

## 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 :

**Operation Kiwi**

Name of force/agency/CDRP:

**Lancashire Constabulary**

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):

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PO Box 77  
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## **2. Summary of application**

Juvenile nuisance on the Warren Farm estate has been a problem for over 10 years. Residents within the community report as one generation of young people grow up another group of younger people take their place as a result a seemingly constant cycle of juvenile disorder and quality of life issues have come to dominate the area.

This is evidenced by large numbers of calls to police complaining about the behaviour of local youths and complaints from a small nucleus of retail premises reporting the detrimental effect the behaviour of the youths was having on their business.

A number of factors contributed to the problems on the estate; a high proportion of Housing Association terraced properties that were encompassed by alleyways giving an easy escape route for the young people, significant unemployment, a high number of single parent families together with many of the local youths excluded from mainstream education.

The result of all these factors together created the problem of young people hanging around street corners with nothing to do all suffering from low self-esteem and boredom. This together with a lack of facilities resulted in nuisance and disorder, which was seen as the norm.

The Police applied and were granted a Dispersal Order after the Government introduced new legislation in January 2004. The Order was granted from 13<sup>th</sup> April 2004 until 12<sup>th</sup> October 2004.

A high profile publicity campaign was undertaken to inform and educate residents in relation to the Order and to show that we were taking the problem seriously.

Youth and Community Service worked towards engaging local young people, utilising the Beehive Community Centre, in an effort to divert them away from anti-social behaviour and increase their own self-confidence. This is ongoing and indications are their hard work is paying off.

The Order was deemed a success, local press canvassed residents who reported an increased confidence in Police, the area was much quieter and they felt safer visiting shops on the estate.

Initially there was an increase in calls to the Police, however, it was felt that the public were now more inclined to ring us as they were aware the Order was in place.

Juvenile nuisance figures for the period 13.04.03 – 19.01.04 stood at 76, following the Order for the same period the figure stands at 55. One arrest was made.

The Council will erect alleygates as a natural progression to preventing the problem occurring.

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

#### **Scanning**

#### **Problem**

The problem of juvenile nuisance and disorderly behaviour committed by young people between the ages of 10 and 18 years, taking the form of:

- Stone throwing at vehicles and premises.
- Fireworks launched in the street.
- This area contributed a substantial proportion of the criminal damage and anti social behaviour committed in Fleetwood on a daily basis.
- Egg throwing at vehicles including Police vehicles and local premises.
- Foul and abusive language towards local residents of all ages.
- Graffiti on the walls of commercial premises and telephone kiosk.
- Football matches in the street spanning the length and breadth of the street including resident's driveways, gardens and shop fronts.

These have been issues in and around the Warren Farm estate of Fleetwood for over 10 years. Elderly residents within the community have told Police Officers that as one generation of young people grow up another group of younger people take their place as a result a seemingly constant cycle of juvenile nuisance, disorder and quality of life issues have come to dominate the area. The main focus of disorder encompasses the Beehive Community Centre on Manor Road, The Golden Wok Chinese takeaway opposite, the local convenience store adjacent to the community centre and the surrounding residents.

#### **Confirmed By**

The problem affected all the residents on Manor Road and the surrounding streets; this was evidenced by the large numbers of calls, 139 during the period 13<sup>th</sup> April 2003 to 12<sup>th</sup> March 2004, to the police complaining about the behaviour of local youths. There is a small nucleus of shops located on Manor Road including a convenience store, hair dressers, butchers shop and Chinese takeaway who all reported , by way of verbal reports to Officers, crime reports or contacting the control centre, what a detrimental effect the behaviour of the youths were having on their businesses, in fact the butchers shop eventually closed and no longer trades as a result of a combination of the relentless anti social behaviour from the young people effecting his trade, and the lack of funds to upgrade his business. People attending the Beehive Community Centre, including staff and volunteers were affected by these youths reporting threats and intimidation.

