



Crime Reduction & Community Safety Group

Tilley Awards 2007

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, **within the stated word limit and ensuring the file size is no more than 1MB.** Failure to do so will result in your entry being rejected from the competition.

Completed application forms should **be e-mailed to tilleyawards07@homeoffice.gsi.gov.uk**

All entries must be received by noon on **Friday 27th April 2007**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811. Any queries regarding publicity of the awards should be directed to Chaz Akoshile on 0207 035 1589.

Section 1: Details of application

Title of the project: Crawley Retail Crime Division Programme

Name of force/agency/CDRP/**CSP**: Sussex Police North Down Division Crawley District

Name of one contact person with position and/or rank (this should be one of the authors):
Chief Inspector Jim Read – District Commander

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If known please state in which Government Office area you are located e.g. Government Office North West, Government Office London etc: Government Office South East.

Name of endorsing senior representatives(s): Michael Coughlin – Chief Executive of Crawley Borough Council

Name of organisation, position and/or rank of endorsing senior representatives(s): Crawley Crime and Disorder Reduction Partnership

Full address of endorsing senior representatives(s): C/O Town Hall, The Boulevard, Crawley, West Sussex. RH10 1UZ

Please tick box to indicate that all organisations involved in the project have been notified of this entry (this is to prevent duplicate entries of the same project):

Section 2: Summary of application

In no more than 400 words please use this space to describe your project (see guidance for more information).

Crawley Retail Crime Diversion Programme

Background

Government Office for the South East (GOSE) launched its Retail Crime Diversion Programme (CDP) in October 2002, following a report produced by the South East Regional ACPO Practitioners Group. GOSE provided Crawley, Milton Keynes, Maidstone and Guildford with funding to pilot the programme. Following recruitment of a post holder and further development, Crawley launched its own programme in April 2003.

Purpose of Programme

From the outset, the main objectives of the programme were to;

- prevent first time juvenile offenders arrested for shoplifting from re-offending;
- reduce the amount of time spent by officers dealing with offenders;
- encourage the private sector to become involved in the diversion process.

Due to the pilot being run at Milton Keynes and other examples of best practice obtained from elsewhere, it was decided to adopt a restorative justice (RJ) approach involving the offender and the victim - in this case the store manager of the shop where the offence had taken place.

Diversionsary Options

At the heart of the crime diversion approach is an agreement between the offender, their parent/guardian/career, the store manager and the police as to the best diversionsary options to apply in each individual case. A range of options were developed which now include careers advice, dealing with peer group pressure, bullying, drug and substance misuse, anger management and a visit to a prison. This approach combines two elements, restorative justice and education. This is for young offenders to be made aware of the consequences of their actions and the effects that their offending behavior has on others. Following completion of the programme, the juvenile receives a 'Restorative Justice Caution'

Developments

Due to its success, the Crawley Retail Crime Diversion Programme now incorporates other crimes including criminal damage, common assault and arson and talks are given by prisoners, the fire and rescue service on arson and the police about the consequences of knife and gun crime.

Results

Between April 2003 and December 2006, 686 offenders were placed on the Crawley Retail Crime Diversion Programme. The recidivist rate for shoplifters was 2.2%, and the overall re-offending rate was 8.4% when all other offences are taken into account.

Section 3: Description of project

Describe the project in no more than 4000 words (see guidance for more information *in particular Section 7 - judging criteria*).

Objectives of the project

The Crawley Retail Crime Diversion Programme (CRCDP) has the following objectives: -

1. Reduce shoplifting and other store-based offending by juveniles.
2. Prevent first time juvenile offenders arrested for shoplifting from re-offending thereby reducing recidivist rates.
3. Use a Restorative Justice (RJ) approach as an alternative to the CJS.
4. Make offenders aware of the consequences of their actions and take responsibility for their behaviour.
5. Work in partnership with the private sector to reduce crime and encourage involvement the diversion process.
6. Increase public confidence in the Criminal Justice System (CJS), particularly the police service.
7. Reduce demands on police time when dealing with young offenders.
8. Develop partnership working with other agencies in the public sector. e.g. Prison Service, Connexions (Youth Service), Drugs and Alcohol Action Teams and Youth Offending Teams.

