



# Home Office

## Crime Reduction & Community Safety Group

### Tilley Awards 2008 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 [tilleyawards08@homeoffice.gsi.gov.uk](mailto:tilleyawards08@homeoffice.gsi.gov.uk).

All entries must be received by noon on **Friday 25<sup>th</sup> April 2008**. 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.

#### **Section A: Application basics**

1. Title of the project: **Reducing youth anti social behaviour on social housing estates in South Carlisle**
2. Key issue that the project is addressing e.g. Alcohol related violence: Anti Social Behaviour

#### **Author contact details**

3. Name of application author: Sergeant Grant Warwick
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7. Telephone number: 01228 546469

#### **Secondary project contact details**

8. Name of secondary contact involved in the project: PC Pete Forster
9. Secondary contact email address: [peter.forster@cumbria.police.uk](mailto:peter.forster@cumbria.police.uk)
10. Secondary contact telephone number: 01228 546469

### **Endorsing representative contact details**

11. Name of endorsing senior representative from lead organisation: Chief Superintendent Andy Davidson

12. Endorsing representative's email address: andy.davidson@cumbria.police.uk

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government your organisation is covered by e.g. GO East Midlands: GO North West

**14. Please mark this box with an X 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 B: Summary of application - *In no more than 400 words use this space to provide a summary of your project under the stated headings (see guidance for more information).***

**Scanning:** In the autumn of 2005 police community officers identified through police management and performance data that the incidence of crime and anti social behaviour on the Currock and Upperby wards were at unacceptable levels. Residents of the area also expressed their concerns through a number of local residents groups and through Carlisle Housing Association. KIN surveys from these wards also revealed that anti social behaviour was the respondent's highest priority for action.

**Analysis:** Analysis supported the concerns of the local residents with the highest demand on agencies being calls in relation to disorder and anti social behaviour although other more serious crimes were also occurring. Analysis of the data also suggested that any rise in disorder and anti social behaviour was mirrored by a rise in other crime types. Key repeat locations were identified.

**Response:** The response was truly multi agency. Key partners included Police, Carlisle Housing Association, Currock and Upperby Residents Association ( CURA ), CDRP, local councillors, retailers and Carlisle City Council. The response was designed to reduce calls for service, criminality, and anti social behaviour thus improving the quality of life for residents. The focus was on achieving long term stability and benefit to the wards which had historically caused repeated problems for all of the partner agencies over a number of years.

Main interventions were

- Targetted and responsive activities.
- Maintenance of positive "can do" message to local communities.
- Zero tolerance approach to main offending ring leaders.
- Regular community contact via meetings or foot patrols
- High visibility patrolling in key locations at key times.
- Victim reassurance visits at key times ( often late night / early hours )
- Joint housing association / police ASBO and ABC applications.
- Positive "firm but fair" message reinforced in primary and secondary schools on the affected wards.
- Addressing the poor management and running of the local branch of a national off-licence chain

**Assessment:** At the beginning of the initiative police were receiving over 200 calls per month relating to anti social behaviour. This has fallen to less than 80 in January 2008. A decrease of 60%. Overall crime shows a similar decrease.

The key to success was regular contact with partners, clearly defined aims objectives and focused information sharing.

KIN surveys now identify litter as the main problem in both wards rather than ASB.

**State number of words: 379**

**Section C: Description of project - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 11.**

**Scanning**

The Upperby and Currock wards of Carlisle are both urban wards consisting of a mixture of privately owned and social housing. Upperby is ranked as the most deprived ward in North Cumbria and the highest ranking ward in Cumbria not eligible for Neighbourhood renewal funding. The Currock ward is ranked 2<sup>nd</sup> of the 22 urban wards in Carlisle and 8<sup>th</sup> in the county for total crime per 1000 population. The Upperby ward is ranked 8<sup>th</sup> in the city and 26<sup>th</sup> in Cumbria for total crime per 1000 population.

