



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.

All electronic entries must be received by 23:59 on **Thursday 30th April 2009**. No entries will be accepted after the 30th April. Receipt for the additional two hard copies is extended to the 5th 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: "Tout and You're Out"

2. Award category:

National or Violence Against Women

National

3. Key problem that the project is addressing *e.g. preventing theft of satnavs from city centre multi-story car park:*

Reducing ticket touting and anti-social behaviour during the Wimbledon Tennis Tournament

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/effectivepracticedatabase/) *e.g. Theft from vehicle*

Anti-social Behaviour

Author contact details

5. Name of application author: Kelly Marshall

6. Name of organisation submitting the application: Safer Merton

7. Full postal address:

11th Floor, London Borough of Merton Civic Centre, London Road, Morden Surrey, SM4 5DX

8. Email address:

kelly.marshall@merton.gov.uk

9. Telephone number:

020 8 545 3623

Partnership agency lead contact details

10. Name of secondary contact from the lead partnership agency contributing to the project:

Angela Bishop

11. Name of partnership organisation:

Safer Merton

12. Secondary contact email address:

angela.bishop@merton.gov.uk

13. Secondary contact telephone number:

020 8545 4621

14. Please mark this box with an X to indicate that all organisations involved in the project have been notified of this entry (this is to prevent duplicate entries of the same project):

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

Scanning:

The annual Wimbledon Lawn Tennis championship is without doubt the highest profile event occurring in Merton Borough. Year on year, touts pursue members of the public with spare tickets and aggressively target those without using high pressure selling tactics. This inevitably leads to members of the public being defrauded. Touting has blighted previous events and The All England Lawn Tennis Club (AELTC) raised this issue with the Government in June 07. Local council staff had been intimidated by the touts, when challenging their activities and the number of Police resources dedicated to controlling the touts has risen exponentially year on year.

Analysis:

The ticket touting issue was a consistent and realised crime generator due to the significant numbers of people who visit the borough during the tennis fortnight. Crime increased in the area and figures showed that the problem of increased criminal activity grew significantly from 2006 to 2007. This increase stretched Police and Local authority resources. The main hotspot was at Southfields Station, but all the surrounding roads were affected. The key issue identified through the analysis was the lack of legislative powers available to partners to move the touts on and stop their activities.

Response:

Current legislation to deal with illegal ticket sales only relates to Football Matches, so using powers under S30 of the Anti Social Behaviour Act 2003 the partnership group decided to implement a dispersal zone for the two-week period. To support this, letters to known touts were sent warning them of the zone, improvements were made to the sharing of CCTV images and tout photographs between agencies and publicity and press material was produced (inc. coverage in national newspapers).

Assessment:

This was a highly successful and innovative initiative and has been applauded within the sports security world and may go on to be best practice for sporting events around the country. Stop and search, arrests and fraud reporting all saw a huge percentage decrease, after experiencing year on year increases. Cross borough partnership working was greatly improved and the impact of touts on the local community, businesses and Police and Local Authority staff was greatly reduced.

State number of words: 353

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:

The annual Wimbledon Lawn Tennis championship is without doubt the highest profile event occurring in Merton Borough, and internationally in the Tennis world. The event attracts international media coverage, draws in significant economic benefits to the area and is visited by Royalty and dignitaries, from around the world. As such the smooth and successful running of the event is a high priority for Merton.

Year on year, touts forcefully pursue those members of the public with spare tickets and aggressively target those without tickets using high pressure selling tactics. This has blighted previous events. The All England Lawn Tennis Club (AELTC) raised this issue with the government in June 07. The AELTC outlined their concerns regarding the activity of the touts as follows:

- That the policy of making show court tickets available, at fair prices and through a fair process, to the general public was being undermined;
- The significant resources and funds which would otherwise be spent on the development of tennis (and particularly "grass roots" development) were being diverted to tackle the problem;
- The activity was damaging the reputation of a world class sporting event
- And wrongly putting profits in the hands of "touts" with none of the profit going to the benefit of the game.