The overall measure of the Programme's success is a reduction in the youth re-offending rate, particularly shoplifting, and an increase in the young peoples' and parents/ guardians' satisfaction with the criminal justice system.

The development of the Crawley Retail Crime Diversion Programme (CRCDP) was predicated on the assumption that, historically, the police did not give a sufficiently high priority to dealing with low-value shoplifting offences involving juveniles. Shops also complained of the length of time it took police to attend incidents, and of the time it took valuable staff off the shop floor, in providing statements and attending court to give evidence. There was little investment in provision of multi-agency interventions to prevent re-offending by those most vulnerable in society.

Security staff and store managers felt they had little support from the police and were not clear on the procedure to report thefts by juveniles or of the outcomes of this.

Definition Of The Problem

Information And Information Sources Used To Analyse The Problem - Shoplifting

The Crawley Crime and Disorder Audit conducted on the Sussex Police Service Plan year of 2000/01 highlighted Crimes against business as an area for priority action. Subsequent research on shoplifting found :-

'There were 629 recorded offences of shoplifting, an average of 12 per week. Nearly 75% of these thefts (454) occurred in the town centre with offences peaking during May to June and November to December, with the busiest day of the week being Saturday with 20% (91). Clothing accounted for 34% of property stolen and audio equipment 13%.

45% of all known offenders (207) were aged under 16, 179 (39%) were between 17 and 25 years, 61% were male, and 46% (210) lived in Crawley at the time of the offence. The total recorded cost of this crime was £75,249. This crime is likely to be significantly under reported'.

Conclusions About The Causes And Underlying Conditions Of The Offending.

It was clear that the offences were at the 'lower' end of criminal offending and it was established, anecdotally, that shoplifting was often undertaken by young people who at the time of offending were with their friends, short of money, needing goods to sell to purchase drugs or bored and with nothing else to occupy their time.

The audit highlighted that the significant offending was in and around Crawley town centre, mainly by young people on a Saturday - in clothing shops - during the early summer and late autumn (Christmas shopping) periods.

Crime data and anecdotal information from interviews with schools, criminals and young people indicated that

shoplifting was increasing. Crawley was expanding and developing as one of the leading retail centres in the south east and action was needed to reduce shoplifting.

However, it was noted that there were gaps in the information and it was acknowledged that the research was compromised by the under reporting by the retail industry. Work was commissioned to fill the information gaps and a number of fact finding actions were undertaken.

The position presented a number of significant challenges - the retailers (the victims of the crime) felt excluded; police management were concerned that whilst reported incidents lead to simple detections there was a systemic failure to address the underlying attitudes and behaviours that led to the offences; and offenders were given no opportunity to apologise and were not encouraged to confront their own offending behaviour. The parents of the offenders, who were in a pivotal position to exercise parental influence yet had no input, were given no explanation or asked to examine their own attitudes.

This was further increased by the fact the motivation for an individual to offend is complex. A discussion forum involving the Crawley Young Person's Council highlighted that a 'Police Caution' was seen as an achievement in the eyes of some young people and by others as a desirable 'badge' to wear. In further work to bridge the 'information gap' police school liaison officers talked to young people in schools and arranged for them to complete anonymous questionnaires. This provided valuable data regarding young people's perceptions of shoplifting and how many had committed the offence.

As a direct consequence of the research and these discussions it was recognised that conventional methods of catching and intervening with shoplifters, particularly young people, was not working. An educative diversion model was required to divert the shoplifters from further offending by educating them about the consequences of their actions and supporting them to curtail their recidivism.

