

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

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

Inner Preston Burglary Reduction Initiative

Name of /CDRP:

Preston Community Safety Partnership

Name of one contact person with position/rank (this should be one of the authors):

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Name of endorsing senior representatives(s)

Julia Hodson

Position and rank of endorsing senior representatives(s)

Acting Deputy Chief Constable

Full address of endorsing senior representatives(s)

**Lancashire Constabulary Headquarters
PO Box 77
Hutton
Preston
PR4 5SB**

2. Summary of application

Scanning

- Home Office Domestic Burglary reduction target of 40% set March 1999 to be achieved by April 2005.
- Target wards significantly above national average of burglaries per 1000 householders
- Significant funding opportunities available through Neighbourhood Renewal Fund and Single Regeneration Budget (6).

Analysis

Location

- Target area -7 inner wards of Preston. 5 within top 10% of deprived wards nationally, 4 within top 5% (reason government funding available)
- 43% of domestic properties – terraced dwellings
- Measured against most similar CDRPs – domestic Burglary position 20 out of a group of 29 (group 10) for 99/2000
- Target area accounts for 62% of Preston's domestic Burglaries
- 69% of terraced dwellings burgled attacked from rear
- 56% of burglaries take place during hours of darkness (British Crime Survey).

Victim

- Residents of target area twice as likely to be burgled than other Preston residents
- 19% Repeat Victim rate.
- Residents terraced dwellings (end terrace in particular) especially vulnerable.
- Hotspot areas within wards identified

Offender

- Research (Field 1998) states economic / demographic factors, confirms distribution of criminal behavior toward young people especially 16 –20 year old males.

Response

- Funding bids to SRB 6 and NRF
- Multi faceted initiative – overseen by CDRP–specific responses overlapping to target diverse risks :
- Burglary reduction co-ordinator post

Target Hardening Measures

- 1) Alleygating delivery by Police, Preston City Council
- 2) Home Safe Home Secure delivery by Police, Care and Repair

Intervention / Diversionary Measures

- 1) LCC Youth and Community Service program for young people
- 2) Preston City Council Leisure Services development of Recreation Zones
- 3) Youth Offending Team, Offender / Victim mediation scheme

Assessment

- Funding secured : NRF £750,000 over 3 years, SRB6 £250,000 over 3 years
- Burglary reduction co-ordinator appointed
- 12 gates securing 131 homes achieving 67% reductions and 98% public satisfaction
- 75 gates installed securing 1,100 homes awaiting closure orders
- Influencing a change in the law to facilitate alleygating
- 2827 properties Target Hardened.
- 661 Smoke Alarms/Fire Safety checks completed
- 95% of clients felt safer in their home.
- Four recreation zones installed
- 90% of referral order cases involved in community panel meetings,
- **790 less burglaries**
- **Value of burglary reduction, target wards 2001-2005 £1,649,800**
- **71.94% of all BCU reductions.**

- Project cost recouped

3. Description of project

Inner Preston Burglary Reduction Initiative

2002 – 2005

Preston Community Safety Partnership

SCANNING

The problem

- Home Office Domestic Burglary reduction target of 40% set March 1999 to be achieved by April 2005.
- Significant funding opportunities available through Neighbourhood Renewal Fund and Single Regeneration Budget (6)
- Community Safety Partnership, Safer Homes Task Group provides an opportunity to make a multi agency impact.
- Opportunity to implement documented local and National best practise in the field.

The Partners

This project is being delivered through the Preston Community Safety Partnership, and in particular, the following partners:- Lancashire Constabulary, Preston City Council, Lancashire County Council, Preston Care and Repair and the Lancashire Youth Offending Team.

ANALYSIS

Location

Target area incorporates 7 inner wards of Preston: Avenham, Central, Deepdale, Fishwick, Ribbleton, Riversway and St Matthews. 5 of these wards are within the top 10% of deprived wards nationally, and 4 within the top 5%. As a result of this deprivation Government funding is available through the Neighbourhood Renewal Fund (NRF) and the Single Regeneration Budget round 6 (SRB 6).

Comparisons with other areas rated by the Home Office as similar to Preston show that while the area is performing well against various types of crime, burglary remains a local problem, with a burglary level which placed the area 20th out of the 29 similar areas in 1999-2000.