(House of Commons. Culture, Media and Sport Committee. 2007/08: pg 59)

Further to this, during previous events, local council staff had been intimidated by the touts when challenging their activity in line with council responsibility for ensuring the correct licensing of street vendors. Needless to say touts are not licensed and are therefore in breach of this piece of legislation.

The amount, and number, of Police resources dedicated to controlling the touts has risen exponentially year on year. The National Criminal Intelligence Service has evidence that operators in the secondary ticket market are often part of wider criminal operations (House of Commons. Culture, Media and Sport Committee. 2007/08: pg 159). If this is indeed the case, the touts have the opportunities to exploit the large crowds at Wimbledon to further their criminal behaviour. Therefore tackling ticket touting is also tackling organised crime.

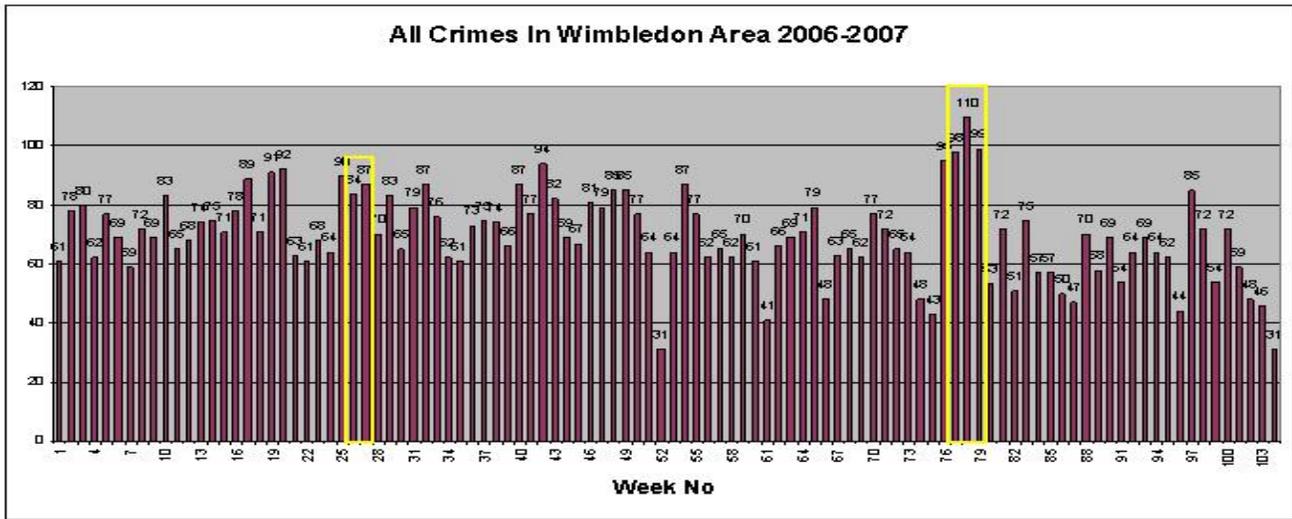
A number of touts exploit the opportunity to sell forged or invalid tickets at vastly inflated prices. This inevitably leads to members of the public being defrauded. Figures reported by the AELTC showed that in the period since June 2004 over 75 touts were sued and had judgments made against them and in 2006 alone nearly 700 people were found trying to sell their tickets and were stopped by the club. (House of Commons. Culture, Media and Sport Committee. 2007/08: pg 62)

Analysis:

The rationale for looking at the ticket touting issue at the Tennis championships was the consistent and realised crime generator due to the significant numbers of people who visit the borough. As well as the numbers of Police, Council and Partner resources allocated to deal with the enforcement elements of the tournament, the perceived and actual ASB experienced by Businesses and the community and the fact that this activity hides other crimes and finances organised crime.

British Transport figures for Merton show a marked peak in offences on Public Transport during July 07. The transport infrastructure is arguably affected due to the increased foot flow from people travelling into the area to visit the Wimbledon Championships.

