



## 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: TACKLING CRIME AND DISORDER IN THE BALLYGAWLEY ROAD HOUSING ESTATE

Name of force/agency/CDRP/**CSP**: PSNI

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

Name of organisation, position and/or rank of endorsing senior representatives(s):  
PSNI – Assistant Chief Constable

Full address of endorsing senior representatives(s):  
Knocknagoney House  
Belfast  
Co.Down  
BT04 2PP

**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 Ballygawley Road Housing Estate is made up of approximately 200 houses, located in the Ballysaggart Ward of Dungannon. The problem in the Ballygawley Road is one that has existed for decades. For many years the area was extremely Republican, therefore a barrier was built up between the residents of the estate and Police. As time moved on, the terrorist threat within the estate diminished, allowing criminality to move to the forefront. The overall effect on the residents was simply one threat being replaced by another.

Towards the end of 2005 both crime and non-crime incidents within the estate were beginning to peak with an overall increase of 178%, in comparison with the previous year. These crimes included houses being ransacked and burned and migrant workers being forced out. As both crime and the fear of crime increased residents lost pride in the area with many moving out and more houses becoming boarded up – thus the onset of the broken windows theory.

In order to deal with the problem effectively it was decided that the Housing Executive, Council, Police and the residents of the estate needed to work together to formulate a structured model by which the various issues could be tackled effectively. Various problem-solving models were looked at before deciding on the Merseyside example as Best Practice for the area.

A tiered response, which would span over the course of a year, was developed. The Housing Executive undertook a substantial restoration project in the area involving all of their properties. This was accompanied by a zero tolerance approach by Police in an effort to improve the trust and overall quality of life of the residents of the estate. Plans for a sports facility financed by the Department of Social Development and Creating Common Ground were commenced.

As the project developed additional partners became involved thereby increasing its effectiveness. In nine of the twelve months in which the project was running the number of incidents were less than that of the previous year, with an overall reduction in crime of 17%. The Neighbourhood Policing Team who were actively tackling the problem noticed a significant increase in the number of residents who were prepared to engage with them.

The residents have stated that the area feels a safer place in which to live as a result of the police tackling anti-social behaviour and the main offenders.

### **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**

In order to set clear objectives for the project it was necessary to identify exactly what the problems were and the key stakeholders involved. The problem in the area is criminality by a few individuals who have terrorized individuals and the community to an extent that they feel total helplessness. This has grown over the years and the community has, as a result of intimidation, never been prepared to say who is committing acts of vandalism and anti-social behaviour within the area. Attacks on police in the area reduced patrolling and lack of complaints from the community allowed the criminal grouping within the estate to take the upper hand and have control over the area and those living in it. Any police patrols were sporadic and were mainly in armoured landrovers, meaning that officers were not getting into the estate and familiarising themselves with those committing the crimes.

The area became less desirable to live in with owners of privately owned houses selling up and many Housing Executive houses becoming derelict and boarded up. This reduced the overall appearance of the area and the **'broken window theory'**, as highlighted by Kelling and Wilson in 1982, kicked in.

This theory shows that:

- 1) Small problems, which left unfixed will lead to many similar small problems, and;
- 2) The accumulation of many small problems will lead to different, more serious problems.

This, in essence, demonstrates how and why the problems of the Ballygawley Road Housing Estate escalated and why intervention was vital to create a turn around in the area. A small group of residents within the estate who recognized that things had to change approached the police and other agencies and brought about discussions as to how the agencies could work together to bring about change. The key stakeholders in carrying through the initiative are a combination of the community, statutory bodies and voluntary bodies, these are the police, housing executive, council, Northern Ireland Tenants Action Project (NITAP), Dungannon West Community Forum, Creating Common Ground, Department for Social Development and Neighbourhood Renewal.

Each agency had its own goals and objectives which they hoped to achieve but these could only be achieved through dedication and working together.

Within Dungannon and South Tyrone District Command Unit we set our own objectives, which were geared towards improving the standard of life for those living in the area and normalizing the police service they receive. These objectives were as follows:

- 1) To improve the overall quality of life of those living in the area through a multi-agency approach;
- 2) To identify and tackle persistent offenders both living in or coming into the area;
- 3) To increase contact between Police and the community;
- 4) To gain information about the area and those living in it;
- 5) To increase police patrolling in the area and introduce police beats;
- 6) To change the way in which officers perceive the area;
- 7) To reduce crime and disorder within the area.

