



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 Minx:
2. Anti-Social Behaviour caused by the misuse of motor-cycles on land other than roads:

Author contact details

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Endorsing representative contact details

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13. 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):

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

Scanning:

In 2003, an increased number of concerns were raised at public meetings in North Cumbria relating to the anti-social behaviour caused by motor-cycles being ridden in parks and open spaces. In considering the problem, it quickly became evident that there were poor recording processes to assess the size and nature of the problem. Moreover, there was no co-ordinated response being taken by the responsible authorities. It was a problem about which little was known and to which no effective solutions had been applied.

Analysis:

With better recording mechanisms introduced, analysis quickly revealed the true scale of the problem. Calls registered a maximum of 20 per week in the Summer of 2003. Moreover, the number of calls for service was growing and reached a peak in 2006, (1238 received by the police), a figure which represented almost 7% of all calls relating to anti-social behaviour during that year. When also considering the fact there clear trends over offender categories, times and locations, it appeared to be a problem that could be more effectively tackled.

Response:

Operation Minx was launched in February 2003 with the ultimate objective of raising public confidence in a co-ordinated approach to the problem and reducing the number of calls for service received in relation to this type of problem.

The initial thrust of the Operation was approaching the problem with an 'Intelligence-Led' philosophy and so profiling and identifying offenders without necessarily needing to 'catch them in the act', the only response previously used and which was not effective.

Various responses were developed and trialled and several proved to add little value in tackling the problem. Operation Minx continued and developed through subsequent years.

Assessment:

It was not until 2007 that North Cumbria actually saw a reduction in calls for service relating to this type of anti-social behaviour, but the fall was significant, by almost 29% compared to 2006. When considering specific 'hotspot' locations, where specific interventions had been taken, the reduction was even higher. Keenan Park, in the ward of Harraby had been a major catalyst in the launch of Operation Minx. During 2006, 244 calls had been received for this area alone. In 2007, the figure had fallen to 90, a reduction of 64%. The key response was identified as the situational target hardening undertaken at entry and exit points and at strategic points along journey routes in that area.

State number of words: 395

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:

In early 2003, the problem caused by off-road motor cycles was a growing concern for many communities in North Cumbria. At this time, the author was a Local Policing Team Inspector for Carlisle South, which covered three Wards in the locality. Attendance at Neighbourhood Forums and Residents Groups revealed the matter to be a common cause of complaint. Discussions with the other Team Leaders revealed the problem was not restricted just to the South of Carlisle, but was also a growing problem in the other areas.

At this time, the true scale of the problem was not acknowledged. Incident classifications disguised the matter within other anti-social behaviour reports and there was no accurate way to measure even the number of calls to the Police. Recording methods were introduced which quickly revealed a large problem. Monitoring calls throughout the rest of that year revealed over 600 calls for service in North Cumbria. This figure potentially represented only the tip of the ice berg, and monitoring over subsequent years supported this view. Moreover, when considering the temporal analysis of the key times and days, and also the geographical focus, this was a problem that could be solved.

However, in February 2003, the figures were unknown and the analysis was not being conducted. Community Officers were frustrated at their lack of ability to deal with the matter. Mostly working alone and on foot, they felt powerless to tackle the issue and yet had to face their community groups at meetings and respond to their concerns. Response Officers would be sent to reports by the Communications Centre with an almost defeatist brief, "I know there is very little you can do, but can you fly the flag in the area of.....".

At this time, the potential links to crime were recognised, but not quantified. Calls of complaint were purely seen as that and there were no steps taken to try and glean intelligence and track calls back to potential stolen motor-cycles.

The difficulties in dealing with this type of problem were acknowledged. The very nature of the complaint made it, in essence, a minor misdemeanour. The Constabulary 'Pursuit Policy' prevented, in most cases, chasing the offenders in vehicles. On foot, officers could never get close enough to gain information to support prosecutions.

However, it was a community concern and complaints were also being raised through local ward councillors. Similarly, the officers of the Council's Parks and Countryside Department were all too aware of the problem, as were the main Registered Social Housing provider, Carlisle Housing Association. It subsequently became clear that different agencies had been working in isolation but had never yet joined forces.