Both wards have long been recognised by local agencies as areas of concern. Historically interventions by agencies have tended to be disjointed and predominantly reactive in their approach. This created difficulties in achieving any long term sustainable solutions. Similarly, although resident associations and community groups were vocal in expressing their concerns they had little real involvement in developing, or contributing to, the delivery of any solutions. As a result problems were simply displaced around the wards as agencies reacted to problems in an ad hoc way. The project was aimed at reversing this situation and placing the community at the heart of any activity. In this way it was envisaged that long term, sustainable solutions could be implemented which had a tangible quality of life benefits for residents. At the same time it was also recognised by all partner agencies that the project was likely to be a long term commitment and that lasting impact would not be achieved quickly. The project was thus created to run from April 2006 until December 2007, including an initial period set aside for the scanning and analysis of the problem.

Problems in both ward areas had tended to follow a “cyclical” pattern punctuated with higher profile incidents. For example in the summer of 2005 Cumbria Fire Service indicated that they no longer felt able to answer calls in the Upperby area unless accompanied by a police patrol due to problems from local youths. The result was that the Currock and Upperby Residents Association became more vocal in calling for police action to combat the problem of anti social behaviour on both wards. Police responded to this request by arranging a series of multi agency meetings with residents groups, including one which had to be arranged away from the area as the residents feared reprisals from local youths.

At the same time KIN surveys were undertaken during March – April 2006 to obtain the views of local residents. These directly engaged the local communities in the problem and gave them a direct say in the policing of their neighbourhoods. The surveys also provided valuable base line data which was used to shape the project.

Early liaison with Carlisle Housing Association and the City Council also indicated that the same individuals who were identified as “problems” by the community were already known to the other agencies involved.

**Analysis**

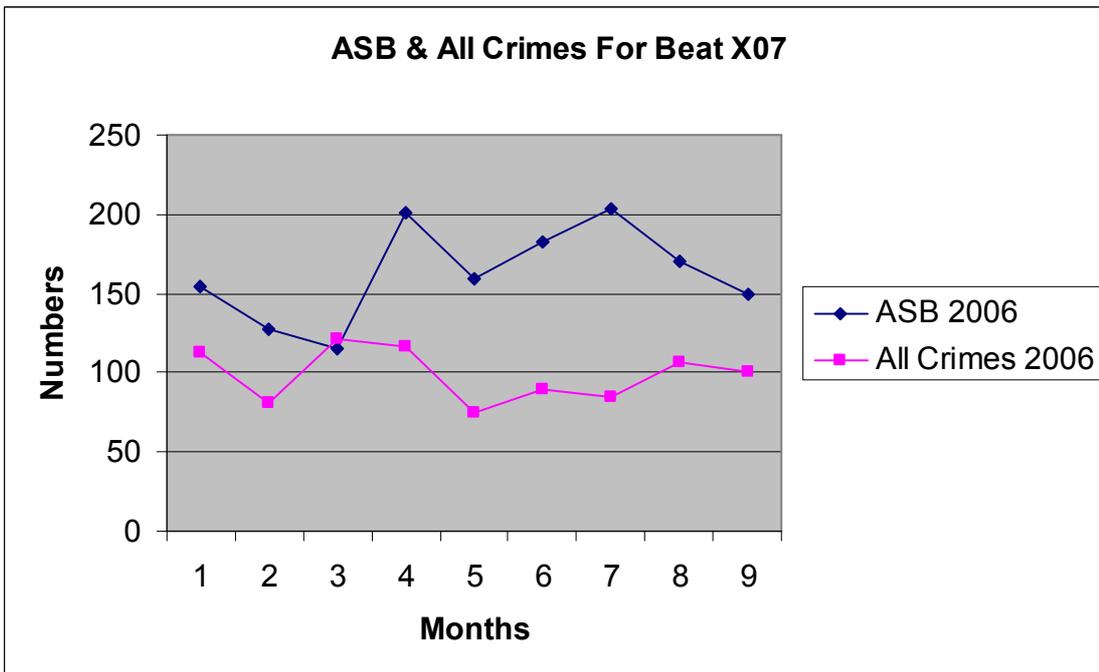
Analysis of polis log and management information revealed that on the Currock ward 54.6% of all calls for service to the police related to anti social and rowdy / nuisance behaviour . This figure was 60.3% on the Upperby ward.

