



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:

Operation Regent Restoration

Name of force/agency/CDRP/CSP:

Lancashire Constabulary/ Preston CDRP

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

PS 1706 Jill Halliwell

Email address:

jill.halliwell@lancashire.pnn.police.uk

Full postal address:

**Preston Police Station
Lawson Street
Preston
Lancashire
PR1 2RJ**

Telephone number:

01772 209022

Fax number:

01772 209282

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

Government Office North West

Name of endorsing senior representatives(s): **Acting Deputy Chief Constable Mr Adrian Mc Allister**

Name of organisation, position and/or rank of endorsing senior representatives(s): **Acting Deputy Chief Constable – HQ Corporate Services Directorate**

Full address of endorsing senior representatives(s): **LANCASHIRE CONSTABULARY POLICE HEADQUARTERS, PO BOX 77, HUTTON, PRESTON, LANCS PR4 5SB**

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).

Scanning – Regent Road is a terraced street in Saint Matthews on the periphery of Preston comprising 88 houses, mainly privately owned family residences. Approximately 50% of residents are from ethnic minorities. The first ever local PACT and Police/ partner data indicated significant rises in crime/ incidents on Regent Road since June 2003 around a specific address. Environmental Health and Police dealt regularly with complaints of noise and rubbish and large-scale disturbances involving rival gangs fighting with weapons. Offences included racism, damage, serious violence and intimidation. Residents were reluctant to invite visitors or let children play outside.

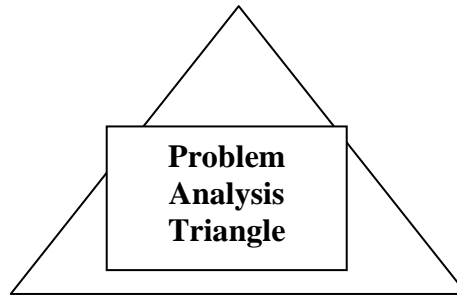
Analysis - Since June 2003, the address was privately rented by a female tenant and frequented by her partner, a career criminal with a gang of criminal associates who also used the address as a daily meeting place. Data sets indicated the problems were being caused by the gang. The tenant was unable to control the gang due to vulnerability, children, DV, pregnancy. Intimidated witnesses were reluctant to report incidents. Problems were exacerbated by alcohol

Location

Proximity to associates addresses

Meeting place

Crossroads location enhanced offenders' awareness of police approach



Victims

Local residents

Visitors

Tenant & children

Landlord – damage & rent arrears

Offender

Male partner and associates

2 identified key offenders

Tenant

Response

- Residents' anonymous communication network- **hotline/ SAEs**.
- Policing operation/ evidence gathering.
- **RIPA/** Dispersal Order considered
- Camera/ police alarm installed
- **Environmental audit/ clean up day**
- **ASBO'd** 2 key offenders - banned from area and association with gang members.
- **Tenant evicted-** 28/11/05.
- **Tenant re-housed** in partnership with Housing Advisory Service (HAS) as part of innovative new '**Tenant Rehabilitation Scheme**' using '**Passport to Housing**' contract.
- HAS / Education Welfare designed **programme of support** for Tenant to sufficiently rehabilitate her to be re-housed in Gateway property within year.
- Pupil Mobility funded children's travel to original school.
- **NHW scheme.**

Assessment

- Significant **94% and 87% reductions** in incidents/crime at address since eviction.
- Significant **66% and 50% reductions** in crime/incidents on whole street.
- HAS to launch new "**Tenant Rehabilitation Scheme**" 2007/2008 using Regent Restoration as training exercise.
- **Police Commendations** for two residents.
- House renovated
- **No crimes/ incidents /Environmental Health involvement at tenant's new address**
- Improved quality of life.
- Reduced offending of gang.
- Tenant applying for Gateway House
- **Substantial financial saving.**
- **Female tenant rehabilitated**

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).

Scanning

Regent Road is an unremarkable terraced street in the Saint Matthews area of Preston located on the periphery of the city centre. As a Super Output Area, Saint Matthews is in the top 5% of areas in the UK in terms of deprivation.

The 88 dwellings are mainly well kept, privately owned family residences. The cobbled street is quiet due to a complicated one-way traffic system, allowing children to play outside.

Approximately 50% of residents on Regent Road are from various ethnic minorities, including Pakistani, Indian and Polish origin, with good community spirit.



In summer 2005, the PACT process of community engagement was introduced to Lancashire Constabulary. As the force began the implementation of Neighbourhood Policing, each neighbourhood was required to host a monthly PACT meeting for local residents. On 10th June 2005, Saint Matthews hosted its first meeting in a church hall.

Three residents from Regent Road attended to speak to the neighbourhood team. They recounted details of how their peace and quality of life was seriously marred almost every weekend by the activities of drunken gangs frequenting the address. Although the problems were escalating, the situation had been ongoing since 2003.