When analysing weekly figures for all crime types for 2006 it can be seen that during the Wimbledon period in 2006 (Weeks 26 & 27 on the chart) crime was up by 15.5% compared to the weekly average for 2006. Weekly crime figures for all crime types were also up by 58% for Wimbledon 07 (Weeks 77-79 on the chart) when compared to the weekly average for 2007. This clearly shows that crime increases in the area when the tennis championship is underway. It also shows that the problem of increased criminal activity grew significantly from 2006 to 2007.



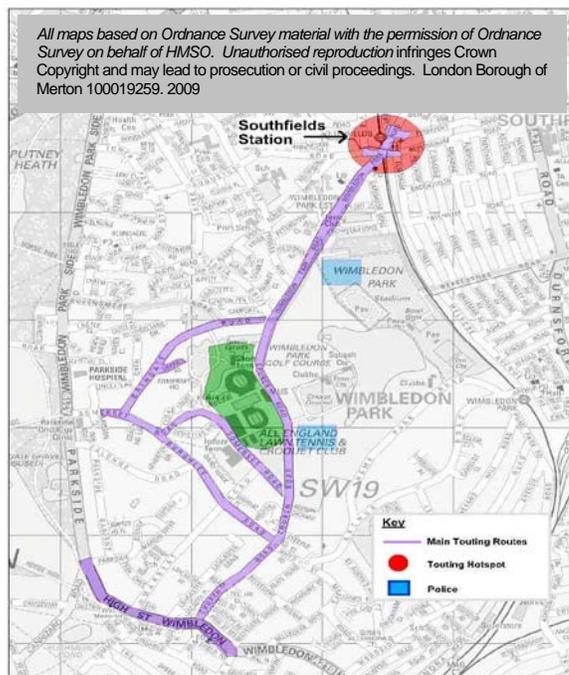
(Source: Metropolitan Police)

The issue of ticket touting is a recurring problem, particularly for the last two championships as the stop and search figures below demonstrate.

	2006	2007
Stop and Search	105	120
Arrests/Penalty Notice for Disorder	13	20
Crime reports/fraud	2	5
Persons dispersed	X	X

(Source: Metropolitan Police)

During 2006 and 2007 the number of touts operating in the area during the tournament period increased considerably, to such a point that Police and local authority resources were stretched. During 2007 the majority of Touts operated in the area of Southfields Tube station known as the cross roads, sometimes as many as 10-15 would congregate outside the Estate Agents on the pavements to catch “punters” going to the Tennis Championships. They often had “minders/bodyguards” operating nearby looking after them and by their sheer numbers were intimidating to enforcement agencies, the public and business owners. The map below demonstrates the main routes where the touts operated and where the Police and Local Authority noted their activities. Aside from the hotspot at Southfields Station, the map clearly shows that all the surrounding roads were affected.



Police utilised their powers of stop and search on the touts and when they found tickets returned them to the club. In an attempt to circumvent this, touts began to utilise “runners”; usually somebody inconspicuous such as an elderly person, child or shopkeeper to hold the tickets /cash in order for the touting gangs to frustrate police and partner activity.

Police intelligence indicated that there were approximately 15 regular touts who operated in the area, each with a runner and a minder, which could mean a total of 45 people loitering nearby. In addition to the organised touts, opportunists who are also selling tickets in the Southfields area could mean an excess of 50 people targeting visitors heading towards the AELTC.

Witness statements indicated that Local Authority staff from both Wandsworth and Merton employed to identify offences were often faced with threats of violence and abuse when they challenged the touts without Police assistance (i.e.: Trading Standards).

Feedback from partners stated during the 2007 Championship fortnight the Touts employed solicitors in order to try and frustrate police activity, believing that with Solicitors intervention it would allow the Touts to carry on business. This was testament to the work that the police, along with partner agencies, had been doing (in previous years with little noticeable effect) to deter the ‘Touts’ activities. During 2007 a delegation of around 20 touts attended the Police Forward Reception Point in Wimbledon Park to demand that the police stop harassing them, as they could not conduct business. Whilst police had to deal with this potential public order situation other touts were engaging in actively selling tickets on the street.

