

Tilley Award 2006

Application form

Please ensure that you have read the guidance before completing this form. By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the Guidance. Please complete the following form in full and within the word limit. Failure to do so could result in disqualification from the competition.

Completed application forms should be e-mailed to Tricia Perkins; patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on Friday 28th April 2006. No entries will be accepted after this time/date. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262. Any queries regarding other aspects of the awards should be directed to Michael Wilkinson on 0207 035 0247 or Lindsey Poole on 0207 035 0234.

Please tick box to indicate whether the entry should be considered for the main award, the criminal damage award or both;

Main award

Criminal Damage Award

Both Awards

1. Details of application

Title of the project: Operation collect

Name of force/agency/CDRP: Gateshead Crime and disorder Reduction Partnership

Name of one contact person with position/rank (this should be one of the authors):
Sergeant 1714 Michael Robson (Northumbria Police)

Email address: mike.robson.1714@northumbria.pnn.police.uk

Full postal address: Whickham Police Station,
Front Street,
Whickham,
Newcastle Upon Tyne, NE16 4HE

Telephone number: 0191 4547555 ext 64347

Fax number: 0191 2219388

Name of endorsing senior representatives(s) Allan curry, Linda Green

Position and rank of endorsing senior representatives(s): Chief Superintendent Gateshead Area Command
Chair of Community Safety Partnership

Full address of endorsing senior representatives(s) Gateshead Police Station
High Street
Gateshead
NE8 1BN

2. Summary of application

This project was focused on developing a strategy to tackle the issue of youth related anti social behaviour in Gateshead.

The project began in May 2004, following several police operations to tackle an increasing number of complaints regarding large gangs of youths gathering on an evening. Youths aged between 12 and 17 years would gather in various locations. Alcohol and drug misuse, anti-social behaviour and criminal damage would often result. Enforcement action alone by the police had limited success.

Bespoke Problem Solving Groups (established in each of Gateshead's five Neighbourhood Management areas in October 2003), provided opportunities to consult, identify and co-ordinate a more structured partnership approach to the issue. Meeting once a month; the Police, Local Authority and other partners including The Gateshead Housing Company, Probation Service and Tyne and Wear Fire Service developed a strategy focusing on enforcement, education, prevention and support. Linked directly to the Gateshead CDRP, funding was secured to support a number of responses. These ranged from environmental clean ups, fencing, lighting, portable cctv units, warning signs, key rings advertising agency contact telephone numbers for the local community to report incidents and wrist bands to promote good behaviour from young people. These all supported mainstream activities from the partners.

A new database feeding data to all partners, a multi agency ASBO panel and a local multi-agency tasking group allowed partners to deploy resources in a structured way, often visibly working together, providing the community with a reassuring sight of joined up working. This increased community confidence in the partnership's ability to tackle issues. In addition, progression of Local Public Service Agreements, negotiated by the Gateshead CDRP with the Office of the Deputy Prime Minister, set out an aim to achieve a 7.5% reduction, year on year, in criminal damage across the borough (a successful outcome being subject to a reward element)

Since the project began, a 29% decrease in reported incidents of youth related anti-social behaviour has been achieved. The biggest impact however, is the increased levels of satisfaction local communities have in the ability of the partnership to tackle issues and provide sustainability with the sight of large gangs of youths on street corners no longer seen. The education and support principles have not only brought sustainability but provided the young people a greater respect from their elders and a greater sense of community well being.

3. Description of project

Objectives of the project

Gateshead is ranked the 26th most deprived district (out of 354) in terms of income, employment, health, housing and education. 9 out of 22 wards fall in the most 10% deprived in England. In an already fragile community, the effects of anti social behaviour can be devastating, leading to further decline in neighbourhoods.

In 2004 the Northumbria Police annual report documented that 68.7% of the 24,000 people survey placed anti social behaviour as their top policing priority.

Police Forums, the increasing numbers of complaints received by the police, Housing Company and local authority from residents, together with concerns raised by ward councillors, resident groups and environmental services brought this issue to the forefront of community needs. Statistical analysis provided by the police, the Housing Company and the Local Authority between April 2003 and March 2004 confirmed this. This data would provide the base line for future evaluation of this project.

Anti-social behaviour was a significant concern to our communities and our aim was to develop a problem solving approach that tackled this issue and assisted in the effective deployment of resources. The objective was to develop a transferable strategy that all partners could use to tackle this increasingly common problem within the communities of West Gateshead. A wider more flexible range of responses to the issues identified by local people was desired.