This was the first time this issue had been identified as a long term, continuous problem demonstrating the benefit of the police/ public interface of PACT. It was clear that so far, each incident at the address had been dealt with in isolation and not as part of a bigger picture.

A “follow up meeting” held days later with the 3 residents gave Police a preliminary view that the street’s problems emanated from one address and since the arrival of a new female tenant.

Residents detailed how they had repeatedly contacted Environmental Health to address regular and frequent noise, parties and excessive rubbish accumulation at the address. They told how large scale disturbances involving rival gangs fighting with weapons were commonplace and other problems included racism, damage and serious violence/ intimidation. Their pride in their street had gone; they were ashamed to invite visitors to their homes and could not let children play outside.

This initial consultation led to the conclusion that the community was living under siege in a climate of fear in close vicinity to their homes. It was clear that fear of reprisals had resulted in the under reporting of crimes and incidents. Armed with this preliminary information, the Neighbourhood Team set about collecting data/ information, forever mindful of the resident’s reluctance to be seen to be “talking to the police”.

Evidence gathering

The community was given a voice whilst protecting individual anonymity.

- An article in the local press was used to appeal for information.
- A special phone “hotline” was set up staffed by police volunteers between 6pm and 8pm every Thursday evening. The telephone number was advertised in the local press (Lancashire Evening Post) and on leaflets distributed in the area.

- SAEs were distributed with the leaflets allowing residents to write to police, cost free and from the privacy of their homes. Contact details of the local Neighbourhood Team were advertised widely and the local PCSO, already valued and trusted in the community, continued to engage with residents.
- 20 anonymous community impact statements were taken.
- Subsequent monthly PACT meetings were used to gather further intelligence and update local residents of progress. Further meetings were held with our three residents and attempts continued to cement other residents' support.

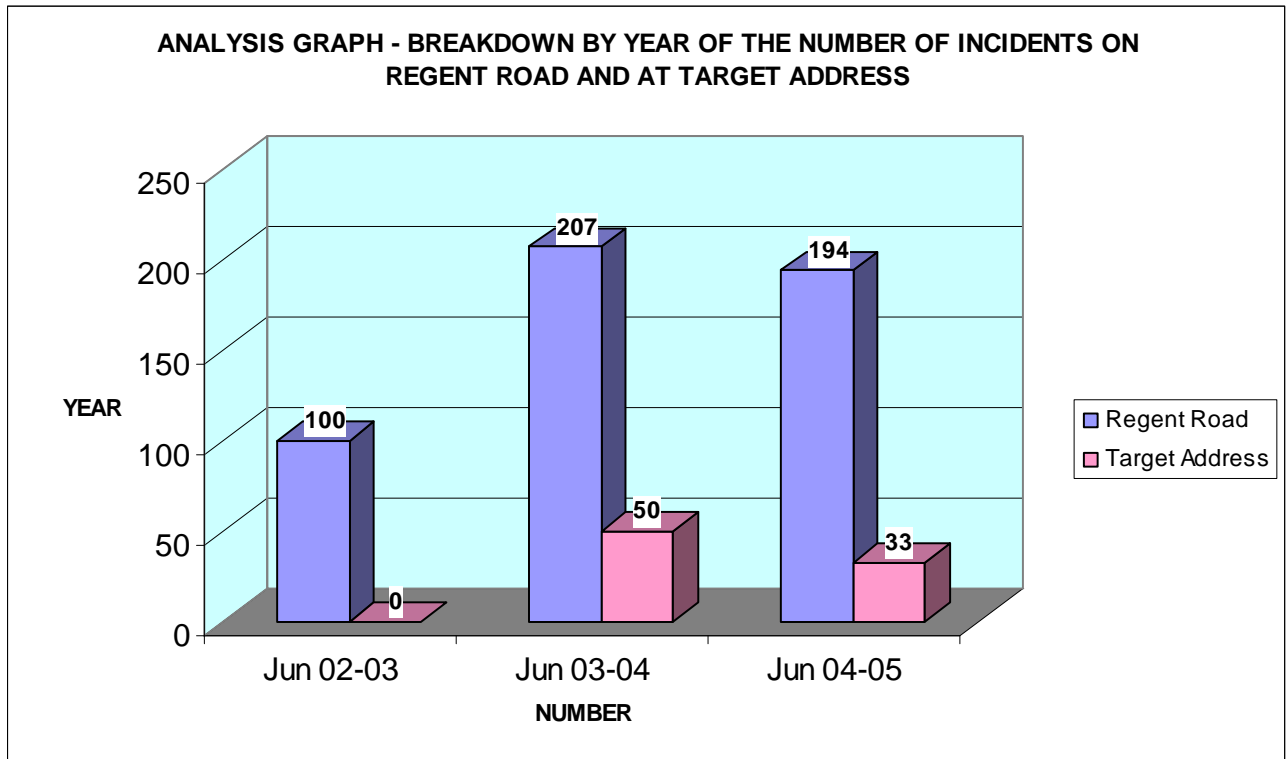
Several visits were made to the private landlord of the address on Regent Road to gather information on the tenant.

