

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

Priority Premises Performance Plans

Name of force/agency/CDRP:

Lancashire Constabulary

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Position and rank of endorsing senior representatives(s)

Acting Deputy Chief Constable

Full address of endorsing senior representatives(s)

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2. Summary of application

Problem

Scanning

Dramatic and continued rise in alcohol fuelled violent crime (**980%-1998-2004**) in Lancaster coupled with a **234%** rise in high capacity late night licensed venues.

- ⊕ No accurate statistics linking crime to areas or premises
- ⊕ Crime generating environmental features were commonplace in venues
- ⊕ Late night binge drinking culture and victim's casual attitude to the crime were factors

Statistical Analysis

Utilisation of an evidentially reliable database, backfill to create an immediately useful tool for analysis

- ⊕ High capacity late night premises are responsible for **76%** of all alcohol related assaults in licensed premises (2004), however only make-up **13%** of licensed premises.
- ⊕ **60%** of assaults occur Friday / Saturday nights
- ⊕ Students are main victim group (**20%**), **48%** victims are 18-23
- ⊕ **50%** of offenders are 18-23, **91%** local to Lancaster
- ⊕ Assaults Liquid 2001-2002 **+140%**, 2002-2003 **+50%**
- ⊕ Revolution 2002-2003 **+181%**
- ⊕ Statistical Breakdown into month day and time, pinpointing accuracy and establishing correlations

Social Analysis

Use of the problem analysis triangle, routine analysis and broken windows theories to formulate Intervention principles.

- ⊕ Demographics, Lancaster has 18,000 student population, 15-23's **4.2%** above national average
- ⊕ **29%** of assault victims want no police action; British crime survey (2002-3) up to **80%** go unreported
- ⊕ Representing casual attitude to the crime
- ⊕ Management practices at venues lax or not geared to the needs of the local environment

Intervention

- ⊕ Establish multi-agency licensing surgeries
- ⊕ Create performance plans for premises including new initiatives
- ⊕ Three major initiatives following routine activity theory, education of student victim, excluding offenders from licensed premises, the re-introduction of capable guardian via doorstaff, management and police initiatives.
- ⊕ Continual monitoring of statistics and performance for improvement and modification to performance plans
- ⊕ "Design out" Crime generating features during refurbishments

Evaluation

- ⊕ Liquid has seen a reduction of **14.3%(56-48)** in alcohol related assaults and **27.6%(123-89)** in all crimes in 2004
- ⊕ Revolution has seen a reduction of **44.8%(29-16)** in alcohol related assaults and **31.2%(64-44)** in all crimes in 2004
- ⊕ Improvement in atmosphere, making the venues less confrontational, more relaxed with increased trade. Liquid's revenue up **2%** and Revolution's up **13%**
- ⊕ No noticeable displacement into other premises
- ⊕ Easily sustainable with new premises joining project
- ⊕ No additional cost for constabulary

The dramatic results must be seen in context of a 20% rise in violent crime in Lancaster

3. Description of project

Objective of the project

To reduce alcohol related violent crime and disorder within priority licensed premises in Lancaster city centre.

The problem is a major concern to the local community specifically residents living close to the hot spot area of the city. Lancaster reflects the national picture in terms of crime and disorder.

The criteria used to judge the success of the project will be two fold; firstly the reduction in alcohol related violent crime within the chosen venues. Secondly the improvement in atmosphere within the venue with a knock on effect of an increase in clientele and increased revenue at the venues.

Central to the project was identifying all partners who could have the greatest impact on the problem. Police and licensees who are aware of the issues must be included to represent the location of the problem. An agency to represent the victim and offenders is much more difficult. The main victim group were identified as the student population, Lancaster University were an important partner in accessing this target group. No suitable partner for offenders was identified due to a lack of reliable information identifying offender groups.

The objectives of the project were given the full support of the Lancaster and district community safety partnership which ensured that any community issues and concerns could be readily addressed in terms of the ongoing response to the problem.

