

# Tilley Award 2003

## The West Royd Action Plan

### Crime and Disorder Reduction

#### West Yorkshire Police

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The Tilley Award Panel  
Crime and Policing Group  
Room 246A  
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Dear Panel Member

As Assistant Chief Constable responsible for Partnerships and Community Safety within West Yorkshire Police, I am pleased to endorse this entry for the Tilley Awards 2003.

The West Royd Action Plan is a good example of a problem-oriented partnership, which has made a real difference to the quality of life of the local community. The key aspect to me is that of public confidence in the agencies involved and their accountability at regular residents meetings, also the co-ordinated, phased interventions that the plan provides.

The benefits to all are obvious, a reduction in crime and demand from our perspective, an engaged and empowered community from another.

I commend this submission and forward for your consideration.

Yours sincerely

## **Tilley Award 2003**

### **Summary**

#### **The West Royd Action Plan**

#### **West Yorkshire Police**

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#### **Nature of the problem addressed**

Police and other agencies worked to increase and improve effective consultation with residents on the West Royd estate in Shipley, near Bradford West Yorkshire, and to address a raft of crime, disorder, environmental and anti-social behaviour problems on the estate. Despite several distinct agencies having overarching responsibility for service provision, residents frequently did not know how to make appropriate referrals, turning instead to the police as primary responder. This resulted in a disproportionate amount of calls for service on West Royd, and the general malaise affecting the estate contributed to an above average crime rate.

#### **Evidence used to define the problem**

Apart from crime and incident data, visual audits, newspaper reports, complaints from residents and local councillors indicated the nature and extent of the problems facing residents, crystallised in several Neighbourhood Forums held specifically for West Royd residents to make their voice heard. Issues raised here were further analysed, and many were subsequently incorporated into the response phase of the Action Plan.

### **Response to the problem**

A truly collaborative, partnership response formed the heart of the Action Plan, involving, *inter alia*, the police, local authority housing, recreation and highways departments, Tenancy Enforcement, the local Anti-Crime Partnership, voluntary and residents groups and the local media. Key issues arising from the resident meetings were identified, covering policing, housing, anti-social behaviour/nuisance, information and consultation, youth provision and facilities, traffic and road safety and environmental issues.

### **Impact of the response and how this was measured**

West Royd specific Neighbourhood Forums (West Royd issues were previously subsumed within the wider Windhil! forum) continue to be held and are proportionately well attended. Police and Council representatives have attended every meeting.

Crime and incident data indicate a positive downward trend.

A good many objectives set at the outset of the Action Plan have been met, for example with regard to the establishment of Neighbourhood and Business Watches, more regular maintenance and renovation of public areas, removal of litter and rubbish and the regular presence of police, Traffic Wardens and Housing Officers on the estate.

The Action Plan is, though, a work in progress and all partners recognise these are insufficient grounds for complacency.

## Appendices

1. Letter from Councillor David Heselfine.
2. Flyer for West Royd Residents' Meeting, 15<sup>th</sup> May 2002.
3. Map of West Royd estate.
4. *Telegraph and Argus* article, 17<sup>th</sup> May 2002.
5. *West Royd Whispers* newsletter, Autumn 2002.
6. *Telegraph and Argus* article, 19<sup>th</sup> June 2002.



## West Royd Action Plan: POP in Keighley Division

### Scanning an Estate

The particular problems facing not just police but other public agencies were multi-faceted and concerned an area of local authority housing in the West Royd district of Shipley, some four miles north-west of Bradford city centre in West Yorkshire.

The problem had first become apparent in late 2001. The Area Panel (Bradford Council) which is responsible for community consultation and participation had noticed that few residents from West Royd were attending local Neighbourhood Forums. Also, previously established residents groups had become inactive, or had ceased to exist entirely, and the few residents who did make their views known expressed negative views about the area, and the 'authorities'.

From a police perspective it was evident that although West Royd represented a small part of Beat 8 of the Keighley Division, it was responsible for a disproportionate amount of recorded crime and calls for service (see Figure 1).

