



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: **THE MALTINGS**

Name of force/agency/CDRP/CSP: **Lancashire Constabulary**

Name of one contact person with position and/or rank (this should be one of the authors):
Police Constable 1435 Kevin Bond

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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): **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).

THE MALTINGS

The Maltings is an apartment complex of 132 flats, managed by Places for People Housing Association. Consultation with the community identified 'The Maltings' as a location of concern for the community. This was confirmed by contacts with Places for People, Lancashire Fire and Rescue, South Ribble Borough Council and residents.

In 2005 the police responded to 97 incidents at the complex, 29 anti social incidents, 32 crimes reported, 13 criminal damage and 8 violent offences. Responses were uncoordinated, agencies/organisations operated in isolation when dealing with anti social tenants. This evidenced the magnitude of the problem, highlighting the scope for crime getting out of hand. Lancashire Fire and Rescue attended 35 incidents in 2005, 9 actual fires and 24 malicious fire calls.

In depth analysis showed there was no sense of community. 25% of flats were unoccupied and the strict tenancy vetting system was being bypassed to fill the empty units. This resulted in a small number of anti social tenants moving into the complex. These tenants caused an increase in complaints to the police and other agencies about anti social behaviour and crime. The offending tenants affected the quality of life of residents living in and nearby. Their behaviour was not being effectively challenged.

Primary aims utilised stakeholder skills and knowledge enabling an intelligence led multi agency approach, developing strong working partnerships and implementing a four point plan, awareness-reassurance-partnerships-enforcement.

Under the community safety partnership the stricter vetting system involving all partners was reinstated. Joint partnership presence at all five evictions to show that joint working was working. A residents association was formed. All incidents/crimes were revisited and all evidence co-ordinated through partners. Partnership visits made to all anti social tenants and acceptable behaviour contracts signed. The housing association spent £100,000 pounds upgrading the facilities at the site.

Anti social incidents down 51%. Crime down 65%. Damage down 84%. Violent crime down 75%. Only 2% of flats remain unoccupied. Fires down 100% malicious fire calls down 100%.

Community meetings confirmed the improvement in quality of life for both residents in and around the complex. The perception of and fear of becoming a victim greatly reduced. Residents Association now holds monthly meetings along with other community meetings at the site. Police office set up at the complex.

Repeated/ongoing scanning-analysis-response and assessment are carried out to ensure that the initiative moves forward and sustainable solutions are identified to current problems.

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

The Area

When neighbourhood policing was implemented in the Penwortham area in 2005 a process was put in place to identify areas of public concern. The Maltings, which is a housing association block of flats was raised as such a location, the complex having a poor image in the area and tenants were being blamed for much of the anti social behaviour, violence and crime in the area.

Public Concerns

Consultation was taken between all interested parties including the Maltings residents and other residents that lived in the Penwortham area. This resulted in The Maltings being identified as a location for concern to the people who worked and lived in area. Neighbourhood watch co-ordinators for the Penwortham schemes expressed the concerns of their neighbours due to the perceptions that the Maltings residents were responsible for all the crime and anti social behaviour in the area. Local businesses were consulted and they had the same perceptions having suffered from the anti social attitudes of some of the tenants. Many people raised concerns as to the type of person living in the complex.

Other agency concerns

These concerns were confirmed by further consultation with 'Places for People' the housing association who manage the site, the local council along with Lancashire Fire and Rescue. Places for People had concerns over safety of their staff working at the complex due to a number of problem tenants. The council had concerns due to complaints from residents living in the locality. Lancashire Fire and Rescue had suffered a high number of fire calls to the complex some genuine and some false. In 2005 they responded to 9 fires, 14 malicious false alarms and 1 good intent false alarm. Police records showed that in 2005 there were 150 police responses to the complex. 56 of these were anti social in nature, 8 involved violence and 10 were reports of criminal damage.

All this was obviously a major drain on everyone's resources and many tenants at the complex along with nearby residents were suffering as a result of the Maltings and a small number of its residents.

This partner consultation highlighted that agency responses were ad-hoc and reactionary, based on limited intelligence with agencies operating in isolation. No one appeared to be taking ownership of the problems.