Definition of the problem

Statistical scanning

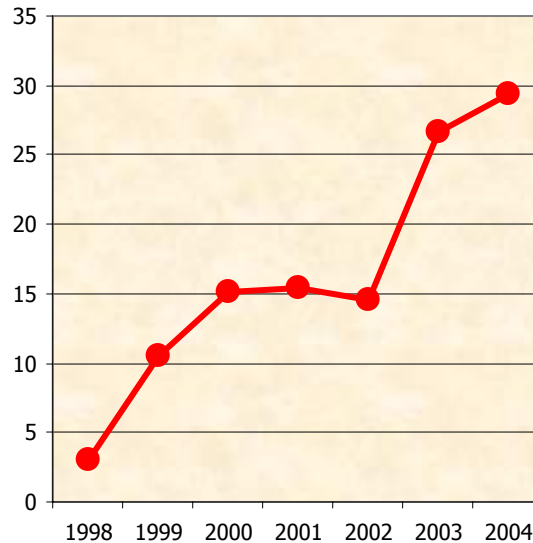
There had been an increase in licensed premises; however, incidents of assaults had risen enormously and out of proportion to this rise. Due to failings in the crime recording system this could not be statistically proven.

The first problem was to establish an evidentially proven database that would give a strong link between these crimes and licensed premises. The Constabulary crime recording system was strewn with errors, two separate studies of this database were carried out, each assault crime was scrutinised. It was found that approximately 50% of recorded crimes had some defect; either in keyword (location indicator) or the alcohol indicator was wrong or evidentially could not be established. This made it impossible to rely on this information.

Utilising an evidentially proven database over the same period (1998–2004) alcohol related assaults have risen from a monthly average of 3 to 29.4 this constitutes a rise of 980% and clearly shows that there is a major issue within the city centre. During the same time period there had been a 234% rise in capacity at late night venues, those operating after 11pm, these units are predominately high capacity with a low percentage seating, with a crowded vertical drinking area.

The real need was to be able to link these assaults to areas or licensed premises to statistically prove the issues exist.

Monthly average of alcohol related assaults in lancaster city centre



Social scanning

In addition to the statistical issues we also needed to address social factors that we believed were influencing the rise in alcohol related assaults. Primarily these were two fold, features of venues and the victim's attitude to the crime.

Many venues within the project area had environmental features which were generating crime; dark recesses, hidden corners, areas which become overloaded, poor layout affecting the flow of customers causing pinch points, which commonly become flash points for aggressive behaviour as identified by licensees and incident report books at venues.

The victim's casual attitude to crime was also a major factor, as many victims did not wish to substantiate a complaint. Fear of crime is very low amongst young persons although they are at a greater risk of being a victim of violent crime. Young persons also seem less aware of a change in perception and behaviour due to alcohol intake.

Binge drinking is also a social factor and in keeping with the national trend, Lancaster has a culture of binge drinking especially with the student and younger age group.

Initial analysis

The first issue regarding analysis was to establish an evidentially reliable database to link assault crimes to hot spot areas of the city and especially to licensed premises. To do this we examined every assault crime within Lancaster city centre for inclusion in the new alcohol related assaults database. The location, time of offence, whether it occurred within licensed premises and whether either or both aggrieved or offender was drunk was taken into account and a criteria set.

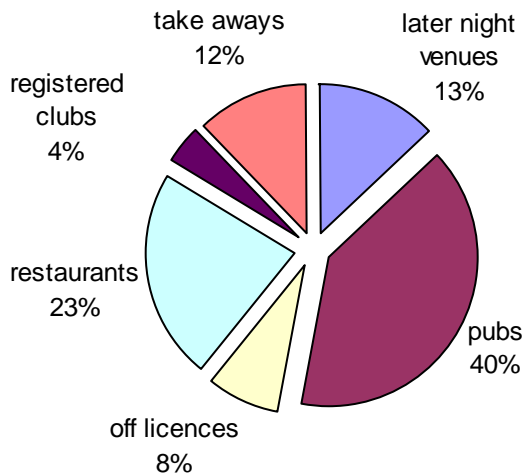
As we had established an evidentially sound database there was the necessity to make it functional this meant backfilling to make it a useful and relevant tool. The database required analysing to establish whether patterns and correlation exist specifically concentrating on the new high capacity priority premises.

