



Crime Reduction & Community Safety Group

Tilley Awards 2007

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 tilleyawards07@homeoffice.gsi.gov.uk.

All entries must be received by noon on **Friday 27th April 2007**. 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. Any queries regarding publicity of the awards should be directed to Chaz Akoshile on 0207 035 1589.

Section 1: Details of application

Title of the project: **Develop a model to engage the community and encourage intelligence sharing to reduce anti-social behaviour and associated offences – to take joint ownership of the problem.**

Name of force/agency/CDRP/CSP: **Staffordshire Police and Stoke on Trent Crime Initiative (Daytime and Nightlife Partnership)**

Name of one contact person with position and/or rank (this should be one of the authors): **Julie Davies, Business Crime Manager**

Email address: **sot.crime@virgin.net**

Full postal address: **c/o City Centre Neighbourhood Policing Unit, Police Station, Bethesda Street, Hanley, Stoke on Trent ST21 3DR**

Telephone number: **01785 23 3190**

Fax number: **01785 23 8518**

If known please state in which Government Office area you are located e.g. Government Office North West, Government Office London etc: **Government Office West Midlands**

Name of endorsing senior representatives(s): **Shaun Kerrigan**

Name of organisation, position and/or rank of endorsing senior representatives(s): **Staffordshire Police, Inspector**

Full address of endorsing senior representatives(s): **City Centre Neighbourhood Policing Unit, Police Station, Bethesda Street, Hanley, Stoke on Trent ST1 3DR**

Please tick box 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 2: Summary of application

In no more than 400 words please use this space to describe your project (see guidance for more information).

Stoke on Trent City Centre provides the retail and leisure area for 251,000 residents who live within Stoke on Trent and over a million people living within a 40 mile radius and 20 million within a 60 mile radius. It is partially in an area of deprivation which includes a run down bus station complex which has a virtually derelict shopping precinct attached to it. Other parts of the City are well developed and modern. The objective of the Initiative was to create a model to identify community issues and to engage a broad cross section of partners to tackle and resolve those issues in order to create a safe and secure environment for the recognised community of the City Centre – This model, once established, would be evaluated and if found to be successful then it could be adopted as best practice and used elsewhere within the Neighbourhood Policing Unit, across the Division and eventually throughout the Force. It was acknowledged that there were specific areas in the City where the pilot scheme would begin.

The Bus Station and Precinct was highlighted as one of these areas and so this was addressed by the project as there was no community engagement or community intelligence being gathered in that area that would help to reduce the crime and disorder being experienced.

The Initiative resulted in the following outcomes:

- A vast increase in community intelligence
- Identification of main offenders
- Joint agency collaboration to target offenders
- Numerous successful prosecutions
- A thriving community spirit
- Full engagement with the existing partnership
- Positive press which helped to increase public reassurance and reduce fear of crime
- Installation of CCTV and security staff
- Full development of a successful model to extract community intelligence

The evidence that was used in designing the programme was taken from a cross section of partnership agencies, for example Performance Development Teams within the Neighbourhood Policing Unit, analysis from Stoke on Trent Crime Initiative statistics, public perception taken from local Press and face to face consultation with the community.

The project was then evaluated with a community survey (89% return rate), a reduction of reports of anti-social behaviour in the City Centre generally, face to face community consultation and positive press.

Section 3: Description of project

Describe the project in no more than 4000 words (see guidance for more information in particular Section 7 - judging criteria).

Police statistics showed an increase in minor crime and anti-social behaviour generally in the City Centre and it was recognised that the bus station and precinct area had started to become a haven for undesirable people who used the area as a meeting point. Collectively this was having a major effect on the business community of the City Centre, the staff who work there and visitors to the area. The number of undesirables grew and consequently the anti-social behaviour and minor crime was beginning to escalate into more serious crimes. Local press headlines "One attack every five days at the City Centre Bus station" and "Retailers under siege from bus station gangs" fuelled community fears that the area was becoming a no-go area. As the group grew it became more confident and consequently it began to impact on the whole of the City Centre.