ANALYSIS

Data sources

Lancashire Constabulary
Lancashire Fire and Rescue
Crime and Disorder Partnership
Places for People
Penwortham Town Council
South Ribble Borough Council Community Safety Team
Neighbourhood Watch

Analysis was broken down into the three key areas of **Location, Victim, Offender**.

Location

The Maltings is a social housing complex managed by Places for People a national housing association. The complex has 132 apartments over three floors and is situated in the centre of Penwortham which is a residential town of 20,000 people located 2 miles to the south of Preston City centre. Many of the apartments are 'last resort' housing for single people who struggle to obtain accommodation elsewhere. The complex is well known in the area and sits in the centre of a large residential estate comprising of other social housing and many privately owned houses. The complex had a poor image in the town and many people didn't want to live there. This resulted in many flats being unoccupied. At the start of 2005 25% of flats were not occupied. The complex was originally designed and opened as city style living for young executives but due to low occupancy it was taken over as social accommodation several years ago. Flats are small and noise travels from one to the other very easily. There are two wings to the building and it has car parks and lawned areas surrounding the buildings. There are communal areas, which include the corridors, the foyer, the laundry, and a large lounge area. Most of the flats are single occupancy with a small number double occupancy and no children are allowed to reside on a permanent basis.

Access to and from the site is controlled by means of a magnetic fob that only residents and other agencies have access to. The grounds are private for residents only but they are not fenced off allowing access to anyone at all times of the day.

Places for People have site managers or caretakers who run the complex but they are not on site 24hrs a day and they are not employed to be security officers. It is the housing officer from Places for People who oversees the site and deals with tenancy issues.

Victim

Victims are multi faceted

a) Maltings residents

The majority of residents at The Maltings are ordinary people who are not anti social or criminal and as a result suffered at the hands of the anti social minority. Any resident that challenged this minority suffered intimidation and threats. This resulted in apathy among residents and a feeling of low esteem and due to the intimidation by anti social tenants many incidents were going unreported for fear of reprisals. The offenders appeared to be revelling in there criminal and anti social status breeding a sense that they were getting away with it.

b) Nearby residents

Other victims were residents living in the vicinity of The Maltings who reside in both private and social rented properties. They suffered from anti social behaviour and crime such as damage and violence. Due to the Maltings being located in the middle of a large residential complex a survey of local residents was carried out and it became obvious that their feelings mirrored other research figures. This highlighted that not enough was being done to improve their quality of life. They were blaming the Maltings residents for all the crime in the area without evidence and their tolerance of the Maltings resident's status in life was very low.

c) Government and other agencies

In-depth analysis and surveys conducted by police and the housing association evidenced the magnitude of the problem.

Strict vetting systems for new tenancy applications were being overlooked by the housing association in an attempt to fill empty units. This allowed a small number of anti social tenants to move into the complex.

Like the tenants the onsite managers suffered at the hands of the anti social tenants. They received threats and suffered intimidation. The housing association struggled to keep staff in the role as a result.

Police suffered from high demand on resources. Trained resource analysts looked at the situation and in 2005 the police responded to 150 incidents at the complex, 25 of which resulted in crime reports being generated involving further officer time investigating those crimes.

Lancashire Fire and Rescue also suffered resource demand from the complex with 35 attended incidents in 2005. 15 of these were actual fires and 4 malicious fire calls. The remainder false alarms with good intent.

Ad-hoc agency responses had a limited impact due to poor intelligence on which to act, with differing opinions as to the solution. This led to agencies operating in isolation and created barriers between partners and tenants. All were ultimately pulling in the same direction but without cohesion.

Offender

Due to the overlooking of strict vetting systems a small number of anti social tenants had been allocated flats and this group soon attracted other existing tenants into their company. These people soon formed close association with each other, becoming a gang. They dominated other tenants with violence or threats of violence towards anyone who challenged their ways. Many of the offenders were alcohol or drug fuelled and the close environment within the complex did not help the situation.

Consultation and discussions between partners identified 12 anti social tenants and further investigation identified 5 main ringleaders who appeared to be orchestrating the anti social behaviour and crime in the complex. This five became the focus of the initiative when it came to enforcement.

