



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.

All entries must be received by noon on **Friday 25th 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: Operation Gingerbread

2. Key issue that the project is addressing e.g. Alcohol related violence:
Criminal Damage and Anti-social Behaviour on School grounds over the summer holidays

Author contact details

3. Name of application author: Ps1786 Siobhan Edwards

4. Organisation submitting the application:

North Wales Police

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Secondary project contact details

8. Name of secondary contact involved in the project:

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Endorsing representative contact details

11. Name of endorsing senior representative from lead organisation:

Ch. Supt Ruth Purdie, North Wales Police

12. Endorsing representative's email address:

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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:

Welsh Assembly Government

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:

Operation Gingerbread is a multi-agency approach to tackling incidents of anti-social behaviour and criminal damage in the local schools; it has been conducted over the last two summer holidays. This operation targeted a wide range of potential contributors to anti-social behaviour and criminal damage, such as fire hazards, it was introduced to tackle the rising number of incidents reported to the Police and Fire Service in 2005, 82 incidents of anti-social behaviour were reported in 2006, 70 incidents were reported.

Analysis:

Analysis was carried out prior to the commencement of the operation, to identify schools that had been suffering with criminal damage and anti-social behaviour over previous years, school holidays and at weekends. The local Community Beat Managers, PCSOs and Neighbourhood Wardens also identified schools which they believed to be at risk of suffering anti-social behaviour.

Response:

Prior to the school holidays site surveys were carried out at schools by the Fire Service and the Community Safety Officer, where they highlighted and advised on areas of concern. Caretaker training days were also carried out prior to the holidays. This one day course was to train caretakers about the ten principles of crime reduction and arson reduction. During the holidays high visibility patrols were carried out by Community Beat Managers, PCSOs, School Liaison Officers and the Neighbourhood Wardens who targeted hotspot times and areas. The Force helicopter was also requested to carry out flybys over school premises.

Media campaigns were carried out prior to the school holidays to raise awareness and to encourage members of the public to report any anti-social behaviour incidents on the schools grounds. These calls were treated as a priority. Officers who attended were encouraged to deal with all incidents with positive action. CCTV cameras belonging to the Community Safety Partnership were placed in schools which were highlighted as being especially vulnerable.

Assessment:

The assessment of the project showed a 15% reduction in the number of incidents of anti-social behaviour reported to the Police, a 30% decrease in the number of crimes reported on school premises (67% in one Inspector Area), and a reduction in the costs of criminal damage compared with the previous year, the operation was run over the six weeks of the school summer holidays. All partners were extremely satisfied with the results and the success of the Operation has led to the formation of a School Security Forum.

State number of words: 396

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:

During each school summer holiday a number of reports had been made by members of the public, who live or work close by primary and secondary schools in Flintshire. Reports of damage, such as broken windows, small fires in the schools grounds and graffiti on walls, which was not only caused to school property, but also to property belonging to residents who lived in close proximity to the schools, the residents would experience damage to their vehicles, damage to walls and fences surrounding their gardens, as well as finding litter, crisp packets and empty alcohol bottles, running into tens of thousands of pounds. Most of these incidents were reported by members of the public whose quality of life had been severely disrupted by the problems. Late evenings during the summer became a living nightmare for many of the residents. Due to this unacceptable behaviour, the costs to the schools and the fact that the quality of people's lives were being affected, Flintshire Community Safety Partnership (CSP) decided to do something to tackle the behaviour and to reduce the fear of crime to those living in the vicinity of the schools.

When the Flintshire CSP analyst began to collate more data on the problem, which included data from the Fire Service involving the number of fires that they had attended or had been reported to them on school grounds, complaints from housing authorities, where their tenants had reported the above issues to them and from the coordinators of local Neighbourhood Watches who were reporting similar behaviour, it became clear, from the number of reported incidents and the types of incidents reported, which all related to and affected the quality of people's lives, that action needed to be carried out on a county level, as well as a multi-agency level. Therefore the problem was taken to the Joint Action Group (JAG), where information was shared; objectives were set and an action plan drawn up.

