

**Tilley Award 2005**

**Application form**

The following form must be completed in full. Failure to do so will result in disqualification from the competition.

Please send completed application forms to Tricia Perkins at [patricia.perkins@homeoffice.gsi.gov.uk](mailto:patricia.perkins@homeoffice.gsi.gov.uk)

All entries must be received by noon on the 29 April 2005. Entries received after that date will not be accepted under any circumstances. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262.

**1. Details of application**

Title of the project: **Have A Safe and Violence Free Christmas**

Name of force/agency/CDRP: Cumbria Constabulary / Barrow in Furness CDRP

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Name of endorsing senior representatives(s) Neil Rhodes

Position and rank of endorsing senior representatives(s) ACC

Full address of endorsing senior representatives(s) Cumbria Constabulary, Police Headquarters, Carleton Hall, Penrith, Cumbria CA 10 2BA

## 2. Summary of application

Barrow in Furness is situated in South Cumbria, has an estimated population of 70600 and is ranked 6<sup>th</sup> out of 15 comparable CDRP's for its levels of crime. Although it is below average for most crime types, it is ranked the worst for violent crime.

Through scanning and analysing the problem, it was found that the misuse of alcohol was a contributing factor to the occurrence of violence and anti-social behaviour within the night time economy. It was also found that the occurrence of violence and ASB could actually increase over certain periods throughout the year, Christmas and summer being the main times for increased ASB.

Although the campaigns started with the Christmas one, it was intended to repeat the campaign message at other times throughout the year and for other campaigns relating to ASB, violence or binge-drinking, therefore it was decided to stay with a simple message that could be modified – Have a safe and violence free.....

It was decided that to work in partnership with other agencies, the campaign could make a bigger impact and reach a wider audience, therefore the Police, Health Agencies, Local Authority, CDRP's and other agencies such as Bar Watch all worked on the campaign, which stretched across the whole of South Cumbria.

Through running a high impact campaign we hoped to reduce that amount of violence and ASB and start to change people's attitudes in relation to binge drinking. Because of the impact of the campaign and the fact that we aimed to change social attitudes, we expected a rise in the number of recorded crimes due to more people reporting them.

Delivery of the campaign involved: -

- Promotional material displaying the campaign message and a domestic violence related message.
- High visibility Policing in hot spot areas,
- Test purchasing,
- Multi agency visits to both "on" and "off" licenses,
- Consistent partnership work with local Hospital casualty wards,
- Targeting repeat offenders with specific messages
- The use of a large-scale projector displaying live images of the nighttime economy.

The campaign was evaluated through crime stats, questionnaires and qualitative interviews. It was found that 58% saw a change in behaviour and 94% of these saw a change for the better and 79% would use the campaign again. It was also found that the last week of the campaign saw a dramatic decrease in the number of non – domestic violent crime and an increase in reporting of domestic violent crime throughout the whole campaign.

### **3. Description of project**

Barrow CDRP is committed to utilising the problem solving approach for the implementation of its strategy, acknowledging the fact, that to make an impact, a structured approach to the implementation and evaluation of projects must be taken. The campaign which is to follow is no exception to this rule, and as all other projects follows not only the SARA problem solving approach, but covers all areas of the South Cumbrian violent crime strategy (Social, Situational and Catch and Convict).

There has been a lot of research and work completed in relation to alcohol consumption and its effect on anti social behaviour and violence in the night time economy. The night time economy in Barrow in Furness as with Ulverston is present in a highly concentrated area and as such the following work was needed to reduce the escalating numbers of alcohol related acts of violence and anti social behaviour.

#### **Scanning**

A study completed in September 2004 within the Barrow in Furness area by Dr Mark Lavine and associates at Lancaster University showed us that although projects such as operation regulate, a project which supplies high profile policing in hot spot areas, were highly successful, more needed to be done.

Through crime statistics it could be seen that violent crime increased over the Christmas period and that this increase was larger than previous years. It was also found through scanning that the prime location for alcohol fuelled violent crime and anti-social behaviour was the concentrated night time economy in Barrow in Furness.