Analysis

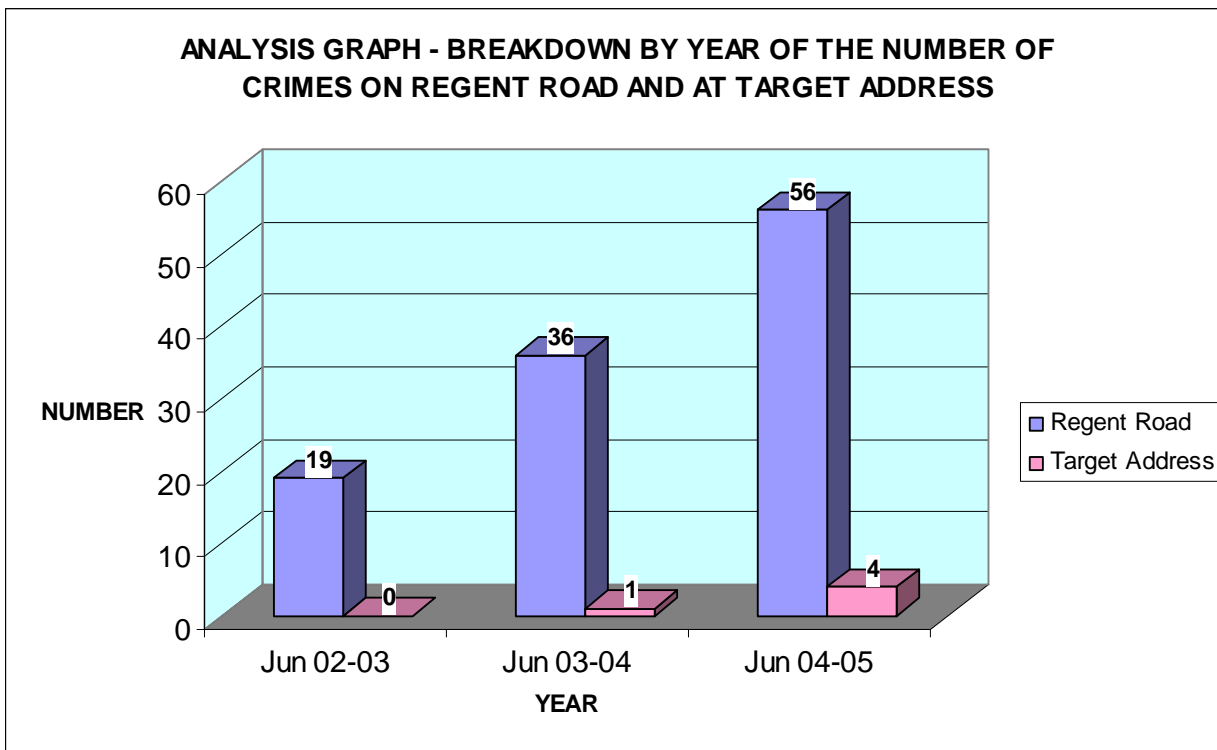
Police data recording systems

During analysis, every incident log and crime report between June 2002 and July 2005 (the date of the PACT meeting) relating to Regent Road was examined.

Both data sets relating to incidents and crimes indicated significant deterioration on Regent Road around June 2003. Around this time, the number of incidents of police attendance doubled and the biggest contributor to this increase were incidents at the target address.



Crime patterns showed a similar deterioration around June 2003.



Data analysis also revealed the seriousness of the situation on Regent Road. Residents were mostly reporting anti-social behaviour constantly detracting from their quality of life including animal cruelty, bullying of local children, smashing bottles and windows and setting fire to cars. Excessively loud music and parties were a major problem.

More worrying were reports of constant racism and serious gang violence involving weapons such as machetes, knives and hammers. Incidents included a vicious attack involving a pit bull terrier and an offence of witness intimidation during which a petrol bomb was thrown at a resident's house who had dared to call police about an earlier machete attack. Another resident, who had called the police, was threatened with a hammer. Problems were exacerbated by alcohol and were gang related. Incidents were most frequent in the evenings/overnight and at weekends.

June 2003- Arrival of a new tenant

In June 2003 a new female tenant took up the private tenancy of the target address on Regent Road.

This tenant had a history of nuisance; she had been prosecuted at two previous addresses by Environmental Health for excessive rubbish accumulation and would continue to cause them serious problems at her new address for noise and rubbish.