The objectives concerned were

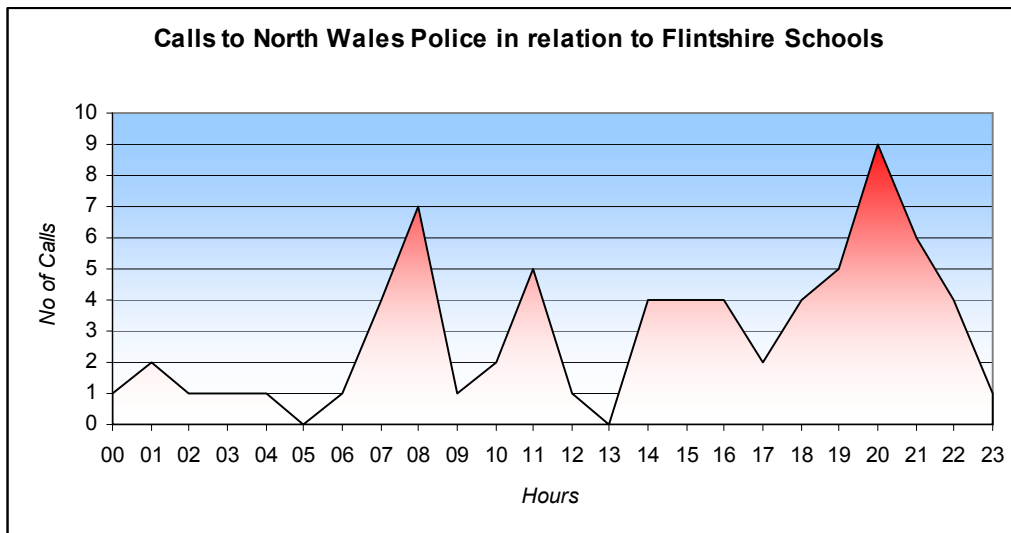
- To reduce criminal damage, including arson at key schools within Flintshire,
- A reduction in the number of anti-social incidents reported on school premises
- To increase the quality of life for people living in the vicinity of the schools.

Analysis:

The Community Safety analyst compiled a report of all schools, collating data on all the incidents reported on, in and in close proximity to the school grounds. From the report twenty schools were identified as those that were most affected by anti-social behaviour and criminal damage for the previous three months and the previous school year, breaking down the report into the three Territorial (District) Inspector Areas of South Flintshire, Deeside and North Flintshire. The schools most affected had experienced higher numbers of anti-social behaviour on their grounds and criminal damage to their property, compared to the other schools within Flintshire. As well as geographical data, time and date analysis was used to get a more detailed picture of the nature and extent of the problem. In this way data from the Police, Fire Service, Neighbourhood Wardens and Local Education Authority was used to better understand the causes of the problem, identify the schools that would be considered a priority once the operation commenced, and provide a baseline for the evaluation of the intervention. This data highlighted that all schools experienced at least one incident of anti-social behaviour reported in, on or in close proximity to them, this ranged from minor anti-social behaviour to criminal behaviour, such as broken windows and assaults. The table below highlights this:

School	2006	2007	Total
Alun High School, Mold	1		1
Argoed High School, Mold	1		1
Bryn Deva CP School, Connah's Quay	1	1	2
Bryn Gwalia CP School, Mold	4		4
Cornist Park Primary School, Flint		1	1
Custom House Lane CP School, Connah's Quay		1	1
Elfed High School, Buckley	2	2	4
Flint High School, Flint	1	1	2
Gwynedd Junior School, Flint	1	2	3
Hawarden High School, Hawarden	3	1	4
Holywell High School, Holywell	1	9	10
John Summers High School, Queensferry	1	9	10
Llanfynydd Primary School, Llanfynydd		1	1
Mynydd Isa Junior School, Buckley	2		2
Northop Hall CP School, Northop Hall	2		2
Penarlag CP School, Ewloe	1		1
Perth y Terfyn Infants, Holywell	1		1
Sandycroft CP School, Mancot	2	1	3
Sealand CP School, Garden City	2	2	4
Southdown School, Buckley		1	1
St Anthony's RC School, Saltney	1		1
St David's High School, Saltney Ferry	5	1	6
St Mary's School, Flint		2	2
St Richard Gwyn School, Flint		3	3
Taliesin Junior School, Shotton		1	1
Venerable Edward Morgan School, Shotton	1		1
Wats Dyke Infants School, Mynydd Isa	3		3
Wepre Lane CP School, Connah's Quay	1		1
Westwood Primary School, Buckley	1	1	2
Wood Memorial School, Saltney		2	2
Ysgol Bro Carmel, Holywell		1	1
Ysgol Bryn Pennant, Mostyn		1	1
Ysgol Croes Atti, Flint		1	1
Ysgol Derwenfa, Leeswood		1	1
Ysgol Glan Aber, Bagillt		1	1
Ysgol Glanrafon, Mold	2	1	3
Ysgol Gwenffrwd, Holywell	1		1
Ysgol Parc y Llan, Treuddyn	1		1
Ysgol Terrig, Treuddyn	2		2
Ysgol y Fron, Holywell	1		1