It was apparent early in the analysis that there was a correlation between large scale licensed premise and disorder. There were few or no assaults in areas of the city where this type of premises did not exist.

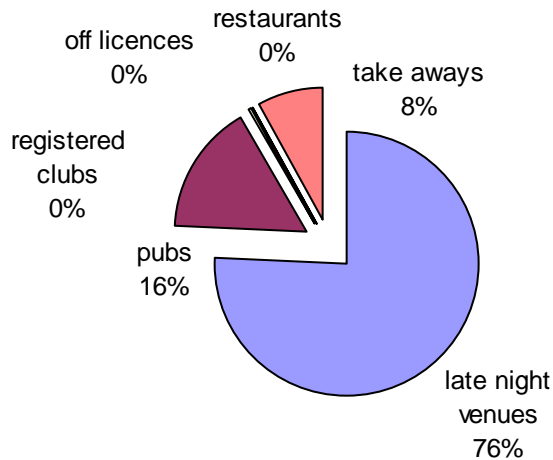
Statistical Analysis

There are 11 high capacity late night venues, this constitutes only 13% of the total number of licensed premises, however on close scrutiny of the database showed that these premises were responsible for 45% of all assaults in the city centre and 75% of all assaults in licensed premises.

Make-up of Licensed premises by type



Make-up of assaults by premises type



Further analysis indicated that 60% of assaults occurred on Friday or Saturday nights and that 88% occur between 10pm and 3am. Though expected they must be statistically proven to move on to the next stage of analysis.

The next stage is to analyse the victims and offenders, simple analysis indicates that 20% of victims are students, which constitutes the main victim group, also 48% of victims are between 18-23 years old.

The percentage of offenders that are between 18-23 years old is 50%. However the predominate known offenders are manual workers and 91% are local to Lancaster.

The analysis also raises a worrying statistic that 12% of all alcohol related assaults involve doorstaff whether as the aggrieved or the offender. Where the doorstaff is the offender the figure is only made up of detected crimes, and allegations that have not been proved or substantiated have not been included.

The underlying conclusions regarding the problems concerning the locations and the age range is very much as expected as this is the predominate group socialising in the city. Due to cultural and historical differences the conflict between students and local persons is not surprising; however the exact percentage of the offenders who are local is astounding.

There has been analysis to look at all three sides of the problem analysis triangle with regards to the offender victim and location. As a result these were all readily identified.

Case studies

Following the analysis, there were five target premises, the two most prominent premises, being Liquid and Revolution were used as case studies.

Liquid is owned and operated by Luminar leisure plc, it is a multi floored dance venue located at the northern edge of the city. The premises opened in late 1999 and operated a special hour's certificate until 2am with a capacity of 1100.

The two years preceding the introduction of performance plans, the alcohol related assaults at the venue went up 140% from 15 to 36 (2001-2002) and 50% from 36 to 54(2002-2003).

Revolution is owned and operated by Inventive leisure plc, it is a two-floored late night bar located at the southern edge of the city. The premises opened in mid 2002 after extensive refurbishment of existing licensed premises. The premises operate a special hour's certificate until 2a.m with an operating capacity of 550.

