



# 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: **Stopping Car Cruising in Nottinghamshire**
2. Key issue that the project is addressing e.g. Alcohol related violence: **Car-Cruising**

#### Author contact details

3. Name of application author: **Adrian Dudley**
4. Organisation submitting the application: **Nottinghamshire County Council**
5. Full postal address: **Safer Communities Team, Communities Department, Nottinghamshire County Council, County Hall, West Bridgford, Nottingham NG2 7QP**
6. Email address: **Adrian.Dudley@nottscc.gov.uk**
7. Telephone number: **0115 977 3058**

#### Secondary project contact details

8. Name of secondary contact involved in the project: **Sgt Dean Greaves**
9. Secondary contact email address: **Dean.Greaves@nottinghamshire.pnn.police.uk**
10. Secondary contact telephone number: **07743 610703**

### **Endorsing representative contact details**

11. Name of endorsing senior representative from lead organisation: **Cllr Glynn Gilfoyle**

12. Endorsing representative's email address: **Glynn.Gilfoyle@nottscc.gov.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 East Midlands**

**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:**

The project addressed the problem of dangerous levels of car cruising at locations across Nottinghamshire. The problems associated with car cruising – primarily the likelihood of death or serious injury to car-cruisers or the general public, the loss of quiet enjoyment to local residents and disruption to the road network in Nottinghamshire – were the issues the project aimed to stop or greatly reduce.

The main beneficiaries of this project were local residents as well as road users but also the car-cruisers themselves who were undertaking extremely dangerous manoeuvres and activities. The other key driver for this project was the drain on police resources in trying to manage the problem.

#### **Analysis:**

The scale of the problem was evident from local residents' complaints to the police, from reports to district councils from residents that fed into the Jupiter in Nottinghamshire information hub and information from local elected Members that were being asked by constituents to address the car-cruising problem. The data showed a clear pattern of car-cruising on specific days and at specific times.

The problem had migrated to the county from locations in the City of Nottingham. This put the issue of displacement clearly on the agenda. Shifting the problem around the county of Nottinghamshire was not an acceptable solution.

#### **Response:**

The problem solving meetings with partner agencies looked at a range of options – from creating Clearways, to using Automatic Number Plate Recognition to identify offenders to the possibility of using gravel and salt on the roads to put the car-cruisers off due to the damage that the salt and gravel would do to their vehicles.

It was agreed that the County Council would take the lead in seeking the injunction and the police would deliver the witness statements and other supporting material. The County Council was also to bear the cost of using Counsel and to meet the police half way in policing the areas concerned after the injunction had been obtained.

#### **Assessment:**

The injunction has had a significant impact in reducing car-cruising in the county. Calls to the police have dropped

significantly and the problem has not migrated to other parts of the county or to neighbouring counties. Feedback from local communities is very positive. The number of car cruisers at the worst site – Jct 27 of the M1 - has reduced from a figure of some 500 to less than 50 on the worst nights.

**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:**

The project addressed the problem of dangerous levels of car cruising at locations across Nottinghamshire. The problems associated with car cruising – primarily the likelihood of death or serious injury to car-cruisers or the general public, the loss of quiet enjoyment to local residents and disruption to the road network in Nottinghamshire – were the issues the project aimed to stop or greatly reduce.