Concerns had been expressed about specific properties on the estate in local press:

...An RSPCA officer who visited one of the bungalows (on West Royd Avenue) reportedly said it was 'unfit for an animal to live in'.

And the horror does not end there. The couple (living in the bungalow) say every day and night they come under siege from rampaging youths who run through their back garden, set fire to their lawn and throw stones at their windows.

Mrs...says she is too afraid to leave her home. In a recent attack her legs were bruised when youths pelted her with stones whilst she stood in her own doorway...

*(Telegraph and Argus, Tuesday 25<sup>th</sup> September 2001)*

...All the ground floor flats and many of the upper floor properties have had windows broken and are boarded over with metal shutters, and the security entrance doors have been smashed...

*(Bradford Telegraph and Argus, Friday 17<sup>th</sup> May 2002)*

As part of the scanning process a visual audit was conducted of the local area, by the police and the local authority. Incident and crime data was analysed, and intelligence relating to prolific offenders was reviewed.

It was decided in the first instance to hold a forum at the local school specifically targeted at residents from the West Royd area. This Special West Royd Forum was held on 27<sup>th</sup> February 2002. Eleven residents attended, together with representatives from the Police, Council, and Education.

A small number of residents had already been approached by the Area Co-ordinator's office, to ascertain how they might best contribute towards improving the quality of life on the West Royd estate. They seemed particularly concerned about litter, a variety of housing issues and a number of policing matters. At the meeting itself, a great many other issues were raised, which would later form the basis of further analysis.

**Figure 1: Keighley Divisional Beat Areas**



**Key:**

1. Oxenhope, Haworth, Stanbury.
2. Oakworth.
3. Steeton.
4. Silsden.
5. Ilkley Centre, Ben Rhydding, Addingham.
6. Burley-in-Wharfedale.
7. Baildon, Esholt.
8. Frizinghall, Windhill, **West Royd**, Owlett, Bolton Woods, Shipley Fields.
9. Shipley Centre, Saltaire, Nab Wood.
10. Denholme, Cottingley, Wilsden, Harden, Cullingworth.
11. Bingley Centre, Gilstead, Eldwick, East Morton, Crossflatts, Micklethwaite.
12. Thwaites Brow, Long Lee, Parkwood, Woodhouse.
13. Knowle Park, Bracken Bank, Exley Head, Fell Lane.
14. Guardhouse, Braithwaite.
15. Keighley Centre, Utley.
16. Riddlesden, Stockbridge.

**Analysis: Teasing out the Problems**

The Assistant Area Co-ordinator and Inspector Cawthorne agreed to develop a medium to long-term Action Plan, beginning in July, to be reviewed in December 2002, detailing specific actions designed to address the issues and priorities raised



by residents at local forums. This Action Plan was also informed, as was the whole process, by POP methodology and was based, almost exclusively, on the key concerns raised by residents at local forums, and was divided into seven areas identified by detailed analysis:

- Policing Issues – specifically house burglaries; a lack of visible policing; a lack of confidence in the police; untaxed cars; domestic violence; drug dealing; offenders.
- Housing Issues – rubbish in gardens; broken windows; new lettings; lack of community involvement; slow turnaround of properties.
- Anti-Social Behaviour Issues – children and young people: vandalism and nuisance; underage drinking; truancy;
- Information Issues – residents unsure whom to contact; unsure of what is happening on the estate; need to improve image of the area.
- Youth Provision and Facilities – inadequate provision for young people of all ages.
- Traffic and Road Safety Issues – concern expressed about speeding cars.
- Environmental Issues – litter; rubbish dumped in public areas; graffiti; overgrown trees and bushes; poor maintenance of park.

In short, then, the Action Plan sought to address the myriad problems, identified by residents themselves, which so blight our inner-city neighbourhoods, and which the police cannot tackle in isolation. Housing, policing and environmental issues were far and away the most pressing of those identified.