The objective of a transferable problem solving strategy would need to lead to the delivery of the following areas:

- Reduce the number of incidents of Anti social behaviour by 15% over two years
- Reduce offences of Criminal Damage
- To increase youth provision in the area
- Increase public confidence in policing
- Transferability of the strategy

The project recognised the need to have a system that clearly identified those responsible for the anti-social behaviour to ensure other young people could still socialise together without being alienated and stigmatised. Therefore ensuring the community did not associate anti-social behaviour with young people as a matter of course.

The establishment of a monthly local problem solving group meeting, allowed the partners to identify key issues and co-ordinate a sustainable response, focusing on enforcement, education, prevention and support. Each partner was able to bring to the table their relevant area of expertise. Additionally as Department heads, partners were able to commit resources.

In addition to monthly meetings, partners recognised that there was a need to have a daily working involvement in order to provide a more structured rapid response. Additional funding (outside mainstream funding) to tackle and prevent

issues would also be necessary in order to achieve the objective. The partnership (Gateshead CDPR) recognised that the desired system would evolve from experience, reviews and evaluation of each incident.

The partnership established that in order to reduce incidents of youth related anti social behaviour, they would need to focus on

- Enforcement – including all partners
- Education – Schools, parents, wider community
- Prevention – physical/environmental changes, diversionary activities
- Support – Behaviour improvement, Youth Offending Team

Providing support to victims and young people and their families would also provide sustainability. Development of a support mechanism would be required. This included the offenders, as it was recognising that a need to change their behaviour would be required. Education would therefore play a key role in the project, not only in terms of offenders but the wider community in order to challenge perceptions, attitudes and tolerance.

Definition of the Problem

The problem was that large groups of young people would gather on an evening, drinking alcohol, on occasion using drugs, together causing a fear of crime. This resulted in complaints of anti-social behaviour and criminal damage to bus stops, telephone kiosks, fencing, car wing mirrors and aerials as well as damage to windows from stone throwing youths.

It was quickly established that there was a need for better information on “who where and when” and a more effective system of recording and interrogating the information to provide actionable intelligence compatible with the principles of the National Intelligence Model.

A database was built that allowed all partners to feed and share information. This recorded not only those young people found to be engaging in anti-social behaviour, but also included the details and contributors of that behaviour. This included locations, the use of drugs and alcohol and the offender's school details if appropriate. This gave the ability to link associates and cross reference search parameters. This allowed partners to highlight that 19.9% of offenders attended a particular comprehensive school, despite the locations of the incidents being some distance away.

Data was collected over a twelve-month period between April 2004 and March 2005. It was established that the age of those involved was between 13 and 17, the main age group being 15. The presence of alcohol within the groups was found to be 68% (identified as an aggravating factor).

Age Distribution Table

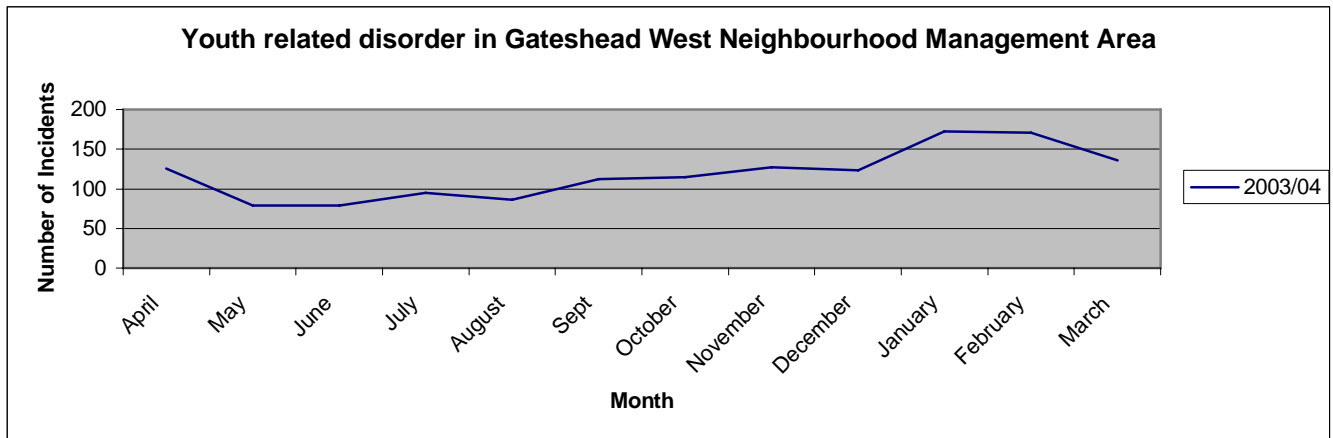
Age	11	12	13	14	15	16	17	18	19	Other age groups
Number of age group found at incidents	30	70	171	334	401	373	212	104	58	121
Numbers of age group found as a % of all ages	1.6	3.7	9.1	17.8	21.4	19.9	11.3	5.6	3.1	6.5
% of incidents age Group found	0.05	0.8	1.4	4.8	12.5	21	22.4	20.5	8.8	7.7