The Kin surveys confirmed and corroborated the police data. In Currock 75% of respondents cited anti social behaviour as the main issue which should be tackled. In Upperby this figure was 15%. Although this figure appears low it still ranked as the second most important issue to be tackled in that community.

Residents meetings also highlighted that a small core group of individuals appeared to be responsible for a disproportionate amount of the anti social behaviour. These same individuals were usually known to a number of partner agencies. Often this related to anti social activities. It soon became clear that if any real and lasting impact was going to be made this could only be achieved through partnership arrangements.

Feedback from residents groups, and informal contacts “on the street” revealed that community expectations were fairly low. For example, there was a general feeling that very little could be done to combat the problem effectively, and that the community at large couldn’t influence things to any great extent. Many respondents also saw police officers as separate from the communities they policed.

Graphical analysis also showed that there appeared to be a direct link between the incidence of anti social behaviour and other crime categories.



The SARA problem solving model was also applied to the problem. Perhaps, unusually, officers analysed the problem from a number of different perspectives including violent crime, anti social behaviour and youth nuisance. Detailed analysis of the police data relating to each of these categories and the application of the PAT triangle model revealed that there were common links to each category analysed.

These were –

- Same individuals
- Same locations
- Low community expectations
- Individuals and locations usually known to all of the partner agencies involved.

The careful analysis of the captured data indicated that the traditional “scatter gun” approach and ad hoc disjointed approach to the problem were not appropriate.

The following were identified as being crucial to the success of the project

- Holistic approach from partner agencies and key stakeholders.
- Community must be fully involved in contributing to the solutions.
- Targeted and responsive activities.
- Targeting of key locations and individuals at key times.
- Targeting of key behaviours, eg. gang mentality / culture and playing football in the street.
- Most of the key individuals were not subject to any form of anti social behaviour controls, ie. ABC or ASBO.
- Zero tolerance approach to be adopted towards offenders.
- Aggressive investigation of complaints, including those which appeared unrelated to the problem profile.
- Partner agencies to promote a positive “can do” image.
- Communities to be kept abreast of developments.
- Publicise successes.
- Regularly review tactics and responses to evaluate effectiveness.
- Partner agencies, and the police, in particular, must be seen as part of the community and not separate to it.

## **Response:**

This was divided into four mutually dependant strands for ease of reference and to assist evaluation.

- Enforcement
- Community support
- Education
- Sustainability

### **Enforcement**

The project responses covered an array of interventions. Whilst many were police led very few were exclusively police led and operated. The view that problems could be dealt with by agencies working alone and in isolation from each other had not worked. Anecdotal evidence and the number of anti social behaviour incidents reported to the police told their own story. Consequently most of the interventions involved multi agency working with a wide spectrum of organisations and businesses. Indeed, few of the responses would have been successful if it had not been for this approach.