The data also showed that the number of incidents reported and recorded would increase during the evenings and weekends, thus assisting us in identifying hotspot locations and times, this meant that we could then direct patrols to the identified areas and the identified times. The graph below highlights the hotspot times when reports of incidents were made:-



As well as the analysis of the multi-agency quantitative data, qualitative data was collected through consultations with the local head teachers of each school, to ascertain their particular requirements and needs, as this would differ from school to school and area to area. It was identified that some schools had areas that could not be seen from the school ground boundary, this meant that consideration of cameras or fencing off areas would be required, as these secluded areas would be a welcome hide away for those frequenting the school grounds. It was also identified that some schools were located in areas where they were not over looked by other houses, buildings or roads, this identified them as being vulnerable and areas where the juveniles could congregate without being seen, they would cause damage or there was other evidence of anti-social behaviour, such as discarded alcohol bottles. The offenders were all identified as being local juveniles, who resided in close proximity to the school and that they either attended the school or had been students previously at that school or had friends who fell into one of those categories. The schools used were familiar to the juveniles, they were aware of the areas where they could congregate without being seen by members of the public who would report them to the Police. The juveniles also knew that the sites would be vacant due to it being the school holiday time and that the teachers and other staff members would also be off site, especially during the evening. These areas were also identified as being dark, due to lack of lighting. The dark areas would attract attention from the juveniles as members of the public passing the school would not be able to see them or witness any behaviour that they would be portraying

Finally, all partners were consulted during JAG meetings as to their perceptions of the causes of the problems, based on their experiences of working with local young people, residents and schools. This was an attempt to compensate for the acknowledge gap in terms of a residents survey, due to a lack of time and resources.

The analysis provided a picture of multiple causes for anti-social behaviour and criminal damage; a lack of 'capable guardians' or formal surveillance in the schools over the holidays, some physical characteristics that could lead to ease of access and available materials such as fire hazards, a lack of awareness amongst the young people about the impact of anti-social behaviour, and a lack of reporting to the police by school staff and local residents. Therefore a range of responses were needed to address these causes.

It was decided that one of the factors in this equation had to be eliminated, the areas of the school that were dark and secluded had to be either fenced off, so that no access could be gained at all or that the areas had to be illuminated with lighting. These issues were raised and also used to help identify the school as a possible vulnerable location and a high risk potential for this type of behaviour to be prominent.

Response:

Following the consultation process, each school was visited by the arson reduction team, local Fire Officer and Community Safety Officer from the Police, to carry out a site survey, the site surveys would take on average between one and three hours, depending on the size of the school. The surveys were carried out on a check sheet style basis, based around the Ten Principles of Crime Reduction and Arson reduction, this style was decided on following a number of arsons in schools in one particular area of Flintshire. Fire alarms, security alarms, CCTV, fire doors, windows and the grounds themselves were all surveyed. Once the check list had been completed it could be identified how high an arson risk that particular school would be, as well as looking at any security risks. Following the completion of the site survey a verbal report was given to the head teacher and caretakers followed a few weeks later by a written report highlighting the areas identified and how they could be addressed. The site survey consisted of crime prevention advice, arson reduction advice and general school safety advice. Each of the school's Head Teachers were advised to take on these recommendations, as they would assist in reduction of crime and criminal damage on their sites. The Head Teachers were also given a check sheet to complete to make sure that the schools were up to the recommended national standards.

An action plan for Operation Gingerbread was developed as a direct result of the multi-agency analysis. Therefore it included a range of responses to raise awareness amongst young people and local residents – both the potential perpetrators and victims, to increase a uniformed presence and to adapt the physical characteristics in the schools to reduce opportunities for offending. This truly multi-agency approach allowed costs to be spread amongst partners, and mainstreamed into existing services; therefore no external funding was called upon.

Education / Raising Awareness

School Lessons

The School Liaison Officers were tasked with incorporating material on anti-social behaviour and the affects that it can have on individuals and the community in their Personal Safety Lessons. This raised awareness amongst children of all ages, including those that may be the offenders of anti-social behaviour or criminal damage. It was hoped that this awareness could also be transferred home to their families, especially older siblings.