The catalyst for Operation Minx was eventually a very vocal Neighbourhood Forum, covering the ward of Harraby. Within that Ward is the open area of Keenan Park which was subsequently identified as a key hotspot. Residents described many incidents where legitimate sporting and social activities had been badly affected by the misuse of motor-cycles, riding around the area. One of these motor-cycles, responsible for many of the complaints, was described as having lime green mudguards.

A subsequent discussion with another police officer suggested that this motor-cycle would be a Kawasaki. If information such as the colour of mudguards could be processed to provide intelligence to help identify the type of machine, and thereby the offenders, then there was potential to tackle the matter in an intelligence-led approach.

Analysis:

The key to 'Minx' was establishing a true intelligence picture as to the scale and causes of the problem. Whilst data was held on the police systems in relation to calls received, it was hidden within the incident records on the Command and Control system and was not easily retrievable.

Whilst effectively forming part of the 'response' a vital early action was an instruction to all staff involved in this type of behaviour to ensure the word 'Minx' was included in any incident log records. This allowed the easy recall of all related incidents and effectively established the initial benchmark for the problem. This system was introduced in February 2003 and so initial figures did not reflect a full year. Similarly, the figures always carried the health warning that they would only include any incident properly endorsed with the word 'Minx' (subsequent development of the role

of a Community Intelligence Clerk with the Police Intelligence Unit superseded the need for this endorsement in the Spring of 2006).

This system allowed daily records to be maintained which revealed trends of peak activity at weekends and during holiday periods. Temporal analysis of the incidents also showed that afternoons and evenings were also peak hours. Both reflect either the key time for activity or the key time for complainants to be affected, or both.

The total figures for 2003 eventually showed 607 calls for service, with weekly averages peaking at 40 calls in the August period. The warning referred to above, coupled with the belief that the police were not being informed about every incident, suggested these figures were still under recording the size of the real problem. Figures for future years supported this viewpoint.

However, this work throughout 2003 and beyond allowed therefore, for the first time, an in depth analysis of the issue and allowed consideration of what was causing the problem. It quickly became clear that it was possible to break the problem down into component parts, each with its own category of offender, location and victim.

Semi-Legitimate Riders

It was quickly recognised that a significant proportion of the complaints received related to activities in areas where new housing estates had been developed. Activities that had never previously generated complaints, were now contributing significantly to community concerns, even though the same locations had previously been used without complaint. Here, groups of riders would go to undertake scrambling activities, mostly on well maintained machines and wearing suitable clothing. Parents would often accompany children and would convey the motor-cycles on proper trailers or in vans. Whilst offences were being committed, the riders had been left alone in the absence of complaints. It appeared to be the growth of housing estates that had led to the growth of complainants as oppose to an increase in the actual problem. This element of the problem was caused by the fact that individuals had a legitimate interest in a legitimate pastime but lacked the appropriate venue to undertake the activity. It was often enabled by parents or relatives supporting the activity, often practically.

Go-Peds and Mini-Motos

A substantial proportion of the problem in 2003 and beyond related to the use of Go-Peds. This was identified as a separate section due to nature of how the problem was enabled. The machines were seen as desirable by young people and mostly bought as presents by parents or relatives. The nature of the offences committed by their use was not recognised and neither was the impact they had on communities. The phenomenon of Go-Peds was subsequently replaced by Mini-Motos which, in effect, held the same characteristics, but which generated a massive increase in calls. Complaints for both related in the main to use on pavements and roads in housing estates.

Other Open Space Riders

The final classification of rider identified was, perhaps, the most problematic for the purposes of a response. This section included those riders, often on poorly maintained or even stolen, machines and often riding without appropriate clothing or other protection and usually in areas of land set aside for other legitimate uses. As well as contributing significantly to the number of community complaints, their activities were a danger to themselves and others. It was here that there was the clear link across to another 'crime group', namely theft of motor vehicles. Again, during subsequent years, this link became very strong to stolen quad bikes.

One final aspect that became clear through analysis in relation to the 'offender' was that multiple calls were being received about the same rider, or the same machine. The incentive was that small victories could impact significantly on the number of calls for service.

Analysis of locations also quickly revealed the 'hotspot' areas for this type of problem. Primarily the open parks and spaces within the City, mostly under the control of the council parks and countryside units. The nature of these areas compounded the problem, with wide open spaces and little in the way of fencing and barriers. Multiple entry and exit points allowed easy access and escape for riders. Of course, amenities designed to allow the access of public on cycles or horses could not easily be controlled to purely restrict the use of motor-cycles.