Meetings and discussions had previously been held between the police and the owners of the area surrounding the precinct and some of the remaining traders there. The owners of the complex East West Precinct appeared to be unwilling to take steps to improve the infrastructure of the area pending a redevelopment plan which had been proposed for a number of years but had not materialised as they felt it would be throwing "good money after bad". There was an apathetic view generally by those in the area. The owners and traders in the area were also reluctant to engage in the long standing and very successful partnership arrangements which were continuing to flourish elsewhere in the City Centre between the business community, Staffordshire Police and Stoke on Trent Crime Initiative – a nationally recognised scheme. There was no community engagement and no flow of community intelligence from anyone at the site although it was clear that the bus station area was at the heart of the problems being experienced.

A decision was taken to develop a model which, if successful, could be used within the Neighbourhood Policing Unit to tackle similar problems elsewhere in the area if necessary. It was also felt that this Initiative would encourage the community in the bus station and precinct area to engage in a partnership approach to reduce the crime and disorder they were experiencing, and to develop trust and confidence within the Stoke on Trent Crime Initiative, Staffordshire Police and each other.

It was necessary to analyse the problems through Performance Development Teams and Stoke on Trent Crime Initiative.

Success criteria would show

- A vast increase in community intelligence
- Identification of main offenders
- Joint agency collaboration to target offenders
- Numerous successful prosecutions
- A thriving community spirit
- Full engagement with the existing partnership
- Positive press which would help to increase public reassurance and reduce fear of crime
- Installation of CCTV and security staff
- Full development of successful model to extract community intelligence

Agreed methods of engagement

Gathering intelligence::

Intelligence would be gathered in the first instance to attempt to identify the culprits forming part of the gang cascading from the bus station area into the City Centre and also to have full knowledge of the depth of the problem. In view of the lack of willingness from those around the bus station the intelligence would be obtained through the 200 or so members of the Stoke on Trent Crime Initiative Daytime and Nightlife Partnership. Engagement would also take place with City Centre Management through the stewards, the CDRP and the CCTV. Stoke on Trent Crime Initiative would be in a position to be able to co-ordinate the gathering of intelligence and to produce reports in an acceptable professional and evidential format. In terms of financial costs these would be minimal. Stoke on Trent Crime Initiative was already established, it had already been successful in gaining intelligence and community engagement and had worked hard to gain recognition for the businesses, staff and visitors to be recognised as a community. It already had very effective methods in place to obtain intelligence and already had an existing varied

membership base. It would also be in a position to give encouragement to business staff to report matters no matter how small in both the daytime and night time economy hours. This would also include the reporting of sightings and ejections of individuals suspected of being part of the bus station gang. The intelligence would be evaluated and graded accordingly to ensure reliability.

Recognition was made of the fact that obtaining quality intelligence from a wide range of people would not be easy in terms of logistics and varying capabilities of individuals so it would be necessary to implement a wide range of methods to gather intelligence. This would prevent gaps of information from various sources. Incident reports would be designed specifically to ensure the right information was being recorded and these would be issued to all member businesses. Each business would be visited on a weekly basis for the collection, evaluation and collation of information specific to the suspected bus station gang. In view of the diversity of membership it was accepted that not everyone would be comfortable in report writing – pocket dictaphones were issued in order to capture intelligence from those who found it easier than report writing. It was also agreed that internal incident report forms were acceptable. The use of head cams would also be encouraged as well as internal and external CCTV, radio links etc.

Intelligence and information would be collated using the Crime Initiative database which would also be able to provide analytical information instantly. The Crime Initiative would remain the data controllers on behalf of the business community.

Civil Exclusion notices would be served on individuals fitting agreed criteria of Stoke on Trent Crime Initiative. Breaches would be evidenced by the Crime Initiative and these would be used at a later stage to demonstrate activity in any applications made to the Courts.

Regular meetings would also continue to take place between the business members, the staff and the Security staff of the Crime Initiative and the Business Crime Manager where intelligence and information would be shared and encouragement would be given to members in relation to the reporting of anti social behaviour and incidents surrounding the members of the bus station gang. The police would also continue to attend these meetings. Weekly security briefings would continue between the Crime Initiative and the security staff and stewards working in the City Centre. Meetings would also continue in the night time economy with Premises Supervisors and owners of premises, as well as with door staff and night time security staff.