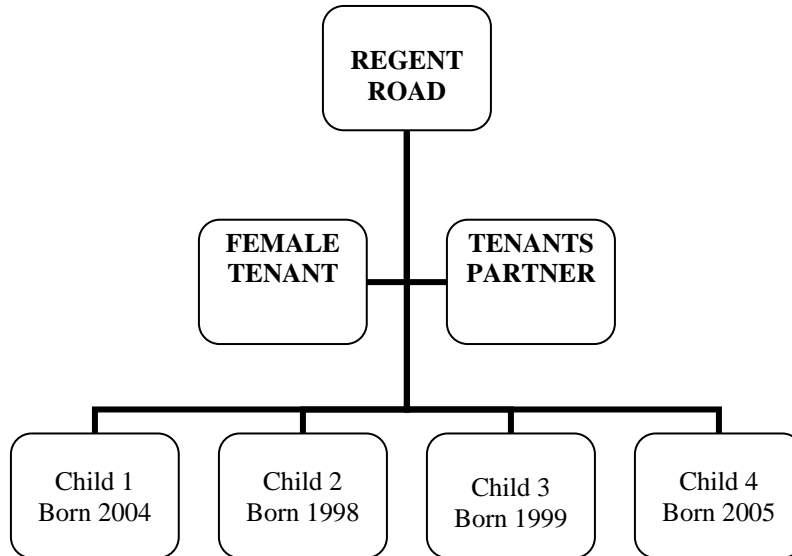
The female tenant had been a burglary victim at two previous addresses. Extensive police intelligence indicated that she lived a chaotic lifestyle being frequently stop checked in company with criminal associates although her own involvement in crime was limited.

The female tenant was a victim of domestic violence by her current and previous partners.

She was vulnerable with low self-esteem; low aspirations and she abused alcohol. In summer 2005, she was heavily pregnant with her fourth son and already had 3 sons under 7 at the young age of 22.

Family Tree

The tenancy of Regent Road was in the name of the female tenant but when not in prison, her partner of several years also resided there.



It was the tenant's partner who was to be the catalyst for the problems on Regent Road. As well as having a very negative effect on the female tenant's life and being violent towards her, he was a career criminal. He had been arrested 55 times for an array of serious offences including burglary, ABH, threats to kill and vehicle crime.

Results of the analysis- Problem Analysis Triangle (PAT)

Offenders

Police data and a time line analysis of activity at the address indicated convincingly that the offenders were associates of the females partner. Up to 15 of his associates would frequent the address at any one time.

- They all abused alcohol.
- They operated as a gang.
- They were all career criminals.

These individuals were typically in their 20's and serious criminals with no regard for the community. For example one offender had been arrested 85 times for offences of robbery, burglary, drugs and vehicle crime. Another offender considered a ringleader in the gang, had been arrested 39 times for burglary, robbery, serious racially aggravated violence including a baseball bat attack on an Asian taxi driver. He served a lengthy prison sentence for this offence.

It was not surprising that the situation on Regent Road had deteriorated so extensively and that residents were living in fear.

The female tenant herself could also be thought of as an offender, as although vulnerable and unable to prevent her partner's associates attending the address, she was responsible for the loud music and rubbish accumulation, which caused misery for her neighbours.

Location

The address was privately rented so any enforcement would be dependant on the co-operation of the landlord.

The house was located in close proximity to the homes of so many of the female tenants partner's criminal associates making it ideal as a regular meeting place. It was located a few hundred yards from an off licence.

The address is on a crossroads allowing good surveillance of surrounding streets by the offenders allowing easy retreat into the address on police arrival

The wide pavement outside the address facilitated large gatherings outside.

As the area is densely populated and the houses terraced, many residents were directly affected.

Victims

- **Landlord**

The private landlord had previously lived at the address and had passed his well kept home to the tenant. He had since received endless complaints from his former neighbours.

His house suffered extensive damage with almost every window having been smashed and boarded up and as the gang had pulled down all of the guttering on the gable end, the inside walls were very damp. He also found himself chasing poll tax arrears.

- **The female tenant**

As well as being considered an offender, the tenant was also very much a victim of this situation. With 4 young sons and being very vulnerable, she was unable to control what was going on.

Analysis demonstrated that the domestic violence was most commonplace when alcohol was involved and when the associates were at the address. When tailoring our response, we would be considering the tenant as a victim.

- **The tenants children**

It was obvious from our meetings that the tenant was a good mother who obviously loved her sons. They were well fed, clean and had good school attendance.

Inevitably, the boys were victims of living in a chaotic environment, which was dark and unhealthy due to the damage at the address. It would be surprising if the boys had not been in some way emotionally damaged by the regular violent behaviour at their home.

- **Police**

Significant police resources were regularly devoted to policing Regent Road both in terms of responding to incidents and proactive patrol.

- **Environmental Health Department**

The excessive noise and parties started immediately after the tenant moved in. Countless visits were made and letters sent by Environmental Health. The agency prosecuted the tenant in 2003 and 2004 for noise stating

"she is continuing to cause considerable nuisance to occupiers of adjacent properties"

Similarly, Environmental Health dealt constantly with the accumulation of rubbish in the rear yard, which spilt onto the pavement. A CRASBO was considered for any repeat offences.