- High visibility patrols every Friday and Saturday night by local dedicated community officers and PCSOs. Specific instructions were given to avoid mobile patrols wherever possible and maximise the use of foot and cycle patrols to increase visibility.
- Home reassurance visits to repeat and vulnerable victims. These were undertaken at the critical times identified through analysis; often 2-3am.
- Hot spots identified and patrolled at key times.
- Key individuals identified and targeted where appropriate.
- Rigorous enforcement of Antisocial Acceptable Behaviour Contract legislation for those individuals who were involved on the fringes.
- Rigorous enforcement of Antisocial Behaviour Orders where applicable.
- Use of wide ranging and innovative ASBO conditions where granted. These included non association clauses and exclusion zones for whole council estates. These were designed to break the peer pressure cycle and to split up the “gangs”.
- Aggressive evidence gathering in respect of the key individuals and early preparation of anti social behaviour applications. This allowed the police and partner agencies to be in a position to proceed quickly with applications when needed.
- Regular meetings and contact with partner agencies, in particular, Carlisle Housing Association to share information and identify trends. This was particularly effective and allowed police and CHA to make joint ASBO applications. It was found that these were much more impactful at court and increased the standing of both police and CHA in the wider community, who were eventually perceived as being willing to listen and take firm action to address the behaviour of those who blighted the wider communities' quality of life.
- Aggressive intervention in the running and staffing of the local branch of a national off-licence chain ( Booze Busters) . The store and its environs were identified as a hotspot for anti social and criminal behaviour during the analysis phase of the project. Working with the chain head office and senior managers a problem solving approach was adopted. This identified that the local management of the store was poor; some of the staff employed were immature and were peers of the youths causing problems; that a lack of staff training was a barrier to progress; and that basic security measures such as CCTV were absent. With support from senior managers and evidence from the police two members of staff were dismissed and more mature staff employed. CCTV was installed and an updated and improved training pack designed for new staff.
- Daily scrutiny of police POLIS logs to ensure that all anti social behaviour logs had been investigated and resulted properly. This check ensured that where an opportunity arose to deal with incidents more positively they were taken. Numerous incidents were resurrected in this fashion and positively dealt with.
- Constant scanning of all Polis logs for Carlisle City South LPT. Officers were looking for any incidents which may have a subtle connection to the project which may have not been obvious to the officers initially attending. For example, incidents of bullying were identified as a potential “ tension indicator” between families, individuals or communities. Where incidents were reported they were always investigated by the officers attached to this project. The philosophy here was to make a positive intervention at an early stage and to prevent tensions rising to such an extent that they spilled over onto the street in the evenings and increased or encouraged anti social or rowdy behaviour.

### Community support

- Foot patrols with local politicians.
- Regular attendance at community meetings and forums. The emphasis here was on listening to community concerns rather than simply tell people what the project was achieving. This allowed officers involved in the project to evaluate its success and tailor / amend / change anything which did not appear to be working.
- Core positive “can do” message presented at all meetings and forums attended.
- Use of anti social behaviour legislation to anonymise community complaints to housing association and police. Evidence presented as “third party” in ASBO applications. In this way communities were reassured that their complaints would be acted upon, but at the same time they would not be identified.
- Police became involved in organising and participating in a number of community initiatives including arranging police v local youths football tournament in a local park which was subject to numerous complaints about ASB.

### Education.

- Police community officers and PCSOs established regular visits to local primary schools. This supports both national curriculum, eg. “ people who help us” and allows positive citizenship messages to be reinforced through formal inputs and wider initiatives such as running cycling proficiency training and examination.
- Leaflet drop arranged in both wards showing details of offenders subject to ASBOs, including the conditions which applied to each individual.

