



# Home Office

## Crime Reduction & Community Safety Group

### Tilley Awards 2009 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 [tilleyawards09@homeoffice.gsi.gov.uk](mailto:tilleyawards09@homeoffice.gsi.gov.uk).

All electronic entries must be received by 23:59 on **Thursday 30<sup>th</sup> April 2009**. No entries will be accepted after the 30<sup>th</sup> April. Receipt for the additional two hard copies is extended to the 5<sup>th</sup> May due to variance in postal delivery.

Any queries on the application process should be directed to Alex Birtwistle on 0207 035 4811.

### Section A: Application basics

1. Title of the project: **Traffic Light System (TLS) – Targeting Problematic Licensed Premises**
2. Award category: **National**
3. Key problem that the project is addressing *e.g. preventing theft of satnavs from city centre multi-story car park*: **Alcohol related crime and disorder in licensed premises.**
4. Category of entry (please select which priority element the project addresses from the list on the Effective Practice Database - [www.crimereduction.homeoffice.gov.uk/effectivepracticelibrary/](http://www.crimereduction.homeoffice.gov.uk/effectivepracticelibrary/)) *e.g. Theft from vehicle*  
**Reducing alcohol related crime and disorder**

### Author contact details

5. Name of application author: **PS Trevor Jones**
6. Name of organisation submitting the application: **South Wales Police**
7. Full postal address: **Cardiff Central Police Station, King Edward VII Avenue, Cathay's Park, Cardiff. CF10 3NN**
8. Email address: **trevor.jones@south-wales.pnn.police.uk**
9. Telephone number: **029 20527207**

**Partnership agency lead contact details**

10. Name of secondary contact from the lead partnership agency contributing to the project:  
**Professor Jonathan Shepherd**

11. Name of partnership organisation: **School of Dentistry, Maxillofacial Surgery Department, Cardiff University, Heath Park, Cardiff CF14 4XY**

12. Secondary contact email address:**shepherdjp@cardiff.ac.uk**

13. Secondary contact telephone number: **029 20742442**

**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:**

Cardiff has the highest saturation rate of people per square metre of any night time economy in the United Kingdom/Eire. Cardiff also has the Millennium Stadium; St David's Hall and the Cardiff International Arena in near proximity and is adjacent to many licensed premises forming the hub of the cities night time economy. As a consequence of this concentration of premises and the City's International reputation for night life there was a growing need to address alcohol related crime and disorder; identified through police and hospital (A & E Unit) and current intelligence.

The Traffic Light System (TLS) was developed and validated in corroboration with the City's Licensees Forum problematic premises can now be quickly identified facilitating early interventions, preventive measures and continuous premises audit.

**Analysis:**

The TLS includes grading premises according to their size, location and capacity. Premises are split into three categories; small, medium and large. Points are allocated on the basis of recorded alcohol related crime and disorder, incidents recorded by the local hospital accident and emergency department, evidence of selling alcohol to individuals under 18yrs of age and incidents involving door staff. Analysis is done monthly, taking account of the previous six months. The calculations taken from these premises are then categorised as red, amber or green. Cut off thresholds for each category has been agreed by partners, for example a large premises achieving 30 points is categorised as (red).

**Response:**

The analysis is forwarded by the Community Safety Partnership Analyst to the Police Licensing Sergeant. Premises in the red category are allocated to a dedicated officer charged with working with the premises managers to agree an action plan. This plan contains measures that would assist the Designated Premises Supervisor (DPS). Close monitoring and reviews are built in to ensure the action plan is executed and lack of compliance could result in enforcement action.

**Assessment:**

The TLS has been independently assessed by Dr Simon Moore, Senior Lecturer at Cardiff University. He found evidence that use of the TLS appeared to have a significant and sustained effect in reducing alcohol related incidents. This evaluation was published in Jane's Police Review in December 2006.

This initiative has been recognised nationally as an effective example of early intervention delivered by crime reduction partners working together. For example, LACORS (Local Authorities Coordinators of Regulatory Services), The National AMEC Conference (Alcohol Misuse Enforcement Campaign) and the National Audit Office (NAO) have endorsed this approach.