#### **Definition of the problem**

An analysis of the problem was conducted at two different levels:

- 1) The police analyst completed a problem profile. The aim of this report was to highlight the main crime types in the area, to fully examine and gain a better understanding of the dynamics the problem. This examined data from Nov03 – Oct 05. The main crime types would also highlight the agencies the DCU could work with to tackle the problem. This report would aim to highlight repeat offenders if applicable.
- 2) An initial meeting was conducted with Dungannon Police, the Housing Executive, Council, and community representatives to ascertain the current position of the estate from the residents viewpoint and to decide on the best way to improve the it. It was vital at this stage to know what the community was ready for, as rushing in could be detrimental to the whole project.

Other sources of data were also considered in preparing for the initiative, these were:

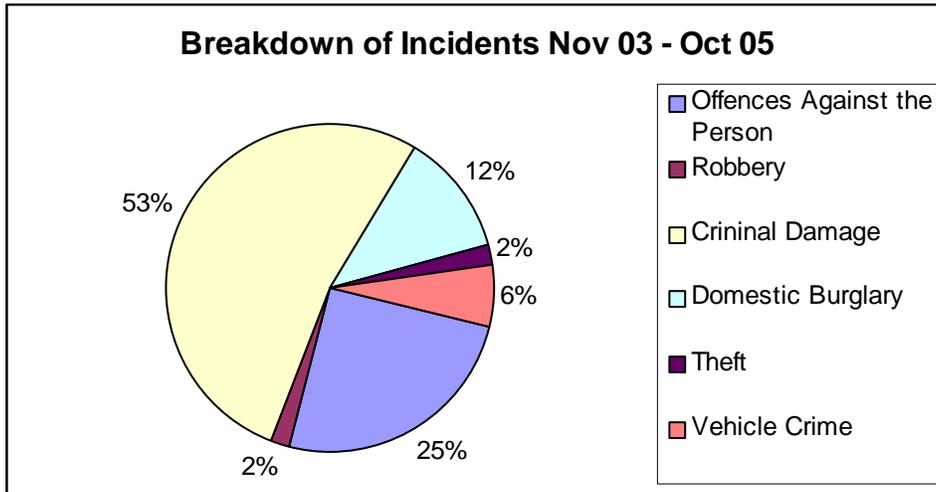
- Local and National Press releases
- Crime Data
- Home Office Publications
- Information from other agencies e.g. Council, Housing Executive.

Although many sources were used it was recognised that there was a significant gap in respect of community intelligence coupled with our acknowledgement that the number of reported incidents did not truly reflect the number of incidents local people were actually suffering.

By putting all available information together a full analysis was conducted using the 5 W's and H principle.

What is the problem?

The problem profile identified that the Dungannon station area had the highest proportion of crime in the district with the Ballygawley Road Housing Estate accounting for 5% of incidents in the sector. The following chart shows a breakdown of these incidents:



This clearly shows that the main problem in the area for the period Nov 03 – Oct 05 is Criminal Damage with it making up 53% of the crime in the area.

The problem profile identified that criminal incidents in the estate rose from 35 incidents (Nov 03 – Oct 04) to 80 incidents (Nov 04 – Oct 05). This accounts for a 128.6% rise. The table below shows a breakdown of incidents over the last two years and which crime types have been increasing.

	Nov 03 – Oct 04	Nov 04 – Oct 05	% Increase
Offences Against the Person	10	19	90
Robbery	1	1	0
Criminal Damage (arson)	20 (6)	41(10)	105 (66)
Burglary (domestic)	3	11	267
Theft	1	1	0
Vehicle Crime	0	7	700
	35	80	128.6

It is clear from the table that there has been a significant rise in Vehicle Crime, Burglary, Criminal Damage and Offences Against the Person.

Non-crime incidents (which include Youths Causing Annoyance, Disturbances, Suspicious Activity and Domestic injury) also showed a substantial rise between periods in the same period, rising from 11 to 48 (336% increase).

The Housing Executive highlighted an increase in void properties in the area with few tenants accepting housing there. They also indicated that a lot of illegal dumping was taking place around houses and in alleyways – this was both unsightly and hazardous.

The community highlighted a problem in respect of stray and dangerous dogs but these reports did not appear to be going through the correct channels to the council.

When is the problem occurring?

The problem profile highlighted that 66% of incidents occur between Friday and Monday, with 26% occurring between 19:00 and 23:00 and 24% occurring between 01:00 and 04:00. Sunday is the most prevalent.

Residents highlighted that most incidents occur during good weather, as this encourages drinking outside and leads to disorder.

#### Where?

The Ballygawley Road Housing Estate, which is made up of a number of smaller cul-de-sacs, has already been highlighted as the location of the problem. Repeat addresses of reported incidents were identified in an attempt to highlight 'at risk' properties – these showed the problem was not centered around any specific area, but was spread throughout the estate.