Friday and Saturdays were identified as the main nights for activity. However, activity was spread throughout the week.

Average Incidents per Week in Gateshead West Neighbourhood Management Area

Day of the week	Incidents
Monday	8.3
Tuesday	7.4
Wednesday	5.3
Thursday	7.8
Friday	15.4
Saturday	14.9
Sunday	9.3

The base line data collected from multi agency data recording the level of incidents on a monthly basis was as shown



below.

The partnership noted that the above chart appeared to disprove an assumption made by the police that anti-social behaviour was at its worst in the summer months. The data indicated that Winter was by far the worst period, with September being the beginning of an increase in activity. At first glance, it would appear that the lighter nights and

British Summer Time had a more positive effect on anti-social behaviour. However, darker nights could increase residents fear or perceptions of anti social behaviour.

The lack of alternative activities for young people and the perception that gathering with friends in large numbers and behaving in an anti social way was acceptable appeared to be the underlining causes of the problem.

Response to the Problem

Main Road Ryton had been identified as a hotspot area for youth related anti-social behaviour. The Neighbourhood Area Problem Solving Group took responsibility for the management of this problem. The main issues had been identified as being centred around two off-licences next to each other on the main road through the village of Ryton. Underage youths gathered outside the shops and obtained alcohol themselves or pressurised others to buy it on their behalf. The large paved area outside the shops provided an ideal area for the large groups to gather, and as the central point in the village with a bus stop and seating area, it provided the ideal location where anti-social behaviour could flourish. Motorists wanting to use the shops would regularly pull up onto the pavement to park their vehicles, causing a danger to those gathered on the footpath. Graffiti and damage to the bus stop and telephone kiosk was common place. Over an 18 month period leading up to May 2004, 34 young people were arrested for various public order offences. In one incident, a police officer was badly assaulted when attempting to move the young people out of the bus stop. Despite intensive policing, problems continued.

A graded response was developed, where a series of letters was generated by the database informing parents of their child's involvement in the incident. Having received a letter, a second incident would generate a further more strongly worded letter. At this stage, the information would be shared with the Youth Offending Team for the purpose of cross-referencing any prevention work with that young person or a member of the same family. This provided an opportunity for partners to raise any issues that might be affecting that person or family and would assist in the next stage of the graded response that could lead to an Acceptable Behaviour Agreement. Early intervention was felt to be more beneficial in order to steer a young person away from anti-social behaviour. In particular, where alcohol had been found, referrals to the North East Council for Addictions (NECA) were made. A prevention workshop with NECA would be undertaken, recognising that alcohol and drug misuse also increases the likelihood of offending (Home Office).

The graded response allowed the partners to identify those in need of support or enforcement action. The process of sending letters to parents very quickly had an effect on the numbers of young people gathering in particular locations. Only 17% of youths continued to behave in an anti social manner, resulting in a second letter. The impact on the local community was immediate. Within a week, the numbers of young people gathering within their community had dwindled down to a lower intimidating number, providing relief and confidence in the Partnership's ability to deal with this problem. The second letter to parents reduced the re offending rate even further, leaving a hard core of 6%. The effectiveness of the graded response removed the need to consider Dispersal orders. It also provided significant savings on police

resources that had been diverted into the area to deal with the issue.