## **Analysis**

### **Location**

Warren Farm estate was built in the 1930s and is predominantly made up of Wyre Housing Association terraced premises. Alleyways at both the side and rear of these premises, enabled the young people to make a quick getaway on sighting police vehicles, encompass the whole estate. Rubbish frequently dumped in the alley ways and walls graffiti upon, signal crimes in the area. This had the knock on effect of the young peoples and some of the local residents had little respect for the area where they live. The estate suffers from a high level of deprivation, significant unemployment and a high number of single parent families. Many of the local young people on the estate have been excluded from mainstream school and have very limited literacy skills.

### **Victim**

The victim in virtually every incident there had been on the Warren Farm estate was a local resident or residents, of all ages, and the owners of the retail premises situated on Manor Road, which have been subject to burglaries, and offences of criminal damage. As many of the young people involved in the anti-social behaviour tend to live on the Warren Farm estate, some residents had in the past tried to speak to their parents about the behaviour of their children but the response had been poor having little or no impact on the behaviour of the young people. There is a resident who is a known complainer and has on many occasions written to various organisations to vent his anger at the behaviour of local youths.

### **Root Cause**

The offender has always been seen to be youths predominantly aged between 10 and 16 years and who lived on the estate. Several social issues have come together to help create the problems caused by the youths including many exclusions from mainstream schooling culminating in the youths hanging around with nothing to do all day, low self-esteem, boredom, lacking of parental control or stability in their lives combined with no facilities in the area for young people. The youths eventually cottoned on to the fact that their bad behaviour resulted in police attendance and a game of cat and mouse ensued around the surrounding alleyways much to the enjoyment of the youths involved who knew the area so well they invariably got away.

### **Partners**

Karen Glass Wyre Housing Association – 01253 881659 as both the victims and the offenders predominantly live in Wyre Housing Association properties.

The Golden Wok and Costcutters Store – Retail premises situated on Manor Road who suffered anti social behaviour on a regular basis affecting trade.

Beehive Community Centre – This premise is situated in the middle of the dispersal order and was to be a vital link in the engagement of the disaffected young people.

Members of the general public of all ages as they were victims.

Keith Earnshaw Chairman of Local Residents Association - 01253 773481 who is a vital link between the local residents and their association, the Community Centre and the Police.

Diane Ogden -Wyre Borough Council Community Safety Partnership - 01253 89100 a consultative partner to enable the Dispersal Order to be obtained as well as the lead agency for the alley gates.

Councillor Norman Irish - Councillor for Warren Ward 01253 891698 he is another link between the residents, Police and Council.

Youth and Community Service whose role it was to engage with the disaffected young people at the Beehive Community Centre.

Evening Gazette (local press) 01253 772266 who publicised the obtaining of the dispersal order and liaised with residents and reported on its positive impact.

Fleetwood Weekly News (local press) 01253 772266 who have been instrumental in reporting the problems on the ward area as well as the Dispersal Order and the alley gates.

## **Response**

### **Planned Police Response**

In January 2004 the Government introduced new legislation that gave the Police and Local Authority the powers to impose Dispersal Orders on a specified area. It was proposed to submit plans for a Dispersal Order on Manor Road Fleetwood. The proposed area of the Order included the length of Manor Road from Shakespeare Road to Macbeth Road including all rear and side alleyways that run adjacent to this area. The local press were informed, local residents visited and kept involved of the planned Police and partners response together with public notices attached to street furniture showing full details of the planned Dispersal Order. The young people identified as being the root causes of the anti-social behaviour in the area had been identified by the local Community Beat Manager (CBM) and they were be visited at their home addresses, in the presence of their parents, and given a copy of the Order together with an explanation of what it entailed and what impact their anti-social behaviour would have once the Order is in force. Once the Order was granted, there was initially be a high visibility police presence in the area to challenge any resistance to it and also to educate both residents and local youths as this Dispersal Order would be the first to be granted in Northern Division so new ground would be covered both by ourselves, partner agencies and the local community. It was hoped that the granting of the Dispersal Order would be the first step to breaking the chain of anti-social behaviour that has blighted the Warren Farm Estate and that follow-on measures were put in place to stop the problem reoccurring.