#### Who?

Through consultation with the Criminal Intelligence Officer a list of 17 key offenders was drawn up to act as a briefing to officers. This highlighted those who were likely to be involved in crime in the area. The aim of this was to increase intelligence and disrupt offenders. Any intelligence gaps in relation to these individuals were highlighted. The local community were very aware of whom the key offenders were but few were prepared to speak out against them. Reasons for this ranged from family ties to threats and intimidation.

#### Why?

A number of reasons may account for the escalating problems in the Ballygawley Road Housing Estate:

- Although only a small number of individuals were perceived to be responsible for the criminal activity in the estate it was felt that those responsible were intimidating or threatening those residents wanting to speak out against them. This gave the criminal elements more power without fear of retribution.
- The press, both national and local, only appeared to highlight the negative factors about the area, creating a feeling amongst the population of Dungannon that there was nothing positive about the estate. An article entitled '*Living in Hell*' featured in a national newspaper following disruptions within the estate.
- Following years of terrorism in the estate police/community relations had broken down – this was going to take time and positive action to repair.
- The change in demographics in the Dungannon area gave rise to an increase in migrant workers. Due to a shortage in social housing in the Dungannon area a number of migrant workers were moved into the estate. The new residents were not accepted resulting in a large number of racially motivated attacks ranging from assaults to criminal damage and arson.
- Lack of investment in the area reinforced the broken windows theory with it becoming more deteriorated and residents losing pride in it. Housing Executive properties had to be secured with unsightly steel shutters.
- Criminal elements forced homeowners and tenants to move out, causing a breakdown in community cohesion and leading to the deterioration of residents associations.

#### How?

By terrorizing residents and instilling a constant sense of fear the criminal element within the estate managed to prevent residents from coming forward about who was committing crime.

### **Response to the Problem**

In order to deal with the problem effectively all the key agencies and the local community had to commit to a long-term plan to improve and restore the area and reduce the crime and disorder within it. This could only be done by working together and sharing information.

Within the Dungannon District no partnerships were in place to identify and deal with incidents of anti-social behaviour. To date each of the agencies had dealt with incidents alone. Through consultation with NITAP all the main bodies came together to try and address the problems of the area.

#### **Best Practice**

In order to deal with this problem effectively a decision was made to look at the work of other police services within the United Kingdom in an attempt to build on best practice. Through research, contact was made with Merseyside Police, who had developed a number of long-term initiatives to deal with different aspects of anti-social behaviour. By building on the work of Merseyside Police and adapting it to suit the problems of the Ballygawley Road area a model was developed to deal with the issues highlighted in the analysis.

#### **Implementation**

By addressing the issues highlighted by the analysts report, the community and the other partner agencies, it was felt that crime and disorder, which was rising rapidly in the area, could be reduced.

A tiered response, which would span over the course of a year was developed. This response incorporated both Neighbourhood and Response Policing. Neighbourhood Policing would carry out the preparatory work, engaging with the community and making them aware of the project whilst response police would enforce the project with a zero tolerance pro-arrest policy. Over the course of the year five different crime areas would be focused on, ranging from criminal damage and anti-social behaviour to drugs. There would be a gradual progression of patrolling from landrovers to normal patrol vehicles.

The first phase would address disorderly, riotous and intimidating behaviour. Every two months a new phase would be introduced with the preceding phase being carried through. At the end of the twelve-month period all five crime types would be addressed.

Education of the community was a vital component of the project. The Neighbourhood Policing Team were responsible for the preparation and distribution of leaflets to the estate. These leaflets would identify the current focus and highlight ways to contact the relevant agencies.

Although the year plan was drawn up it was not set in stone and was open to changes were necessary. An example of this was seen in the second phase of the project. Whilst the intended focus was Criminal Damage, Arson and Vehicle Crime, the community indicated that this was not a major problem at that time; instead, they requested information on Anti-Social Behaviour Orders, which were a relatively new piece of legislation. The project was adapted to address the needs of the community.

Whilst the year-plan was a means of maintaining a focus on the area this had to be accompanied by strong partnerships with the other agencies and the community.

Partnerships formed:

#### Housing Executive

The Housing Executive committed to a massive restoration project within the area, which would include all of their properties having extensive work carried out. Before commencing the scheme the Housing Executive wanted to see a degree of calm within the estate. Police and the Housing Executive worked together by:

- Sharing information to identify any breaches of tenancy agreements;
- Highlighting problem addresses at an early stage to allow for greater intervention; and
- Consulting in relation to the proposed scheme – Police identified an issue in terms of alleyways around the estate and the access these allowed in terms of committing crime and preventing arrest. The Housing Executive took this on board and agreed to address this as part of the scheme.