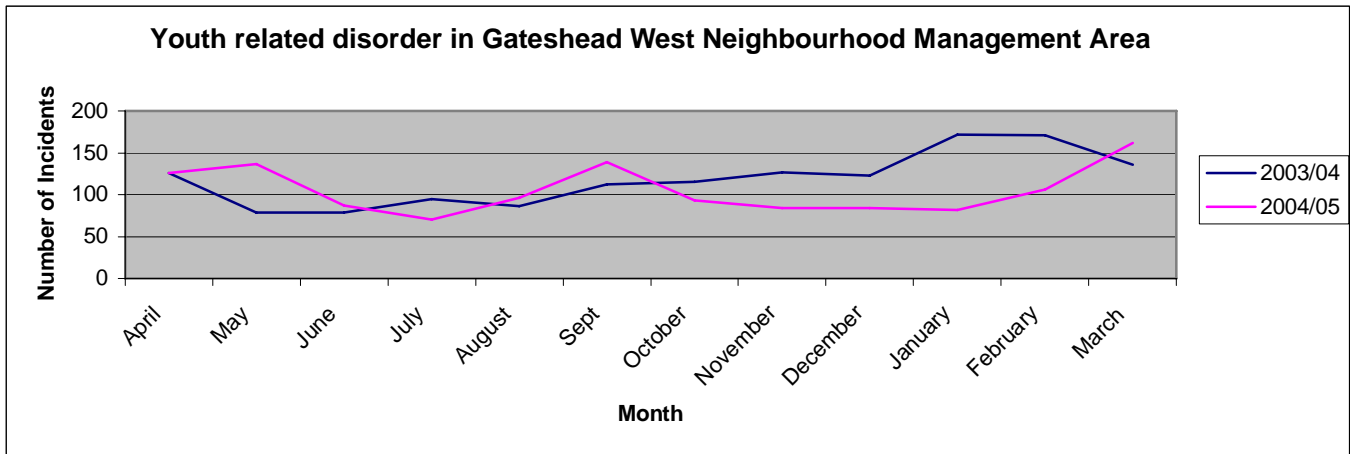
Test purchases in the off-licences resulted in offences being detected and subsequent convictions, forcing the closure and sale of one of the off-licences. The local authority undertook a survey of the area resulting in the seat being removed, fencing being provided on both sides of the road and the creation of a new parking lay-by that eliminated traffic mounting the footpath. The Transport Authority (Nexus), replaced the bus stop with a new, more open planned bus stop. The whole process was managed by the problem solving group, who monitored the progress made and ensured there was a consistency in approach from all partners.

An ASBO was obtained on one youth and the new design of the road and bus stop made it much easier for the police and Neighbourhood wardens to monitor. Ninety incidents had been recorded between May 2003 and May 2004. Following the intervention, only six incidents have occurred since October 2004.

The developing strategy was applied to Ashfield Court High Spen. This is a small rural village, and was suffering gangs of up to 60 youths gathering on a Friday and Saturday night. Enforcement action had been frustrated by the ability of the young people to run off into nearby woodland. The woodland suffered from littering and was also used as a toilet by the young people. Funding was provided to erect a metal fence, 50 metres in length along the footpath. This closed off any escape routes, restricting access into the woodland and made it easier for the police to stop people and carry out enforcement action. Similar situations existed elsewhere, in particular Winlaton, where the strategy was also applied by the local problem solving group.

The problem solving group developed the idea of using warning signs to reduce demand on resources patrolling hotspot areas. These signs would carry a positive message for the local community and warn those engaging in anti-social behaviour of the consequences of their action. Funding was sought from the Gateshead CDRP which had allocated £120,000 (via BCU, Neighbourhood Renewal and "Safer and Stronger" Gateshead) to support projects aimed at problem solving. Funding for the purchase of 30 signs was approved and the first were placed in Ashfield Court in High Spen. Further signs were placed around the Hallgarth Estate in Winlaton. These signs are reusable and could be redeployed elsewhere.

The ongoing reviewing process and data collection identified year two stats as:



Following the pattern of year one, the summer months showed a decline in reported incidents. It should also be stressed that considerable effort had been made by the partnership to encourage the reporting of incidents. It was felt that this policy of encouraging reports accounted for the higher number of reports through April and May of 2004. Aggressive advertising in areas identified by the partnership as hotspots, encouraging communities to report incidents and pass on intelligence was seen as necessary in order to obtain a true picture of what was occurring.