### **Planned Partners Response**

The Dispersal Order was initially granted for a period of 6 months after which time an extension was applied for. To try to break the cycle of anti-social behaviour Wyre Borough Council proposed to set up an alley gating scheme in the affected area, in consultation with local residents, with a view to blocking off the alleyways that surround the estate and contribute too many of the problems. The Beehive Community Centre, supported by the local Residents Association, hoped to engage many of the young people seen to be the cause of the problem and try to divert their energies into other planned activities including camping/outward bound trips and education programmes run through the centre. Wyre Housing Association in partnership with the local CBM visited, under operation Impact, their tenants who resided in the area, whose children were the main offenders of anti social behaviour to inform them of the dispersal order and also to reiterate their conditions of their tenancy agreement. The CBM and WHA kept in regular contact with the young people and their families with a view to possible evictions from premises if the anti-social behaviour persists.

### **Time Scale**

The application for the Dispersal Order was granted for a maximum 6 month period. However, a 6 month extension to this period was required and a separate application was made. The Order was eventually granted to run from 13th April 2004 until 12th October 2004 and was then extended to run until 13th April 2005.

### **Resources**

Initially, on the granting of the Dispersal Order, the Divisional Support Unit assisted local officers in a high visibility approach to policing the area. The Order was new to all involved so required some robust policing in its early stages to make sure everybody understood what was expected of them and ensured no misunderstandings existed between the Police, residents and local young people on the estate. The Support Unit consisted of 1 Sergeant and 7 Police Constables. The local CBM together with the Police Community Support Officer for the area provided high visibility cover assisted by CBMs and PCSOs from neighbouring wards, 8 in total. Geographic patrols policed the area as part of their tour. There was no overtime planned for the operation.

### **How the POP will be assessed / What success would look like.**

The POP was assessed, by examining the number of calls to police in relation to disorder/nuisance, prior to the Dispersal Order being granted compared to calls made once the Order is in place. The local residents reporting via association meetings, a greater feeling of safety and public satisfaction and an increased confidence in the Police,

that was not there before the Order was in place. The local CBM to report back on how the residents and local youths have reacted/embraced the Order and to see from speaking to residents and business premises if they genuinely feel reassured that the problem has improved or even gone away.

## **Assessment**

### **Assessment Done**

The Dispersal Order was granted from the 13th April 2004 for a six month period, the finishing date being 12th October 2004. During the first few weeks the Order was in place, the Police maintained a high visibility presence in the designated area to both police and promote the Order. Extra officers in the form of Divisional Support Unit, Community Beat Managers and Police and Community Support Officers from neighbouring wards assisted in this process. A targeted patrol profile was created on Sleuth to focus the activities of all officers including geographic response to maintain a high profile presence in the area as often as possible. Wyre Borough Council in partnership with Fleetwood Police were successful in getting Stopping Up Orders for the alleyways that surround the area covered by the Dispersal Order, this allowed the alley gates to be installed. The Order was promoted via the local press who reported on its success during the period it was in force and even sent a reporter to canvass the views of local residents in the area. Towards the end of the Dispersal Order the PCSO delivered a simple survey to the residents on Manor Road that had been directly affected by the anti social behaviour from the young people in their area. A 100 % return rate showed that the residents were very happy with the results of Operation Kiwi. Many stated that their quality of life had improved. The alley gates were installed and have closed off the corridors of crime.