The touts would employ a “sacrificial lamb” that drew police attention away from the main group often offering themselves for arrest either committing minor offences like S5 public Order or even dropping litter; whilst Police deal with them whilst the other Touts can then conduct their usual business.

Police and partners targeted the Touts at every opportunity but their efforts were hampered by the limitations of the law. Upon seeing police they would split up from their groups of 10 to smaller groups of 2-3 and when challenged they would have their excuses ready and move on. Police powers were limited and had to resort to stop/search powers and obstruction of the highway powers in order to deal with them.

The problem of touting and illegal traders was a potential harm not only to the reputation of the All England Lawn Tennis Club but to local residents and businesses, which were affected by the behaviours and activity of the touts and illegal traders. One local shopkeeper stated;

“We are aware of their presence, and it can prevent potential customers from entering ... or looking in the shop window.”

The key issue identified through the analysis was the lack of legislative powers available to partners to move the touts on and stop their activities.

Response:

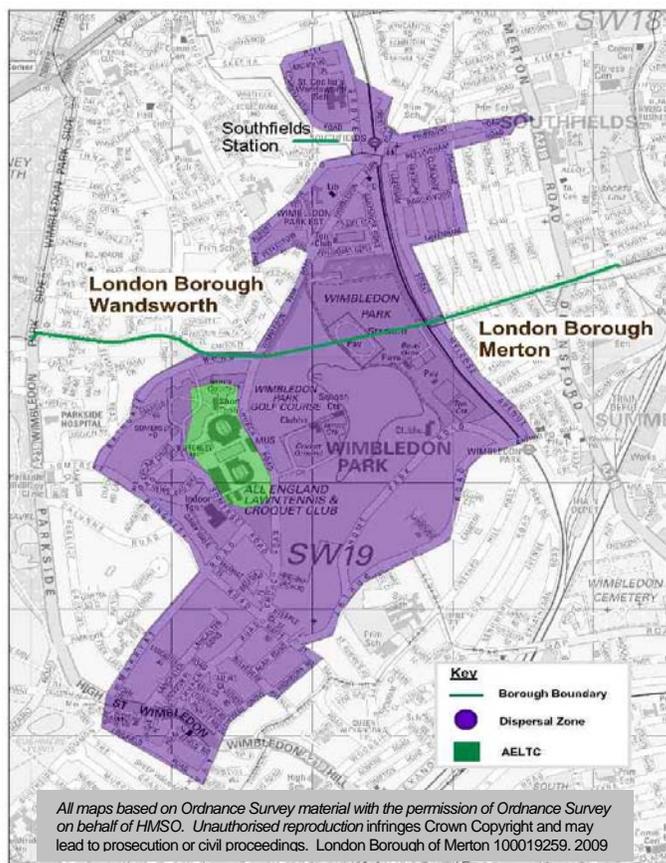
The interventions that had previously been put in place were mainly enforcement and surveillance focussed. In 2007 the following steps were taken;

- Dedicated Police teams were put in place to tackle the touting activity, often involving plain clothed officers. This was successful initially but the police officers cover was often compromised for the rest of the two weeks making identifying the touts’ offer for sale very difficult.
- The Metropolitan Police utilised their powers of stop and search on the touts and when they found tickets returned them to the club, but Touts grew wise to this and had a “runner “ nearby. Police tactics have also involved uniform and plain clothed patrols to target the touts, overt photography and adopting a firm but fair policing style with regards to the touts (zero tolerance). This has proved successful but the touts continued to attempt to frustrate activity by means mentioned above.
- The Local Authority prosecuted any touts or traders offering tickets or other goods for sale. For the year 2007 there were no street licenses issued to cover the period of The Tennis Championships for both Merton and

Wandsworth Councils. The main offences for unlicensed Street trading are prosecuted under the S38 London Local Authorities Act 1990 (as amended by S6 Local London Authorities Act 1994). S56 of the 1994 act gives the power to prosecute an unlicensed street trader offering to sell or buy goods in the street without a license and S57 gives the power to seize non-perishable goods.