It is the Government's intention "to kick start a culture change where it will be less acceptable to get drunk and behave in an anti-social or violent manner."

Alcohol is a known cause of violence (Bellis et al 2005) with individuals aged between 18-24 who binge-drink regularly, being four times more likely to have committed a violent criminal act and five times more likely to have been involved in a group fight in public (Bellis et al 2005). The Christmas period traditionally sees a rise in alcohol fuelled violence and anti social behaviour and therefore we needed a high impact message to be delivered in order to reduce this violence and to start a change in the underlying norms that control individuals behaviour within today's society. Moreover, we aimed to work alongside our local violent crime reduction strategy which has three key areas; Social change, Situational improvements and enforcement.

The Christmas campaign strived to bring these elements together in a focused time bound, manner in support of the national campaign.

#### **Analysis**

It was found that 'for some groups a 'culture of violence' persists in which it is acceptable to settle arguments with violence' and that there was actually 'plenty of informal policing of the night time economy' (Lavine 2004), meaning that if a member of a group acted 'out of order' the group would take responsibility for that person. It was also found that there is an acceptable culture of binge drinking which is known to have a direct effect on violence and anti social behaviour.

The research was used to inform the campaign message and materials that were then used throughout the whole of Barrow in Furness and South Lakes in partnership with Barrow and South Lakes CDRP's, Morecambe Bay primary Care Trust and Cumbria Constabulary.

Through analyzing the information and results from past interventions for the same problem, it was found that a partnership approach would be the best way to tackle the problem. Due to this all partners were consulted on what they perceived the problem to be and how their agency would best like to tackle it – all the information was gathered and again analysed in order to develop the campaign further.

Through further analysis it was found that to reach the main objective, which is to change social attitudes more than one single campaign was needed, therefore a constant message was needed that could be used at anytime through the year and at any event. Thus 'Have a Safe and Violence Free.... was decided upon. Simple yet effective.

By applying the principles of the problem analysis triangle to the campaign it was decided that the delivery of the campaign could in fact reach all three components, the offenders (through the campaign message and high profile policing), the victim (through safety messages) and the location (through multi agency visits, test purchasing and policing of hot spot areas).

## **Response**

Following the analysis of information a localised campaign was launched in December 2004 in support of the National Christmas Misuse Enforcement Campaign and in support of the Cumbrian Operation, Helm Wind.

The aim of the response was to consistently deliver our message: "Have a safe and violence free Christmas" and to

- Prevent and detect crime (violence/disorder)
- Reduce alcohol fuelled anti social behaviour
- Work with partners to reduce the harm caused by excessive alcohol consumption.

Information for the campaign started to be gathered in October 2004. Ideas for a clear and consistent message, materials, art work and costings were gathered before consulting all partners. A multi agency board storming session took place in November 2004 to make final decisions so ordering could take place and proofs could be authorised. After this took place the campaign message, materials and dates were known and finalised and the campaign took its form as it was launched and continued as stated below.

The campaign had many different angles in order to fulfil the intended purpose. Although the Police had a very large and important part to play, all agencies played a part in delivering the campaign aims.

Each angle and method deployed throughout the campaign is described and assessed below and in the following sections.

During the analysis for the campaign, we found that there were a number of problems with street lighting in the Barrow area. This was responded to and £5000 of CDRP monies was spent on repairs in the Cornwallis Street area. This improved the lighting (a known causing factor of crime) in this area.

### **High visibility Police patrols were conducted, through "Operation Regulate".**

High visibility policing was pre – planned to cover the most 'at risk' or 'hot spot' areas over the Christmas period. LPT officers were asked to make their own plans to support the activity of the campaign with the support of their inspectors and the operational order, which they did appropriately. Developing hotspots, such as Duke Street, Barrow in Furness, were concentrated on for the use of Fixed Penalty Notices.

**Repeat offenders were identified and targeted** for criminal justice based interventions (arrests/ASBO/FPN) and through specifically designed campaign material (see material descriptions).

Existing systems were also used to assist this process i.e.

- Bar Watch posters.
- Checks of custody systems

**Test purchasing** operations led by the Police were conducted throughout South Cumbria in both on and off licensed premises.