The following quotes are from Environmental Health prosecution reports: -

"Excessively loud dance type music was regularly played at the address"

"Music was causing a statutory nuisance"

“The accumulation of rubbish is causing a public health nuisance and is likely to attract vermin”

- **Residents**

The true victims of the problems at Regent Road were undoubtedly local residents who were imprisoned in their homes with very little quality of life. This can be seen most clearly from their own words taken from community impact statements: -

“They have made life a misery for me and my family”

“Myself and my family have been racially abused on countless occasions”

“They attacked my husband’s car with sticks and bars whilst he was in it”

“I see them openly urinating against my house wall”

“We have no quality of life at all and feel stuck inside our homes”

Response

The scanning and analysis stages of our operation identified exactly what was and who were causing the problems on Regent Road and the surrounding streets. We began to put in place a structured response to deal with the problem.

We initially tried to engage directly with the tenant and her partner and were met with a mixture of apparent acceptance from the tenant that improvement was required to complete disinterest from her partner.

The spiral of decline continued however with no let up on the volume of complaints the address was creating. Following the failure of this approach, we decided the best option would be to start a comprehensive policing operation as well utilising the assistance of the landlord of the address. These approaches were coupled with the thorough process of evidence gathering already underway.

Police operation

We began the policing operation utilising the following responses:

- Targeted patrol was undertaken particularly during evening hours when the problem was at its height with emphasis on taking positive action.
- Extra resourcing was bid for and obtained through the tasking process.
- Use was made of Special Constables, PCSOs and Street Wardens to supplement police patrols.
- Briefings were attended to reinforce the issue.
- Consideration was given to a Dispersal Order but it wasn’t considered appropriate in the circumstances.
- A RIPA application to install a police camera in a local resident’s house was passed through to assist with evidence gathering as well as a police alarm in response to a petrol bombing incident at the same resident’s house.
- Two of the primary offenders (one being the tenant’s partner) were targeted with ASBOs with stringent conditions that included being banned from the area and non-association with other gang members that severely impacted their ability to cause crime and disorder in the area.

One offender was identified as the 'primary offender' and 'ringleader' and was considered the priority to target. The female's partner was believed responsible for much of the day-to-day trouble that emanated from within the household.

Despite the local community being fearful to openly identify themselves at that time for fear of retribution, we were able to obtain in excess of twenty anonymous evidential statements that were extremely impactful and assisted the ASBO applications.

In the case of the primary offender, it was commented by the bench that 'they had seldom come across a case more compelling than this in which the granting of an ASBO were more relevant'.

- A local Neighbourhood Watch Scheme was established having identified and approached a local resident to chair the scheme.
- An environmental clean-up day took place in Regent Road to improve the look of the area involving police staff, volunteers and local residents.

We were still left, however, with the ongoing problem of the female's tenancy at Regent Road. We still felt a strong need for the female to be actually evicted from the premises as we considered there was a legitimate argument that it would be ultimately beneficial for her and her children's welfare as well as giving some relief to the neighbourhood.

We had strong concerns, however, that by moving the female to a new location, we would just be displacing a problem tenant.

Also, because of the difficulties experienced in the eviction procedure and ultimate misgivings about the social impact this may have on the tenant and her children without an appropriate support structure in place, in July 2005 we approached Preston City Council Housing Advisory Service (HAS) to see if they could assist with any alternative solution.

A brand new scheme entitled the **TENANT REHABILITATION SCHEME** was suggested by HAS that was untried but seemed tailor made for her. We facilitated contact between HAS and the female tenant so that she may consider its benefits.

The Tenant Rehabilitation Scheme

The Tenant Rehabilitation Scheme was a new project for the Preston City area and this case was the first one to be trialled and put into operation.

• This new innovation was driven through the '*PASSPORT TO HOUSING*', a pro-forma official document created by HAS to identify and record the support and risk needs of the client and produce an individual, tailor-made 'package of support' to promote re-housing where they may otherwise be excluded from re-housing options. This was certainly the case in the tenant's example.

• An onus of responsibility remained with the tenant as part of the agreement reached between herself and HAS through the 'Passport to Housing' arrangement. If the tenant succeeded to meet the aims of the Passport, Preston City Council would support her with permanent re-housing. Failure to comply would result in the council having no further obligations to re-house the tenant.

The support process for the tenant and her family was spear-headed through the Passport to Housing process that identified support needs, coupled with regular multi-agency group meetings that involved all stakeholders, including Police, the City Council, New Progress Housing Association and the private landlord at the proposed new premises, to identify at early stages any problems with the process and provide appropriate responses.