The housing association also found that many problems were caused by young people having their first tenancy and unfortunately did not having the skills to sustain that tenancy.

RESPONSE

The response was to build a foundation for joint working so that all the partners involved knew their role within the partnership and what they were doing to improve the situation. These partners were identified and consulted at joint meetings and all confirmed their support and involvement in putting sustainable solutions into place. Data sharing protocols were agreed between partners allowing information to be available to all involved. All the partners signing the crime and anti social behaviour partnership supported this.

The partners identified were...

Lancashire Constabulary
Lancashire Fire and Rescue
Places for People
South Ribble Borough Council
Neighbourhood Watch
The local community

Success criteria

The primary aim was to improve the quality of live for people living and working in and around The Maltings by utilising the skills and knowledge from all partners enabling a cohesive plan of action to be implemented.

Objectives

The partnership now being in place and armed with the above analysis allowed the following objectives to be identified....

Improve partnership working
Improved sense of community and quality of life for residents
Increase occupancy
Reduce crime
Reduce anti social behaviour
Less drain on partner resources
Improved image of the Maltings

Places for People Housing Association – objectives.

Reinstate stricter vetting systems for tenancy applications.

Implement better communication with other agencies

Increase community/tenant reassurance within and around the complex

Police - objectives

Increase community reassurance in and around the complex

Improve passage of information to partners

Improve partnership working with all partners

Lancashire Fire and Rescue – objectives

Improve passage of information to partners

Improve partnership working with all partners

Neighbourhood watch – objectives

Inform and update residents of the ongoing work

All partners agreed to work on their objectives through a process of awareness, education, reassurance and enforcement. Each partner having a part to play in that process.

Awareness

This commenced with the housing officer responsible for the complex speaking to residents to highlight their awareness to the new partnership working procedures. New tenants were told from the start that they would have full police checks run before a decision would be taken as to their suitability to live at the complex. They were told that any anomalies found in the application would mean their application being turned down.

Site managers or caretakers were fully updated to enable an accurate passage of information to tenants should they ask questions when in contact with staff.

The Police Community Beat Manager (CBM) highlighted the problems to response officers at tasking and co-ordinating meetings within the organisation. This allowed police officers attending the complex to understand and react positively to all incidents.

Police And Community Together Meetings were held at the complex. The CBM and residents from in and around the complex attended and crime prevention advice and reassurance were given.

Education

Leaflets were provided outlining responsibilities of tenants under tenancy agreements outlining the procedures if breaches occurred. ie ABC's, ASBO's and eviction procedures.

Residents living around the local estates were educated via neighbourhood watch co-ordinators and leaflets in an attempt to improve tolerance levels.

Fire and Rescue information was made available to tenants.

Reassurance

Highly visible joint working took place with both the housing officer and CBM present when target individuals were visited. Regular police patrols took place in and around the complex to offer reassurance and deter wrong doing. Meetings took place at the site between all partners involving the residents association to update, involve and reassure tenants. The housing officer regularly visited victims or worried tenants in many cases in company with the CBM.

Fire and Rescue regularly visited the site to carry out fire surveys, as it was a major drain on their resources.

Enforcement

Intelligence

Intelligence was collated and a file produced including target nominals, offences and victims. This was made available to the housing officer and Lancashire Fire and Rescue. Details of known arsonists and other offenders living or frequenting the area were passed to local police officers, housing association staff and Fire and Rescue to improve intelligence on their movements if required for future deliberate fire settings or other crimes. This was the eyes and ears of the partnership.

All contacts with police relating to the Maltings were made available to the housing officer who would actively get involved in providing sustainable solutions. All calls to Lancashire Fire and Rescue were passed to the police and the housing officer to improve reactions and solution capability.

Housing Association

All incidents at the site were dealt with positively by all partners. All tenancy breaches were challenged by the housing officer with eviction the last resort.

Places for People implemented a covert camera system in the vicinity of the refuse room in an attempt to identify the person or persons responsible for the fire settings and deliberate operation of the fire alarm systems. Two tenants were identified on the cameras deliberately setting off the fire alarms. One of these was evicted and the other received a warning re his behaviour. This person still lives in the complex and has not come to the notice of any partners since the incident.