Joint ownership: Negotiations would continue between the owners of the East West Precinct, the Crime Initiative and the police in order to encourage the future participation in the partnership which would help to remove any gaps in the agreed intelligence gathering processes. It would also help to encourage the owners and businesses in the area to seek to take joint ownership of the problem through membership of the Crime Initiative.

Police Resources: In the short term several police operations would be set up to tackle real time crime in the area and to facilitate further evidence gathering processes. This would be costed by the Neighbourhood Policing Unit Inspector who then apply for funding through the National Intelligence Model Tasking and Co-ordination Meetings. The resources for these operations would be supplied in the main as part of the day to day work of the Local Beat Officers and Community Support Officers. The resource level would be reviewed on a weekly basis at a joint partnership operations meeting in order to increase or reduce the numbers required. The tactics would also be reviewed and actions would be set for the forthcoming period.

The infrastructure of the problem area – the meeting point:

The infrastructure of the meeting point – the area surrounding the bus station and East West Precinct was a problem. The area looked and felt very poor and run down with many retail units closed down although the area of the bus station was heavily used both by local buses and the National Express network. The lighting was dingy, the toilets closed down due to misuse by a minority. It portrayed a very poor image of the City of Stoke on Trent. There were proposals for improvements to the toilets and void area and in the long term the whole area was due for development. In the short term it was necessary that partnership work between the police, the Council, the owners and retailers must work otherwise visitors to the City Centre would be lost for ever. – (*Appendix a*)

Responding to the identified problem/ problems experienced:

Intelligence gathering: Once the intelligence gathering got underway it was envisaged that initial enthusiasm from businesses may decline as historically elsewhere businesses and their staff have been poor in providing information so it was important to keep the momentum going in terms of giving encouragement to report and for the reasons to report. It was important to ensure that the business community were kept informed of progress, what was happening to their reports, how the information is used, how it is evaluated and how it is collated etc. Regular presentations

were given showing the data. Regular intelligence was also shared. The effect of this was to show that no matter how insignificant and small a piece of information appeared to be to the individual business member, collectively small pieces of information can add weight and can help to lead to a successful prosecution or prosecutions. Failure to collate such information would eventually have an adverse effect on the whole of the community. Businesses were visited on a weekly basis by Crime Initiative staff and if the information was not ready they would be revisited until it was. Overcoming these issues resulted in a total of 1264 pieces of intelligence and information being obtained over a seven month period from the Crime Initiative membership alone all of which was connected to the bus station gang. Many reports were of incidents connected to “unknown” individuals suspected of being part of the bus station gang and who were later identified by the Crime Initiative. This did not include police information and none of it came from the bus station, East West Precinct nor the businesses in that area. In all 35 individuals were subsequently identified as belonging to the gang and between them there were 108 impending prosecutions with 55 of those being on the City Centre. 110 crimes had been committed across the City with 60 of them being in the City Centre. This did not include any instances of anti-social behaviour. A meeting was arranged between the Local Policing Unit and Youth Offending Team to discuss the 35 individuals. It was apparent that 20 out of the 35 individuals were already engaged with the Youth Offending Team which was designed to prevent further re-offending – clearly this was failing.

Youth Offending Team – the failures here were tackled in terms of liaison between the Police and the Youth Offending Team – a number of those individuals identified were from Local Authority Residential Care Homes. Youth Offending Team/offender appointment times were changed so that mass meetings at the bus station could be avoided or reduced. Arrangements were also made for individuals to be visited at home or at different locations in order to further disrupt the meeting point. During one to one interviews the effects of their behaviour were discussed in order to raise their own awareness of the effects that their behaviour was having on the local community.

Community Safety Unit: The identified group were discussed with the Community Safety Unit to verify what interventions were already in place and what was the best course of action to be taken. An agreement was made to apply for 15 Post Conviction Anti-Social Behaviour Orders and to prosecute substantive offences with the other 20 individuals anti-social behaviour letters and direct contact with parents was thought to be the best course of action. This had an immediate effect and helped to divert the majority of this group away from committing crime.