Finally analysis of the calls of complaint allowed a better understanding of the 'victims' of this type of activity. As identified previously, a significant proportion of calls related to new housing developments where residents were affected by the noise emanating for motor-cycle activities on land adjacent to their homes. A similar significant proportion of calls were from houses backing onto existing open parkland or spaces. However, in both these categories, it became evident than a small number of callers were responsible for a large proportion of the calls. Indeed, in 2003-4 it was calculated that around 25% of all calls received relating to this problem in Carlisle, were

received from just 3 sources.

Despite the steps taken in 2003 to improve the quality of the data recorded, there were still gaps in the information sets. Local Parks and Countryside Officers did not consistently record or report incidents and Housing Officers recorded them in a manner that does not allow easy retrieval. Similarly, Prosecution records did not allow for easy retrieval of enforcement action taken against specific offence codes of this nature.

In addition, the loss of the police station in the Carlisle Floods of January 2005 meant all the paper records held in relation to the previous analysis of the issues are not available. This has prevented a more in depth numerical description of some of the issues described above.

The performance measurement used by Operation Minx continues to be the number of calls for service received by the police in relation to this type of activity. It was not until 2006, and the introduction of the Community Intelligence Clerk role, that has led to a position where figures can be quoted accurately and confidently, with a specific breakdown of geographies as well.

Response:

Operation Minx was launched in February 2003 with the objective of reassuring the communities of a co-ordinated response to the problem and of reducing the number of complaints and calls for service received.

The primary aim of Minx was to approach the problem caused by this type of activity with an 'Intelligence-Led' response. This approach has been enhanced over the subsequent years, adapting to the changing nature of the problem and developing as partnerships got stronger. This approach has ensured specific responses to issues identified in the analysis, However, the immediate overwhelming requirement in 2003 was of intelligence development; gleaning the information from those 'stakeholders' who held it.

Stakeholders

An Operational Order was issued; ensuring key stakeholders understood their roles and responsibilities.

- The Communications Centre often represented the first point of contact with the complainants, but had never previously been briefed as to what information was useful to local officers to help identify offenders after the event.
- Response Officers, who understood the limitations of the pursuit policy, had never previously been briefed as to the type of information they could feed into the system to help profile the offenders.
- Officers with the Parks and Countryside department held information and evidence but had never before engaged with the police in a co-ordinated approach.
- Housing Officers, who in many cases were dealing with individuals for anti-social behaviour complaints, had never previously made the connection with this type of activity.
- Most importantly, the community had never before been specifically encouraged to report this type of activity, with a level of detail that allowed an intelligence picture to be developed. This included the use of anonymous reports and Crimestoppers.

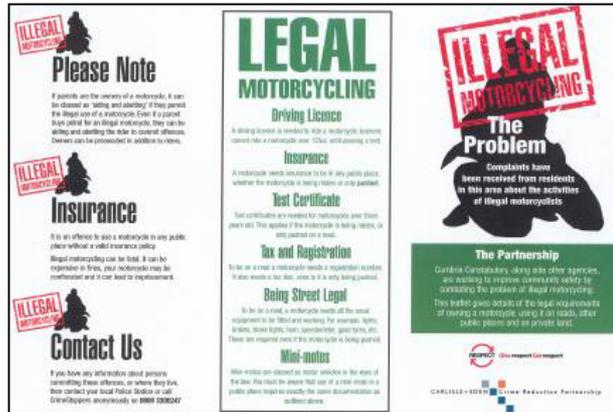
Over the years, this partnership approach has been developed and enhanced allowing an even more co-ordinated stance to be taken. The Carlisle and Eden Crime and Disorder Reduction Partnership have identified Anti-Social Behaviour as one of its priority themes. A 'Minx' Sub-Group was established at the beginning of 2006 and now represents the mechanism to co-ordinate resources and campaigns at a local level. This partnership group includes representatives from the City Council, the Anti-Social behaviour Unit, Parks and Countryside, as well as representatives from the Local Policing Team areas affected.

The CDRP has also been a source of funding to deliver on some of the responses identified and has, for the previous two years, committed an annual budget of £5000. A request for the same amount is included in this year's Action Plan.