**State number of words: 400**

**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.**

**Scanning:**

Cardiff boasts one of the most vibrant City Centre's in Europe. On a typical weekend, Cardiff's night time economy attracts over 40,000 persons. On days when the Millennium Stadium hosts International events, numbers can exceed 120,000. When Wales played Ireland in the Six Nations Rugby Tournament in 2005 for example, an estimated 140,000 people were reported to be in the City Centre. Cardiff's licensed capacity in 2008 is now in excess of 100,000; in a city with a total population of 360,000. Despite the huge licensed premises capacity, Cardiff has become one of the safest cities in the UK. In its I quanta family of 15 similar cities the Traffic Light System has contributed considerably to this and shown an example of willingness to deploy pioneering strategies on the part of the partners making up the Cardiff Community Safety Partnership (CCSP).

The Traffic Light System addresses alcohol related crime and disorder in licensed premises by taking account of data from police and health service sources and categorizes premises according to objective evidence. This provides a management tool, agreed by all parties including the Cardiff Licensees Forum, who play a key role in reducing crime and disorder.

The Traffic Light System exploits a now long standing data information sharing protocol between South Wales Police (SWP) and the University Hospital of Wales (UHW) which together provides detailed information on the time, place and nature of alcohol related crime and disorder and changes to UK licensing laws. Licensing law changes facilitate the Traffic Light System in two ways. First, the new laws stipulate that licensed premises should have one named Designated Premises Supervisor (DPS) who will act as the single point of contact for the police and licensing authorities. This is advantageous as it provides a single point of contact for officers whereas, previously, a premise could have any number of licensees which often confused the many lines of communication. Secondly, the 2003 Licensing Act has increased police powers and reduced the time with which those powers can be implemented. Greater powers and simplified lines of communication, in the context of the Traffic Light System, have brought about greater corroboration between the Police, Licensees, Cardiff City Council, Cardiff & Vale National Health Service Trust and other key partners to effectively implement plans in order to establish swift solutions to problems that may arise at the earliest opportunity.

Alcohol related crime and disorder at premises licenses in particular assaults are of significant concern. In Cardiff, data from the Police and Accident & Emergency Unit have been integrated and used to measure and prevent violence since 2006. Feedback obtained from regular PACT (Police And Communities Together) meetings and negative media coverage in respect of violent crime and the controversial Licensing Act 2003 were considered by the Cardiff Community Safety Partnership in particular the Violent Crime Task Group (VCTG). This group is represented by Cardiff & Vale NHS Trust, Cardiff City Council, South Wales Police, Cardiff Victim Support and Cardiff Women's Aid Safety Unit amongst others.

Data analysis plays a central role in the Violent Crime Task Group. The provision of a systematic reliable and widely agreed method was required in order to help identify problems in licensed premises. The Police Licensing Sergeant, the author of this application, and other key personnel devised such a method assisted by members of the Violent Crime Task Group. The group membership quickly realised that investment in such an enterprise would help deliver early interventions and would provide cost effectiveness and value to all partners. The Traffic Light System, as it later became known, provided a method for reducing harm and suffering and supporting those who would otherwise be fearful of violence and disorder which would ultimately impact on a range of criminal justice and health related services.

**Analysis:**

Reliable data concerning City Centre disorder is fundamental to the Traffic Light System; which is derived from police records (NPIS) and (NICHE RMS) Records Management Systems and Accident and Emergency (A&E) attendance records. The City Of Cardiff is covered by one A & E Unit whose staff are trained, not only log each injury as in all other A & E Units, but also to record :-

- Precise location of incident
- Which weapon was used
- Time and date of incident
- Gender and age of the patient
- Whether the incident had been reported to the police

Having one A & E unit means that victims sustaining serious injury in Cardiff City Centre will almost certainly be treated in this unit. The fully trained A & E staff ensures that the data provided is correct and accurate. The Community Safety Partnership Analyst then integrates police and A & E data, classifies A & E attendances by crime type and removes any duplicates. This combined data provides a remarkably precise picture of where and when alcohol related crime and disorder occurs. For the Traffic Light System, only data concerning incidents within premises or connected with the premises are used. Finally, each premise specific offence is classified according to its seriousness and scored.

Pubs and clubs in Cardiff City Centre are graded according to their size, location and capacity and are subsequently split into three categories small, medium and large. Data on alcohol related crime and disorder are analysed on a monthly basis, taking into account data from the previous six months. Points are allocated as set out below. The total number of incidents for each venue places the premises into a red (immediate action), amber (monitor closely), green (no concerns) category. The points allocated to each crime type are indicated in the following table.

### Crime Points System

CRIME	POINTS
Section 18 – 20 (Most serious assault/s)	5
Section 47 (Assault)	3
Common Assault (Less serious assault)	2
Affray	2
Assault Police	2
Other Alcohol Related Incident Crimes	1

**NOTE: Incidents identified in the A & E Unit are allocated to the appropriate offence.**

The table below shows the points range for each category.