The 'Passport to Housing' Process

- Prior to moving out of Regent Road, Housing Advisory Service met with the tenant numerous times to develop a trust. As part of the Passport process a client-based contract was developed, the main aim being that through this the tenant would interact and engage with appropriate support agencies.
- A new property for the tenant and her young family was identified in an area not on a large estate and located away from Saint Matthews.
- Support needs were identified by the tenant and she was given assistance with the following:
 1. **Benefits** – assistance was given with applying for Housing Benefit, Tax Relief and Community Grants for fixtures and fittings.
 2. **Domestic violence** – given the tenants previous suffering, she was advised on Domestic Violence refuges and services to obtain help and advice.
 3. **Debts** – it was identified the female had excessive debts caused by poor budgeting. She was provided with assistance for budgeting and setting up new payment plans.
 4. **Utilities** – assistance was provided to register with appropriate utility companies.
 5. **Funded school travel** – the tenant's aim was to return to the Ribbleton area of Preston. She wanted stability in her children's lives by keeping them in school in Ribbleton. Assistance was provided by Education Welfare who funded transport through the 'Pupil Mobility Scheme'.
 6. **Life skills** – it was identified that the tenant lacked confidence and motivation and had low self-esteem so assistance was given to direct her to local education and college classes.

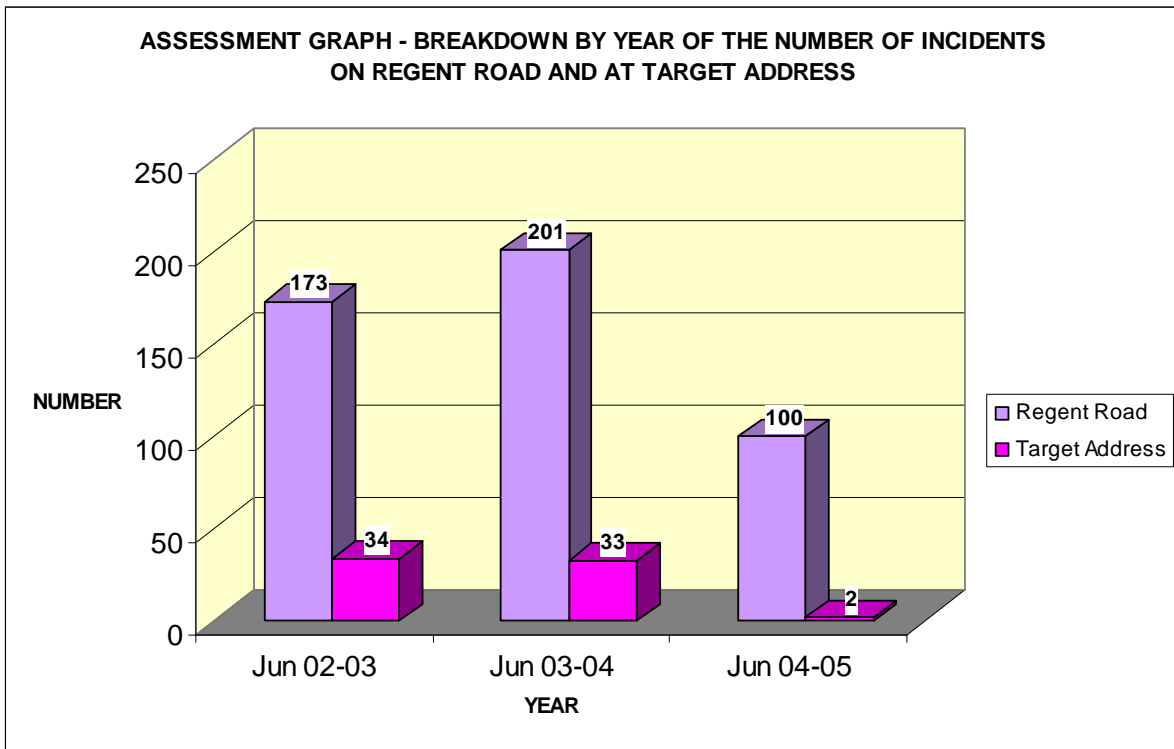
Multi Agency Group Meetings

- The multi agency partnership that existed to bring the project together was between Preston City Council, Police, New Progress Housing Association and the private landlord of the new premises.
- The steering group of this project met on a regular basis prior to the tenant moving out and continued to meet after she had moved to monitor progress.
- A programme of regular visits was established between Housing Advisory Services, New Progress Housing Association, the private landlord and the police. It was identified there was a need for at least one visit per month and one unannounced visit by each of the agencies with additional regular phone contact to ensure compliance with the Passport to Housing contract and assist with problems that may occur.