Education

The Operation launch was accompanied by good media coverage, specifically detailing the inter-agency commitment and joint operational activity, but also intended to target and educate a key audience. It was clear that certain elements of the problem were more easily addressed than others. For example, many parents did not realise that 'Go-Peds' classed as motor vehicles and so required the relevant documentation.

- A generic Minx leaflet was prepared, detailing legal requirements, and has been distributed around key locations and communities, as well as local motorcycle organisations and dealers. This leaflet, whilst amended to cover new legislation etc, is still used currently.
- The Schools Education Pack was developed to ensure that this form of activity is discussed and debated within the citizenship element of the curriculum.
- The 'Minx' calendar of activity was developed and is used to ensure appropriate and timely issuing of advice and reminders in local publications and other media outlets.



Enforcement

All Operational Orders have, of course, included enforcement activities. These are often run in conjunction with the Parks and Countryside Officers.

- It was initially hoped that CCTV would form a cornerstone of the operation. This has been helpful in a small number of instances but static CCTV is not ideally placed to capture good images of riders, who often wear helmets or other face coverings. Hand held CCTV has also been utilised and, indeed, one such camera was specifically purchased by a Neighbourhood Forum for its Local Policing Team in an attempt to help officers deal with the problem.
- Plain Clothes operations have been commonly used by the Local Teams, where officers have the ability to approach offenders with the element of surprise, avoiding the need for any form of pursuit.
- North Cumbria has made appropriate use of the developing legislation in relation to warnings and seizures of motor-cycles. General enforcement against the offenders was initially hampered by a lack of consistent knowledge regarding the current legislation and so specific briefing sheets and posters were created to raise awareness amongst officers and, more recently PCSOs.
- Opportunities were taken to explore the use of a specialist off-road motorcyclist to help tackle the issue. At present, this approach has not been progressed, due to organisational concerns over risk assessments of activity and equipment.
- The main route of enforcement remains through the original, primary, focus of Operation Minx in identifying offenders through intelligence development. All incident records are analysed and flagged up for local officers when potential lines of enquiry exist. These enquiries usually result in 'educational visits' by community officers and words of advice being given in the presence of parents etc. Where appropriate, joint letters are sent to households from Carlisle Housing Association and the Police, highlighting the potential breaches of tenancy.
- The developing legislation, through Section 59 of the Police Reform Act 2002 and Section 165 Road Traffic Act 1998 has lead to the opportunity for seizures of motor cycles. Media opportunities have been taken for public crushing of the vehicles as a deterrent for both riders and parents

Got a Mini Moto? or thinking about getting one? STOP.... and read this.



Mini Motos are **not** toys – they are real vehicles, and just like full size motorbikes, they **can't** be ridden on pavements or paths, or on parks or fields, or on any other land without permission from the landowner.

Before you get one, make sure you have somewhere safe and legal to ride it – or you won't be able to use it.

Mini Motos **must not** be used on a road unless you can follow **all** of these rules:

- It has been registered, insured and taxed for use on the road,
- has an MOT, if the bike is over 3 years old,
- the rider is 16 years of age or over, has at least a provisional driving licence, and has undergone Compulsory Basic Motorcycle Training,
- wear an approved helmet,
- make sure the bike has lights, a number plate and good tyres

Because we deal with lots of complaints about mini motos, scooters and bikes being used illegally and dangerously, we do confiscate them, if necessary. So, don't lose it because you broke the rules.

 If you want to know more about the laws relating to Mini Motos please contact Cumbria Police on 01228 558253 or look on our website at www.cumbria.police.uk

Situational Target Hardening

As previously identified, there are limitations as to how much access to an open space can legitimately and realistically be restricted. However, analysis of calls for service has clearly identified 'journey routes' along which offenders appear to travel. Examination of these routes have identified opportunities for reducing illegal motorcycle activity including;

- Signage, to enforce the educational message.
- Fence and barrier repairs to ensure that gaps created to facilitate this type of use of motorcycles were not left.
- Clever boundary design and other environmental improvements.

Warning !

The Police have the power from Section 59 of the Police Reform Act 2002 to seize vehicles that are driven/ridden Carelessly, Inconsiderately or 'OFF ROAD'.