Results Of The Initial Research Findings

There were five broad findings to the research, namely that:

1. Shoplifting was seen amongst young people as a harmless bit of fun that is something all kids do and where nobody get hurts or is affected by it. One-off reprimands, cautions and warnings were not seen as being a sufficient deterrent or threat as it was not seen as shoplifting was not seen a sufficiently serious crime.
2. Children were not being made fully aware of the consequences of their actions and that having a Police record rather than a criminal record would stay on file and could affect their future prospects.
3. The police and wider community safety partners appeared to have little interest in why young people shoplifted, and any underlying reasons were being ignored by them. They saw their job as to catch and convict or caution and not to prevent and deter from future offending. Involving the private sector i.e. shopkeepers, was not seen as part of their responsibility.
4. Education and the involvement of parents were key factors preventing and deterring offending, rather than a one off reprimand that whilst being impactful at the time lacked sustainability over time.
5. Data from New Zealand and Australia showed that using Restorative Justice (RJ) had a high impact on the re-offending rates showing sustainable and significant falls in re-offending.

Problem Consultation and Partner Agency Support

The Crime and Disorder Act 1998 places a statutory duty on responsible authority's to conduct a crime and disorder audit every three years. The data and statistical research is subject to public consultation and from this a new Community Safety Strategy is created to respond to the research and findings.

Consultation was undertaken with numerous agencies including statutory, voluntary and private enterprise to agree the priorities for the 2002/05 Community Safety Strategy. Key partners included :- Local Authority Business liaison Officers, Local Authority Town Centre Manager, Local Business Forums including CADIA (Crawley and District Industry Association) & Sussex Enterprise, Shop watch (Formerly Business Watch), Citizens Advice Bureau

Manager, west Sussex Youth Offending Team, Crime Reduction Enterprise and Schools including the Education Welfare Service.

The Responsible Authority Partnership agreed the 2002 / 05 strategy which set the following overarching strategic objectives :-

- Objective 1 Reduce the number of domestic burglaries
- Objective 2 Reduce violence, disorder and retail crime in the town centre
- Objective 3 Reduce youth involvement in crime
- Objective 4 Tackle racist incidents and hate crime
- Objective 5 Address and respond to the issues of domestic violence
- Objective 6 Tackle and reduce anti – social behaviour
- Objective 7 Reduce motor vehicle crime and speeding
- Objective 8 Tackle substance misuse
- Objective 9 Reduce crimes of local concern at Gatwick Airport
- Objective 10 Provide public reassurance to reduce the fear of crime

It was apparent that shoplifting involving young people was cut directly across three of the main objectives of the strategy, namely :-

Objective 2. 'Reduce violence, disorder and **retail crime** in the town centre' .

Objective 3 '**Reduce** youth **involvement in crime**'

Objective 8 '**Tackle** substance misuse'

The Community Safety Strategy was submitted to the Government Office for the South East (GOSE) who in turn launched its Crime Diversion Programme (CDP) in October 2002, following a report produced by the South East Regional ACPO Practitioners Group. As a result of the report, four similar towns within the South East were chosen and GOSE provided Crawley, Milton Keynes, Maidstone and Guildford with funding to pilot the Retail Crime Diversion Programme (RCDP).

Response to the Problem.

The traditional police response to the problem was to respond to incidents, make arrests and then dispose of the offenders, many of whom were juveniles, without consultation with the retailers. The typical disposal for a juvenile offender would be a reprimand, or for repeat offenders a final warning or charge.

The Crawley Retail Crime Diversion Programme (CRCDP) and establishment of a coordinators post was the considered response to the problem. This aimed at providing a more hollistic resolution to incidents of shoplifting by juveniles with little or no previous offending history. The CRCDP was supported in its analysis by a programme of questionnaires distributed by School Liaison Officers to young people in an effort to identify why children stole from retail stores, and what solutions they would propose.

It was agreed that the role of the CRCDP coordinator would be jointly funded by the police Basic Command Unit and the Crawley Crime and Disorder Reduction Partnership (CDRP). The engagement and financial commitment of other agencies was key to the success of the programme. There was good contact with GOSE at this stage, and learning taken from the Restorative Justice pilot that was under way in Milton Keynes at the time.