Formal presentation of the information/intelligence: The information obtained by the Crime Initiative from within its membership was evidenced by the Crime Initiative Manager on behalf of its members in witness statement form with supporting documentation. Applications for 15 post conviction anti-social behaviour orders were subsequently applied for by the police and 11 of these were granted. The evidence provided was subsequently commended by the Magistrates for its quality.

The infrastructure:

Architectural Liaison Officers from Staffordshire Police were brought in to look at the area resulting in the following recommendations:

- All areas within the West Precinct and bus station would benefit from a good coat of paint and general tidying up of the area. This would make the area feel better and remove its current foreboding looks and help to remove the “Ghetto” looks and reduce the fear of crime.
- Full time security guards should be put into the area. This again will improve the area as above, give a point of contact for the general public and dissuade illegal activities that currently persist in this location.
- Partnership work – all retailers should sign up to the Crime Initiative. This will enable better communications between all parties, the better collation of information regarding the undesirables. Improve police intelligence to deal with offenders, improve quality of life for the traders.

Parts of the area have subsequently been painted in white paint to brighten and lighten the area. A barrier installed to prevent the metal staircases being used as a “monkey swing”, some benches were removed from areas where they were deemed unnecessary to prevent congregating gangs and CCTV has been installed which is connected to the main City Centre Local Authority CCTV operations room. Lighting has also been improved.

Police resources:

Neighbourhood Beat Officers and Police Community Support Officers were deployed to patrol the area. However, it was readily accepted that this could not be on a permanent basis due to other commitments and policing priorities. It was necessary in the first instance to bring the problem under control. It was recognised that the responsibility for the security and control of this area would have to be transferred at some point back to the business owners.

Discussions took place between the police and the owners of the site with a view to the deployment of a contract security company who would provide uniformed security guards. Guards were eventually employed on a trial basis to provide security staff to patrol the site once the initial problems had been addressed by the police and had begun to reduce. The terms of reference were agreed between all parties with an input from the police. This resulted in three uniformed security guards being deployed in the area between set times allowing a reduction in police resources being deployed. The hours were subsequently increased following the success and the trial became a full time role.

Crime Reduction Officers have also been involved in visiting businesses in the location in order to give advice.

Police Incident Management Unit Officers were made aware of issues surrounding the bus station area and this was built into a patrol strategy for that group. Liaison took place between the Crime Initiative Manager, Police Intelligence Support Officer and Pro-active Violence Officer in order to ensure that relevant intelligence was acted upon accordingly. Any offences disclosed which came to the attention of the Crime Initiative would be reported to the police in accordance with a zero tolerance approach.

The zero tolerance approach: The partnership encourages with vigour the reporting of minor incidents which collectively have an adverse effect on the community. The zero tolerance approach is adopted in managing crime. Crime Initiative Members were invited to opt out of this. However 100% of the membership supported it. None opted out. – The zero tolerance approach in relation to shop theft resulted in a detection rate of 78.13% - in view of this success the partnership members were encouraged to adopt this approach in relation to the bus station gang in its reporting of incidents.

Negative press:

It was important to negate the negative press received in relation to the gangs operating in the area. Steps were taken to ensure that external press responded in a positive way, as well as positive publicity within the membership of Stoke on Trent Crime Initiative and police. It was also necessary to judge public perception in relation to the steps taken by the Partnership to ensure the reduction in anti-social behaviour and associated crime and once this had been done to publicise the results amongst the membership of the partnership. 77% of those surveyed said they had noticed a significant drop in anti-social behaviour in or in the vicinity of their premises. (*appendix b*)

Evaluation/assessment:

The implementation of the pilot scheme in the East West Precinct has had a massive impact in terms of the reduction of anti-social behaviour in the City Centre. (*appendix c*) The granting of anti-social behaviour orders against 11 of the ringleaders of the group has resulted in a reduction of criminality and anti-social behaviour and the dispersal of the group as a whole.