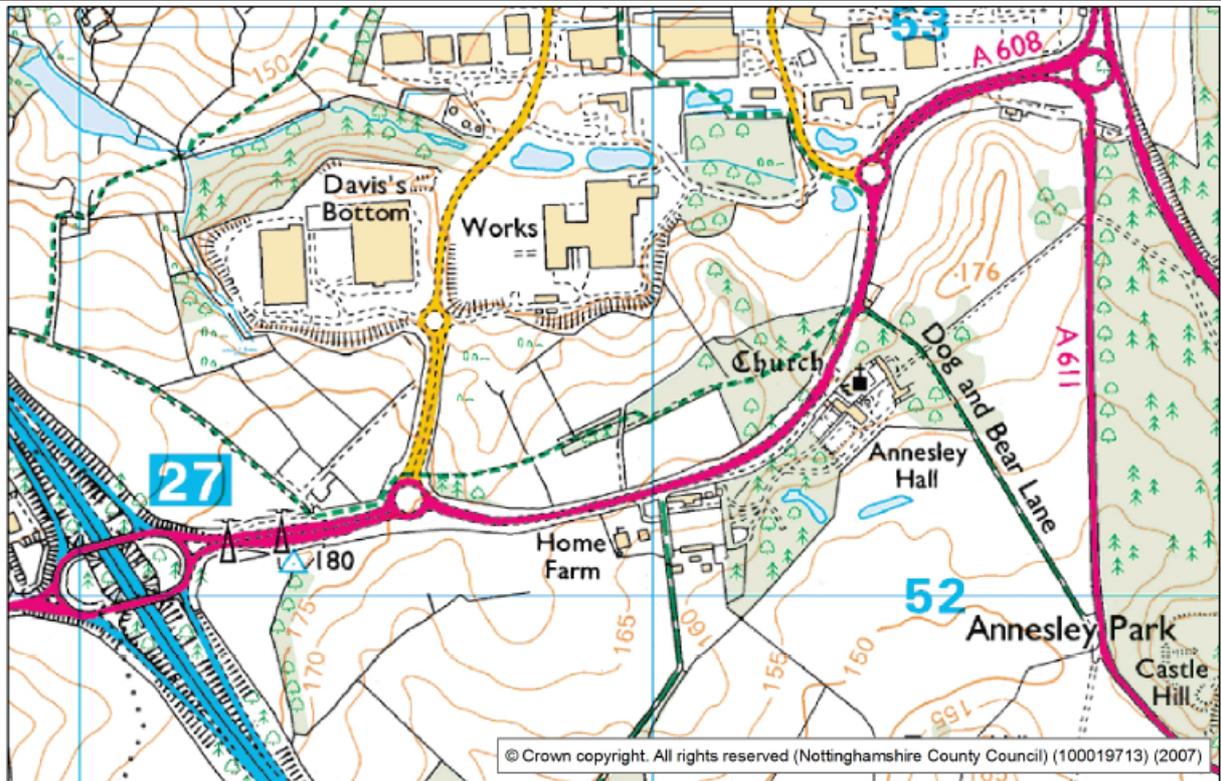
The biggest problem area was at Jct 27 of the M1 where on Sunday evenings in particular, over 500 cars would be present. The majority of these cars would be parked on the grass verges along the side of the A 5111 but on some occasions double parked on the highway and on the central reservation. The cars all appeared to be road legal and well cared for. The congregation of cars on a Sunday evening remained at this level – but with variations depending on weather conditions. From a policing perspective 300, 400 or 500 cars was not the critical issue. The presence of much smaller numbers of car-cruisers still represented a serious threat to other road users. The large numbers did however pose a potential threat to operational police personnel. On several occasions police were threatened by car-cruisers when they were asked to disperse as a result of a Dispersal Order: on one occasion a police car was 'boxed in' by car-cruisers and was only released when back up was summoned. Chart 1, the number of phone calls from the public (below) illustrates the increase in the scale of the problem at Jct 27 M1 for the period from October 2006 which coincided with an injunction being obtained by Nottingham City Council. Clearly displacement was happening.

Map 1 below shows the road layout at Junction 27 of the M1. The 'A' roads (in red) are punctuated by roundabouts which provided opportunities for sliding and hard braking, and long lengths of dual carriageway which lend themselves to racing and slow cruising all to the detriment and concern of other road users.

The car-cruisers spent their time in one of three main activities – racing other car-cruisers along the highway, cruising their car along the highway to, it appeared, show it off to the watching crowd of on-lookers, and watching other people do the first two of these activities.

The car-cruising at the two main sites in the county – Jct 27 and Mansfield Town Centre - were taking up a lot of police time and resources and with no noticeable reduction in the problem. The use of Automatic Number Plate Recognition (ANPR) allowed a small number of prosecutions related to breach of insurance conditions (racing) and the use of dispersal orders delivered temporary respite but the problem was back next week.