Part of the coordinator's role was to provide Restorative Justice training for a selected number of front line officers who would actually deliver the programme. This ensured a standard approach to all juveniles and that the treatment of all meets common standards.

The programme has now been in place for 3 years and operates on a day to day basis within the Crawley CDRP area. When a shoplifter is detained, the store will call police in the usual way. (Sussex Police have also upgraded response across the county to retail theft after consultation with the industry). Upon attendance of the officers, an assessment of whether the suspect would be suitable for the CRCDP is made.

Suitability for the scheme is subject to the following criteria :-

- The person is under 17.
- Not violent.
- No previous convictions or cautions for a similar crime.
- Admits the offence to the satisfaction of the attending officer.
- Are able to attend Crawley police station on a given date.
- Where possible the parents are contacted directly from the store and informed.

The officer then completes the referral forms and passes these to the coordinator. The coordinator writes to the parent/guardian of the child, explaining the scheme and states a specific time and date when the child and parent/guardian are required to attend the police station to have an initial case conference.

This initial 'case conference' held at the police station comprises all three relevant parties i.e. the shop manager, the young person and parents/guardian and a police officer who has been specially trained in RJ techniques. The purpose of this meeting is to discuss the likely causes and consequences of the young persons offending and the most appropriate interventions that are deemed most useful in addressing these causes.

Action is then undertaken by the programme coordinator, to deliver the interventions agreed at the case conference. This includes a compulsory visit to Lewes Prison in East Sussex where the young person meets with in-mates, who speak frankly about their experiences, and the impact crime has had on their lives. This allows the young people to develop an understanding of what life in prison can be like and how it affects life decisions and chances. Other interventions offered are careers advice, peer group pressure, anti-victimisation, drug and substance misuse and anger management. All interventions except the prison visit are offered and agreed if suitable for that individual by all parties at the conference.

Once the nominated sessions have been completed, the child and parent/guardian return to the Police station and the child is given an official reprimand. They are given advice concerning the consequences of any future offending and the option to maintain contact with the police Restorative Justice Officer if required. This is entered onto PNC and counts as an offence brought to justice under Home Office counting rules.

The reprimand delivered at the end of the programme seeks to address the previous perception, that the effects of a simple Reprimand with no other input, were short lived and soon forgotten by the offenders.

The coordinator reports to the Crawley CDRP meeting every 3 months, with the scheme subjected to a full review by the police district Detective Inspector after 18 months. After that initial stage, it was identified by the Detective Inspector and the coordinator that there was a need for further officer training, and for the scheme to widen its scope to include other offences that would be suitable for a Restorative Justice approach. Some steps have now been taken to encompass other crime types. i.e. criminal damage, arson and minor assaults. The quality of the crime reports and disposals are monitored on a daily basis by the BCU's Crime Management Unit. Plans are in place to establish a full and regular 12 month review by the district Detective Inspector, with the expectation that this will concentrate on recommending and considering further development of the programme.

Evaluation of the Project

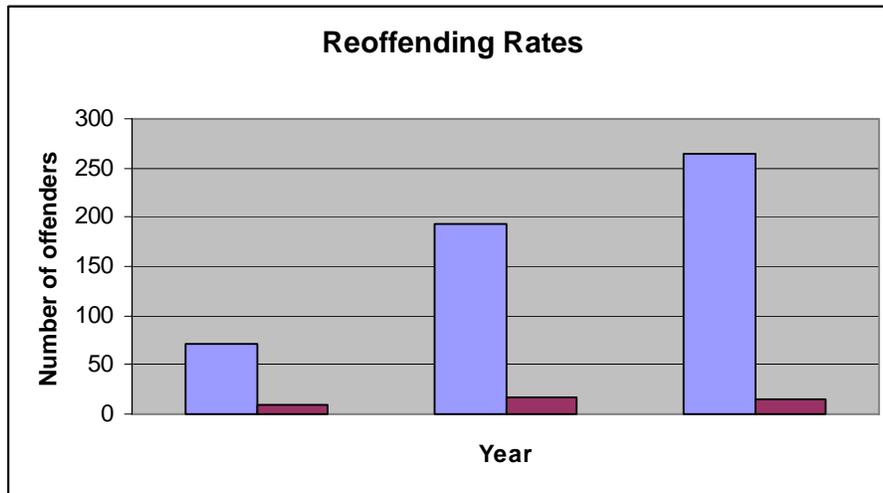
The Crawley Retail Crime Diversion Programme has demonstrated significant benefits in the retail sector, the community, education and law enforcement environments.

