



## 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](mailto: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: **Johnson Fold Anti-Social Behaviour Management Group**

Name of force/agency/CDRP/CSP:

**Bolton West Community Beat Team, Greater Manchester Police.  
Legal Team, Bolton Metropolitan Borough Council.  
Bolton at Home**

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

**Inspector Simon Miskell**

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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:**

Name of endorsing senior representatives(s): **David Flitcroft**

Name of organisation, position and/or rank of endorsing senior representatives(s):

**Partnership Superintendent Bolton Division, Greater Manchester Police**

Full address of endorsing senior representatives(s):

**Greater Manchester Police,  
Bolton DHQ,  
Scholey Street,  
Bolton,**

**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).*

The Johnson Fold Estate, Bolton, Greater Manchester has long held the stigma of being a 'Sink Estate'. When measured on the 'Vulnerable Locality Index' (VLI) the estate was identified as one of Bolton and Greater Manchester's most deprived council run housing estates. Due to its reputation properties were difficult to let and a downward spiral ensued with undesirable and criminal offenders obtaining tenancies in high concentrations on the estate. This impacted on the surrounding, affluent residential areas of Smithills, Lostock, and Heaton. The estate effectively became an island of criminal activity where high levels of anti-social behaviour (ASB), public disorder, fear of crime and tolerance of ASB were the norm.

A problem solving partnership group was formed with responsibility for the estate. This comprised of Greater Manchester Police (GMP) Community Beat Manager (CBM), the Bolton At Home Community Housing Manager (CHM), the Head Lawyer of the Bolton Metropolitan Borough Council (BMBC) Legal Team and the Bolton At Home Anti-Social Behaviour Manager. The group had a clear yet simple mandate to reduce incidents of crime, disorder and ASB on the Johnson Fold Estate and therefore improve the quality of life for the law-abiding residents of the estate.

The group set about pooling their knowledge, experience, surveys and consultation. Then identified the issues and prioritised crime and disorder generators on the estate. Whilst some problems related to design layout, most were directly attributed to problem families/tenants. The group met each month and used existing legislation and tenancy management to challenge existing work practices. They were able to directly act upon ASB addresses. The CBM compiled and maintained community impact statements for every ASB address from Police records. These statements provided the foundation evidence of both breaches of the tenancy agreement and subsequent legal proceedings.

Within its first year the group had investigated over forty tenancies, issued in excess of thirty Acceptable Behaviour Contracts (ABC's), which resulted in two Anti-Social Behaviour Orders (ASBO's). By prioritising a 'Top Ten' ASB addresses, the group focused their energies to achieve substantial sustainable reductions. A sixty percent reduction in key crime, Over ten ASB addresses successfully dealt with; forty percent reductions in incidents of ASB between December 2005 and October 2006. Such was the impact that the estate lost its notorious status as a 'Sink Estate'. The Johnson Fold Estate now sits alongside its affluent neighbours in regard to crime levels, ASB and incidents of disorder.

### 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*).

#### Introduction

In 2005 the Greater Manchester Police (GMP) identified a number of 'Force Strategic Priorities' for the next few years. Two of these priorities are:

- Reduce crime and disorder in Greater Manchester with our partners.
- Build stronger and safer communities with our partners.

Greater Manchester has adopted the use of Vulnerable Localities Index (VLI). The Vulnerable Localities Index (VLI) is a risk assessment tool based on a combination of 6 indicators that identify areas susceptible to victimisation, fragmentation and community breakdown. The indicators are:

- Burglary Dwelling as a rate per 1,000 Households (from GMP)
- Criminal Damage to a Dwelling as a rate per 1,000 Households (from GMP)
- Income Deprivation (from the Index of Multiple Deprivation)
- Employment Deprivation (from the Index of Multiple Deprivation)
- Proportion of people with few or no qualifications (from the Census 2001)
- Proportion of young people aged 15 to 24 years (from the Census 2001)

The VLI is measured at the Census Output Area level. A Census Output Area is a boundary defined by the Government at which census data is collected. Typically a Census Output Area covers around 280 people and 140 households.

Greater Manchester Against Crime (GMAC) has made four calculations of VLI (Sept 2004, March 2005, September 2005 and March 2006). A Census Output Area (COA) centred on Whalley Avenue in Johnson Fold has consistently been high and increasing compared locally and across Greater Manchester with values over the four calculations of 209,245,252,264 this equates to the fourth highest average score in Bolton. A COA centred on Lightbounds Road in Johnson Fold has been of similar local concern with values of 155,176,205 and 191. Whilst the only 'high VLI' neighbourhood in the West area of Bolton, the estate was of great significance to the Division and partnership and as such featured as a 'priority neighbourhood' at the Tactical Partnership Business Group (PBG).