The year preceding the performance plans, the alcohol related assaults at the venue went up 181 % from a monthly average of 1.3 to 2.4 (2002-2003)

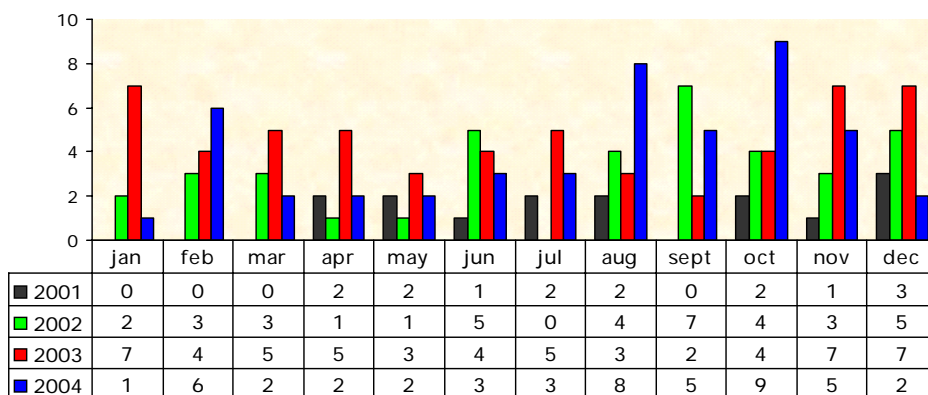
The assault data was broken down into month, day and time to pinpoint as accurately as possible and to assist in the response for each venue.

alcohol related assaults

December

	Mon	Tues	Wed	Thur	Fri	Sat	Sun	
January	0	0	0	1	0	0	0	1
February	0	0	1	0	0	5	0	6
March	0	0	0	0	1	1	0	2
April	0	0	0	0	2	0	0	2
May	0	0	0	1	0	1	0	2
June	0	0	0	1	0	2	0	3
July	0	0	0	0	1	2	0	3
August	0	0	4	1	0	3	0	8
September	0	0	1	0	3	1	0	5
October	0	1	1	6	1	0	0	9
November	0	0	0	1	3	1	0	5
December	0	0	0	0	1	1	0	2
								48
Total	0	1	7	11	12	17	0	48

	2300-2330	2330-0000	0000-0030	0030-0100	0100-0130	0130-0200	0200+	
January	0	0	0	0	0	1	0	1
February	0	1	1	3	1	0	0	6
March	0	1	1	0	0	0	0	2
April	0	1	0	0	0	1	0	2
May	0	1	0	0	0	1	0	2
June	1	0	1	1	0	0	0	3
July	0	0	0	1	1	1	0	3
August	0	2	3	0	3	0	0	8
September	0	0	1	1	0	2	1	5
October	0	1	7	0	1	0	0	9
November	0	0	0	0	4	1	0	5
December	0	0	0	0	0	0	2	2
								48
Total	1	7	14	6	10	7	3	48



Social Analysis

As well as analysing the statistics we must also analyse the social data.

The victims casual attitude to crime is confirmed by the British crime survey (2002-3) which states that up to 80% of such crimes go unreported. Using our data in 2004, 29% of victims who were identified wanted no police action taken against the offender.

Regular meetings took place with student union sabbatical officers, which reinforced the concerns for the victims but not the concern of the victims themselves. A research document produced by Lancaster University sociology department, confirmed the general laissez-faire attitude to both alcohol consumption and personal safety within the student population.

Another major factor was the management practices at the venues; this was confirmed in two ways, with individual meetings with manager's and also through licensing visits. The issues centered on lax practices mainly concerning standards at the location such as door policies, doorstaff and glass collection and clearing policies. However what we felt was of equal importance was the issue that practices and policies were not geared to the needs of the venue or local area. This was the practice of head offices setting performance targets, promotions and pricing policies across the company's estate. This failed to account for the style of operation, the location and clientele.

The demographics of Lancaster must also be considered; the number of 15-24 year olds in the city area is 4.2% higher than the national average. Lancaster University and the University College of St. Martins, have a combined student population of over 18,000. This means that our "target age group" is much larger than it would be in most cities.