As a direct result of this initiative one tenant was filmed setting fire to rubbish in the refuse room. The image was passed to the CBM and along with the housing officer the person was identified.

All five identified target nominals were approached by both the housing officer and the CBM and offered an Acceptable Behaviour Contract to address their behaviour. 3 of the 5 signed these and agreed to behave by the conditions. These contracts were drawn up and administered by the housing officer.

The housing officer designed and implemented a far stricter vetting system of tenancy applications. Full police checks were carried out to confirm criminal status as entered on the tenancy application forms. The housing officer was then able to hold full tenancy suitability meetings with applicants to discuss suitability of applicants with all the necessary information available. This enabled the housing officer to control the influx of anti social tenants. Always bearing in mind that the Maltings is social housing and in some cases the last resort for many applicants.

Tenancy support was given to those who may struggle maintaining their tenancies. Intensive use of management was used to help ensure that tenancies were a success.

The housing officer attempted to even out the economical balance at the complex by placing more people who were in employment at the time of application.

Places for People invested £200,000 upgrading the complex to improve facilities at the site. This involved redecoration of flats and communal areas, installation of sky TV and a computer room. This was all aimed at giving a sense of community back to the residents. They have also implemented a 1.5 million maintenance program.

Police

The above mentioned arsonist was consequently arrested, charged and convicted of arson at the site and sentenced to 18 months imprisonment. Evidence from Police, Fire and Rescue and the housing association was paramount in gaining that conviction. This individual was also taken to court by the housing association and with the support of the police an eviction order was secured. This sent a strong message to other tenants, both of reassurance and that all incidents would be dealt with positively.

Police And Community Together meetings were held at the complex where residents from within and outside the Maltings could meet and discuss solutions to ongoing problems. This brought the outside community into contact with Maltings residents and removed barriers that had been built up over the years.

All scenes of crime were revisited by the CBM to glean any additional evidence to ensure prosecutions and offer reassurance to victims.

South Ribble Borough Council

The complex also suffered from graffiti and South Ribble Council sent in their graffiti removal team on a regular basis to remove offending graffiti as soon as it appeared to deter future incidents occurring.

Partnership

The housing officer and CBM identified tenants and encouraged them to form a residents association to work alongside the housing officer on issues at the site. This was aimed at giving back ownership to residents and they met on a monthly basis when residents could meet their neighbours, raise and discuss issues affecting them. This association meant that the residents had co-ordination and direct communication with the management.

Places for People and South Ribble Borough Council Housing worked together towards lettings, which was crucial as the council have nomination rights over the property.

ASSESSMENT

Evaluation method

Partnerships i.e. Police data base
Fire and Rescue data base
Housing Association data base
Victim and complainant revisits
Resident questionnaires
Neighbourhood watch consultation

Meeting the set objectives

1. Partnership working

Cohesive working between all partners took partnership working to new levels with all parties developing a culture of shared responsibility. This is evidenced by the way that the joint working continues to the present day with daily contacts between partners to identify sustainable solutions to new problems. The success of this initiative is due to the way the partners work, sharing intelligence, sharing decision making, intelligence led interventions, all ensuring a cohesive multi agency capability.

Partner agencies started to value the flow of intelligence from group to group. What appeared minor to one was of great interest to the other. Partners soon became confident in speaking to other partners by telephone, fax or e-mail. This improved the partnership responses to all incidents and issues at the site. Once the anti social tenants became aware that partners were working together and passing information between each other they began to address their behaviour to avoid being targeted. Victims began to take charge of their lives and challenge the anti social minority.

2. Sense of community and quality of life for residents

This improvement was confirmed after consultation via Police And Community Together meetings, residents association meetings and the circulation of a questionnaire to all residents asking for their views. This resulted in a 60% return with only 2 negative replies, which referred to individual incidents rather than the overall situation.

The housing association has placed a blind gentleman in the scheme who has lived there for 12 months. They would not have placed such a vulnerable person onto the scheme before the initiative. He confirms that he likes living on the scheme and gets support from other residents.