TRAFFIC LIGHT SYSTEM	SMALL PREMISES (Licensed capacity below 399 persons)	MEDIUM PREMISES (Licensed capacity 400 – 749 persons)	LARGE PREMISES (Licensed capacity 750+)
<b>RED</b>	20+	25+	30+
<b>AMBER</b>	9 - 19	12 – 24	16 – 29
<b>GREEN</b>	0 - 8	0 – 11	0 – 15

Since it is reasonable to expect that larger premises experience more crime and disorder, the TLS differentiates between premises according to its size and capacity.

The TLS is also used as a performance indicator tool for the Police Licensing Team. For example, if premises are in the red zone for a significant period, the Violent Crime Task Group scrutinises the reasons for this and enforcement action can be taken. This has included a review of the premises licence by South Wales Police. To ensure this initiative could be effectively measured it was necessary to obtain baseline data; this data was collected and collated in 2005.

This initiative was formally launched by Paul Shone, Head of Council Licensing, Nick Newman, Chair of the Licensees Forum and Trevor Jones, Police Licensing Sergeant. The reasons for alcohol related crime and disorder in licensed premises were identified as severe intoxication, lack of control by the Designated Premises Supervisor (DPS), wide availability of glass drinking vessels and illicit drug use. Problematic licensed premises were also less likely to have

CCTV systems and adequate levels of lighting (making identification more difficult).

### **Response:**

After the analyst has calculated the numbers of points from the data received from South Wales Police and the Hospital it is then forwarded to the Police Licensing Sergeant and scrutinised. Premises found to be in the red zone are then assigned a dedicated licensing officer who meets with the premises management to draw up a SMART action plan that will seek to improve the premises promptly. Improvements are carefully monitored and the points system is used as an outcome measure together with compliance of the action plan. Lack of demonstrable improvement in safety levels result in enforcement action taken against the Designated Premises Supervisor.

In extreme cases where there is no improvement, premises are then referred to the Licensing Committee who are then able to change the conditions of that premises license, for example to cut the hours of operation, change the Designated Premises Supervisor (Licensee) or revoke the premises license completely. Alternatively, the Committee can impose further conditions.

An action plan involves several key components none of which require additional police resources. First, uniformed officers visit each red premise every Friday and Saturday evening which aims to raise awareness for licensees and the premise client group. Moreover, the names of Red premises are communicated to officers involved in policing the City Centre at Cardiff After Dark briefings. This is important as often officers from outside the City Centre are involved in Policing the City Centre during weekends.

The action plan itself varies considerably between premises and can include anything that the lead officer feels may help to reduce disorder given that particular premises crime profile. Usually, the action plan is finalised through a discussion of the premise problems with the DPS and other staff, a discussion into which community concerns may also be introduced. Examples of items within an action plan could include changing the style of music premises play (officers' experience suggest that 'drum and base' is particularly associated with disorder) and reducing the music volume, enforcing Identity and age appropriate checks on entry; asking door security staff to intervene early with regard to queues outside the premises and ensuring that queuing is kept orderly; increasing the number of Security Industries Authority trained door staff. Further measures may include ejecting rowdy customers; reducing premise capacity; changing the environment, in particular lighting and furnishings; improving CCTV coverage, mandatory use of plastic bottles and glasses; abolishing drink promotions; changing closing times; provision of food; greater frequency of toilet checks; enforcing drug search policies and counting customers in and out of the premises.

A close watch is made of the amber premises by the licensing sergeant and if a problem is identified, contact is made with the DPS with a view to putting actions in place to prevent the problem from reoccurring. There is no action taken with regard to green zone premises.

This initiative has received positive comments from the local media and from the vast majority of licensees at the licensee's forum. This is because the licensees were included in the development of the Traffic Light System and because the licensed trade valued fair steps to tackle the crime and disorder...

As a result of the Traffic Light System, the Licensing Team and their respective partners are now regularly contacted by Licensees, managers and/or owners who are keen to know the identity of which premises are in each category.

The Traffic Light System is a standing item on the Cardiff Violent Crime Task Group agenda and regular updates are given in respect of Red Zoned Premises.