As well as the problem analysis triangle, we utilised the routine activity theory, which seemed eminently suitable for use in this situation. The routine activity theory examines how incidents originate in the routine activities of every day life. It also states, for a crime to take place there must be three elements; the lack of a suitable guardian to protect the target this could be door staff, poor management and poor or inappropriate use of CCTV. The second element is a motivated offender element, potential offenders can be further motivated by being under the influence of alcohol. Other motivating factors may be aggressive behaviour not recognised by doorstaff, regular offenders not being targeted and poor behaviour, which is left unchecked. Thirdly a suitable target needs to be present; persons who are under the influence of alcohol usually have little awareness of personal safety and are less aware of the effects of alcohol, therefore they become a more suitable target.

The broken window theory also mirrors the situation at premises prior to performance plans; this theory states that a problem, which is not addressed, becomes a downward spiral. Within the situation of licensed premises poor standards become acceptable, poor behaviour becomes acceptable, there becomes an acceptance that trouble will happen, and the premises rapidly develop a poor reputation.

New initiatives and management practices need to be tailored to the above theories; this will assist in us being fully focused on what we are doing, why and what we hope to impact upon.

Response

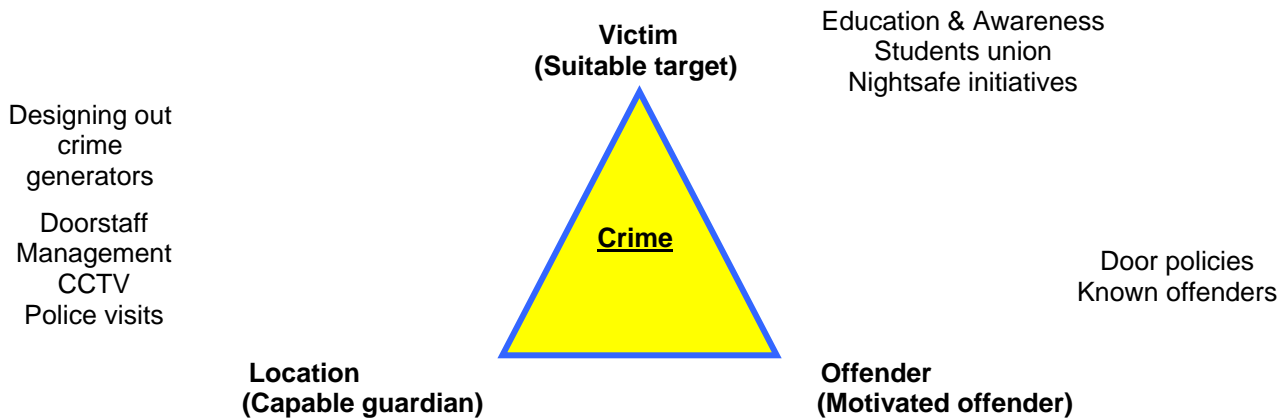
Having fully analysed both the statistical and social data it was clear that a joint approach would be required taking into account all identified issues. This would take the form of multi agency licensing surgeries. These would be based around the following formula, analysis of crime and social data including correlations of such data, the scrutinising of management practices and the formulation of performance plans which would be agreed and minuted within the surgery document to give a reference point and to confirm the issues and the agreed actions.

There would also be a series of increased police licensing visits carried out by both licensing officers and also geographic officers; these would be specifically aimed at ensuring that the agreed response was being undertaken.

In conjunction with these two aspects there would be a variety of crime prevention initiatives specifically targeted at students and young people, the campaigns were geared to highlight personal safety; drinking safety awareness and work carried out with individual premises to address environmental design issues.

Response initiatives

With consideration to both statistical and social analysis it was apparent that the response should be geared to these crime prevention theories. The routine activity theory was considered more relevant; however this is closely linked to the problem analysis triangle. We overlaid both theories and then placed initiatives within the boundaries of the triangles to clearly define the impact and response. The chart overleaf shows the triangle and the grouping of our initiatives. Application of the broken windows theory reinforced the lax practices and the need for a review of management policies.