Media Campaign

In the two weeks prior to the summer holidays, a media campaign was launched. The campaign centred round raising awareness and educating members of the public that this operation was going ahead and the actions that we wanted them to take. This campaign was driven through the local news papers, which ran articles from the Community Safety Department asking people to report any incidents of anti-social behaviour in or around a school premises to the Police, a local radio campaign was also run at the same time to highlight the same message. This campaign included all schools in Flintshire, and not just the ones that had been identified as being vulnerable the reason for this was to reduce displacement from one school site to another. Posters were placed in schools and leaflets were given to the pupils to take home, reminding staff, pupils and parents / guardians about the campaign and that should they witness any anti-social behaviour that they should report it to the Police. The media campaign was designed to educate members of the public that the summer holidays were approaching and that it was around this time of year that schools were vulnerable targets for damage and anti-social behaviour, which also caused problems for people living within the vicinity of the schools. The campaigns centred around the problems that schools had experienced previously, such as the broken windows, how this would affect the school, the children who would attend that school, as well as highlighting triggers for members of the public to look out for, such as empty alcohol bottles and general food litter, such as crisp packets, if they did notice this in or around the school grounds then they were to contact their local Community Beat Manager to highlight their concerns and then this school could be targeted during the operation. Flintshire Community Safety Partnership asked members of the public to report to the police any incidents of anti-social behaviour or of juveniles committing offences on school premises. They were assured that once the incidents had been reported then they would be treated as a priority for high visibility patrols.

Physical Changes – Reducing Opportunities

Training for Caretakers

Following on from the initial site surveys the caretakers from each school voluntarily attended a one day training course. The training course consisted of input from the Fire Service, Police and the Arson Reduction Team. The Fire Service gave the caretakers a valuable insight into understanding hazards around the school and the areas of the schools which were vulnerable targets for fires. The Police Officers from the Community Safety Unit focussed on the ten principles of crime reduction, how schools can secure their premises over the summer holidays, reducing anti-social behaviour and other offences on their premises. The Ten Principles of Crime Reduction are :

1. **Target hardening** Making targets more resistant to attack or difficult to remove/damage etc.
2. **Target removal** Permanent or temporary removal of vulnerable persons or property.
3. **Removing the means to commit crime** Trying to promote good work and management practices ensures that material capable of being used to help the criminal commit crime is not left lying around with easy access. Similar for domestic properties.
4. **Reducing the payoff** Employing means to reduce the value of loss if a crime is committed.
5. **Access control** Restricting access to sites, buildings or parts of sites or buildings.
6. **Surveillance**
 - **Natural** – maximising routine surveillance by residents, employees and the community.
 - **Formal** – using technology and staff to deter and identify potential and actual offenders.
 - **Employee** – encouraging non-specialist staff to be vigilant
7. **Environmental Design** Using changes in the environment of a building, a site, an estate or town, to reduce crime opportunities.
8. **Rule Setting** Introduction of legislation, bylaws, codes of conduct, to attain acceptable social behaviour.
9. **Increase the chance of being caught** Management and use of security and technology, use of plain clothes security staff.
10. **Deflecting Offenders** Diverting offenders and potential offenders from committing crime. Working with other agencies to influence standards, thinking and attitudes. Education programmes.

The Arson Reduction Team identified ways that the school caretakers could reduce the possibility of arson on their premises, such as plastic bins located too close to the school premises, which could be set on fire and garden furniture, such as benches, as well as what to look out for if juveniles had been storing items in the grounds that could be used to set fire to, such as discarded wood. All caretakers were strongly advised to take on board the recommendations that they had been given and put them into practice over the forthcoming summer holidays. They were also encouraged to report all incidents, however minor to the Police so that their schools could be targeted for more patrols. Follow up visits were carried out on an ad-hoc basis to schools without prior appointment. This was done so that the Officers carrying out the training could survey the measures that had been put in place to reduce anti-social behaviour and arson.

Surveillance – Capable Guardians

CCTV

Out of the top twenty schools, the top five most affected had cameras placed into them. The cameras were owned by the Flintshire Community Safety Partnership and were sited covertly in areas which were considered to have been

areas that would attract anti-social behaviour, such as alcoves at the rear of schools. The schools premises were checked each morning by the caretakers, if there had been any incidents reported or evidence of any incidents taking place, they would contact the Community Safety Officer who would interrogate the camera for any evidence that had been captured. These cameras were not regularly monitored, however, some schools had cameras which were monitored centrally by the Flintshire CCTV staff and other schools had their own stand alone cameras, which were interrogated by the caretakers for any evidence of incidents at the schools.