The major difficulty encountered was persuading the DPS of the advantages of compliance. This was overcome by working with licensee's rather than against them. A further problem, not surprisingly, was the reluctance of licensees to report incidence of crime and disorder. This problem was overcome by working with the Chair of the Licensees Forum. Positive press coverage and regular presentations at the Licensees Forum, emphasizing that hiding crime and disorder incidents would not be tolerated, was also found to be beneficial. There is an effective ongoing review mechanism for the Traffic Light System, as the figures are produced monthly and it can be seen that the points totaling system usually decreases for a premises once an action plan is agreed and premises moving in/out of the red zone can be observed on a monthly basis.

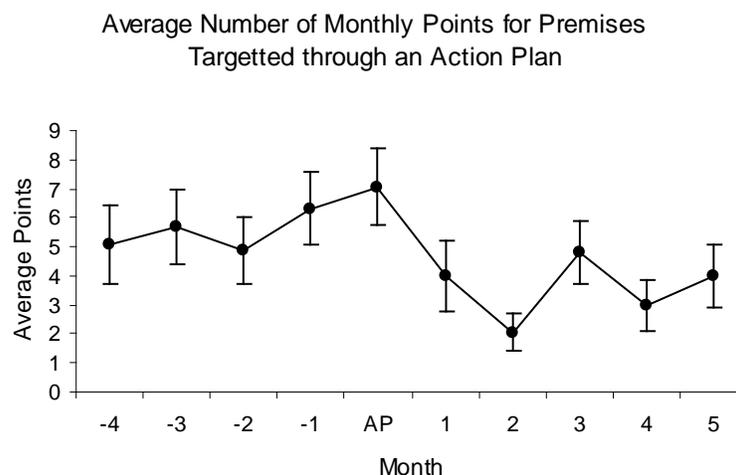
It is through positive media coverage, transparency, effective partnership working and community cohesion that we feel we have achieved a high level of trust and project sustainability.

## **Assessment:**

Dr Simon Moore is a Senior Lecturer at Cardiff University and is also a member of the Violence and Society Research Group. He has examined this system and made the below report in relation to assessment with regard to the Traffic Light System. This report was published in the Jane's Police Review on 1 December 2006. Volume 114 number 5,905 pages 2 -23.

Evaluating initiatives such as the Traffic Light System is difficult. Officers who recognise a problem in the City Centre are ethically and morally obliged to act, something that rigorous evaluation can occasionally run counter to. For example, in a randomised control trial participants are assigned to a treatment or control group. In the context of the Traffic Light System this would require that some Red premises would not receive an intervention, which is inappropriate as it would mean officers were aware of ongoing problems but did not act on that intelligence. Effectiveness must therefore be gauged provisionally. Despite these caveats the Traffic Light System does appear to have a dramatic and sustainable effect on crime and disorder in Cardiff.

In order to assess the effectiveness of the Traffic Light System analyses focused on those premises classified into the Red category. Looking solely at the difference between the numbers of offences recorded in the month before a premise was classified as Red and the month post-intervention with the lowest number of crimes we see a 71% reduction in the average number of offences across all intervention premises. Looking at the average number of offences in the preceding four months and comparing this with the average number of offences in the following five months then we see a reduction of 35% in intervention premises. Of course the aforementioned caveats must apply: these changes may be due to a general downward trend in disorder. Nevertheless, the data is compelling and, together with the Traffic Light System originality and the efficient use of resources means that this initiative may serve as a template of good practice for other Forces looking for innovative and proactive ways of dealing with disorder in Licensed Premises and/or the wider City Centre.



**Figure 1 above shows a gradual increase in the average monthly points for the four months leading up to their classification (-4 to -1) as a Red premise when they are targeted through a tailored action plan. Action Plan implementation is followed by a significant reduction in points. Data points are means with standard error bars.**

The figure shows the average number of points across the sixteen premises in which an action plan was implemented. Looking at the month where premises first received the action plan and the lowest subsequent month (the second month following the action plan) we see a 71% reduction in the average number of offences. Looking at the average number of offences across the preceding four months (i.e. months -4 to -1) and comparing that with the average number of offences across the following five months (i.e. months 1 to 5) then we see a reduction of 35%. "Although it is possible that these changes may reflect a general downward trend in disorder, it is likely that they demonstrate how the Traffic Light System has prompted successful targeted policing" to remain intact in any response.

The number of points for each red, amber and green category are decided at a local level and based on the experience of officers rather than applying a more general prescribed formula. This is an advantage as setting thresholds too low would give officers an unrealistic workload, too high and the Traffic Light System would not

operate through too few red premises. These thresholds provide a realistic workload, are equitable across premises and provide us with a clear indication of how the scheme operates.