The victim or suitable target, which in this case is young persons and students who are under the influence of alcohol. Campaigns to assist in raising awareness within the student community have included posters outlining the consequences of drinking too much, all the artwork for this project was designed by the students themselves. In addition the campaign included radio advertisements which appeared on radio Bailrigg the student radio station and Bay radio which is the largest local radio station in north Lancashire. This campaign was funded by the student union, the local Lancaster pubwatch, and the Lancaster community safety partnership.

The “Walkaway” campaign instilled the advice to walk away from confrontation as well as an educational personal safety package delivered by the crime prevention department to all ‘fresher’ students in the city.

A “Drink Safe” a campaign promoting responsible drinking and awareness of drink spiking.

The Lancaster university student union fortnightly newspaper supported these campaigns and also shadowed the licensing officer during night time inspection visits and produced an article again to raise the awareness of personal safety.

This activity formed part of ‘Nightsafe’, which is the Constabulary corporate initiative, aimed at reducing alcohol related crime and disorder

The group of education initiatives was chosen above an enforcement campaign, primarily because students are the highest group of victims and therefore awareness needed to be raised. This was much easier to do in partnership with the student bodies, who could also ‘sell’ a credible message to their peers.

Offender or motivated offender. This was perhaps the most difficult area initially to analyse and the initiatives aimed at this grouping although relevant, they would also have to be generalised to impact on as many potential offenders as possible. The initiatives would centre on early intervention and in this case keeping possible motivated offenders out of our priority premises. This was done in two ways; firstly the standards on doors entrance policies were drastically altered. Dress codes were tightened to exclude certain garments; identification was required for any person who looked under the age of 23 years, this would only take the form of a passport or photo driving licence. Drug searches were increased and included a passive drugs dog working in the venues. Finally the door policies became much stricter on the admissions of persons who were under the influence of alcohol. Secondly for known offenders we used pubwatch bans for persons committing offences in licensed premises; they would receive a ban from all participating members and exclusion orders granted by the magistrate’s court.

The capable guardian or location is the third and possibly the most important part of the triangle, specifically in relation to the routine activity theory. There were many initiatives aimed at this section as the lack of the capable guardian was a major factor in the levels of assaults. Due to its fundamental importance a number of initiatives were formulated to affect a successful response.

Designing out crime generators sounds a major task; however this was not always the case. Liquid benefited from a complete redesign of the club room, however not all were as dramatic as that and simple things made a difference such as lighting a dark corner or placing doorstaff in these areas to reduce the crime.

The most significant target group for both 'case study' venues were doorstaff and these attracted the highest number of initiatives. Firstly we had to ensure that the right number of doorstaff were at the venue on the appropriate nights and in the right locations. This took several months to get right; the doorstaff had their own areas so it became obvious which doorstaff were unable to reach the required standard. These doorstaff were moved to other areas and it came as no surprise when disorder or poor practices followed. Another initiative was that instead of standing in one place doorstaff were given proactive patrol areas, this evolved, and now at both venues there is a doorstaff exclusively to patrol the dance floor to remove bottles and glasses and anyone who is behaving in an aggressive manner. The doorstaff needed to become more visible, there was a change in their uniform, pedestals were made which they stood on to become more visible and to give them better vision. Ejection routes were developed in so that CCTV cameras would follow the ejection to stop impropriety, in addition to this the management stressed that the demeanour of the doorstaff needed to change, which it did.

Management practices also needed to improve and the first initiative centered on the doorstaff. Both door teams are contracted to the venues and the management were not monitoring the doorstaff sufficiently this was being left to the door staff company, this changed, to make the door staff more accountable to the premises management. The other major initiative was the standards at the premises; the premises needed to look clean and tidy to increase the overall standards. Items such as spillage, clearing discarded bottles and glasses and breakages were required to be dealt with swiftly. This had the effect of increasing the physical staff presence in public areas and increasing the ratio of glass collectors to bar staff. Dispersal policies at the end of the night were also implemented where slow alighting from the premises was encouraged rather than the doorstaff forcing persons out quickly which often led to conflict.