Assessment

Quantative data

Dramatic fall in incidents

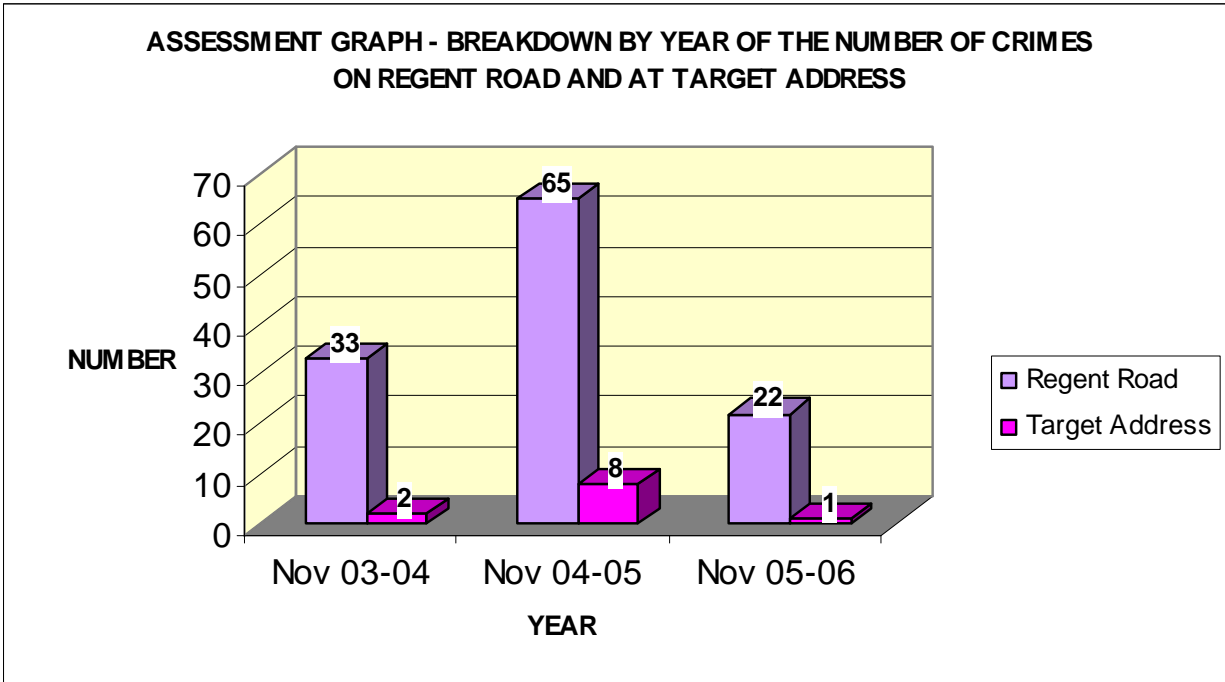


As the graph shows, the tenant moved out in November 2005 and this corresponded with a staggering **94% reduction in reported incidents at Regent Road** over the next year to November 2006.

Results for reductions in reported incidents for the whole of Regent Road are equally as impressive with a **50% reduction in reported incidents** over the next year to November 2006.

Put another way, the consistent figures over the preceding two years and the drop in incidents after the move shows that the tenant's occupancy at the address and all the corresponding problems were responsible for half of all calls police ever got to the street!

Dramatic fall in crime



The fall in reported incidents is matched by the dramatic fall in reported crime at the address and the street as a whole.

In the year since the tenant moved out in November 2005, there has been a massive **87% reduction in reported crime** at the address.

On the whole of Regent Road, there has been an impressive **66% reduction in reported crime** over the same period.

Put another way, it could be argued theoretically that the gang that frequented the address were responsible for nearly 7 crimes in 10 that occurred in the street!

Financial Savings

It is estimated that there is a combined projected police, social and housing cost saving of **£50 000** since the tenant's move.

Displacement data

- Evidence of the female's improvement is reflected in the fact that there have been **NO** reported crimes or incidents at her new address even though her partner still visits her.
- The female has taken a positive step in improving her behaviour. She now has the strength of character to challenge her ex-partner. There has been no intelligence since her move of her associating with criminals. One piece of recent anecdotal evidence from Preston Intelligence Department is that she was seen by plain-clothes officers repeatedly pulling her ex-partner away from potentially breaking into a vehicle whilst in his company.
- Environmental Health has had no cause to take action with regard to noise or rubbish nuisance. Housing Advisory Service has provided ongoing support with respect to rubbish control, recycling, etc that have prevented any issues.

- Since the granting of the full ASBOS against the two key offender's and the tenants ex-partner neither have to police or local resident knowledge breached their conditions.

Qualitative data

- Due to the female's success, the Housing Advisory Service are to extend the **Tenant Rehabilitation Scheme** project and it is intended to be used as a training basis for future cases. Throughout 2007/8, it is intended to identify and support a further six cases in the Preston area.
- Considerable familial upheaval has been prevented and substantial financial savings made as earlier stated. Had the project not succeeded, it is predicted the family would have been made homeless and the children taken into care.
- The female is being supported by the Housing Advisory Service in her application for a Community Gateway house and with applications through other Housing Associations.
- The female and her children's quality of life have improved immeasurably. Her personal and life skills have improved to the point where she is self-dependent. The following quotes are taken from direct observations of the female by HAS in their subsequent support visits:

"The client's chaotic lifestyle has developed into a steady, secure environment for her and her family".