Having being selected as a Together Action Area, (under the guidance of Louise Casey) further funding from the Home Office enabled the establishment of an “*Its Your Call*” anti social behaviour hotline. The partnership also developed a leaflet entitled “Help us to Help you”. In addition, Gateshead Police purchased two mobile police stations. These vehicles allowed the police to place themselves anywhere within a community at any given time. A focused, advertised campaign visiting communities all over the west of Gateshead gave both the police and the local community an opportunity to talk to each other. A DVD film showing the activities of the Neighbourhood policing team was shown in the mobile station and at any community event where the opportunity arose. Other partners also used the stations, the Neighbourhood wardens in particular found it of great benefit as it gave a very public view of the partnership at work in the local community. An average of 20 people per day took the opportunity to speak with their local officer. Key rings advertising police and warden telephone numbers were handed out to encourage people to report incidents.

The review of the incidents over year two compared to year one also highlighted September as a month where anti social behaviour began to rise coinciding with the start of the school year. Plans were agreed with the local Comprehensive schools to target Year 9 pupils in the first weeks of the following September. The data suggested that this group were “the new generation” of young people moving into anti social behaviour. Although responsible for a relatively small number of incidents, the numbers of young people aged 13 involved in anti-social behaviour doubled by the age of 14. To maximise impact, the problem solving group gathered evidence of anti-social behaviour from areas local to the school so the young people could immediately identify the areas concerned. This gave them a sense of ownership.

Throughout the project, the lack of facilities or anything for the young people to do was a constant issue raised by the

community. Youth clubs in Ryton and Blaydon in addition to other facilities in Winlaton, Highfield and Chopwell provided young people with a wide range of opportunities. Funding for these centres, as elsewhere, was an issue, with restrictions on what activities and how often they could be run affecting the attractiveness to young people. New facilities in Chopwell were funded via a number of different funding streams totalling £1.3million. Smaller projects were funded through "West Help". This is a non charitable trust between Gateshead Area Command, Lloyds TSB Foundation, Sherburn House Trust and Sir James Knott Trust. The police were given the lead role with the three independent partners providing funding up to £180,000. West Help supports community based projects within Gateshead that creates opportunities for local people to play a further role within their communities. An independent evaluation of West Help found it was a creative method of addressing community problems.

Building on the success of the partnership, local Tasking and Coordinating Groups, utilising the National Intelligence Model, were established. These groups meet once every two weeks and consist of the Gateshead Housing Company Neighbourhood Relations Officer, the Neighbourhood Police Inspector and the Neighbourhood Warden supervisor for the area. This group look at ongoing issues linked to problem solving, deploying resources over a two-week period. This approach ensures joined up working and a coordinated response.

With 68% of incidents identified as having alcohol as a factor, the supply of alcohol to young people became an issue with the partnership. Test Purchases with Off licences were problematic; with intelligence suggesting that shopkeepers would only serve alcohol to those young people they knew. A licensing policy was developed by the CDRP that focused on methods of operating, linking management of problems and the prevention of new issues. In one incident in July 2005, over 100 cans of lager and 18 bottles of wine were seized from a group of thirty 15 and 16 year olds in Ryton. Funding was provided to purchase equipment to make and print identification cards to curtail the supply of alcohol to underage youths. The scheme was endorsed by the police and accepted by the licensing trade in Gateshead.

Off licences were also asked to take part in a voluntary agreement to mark certain brands of alcohol that are popular with young people. These brands are marked with a waterproof ultra violet stamp that has a unique number on it. If that product is later found in the hands of a young person, the police or wardens are then able to identify which shop sold the item.

At the end of the 3rd year of the project, the Problem Solving Partnership feel that they have developed a wide range of skills and experience with regards to dealing with anti social behaviour. Over the three years, the partnership has developed a "virtual tool box" to deploy in a wide variety of situations.