Closed circuit television (CCTV) initiatives at the venue included increasing coverage to excluded areas and increasing signage to ensure patrons were aware of the existence of CCTV in keeping with the data protection act.

Police officers are also a capable guardian and the number of police visits to licensed premises increased and became more focused.

The method of working in partnership with the licensees was preferred to older established methods of enforcement. Older enforcement methods may have had some short term effects however, they were not sustainable and they are impossible to maintain over a large number of premises.

Management response

Management response at all the venues was to give the surgeries and the new initiatives their full co-operation. To compliment agreed actions, management undertook internal review of operational policies. The management of the premises acknowledged the fact that company policies needed to be adapted to suit the needs of their establishment and to assist the initiatives not detract from them. There was also the acceptance from the management and a tolerance from head office that there would be a short-term loss of revenue, however if the project were successful there would be significant gain in revenue and reputation.

Evaluation of the Intervention

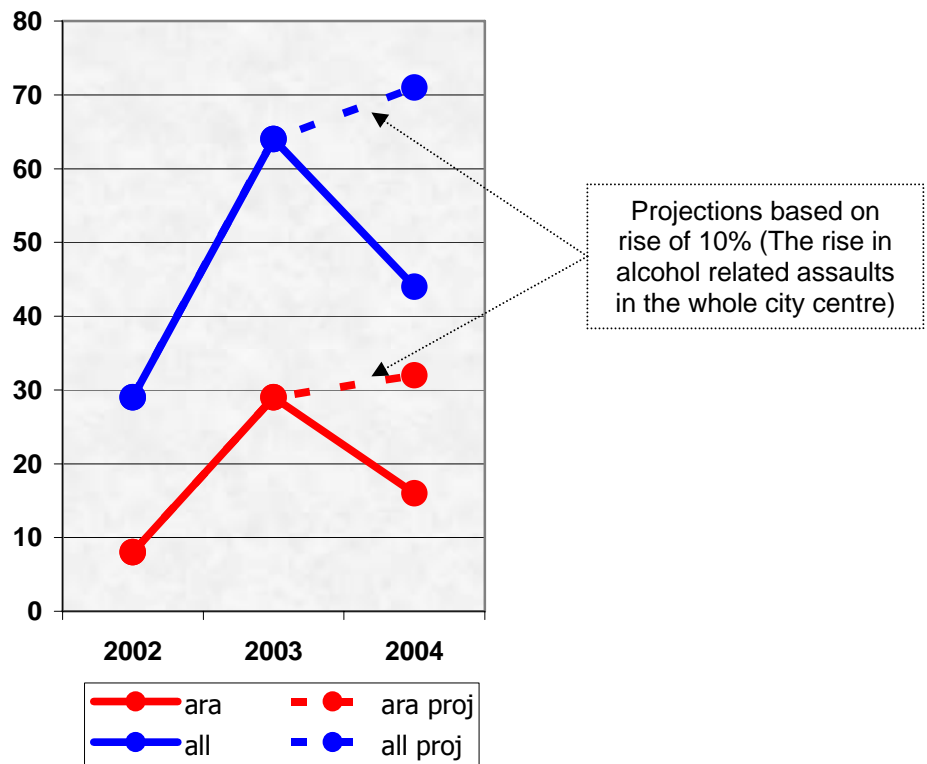
Assessment

The two case study premises saw significant reductions in alcohol related assaults against a 10% rise in alcohol related assaults within the city centre and a 20% rise in violent crime within the Lancaster sub-divisional area.

One of the objectives for the project was to improve the atmosphere within the venues, which would lead to an increase in clientele or an increase in revenue or both. The case studies have shown an increase in revenue over the last 12 months; Liquid increased by 2% and Revolution by 12.9%, these appear to be slight rises however these are multi million pound operations and this represents a significant amount of money, Revolution has also seen an increase in clientele.

The two case studies performed far beyond expectations especially with the overall rises in violent crime and the rise of alcohol related crime in other venues within the city area.