"She is happy and contented and able to go out without the fear of meeting any perpetrators or returning to any smashed windows".

"The female has developed from a chaotic individual that lacked confidence and motivation and unable to think for herself to one that is now more confident and independent. Her children are developing well and she plans for the future – even to the point of applying for nursery placements for her youngest child well in advance".

- The Regent Road address has now been fully renovated and the exterior look of the property and general area greatly improved.
- Due to the bravery exhibited by two local residents in supporting police in their efforts, they received Divisional Commander's Commendations.
- All of the residents of Regent Road and surrounding streets now have an improved quality of life and can live in peace. Below are just a couple of quotes from local residents of what it's like now:

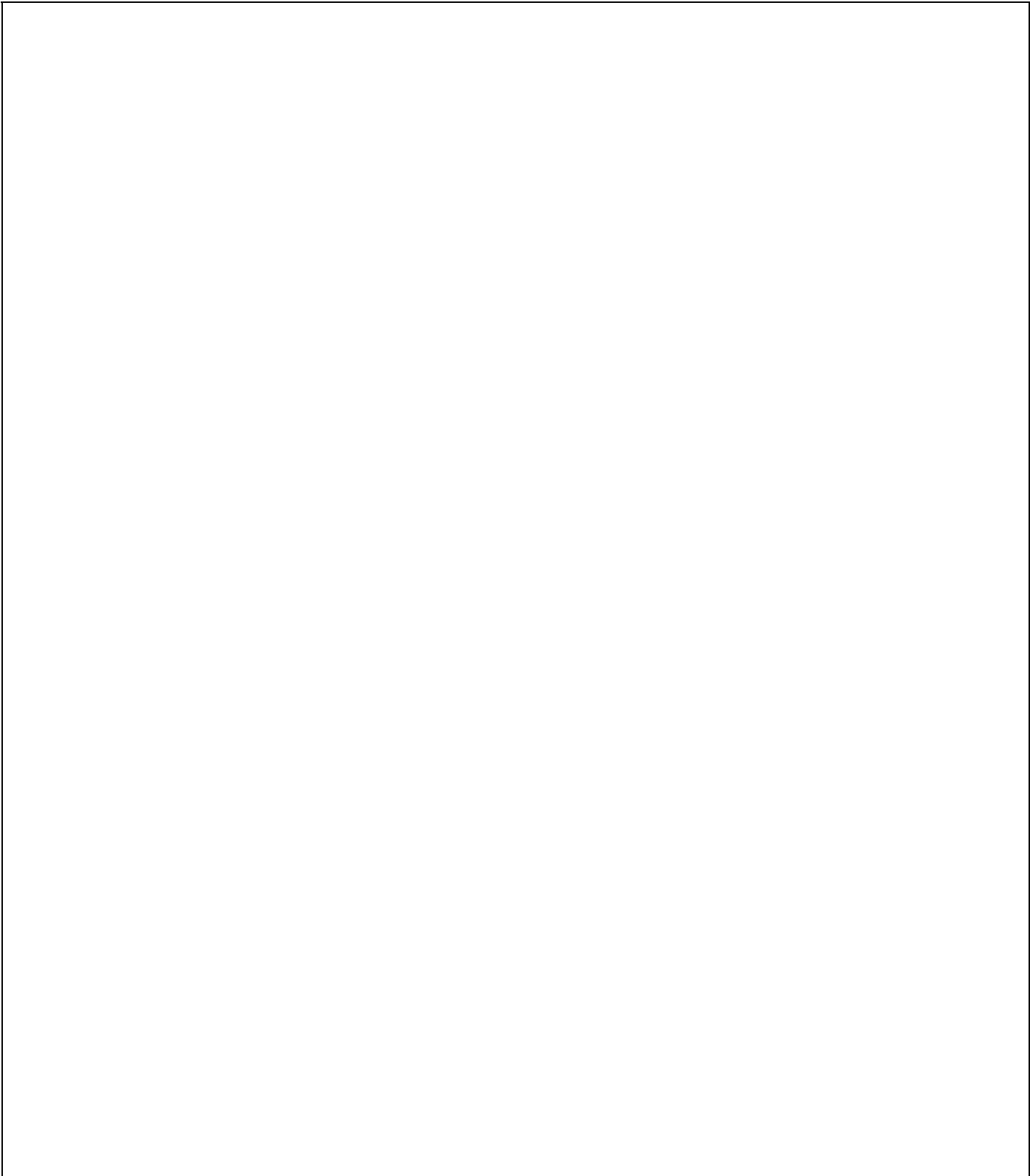
"It's really peaceful now – thank-you"

"There's not any trouble anymore"

"All the neighbours have started coming back out and the kids are playing outside again"

Section 4: Endorsement by Senior Representative

Please insert letter from endorsing representative:



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.