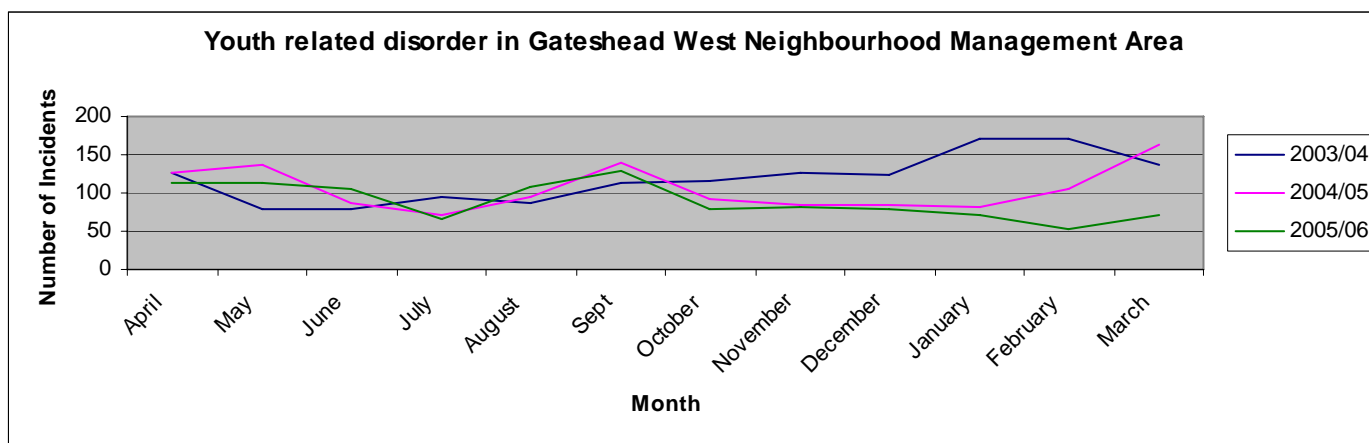
Evaluation of the Intervention

Throughout the project, the data collected via the database has been reviewed and evaluated. The process of the problem solving group meeting on a monthly basis provided the platform for the partners to reflect and take stock with

regards to the various responses taken.

Over the three years, 3 Anti Social Behaviour Orders have been obtained as a result of the enforcement action taken during this project. 19 Acceptable Behaviour agreements have been signed, with Gateshead Housing Company taking separate tenancy actions against those families who persistently engaged in anti-social behaviour. A further 15 young people were referred to the Amber and Stop Youth Offending Prevention programmes rather than proceed with ASBO applications.

The data at the end of year three showed the following.



Total number of incidents of youth related anti social behaviour

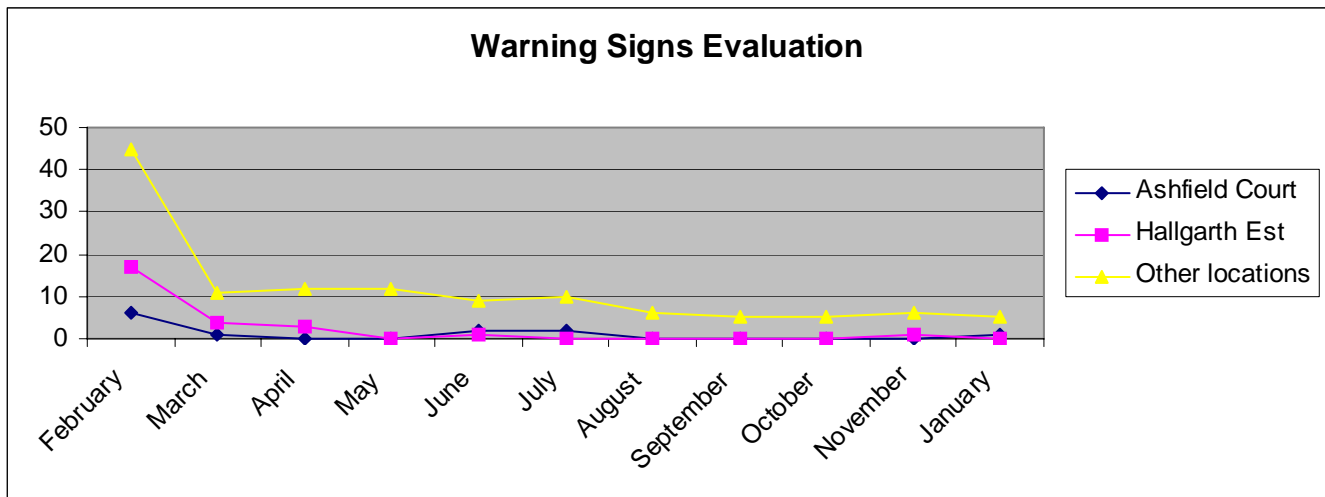
	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Total
2003/04	126	79	95	112	115	127	123	127	123	172	171	136	1506
2004/05	126	137	87	70	96	139	93	84	84	82	106	162	1266
2005/06	113	113	104	65	108	130	78	82	80	72	52	72	1069