In an attempt to reduce the number of void properties in the area the Housing Executive developed two show houses, which all prospective tenants on their waiting list were invited to view – this has resulted in a waiting list of people wanting to live in the area. A number of unsightly properties, which were unsafe, and beyond repair have also been demolished to create more 'green' areas.

#### Creating Common Ground and Department of Social Development

Both of these agencies committed to substantial investment in the estate in the form of a multi-purpose sports facility. This is in an attempt to provide a recreational facility within the estate, which can be utilised locally. The sports development officer for the Council area has been brought on board with regards to developing a programme for its usage. It is proven that sport has been shown to act as a powerful diversion in communities where high levels of youth crime and anti-social behaviour impact negatively on the quality of life. Providing a place where young people can channel their energy positively will actively counteract that problem thus reducing crime and disorder within the area.

#### Community

The residents of the Ballygawley Road Housing estate have suffered at the hands of criminals for some time. Threats and intimidation have prevented those residents who wish to contact the Police from doing so. In spite of this a number of residents within the estate were prepared to meet with Police and the other agencies on a regular basis with a view to ending the disorder within the area. The residents are making attempts to re-establish an effective residents association. Members of the community have also undergone voluntary sports and leadership training with an aim of coordinating events in the multi-purpose sports facility.

#### Council

The council have created greater awareness for the residents on how to contact them and the procedures in place in respect of noisy parties, dangerous dogs and other environmental issues. This has assisted members of the community in contacting the correct agency.

#### Northern Ireland Tenants Action Project (NITAP)

NITAP have assisted by co-ordinating all of the agencies whilst helping to keep a focus on the objectives and

ensuring that relevant information is provided by all of the key players. This ensures that the residents are kept informed and removes any misconceptions that information is being kept from them. The residents have also been provided with accredited training.

#### Neighbourhood Renewal

The Neighbourhood Renewal strategy seeks to target those communities throughout Northern Ireland who are suffering the highest levels of deprivation. It is also about bringing together the work of all Government Departments in partnership with local people to tackle disadvantage and deprivation in all aspects of everyday life. The Ballysaggart ward, within which the Ballygawley Road Housing Estate lies, was identified as being one of the most deprived in Northern Ireland. Due to political barriers within the Dungannon district the Police have not yet been invited to sit on the Neighbourhood Renewal partnership although with time it is hoped this will change. Through Neighbourhood Renewal a number of projects have been initiated in the area including a summer scheme and community art project.

Through these partnerships and the open sharing of information a lot more can be achieved within not only this but other areas throughout the District where these agencies operate.

Limited financial contribution was necessary in respect of policing as additional patrolling of the area was conducted within patrol time, with Neighbourhood Policing teams focusing on the area whilst on duty. Inter-agency meetings were attended during normal working hours. Overall, any additional hours spent working towards improving the area was counterbalanced by a reduction in calls to deal with crime within the area.

The model adopted to tackle the problems of the Ballygawley Road Housing Estate is one that easily be transferred to deal with other problems within the district or service wide.

### Evaluation of the intervention

This strategy has now been adopted for 17 months. Evaluation of results to date is shown in the following section.

Methods of evaluation used include:

- Statistics which included crime reports, number of void properties and complaints to council;
- Feedback from Police officers and neighbourhood wardens;
- Monthly inter-agency meetings;
- Monitoring the level of community support and community intelligence from the area;
- Monitoring of press reports about the area.

#### Meeting the Objectives

To improve the overall quality of life of those living in the area through a multi-agency approach

Although this is a difficult objective to measure it can be judged on the feedback from residents within the area. In the early stages of the initiative one resident of the estate sent a signed letter to the DCU Commander which stated the following:

**"I want to let you know that the decent people, of which there are many, in the Ballygawley Road appreciate the presence of Police on foot in the estate on the few occasions recently and would welcome the same on a more regular basis"**

This was a positive and encouraging comment for all officers involved in the project and showed the receptiveness of the residents to police patrols in the area. Of late, members of the community have stated that they do feel much safer in their homes and are happier to contact Police.

Barriers have been broken down between the community and many of the statutory agencies involved in the project.

To identify and tackle persistent offenders both living in or coming into the area

Of the 17 persons briefed out to Police personnel as being likely to be involved in crime in the area 13 have been arrested in the time frame Nov 05-date. Offences for which they were arrested range from violent crimes, such as GBH with intent, to Criminal Damage and drugs offences. 2 of those named in the report are no longer living in the District.