Ongoing evaluation was required at each partnership operations meeting to ensure that the quality of evidence being provided and the level of enforcement being adopted remained consistent and necessary. Regular updates were fed back by means of Newsletters, both police and Crime Initiative driven, to encourage the continued flow of intelligence and to highlight the successes to date. This was clearly beneficial because the flow of intelligence remained accurate and consistent across the complete spectrum of the business community.

As far as the deployment of security staff at the site of the bus station and East West Precinct is concerned, difficulties arose in relation to those being employed, the role they were carrying out, their involvement with some of the offenders and general operational tactics. Following further talks with the employers these were replaced immediately once the problems had been highlighted by the police. Continual monitoring of performance will be necessary.

It is recognised that there has to be a continual progression. Intelligence gathering is ongoing in terms of Crime Initiative membership and the success of this scheme continues. There are 14,307 pieces of intelligence/information on the Crime Initiative database which is current. This information relates to 1453 nominals. As a result police officers are trained to access the information directly and there is a read only version of the database in the Northern Area Custody Facility. There is strict compliance with existing Information Sharing Protocols between Stoke on Trent Crime Initiative and Staffordshire Police. It is also recognised the importance of ensuring that access to this database is shared to ensure that intelligence on both systems is cross referenced. The Crime Initiative information is accessed by officers in relation to detained persons. The information stored in the data may lead to further detections, evidence to support Section 18 house searches, offences to be taken into consideration and evidence to

support Post Conviction Anti-social behaviour orders. Much of this information would not be available to police without the very successful partnership arrangements.

The owners of East West Precinct have recognised the benefits of membership of the Initiative and have now joined as a member in its own right and will be active members with immediate effect. This membership will not only add value in terms of intelligence gathering and community engagement, but will also professionalise the operational side of the security staff working in the area as their membership will necessitate compliance with strict protocols.

The pilot scheme was successful and the model is now utilised as best practice. It has already been used in the area surrounding the Odeon Cinema complex on the Festival Site, an out of town development on the outskirts of the City Centre which was being plagued by young people committing anti-social behaviour in and in the vicinity of the cinema. Once the model was put into practice the intelligence gathering began through the Crime Initiative and the Odeon and other businesses nearby, all of whom are existing members of the partnership resulting in three applications for anti-social behaviour orders against the ringleaders of the group in that area. The identified group were dealt with by personal visits to parents who were also issued with anti-social behaviour letters which clearly outlined the process that would be taken if their child's behaviour continued. The behaviour of the majority of this group has improved and there are far less reports with repeat offenders. Since the model has been adopted in this area the problems have reduced dramatically. The model was put into place in an identical manner with the implementation of the intelligence gathering processes including a wide range of methods of capturing the information (pocket Dictaphones, intelligence reports and internal logs). Presentations were instigated to the Management and staff of the venues and repeated where necessary. the architectural liaison involvement, the change of security company once the inadequacies were highlighted of the previous security officer, the evidencing of information, the police and community support officer patrol strategies and zero tolerance approach in relation to incidents. Civil exclusions notices were specifically designed for this area to exclude individuals from the Entertainment Complex. The successes here can be measured by the reduction in calls to the police, the reduction in the number of incidents being reported to the Crime Initiative and the amount incident report entries by security staff.

Stoke on Trent Crime Initiative is now an integral part of the City Centre Neighbourhood Policing Unit. Its staff work under Licence from the Police Authority within the Police Station having unprecedented access to police information. The Manager attends Police Operations meetings on a weekly basis and also sits on various Priority Tasking Groups particularly focused around violent crime and anti-social behaviour. Its existing membership will also form the basis of a proposal to make the City Centre a Business Improvement District. It is now seen as best practice and is being rolled out throughout the six towns of Stoke on Trent to form a divisionally wide partnership and more recently has been the lead in setting up PABCIS – Partnerships Against Business Crime In Staffordshire where it is anticipated Stoke on Trent will set the benchmark and be the model to be used Force wide. It operates throughout the daytime and night time economy and has helped to reduce alcohol related violent crime against national trends. It currently holds the Home Office/Action Against Business Crime Safer Business Award, was the recipient of a Respect Award for Taking a Stand against Anti-Social Behaviour, was a commended finalist in the national Partnership of Excellence Award 2006, and was the national Winner of the Partnership of Excellence Awards 2007 in the category of Promoting Community Safety through working in partnership with other agencies.