**Consistent visits to casualty wards** by uniform staff were made on a regular basis throughout the campaign. This was done to reassure casualty staff and also to collect information through a multi agency and information sharing

approach.



Fig 1.

The following materials were all used in order to deliver the campaign message and raise awareness of binge drinking and its effect on violence and anti-social behaviour.

### **Lollipops**

The giving of lollipops by door supervisors in the night time economy was tested in Barrow in 2003-04 and proved successful as a pacifier.

The lollipops carried the message 'Violence Free Xmas' and the delivery of them was timed to coincide with the end of club licensing hours, therefore people were handed the lollipops on the way out of clubs.

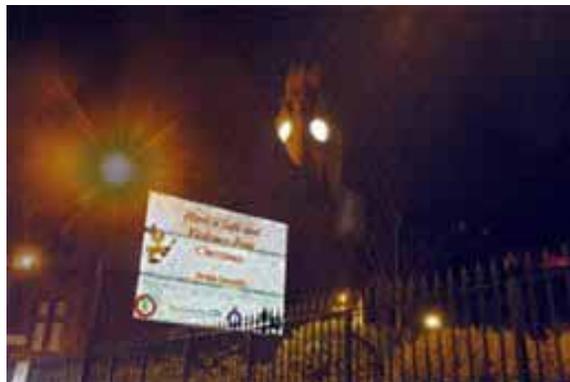
Cooperative partnership with premises and door staff was improved, as was the relationship between customers and doorstaff, and the overall effect was that the giving of small seemingly inconsequential gifts did in fact reduced tension throughout the night time economy closing hours, a time that can be linked to violence and anti-social behaviour.

### **"The Eye" project**

"The Eye" displayed the key messages in a very large, educational and light-hearted way, and to create a catalyst for positive engagement with the public by showing a live image of the night time economy.

This mode of delivery seeks to highlight surveillance, such as CCTV, and the positive actions of the public and the trade, who we encouraged to be observant and simply "look out" for each other via the use of simple but impactful images. "The Eye" was used to project a live image of Cornwallis Street on to the Town Hall in Barrow and to various places in South Lakeland. The live image was interrupted every 15 minutes to display a number of anti-binge drinking and anti-violence messages. "The Eye" has created a much-needed display to the public and also made the officers working the projector appear more approachable to the public.

**"Seeing yourself on screen causes the initial attraction and then people continue to watch when the slide show is on."**



(CSI Officer: Barrow Police)

Fig 2

**The success of 'The Eye' can be seen by the amount of individuals and organisations now aware of its use and impact and in the comments gained through both the evaluations and on a word of mouth basis through colleagues and the public.**

Since the Christmas period 'The Eye' has successfully been used in the "Rat on a Rat" campaign and to display health messages on to the DDH building (see *fig 3* below). A news report about "The Eye" is soon to appear in both Partners Against Crime and Crime Reduction News, both national publications regarding crime reduction.

### **Promotional packs**

These small bags, containing campaign material and key messages were distributed through off-licenses, feeder pubs and specifically chosen retail outlets.

Again this product was designed to create a positive and impactful exchange between whoever is delivering it and the recipient.

**It has been confirmed that this activity reduced tension and delivered the campaign message and aims successfully.**

### **Posters, beer mats, pens and key-rings**

All of these products were designed to deliver the campaign message 'Have a Safe and Violence Free Christmas'. The posters carried two designs. One displaying the original have a safe and violence free Christmas design, the other displaying a domestic violence message through 'the twelve days of Christmas' (a specifically design message aimed at raising awareness of interpersonal violence over the Christmas period).

### **Glow Sticks**

After discussions between PC Bolton, L Wilkinson and youth workers in the Barrow area the decision to include glow sticks in the campaign was made. These were specifically identified and purchased to assist detached youth work. The reasoning behind their use was to assist engagement with young people and to display the campaign message in a fun and impactful way. This item was distributed along side contact cards displaying the campaign message. It was also decided that the youth workers would be provided with bright, reflective jackets so they could be noticed and recognised. The jackets are orange so the youth workers can be distinguished from the police.