### Sustainability

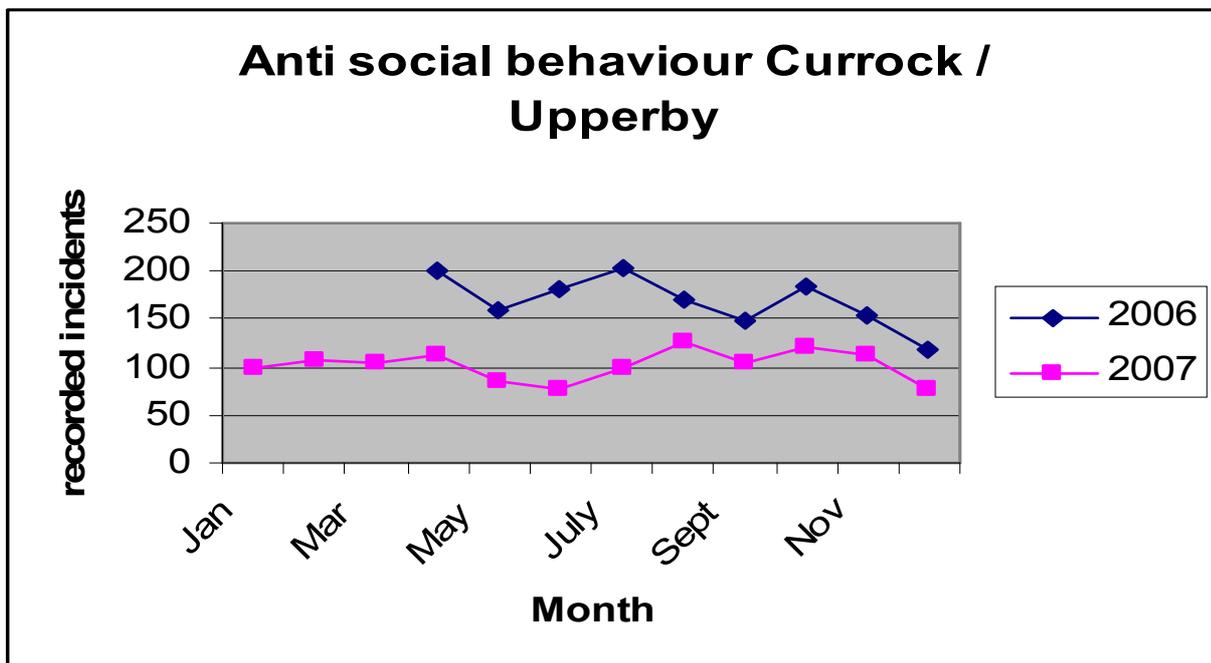
It was vital that any success would be sustainable and that the community saw the project as a long term solution not a quick fix. To this end the following was agreed and quickly become embedded as core business for the agencies involved.

- Regular police foot patrols in the wards, utilising a small team of police officers and PCSOs. In this way familiarity with the public and organisational consistency are achieved.
- Continue to deal positively with low level incidents and reports. This is designed to ensure intervention is made at a very early stage and that later problems are avoided.
- Continue regular attendance at community and resident meetings.
- Continue close contact with key individuals within the community.
- Continue close regular contact with key partner agencies including housing associations and city council. This ensures that the flow of information between agencies is timely, relevant and efficient. For example, CHA regularly hold housing surgeries in both wards. Where potential problem tenants or addresses are identified that information will pass between the agencies on the day it is received, rather than wait for a problem to arise before either agencies talk to each other to collate historic information. The result of this is that all agencies are working in virtually “real time” rather than some days or even weeks behind.
- Soft football initiative started. This initiative aimed to reduce the number of football related ASB incidents across both wards but particularly targeted to those areas where most football nuisance was reported. The initiative involved obtaining funding from a variety of sources and replacing traditional footballs with a purpose designed “soft” version.

## Assessment:

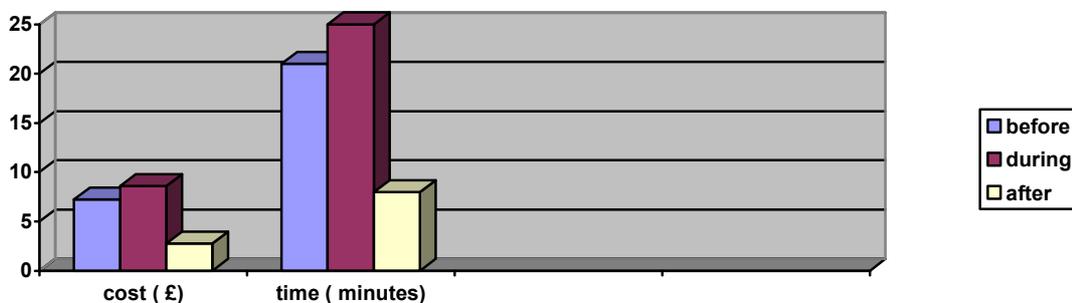
### Key results

- 11 ASBOs obtained against key offenders. The impact of these orders has exceeded expectation. In all 11 cases the imposition of ASBOs has resulted in a significant drop in the reoffending rate for those individuals. For example, analysis of police data for the six month period before and after the granting of the orders on two randomly chosen individuals reveals a 22% decrease in offending for individual "A" and a 68% decrease on offending for individual "B"
- ASB figures reduced at key locations and across both wards. Overall a 40% reduction in anti social behaviour was recorded.