Although the offences used for the Traffic Light System are clear and unambiguous it is important to stress that officers involved with the TLS do feedback and log for future reference, best practice. E.g. Officers were noted for being keen to compliment one premise which voluntarily initiated a strict drug screening policy on the door.

On 23rd November 2006, the Cardiff Police Licensing Team gave a presentation at the National AMEC (Alcohol Misuse Enforcement Campaign) Conference in Bournemouth. This presentation was well received and has resulted in a substantial number of visits from other community safety groups, Local Authorities and Police Constabularies from a wide range of areas to seek further information and best practice methods in relation to the Traffic Light System.

In August 2007 members of the National Audit Office (NAO) visited Cardiff. They were studying how the Home Office, through working in partnership with key partners in England and Wales were managing the risk of violence against the person. One of the methodologies that they were pursuing with this study was to highlight particular examples of good practice in violent crime reduction, which was the reason they came to Cardiff. The National Audit Office were particularly impressed with the Traffic Light System and used as a case example to explore quality assurance and best practice a premises license from Cardiff that had been subjected to the Traffic Light System process. It was noted that the premise had reduced dramatically the amount of alcohol related crime and disorder incidents as a result of the Traffic Light System.

The TLS initiative continues get stronger through engagement and enforcement. 2008 saw a further 18% reduction in alcohol related incidents within licensed premises. This relates to in excess of 300 incidents requiring a response from the police, ambulance service or both.

The TLS has also been identified as one of the best practices with regard to meaningful partnership working in both England and Wales by LACORS (Local Authorities Coordinators of Regulatory Services). This was recently highlighted in the LACORS Handbook which has had national distribution amongst Licensing Committee's thus maximising the profile of this initiative both locally and nationally.

Despite the obvious success, the Partnership are always looking for ways to improve on the system and as of February this year have introduced an award system for the most successfully run premise in the City Centre. The system of selecting the winners is entirely auditable as it is based wholly on the scoring system of the TLS. This has received a warm welcome from the Licensing Forum, Licensees and Brewery's alike. This is seen as a good addition to the scheme as we now not only address poor standards but pro-actively and openly celebrate the good.

In March 2009 Officers from the Licensing Team were invited by The British Ambassador to Latvia, Richard Moon, to assist the State and Municipal Police review arrangements around Licensed Premises and Anti-Social Behaviour. This involved Patrolling with the police and speaking at a seminar of Latvian officials, other Countries Ambassadors and invited guests. The TLS was well received by all and a number of licensees have already formed a 'licensing forum' and are trying to improve the image of some of the more troublesome premises.

**Words used 3,141**

**Section D: CDRP/CSP Authorisation** – Applications submitted by eligible Police forces outside England & Wales should be authorised by the BCU Commander or individual of equivalent rank.

15. Name of CDRP/CSP: **Safer Capital – Cardiff Community Safety Partnership**

16. Name of CDRP/CSP Chairperson: **C/Supt Josh Jones and Cllr. Judith Woodman – Joint Chairs**

17. Contact email address: **josh.jones@south-wales.pnn.police.uk**

18. Government Office (entries from Wales should state Home Office Crime Team) area e.g. GO East Midlands: **Home Office Crime Team - Wales**

19. Can you confirm that the partners listed carried out the project as stated?

**Yes**

20. Can you confirm that the details stated are factually correct?

**Yes**

21. Is there any reason why the contents of this application should not be made publicly available? If so please state the reason/s and refer to guidance concerning sharing Tilley application submissions.

**No**

22. Please add any comments in support of this application: The work of this team enjoys national and now international recognition. More importantly it enjoys the support of those who operate licenses in the night time economy as it raises the general standard of conduct within the premises ; is supportive and encourages dialogue; is fair and transparent ; and holds to account the small number who act irresponsibly or unlawfully while acknowledging those who go the extra mile.

**Section E: Pre-marking** - this page will not be provided to sift teams to prevent any bias in marking.

23. Has this project been submitted to the pre-marking service?

**No**

24. If yes please state pre-marking reference:

**Checklist for Applicants:**

1. Have you read the process and application form guidance?
2. Have you completed all five sections of the application form in full including seeking authorisation from your CDRP/CSP Chairperson?
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 09 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 [Tilleyawards09@homeoffice.gsi.gov.uk](mailto:Tilleyawards09@homeoffice.gsi.gov.uk) by 30<sup>th</sup> April 2009.

Two hard copies (in colour if colour charts/diagrams etc have been used) must also be posted to the Tilley Awards Team at Home Office, CRCSG Communications Unit, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received no later than the 5<sup>th</sup> May 2009.