**The consensus was that these items delivered the message successfully to young people and made them interested in the campaign and campaign aims.**

### **Banners**

4 large "Have a safe and violence free Christmas" banners were displayed within Barrow and SLDC over the period of the campaign. As the banners were displayed constantly throughout the campaign in prominent places throughout South Cumbria they were seen 24 hours a day and as a result were a constant reminder of the campaign.

### **Soft drink vouchers**

In partnership with "Yates" Wine bar, Barrow, PC Bolton arranged for free soft drinks vouchers to be placed in the promotional packs to encourage the consumption of non-alcoholic drinks on order to support a culture change against binge drinking. Designated drivers packs (Portman Group) that included free soft drinks for designated drivers were also distributed across South Cumbria in cooperation with the Respect/Cumbria Constabulary Christmas drink driving campaign.

### **Christmas cards**

To raise awareness of the campaign and to show thanks for all partnership support 200 Christmas cards displaying the campaign message were sent to partner organisations and individuals and all agencies and businesses involved in the campaign.

To concentrate the campaign on specific groups 20 Christmas cards also displaying the campaign message and a specifically designed internal message were distributed to known offenders of alcohol related violence throughout Barrow in Furness. Cumbria Constabulary specifically chose the individuals who received these items.

The participation of all agencies in the above tasks provided a more consistent and stronger approach to crime reduction. It also provided a multi-agency approach to all aspects of the campaign, from designing the by-line to distributing the materials.

### **Young people**

Throughout the campaign detached youth work activity, especially in areas of known alcohol misuse was delivered through KYPS (Keeping Young People Safe) and Young Cumbria.

### **Colleges**

All further education establishments throughout South Cumbria were given posters and pens carrying the campaign message to display and to distribute to students. The amount of evaluations returned by students reflected the success of displaying the message in this way.

### **Safe project**

The SAFE project (Domestic Violence) supported delivery of the campaign material and promotional packs to assist in delivering the key messages, especially messages relating to interpersonal violence.

### **“Shop front” visibility:**

The campaign strived to be highly visible within the retail heart of the towns in order to support all areas of the campaign.

**“Central Point” in Barrow Town Centre** was used to display key messages and the plasma screen housed there was used to display the same message that was displayed by ‘The Eye’, thus reinforcing these messages. By using this central hub we were able to deliver the campaign message and materials to many different agencies, community groups and the general public.

### **Licensed premises**

In preparation for the campaign, staff from licensed premises were given the chance to go on a **drug and alcohol awareness-raising** course funded by the CDRP. This course was a success and the staff, which included doorstaff, bar staff and managers of licensed premises, were presented with certificates and drug testing kits, which can test for a number of illegal substances that may have been put, unknowingly into a beverage. This training was taken on top of the compulsory SIA training that has been a great success in Barrow in Furness.

**This is soon to be followed up by a number of ‘spikeys’ being distributed through licensed premises in the Barrow in Furness area.** These are specially designed bottle tops, which provide room for a straw but stop the unlawful administration of illegal substances.

### **Personal alarms / fear of crime**

To reduce the fear of crime for vulnerable people, **personal alarms** were available from the Town Hall reception and from the crime prevention officer in Barrow Police Station.

This is to be followed up by the distribution of alarms to community groups in the Barrow Borough through the Barrow CDRP’s Streetsafe task group and Barrow CRC

**“For some people over the Christmas period the thought of going out alone amongst revellers can seem daunting, and even though the chance of being attacked in Barrow is very low, the personal alarms can reduce the fear for these people, and as a consequence makes there Christmas a happier one”**

(Community Safety Co-ordinator: Barrow)

## Media Coverage

The media coverage for the Christmas campaign involved coverage of:

The launch

The first usage of the projector – 1<sup>st</sup> night of the campaign

Further descriptions of the campaign on an ad hoc basis

Throughout the Campaign the Internet was monitored. The campaign was mentioned on the following websites:

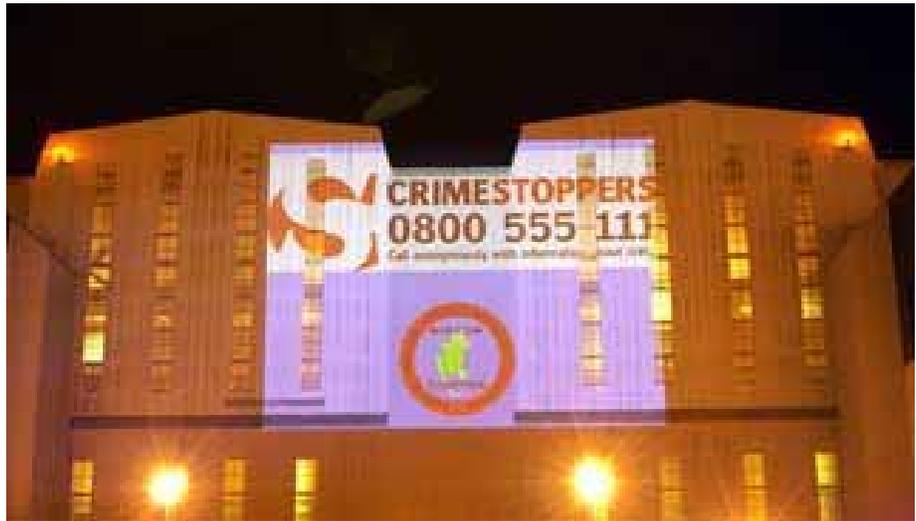
Cumbria Police

Barrow Borough Council

South Lakeland District Council

Westmorland Gazette

North West Evening Mail



*Fig 3  
(Image approx 100ft x 150ft)*

## Assessment

It was always expected that there would be an increase in the amount of violent crime reported before a levelling out period and a slow decline. There was an initial increase, which could be attributable to the changing in attitudes amongst visitors to the nighttime economy, and as a consequence more reports being made. In relation to domestic violence, the welcomed initial increase can be attributed to the growing intolerance of inter personal violence that is strengthened through the well-publicised awareness raising, during this campaign in South Cumbria.

Police Data and Hospital casualty returns helped us to evaluate where alcohol was being purchased, when the person had either had it confiscated, or been admitted to hospital due to alcohol fuelled illness or violence.

Hospital Casualty returns showed 89 alcohol related admittances over the Christmas period, where 32 were for head injuries, 19 of which were resulting from assaults.

In relation to these hospital admissions, we were able to establish that 51 had bought alcohol from "On" licenses and 3 from "Off" Licenses.

45 of those admitted to casualty had consumed the alcohol in licensed premises, 17 at home and 4 on the street.

By creating a partnership and information sharing process with casualty wards we are able to use the figures collected to establish a baseline. This process will be continued within future campaigns in order to compare against this baseline data.

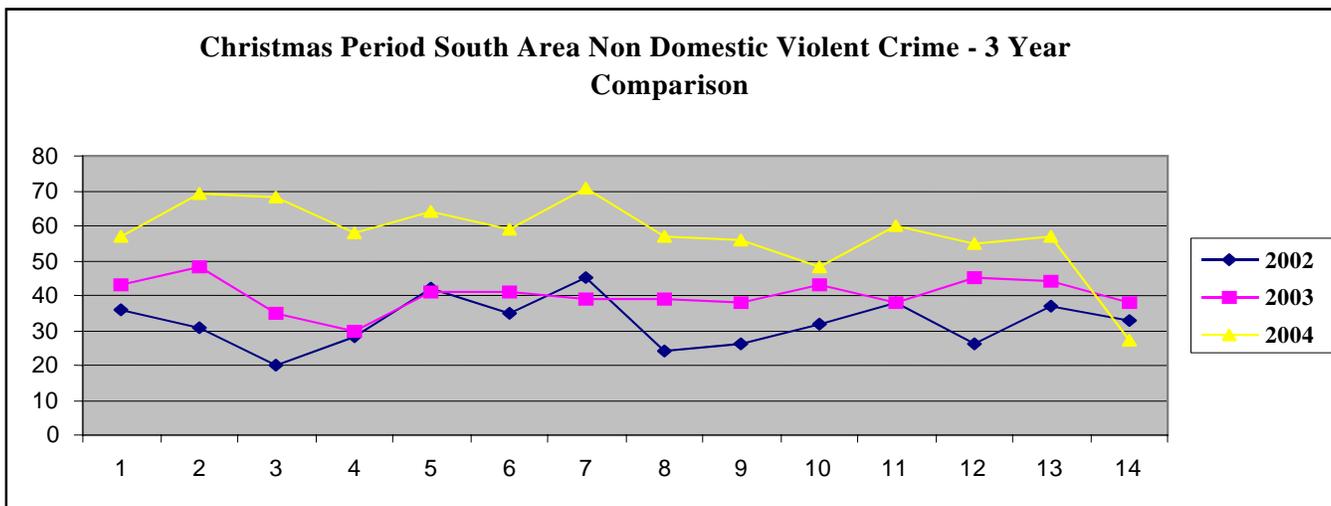
Through effective hotspot management, 28 Fixed Penalty Notices were issued throughout South Cumbria over the campaign period, 57 people arrested for assault and 20 persons arrested for public order incidents.