Even with the above interventions the problem of ticket touting remained. Looking at the problem-solving triangle to try and identify potential points of intervention, it was clear that neither the victims/target nor the location could be changed. As such the option of moving the offenders, in this case the touts, away from the area was the clear route to success. If the opportunity structure was changed, it was felt the activities of the touts could be disrupted. The victims had to queue outside the venue; the location of event could not be changed and the main access routes could not be changed due to the positioning of the transport links. Therefore the aim was to increase the effort on the part of the touts by disrupting their activities and increase the risks associated with touting outside the Tennis.

For the championships in 2008 a partnership group was formed and the membership included representatives from the AELTC, Safer Merton ASB Team, Metropolitan Police, British Transport Police and representatives from Wandsworth CDRP. The group looked to see what additional interventions could be put in place to improve both the safety and enjoyment for visitors to the Tennis and importantly improve the quality of life for local residents and businesses in the vicinity over the Tennis fortnight. The Anti-Social Behaviour Team and Police in Merton have successfully used Dispersal Zones to help tackle anti-social behaviour in the past. As such the idea that a similar course of action, utilising that powers under S30 of the Anti Social Behaviour Act 2003, could be used to combat the harassment, alarm and distress faced by public during Wimbledon fortnight. If this was successful, it could be rolled out in future years to combat touts and anti social behaviour in the run up to the Olympic Games 2012.



The group believed the power was needed because members of the public had been intimidated, harassed, alarmed or distressed as a result of the presence or behaviour of groups of two or more persons in public places in any locality in the police area i.e.: Southfield's and environs of AELTC Wimbledon. Section 36 of the Anti-Social Behaviour Act 2003 provides the definition that anti-social behaviour is behaviour by a person, which causes or is likely to cause harassment, alarm or distress to one or more other persons not of the same household as the person.

Current legislation to deal with illegal ticket sales only relates to Football Matches. This legislation is a powerful deterrent and the touts are fully aware that if they operate at football matches they will be arrested and charged. If

the dispersal was granted, police powers to deal with the touts would be greatly increased and touts would be dispersed from the locality thus leaving the public free to conduct their business and enjoy the tennis without the fear of intimidation and harassment.

During 2007-2008 the Police in conjunction with the Local Authorities (Merton and Wandsworth), applied for the Dispersal Zone and despite some hurdles (having overcome political, organisation, operational and ethical boundaries), which were overcome, the Dispersal Zone was ratified and put in place for the duration of the tennis fortnight. The Dispersal was a joint initiative due to the zone covering areas in both the London Borough of Merton and the London Borough of Wandsworth. This multi authority Dispersal Zone was the first of its kind.

Communication of the dispersal was key to its success, so to support the dispersal zone the Safer Merton Anti-Social Behaviour Team along with the Police identified those known for offending in previous tournaments and contacted them by recorded delivery letter and informed them of the Dispersal Zone. Information received back indicated that in some cases the touts would consult their solicitors and some refused to sign for the letter because of the misguided belief that if they did not know they could not be dealt with. In addition, before the event over fifty notices were placed around the area and all police at the event and on boroughs affected were briefed as to their powers.

Due to the innovative use of the Dispersal tool, the interventions were reported in the national press. In an article published in the Independent;

"A dispersal zone – two kilometres by one kilometre and including the nearby Underground station of Southfields – has been set up. Groups of two or more people deemed to be behaving "antisocially" will be moved on, with those who refuse facing a possible three-month prison term or £2,000 fine.