- Community began to trust officers and gave statements against offenders. This was sometimes anonymously done via CHA but at least there was a willingness to participate and be counted.
- Community given the confidence to take back the initiative and make a stand against ASB and the youths responsible for it.
- Project was community focussed and driven by their needs and concerns.
- Robust investigation of low level complaints at an early stage. This ensured that action was taken where appropriate and recognising that dealing with this type of incident can influence behaviours and "nip things in the bud"
- Kin survey results using the same respondents and format as at the start of the project revealed that in Currock none of the respondents saw anti social behaviour as an issue to be tackled, and 40% now saw littering as the main problem within their community. In Upperby the results were even more dramatic. 45% of respondents felt that there were NO issues to be addressed within their communities and described themselves as "content". The main issue to be addressed was none ASB related "groups of children". Only 10% of respondents felt that anti social behaviour was still a problem.

- Recognised as good practice on NPIA website.
- It has been difficult to obtain full costings from which a formal cost benefit analysis could be produced. However, some analysis of police incident data relating to anti social behaviour has been undertaken. This has produced statistics relating to the average cost per incident before, during and after completion of the project.



- It is interesting to note that police costs rose during the period of the project. This can be explained by the more positive approach officers were taking to incidents and the consequent increase in time spent dealing with them. Now that the project has been completed both cost and time spent at incidents has reduced dramatically. Overall the project has delivered a cost saving of some 59% (now £2.75 per incident compared to £8.60 at the peak) and a time saving of 32% (now at 8 minutes per incident compared to 25 minutes at the peak).