Once seized the owner shall have to pay for the Removal and Storage if they want the vehicle back (£105 to recover & £12 per day storage)

**Think Safety to others and yourself!
Drive/Ride on legitimate land
Make sure your vehicle is safe
Wear safety protection such as helmets**




Community Diversionary Projects

It has been evident since the initial launch of operation Minx that some of the problematic activity emanates from a desire to undertake a legitimate pastime but where there is a lack of facilities to do so lawfully. The public launch of the Operation soon provided contact details for groups who were wishing to establish a legitimate site provision within the Carlisle area. The Partnership Group has provided a route to try and progress some form of provision in the locality but, at present, this response remains unresolved. Site selection is problematic, with numerous obstacles to overcome including planning, political and technical issues as well as noise and other community concerns.

Assessment:

The primary aim of Operation Minx was to reduce the number of complaints and calls for service relating to this type of motor cycle anti-social behaviour. The following table shows the number of calls for service over the period of 2003 to 2007 (the figure for 2003 only covers the period from 20th February).

2003	2004	2005	2006	2007
607	671	1017	1228	874

Table 1. Calls for Service received by calendar year.

Initial assessment, therefore, suggests that the operation has led to an increase in the problem over the first four years, before finally achieving some success during 2007, with a 33% reduction. Of course, under-recording and reporting is a feature of the early years and the big challenge during 2005 and 2006 was also the advent of 'mini-motos', which significantly increased the problem and directly affected communities.

Another primary aim of the operation was to build confidence in the community for a co-ordinated response to the problem. A big part of that thrust was to encourage people to report incidents and some measure of success should be taken from a level of increased reporting. The author has no doubt that the increasing levels over the early years is down to the confidence of the public that the police and partners were taking the matter seriously.

Indeed, a qualitative result of the work is the fact that 'Minx' is now the accepted 'terminology' for this type of problem through North Cumbria both within the police and partner agencies. Minx appears in the BCU Strategic Assessment, CDRP Partnership Plan, as well as commonly referenced in newspaper and media articles. It routinely features throughout key times of the year on the Patrol Strategy and other National Intelligence Model documents.

The ongoing 'Assessment' of Operation Minx has, however, identified those elements of the 'Response' that appear to have worked well, and those that have not.

Certainly, the assessment of the number of files submitted for prosecutions supports the fact that enforcement through the Criminal Justice System has not been a successful response. Robust measurement systems are still not in place in the CJU, but the average file submission is around one per month. Similarly, the complex systems involved with Section 59 Warnings resulted in very few being issued and no seizures being made under this power. The powers provided in late 2006 under Section 165 are much more popular, although officers see this route as the punishment, and rarely submit prosecutions in tandem. Moreover, these more recent powers are frequently used in circumstances where evidence for the substantial evidence is not present. The figures for 2006 show 8 motor-cycles being seized in North Cumbria, increasing to 28 in 2007.

The analysis section identified three distinct types of offender within the Minx arena. A gap in data records relates to the breakdown of incidents for each of these three categories. However, what is now evident is that solutions were found more easily for some categories than others.

In particular, the geographic areas associated with 'semi-legitimate' riders have revealed big reductions. Success is simply put down to education through signage and leaflets. It would appear clear that, where riders are supported by parents or friends etc with transport that alternate sites have now been found way from housing developments and complaints. This view is supported by anecdotal evidence of reports of new areas of activity.

The response to the Go-Ped issue was initially addressed by education through media and other local publications, in schools and in community centres and a clear fall in numbers of calls relating to this element of the problem was seen in 2004. However, 2005 saw the arrival of Mini-Moto's and, whilst the same educational approach was taken, the impact was smaller. The eventual decline, not seen until 2007, was much harder to achieve. Of the 28 motor cycles seized under Section 165 in North Cumbria during 2007, 10 were Mini-Moto's and it is possible that the media coverage sought in conjunction with this (and the eventual crushing of the machines) may have helped to press the message home.

The final category identified relates to those motor-cycles riding on parks and other open spaces. The key aspect here was that analysis showed geographies or 'hotspots' across the BCU. When displayed as incidents in Beat Codes, 13 top beats can be identified (with the remaining 40 Beats only responsible for a very small proportion of calls). Problem solving these small geographies has allowed big improvements to be made through situational crime prevention improvements, working in conjunction with the relevant Council Departments.