With the support of our partners in the Prison Service, Careers, Connexions, Local Authorities, Fire Service and Youth offending team, the project has developed into a more diverse and far reaching programme than was initially implemented. As part of the review process, the Crime and Disorder Reduction Partnership has allowed the programme to expand to incorporate not only theft (shoplifting) but also criminal damage, common assault and

arson.

It is worth noting that throughout the period of the CRCDP, Crawley has maintained the best detection rate for shoplifting within the Sussex Force area (Performance year 1/4/06 to 31/3/07 this stood at 72.8%), and that after an initial period of rising reporting by retailers as confidence in police response increased, there has now been a 6% reduction in reported shoplifting over the same period.

Re-offending rates have also dropped dramatically –



- In 2003 – 72 juveniles attended the programme and over the following three years only 10 have re offended. Resulting in a 13.8% recidivism rate.
- In 2004 - 193 juveniles attended the programme and over the following two years only 16 have re offended resulting in a 8.2% recidivism rate.
- In 2005 - 264 juveniles attended the programme and over the following year only 15 re offended giving a 5.6% recidivism rate.
- **Out of 529 juvenile offenders placed on the programme only 2.2% have re offended by shoplifting.**

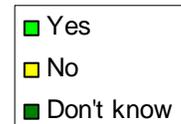
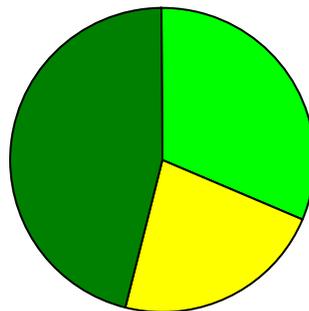
In 2006 - 157 juveniles attended the programme (the recidivism rate is not yet available). The downturn in the number of juvenile's placed on the programme is largely attributed to positive work in the schools through the educational talks given via the School Liaison Officer's to the consequences of their actions if caught offending.

The positive outcomes of the programme are further evidenced by way of a questionnaire. Parents/guardians and juveniles are each given a separate questionnaire to complete which asks key questions about the interventions offered and how they feel the programme has affected both them and their child.

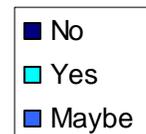
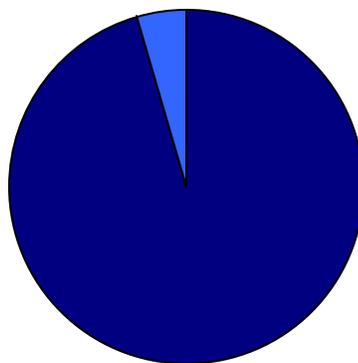
The answers given for the most successful interventions and outcomes are –

- The most impacting intervention in assisting non re offending is the prison visit.
- The most important thing they have learned from the scheme is how they have let their parents down and what are the consequences of their actions.
- The general opinion of the police by parents has risen by 23% saying that this programme has given them a better opinion of the police.
- The general opinion of the police by juveniles has risen by 40% saying that this programme has given them a better opinion of the police.

Do you think he/she would have continued to offend had they not been placed on the programme.



Following the programme do you think she/he will re-offend?



Another objective of the programme was to reduce the time Police Officer's spent on dealing with young offenders in custody.