Section 4: Endorsement by Senior Representative

Please insert letter from endorsing representative:

I whole heartedly endorse this application for the Tilley Awards 2007. I can confirm that the Stoke on Trent Crime Initiative has helped the City Centre Neighbourhood Policing Unit to become a Community based team. They have become the conduit for the community to pass on information and intelligence. This has improved the trust and

confidence that the community have in their local policing unit to tackle the problems that they raise as their priorities. These priorities have a huge impact on their quality of life whilst working in or visiting the City Centre.

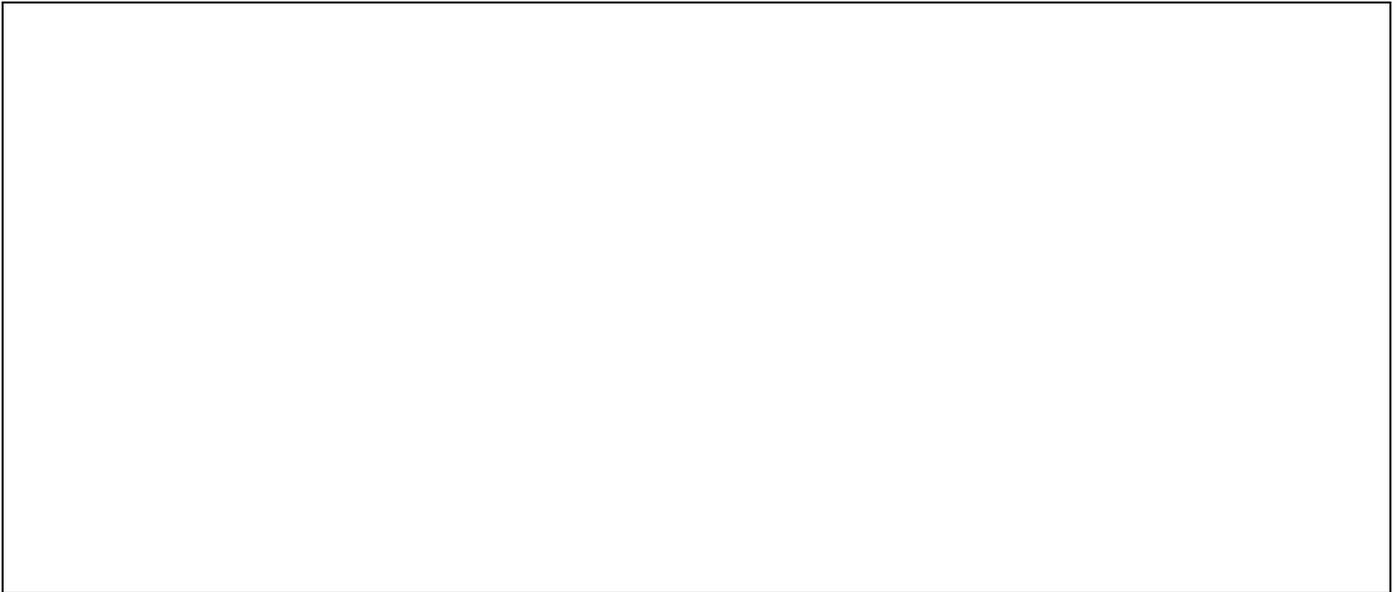
The model that was developed facilitated the flow of information from a community where some felt it was either difficult or of little use to pass this information directly to their local police. It also helped the community to see the benefits of partnership working and the coming together of the community to tackle the issues which collectively have an adverse effect of them and their environment.

The example given highlights the need to replicate this model across other areas within Staffordshire Police Force. The intelligence that was provided to the Crime Initiative by our community was the key factor that led to the successful application for anti-social behaviour orders and subsequent reduction in anti-social behaviour and associated crimes. It cannot be underestimated the effect that early intervention with some of the highlighted offenders has had to help divert them away from a life of crime.