All efforts were made to have persons named on the list bailed to addresses outside the estate and both the community and police personnel had viewed this positively. It is believed that people were too afraid to speak out against those involved in criminality in the estate. When offenders are bailed to address outside the area, it shows the community that steps are being taken by the police and other agencies which in turn decreases the fear of crime or reprisals.

A network analysis was completed in June 06 focusing on a family living in the estate, suspected of criminal activities. This family has been the main offender focus for the District since then. One of the family members was arrested for violent crime in July 06 and was remanded in custody. They received bail in Jan 07 and bail conditions are being rigorously enforced. An ASBO application is currently pending. To date, all of the family members named have been arrested on more than one occasion, since the initiatives began. One further ASBO application is pending against another main offender in the estate. It is anticipated that success in gaining ASBOS against the main offenders in the area will also gain public confidence and lead to greater community contact as police and the community work together to tackle persistent offenders.

#### To increase contact between Police and the community

Monthly inter-agency meeting with members of the community has shown a dedication and commitment from Police and all other agencies to the improvement of the area. These meetings are continuing on a bi-monthly basis. Increased foot patrols in the area has encouraged members of the community to chat more freely with Police and in cases where reports are made from the community more have been progressed to prosecution stages.

#### To gain information about the area and those living in it

Police continue to be pro-active in the area and all efforts are made to locate wanted persons, and conduct searches following intelligence being received. According to the analysts own recording system, there have been 26 house searches carried out in the estate from Nov 05-date. 4 relate to information about firearms, 3 drugs, 9 other e.g. theft and 11 re wanted persons.

This shows a greater willingness from the community to provide information about offenders to the Police.

#### To increase police patrolling in the area and introduce police beats

In the initial stages of the project, in an attempt to increase police patrols, a running log was maintained of patrols to the area – both by vehicle and foot. Police patrols are now a common occurrence in the area which was previously unheard of. Increased patrolling has received positive feedback from the community.

#### To change the way in which officers perceive the area

Before the project commenced the area was referred to by officers and the community at large as the 'Ponderosa', which indicated lawlessness amongst it. Officers were advised that this would no longer be acceptable when addressing one another or the community. As time has progressed this nickname has diminished.

#### To reduce crime and disorder within the area

In the twelve months following the implementation of the project the number of crime incidents fell from 80-66, a decrease of 17.5%. The number of other disturbances fell from 48-40, a decrease of 17%. These figures would indicate that the scheme was successful in reducing crime and disorder in the area. The largest decreases were experienced in offences against the person, burglary and vehicle crime.

The number of racially motivated incidents within the estate has fallen from 27-7, a decrease of 74%. This has made the possibility of housing migrant workers in the area a much more viable option for the Housing executive.

The only crime types within the area to increase were Criminal Damage and Thefts, although the level of increase is low with criminal damage rising from 41 to 44 incidents and thefts rising from 1 incident to 3. The rise in Criminal Damage can be partially attributed to one family who were responsible for 8 incidents of criminal damage in the month of October. The partnership between the Housing Executive and Police flagged this up at an early stage and remedial action was taken.

The project within the Ballygawley Road is one, which although successful to date, must continue to be monitored with regular inter-agency meetings and sustained levels of commitment. Key areas of focus must again be established for the Police, to ensure officers remain aware of what the issues are and to increase the growing bond between the residents and the Police.

#### Other spin-offs

One of the greatest thing to be achieved throughout the project is the formation and growth of the partnership with other agencies. This relationship has developed to create an anti-social behaviour focus group, which now addresses anti-social behaviour in the entire district and has been responsible for the production of a Community Safety Information leaflet. This leaflet explains the role of the Police, Council and Housing Executive. It is hoped, through the focus group, that anti-social behaviour and associated crime can be addressed at an early stage.

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

Patricia Perkins  
5<sup>th</sup> floor  
Peel Building (SE Quarter)  
2 Marsham Street  
London  
SW1P 4DF

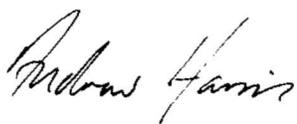
12 April 2007

Dear Patricia

#### **RE: ENTRY FOR TILLEY AWARDS 2007**

As nominated Senior Representative for the Police Service of Northern Ireland, I endorse this application for the Tilley Award 2007.

Yours faithfully

A handwritten signature in cursive script, appearing to read "J A Harris".

**J A HARRIS**  
**Assistant Chief Constable**  
**Criminal Justice Department**

### **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.