Map 1: Jct 27 M1 showing the car Cruising route from Jct 27 along the A608 and A6111



Map 2: Mansfield Town Centre showing preferred car cruising routes via Rosemary Street, St. Peter's Way and the A 6009



Information from the Jupiter in Nottinghamshire Information Hub and the complaints to police and local politicians illustrated a growing problem. ANPR also confirmed that the car-cruisers were coming from places as far away as Wales and the North West of England.

The debate with local people was clearly balanced in favour of enforcement action against the car-cruisers but there was a significant minority – normally those living some what further away from the noise – who considered the activity a harmless pursuit keeping young people away from drugs and crime. However some non-fatal accidents at locations during car-cruising activity and significant numbers of accidents led the partners to determine to stop the car-cruising before lives were lost.

It was not the ambition of the partner agencies to criminalise young people who liked cars. We just had to give a clear message to those participating that car-cruising on the public highway was not an option.

The main beneficiaries of this project were local residents as well as road users but also the car-cruisers themselves who were undertaking extremely dangerous manoeuvres and activities. The other key driver for this project was the drain on police resources in trying to manage the problem.

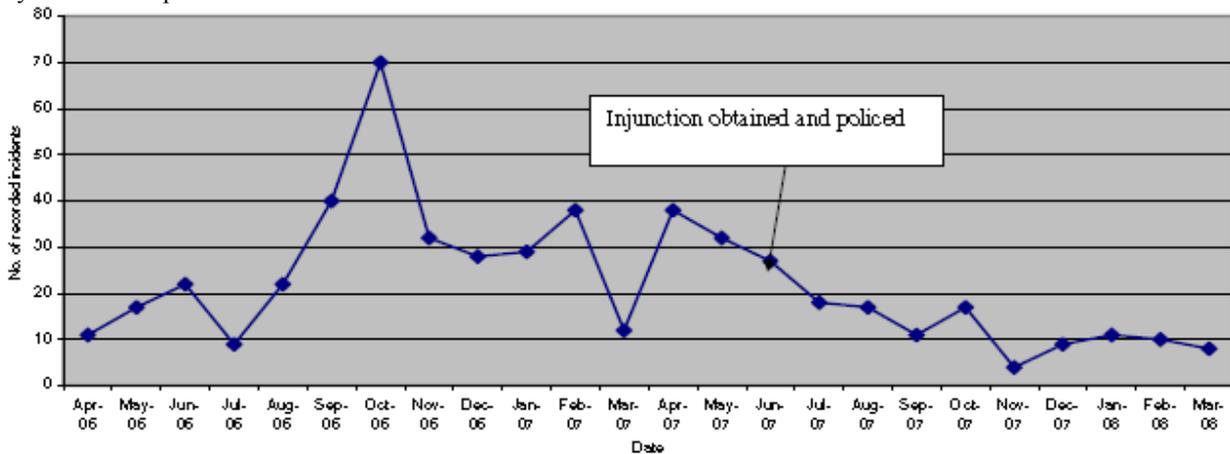
Engagement with stakeholders such as the County Highway Authority reflected the fact that some of the locations chosen for car-cruising offered very favourable road layouts, speed limits and access points. Jct 27 particularly provides a stretch of road with dual carriageway, roundabouts (to allow return trips), a national maximum speed limit and long stretches of straight road. All this was enhanced by a local pub that provided a meeting point and an opportunity to socialise before and after car-cruising evenings.

**Analysis:**

The scale of the problem was evident from local resident's complaints to the police, from reports to district councils from residents that fed into the Jupiter in Nottinghamshire information hub and information from local elected Members that were being asked by constituents to address the car-cruising problem. The data showed a clear pattern of car-cruising on specific days and at specific times. Analysis of the patterns of car cruising was relatively straightforward. We had reports and we knew where the problem was worst, when it happened and in conjunction with partners in the highways department why it happened – suitable road layouts.

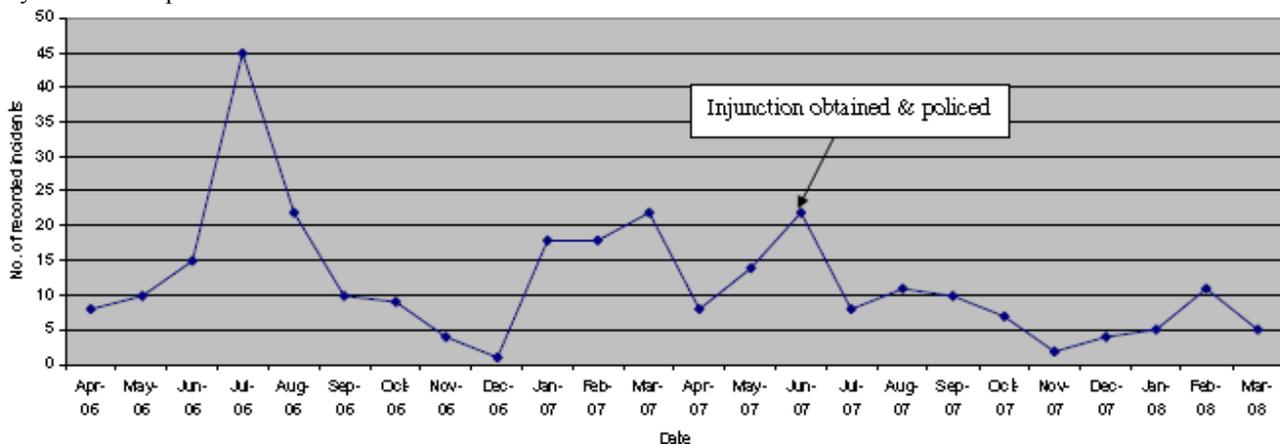
**Chart 1**

Boy Racer' Complaints A611 / A608



**Chart 2**

'Boy Racer' Complaints – Portland & Town centre beats



It was also clear that the problem had arrived at county locations due to enforcement action in the City of Nottingham. This was not to criticise their approach in the City but raised our concerns to avoid again displacing the problem. Shifting the problem around the county of Nottinghamshire was not an acceptable solution.

We had significant problems at Mansfield as well as Jct 27 of the M1 and were aware that the problem was one which most of the larger urban areas in Nottinghamshire experienced from time to time, even if to a lesser degree.

Using the victim/location/offender model we had a clear picture of who was offending and at which locations from data and community based reports. We also had a clear understanding from police and highways partners what type of location attracted car-cruisers – why was Jct 27 so much more attractive than Jct 26 or Jct 28. The discussion with partners in Highways raised a number of proposals to make the chosen locations less attractive. However, perhaps unusually, this analysis had to take into account protecting the car-cruisers from themselves. Making the

chosen locations less safe to car-cruise was not an acceptable objective and was likely to result in loss of life.

The outcome of discussions with partners was the need to send a clear and enforceable message to car-cruisers that their activity was not acceptable on any of the highways either in Nottinghamshire or any other stretch of highway in the country. Any solution also had to be manageable within available resources, which was a decreasing budget over time if the chosen remedy worked, and accept the need to think beyond the borders of Nottinghamshire and share our thinking and approach with police, highways and other partners nationally.

We also knew from talking to police operating in the City of Nottingham that taking injunction proceedings against named individuals was extremely labour intensive and its effect in the City of Nottingham had been to displace the problem to another part of the City and then into the County.

It was clear we needed to deliver some response to the displacement issue. It was clear this was a likely outcome of a successful application for an injunction.

### **Response:**

It was clear that some original ideas to change road layouts, to put grit or salt on certain roads at certain times to discourage fast driving (by damaging paint work on cars), to create Clearways and put physical barriers on verges to keep car-cruisers off were unworkable and would not deliver key required outcomes – sustainability and reduction in risk of accidents at an affordable price.

The thinking about a best way forward had regard to the huge road network that Nottinghamshire (and any county area) contains. Any structural changes to road lay-outs and the imposition of barriers was not practicable across the county. It was noted by colleagues in the Highways Department that road planning needs to consider s.17 of the Crime and Disorder Act to build out this type of problem. Chasing the car-cruisers around the county was also not a sensible solution and it was clear from the containment work that the police had done at Jct 27 M1 and in Mansfield that this type of problem could, and had, absorbed high levels of resources.

### **Balancing the car-cruising problems with the other demands on crime reduction**

The problem solving meetings with partner agencies looked at the range of options identified above but it was decided that a countywide injunction was the best way forward backed up by an intensive media campaign to get the message to those that needed to hear it. The Nottinghamshire Police, particularly A Division, were our key partners in this work. However, input was also received from Ashfield Partnership Against Crime and the County Council Highways officers.

It was agreed that the County Council would take the lead in seeking the injunction and the police would deliver the witness statements and other supporting material. The County Council was also to bear the cost of using Counsel and to meet the police half way in policing the areas concerned both before and after the injunction had been obtained.

We were aware that this decision was hedged with uncertainty. We did not have total confidence that the courts would grant an injunction on the terms we were seeking – against persons unknown and countywide, where this request was based upon the evidence from colleagues in the City of Nottingham that displacement was the likely outcome of a local (police division) injunction.

The County Council was aware that under the Local Government Act 1972 section 222 gave powers to protect the interests of people living in the county of Nottinghamshire. It also gave us powers to prosecute or defend legal proceedings and to institute civil proceedings in their own name. This power was supported by the Highways Act 1980 which gives the highway authority (County Council in this context) the duty to protect the rights of the public to use and enjoy the highway.

Set out below are some quotes from witness statements used in bringing the case to court.

### **Extracts from witness statements**

#### **Junction 27**

Numerous individuals driving irresponsibly and noisily with complete disregard for others

Numerous cars driven erratically and constantly for hours at a time late into the night

Their vehicles have noisy exhausts, they deliberately rev their engines, play loud music and sound their horns

I was nearly driven off the road, there were hundreds of them driving in the same irresponsible manner

The noise starts Sunday evenings around 6pm and continues into the early morning

If my husband had not taken evasive action the vehicle would have hit us as it was traveling too fast

The noise has stopped us using our garden during the summer months

Cars drive far too fast as they come off the motorway and I fear for the safety of my children

#### **Mansfield**

From the Odeon Cinema area, the noise of car engines revving, wheels spinning and skidding and loud music being played after 9pm into the early hours

I can't sit in my front room and watch TV or read a book as the noise is so intrusive, even though my house is double glazed

I am forced to live with my windows shut, even through the summer months which is almost unbearable

Spectators also congregate on the circuit, videoing the boy racers on their mobiles

The boy racers basically do a circuit around the inner ring road, using a cut through as a chicane to gather up speed to take the corners dangerously

Some nights it can be groups of 4-5 vehicles racing each other and on other nights over 20 vehicles driving round together

Speeding boy racers are driving too close to buses and taxis dropping off and collecting Bingo Hall patrons, intimidating them

This was a public nuisance case and required the case brought by the county council to consider proportionality in all its deliberations. As previously mentioned the work done by the City of Nottingham to address car-cruising is acknowledged and the case brought by them against Mathew Zain gave clear support for the action the County Council proposed. The leading case-law in relation to the making the application against persons unknown was the so called Harry Potter case which sought to prevent early publication of the Harry Potter novels. This case set out in unambiguous terms the need to have some mechanism of identifying who the injunction did, and did not, apply to.

The use of counsel with previous experience in this field was helpful. Counsel used had handled the City of Nottingham case and was able to deliver his case with some previous experience of this type of application.

The Court heard the application for the injunction and it was granted on the following terms:

- The injunction should be for the whole of Nottinghamshire
- The injunction should be applicable against persons unknown
- The injunction would not have a power of arrest

The latter point was interesting. The Court, despite being in full support of the merits of the County Council case, wanted those in breach of the injunction to appear in court to explain why they considered their actions were reasonable. The judge making the order felt this opportunity balanced out the public concern that the injunction might be too far reaching.

In the schedule to the injunction the definition of a car cruise was established:

***A car cruise is an event at which the drivers and passengers of 5 or more motor vehicles congregate together or drive in convoy or race each other upon the highway, so as by their conduct to make excessive noise, cause danger to other road users or risk of injury to any person or risk damage to property***

With the injunction in place the police have issued notices to any one attending car cruises and those that attend again or refuse to leave the location are then added as named defendants to appear in court. We currently have some 78 people named and the first hearing is to be heard in early April 2008. This is a committal hearing and holds the potential for jail sentence of up to 2 years. We do not expect the person concerned to be jailed but we do feel the potential will send out a very strong reinforcing message to the car-cruising community.

An important aspect of the post-injunction period was to set up some process for sharing our success with other police forces and community safety professionals. We also had no wish to impose the problem Nottinghamshire had on to our neighbours in Leicestershire, Lincolnshire, Derbyshire and South Yorkshire!

To this end a seminar was delivered jointly by the County Council and the Police to delegates from across the country – the Metropolitan Police, Devon and Cornwall, east Sussex, South Wales and many others – which has illustrated to us the extent of the car-cruising problem across the United Kingdom. The seminar was structured along SARA lines with a clear problem solving theme. The event was also a chance to share good ideas, workable solutions and experiences with others with a shared agenda. Some 60 people attended – we were keen to keep the numbers to a manageable size which would encourage discussion and interaction – and was well received. The National Road Policing Strategy lead officer from the Metropolitan Police attended this event and it is proposed that the work in Nottinghamshire will be built into that national guidance. The need to share good practice and ideas on successful remedies was a key part of our work on car-cruising

### **Assessment:**

The injunction has had a significant impact in reducing car-cruising in the county. Calls to the police have dropped significantly and the problem has not migrated to other parts of the county or to neighbouring counties. Feedback from local communities is very positive. The number of car cruisers at the worst site – Jct 27 of the M1 - has reduced from a figure of some 500 to less than 50 on the worst nights. The speeding and dangerous driving in Mansfield has been significantly reduced and the message is getting through that we are serious about stopping this activity. This is still work in progress however. We would like to eliminate the problem completely and hope the first committal case will reinforce the message that we have sent out via the media.

There is still some requirement for a police profile at the main offending locations and the cost of this is being shared between the county council and the police. However the significant policing resources that were being put in previously including the ANPR (Automatic Number Plate Recognition) team is no longer needed. The need for a weekly presence at some of the worst sites in Mansfield and along the M1 Jct 27 has reduced to a monthly much reduced profile – normally a sergeant and two or three special constables.

The car cruising community do feel this has been a disproportionate response to what they see as a hobby. It has been hard to get a message across to them that what they are doing is a hazardous and potentially life threatening activity. They have used the media themselves to make their point. It has never been the intention of the county council or the police to criminalise the car-cruisers who drive road legal vehicles but to ensure safe access and use of the highway by the public.

We have had some criticism from the public that people in the community safety field will on the one hand stop young people following their interests (fast and exotic looking cars in this case but motorbikes is another example) but not supply the safe environments for the activity. Our response to this criticism is that private race tracks exist – Donnington Park is relatively near Nottinghamshire – and that the county council and the police would support the development of such a site at an appropriate location in Nottinghamshire. This is not our core business, however, and maintaining safety on the highway has to be our priority.

Response from local people has been a significant drop off in complaints and some strong positive messages of support for what we have done.

The project has reinforced the message to both county council and the police that the media can be both an effective tool for carrying a message if it is used effectively and a time consuming problem if the media response is not built into the planning phase. At the planning stage we knew this would attract media attention – good quality helicopter film footage builds on the national interest for the ‘Police Camera Action’ style of programme. The injunction application provided good TV and radio coverage regionally and provided a very effective way of getting the message out about the injunction. We also had coverage in motorcycle magazines who wished to clarify if the injunction applied to motorbikes – which it clearly does.

We also used the car-cruising websites – Max Power for example – to post notices on Forum sites that the use of Nottinghamshire for car cruising was now a thing of the past and tough enforcement would be used against people who breached the injunction.

### **Conclusion**

This project has been a very focused piece of work which clearly illustrated the benefits of a problem solving approach. The Nottinghamshire Police talked to partner agencies to address a problem that was not being resolved by an enforcement model and was having a significant drain on police resources for other key areas of work.

The key outcomes for Nottinghamshire are:

A very large reduction in car-cruising incidents in the county

A very clear message to car cruising enthusiasts that Nottinghamshire will not tolerate this dangerous activity

A clear recognition that issues like car cruising are common to many parts of the country and that sharing best practice locally, regionally and nationally is a key consideration when a problem solving approach has delivered sound outcomes.

**State number of words used: 3389**



**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](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.