This model has been presented to other BCU Commanders, The Crime and Disorder Reduction partnership, Local Councillors and all elected members of the City. As a result of this a substantial amount of funding has been awarded to develop this scheme across the whole of Stoke on Trent. The model will be used to promote and develop community intelligence gathering and engagement throughout the daytime and night time economies within the business community and staff thereof.

The model provided is an excellent example of a problem solving policing working in partnership with other agencies to reduce crime and disorder within a community.

Shaun Kerrigan
Police Inspector
Commander City Centre Neighbourhood Policing Unit, Hanley, Stoke on Trent.



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?
7. Have you saved you application form as a PDF attachment and entitled your message 'Entry for Tilley Awards 2007' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to Tilleyawards07@homeoffice.gsi.gov.uk. Two hard copies must also be posted to Alex Blackwell at Home Office, Effective Practice, Support & Communications Team, 6th Floor, Peel Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF.

Appendix A

East / West Precinct



This view shows the ramp and toilets beyond, these toilets have been closed down due to misuse by a minority of undesirables who unfortunately frequent the area. There is no natural surveillance into this location. The lighting is dingy and does little to enhance the area. The yellow box indicates the location of the closed down toilets. Also shown are the closed shops and people hanging around in doorways.



This is a view from the centre of West Precinct looking down towards the bus station. The area looks and feels very poor and run down and with many retail units closed down.

Appendix B

KEY



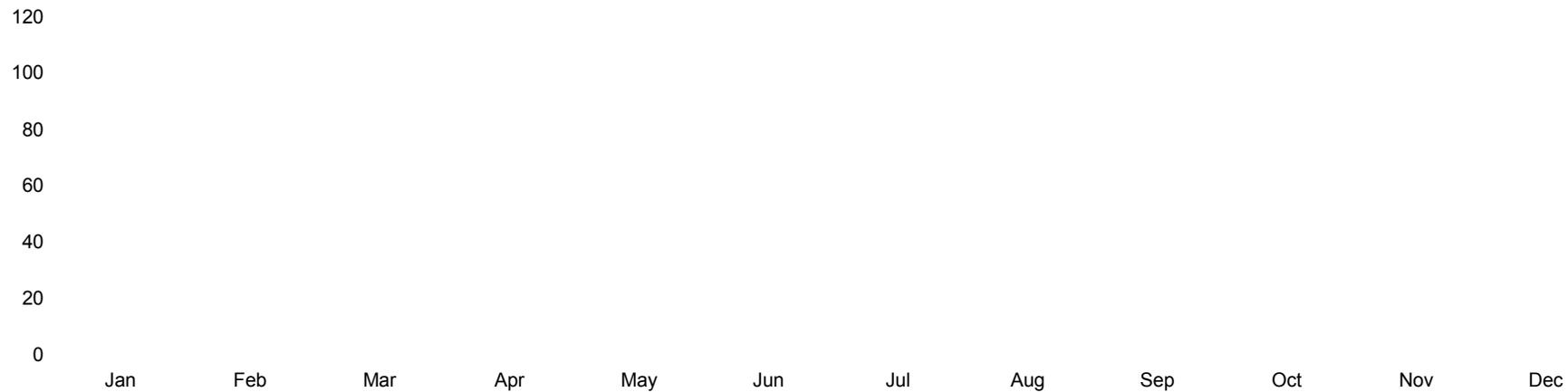
Stoke on Trent Crime Initiative Incidents by Month and Year Connected to Bus Station Gang, 2004, 2005, 2006

2004

2005

Incidents by Month and Year

2006



Appendix C

Extract from public perception survey.

Stoke on Trent Crime Initiative is a long standing partnership of some 18/19 years. It is an evolving partnership which is intelligence led. It puts anti-social behaviour and its effects on staff and visitors high on its agenda. The Crime Initiative has supported and contributed to the evidence, which has resulted in numerous anti-social behaviour orders being granted in relation to town centre offenders, and it appears there is a drop in the number of reports of abuse towards staff etc. **Have you noticed a reduction in the level of anti-social behaviour occurring within or in the vicinity of your business?**