Uniformed High Visibility Presence

Over the summer period the local Community Beat Managers, PCSOs, School Liaison Officers and Neighbourhood Wardens carried out high visibility patrols of each school, mainly concentrating on the top twenty most affected. The patrols were coordinated so that each school would receive at least one patrol a day. The time of the patrols would vary depending on the information collated to highlight the hotspot times at each school. They worked closely with each other and reported any damage or anti-social behaviour to the control room. The Neighbourhood Wardens developed a database of caretaker's contact details and shift patterns so they could work closely with them; ensuring their presence was coordinated and regular contact was made to ascertain whether they had any unreported problems on the school's grounds. Any reports received by the control room from members of the public were dealt with as a priority. The Force's helicopter, NW01, was tasked with carrying out flybys over all schools in the county, when they were either on their way back to base following their deployment at an incident or whenever the pilot was carrying out training. This was heavily publicised, along with the fact that the helicopter had inferred capabilities so that juveniles can be seen at night.

Community Beat Managers, Neighbourhood Wardens and PCSOs were asked to be vigilant around the schools in the lead up to the summer holidays and to deal with any problems as they would normally, but to also to report any activity to the Community Safety Unit, so that this could be incorporated into any reports made.

Assessment:

The objectives of Operation Gingerbread were :

- To reduce criminal damage, including arson at key schools within Flintshire,
- A reduction in the number of anti-social incidents reported on school premises
- To increase the quality of life for people living in the vicinity of the schools.

The evaluation of the operation has evidenced success for each of the objectives, as well as an additional bonus of a reduction in costs of criminal damage and arson to the Local Education Authority, this has shown a £2, 625 reduction compared to 2006 and a £5, 051 reduction compared to 2005 for primary schools and for secondary schools a reduction of £14, 576 for 2006 and £30, 210 reduction for 2005.

Once the summer holidays had finished, the Partnership analyst collated data for the period when the operation had been conducted, this covered the six weeks of the school summer holidays during the end of July, the whole of August and the start of September. There were a total of 70 calls made to the Police in relation to incidents at Flintshire school premises. Compared to the previous summer holidays this equates to a 15% reduction. This reduction was believed to be a direct result of the daily school visits. However, **48 incidents** occurred at Flintshire schools over the **2007** summer holidays, compared with **45 incidents** during the **2006** summer holidays.

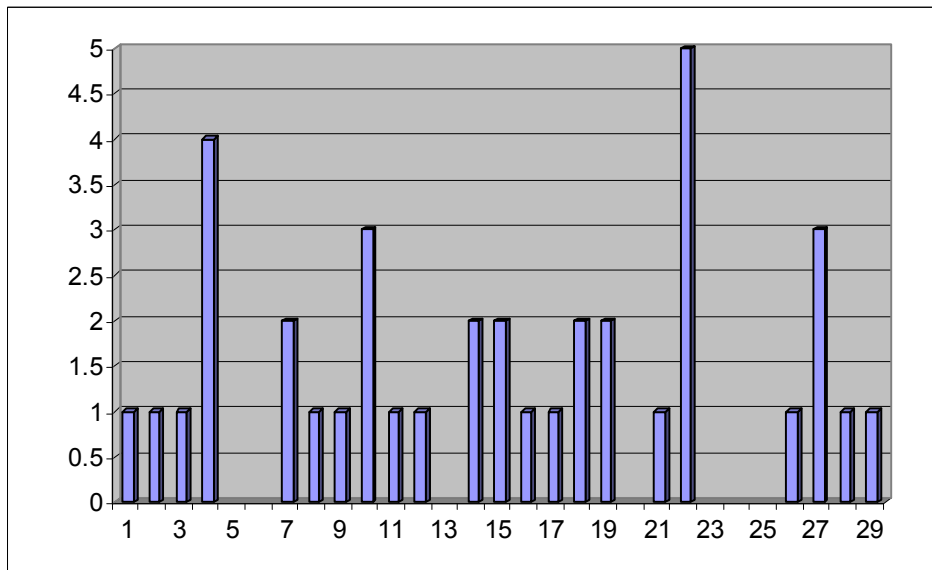
Bar the spates of incidents at these two schools, the total for 2007 would be far lower and reflect more accurately the impact made by Op Gingerbread.