Victim

Further examination of this issue has shown burglary levels to be highly concentrated in the Target wards. For example, in the 12 months to April 2001 the Target area experienced 817 of the 1318 burglaries in Preston, 62% of the total, although it only contains 42% of the population. Within the past 4 years prior to 1999 some of the individual wards have had burglary rates of over 55 per thousand households, when the national average burglary rate was 24 per thousand. Residents in the Target area are over twice as likely to be burgled as other Preston residents.

Within the area there is a high density of terraced dwellings that themselves suffer from a high burglary rate. Local police records show that 69% of a large sample of terraced houses that were burgled, were attacked from the rear. This compares with British Crime Survey findings (Budd, Home Office 1999) that 48% of offenders gained access via the rear of properties. This underlines the fact that one particular problem experienced in the Target area is attacks to the rear of terraced properties.

<i>Vulnerability of terraced properties</i>			
	Burglaries in Terraced properties	Of those, number attacked from the rear	%
97/98	366	276	75.4
98/99	324	199	61.4
99/00	327	235	71.9
Total	1017	710	69.8

This suggested, in line with Felson and Clarke (1998), that limiting access to the rear of such properties could significantly reduce the crime opportunities presented by routine activities and therefore impact on actual crime levels.

The British Crime Survey (Budd, 1999) has found that 56% of burglaries took place while it was dark. Darkness also provides a cover for removal of property after the crime has taken place, contributing to crime opportunities by removing natural surveillance by capable guardians such as local householders. The same study has also found levels of household security to be strongly associated with the risk of burglary victimisation, and has found that 19% of victims were burgled more than once within a 12 month period. In Addition it was discovered that there were also further increased risks of repeat victimisation over a five-year period. The project responses address these three issues, learning from local experience already taking place within the Target area prior to commencement.

Offender

Home Office research (Field, 1998) has established strong associations between economic and demographic factors and the overall levels of property crime. The strongest demographic factor was the proportion of 16-20 year old males in the population, and this research confirms other findings concerning the distribution of criminal behavior towards younger people. Those who develop criminal careers in their youth can continue to be prolific offenders in later years. Therefore, interventions which target at-risk groups of young people before they enter these key age ranges, could significantly reduce the number of offenders and the level of crime in the area. Such interventions are also more likely to have a longer-term effect than initiatives that focus on older offenders with more established criminal careers.

RESPONSE

The Project objective was to create a step-change in the crime problem in the Target area, by concentrating primarily on burglary levels and on young people in order to produce sustainable reductions in burglary levels that aim to save the local community and criminal justice system over £520,000 per year.

Key to this was releasing funding through successful bids to both the Neighbourhood Renewal Fund and the Single Regeneration Budget round 6, to develop a multi-stranded initiative to focus on target hardening in "hotspots" and diversionary work as follows:-

1. Alleygating – creating secure areas to the rear of terraced-style properties in hot-spot areas
2. Homesafe – upgrading security features to around 1,500 homes.
3. Youth and Community Service Program for young people
4. Building mediation work with young offenders, through recruitment and development of volunteer mediators
5. Development of Recreation Zones

The Interventions

The projects range of interventions are aimed at maximising benefits to victims and minimising crime by effecting sustainable long-term change.

i) Alley-gating

It was clear from local analysis that terraced properties have most to gain from security to the rear, partly because it limits the point of entry on these properties to the front of the premises, which are primarily in public view and offer good natural surveillance. The alleys to the rear of the premises offer free access without challenge to an area not generally subject to surveillance. They are therefore places that offenders can use as a ready base for burglaries and attempts.

Following successful trials in Liverpool, which saw burglary reductions of over 60%, the Project introduced alley-gating schemes to appropriate crime hot-spot areas of predominantly terraced property. The schemes limit access to residents with keys for the gates. The design employed incorporate Street names to further encourage ownership, territoriality and therefore natural surveillance.

Gates are fitted to the alleyways of properties grouped in natural units, subject to the agreement of 95% of residents in the Target areas. These gates allow access to the rear of properties to be regulated by householders, reducing crime, the fear of crime, and opportunities for anti-social behavior. Feedback from residents also shows considerable environmental improvements consequent to householders taking responsibility for common areas no longer open to the public at large, and development of community spirit through the co-operation required to manage access.