3. Increase occupancy

Prior to the commencement of this initiative Places for People were struggling to fill empty flats at the Maltings because of its negative image, now there is a waiting list for new tenants and the housing officer is having to decline new applications. This obviously is a major plus for the housing association who have improved their rental figures and raised the number of people being housed in the area.

4.Reduce crime

Overall crime down 65%.
Criminal damage down 84%.
Violent crime down 75%.

5.Reduce anti social behaviour

Anti social incidents down 51%.

6.Less drain on partner resources

Police responses to the site down by 62%
Fire and rescue responses down by 98%
The health and safety issues for housing association staff working at the site has reduced. Consultation with staff shows an increased confidence when dealing with tenants.

7.Improved image of the Maltings

Local residents attending Police And Community Together meetings have shown a better attitude towards occupants of the Maltings. More tolerance of their issues and a willingness to help identify solutions. Local Councillors have highlighted that the attitude of local residents having improved towards the Maltings and its tenants.

Other assessment

Of the five main target nominals for anti social behaviour 4 have been evicted for breaches of tenancy, breaches of Acceptable Behaviour Contracts or criminal acts on the site. One has adhered to his tenancy contract and his Acceptable Behaviour Contract and still lives in the complex having not come to notice since being visited by the housing officer and CBM.

Consultation with neighbourhood watch co-ordinators showed an improved working relationship with residents feeling more involved, safe and reassured.

Police data

Professional police analysts looked at the police databases and produced the following information.

Crime reduced from 32 offences in 2004 to 11 offences in 2006. This is a reduction of 21 offences.
65.6% reduction from 2004 to 2006.

Criminal damage has fallen year on year. From 13 offences in 2004, down to 9 offences in 2005 and then just 2 offences in 2006.
84.6% reduction from 2004 to 2006.

Although only a small number of violent crimes were reported over the last 3 years, the levels have fallen year on year since 2004. 8 offences were recorded in 2004 compared to just 2 offences in 2006. This is a reduction of 6 crimes.
75% reduction from 2004 to 2006

Fire and Rescue data

In 2004 there were 9 primary fires at the site and in 2005 there were 15. This was reduced to 0 in 2006.
In 2004 there were 14 malicious fire calls/alarms to the site and in 2005 there were 4. This reduced to 1 in 2006.

Places for People

Places for People have now maintained a regular staff at the site due to the improved working conditions and the housing officer has a tighter control over the influx of anti social or criminal tenants. There is a stronger working relationship between the housing officer and existing tenants due the understanding of the tenancy agreements.

THE FUTURE

This kind of initiative is ongoing and requires strong partnerships and is very reliant on repeated and ongoing scanning and analysis to identify and implement sustainable solutions to new and recurring problems. This is done weekly via the police and fire data bases and regular contact between partners.

The future looks positive with the CBM for the area being given a room on site to be used as a neighbourhood police office. This was implemented after a series of discussions between Places for People and Lancashire Police. The facility is being provided free of charge due to the ongoing success of this initiative. It will show staff, residents and the local community that all partners are dedicated to providing a long term and committed solution to the problems at the site.

CONCLUSION

Community satisfaction surpassed expectations with tenants taking onboard the new methods and working with rather than against the partnership. This initiative helped the tenants become more responsible citizens taking responsibility for their place of abode. Residents living in the surrounding area became more understanding and tolerant to the issues affecting the residents of the Maltings which is still, in many cases, a last resort accommodation centre. The Maltings partnership generated a better relationship between all partners and residents building an understanding from both sides. In return these partnerships have generated many financial and resource savings for all concerned, however, and most importantly, it has prevented the tragedy or total break down of community spirit that could have occurred if the anti social behaviour of the minority had not been challenged.

The most gratifying seal of approval was expressed by the tenants themselves when completing their questionnaires, here are just a few examples...

Mrs Drummond " I have lived at the Maltings for years, things were getting worse, I was frightened to walk to the laundry room in case the idiots were around. Now I feel safe walking around the corridors."

Mr Gleeson "I am now speaking to my neighbours. I didn't know who they were before."

Mrs Thornhill "Life is much quieter in the Maltings now."

The result of this initiative to date is a testament to the impact solid partnership working with a focused approach to problem solving can have on local issues.

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.