



## 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: Engagement Mapping - Parr
2. Key issue that the project is addressing e.g. Alcohol related violence: Community Engagement & Priority Setting

#### **Author contact details**

3. Name of application author: Chief Inspector Claire Richards & Sgt David Hedges
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**Secondary project contact details**

8. Name of secondary contact involved in the project: Tony McKinnon (re:newparr manager)
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**Endorsing representative contact details**

11. Name of endorsing senior representative from lead organisation: Supt Peter Edge
12. Endorsing representative's email address: peter.edge@merseysidepolice.co.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: Government Office 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):

X

**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:

It was recognised there were clear gaps in the identification of community priorities within the area of Parr. This project is based on addressing these gaps and devising an effective means of community engagement upon which to identify community priorities. The process of engagement mapping is believed to be an effective analytical tool which involves members of the community placing dots on a map to represent crime and disorder in their area and using these dots to set their priorities.

Analysis:

A number of 'resident partnership' meetings were held over a six month period during which the community identified their priorities (by placing coloured dots on a map). These priorities were then analysed against police calls for service and crime reporting data. Using the engagement map as an analytical reference tool, updates regarding police and partner actions were subsequently provided back to the community during further engagement meetings.

Response:

The engagement mapping methodology was rolled out as part of the response to addressing the issues of public engagement and priority setting. The project has seen attendance rates at each meeting increase – from 40 at the first meeting to over 100 at the third meeting. The local community said they really felt their voice was being heard and it was therefore worth their while attending the resident partnership meetings.

Some of the problems identified by the community were different from police data. There was clear evidence that without this level of engagement, the community priorities may never have been identified.

Assessment:

The engagement mapping methodology provided the public with an avenue to speak about their problems and enabled them to 'feel' the experience of being involved in priority setting and to 'feel' a direct part of the subsequent police and partner response to their identified priorities.

The problem solving triangle of location, offender and victim was adopted for each 'hot spot' and actions were taken which resolved the community issues.

Since August 2007 to January 2008 there was a 20% decrease in police calls for service relating to ASB alone, even though one of the aims of the project was to enhance community involvement and actively encourage local residents to contact the police.

This project clearly aligns to the objectives of Neighbourhood Policing which aims to provide local people with access to local policing services through a named point of contact and influence over policing priorities in their neighbourhood.

State number of words: 399

**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 12.***

**Scanning:**

As the neighbourhood Inspector, I recognised there were clear gaps in the identification of community priorities within the area of Parr. This project is based on addressing these gaps and devising an effective means of community engagement upon which to identify community priorities.

Geographically, the Parr area is quite extensive and is broken down into three specific beats with a mixture of privately owned dwellings, housing association properties and privately rented properties within each beat. The Parr ward is ranked amongst the highest in the indices of deprivation in the country and therefore has social disparities and greater disadvantages to other wards. (Figure 1)

**Figure 1 - Parr Index of Multiple Deprivation**

IMD	The Avenues	Cherry Tree Drive	Malvern Road	Ashtons Green	Tickle Avenue	Allanson Street	Cement Gaskell	Cement City Moss Nook
Theme								
<b>Overall score</b>	2%	1%	9%	5%	2%	1%	5%	7%
<b>Income</b>	3%	4%	12%	11%	5%	2%	9%	13%
<b>Employment</b>	2%	1%	8%	4%	2%	2%	5%	4%
<b>Health</b>	2%	3%	9%	6%	3%	4%	5%	7%
<b>Education, Skills and Training</b>	4%	2%	6%	10%	3%	2%	5%	8%
<b>Barriers to Housing Access to Services</b>	38%	51%	59%	46%	49%	76%	46%	50%
<b>Crime</b>	29%	13%	43%	21%	10%	2%	19%	17%
<b>Living Environment</b>	11%	1%	9%	2%	5%	7%	8%	14%

Policing priorities and action plans to address issues in Parr were being discussed on monthly basis by a multi-agency group called the 'Neighbourhood Action Group' (NAG). This group consisted of the police and key partner agencies who discussed ongoing issues and decided on actions and resources in response to these problems. Whilst the attendance rate of this group was good, it was felt this meeting responded to issues identified primarily by police data as opposed to priorities identified and set by the community.

A scan of police and partner data for this area indicates that historically, crime, anti-social behaviour (ASB) and drug reports are high. In relation to ASB alone, during the period between 1<sup>st</sup> May 2007 & 31<sup>st</sup> August 2007 there were a total of 545 calls for service to Merseyside Police in the Parr area alone in relation to rowdy / inconsiderate behaviour, vehicle nuisance, criminal damage and street drinking. A breakdown of these calls for service is detailed below. (Figure 2) At the same time, there were also complaints being made to the local housing associations and council wardens regarding ASB and drug dealing in the area, thus further highlighting and reinforcing the problems.

**Figure 2 – Police ASB Data**

	Type of Incident	Offence Code	Number of Calls
1	Rowdy / Inconsiderate Calls for service	221	320
2	Vehicle Nuisance	225	51
3	Criminal Damage	112	169
4	Street Drinking	222	5

The deprivation and crime issues provide some challenges and difficulties to the police and partners in terms of trying to engage with the local community. It was clear that in order to effectively address the issues in the area, it was necessary to firstly know and understand what these issues were before trying to find ways of solving them.

On a local neighbourhood level, community engagement was taking place across the neighbourhood by way of tenant and resident meetings in each ward. Held once a month, these meetings were attended by local residents, partner agencies and the police (representation varied from the neighbourhood Inspector to N'hood Sgt, Police Officer or Police Community Support Officer - PCSO). Resident attendance rates at these resident meetings fluctuated, with an average of five people attending at each meeting. It was also obvious that each month, the same residents were attending these meetings and whilst this provided some consistency, there was a general apathy of the local residents to become involved. There was also a danger that the issues raised at these meetings did not represent the views of the community as a whole. The scanning stage of this project therefore identified there was limited opportunity for the police to obtain a balanced view of the community needs and limited opportunities for the local community to become involved in setting their own priorities.

Whilst on patrol, the local police officers, PCSO's and wardens were well received by the majority of the local community and it was evident that during this face to face contact, the public were keen to provide information to the police and partners regarding ongoing issues. It was my belief that should there be an effective means of identifying community priorities then the public would engage in this process and form a key part of the response to service delivery in their neighbourhood. It would be necessary for this engagement process to be balanced in terms of the police and partners providing a realistic view to the local community of what they could achieve in terms of response. I.e. Local residents were not going to get more police officers posted in their area as a result of this engagement process but they would get a police response that addressed their priorities and needs.

It was clear that whilst the area provided some difficulties in terms of policing issues, there must be some attempt at improving community engagement and priority setting which was reflective of the community as a whole. It was also necessary to ensure that due to the deprivation issues within this area, any engagement process devised must consider the different intellectual levels of the community, some of whom would not be able to read and write. Facing these problems, this project seeks to develop a strategic response to these issues in the creation of the 'engagement mapping' process. Effectively, this process involves members of the community placing dots on a map to represent crime and disorder in their area and using these dots to set their priorities. The community would be told to identify what they felt were the problems as opposed to being told to place on the map problems relating to drugs, ASB etc. This process would give the local community a voice in priority setting. The map would also provide some accountability to police and partners in terms of their subsequent actions and response.

The objective of this engagement aligns to the Governments wider work to help build safer communities following the introduction of the 'National Workforce Modernisation Programme', a key element of this being the provision of a citizen focused police service. Engagement mapping is believed to be an effective tool for local residents to set their priorities and clearly links to the reassurance agenda.

### **Analysis:**

The hypothesis of this project was to increase levels of community engagement in a challenging area and to identify and set community priorities reflective of the community as a whole.

During the time the project took place, the Parr area also had in place a neighbourhood management team (re:newparr) which was being piloted by St.Helens Local Strategic Partnership. This pilot aims to tackle quality of life ("liveability") issues in communities through better management of the local environment, increasing community safety, improving housing stock, working with young people and encouraging employment opportunities. Parr has been chosen by the council to champion the project, which will be the trailblazer for future schemes to deliver more relevant local public services and put local people in the driving seat of change.

The local police team have worked closely with re:newparr in order to bring together the Parr community and local public service providers to deliver long lasting regeneration to the Parr neighbourhood. The identification and delivery of public priorities embedded in this project is aimed at being more responsive to local residents. The project aims to provide residents with an opportunity to voice their ideas and concerns with the police and key service providers and to have a real say in setting the priorities for their area. (There was no additional funding to undertake this project.)

Having identified in the scanning stage that there was a gap in community engagement, the first part of this project was to establish an effective way of speaking with the local community. It was decided to achieve this by holding a public meeting, (called 'residents partnership') in a location with easy access to people from across Parr. In order to maximise attendance, the public meeting would be advertised throughout the ward by various means; letter drops to residential properties, posters in shops etc. Having a number of public meetings over a period of time would provide some consistency to this project. The first meeting was therefore held in August 2007, the second in October 2007 and the third in January 2008. On each occasion, a 'resident partnership' meeting was held at lunchtime and then a further 'resident partnership' meeting was held in the evening in order to try and maximise participation rates. (The meetings already in existence in Parr, such as the tenant and residents meetings, would still take place during this period.)

In order to provide accountability to the meetings, the 'resident partnership' meetings would be chaired by the local re:newparr manager who would provide a presentation at the beginning of each meeting regarding current work ongoing in relation to the "liveability" objectives of re:newparr. A crime and disorder presentation, including crime data would then provided and explained by the local neighbourhood Inspector. As part of this, the Merseyside Police DVD Annual Report (a short video containing footage of police operations, crime data and public feedback) would also be shown in order to provide some visual context to the objectives and success achieved by police in St.Helens Basic Command Unit (BCU). It is important to note here that a key part of this engagement mapping process was to obtain 'buy in' from the local police team, re:newparr and partner agencies in terms of offering support and resources to deal with the problems identified by the public. It was therefore important that the re:newparr manager and neighbourhood Inspector attended every public meeting during the time the project was in place to ensure their accountability in dealing with the issues raised by the public.

Engagement mapping would be used as an analytical tool for this project in the following way. At the first meeting, (held in August 2007) the community would sit in groups, depending upon where they lived/worked. Each group would be given a large map of Parr and asked to plot their 'crime & disorder hot spots' on the map. In order to minimise bias, each group would be told to decide between themselves what they felt their problems were, where they felt they were happening and then to place a 'dot' on the map to reflect these problems. If only one person thought there was a problem, one dot was used, if the group collectively felt there was a problem, lots of dots were used. The groups would be told they could identify **any** problems, which they felt related to crime and disorder. In order to help identify long term problems, residents would be informed to identify problems which they felt had been occurring for some time (at least two months). PCSO's and local council wardens would facilitate this process by each sitting on a table with the community groups to help co-ordinate their hot spot mapping.

At the conclusion of the meeting, the group maps would be taken away and all the identified priorities (coloured dots) would be placed onto one 'final' map. The 'final' map would then be analysed by the local neighbourhood police team and re:newparr. As part of this analysis, police calls for service and crime reporting data would also be obtained and compared to the problems identified on the community map. Analysing police calls for service and crime reporting data would identify police 'hot spots' that would then be plotted onto a plastic sheet, which would be placed over the top of the Parr community engagement map. This would then provide a map of Parr with community priorities on and also a map of Parr (on the plastic sheet) with police priorities on. At this stage, the maps would enable an analysis of police priorities against community priorities.

This map (both the community map and the police plastic overlay map) would then be taken to second meeting (October 2007) and the community could be provided with an update of police and partner actions in response to the problems identified at the first meeting. The third meeting (January 2008) would provide a further opportunity for the police to provide a detailed update of the actions undertaken in response to 'hot spots' identified from the engagement mapping process in August and to again confirm community priorities.

The challenge of this project was to find a way of increasing public participation at such meetings in order to effectively identify community priorities. The simple process of mapping problems on a map with 'sticky coloured dots' is thought to be able to overcome this challenge. The engagement mapping process was thought to be effective in terms of making the public 'feel' the experience of being involved in priority setting and to 'feel' a direct part of the subsequent police and partner response to their identified priorities. The hypothesis of this project was therefore to increase levels of community engagement in a challenging area and to identify and set community priorities reflective of the community as a whole.

### **Response**

The methodology of engagement mapping was rolled out as part of the response to addressing the issues of public engagement and priority setting. The first measurement of success for this project was to overcome the challenges faced in the Parr area in terms of community engagement. This objective has been achieved following the increase in attendance rates at each meeting – 40 at the first meeting in August 2007 to over 100 at the third meeting in January 2008. This really is a fantastic turnout considering the deprivation issues which affect the area and the limited resident participation which previous meetings had experienced. The local community said they really felt their voice was being heard and it was therefore worthwhile for them attending the meetings.

Another measurement of success for this project was to address the issue of how to identify community priorities. This project and the use of the engagement mapping methodology as an analytical tool has achieved this objective with the following community priorities being identified (Figure 3).

**Figure 3 – Community Engagement Map**



**Figure 3 – Key for community priorities from above map;**

- green dot = ASB
- yellow dot = drug dealing/taking
- blue dot = under-age drinking
- red dot = speeding vehicles

**Figure 3 – Key for police priorities from above map;**

- green star = ASB operations undertaken (e.g. in open land / parks)
- purple oblong = drug warrants/searches executed
- purple triangle = reports of ASB
- red letter 'G' = Graffiti reported & removed
- black dot = reported alcohol misuse & alcohol removal

It was interesting to note that the problems identified above were decided by the public as their priorities in terms of crime and disorder for the areas in which they lived/worked. Utilising local wardens and PCSO's in each group helped to try and identify the elements that can most easily and effectively be tackled to resolve these problems e.g. at what times and days were the problems occurring, possible reasons for why there occurring and who was believed to be involved. The below information provides an overview of the community priorities as identified from this methodology.

**Gaskell Park, Epsom Street, Bramwell Street & Charnwood Street** - There were a large amount of ASB 'dots' and under-age drinking 'dots' on the community engagement map and police data also showed a large amount of calls for service relating to ASB, arson and street drinking offences. Information from community meetings and local wardens also identified problems with graffiti in this area and the community residents stated they did not feel safe in the park or the bordering roads.

**Allanson Street/ Ramford Street** - There were a large amount of ASB and drug dealing/taking 'dots' on the community engagement map. Police and partner data showed a large amount of calls for service relating to criminal damage, ASB and arson. These areas were a very run down part of the community and intelligence suggested there were a large number of nominals responsible for drug dealing/using living within the area, along with prolific offenders for burglary, theft and vehicle crime.

**Boardmans Lane** - Police intelligence identified graffiti, ranging from 'tags' to racially & sexually offensive material that had recently been placed on a newly erected large fence erected around the perimeter of a re-development of land at this location. There were a small number of ASB & drug dealing/taking 'dots' on the community engagement map for this location but interestingly, there were no 'dots' on the community map relating to graffiti at this location.

**Ashtons Green Drive, Derbyshire Hill Road** – There were a large amount of ASB, drug dealing/taking, speeding vehicles and under-age drinking 'dots' on the community map. Police intelligence also suggested there was a high level of drug activity in this area. Police calls for service for this location mainly related to ASB, some of which was linked to a local youth club situated near to a small shopping precinct which had flats above the shops. Police data also highlighted a past problem in this area following a newly built children's playground next to the youth club.

It was interesting to see that some of the problems and their associated locations identified by the community were different from the police data. There was clear evidence that without this level of engagement, the community priorities may never have been identified. In turn, this could have resulted in a reduction of police confidence and satisfaction levels as the public felt the police never did anything about their problems. This method also provided the Neighbourhood Action Group, which was clearly not delivering what we wanted to do in terms of community priority setting, to address these identified priorities.

#### **Assessment:**

In relation to the community priorities, the problem solving triangle of location, offender and victim was adopted for each 'hot spot' and actions were taken which resolved the issues identified. A summary of the outcomes of this work is highlighted below;

- An intelligence process was set up between at the local re:newparr officer. Members of the public could go into this office and confidentially provide intelligence which was then fed into the police system and encompassed within the NIM process. Over twenty pieces of intelligence were reported in this manner during the project.
- In response to the reports of drug dealing taking place at a number of addresses, warrants under the Misuse of Drugs Act 1975 were executed. Between August 2007 and January 2008, there were a total of over 50 drug warrants/searches completed in the Parr area.
- Close partnership working was built with St.Helens Borough private landlord liaison officer. Information received from the community engagement process regarding nuisance tenants was provided to this officer. This assisted to evict private tenants who were undertaking anti social behavior (including any drug / illegal activity) in the 'hot spot' locations resulting in five tenants being evicted as a consequence of ASB and criminal damage to properties. One tenant landlord was also issued with a prohibition order for overcrowding.
- Multi-agency school visits took place during the 6 month period in order to educate children at grass root level on the affects of ASB, criminal damage, graffiti, firework dangers & alcohol related issues.
- The local police team and partners successfully encouraged local children in the community to participate in activities to improve the community :- e.g. Litter pick up days, 'skip- rubbish removal' days.
- A number of anti-social behaviour contracts (10) were issued, holding individuals and their parents, to account for their behaviour. This has been a success and has had not only an impact on calls for service but also prevented

youths from obtaining criminal records.

- A total of 771 stop forms in the area were completed by the police during the 6 months of the project.
- This initiative was vital in gaining community intelligence against known offenders and the eventual securing of two ASBO's within the Parr area. Further to this, and as a direct result of information received from this engagement process, a CRASBO application was made to court for an individual who targeted vulnerable residents in the Parr and was responsible for deception and fraud offences.
- Youth referrals were made to the fire service and joint police / fire service school presentations were delivered. This work has had a positive reception by the local schools.
- All licensed premises were visited in Parr during this project and a number of test purchases were made, leading to several local off-licenses being officially warned regarding the sale of alcohol to under 18's. In addition, since August 2007 to January 2008, there have been a total of 65 bottles/cans of alcohol recovered from youths in the community engagement mapping hot spots.
- A number of mosquito devices were fitted in the ASB hot spot locations of Ashtons Green Drive and the Bramwell Street. A mosquito device was also fitted on a local church following a problem which was identified from this engagement process. These devices have been successful in dispersing large groups of youths.
- A football tournament was arranged for local youths. This was attended by over 60 male youths from the area, each player received a medal and the winning team 'Parr Boyz' received a trophy from the local police. This tournament was advertised on Merseyside Police website and photographs of the winning team were placed in the local free newspaper.
- Results of the actions undertaken in response to the identified community priorities were communicated in Parr via letter drops and newsletters.

### **Key Outcomes**

In addition to the above, there were a number of key outcomes of this project. Since August 2007 to January 2008 there was a 20% decrease in police calls for service relating to ASB alone, even though one of the aims of the project was to enhance community involvement and actively encourage local residents to contact the police.

A key part of this project was to increase confidence and satisfaction levels of police / partners from local residents by ensuring they felt they had a voice in priority setting and subsequent response. It was important the public felt they had an effective avenue to speak about their problems and those issues which mattered most to them. Attendance rates of the meetings throughout the project would suggest this objective was achieved. In addition to this, the public stated they had seen an increase in visibility of both police and partner resources in their identified 'hot spots'. A key part of this feedback was that the public felt they had themselves contributed to the successful outcomes of their identified problems from the engagement mapping process and felt confident that if they called the police or provided information to the police, they would be listened to and get a positive response.

Public meetings within this area in order to identify community priorities have now been embedded within the neighbourhood. The residents partnership meeting is now chaired by a local resident who has been granted a seat on the main re:newparr board. St. Helens Local Strategic Partnership have also selected three additional areas within the borough (Thatto Heath, Town Centre North and the Four Acre estate) for the roll out of neighbourhood management due to the success of re:newparr. The engagement mapping methodology, the key part of this project, will also be rolled out across the Borough as part of the 'resident partnership' meetings. This methodology will be used to identify local problems and set community priorities across St.Helens. This clearly maintains community involvement in the priority setting process and provides some sustainability to the objectives of this project.

The engagement mapping methodology provides an opportunity for local residents to identify, interpret and discuss their perceived risks and threats to their safety. It is the community priorities ('sticky coloured dots') which residents have stated affects their level of fear and safety. This project has therefore provided the residents with an opportunity to see positive changes to the 'signal crimes' which affect their levels of fear. Neighbourhood Policing aims to provide local people with access to local policing services through a named point of contact and influence over policing priorities in their neighbourhood. The methodology of this project effectively achieves this aim.

State number of words used: 3987

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

The Neighbourhood described by Ch.Insp. RICHARDS in this application is probably the most challenging in the BCU, both in terms of its position in relevant indices of deprivation, and in terms of the volume and variety of calls for service. A largely embattled community has traditionally withdrawn from co-operation with the Police, towards a position of 'learned helplessness'.

The Community Engagement methods described herein have given that Community a voice, and an involvement as an integral part of the problem solving process. As a service we often rely on our records, our databases and our own often restricted (and organisationally arrogant) view of what affects the lives of our communities. In the approach described here, we have been able to draw on the real, daily experiences of community members, who have been able to provide a unique insight into their own view of the 'victim/offender/location' dynamic in their neighbourhoods, converting that experience into practical and operational planning and activity. As per the 'reassurance model' that activity, delivered with the full support of partner agencies, and reported back to communities, has fuelled a burgeoning sense of positivity which has in turn drawn more and more people into the process. The concomitant growth in Community Intelligence, Community involvement and Community optimism has undoubtedly contributed to the significant reductions in crime and calls for service described.

The lessons learned from the work carried out in the D2 Neighbourhood of St.Helens have been widely promulgated as 'best practice' in Force and have, and will continue to form the basis of our Neighbourhood Policing approach in St.Helens.

Peter.J.EDGE  
Superintendent  
Operations.

### **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.qsi.gov.uk](mailto:Tilleyawards08@homeoffice.qsi.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.