At this time the Johnson Fold Estate held a longstanding stigma of being a 'Sink Estate', with a high levels of crime in all four key crime areas, namely:

- Criminal damage,
- Violence against the person,
- Burglary dwelling and
- Vehicle crime.

Due to the estate's reputation properties were difficult to let and a downward spiral ensued with undesirable and criminal offenders obtaining tenancies in a high concentrations on the estate. This impacted on the surrounding, affluent residential areas of Smith'ills, Lostock, Heaton and Barrow Bridge. The estate effectively became an island of criminal activity where high levels of anti-social behaviour (ASB), public disorder, fear of crime and tolerance of ASB were the norm.

Residents on the estate were reluctant to come forward to support the authorities in positive action against neighbours engaging in ASB. This apathy and reluctance led to a perception that little or nothing was being done to combat nuisance and anti-social neighbours.

In August 2005 a group was set up on the Johnson Fold Estate comprised of Greater Manchester Police (GMP) Community Beat Manager (CBM), the Bolton At Home Community Housing Manager (CHM), the Head Lawyer of the Bolton Metropolitan Borough Council (BMBC) Legal Team and the Bolton At Home Anti-Social Behaviour Manager. The group had a clear and yet simple mandate:

***"...To reduce incidents of crime, disorder and anti-social behaviour on the Johnson Fold Estate and therefore improve the quality of life for the law-abiding residents of the estate."***

This group still meets and their work continues today.

## Defining The Problem

The issue of ASB is high on the agenda at every level, from individual local estates right up to national level. The Home Office has published the 'Respect Action Plan' which details how the government will encourage respect in communities, including stamping out anti-social behaviour several ways including:

- Supporting or challenging anti-social households.
- Strengthening local communities
- Stronger measures to tackle anti-social behaviour

In our efforts to define the specific problems we were faced with on the Johnson Fold Estate, several SARA (Scanning, Analysis, Response, and Assessment) problem-solving packages were generated at the Operational Policing Unit (OPU).

Initial research into the problems was carried out with information obtained from Police computerised recording systems (GMPICS, OPUS and PNC), community beat staff, local Bolton at Home neighbourhood housing staff, local youth groups and local neighbourhood groups (Residents Associations, Home Watch, Local Community Panel and Local Neighbourhood Panel).

The information we received identified two distinct 'Hot Spots' on the estate. The first was on and in the immediate vicinity of Shackleton Grove. This road had long suffered from disorder and ASB to the point that the vast majority of the addresses were unoccupied and secured with security shutters.



The second was at the lower end of Lightbounds Road, Dunsop Drive and Whalley Avenue where a number of known prolific offenders had access and control of several houses, which they used as a base for operations.





## Success Criteria

- i. To reduce the levels of priority key crimes on the Johnson Fold Estate by 15% in line with Bolton Police divisional targets.
- ii. To reduce incidents of disorder and ASB on the Johnson Fold Estate by 15%.
- iii. To develop and implement a methodology with which to take the Johnson Fold Estate out of its VLI status.
- iv. To develop and implement a multi-agency approach to ASB Management.
- v. To identify and develop areas of best practice.

## Our Response

### ***Targeting Anti-Social Behaviour***

The response was both direct and impactful. The first step was to identify the most problematic and prolific ASB addresses upon the estate. These addresses are identified through careful analysis of incident and crime locations, Police intelligence, complaints to Bolton at Home/BMBC and consultation with the local community groups/panels/home watch.

Once an address was identified the CBM carried out a research programme through Police computer intelligence systems (GMPICS, OPUS and PNC) to create a community impact statement. This related to that address and contained all relevant information in a single chronologically structured document. The community impact statement once compiled was maintained and updated with each and every new incident that occurred.

For each and every Bolton at Home property there is in force a tenancy agreement, which sets out the terms and conditions of the occupancy by that tenant. Any ASB or crime and disorder committed at that address whether by the occupants, their children or by visitors could amount to a breach of that tenancy agreement. The community impact statement then forms the basis for any legal proceedings against an individual or household for ASB.

Any person found to have committed more than three incidents of ASB in the previous six months was put forward to the GMP Offender Tracking Unit for consideration of an acceptable behaviour contract (ABC).

Where these ASB Individuals were Bolton at Home tenants they were called in for an interview with the Community Housing Manager (CHM), Community Beat Manager (CBM) and a member of the Bolton at Home ASB Team. In the case where the individual was living with a tenant both would attend the interview.

During the Interview the tenant would be served with the ABC, which would be fully explained. It would also be outlined that ASB would not be tolerated. Should the tenant or their household continue to cause ASB then GMP, BMBC and Bolton at home would take action against them in the form of tenancy management and ASBO proceedings.