### **Difficulties Encountered**

Maintaining the momentum of the Order for the 6 months it was in force proved difficult once the initial euphoria had passed. The fact the Order was in place and due to the publicity surrounding it local residents felt more inclined to contact the Police to report problems which actually had a knock-on effect of increasing the figures in relation to juvenile nuisance and anti-social behaviour however this did show an increased confidence in the Police which was not in evidence before the Order was in place. The Police could not always respond to all the calls as a lack of Police resources at the relevant time caused some problems. There was also no exit strategy in place in so much as there was nowhere in particular the youths could go once the order was in place, this resulted in some displacement of the initial problem to the surrounding streets however, the youths were now more inclined to hang about outside their own houses as opposed to outside the Beehive Community Centre and local shops on Manor Road. Due to the fact that other agencies have still to find a long term solution to the lack of facilities in this area and the fact that the alley gates applied for by Wyre Borough Council will not be in place until early 2005 the Dispersal Order has had to be extended and will now run until April 2005.

### **Police Outcome / Result**

Initially there was an increase in calls to the Police in relation to young people in the area of the Dispersal Order however it was felt that the public were now more inclined to ring the Police, as they were all aware the order was in place. Many of the calls related to youths passing through the enforcement area as opposed to actually causing any problems within it. Only 1 person was arrested and charged with an offence of returning to the area after being warned. A reporter from the Fleetwood Weekly News canvassed the views of local residents and businesses on Manor Road and all comments were positive and made the front page of the newspaper. The CBM and PSCO for the area spoke to many residents both whilst on patrol and via the new Lancashire Initiative of Police And Communities Together monthly meetings (PACT) and the feedback they have received have been very encouraging. The residents reporting the area is much quieter and their quality of life has improved tremendously. The persistent complainer living adjacent to the Beehive Community Centre was contacted on a regular basis during the time of the Order and he felt he no longer needed to meet with the local Inspector and write to the local authority as his needs had been met by the order. He appreciated it was not an absolute solution to the problem but in terms of the problems outside his house, the quality of life for him and his family had raised considerably. In relation to calls received prior to and following the Dispersal Order, juvenile nuisance reports have shown a steady decline standing at 76 for the period 13.04.03 - 19.01.04 compared to 55 for the period 13.04.04 - 19.01.05.

Other statistics show a reduction in incidents and crime on Manor Road as follows:

#### Crimes

13.04.03 – 12.03.04 All Crime 58 with 14 detected

13.04.04 – 12.03.05 All Crime 26 with 10 detected

#### Incident logs:

13.04.03 – 12.03.04 Anti social behaviour 139

13.04.04 – 12.03.05 Anti social behaviour 77

13.04.03 – 12.03.04 All reported incidents 329

13.04.04 – 12.03.05 All reported incidents 228

#### **Partners Outcome / Result**

There are a number of different partners involved in this POP, Wyre Borough Council have, as previously mentioned, successfully obtained Stopping Up Orders at court to enable alley gates to be erected in and around the enforcement area, this work is expected to have been completed by April 2005. Wyre Housing Association has worked with the Beehive Community Centre to encourage local youths to use the drop-in facility and also work with some of the youths taking them away on weekend courses in the hope of diverting them away from their previous anti-social behaviour. Although the business premises on Manor Road did not play a major part in the Dispersal Order they have reported improved sales and customers reporting that they feel much safer going to their shop premises during the hours of darkness. The local press has run a number of stories during the relevant time period all of which have been favourable towards the Order.

#### **Could the assessment have been improved**

It was felt that the Dispersal Order has been policed to the best of our abilities. We had at times to act sensitively as the Beehive Community Centre that many of the local youths were encouraged to use was located in the middle of the enforcement area and at times youths spilt out onto the pavement outside, sometimes to the annoyance of local residents. Although the Order has been deemed a great success due to the fact it has cut the number of reports of juvenile nuisance and local residents report feeling safer and more reassured, there is still no long term facility or strategy in place for the youth of this area however Youth and Community Service together with the Beehive Community Centre are making progress to engage local youths which is an ongoing process. The fact that the Order was in place initially for 6 months created problems in that after a few months officers had to be reminded the Order still existed and new notices erected in the relevant area as the original ones had disappeared. Lessons learnt include the fact that we should have had some form of strategy in place for the youths to undertake or a place for them to go prior to the Order being obtained, however, this was not solely our problem but the problem of other agencies including the local council which is now in the process of being addressed.