The new rules take advantage of the Antisocial Behaviour Act 2003, but this is the first time it has been used at a sporting event. Supt Graeme Thomson said: "We are concerned about the high number of [ticket] touts coming down causing harassment, alarm and distress. Having big burly blokes coming up to you at the Tube station trying to sell you tickets that could be lost, stolen or potentially forgeries is anti-social."

(J Macintyre, The Independent: 2008)

The media coverage provided added publicity to the dispersal and helped to reinforce the message that touting was anti-social and not acceptable. Dispersal notices were also placed in the shops in Wimbledon Town Centre to further publicise that the Dispersal Zone was in operation.

Increasing the guardianship of the public was also essential and has been key to partner operations in previous years. During the 2008 tournament, the Police and the Local Authority Officers regularly patrolled the known touting routes to ensure the touts did not return. The London Borough of Wandsworth provided an additional CCTV van, which was driven by the Safer Neighbourhood Team. Merton and Wandsworth linked their CCTV and there was increased CCTV liaison with the AELTC. Merton and Wandsworth also shared photographs of touts to increase their guardianship capabilities.

Assessment:

This was a highly successful and innovative initiative. During the tennis events busiest period, the absence of touts was immediately evident. The two who braved the dispersal zone were challenged and stated that the majority of the "regulars" were not coming, as it was too risky. They had sought legal advice and the consensus of opinion was that it was not worth it. Whilst we will not be able to quantify the knock on effects to organised crime there would have been some impact. The community (businesses and partners included) felt safer and crime figures dramatically reduced (between 40 and 70%). Relationships with partners have improved and this year we will be able to build on the success of this project and we will not need to allocate as many resources to this piece of work as we anticipated or would have had to had the Dispersal Zone not been such a success.

This project has been applauded within the sports security world and may go on to be best practice for sporting events around the country, if not the world. The anecdotal evidence states that the benefits of this project not only impacted on our local communities, businesses and partners but on the wider international community with improved customer experience for those attending the tournament both British nationals but international visitors too.

Quantitative assessment

As the table below shows police interventions, were substantially reduced;

	2006	2007	2008	%
Stop and Search	105	120	48	60% down
Arrests/Penalty Notice for Disorder	13	20	6	70% down
Crime reports/fraud	2	5	3	40% down
Persons dispersed	X	X	8	

(Source: Metropolitan Police)

Whilst the numbers of people actually dispersed was small the impact was immense. Stop and search, arrests and fraud reporting all seeing a huge percentage decrease, after experiencing year on year increases. Touts who braved the second week were again challenged and they were reduced to adopting disguises in order to evade police to no avail. On the Men's Final day (showpiece event) 5 touts were encountered in the Dispersal Zone. They were dealt with firmly but fairly and when they were informed of the dispersal they left the area immediately.

Partnership working

New Partnership arrangements and relationships are now in place, specifically between the two Councils, Police and the LTA. As a direct result of the effectiveness of the Dispersal Zone partnership perception and actual targets were met, thus making this a very successful year for the Partnership. Incidences involving tickets on the street was reduced substantially.

Feedback received from all the partners involved demonstrated that the coordinated partnership approach to addressing the problem had made a significant impact upon the problem. One comment stated;

"Visitors were not subject to aggressive touting behaviour and local people felt less threatened by the absence of substantial numbers of people loitering... The Dispersal Zone was an excellent example of partnership working."

The introduction of the dispersal zone was the first cross border zone in place nationally and the first for a sporting event. Its implication has attracted interest both locally (within the metropolis) and nationally. Interested parties include the National Football Unit, Twickenham Rugby, Chelsea football and Wembley Stadium

Internet research reveals that both the USA and Australia have used legislation to combat touts. Australia have made it illegal to sell a ticket at more than 10% of the face value (House of Commons. Culture, Media and Sport Committee. 2007/08: pg 68) and the US have made it illegal to offer for sale, to sell, or to buy a ticket within 1500 feet of any venue that holds 5,000 or more persons (K, Hammer, New York Times: 2007). It therefore appears that the use of the dispersal tool to combat ticket touting at a Grand Slam Tennis Tournament is a first.

