern Division                  | ( E) | 792              | 792  | 0          | 0.0%     |
| Penine Division                   | ( F) | 751              | 706  | -45        | -6.0%    |
| Motorway Division                 | ( T) | 5                | 4    | -1         | -20.0%   |

Burglary other than in a Dwelling reported from January to April

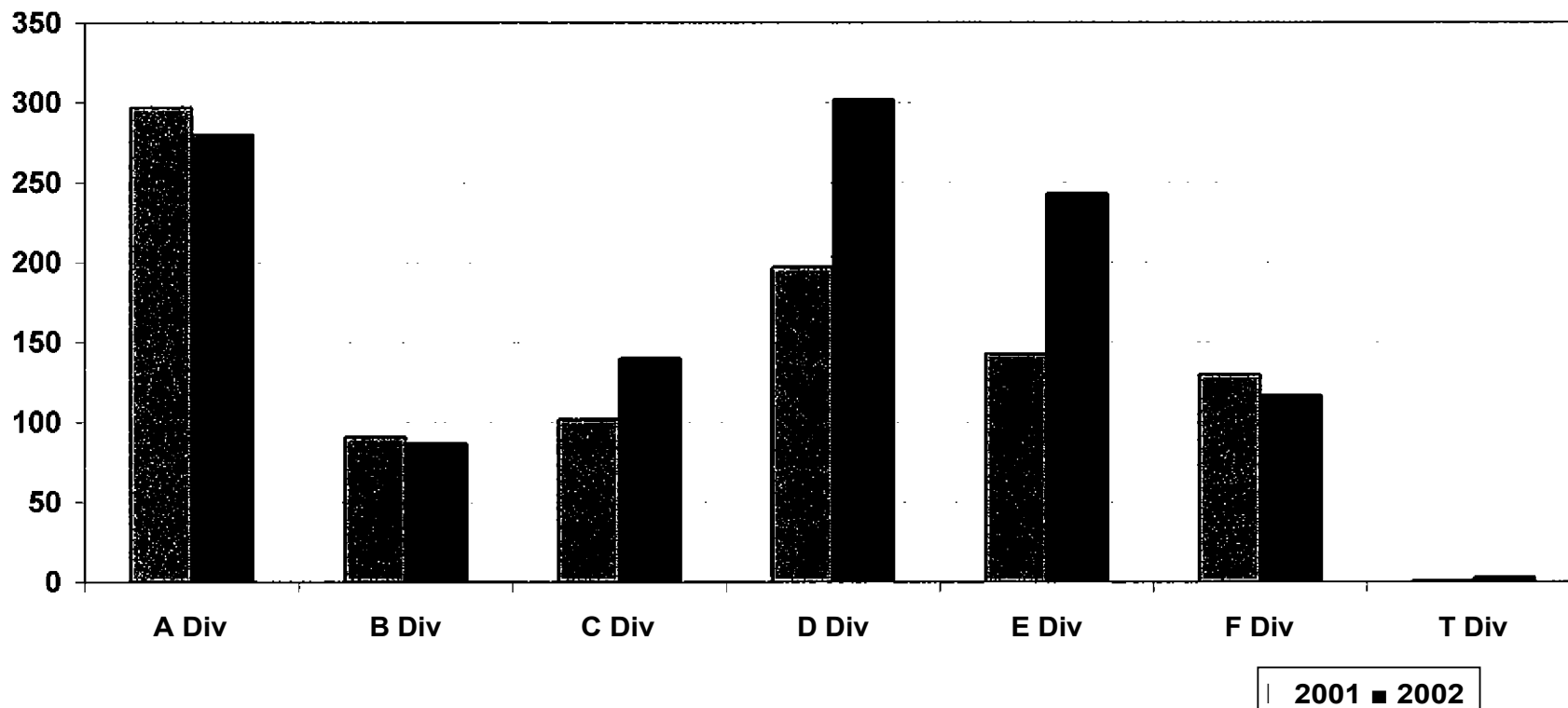


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| Robbery Personal/Theft from person     | January to April |      | Difference | % + or - |
|--|------------------|------|------------|----------|
|  | 2001             | 2002 |            |          |
| Western Division ( Inc Blackpool) ( A) | 297              | 280  | -17        | -5.7%    |
| Northern Division ( B)                 | 91               | 87   | -4         | -4.4%    |
| Southern Division ( C)                 | 102              | 140  | 38         | 37.3%    |
| Central Division ( D)                  | 197              | 302  | 105        | 53.3%    |
| Eastern Division ( E)                  | 143              | 243  | 100        | 69.9%    |
| Penine Division ( F)                   | 130              | 117  | -13        | -10.0%   |
| Motorway Division ( T)                 | 1                | 3    | 2          | 200.0%   |

Robbery of Personal Premises/Theft from the Person reported from January to April



Appendix 3

**Breakdown of Blackpool Community Safety Partnership**

**Communities Against drugs Expenditure**



Lancashire Constabulary

**THE  
TOWER  
PROJECT**

*Crime & Disorder Reduction  
Category*

Detective Inspector Edward Thistlethwaite  
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Endorsed By. Deputy Chief Constable Paul Stephenson

## **Executive Summary**

The crime rate in Blackpool increased significantly over 2001. Research showed the rate of criminality of a few drug dependent offenders has increased due to increased use of crack cocaine augmenting their heroin habit. The Tower Project is a coercive persistent offender targeting initiative aimed at reducing their criminality and drug use by 30%. There has been a large waiting list in Blackpool for drug treatment and persistent offenders found themselves excluded from many mainstream services due to their erratic behaviour. They are trapped in a cycle of offending, drug taking and prison.

Probation, Crown Prosecution Service and police staff, work together at the police station and a drug worker and medical practitioner are based at the community drug treatment centre. Housing, Benefit Agencies, and voluntary agencies support the project. Fifty targets are identified based upon a computer matrix of their offending rates and the professional judgement of staff. This evidenced matrix supports organisations to share information under the Crime and Disorder Act and is weighted to prioritise offenders who commit robbery, house burglary and vehicle crime.

The project provides immediate access to drug treatment and other support making it clear that failure to co-operate and evidence of drug taking and criminality will leave them liable to police targeting. Targets are tested weekly and where appropriate daily supervised consumption of their medication is used. Where suitable mainstream rehabilitation, detoxification and day care services are accessed.

The project has no powers or supporting legislation and the co-operation of the targets is purely voluntary. The project works with targets both inside as well as outside prison. It links in with the CARAT drug treatment scheme to encourage persistent offenders to make best use of the rehabilitation support in prison. They receive multi agency pre-release support over the last six months of their sentence.

It supports the CPS with balanced reports on bail/remand applications and ensures that persistent offenders are targeted through the courts. Project staff supports the National Probation Service with balanced information for pre sentence reports, prison licences and other orders.

The project *has been* operational *since* 1<sup>st</sup> January 2002 *and over the first* 4 months the crime reduction results compared to last year have been dramatic. Thirty-five targets have been recruited whose cost of criminality was estimated at between £25,000 and £40,000 per week. All but two are co-operating to some degree. House burglaries have reduced by 42%, theft from vehicles by 30% and all crime by 18%. A large amount of these reductions are directly linked to the Tower Project.