Excluding the spates the total number of incidents reported from Flintshire schools during the 2007 summer holidays would represent a reduction of roughly 30% over the previous year.

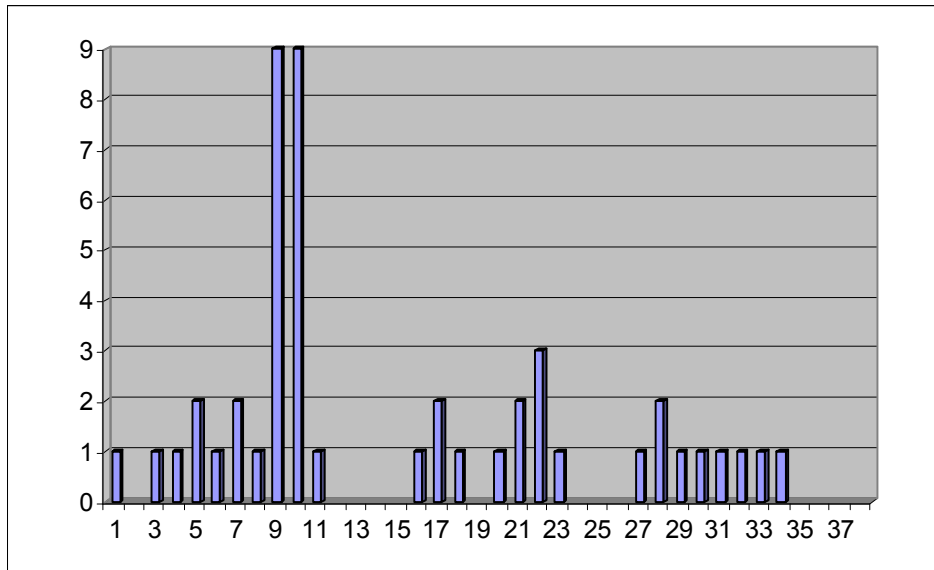
Offence Type	2006	2007	Total
Arson	0	1	1
BOTD	2	4	6
Common Assault	1	1	2
Criminal Damage	13	18	31
Disorder Public	1	1	2
R/Nuisance	26	20	46
Road Disruption	0	1	1
Robbery	0	1	1
S.47 Assault	1	0	1
Theft Other	1	1	2
Grand Total	45	48	93

Table of offence type committed on school premises

The above table shows the types of offences that had been reported in all schools across Flintshire during the two summer holidays. There was a 23% reduction in the number of anti-social behaviour incidents during 2007, compared to 2006. The two below graphs show this. A slight increase in criminal damage had been highlighted from 2006 to 2007, this was due to two of the schools, John Summers High School, where local residents were using the sports fields, people were driving onto the school field to watch local football matches, causing damage to the football pitches and Holywell High School, where an excluded pupil returned to carry out revenge on the school which had excluded them. Both were incidents that could not have been predicted through the National Intelligence Model.



The above graph shows the findings for 2006, while the below shows the comparison for 2007



The stats recorded show that there was a 23% reduction in the number of anti social behaviour incidents during 2007 compared with 2006.

The cost effectiveness of the operation was a significant result; Local Education Authority figures showed a reduction of £30,000 in the costs of criminal damage compared with the previous year. This has been an important tool in encouraging further involvement in the Community Safety Partnership from the Local Authority, schools and other partners.

For 2007 the figure for the half financial year to date, of £8,260 for Primary Schools, compares with £10,885 and £13,311, in the two previous full years. While in the Secondary Schools it was more encouraging, with a figure of £9,933 so far this year, against £24,509 and £40,193 in the two previous full years, although there were more reported incidents of criminal damage, the levels of damage were a lot more minor compared to the previous year.

Due to the success of Operation Gingerbread during the 2007 summer holidays, this operation will commence at the start of each holiday, with training and site surveys carried out prior to the start of every summer. Flintshire CSP has also invested in increased target hardening and community engagement programmes in areas which were highlighted as a particular problem by the analysis.

The Local Education Authority were able to report that they had seen a reduction in the number of incidents reported to them during 2007 summer holidays had reduced by a third compared to the previous two years and a reduction in the cost of damage caused by a fifth to the same two previous years. We are actively looking for funding for the new financial year to be able to pay a security firm to carry out these patrols of the schools, to assist the current resources, so that they can spend more time carrying out their daily duties during the school holidays.

State number of words used: 3895

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

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 you 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. 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 25th April 2008.