Added benefits

Comparison of offences committed on the days the Wimbledon event took place between 2007, before the dispersal zone was implemented and 2008, the first year the zone was in place shows a significant reduction not only in the number of touts identified but also wider criminal activity.

- Incidents of Theft from motor vehicle were reduced by 50% from 22 in '07 to just 11 in '08.
- Incidents of Theft (pickpocket) were down 43% from 7 in '07 to just 4 in '08
- Incidents of Theft (not classified elsewhere) were reduced by 27.5% from 40 in '07 to 29 in '08
- Incidents of public order offences were down by 18% from 11 in '07 to 9 in '08
- Incidents of violence were reduced by 48% from 31 in '07 to 16 in '08

(Source: Metropolitan Police)

The less quantifiable benefits include:

- Improved experience (satisfaction) of the local community as to how the issue was /is managed
- Improved experience (satisfaction) of those attending the tournament.
- A reduction in organised crime takings

- A reduction in staff time and resource needed to manage the issue (Value for Money)
- Improved partnership working across the borough/boroughs

It is clear from these figures that the dispersal of those engaged in ticket touting has had a more widespread positive effect in terms of crime reduction. This clearly justifies the NCIS premise that touts are part of wider criminal operations

Lessons learnt

As part of the process evaluation, partners were asked to state any lessons that were learnt and any feedback they would provide to others, trying to tackle a similar issue. A number of the comments can be seen below.

“Touts and others continue to test the boundaries of what they are allowed to do and the presence of the police is necessary to reinforce the Dispersal Zone”

“In order to ensure a timely and adequate consultation period for any cross border DZ, it is recommended to start the procedure at least 3 months prior to the event/anticipated problems. I also ensured that my initial request for authority was from the Senior Management Team for all partner agencies concerned.”

The teams involved have learnt how to work across geographic boundaries in order to implement deliverable outcomes for our communities and how to overcome political, organisational, operational and ethical boundaries.

Operational learning has meant that we will start the process earlier this year and publicise our successes further. We are aware that in order for this level of success to continue it will be required the implement and review this process annually.

Learning will also inform our approach to the 2012 Olympics so that the ground the Partnership has gained is not lost.

State number of words used: 3624

Bibliography

- House of Commons. Culture, Media and Sport Committee. 2007/08 (second report of session). *Ticket Touting* (HC202 inc HC767) [Internet] London: The Stationary Office Limited (Published 2008) Available at: <http://www.publications.parliament.uk/pa/cm200708/cmselect/cmcomeds/202/202.pdf> [Accessed 23rd April 2009]
- Kate Hammer. New York Times. 2007. *Police at tennis center crack down on ticket scalping*. [Online] Available at: http://www.nytimes.com/2007/08/29/sports/tennis/29tickets.html?_r=2 [Accessed 26th April 2009]
- James Macintyre. The Independent. 2008. *Wimbledon: Stay away from SW19, Police tell 11 stalkers*. [Online] Available at: <http://www.independent.co.uk/news/uk/crime/wimbledon-stay-away-from-sw19-police-tell-11-stalkers-852830.html> [Accessed 23rd April 2009]

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 Merton

16. Name of CDRP/CSP Chairperson: Ged Curran (Chief Executive) and Chris Bourlet (Borough Commander)

17. Contact email address: safer.merton@merton.gov.uk

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

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

Yes ✓ **No**

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

Yes ✓ **No**

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.

Yes **No** ✓

22. Please add any comments in support of this application:

As Safer Merton (CDRP) we are happy to support this application for submission to the Tilley Awards process. We believe that it shows not only shows innovative practice and problem solving processes but also true, sustainable and valuable partnership working. We are proud to have been the host of the countries first cross borough dispersal zone and we are pleased that it was such a resounding success.

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?

Yes **No** ✓

24. If yes please state pre-marking reference: N/A

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 by 30th 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 5th May 2009.