Some of those improvements have been very costly, with quite complex solutions required to limit access to public spaces. Such an example is the restricting gates established at Keenan Park (X09), which cost around £6000.00. However, other solutions were much cheaper to install, such as the wooden footbridges along Engine Lonning (X03), achieved with just a few hundred pounds.

When measured over just one year's results, the cost-benefit analysis would appear quite high. However, these solutions will last for several seasons and should continue to contribute to dealing with this community concern for years to come.

	X02	X03	X04	X05	X06	X07	X08	X09	X10	X13	Y13	Y18	Y24	Oth ers	Total
2006	16	181	39	175	124	98	61	247	110	25	29	25	12	86	1228
2007	24	136	20	101	85	62	57	90	54	30	21	41	9	144	874
%	+	-	-	-	-	-	-	-	-	+	-	+	-	+	-29%
Change	50%	25%	49%	42%	31%	37%	6%	64%	51%	20%	28%	64%	25%	67%	

Table 2. Calls for services received by Beat (top 13)



Restricting Gates at Keenan Park.



Before



After

Restricting Journey Routes on Engine Lonning

Over two years, the CDRP has allocated £10,000 to help pay for the activities of Operation Minx. By far the biggest proportion has been invested in improvement schemes. However, in the case of Keenan Park, this investment lead

to other sources of revenue, namely from the City Councillors own Ward allocation, and so has effectively allowed 'pump-priming' for other improvements. It is intended that these sources of revenue will be exploited to roll out more of this response at other identified locations.

OPERATION MINX

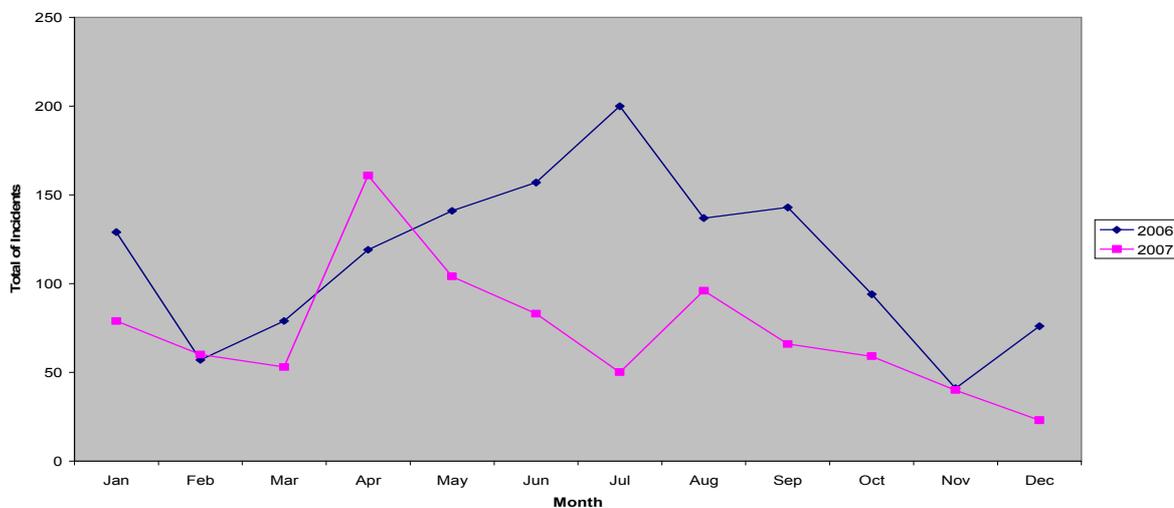


Table 3. Minx Calls for Service, 2006 and 2007.

State number of words used: 3898

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

This has been a long standing operation designed to address a problem which has adversely affected the quality of life of many people within local communities. It necessitated a fresh approach primarily to understand the scale of the problem which once understood helped scope the approaches needed to be taken to make a difference. Initial increases in reporting must be viewed positively reflecting increased confidence and a desire to help address the problem. A multi-agency problem orientated approach has been taken with real effort given towards tackling the issues from various angles to design out the problem whilst at the same time building in sustainability and overall success. An operation with clearly identifiable interventions resulting in tangible outcomes which is positively impacting on the BCU and its communities.

A Davidson
Area Commander
North Cumbria

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.