We conducted 10 "On" Licence test purchase operations where 3 premises sold to under age customers. We also conducted 12 "off" licence test purchase operations in partnership with Trading Standards, during which no sales to underage were made. We felt that these were good result and demonstrated that we were getting the message across.

(In Barrow the number of sales to an underage person in on-licensed premises was reduced by over 50% compared to 2003)

A post arrest interview form enabled us to see if people being arrested were drunk and if they were drunk where they had bought the alcohol. This will be used in future campaigns and police led operations. It can also help to identify hot spots for alcohol related disorder.

Crime Statistics: -

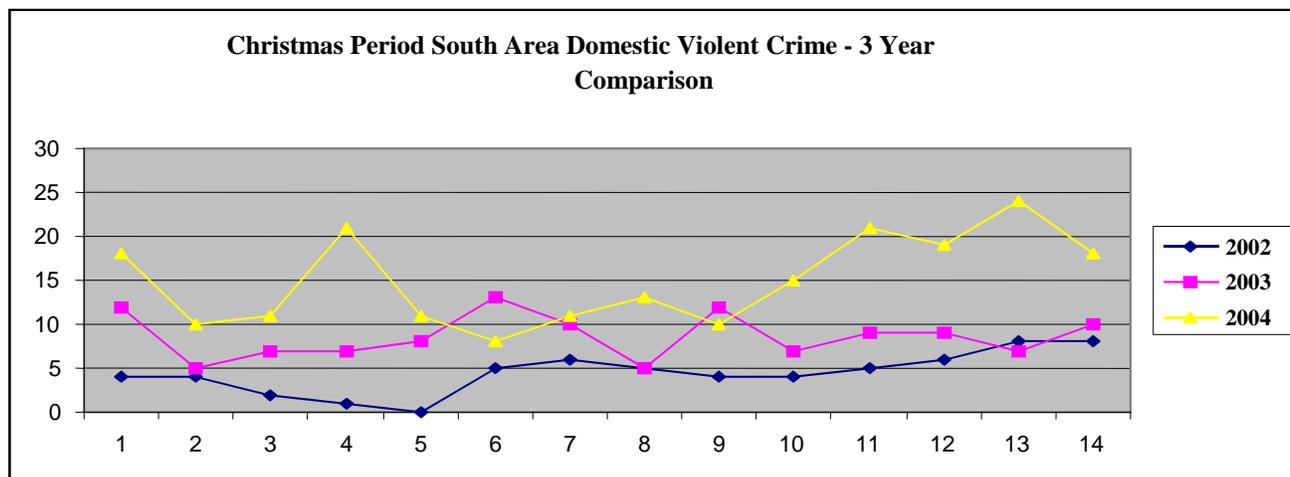


(fig 4)

2002 and 2004 show a similar trend line with offences beginning to rise at week 9 (26<sup>th</sup> November - 2<sup>nd</sup> December), the levels increase steadily from week 9 with a sharp increase at week 11 (10<sup>th</sup> December – 16<sup>th</sup> December) in both 2002 & 2004. In 2004 however this increase was sustained until week 12 (17<sup>th</sup> December – 23<sup>rd</sup> December).