A Full gating program has not yet been possible to achieve due to legal difficulties involving the responsibility for maintenance in closed alleys. However the Program continues with gates installed and locked open awaiting closure orders under new legislation (Clean Neighbourhoods and Environment Act 2005) brought about through pressure applied by partners to this project.

Responsibilities for the alleygating strand of the project were divided as follows. The police identified hot-spot areas. Preston Borough Council Housing and Direct Services Department were responsible for identifying a supplier according to the Borough Council financial procedures. The Housing and Direct Services Department were responsible for the consultation process, for obtaining all permissions and commitments that were required.

ii) "Homesafe"

This element of the scheme provides increased security to at-risk premises using the facilities of the Home Improvement Agency, Preston Care and Repair, who offer to install such security measures as appropriate to households situated in hot-spots within the target area. The Police Burglary Reduction Co-ordinator (A post financed through this project) proactively identifies these hotspots through the use of data from the Police crime recording system, with a particular emphasis on identifying the vulnerable, the elderly and repeat victimisation.

The provision of free home security measures to dwellings is a proven success in reducing the number of burglaries. It had been used in Preston on several previous occasions with recorded reductions of around 20% in the first year of operation within the target area. It is felt that some burglaries may be simply displaced to an adjacent area by this type of activity, although there is no direct evidence of this. A rolling program of providing additional home security measures throughout the Town, such as that which this project provides, establishes an ethos or principle that "this district is active against burglary".

Responsibilities for this strand of the project are divided as follows. The police (as mentioned above) identify appropriate properties within the target areas and perform security surveys to identify security improvements to bring the property to the acceptable standard. The results of these surveys are provided in a written form in a manner agreed to the Managing Agent (Preston Care and Repair) and are kept by the Managing Agent in a secure manner as a matter of record. The Managing Agent is responsible for delivery of the improvements to individual houses, at current average cost per house of £45.00.

There is a facility for a reactive element dependant on a referral from the police and sufficient resources being available. The general conditions for a property to qualify are that it is located within an area identified as a hot-spot

and that its security is not to the required standard.

The project is operated on a day-to-day basis by three staff working from the Preston Care and Repair office. The staff is made up of one administrative support worker and two technical advisors/installers. Preston Care and Repair are responsible for the provision of office accommodation and undertake the role of employer.

Preston Care and Repair are responsible for ensuring that the staff employed, have a level of competence appropriate to the prescribed tasks within the Project Team.

The police provide a list of properties, located in hot-spot areas that fall below the relevant security standard. Care and Repair then contact the potential beneficiaries, and obtain consent for making the improvements. The Project Team technician then identifies and installs appropriate equipment based on the report prepared by the police and on a survey of the property. A record is maintained of the installations carried out in association with the scheme.

The number of referrals is continuously recorded and monitored by the Project Team. Should the number of referrals fall short of the set target, the project team is responsible for publicising and promoting the scheme to appropriate groups within the Target area.

Installation of the following basic items is considered for the purpose of improving home safety and security:

- Provide and fit deadlock(s)
- Provide and fit door chain
- Provide and fit door viewer
- Provide and fit window locks (x5)
- Install PIR security light (contracted out)
- Provide and install smoke detector(s) (In partnership with the Fire Service where possible)

This list is indicative of typical measures that might be included in work carried out following the police survey under the Homesafe / Homesecure project.

iii) Youth and Community Service Program for Young People

Teams of youth and community workers undertake detached work targeted at areas designated as hot spots for juvenile nuisance and disorder as well as at groups identified as most likely to be engaged in anti-social behavior. The workers:

- Offer diversionary activities to those young people **engaged in** crime and disorder,
- Provide pro-active and preventative programs to those young people who are socially excluded and therefore considered to **be at risk** of either getting involved in petty crime and nuisance or becoming victims of crime and disorder, and
- Assist young people to express their views and influence others.