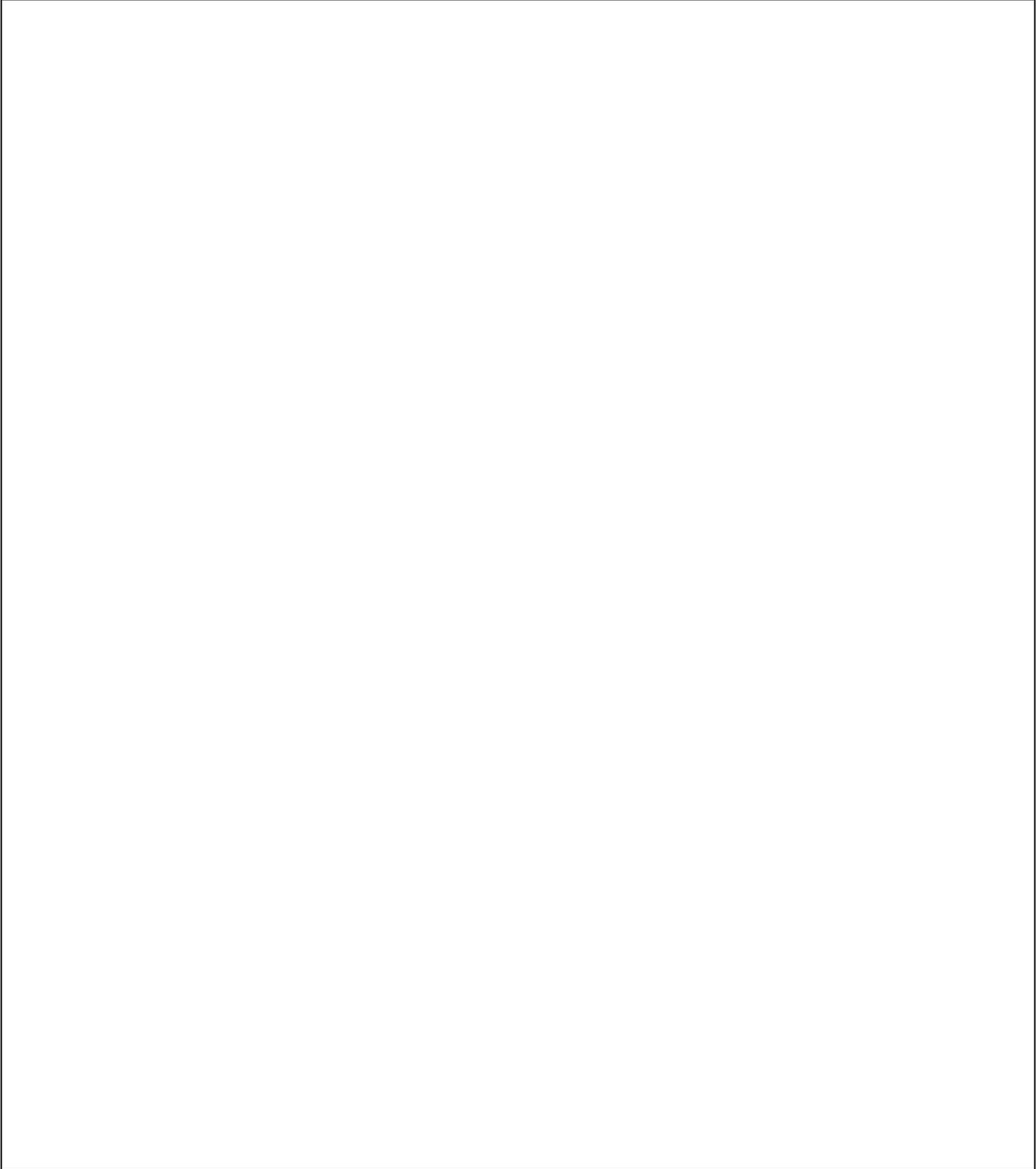
#### Areas for improvement

- Need to ensure that all officers and PCSOs are trained in schools inputs / presentation skills.
- Publicity needs to be positive and carefully organised. It is recognised that ASBO stories tend to result in negative press coverage and can increase the fear of crime.
- Need to develop a broader knowledge base for a larger number of officers rather than rely on the expertise of one individual ie the LPT problem solver. For example officers involved in ASBO applications are aware that incident logs resulted as “No offences disclosed” are unused material and can undermine ASBO applications. Street officers are generally not aware of this fact. Information such as this is vital to ensure that results are achieved.
- Ensure that all activities are fully costed. Supporting data to enable cost benefit analysis to be produced to be more readily available.
- Access to ASBO or ABC information. An easily accessible and updated system is vital to ensure that everyone has the most up to date information.

#### Ongoing activities.

- Sleuth intelligence / briefing system to include direct link to all ASBO information for all City South LPTs.
- Officer / PCSO presentation skills training arranged.
- Press office automatically involved re publicity when ASBOs are granted.
- Encouragement for officers to apply for their own ASBOs rather than rely on the skills of problem solvers.
- Continued daily scrutiny of data to ensure no opportunities to make positive interventions are missed.

**State number of words used: 2897**



**Section D: Endorsement by Senior Representative - Please insert letter from endorsing representative, this will not count towards your word or 1MB size limit restrictions.**

This has been a highly impactful initiative in a high output area of the BCU. Sitting just outside of the qualifying criteria for Neighbourhood Renewal funding it has had to identify for itself the means by which it can address local needs by appropriately coordinating local resources working together with the community. The range of adopted approaches have successfully achieved all of this and have when taken together made a significant difference. The reductions speak for themselves but they are further supported by increased confidence and the refocusing by the local community towards much lower level issues of concern. This single initiative has had the most positive impact upon the whole of the BCU in recent times and reflects joint agency problem solving at the highest level.

C/Supt A Davidson  
Area Commander

**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 e.g. civil or criminal proceedings pending in relation to your project?
7. Have you inserted your project name as a footer note on the application form?  
Go to View-Header and Footer to add it.
8. Have you saved your application form as a word document and entitled your message '**Tilley 08 entry (followed by project name in brackets)**' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to [Tilleyawards08@homeoffice.gsi.gov.uk](mailto:Tilleyawards08@homeoffice.gsi.gov.uk). One hard copy must also be posted to Alex Blackwell at Home Office, Effective Practice & Communication Team, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received by 25<sup>th</sup> April 2008.