The data collected over the three years indicates similar patterns of incident numbers in years two and three. The targeting of Year 9 pupils at local comprehensive schools took place in September 2005. The graph indicates a 6.5% reduction in the initial stages of that intervention. This would be expected as that age group was identified by the database to be only responsible for less than 2% of the incidents (see table on page 5). However, this was seen by the partnership as an investment and the graph shows a continued decline from September onwards. This suggests that the Year 9 pupils are not growing into that behaviour pattern that older age groups have done and as those older age groups mature and move away from that type of behaviour, the gap is not being filled by the younger age groups. Further analysis of this age group, since October 2005, showed that the percentage of 13 year olds involved in anti social behaviour halved. Those still engaging were more active than previously, accounting for 3.4% more incidents. This, along with the graded response and other tools developed, has lead to the continued reductions seen since October 2005.

Numbers of people involved in Anti Social Behaviour since October 2005

Age	11	12	13	14	15	16	17	18	19	Other age groups
Numbers of age group found	0	6	21	28	121	106	94	66	0	18
Numbers of age group found as a % of all ages	0	1.3	4.5	6.1	26.3	23.1	20.4	14.3	0	3.9
% of incidents age group found	0	1.3	4.8	6.4	27.8	24.3	21.6	15.1	0	4.1

In those estates where hotspots of anti social behaviour have been seen, the interventions described have been effective to the point where such incidents have now become isolated rather than the norm. The use of the warning signs (page 7) had a dramatic effect. After 6 months, the signs were redeployed elsewhere, without any adverse effect.



No additional policing responses were put into these areas. The signs not only encouraged the majority of young people gathering there to move away, but provided a great deal of reassurance to the local neighbourhood.

Comments from the community were recorded and were typically:

"We were sceptical at first but are very happy now" - Winlaton resident

"It's even sorted the motorcyclists out" – resident of Blaydon

"The reduction in the area has been clear to see" – local Councillor

"The difference it has made is unbelievable" – Resident Ashfield Close High Spen

Consultation with victims of anti-social behaviour and the wider community have provided the partnership with a positive response. Improved communication between communities and partners was, without exception, the first point raised by all those consulted. Residents felt that the ability to contact police officers and wardens provided a more focused approach. They felt greater reassurance as they recognised the people dealing with the issue had a real sense of ownership and were confident in their abilities to deal with the situation. Residents felt that this provided a more informal basis of communication and were more likely to pass on information. Residents also reported that they felt the partners were more responsive as a result, often pre-empting situations rather than simply reacting all the time.

Although the project didn't specifically set out to tackle the issue of criminal damage, the correlation between youth related anti social behaviour and criminal damage cannot be ignored. The problem solving group have monitored criminal damage crimes within the neighbourhood area linked to the identified hotspots and areas subject to anti social behaviour.

Year	Numbers of incidents of Criminal Damage	Percentage decrease in Criminal damage recorded
2003 to 2004	132	Base Line
2004 to 2005	113	14.4%
2005 to 2006	96	15%

A far greater understanding of youth related anti-social behaviour has been achieved. The needs of young people to socialise with friends are clear. The use by young people of mobile phones has now made it far easier to meet up and organise friends, developing into larger groups socialising together (aggravated by large school catchment areas). The introduction of alcohol within those groups then results in anti-social behaviour for some. However the vast majority of young people are well behaved and take pride in their local community. Recently, the partnership has begun handing out wrist bands to young people promoting a message *"Give Respect – Get Respect"*. This aims to promote community cohesion and a sense of responsibility with young people and links directly with the Governments Respect Agenda.

This project set out to tackle youth related anti social behaviour in a problem solving format. Looking for sustainability and drawing on existing resources, it has achieved sustainable reductions in incidents whilst also developing a range of responses and tools to use as a partnership. These tools are now being effectively used in other Neighbourhood Management areas of Gateshead, clearly demonstrating their portability. The project's greatest success has been to achieve these reductions whilst meeting other ongoing resource demands elsewhere in the area.

The results and evaluation process have given the partnership the confidence to develop the project further and feel that local communities are now reaping the benefits of the investment made and hopefully will continue to do so.

The success of the project has been recognised by the partnership and the method of operating and objectives has had a major influence on formulating the strategic Borough objectives within the "Safer and Stronger" element of Gateshead's Local Area Agreement.