The work is targeted at 11 to 17 years old and aims to engage young people to develop positive behavior and pro-social attitudes and skills so that they may deal more constructively with their changing circumstances. The workers aim to establish mutual trust and confidence with young people through developing positive and non-judgemental relationships with them. From this baseline they seek to help young people overcome personal and social factors that may have been the cause of their anti-social behavior. This would be done through providing opportunities to engage in creative learning about:

- Self esteem and having a positive life-view;
- Recognising and managing feelings - anger management skills;
- Communication skills, Interpersonal skills;
- Problem solving, Negotiation skills, Planning skills;
- Health and personal care issues, including teenage pregnancy and drug and alcohol misuse;

- Having a voice and being involved in the decision making processes;
- And more.

There are two strands to the activities offered: diversionary and preventative.

Diversionsary Activities

This work is targeted at those young people already **involved in crime** and whom the Police and YOT refer to the Youth and Community Service. The program of activities include:

- Residential opportunities;
- Outdoor Education work;
- Arts, craft and music work;
- Sports;
- And more.

Preventative Activities

This work targeted at those young people considered to be **at risk** and therefore may get drawn into petty crime and nuisance. The program of activities includes:

- Regular detached work in the area;
- Day events and residential opportunities;
- Outdoor Education work;
- Arts, craft and music work;
- Sports;
- Mentoring;
- Peer Education initiatives;
- And more.

iv) Work with Young Offenders

The scheme includes a reactive element that targets those young people who are offending in the Target area. The Youth Offending Team provide a Mediation Service based on principles of restorative justice, employing a worker and trained volunteers to bring young offenders into contact with their victims in order to make sure they face the consequences of their actions and so discourage them from future criminal activity.

For those offenders who co-operate in the program, their reintegration is supported by involvement in leisure-based diversionary activity that emphasises the values of citizenship and is delivered by the local Youth and Community Service. Experience of these benefits is conditional on active co-operation, in order to incentivise co-operation, to prevent waste of resources on those unwilling to respond, and to avoid the risk of the scheme being viewed as a "reward" for bad behavior. This scheme also has the benefit of involving victims in the shaming process and allowing them to see constructive action being taken with the offender.

Responsibilities for this strand of the project are divided as follows.

The Police together with the Youth Offending Team identify suitable offenders and the YOT offer a mediation service, encouraging victims to engage in mediation. The Youth Service provide further interventions as described above.

V) Development of Recreation Zones

The Partnership, through the Borough Council, have developed recreational sites in the target area that young people use for sport specific activities, this in turn has encouraged and supported local people to become actively involved in the management of open 'Recreation Zones' and community spaces.

The following evidence is taken from 'The Value of Sport' published by Sport England:-

- Tackling social exclusion- evidence suggests that participating in sporting activities increases people's sense of integration into their local community.
- Community safety – evidence from across the country shows that sport reduces the chances of young people slipping into lives of crime and that there is a reduced risk of a person re-offending if s/he can be encouraged to participate in sport.
- Enhancing the environment – sports fields provide green 'lungs' for towns and cities, while new facilities can regenerate previously derelict land.

The development of the recreation zones has provided enhanced community facilities in which structured and non-structured play and sport take place.

The Borough Council development of Recreation Zones as part of this project has received support from Sport England in a letter that states that 'I'm fully aware of the successful implementation of the existing 'Rec Zones' within the Borough and support your intention to build upon this proven track record.'

Justification of approach

The interventions detailed above involve consideration of the main elements in criminal opportunities, namely targets or victims, offenders and the lack of someone to intervene and stop the offence. The range of interventions are designed to support each other, some to strengthen the physical defenses against burglary, others to make travel to and from crime scenes more difficult, others to increase community involvement and feelings of safety, others to prevent young people from beginning criminal careers, and measures to nip offending in the bud through a process of reintegrative shaming which fully involves victims and confronts offenders with the consequences of their actions.

The mix of interventions serves two very important functions. Firstly it ensures that offenders are targeted from a variety of perspectives instead of treating them as one homogenous group. Some people may never become offenders if they are diverted early enough while others may respond to having to confront their victim. Others may only desist if it becomes physically too difficult to break into houses or to escape with property without being caught. The range of interventions means that this project can have an effect on all these different types of offender and, where a person is susceptible to more than one intervention, to reinforce the anti-burglary message in a number of ways.