Each month the Community Housing Manager (CHM), Community Beat Manager (CBM), a member of the Bolton at Home ASB Team and a BMBC Senior Lawyer would meet to progress each case. Actions from previous meetings, further incidents and individual tasks for the next month are discussed and decided.

Should an ASB address fail to co-operate and engage with the group to resolve the issues the appropriate legal action is sought, to force a resolution. These actions could result in the loss of a secure tenancy or eviction to the tenant.

### **Summary of Individual Roles within the Group**

**The CBM** (Police Constable 15537 Philip Burrows) assisted in the identification of ASB addresses on the Johnson Fold Estate. Once identified, a community impact statement was compiled and maintained for every ASB Address. Whilst time consuming and arduous PC Burrows produced these statements providing the foundation evidence for both breaches of the tenancy agreement and future legal proceedings. The Officer also assisted with ASB interviews, the issuing of ABC's and joint visits with other partners to ASB addresses to show a united front.

**The Housing Manager** (Claire Laycock/Paul Cohen) followed the established tenancy management procedure, monitoring the households upon the estate for any ASB addresses. Once an address was identified, the manager would ensure the established protocol was followed with regard to initial actions for breaches of tenancy including the creation of ASB files, letters to/and initial interviews with tenants and assisted in the issuing of ABC's. They continue to monitor the estate and share the relevant information with regard to ASB addresses.

**The ASB manager** (Paul Bretherton), dedicated **Community Housing Officer** (Duncan Thomasson) followed the established tenancy management procedure, prioritising cases from the ASB file that are provided from the Community Housing Manager. The ASB Manager then takes the lead in the Tenancy Management Procedure. Assisted in the issuing of ABC's and joint visits with other partners to ASB addresses to show a united front. They also assisted in ASB interviews, the issuing of ABC's and joint visits with other partners to ASB addresses to show a united front.

**The Borough Solicitor** (Nikki Pope) liaised with Partners throughout the ASB and Tenancy Management Procedures with regard to the judicial process to maintain and establish best practice. File build on ASB addresses and assist in the drawing up of legal documentation despite the onerous quantity. Provided advice on prospect for court action and presented the case in the best format.

The above work was undertaken in addition to their day-to-day duties.



## **Problems & Resolutions**

### ***Work Load***

Due to the numbers of individuals and addresses engaged in ASB a situation arose where there were insufficient resources. The Bolton at Home ASB Team and BMBC Legal Team were unable to keep up with the sheer weight of bureaucracy and background work required for each of the addresses. As time went on the amount of work needed on each case began to overwhelm the teams. The compilation and maintenance of the community impact statements were also time consuming.

In order to relieve the strain on the teams a decision was made to create a 'Top Ten' of ASB addresses. This allowed BMBC Legal Team and the Bolton at Home ASB Team the space and time to work on each case. This also had the benefit of keeping the group focused on keeping up the pressure on the worst of the ASB addresses to mend their ways.

When a problem address was successfully dealt with, a new address would be promoted to take the place on the 'Top Ten' list.

### ***Dedicated Officers***

Prior to the Inception of the 'Top Ten' list Bolton at Home ASB Team Manager had allocated the work between the Community Housing Officers (CHO) in his team. This created a problem keeping track of which individual within the Bolton at Home ASB Team was dealing with each individual case. This was resolved by the nomination of a single CHO to act as a '*single point of contact*' and exclusively deal with the 'Top Ten' addresses. This proved very successful and immediately improved communication.

### ***Lack of Intelligence***

A general lack of detail on Police intelligence submissions and Incident write-ups complicated the process of compiling the community impact statement. By attending Police briefings and outlining the process of ABC, tenancy management and 'Stop & Account' improved the situation but it is a continuing process. In addition, early inclusion of problems onto the Police electronic briefing system (EBS) assisted in focusing patrols in the needed areas

### ***Informing the Neighbourhood of Results***

There has yet to be identified a suitable forum for disseminating the result of our partnership back to the residents of the estate. One possible solution is to inform the residents of the project and results via the Bolton at Home resident's newsletter. It is also hoped to present the details of the team to the residents group meeting and additionally at the area forum meetings.



*iv. To develop and implement a multi-agency approach to anti-social behaviour management*

The 'Johnson Fold Anti-Social Behaviour Management Group' has been up and running now for twelve months. It has evolved into a functional action group that meets on a monthly basis to monitor case progress, set tasks for its self, discuss appropriate actions and arrange any actions that are required. The members of the group have direct contact with each other and work well together to maintain the relative peace the estate now enjoys.