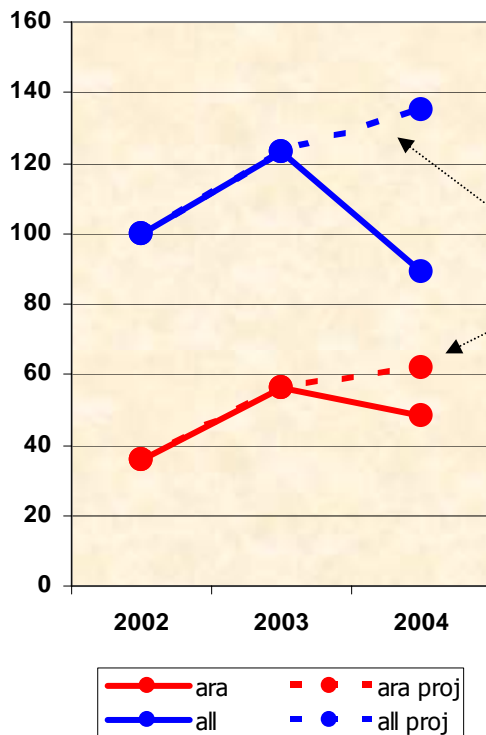
Revolution



- Alcohol related assaults have reduced by 44.8% (29-16)
- All crimes have reduced by 31.3% (64-44)
- Incidents have reduced by 2.5% (82-80)

Revolution was very straight forward; the issues were easily identified and then rectified by the use of surgeries and the performance plan. The issues related to the failings of the doorstaff and the absence a capable guardian, when a new more professional doorstaff team was put in place leading to significant improvements.

Liquid



- Alcohol related assaults have reduced by 14.3% (56-48)
- All crimes have reduced by 27.6% (123-89)
- Incidents have reduced by 30.3% (76-53)

Liquid is a much more complex venue. The target age range for the venue reflects the age range which is most likely to be both victim and offender. The venue has a complicated floor layout. It also has a significantly higher capacity than Revolution and sits within the crime and disorder hot spot for northern division of the Lancashire constabulary. Liquid has seen a significant improvement, however the complex nature of the venue means that there is still work to be continued.

This result was not achieved quickly and many of the initiatives did not show the improvements expected. The whole project has been a continual process of analysis, response, and assessment until we achieved success, many of the initiatives were fine tuned several times to achieve the impact we desired.

The most pleasing aspect of the reduction is in the focused crime areas. The involvement of doorstaff in assaults at Revolution had reduced by 66% (12-4). Also, as student assault numbers have remained static within the city the two case study venues have seen a reduction of 33% (15-10); this has also been confirmed by the Lancaster university students union whose surveys have concluded that there is a heightened awareness of personal safety and knowledge of our various campaigns.

The two venues must be commended for not only pursuing the aim and initiatives of the project but taking this much further in their internal operations. Without the commitment for ownership by the licensees the project would not have been successful. The students union were actively encouraged to take ownership of the safety campaign as they had greater knowledge of the target audience. Without their involvement it would not have been possible to reach the student community with the same degree of success. Their partnership involvement provided thorough evaluation of the various initiatives which may have proved difficult for police to gather.

The project is easily sustainable and we have set up the database for statistics and are confident in their use, initiatives used during these early stages of the project can easily be transferred to other premises and adjusted to suit all needs. We have not seen any displacement to other premises.

This project has caused no additional cost to be burdened upon the constabulary, the two venues have seen a reduction of 75 crimes in 2004 this results in significant savings of police time

There are now new premises under performance plans, some of the original premises have be signed off but are still monitored. This project is good practice as we have not achieved such excellent results from other more established methods.

The knowledge gained by the project is two fold; firstly that the education process is a long term issues and this must be addressed on a large scale perhaps even on a national level. Secondly by linking the response initiatives to the routine activity theory and assessing all the initiatives, the major factor that created the reduction in violent crime was the re-introduction and the improved standards of the capable guardian.