The Anti-Violence Campaign in 2004 ran through weeks 12 to 14 (17<sup>th</sup> – 6<sup>th</sup> January) and as you can see from the chart there was a dramatic decrease in the number of incidents in week 13 & 14 of 2004. Although this decline could be a seasonal trend it could also be attributable to the Christmas campaign running and being in its 1<sup>st</sup> and 2<sup>nd</sup> week.

As you can see from the graph below (fig 5), there was an increase in the amount of domestic violence offences reported over 2004/05. This is another success of the campaign. It shows that the seriousness of domestic violence is no longer being hidden and is beginning to be seen as not acceptable.



(fig 5)

It is shown in the statistics that the weeks that the campaign ran over actually saw a decrease in the number of 'intervention crimes' when compared with 2003. This could be due to the campaign creating an atmosphere or street theatre that reduced the need for such interventions.

Evaluation forms were also distributed to a range of agencies and members of the public, namely, Police Officers Schools Teachers, Further Education Establishments, Youth Workers, Hospital Casualty Unit Staff and Licensees.

The main findings are below:

- 58% believed that the campaign had an impact on their clients or individuals they were working with.
- Out of this 58%, 94% stated that this change was for the better.
- 51% believed the campaign materials assisted their ability to engage with customers / clients
- 70% thought that by using similar campaigns we could improve social attitudes towards binge drinking
- 79% would use the campaign again

From discussing the campaign with these individuals, it was found that the materials used in the campaign were of high interest to their clients and made the young people they were working with interested in them and more understanding of the campaign aims.

Although we looked at crime statistics and other police data, these would not show us if we had made an **impact on social attitudes towards binge drinking**. We needed to know if the campaign had changed these attitudes for the better and if people thought that by using the campaign messages again and again could we keep on making an impact. In support of this, qualitative interviews were completed with youth workers.

The following are comments recorded during interviews: -

**“The materials made the young people approach us and ask about the campaign and what it was about”**

(Youth Worker)

**“Before the materials were given out, the young people were told about the campaign and asked if they understood. 99% of the time the young individual did understand and agree with the anti binge drinking and anti violence message of the campaign”**

(Youth Worker)

**“Although we only used the glow Sticks and contact cards, the kids mentioned about the eye and wanted to know more about it”**

**“Projector screen could have been used during KYPs patrol times to reinforce the message we were giving”**

(Youth Worker)

**“The young people were more friendly and relaxed. More willing to talk to KYPs workers”**

(Youth Worker)

**“The materials we were given were well thought out and suitable for there purpose. For future campaigns I would like to see more information (credit card sized) to give out to young people”**

(Youth Worker)

From the statements above we can see that the youth workers were pleased with the campaign and the out comes it had on their clients. By enabling the workers to engage with their clients, our message was delivered successfully and clearly by people trained in their area of work.

**0% of the prolific offenders targeted for the delivery of specific Christmas messages were arrested over the Christmas period.**

The results of the evaluation show us that over all the campaign was a success. Although improvements are needed we can confidently say that a drive to change attitudes in relation to binge drinking and alcohol related violence is firmly under way and we will continue to drive a strong message in the future. To create a change in behaviour we must first create a change in the underlying norms within society in relation to binge-drinking and to do this we must strive to keep in the public domain the harms that can arise from excessive alcohol consumption.

Through the evaluation we were able to identify the following areas for improvements and future work

- **Harder Hitting Messages**
- **Starting the campaign earlier**
- **Better materials**
- **More education within schools and colleges**
- **More education for adults and parents**
- **Better awareness raising of CCTV**
- **More media coverage**
- **County-wide campaigns – community safety coordinators have been contacted**
- **Improve consistent post arrest interview process – this area has improved dramatically between January – March 2005 in the Barrow area**
- **Consider clerical process – in line with IYC**
- **Improve consistent information exchange with casualty ward**
- **Focus on sale of alcohol to already intoxicated and underage individuals**
- **Better partnership with health agencies in order to include their messages more may have a higher impact in the campaign.**