Secondly, the range of interventions provides a variety of payoffs for victims of crime. For some, this will be increased security being provided to those who live in the pockets of highest crime in the target area. This helps to show tangible action against crime for those most concerned and most at risk from it. Alley-gating has helped to increase general feelings of security in a high crime area. As has frequently been noted, fears of crime are founded on facts, albeit in a slightly distorted way, and so the Target area is a key place to concentrate on fear of crime, as people's fears will be justifiably higher there. Finally, those who have suffered from burglaries have the opportunity to face the offender responsible and to voice the effect the crime has had on them.

In conclusion, there are a range of benefits to victims, and a number of opportunities positively to influence offenders, allowing there to be real effects on levels of crime which also have the benefit of being directly felt by the local community.

ASSESSMENT

outputs

- Funding secured: NRF £750,000 over 3 years, SRB6 £250,000 over 3 years
- Burglary reduction co-ordinator appointed

Alleygating

- 12 gates securing 131 homes achieving 67% reductions and 98% public satisfaction
- 75 gates installed securing 1,100 homes awaiting closure orders
(Once these gates are closed it is anticipated that they will deliver increased and sustainable reductions).
- Influencing a change in the law to facilitate alleygating i.e. the Clean Neighbourhoods and Environment Act 2005

Home Safe Home Secure

- 2827 properties Target Hardened.
- 661 Smoke Alarms/Fire Safety checks completed
- 95% of clients felt safer in their home.

Preston City Council Leisure Service

- Four recreation zones installed

YOT Mediation

- 90% of referral order cases involved in community panel meetings,
- Seen as best practise and rolled out across county

Outcomes

Burglary Figures for Target Wards Across The Life of The Project

Avenham

Year	No Crimes	No Plus / Minus	% plus Minus
01-02	133		
02-03	117	-16	-12%
03-04	99	-34	-25.56%
04-05	72	-61	-53.33%
		-111	

Deepdale

Year	No Crimes	No Plus / Minus	% plus Minus
01-02	84		
02-03	54	-30	-35.7%
03-04	60	-24	-28.5%
04-05	66	-18	-21.42%
		-72	

Central

Year	No Crimes	No Plus / Minus	% plus Minus
01-02	129		
02-03	171	42	35.5%
03-04	112	-17	-13.17%
04-05	119	-10	- 7.75%
		-27	

Fishwick

Year	No Crimes	No Plus / Minus	% plus Minus
01-02	156		
02-03	126	-30	-19.2%
03-04	65	-91	-58.33%
04-05	50	-106	-67.94%
		-227	

Ribbleton

Year	No Crimes	No Plus / Minus	% plus Minus
01-02	139		
02-03	151	12	8.63%
03-04	160	21	15.1%
04-05	135	-4	-2.87%
		-4	

Riversway

Year	No Crimes	No Plus / Minus	% plus Minus
01-02	119		
02-03	78	-41	-34.45%
03-04	41	-78	-65.54%
04-05	38	-81	-68.06%
		-200	

St Matthews

Year	No Crimes	No Plus / Minus	% plus Minus
01-02	150		
02-03	132	-18	-11.99%
03-04	128	-22	-14.66%
04-05	83	-67	-44.66%
		-107	

Total reductions 790

Total increases 73

Net Reduction 717

Brand and Price cost savings (At £2300 per burglary) £1,649,100
(At £1750 per Burglary) £1,254,750

All 7 wards now show reductions

Notional savings well exceed project costs after three years.

Whole BCU Figures Across The Life of The Project

Central Division Domestic Burglary 01/04 to 31/03

Year	No Crimes	No Plus / Minus	% Plus Minus
01-02	1529		
02-03	1350	-179	-11.7%
03-04	1138	-391	-25.57%
04-05	1001	-528	-34.53%
		-1098	

Total reductions 1089

Brand and Price cost savings £ 1,921,500
 (At £1750 without counting defensive expenditure and Police activity)

Brand and Price cost savings £2,525,400
 (At £2300 including defensive expenditure and Police activity)

Reductions whole BCU	1089
Reductions 7 Target wards	790
Reductions in remaining 16 wards	308

71.94% of BCU burglary reductions achieved within project Target wards.

Sam Chapman, Preston City Council Community Safety Manager
Steve Hobin, Community Safety Sergeant, Central Division