On average, up to 8 hours is spent processing an offender not placed on the programme. Using the Crawley Retail Crime Division Programme this saves approx 6 hours per offence resulting in -

- 432 police officer hours saved in 2003.
- 1158 police officer hours saved in 2004.
- 1584 police officer hours saved in 2005.

The implementation of The Crawley and Gatwick Business Watch, has delivered a Shop Watch scheme within the town. This scheme has enabled a strong dialogue between retailers, customers and the police. In essence, this reassures retailers that all reports of crime are taken seriously and that a firm robust approach will be taken in all cases. The success of the programme has generated additional support, which, in turn, has lead to even greater success. The financial amount of goods returned from offenders since the start of the scheme is over £6000.

A strong link has now been developed between Crawley Council, the Careers Service, Connexions, Local Authorities and the Youth Offending Team. Before introduction of the programme, each agency worked in isolation dealing with just their own field of responsibility with the individual concerned. The Crawley Retail Crime Diversion Programme

has brought together all of these agency's to provide a one stop shop for the offender as well as educating them to the consequences of their actions.

Due to the success of the programme, the coordinator is now providing a consultation service with Hastings CDRP in establishing their own scheme. In addition to this (and a very positive development for North Downs BCU) is the roll-out of the programme throughout the whole of the BCU, using the blue print established at Crawley.

The Crime and Disorder Reduction Partnership sees the immense benefits that the programme has to offer in terms of saving police officer time, court time and loss of property but most of all the significant reduction is recidivism rates within one of the most vulnerable groups within society.

Section 4: Endorsement by Senior Representative



Crawley Crime and Disorder Reduction Partnership - Making Crawley Safer For All

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E-Mail: don.edwardson@crawley.gov.uk
Date: 27 April 2007

Dear Ms Blackwell

TILLEY AWARDS 2007

As the Chair of the Crawley Crime and Disorder Reduction Partnership, I have great pleasure in endorsing the application for the Tilley Awards 2007 in respect of the Crawley Retail Crime Diversion Programme.

The programme started life in 2003 as a GOSE restorative justice pilot project aimed primarily at preventing first-time juvenile offenders arrested for shoplifting from re-offending.

The development of the programme also identified a number of objectives - fully set out in this application – which included increasing public confidence in the criminal justice system, reducing demands on police time and developing still further the excellent partnership arrangements that had been established in Crawley and which in 2004 saw it being awarded Beacon Council status for Crime Reduction Partnerships.

An evaluation of the project sets out its effectiveness in relation to recidivism. Out of 529 juvenile shoplifting offenders placed on the programme between 2003 and 2005, only 2.2 percent have re-offended. Whilst not formally adopted within the strategy, this programme has undoubtedly made a major contribution to the Prevent and Deter element of the Prolific and other Priority Offender Scheme.

The programme has recently expanded its remit in response to increases in criminal damage, arson and common assaults and is fully supported by the Crawley and Gatwick Business Watch which was recently presented by Action Against Business Crime with the Safer Business Award.

I mention these things as a way of demonstrating that the Crawley Retail Crime Diversion Programme is now firmly set within an holistic approach to crime and disorder reduction which is underpinned by minimum standards of performance and accountability and high levels of sustainability and support.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Michael Coughlin', with a stylized flourish at the end.

Michael Coughlin
Chair Crawley Crime & Disorder Reduction Partnership
Chief Executive Crawley Borough Council

Checklist for Applicants:

1. Have you read the process and application form guidance?
2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
3. Have you checked that your entry addresses all aspects of the judging criteria?
4. Have you advised all partner agencies that you are submitting an entry for your project?
5. Have you adhered to the formatting requirements within the guidance?
6. Have you checked whether there are any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public?
7. Have you saved you application form as a PDF attachment and entitled your message 'Entry for Tilley Awards 2007' before emailing it?

Once you are satisfied that you have completed your application form in full please **email it to Tilleyawards07@homeoffice.gsi.gov.uk**. Two hard copies must also be posted to Alex Blackwell at Home Office, Effective Practice, Support & Communications Team, 6th Floor, Peel Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF.