



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. Operation Sherbrooke
2. Tackling repeat burglary dwelling

Author contact details

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Endorsing representative contact details

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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:

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).*

Introduction

Knowsley BCU is one of six BCU areas in Merseyside. It is split into three areas C1 Kirkby, C2 Huyton and C3 Halewood and Prescott, these areas will here after be referred to as C1, C2 and C3 in this submission.

Merseyside Police mounted Operation Sherbrooke to address two linked problems.

1. Repeat and near repeat burglary within the borough of Knowsley;
2. The optimal use of a new personnel resource whose deployment has proven problematic in some areas. PCSTOs were trained in target-hardening skills, and surveyed recently burgled homes and those in the near vicinity.

Scan

In earlier work in Knowsley, it was found that the level of repeats was substantially reduced when officers attending a burglary carried out a quick security survey, with appropriate follow-up actions. However, implementation of the scheme was incomplete. More recent research emphasising how burglary risk is communicated across space (usually some 400m) and time (usually up to six months) makes implementation via response officers even more problematic. Discussion about PCSTO skills and motivations identified them as an ideal resource to implement the initiative in a more complete and satisfactory way.

Analysis

When analysed, repeat and near repeat burglary was

- extensive, accounting for a maximum of 30% of the presenting domestic burglary problem.
- disproportionately on the same street or side of a road
- mostly within a short period of a prior burglary.

This pattern reflects that of the literature on repeat victimisation generally

Response

Merseyside police's response was to instigate a new problem-solving approach, targeting hot spot locations. This included:

- training CID and CSI officers in home security assessment methods, enabling them to give instant feedback at the scene
- expanding PCSTO role to include crime reduction methods including home security assessments
- providing re-assurance to victims, and practical guidance to prevent a further occurrence
- informing local people through targeted and regular communication channels
- working in partnership with the Council's Warden Service and housing associations

Assessment

Domestic burglary fell in the targeted C3 neighbourhood relative to the remainder of the BCU. The decline was modest but statistically reliable. Several features in analysis suggested that the mechanism of the decline could be linked to the initiative.

State number of words: 368 words

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.*

Scan

In 2000, a burglary reduction project in Knowsley, Merseyside was implemented. This was substantially an implementation failure, but it was found that where implemented, the risk of subsequent burglary victimisation was significantly lower than where it was not implemented. This could not be accounted for in terms of officer experience or time of burglary, as detailed below.

The earlier project was based around uniformed police officers completing a simple tick box security assessment at the scene of a burglary dwelling and advising the victim on what security measures to take to avoid a repeat attack. Security assessments were passed on for further action to the local police crime prevention officer/architectural liaison officer.

Taking advantage of the fact that officers were either 'completers' or 'non-completers', and that their years of experience and shift 'hosting' a burglary did not differ as between completers and non-completers, the question becomes whether homes where a security survey was completed, differed from those where it was not, in terms of whether a subsequent burglary was suffered. Of the 1107 households with the relevant information to hand, there was a reliable difference in whether a subsequent burglary victimisation occurred according to whether a survey was completed on the occasion of the first burglary, with an odds-ratio 1.69. Thus homes burgled without a survey were thus two thirds again as likely as surveyed homes to be re-burgled.

If completion rates had increased over the course of the project, this finding would almost certainly be spurious, there being less time for revictimisation where a survey had been completed. This did not happen. If we take the results at face value, those officers who declined to carry out the survey thereby facilitated the revictimisation of many of those they were charged to help. The conclusions were clear, although tentative. The project succeeded where it was implemented, and the introduction of the police community support and traffic officer, hereto referred to as PCSTO, permitted a new modified approach, modelled on that described here, to be trialled, in an attempt to allow a more satisfactory test of the approach's preventive potential.

The previous work established both the existence of a repeat victimisation problem in Knowsley and its apparent tractability by swift assessment and remedy of risks to those already victimised. Two things need to be taken into account in the revised approach.

1. More recent research shows how much that risk of a burglary is elevated to the homes in the immediate surroundings of a burgled home, and for a limited period after the initial burglary. Not to extend the initiative to homes near those burgled would be illogical.
2. Given that implementation using police officers proved difficult, and would be impractical if neighbouring homes were included, an alternative resources is needed. Appropriately trained PCSTOs seem ideal as that resource.

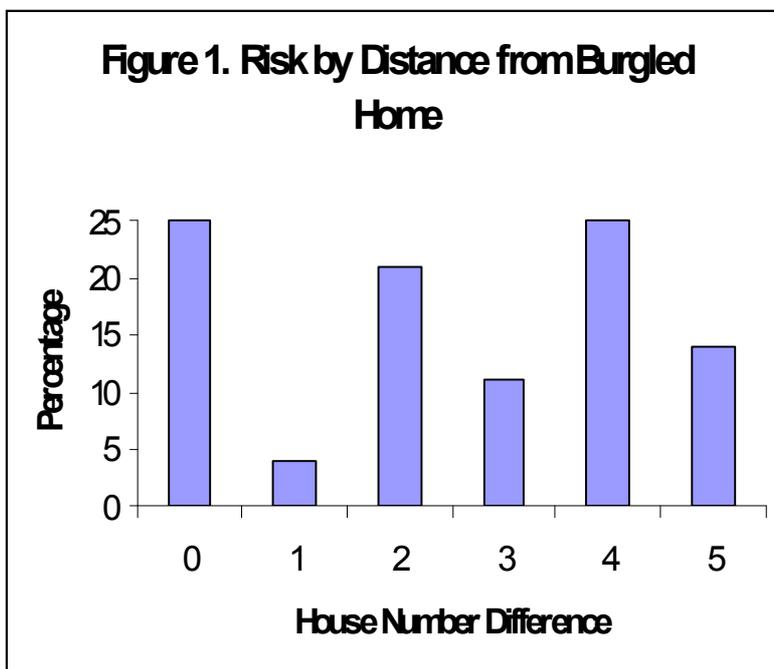
In short, Two factors informed the development of the work described in this submission from that prior knowledge. The first was recognition that the problematic factor in implementation was the readiness or capacity of officers attending burglaries to make the necessary initial assessments. The second was growing awareness that repeat victimisation is just a special case of the communication of risk, so that risk of a burglary is elevated to the homes in the immediate surroundings of a burgled home, and for a limited period after the initial burglary.

The approach taken here addresses the above two points as follows.

1. By equipping PCSTOs with crime prevention skills and deploying them to burgled homes and their near neighbours in an attempt to reduce the communicated risk.
2. To do this in a way which does not require for implementation sophisticated techniques like ProMap software, although it is recognised that in the middle and long term, ProMap is a good way forward.

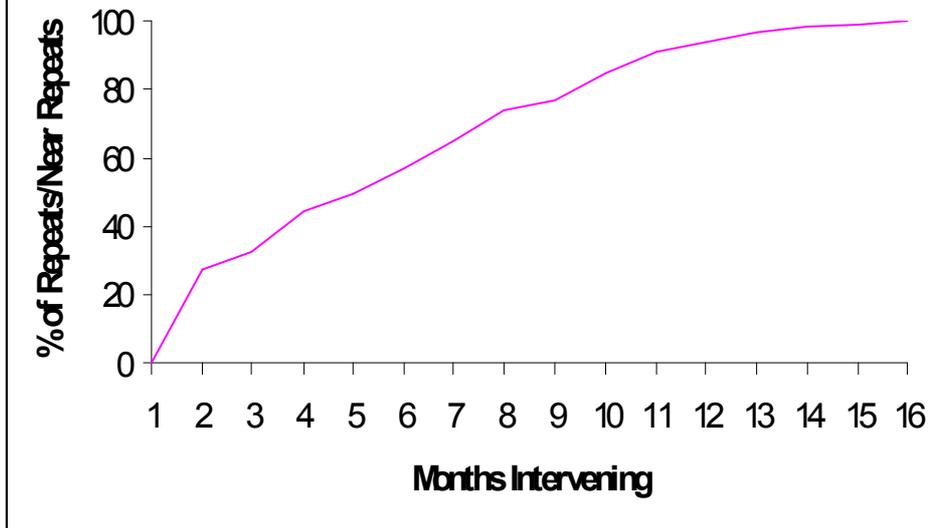
Analysis

To justify the approach taken, it must first be shown that a non-trivial proportion of burglaries occurs to the same homes and their near neighbours. Taking a sample of two hundred streets for the period from the beginning of 2006 to the end of June 2007 for the whole of C division, it was found that 30% of burglaries clustered in street segments, ie either as repeats to the same homes, or within plus or minus five street numbers of a previously burgled home. Of these exactly one half of repeats and near repeats took place within a three month period, echoing the results of research on the topic generally. It was thus concluded that the concentration remains enough of a problem to justify the project described here. Figure 1 also shows a familiar result, namely that risk is greater in homes on the same side of the street (generally). Homes at a distance of 2 and 4 house numbers have higher risks than those at 1 and 3 distant. Direct repetition is most common and is understated in Figure 1. Only one home (say number 42) is available for a direct repeat, but a burglary at number 42 confers risk on two homes at one number distance (41 and 43). Thus Figure 1 halves understates the apparent risk of a direct repeat.



The repeats and near repeats took place tended to occur quickly, echoing the results of research on the topic generally (see Figure 2).

**Figure 2. Time Between Repeat/Near Repeats
(Cumulative)**



In summary, the analysis suggests that the scale of the potential benefit justifies the initiative. It also suggests that the patterns in Knowsley are the generally recognized ones. It should be noted in passing that there are incidental benefits in providing PCSTOs with a clear role in the community, which will facilitate information flows which may aid later detections. In short, the initiative should not be regarded as an end in itself, but as a means of providing a route to numerous policing and crime reduction benefits.

Response

Having identified gaps in the original process for completion of the burglary assessment booklets and the cost of that to victims, a implementation team was put together consisting of Lynsey Cullen Extended Police Family Co-ordinator, Constable Paul Martin Crime Reduction Unit HQ and C3 Neighbourhood Sergeant Simon Thompson.

The first consideration was putting a process in place. Knowsley CID currently runs a daily 'burglary car', which is staffed by a detective who visits all the burglaries in the area that day, this officer was seen as the perfect person to record the initial security assessment at the victims home and make any recommendations on upgrading security or highlighting vulnerability at an early stage. The officer would complete a simple tick box assessment and give the victim a copy, forwarding the other copy to the crime reduction officer.

PCSTO staff from that area would then post specially designed 'burglary alert' cards into the houses nearby, warning a burglary had taken place and giving a number to ring to arrange for a security assessment to be carried out by a PCSTO. They would then carry out any assessments of near neighbours. This has become so popular that community groups now regularly arrange for officers to attend the whole street to complete assessments.

Local neighbourhood wardens would then leaflet nearby streets with Home Office crime reduction material, again included in this is a telephone number to contact the local police for a security assessment to be carried out.

The central character in this process is the crime reduction officer, who maintains a database of the burglaries visited

and arranges through neighbourhood sergeants for PCSTO staff to recall to victims after four weeks to see if any recommendations have been carried out. The Knowsley CDRP provided a small amount of funding for purchase of small security devices such as door chains, memo minders, window detectors and personal attack alarms for the PCSTO staff to be able to give out to vulnerable victims.

Agreement of this process was given by the area commander of Knowsley and the Chief Executive of Knowsley Borough Council.

Literature was then designed and ordered, the cost coming from Knowsley BCU fund. This consisted of a 'what happens next' booklet for the victim and a tick box carbonated security assessment for the CID officer to fill in. 'Burglary alert' cards for PCSTO staff, which also contained a space for officers to put a direct phone number for contact by the householder and a specially designed booklet containing ten carbonated tick box security assessments for PCSTO staff to use.

Training was the next stage, over a six week period covering April to May 2007, all CID staff and PCSTO staff in Knowsley were given training in how to complete the tick box security assessment, the process was explained and all officers were told of the importance of correctly completing them.

The training was completed by Sergeant Thompson, who is a qualified crime reduction officer and architectural liaison officer.

The pilot was launched on Monday 4th June 2007, since that date 712 assessments have been completed across the Knowsley area, at 126 of these addresses some form of security device was given to the householder.

The benefits of this scheme are;

- Immediate police attention to vulnerable crime locations.
- Increased levels of skill/expertise of staff.
- Increased motivation/direction of PCSTO staff in community.
- Low implementation cost.
- Increased confidence and satisfaction levels within community of police.

The enthusiasm showed by PCSTO staff in completing this 'new' role was instrumental in the implementation team putting together a four day crime reduction training program, based on the course undertaken by crime reduction officers.

Lynsey Cullen and Simon Thompson put together a four day training program for sixteen PCSTO staff from across the area. The training included the following;

- The ten principles of crime reduction.
- Designing out crime.
- Problem solving.
- Partnership working.

The main strand running throughout the week will be a "real life" problem identified by each Neighbourhood Inspector, students will be working within their Neighbourhood Teams to problem solve the issue.

Splitting the group into respective Neighbourhoods and providing them with a "real life neighbourhood issue" was proven to be very successful. This provided each of the groups the opportunity to put the learning into practice and take it back the workplace. At the end of the week each group presented the findings to their supervision, the feedback from every group was very positive, the quality of the presentation of the findings was excellent. Each area now had PCSTO staff trained to a good standard in the processes of crime reduction, the area crime reduction officer is able to task these staff with issues he would normally have to deal with, freeing up his time.

Assessment

Because the project is in its early phase, any gains are expected to be modest. The incidental gains, in terms of a

work focus of a group within the police family with a less than clearcut role, and citizen satisfaction, are not to be understated. It is felt that grown properly, there will be additional benefit in prevention, as PCSTO skills develop, and in detections, as information flows through the PCSTO route as their role in the community becomes established. However, for the moment, a provisional analysis with limited data tests the following notions.

1. That burglary in the area targeted (C2) fell during the project period more than elsewhere in the division.
2. That it did so by becoming less concentrated on particular streets. This is what would be expected if the effect were contributed by the reduction in repeats and near repeats and is a convenient way of assessing the project which avoids some problems of looking at repeats and near repeats from different lengths of pre-and post implementation.

Although statistically reliable, the monthly reduction in domestic burglary in C2 amounted to a reduction of slightly less than two per month, in comparison with a monthly increase of 0.2 elsewhere in the division. As stressed above, these were early days for the project and any decrease at this stage a bonus. As an aside, it should be said that the proportion of burglaries which were attempts was 50% higher in C2 than elsewhere during the scheme, so an analysis restricted to completed burglaries would reveal a slightly greater effect. Of course, an attempted burglary is in some senses a success, the intruder having been thwarted.

Of perhaps greater interest is the change in concentration, which would be expected were the mechanism of the reduction to be a reduction in repeats and near repeats. The results are summarised in the simple table below. Because the scheme period is shorter, both C2 and the remainder of the division have fewer streets hosting three or more burglaries. The more important point is that the decline is much greater in C2, declining to 24% of the pre-scheme number, whereas the remainder of the division fell to only 40%.

Table 1. Numbers of streets suffering three or more burglaries

	Pre-Scheme	Scheme
C2 Sub-Division	45	11
Rest of Division	80	32

The assertion was made that as the initiative progressed, the effect should become more marked. To test this in a preliminary way, the number of streets hosting two or more burglaries during the first five months of the scheme were contrasted with the number hosting two more more during the following four months, ie until the point of the assessment. Because the latter period is shorter, there should be fewer such streets in the later period. So it proved. The important point, however, is that the decline was very much greater in C3 than elsewhere, as the table below shows. The question may be asked why the threshold was reduced from the three burglaries per street in the earlier analysis to two here. The pleasing answer is that no street in C3 suffered a third burglary between December 2007 and March 2008.

Streets hosting 2+ burglaries, post-initiative

	Jul '07 to Nov '07	Dec '07 to Mar '08
C3	24	6
Elsewhere	41	24

This is consistent with an improving scheme, but is not conclusive. Further and more refined analysis should of

course be undertaken as the scheme beds down, but enough about the presenting problem, the crime change achieved, and the important incidental benefits has been established for the initiative to be regarded as promising.

It is interesting to note however that C3 was the only area where the police worked with the partners, by using the alarms and door chains to effect an immediate target hardening and utilising the neighbourhood wardens to leaflet near streets and the local regeneration team to cut down hedges and get rid of graffiti. C3 engaged in much more work in the surrounding area of the burglary. Good neighbourhood leadership and direction is important for PCSTO staff in problem solving and the figures make interesting reading.

As mentioned in analysis, other benefits could be expected from this simple process,

- Increased morale amongst trained PCSTO staff.
- An increase in confidence and satisfaction of Merseyside police and PCSTO's generally by community and partners.
- Increased intelligence links into the community by PCSTO's through increased trust.

It was recognised that giving advice on practical security improvements, coupled with face to face contact from the Police, would provide a two-pronged positive result - a better secured property against further attack, and a resident who felt re-assured by an active police presence and positive action.

'Your Voice Counts' leaflets evaluate the effectiveness of Merseyside police in the community. Comments have been positive and some are included as case studies along with comments from PCSTO staff and partnership colleagues.

Tommy Swift, Macketts, Halewood:

"At Macketts Lane Community Association last June, a PCSTO explained how we could get a free security check. I phoned Halewood police station, spoke with Sergeant Thompson, who explained how the security check system operated. He answered all my questions and arranged for a visit that day. PCSTO Michelle Hardie came, and I was very impressed with her knowledge, and very clear and good advice. I personally believe that from contacting Sergeant Thompson, the whole check was done efficiently. I would recommend this free service and advice. Thanks to the police for this excellent service."

Linda Ryan, Arncliffe, Halewood:

Linda Ryan is a vulnerable resident, living in a high burglary-target area. Although she had not become a victim of burglary herself, immediate neighbours had suffered from burglary.

Upon receiving the 'burglary alert' leaflet, which highlights home security assessments, Linda telephoned the local police station.

PCSTO Michelle Hardie visited immediately. She discussed Linda's concerns and assessed her home, recommending an intercom system for the front door, so Linda could speak and ascertain the caller's identity. This was particularly important as Linda is registered blind. Linda commented: "The response I got was brilliant, it was very prompt, and the advice was professional and friendly. I now feel a lot safer, and always use my intercom."

Sue Room, Okell, Halewood

PCSTO Lindsay Gibbons made a personal visit within 24 hours of the initial investigation by CID. She recommended several security improvements including locks to side gates, gripper on the top of gates, fencing, and sensor lighting on all external walls.

Sue was very impressed with the response. She commented: "The attempted burglary really frightened and unnerved me. The fast and efficient response of the police was very re-assuring, and the positive action that they recommended was extremely useful, and makes me feel safer. I've recommended home security assessments to my family and neighbours."

PCSTO feedback

PCSTO Len Friday C1, said: "This initiative has given the neighbourhood inspectors the capability of deploying rapid responses to crime hotspots, to get detailed assessments. This can only be of benefit to the community and vulnerable victims."

PCSTO Louise Croft C2, "This initiative and training has given me a whole new outlook on my role, its fantastic".

PCSTO Lindsay Gibbons C3, is confident and enthusiastic in carrying out her new duties. She explained: "The feedback we've had already from residents has been really positive, and many are keen to take up our advice and better secure their home. People have listened to us and taken our advice. We also found that they talked positively to their neighbours, helping to spread the word and encourage more people to better secure their homes. It is rewarding to hear that, and know that you've made a difference."

Partnership involvement

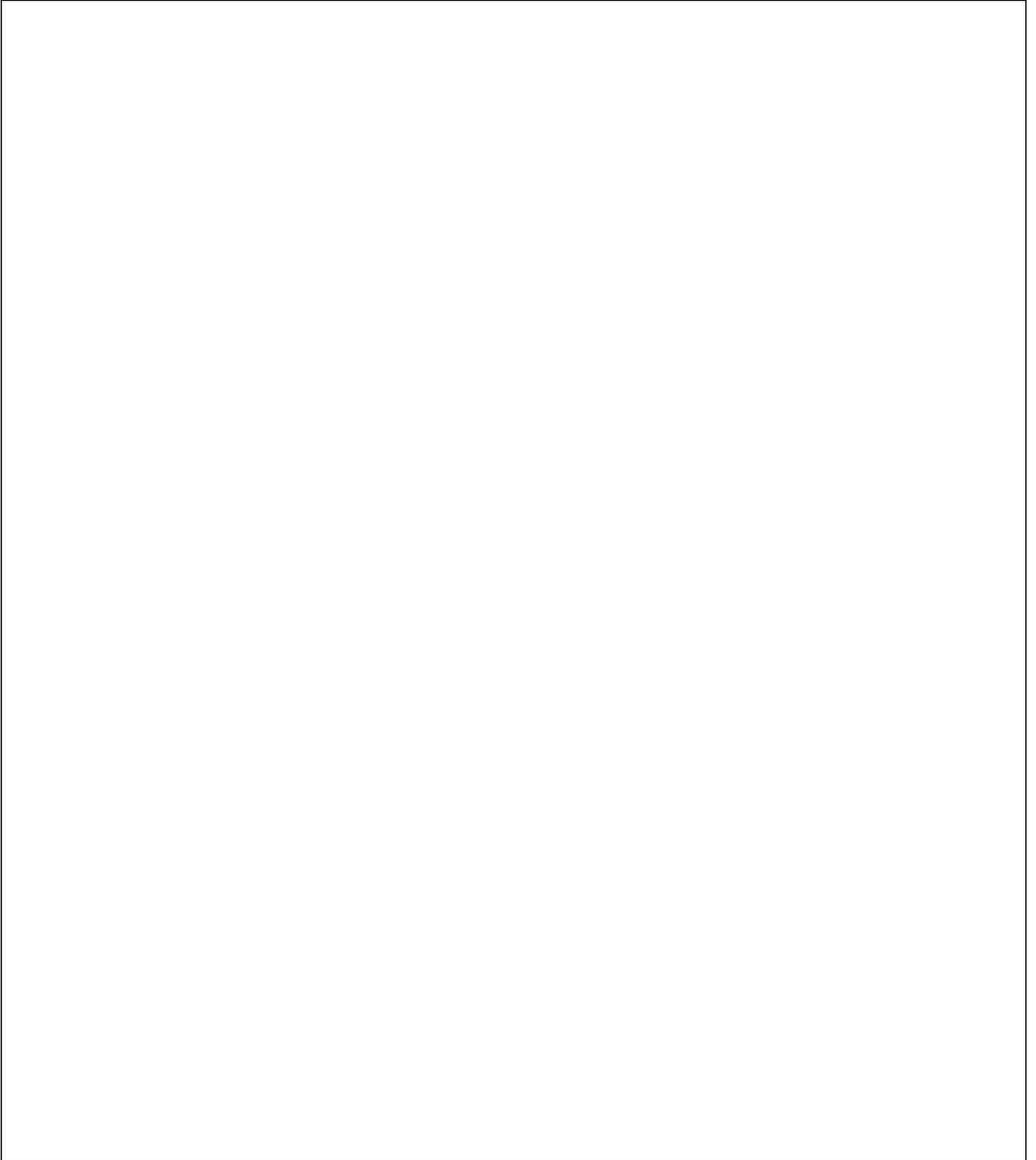
Ken Harrison, Knowsley Council's Area Relationship Director for Halewood, has seen the huge change. He commented: "We have a very workable and trustworthy partnership and neighbourhood centre set up here in Knowsley, and I am pleased that this unique initiative has now been rolled out boroughwide. It's really made a difference to the hotspots of Halewood, which we regularly discuss in our monthly Partner Task Groups."

Councillor Dave Smithson, Chairman of Halewood's Area Partnership Board, is fully behind the initiative. "It is really important that we work together to tackle issues in this area. It is worthwhile to see Merseyside Police develop this unique initiative, and the PCSTOs very real commitment to making a difference. The PCSTOs regularly come into Halewood's Neighbourhood Centre to meet with wardens, area development officers and community development staff to share information for the good of the wider community."

Steve Agger, Assistant Chief Executive, Crime and Disorder Reduction Partnership Knowsley says: "We are proud of the close working relationship we have across all agencies and with the police in particular. This has resulted in a true reduction in crime in recent months and for the future, a willingness and optimism that we can tackle and resolve the current challenges we face."

It is recognised that since the inception of PCSTO staff there has been much discussion, a lot of it negative, regarding their role in the community. Merseyside police is utilising the skills of these individuals in a innovative way, which is lifting the morale of those staff and increasing the visibility of uniformed officers in the community and by so doing increasing the confidence and satisfaction of those residents and reducing crime.

State number of words used: 3305 words



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.