*v. To identify and develop areas of best practice.*

The group having evolved and developed a successful technique then presented their structure and processes to the heads of the Bolton Safer (BSAFE) Strategic Partnership. It was recognised that the Johnson Fold methodology was instrumental in the areas crime and disorder reductions. It was therefore proposed to adopt the practice in other VLI areas of Bolton. One early step was to identify a top ten list of anti-social behaviour addresses in the Bolton Partnership Business Group Meeting.

**Home Offices British Crime Survey Crimes.**

British Crime Survey Crimes in the Johnson Fold action area reduced from 228 in 2005 to 161 in 2006. Domestic Burglary dropped from 63 to 19, Wounding dropped from 42 to 27, and Vehicle Crime (Theft from and Theft of Vehicle) from 17 to 8. The gross effect of initiatives in Johnson Fold was an overall reduction of 67 offences. That this was likely to be the result of local initiatives, rather than more general trends, can be seen from the fact that Johnson Fold experienced a 29% reduction, while a comparable control area taken from South and East Bolton saw a relatively small reduction of just under 5%.

**Diffusion Benefits.**

Diffusion of benefits was also analysed using a variation of the Weighted Displacement Quotient, proposed by Kate Bowers and Shane Johnson in 2003. If there have also been improvements in areas adjacent to the action area, this formula calculates whether these improvements are better than might have been expected when compared with a comparable control area. Buffers were therefore drawn at 100m intervals up to a maximum of 500m around the Johnson Fold area, and the Weighted Displacement Quotient calculated for each buffer. (Due to limited population data, percentage reductions were used instead of ratios.) In all of the buffers examined, the Weighted Displacement Quotient score was positive, suggesting that the benefits of initiatives undertaken in Johnson Fold were not confined to where action was taken, but also extended into the surrounding area.

**Cost Base Analysis.**

The 'Home Office Research Study 217 -The economic and social costs of crime' gives an average cost per crime type.

On an individual crime type basis, costs from Domestic Burglary did reduce from an estimated £144,900 in 2005 to £43,700 in 2006, and costs from Vehicle Crime dropped from an estimated £16,910 in 2005 to £8,010 in 2006. That equates to an estimated total saving of £110,100.00.

When considered against the fact that this project was conducted with existing resources and along side existing duties the savings would appear to far out way the costs.

## **Conclusion**

To draw any effective conclusion it is necessary to refer to the original success criteria outlined. Clearly any objective measure shows large improvements have been made since the creation and work of the partnership team. Indeed, methods developed have lead to target levels being easily surpassed.

<b>Subject Criteria</b>	<b>Target Reduction</b>	<b>Actual Reduction.</b>
<b>Key Crime</b>	15 %	60 %
<b>Anti Social Behaviour</b>	15 %	30 %

The methods adopted by the team whilst simplistic were both impactful and effective. The technique of prioritising problem families on the estate served to focus effort and resources. Each partner had a clear view of where the problems lay and action followed. More importantly the residents recognised that engaging in ASB had consequences and took greater responsibility for their actions. This led to a climate of improved behaviour and quality of life on the estate. Residents including their children, now appear less inclined to become involved in ASB for fear of losing the tenancy of their home.

It is also worthy of note to reflect on the qualitative side. The four individuals who came together generated substantial amounts of work. They challenged previous working standard practices to drive through impactful, hard hitting standards for all who live on the estate to realise.

A 'can do' attitude combined with a relentless challenge, positive approach and determination to improve their estate played a significant part in the success achieved.

The end result it is felt must ultimately be measured by quality of life for those living on the estate. Future work will explore and aim to measure this success. There does feel a sense of improvement and a start to removing the stigma that once prevailed.

#### **Section 4: Endorsement by Senior Representative**

*Please insert letter from endorsing representative:*

I have been the Senior Officer responsible for Police Performance and Partnership working at Bolton since June 2005. I can confirm that the information contained within this application is true, all data is accurate and that the Johnson Fold Anti-Social Behaviour Management Group continues to deliver sustained improved performance to this date. Both crime and incidents of anti-social disorder are significantly reduced and have remained so, consistently, for more than 12 months.

The approach taken in Johnson Fold has been innovative and creative, forging excellent partnership relationships at the local level. It clearly demonstrates the practical application of a large range of tools and powers provided under the RESPECT agenda in a way the both reduces crime and prevents and tackles anti-social disorder. The fact that all this was delivered within minimal resources is quite astounding and a reflection of the drive and determination of the team responsible. The impact of sustained improvement is providing the circumstances in which a previously disenfranchised community has increased in confidence and is now able to engage more positively with service providers.

I am delighted to both endorse and support this excellent application.

Dave Flitcroft  
Superintendent Partnership and Performance  
Bolton Divisional Headquarters  
Scholey Street  
Bolton  
BL2 1HD

#### **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](mailto: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.