□ **Policing Issues:**

- House Burglaries – there was found to be little community cohesion in West Royd. People simply did not talk to one another, and were unaware of the range of services available to them. The analysis phase revealed that, for example, in February 1999 the affluent village of Addingham had 46 Neighbourhood Watch schemes, taking in 547 (90%) households. West Royd/Leeds Road on the other hand had just seven schemes in 1999 comprising less than 100 (out of 3000) households. By late 2001 that figure had fallen to zero.
- Lack of visible policing – previously two POP officers had responsibility for the various areas within 8 Beat. Now only PC Middleton remained.
- Lack of confidence in police – the analysis revealed that people lacked the information they required to enable them to make informed decisions about the state of crime and disorder on the estate. There was confusion over how to contact the police. Allied to this was the lack of an accessible, visible and familiar locally based officer.
- Domestic Violence – West Yorkshire Police operates a robust repeat victimisation scheme. Residents appeared to be unaware of this and other support available.
- Drug dealing – education was here seen as crucial. Families of users often were unaware of how to tap into local services. Offenders also needed access to treatment, advice and support. Information to identify and to tackle dealers was not forthcoming.
- Offenders – a small number of prolific individual offenders were identified by police and residents. Key to targeting these people was the flow of accurate and timely intelligence. Much of the anti-social behaviour was attributable to a small number of named young people, living in Council-owned accommodation with

one or more parents.

□ **Housing Issues:**

- Rubbish in gardens – in both empty and tenanted properties. A different response would be required for each type of premise.
- Broken windows – just as residents had little information about services etc., the Council too was largely dependent on residents telling them where the problems were. Residents tended to report problems if they were required to, for example if they needed a crime number to get repairs done but they were largely unaware of how to contact the council for other matters.
- New lettings / lack of community involvement – here too information was found to be an issue. There was little or no pride in being a West Royd resident. It was anecdotally regarded as one of the worst places to live in Bradford - police officers and residents alike commonly referred to West Royd as *Beirut* - having had little or no money or attention spent on it. A great many of the Council's 26,000 homes had benefited from new roofs, doors, windows and so on. Original doors and metal window frames were a factor too in considering crime issues, particularly burglary.
- Slow turnaround of properties – West Royd suffered from urban blight. The shoddy appearance of properties contributed to the overall feeling of decay and decline. There were a great many void properties giving the impression that no one wanted to live there.



#### □ Environmental issues

- Litter on the street – there was found to be no regular street cleansing carried out in West Royd.
- Dumped rubbish in public areas / graffiti – residents did not know how to contact the Council. The areas used again suffered from *Broken Windows* syndrome, signifying that no one cared.
- Overgrown trees and bushes – these contributed to crime problems, reducing opportunities for natural surveillance. Residents were unaware they could report such matters, and did not know which agency (Highways) was responsible.
- Poor maintenance of Public Park – Windy Hill Park was not an aesthetically pleasing area. The grass was rarely cut, the play equipment was decrepit and there was no landscaping or other features to justify the term 'park'.

The overall effect of these factors was to create a general malaise on West Royd, a 'feel bad factor' which was endemic: no one wants to live/move here; the authorities don't care about us/don't do anything about wrongdoers. The residents appeared to have no confidence in themselves, or the public agencies, since they had 'seen it all before', with promises made which were never delivered upon, thus reinforcing the negative spiral effect.

#### Response and Assessment

On Wednesday 10<sup>th</sup> April 2002, after extensive leafleting and advertising in the local press the partners hosted a second meeting exclusively for West Royd residents. Twenty-three residents attended the meeting, alongside those agency personnel

mentioned below and it was decided to meet regularly thereafter. A wide range of issues were raised. A major concern of those residents attending was that little, if anything, would be achieved. They expressed disappointment with service providers, suggesting the area had been neglected, even forgotten. Residents were keen to see tangible, visible improvements to demonstrate the Council and Police's stated commitment to the area.

A diverse partnership encompassing many individuals, groups and agencies, was formed to target many of the pressing issues identified by the analysis. The group was to include:

- Police – POP officer, Community safety Inspector, Neighbourhood watch officer, Repeat Victimisation officer, Crime Prevention officer, Detective Chief Inspector, Detective Inspector, Domestic Violence co-ordinator, Schools Liaison officer, Youth Services officers, Drugs Team, Field Intelligence officer, Traffic Warden, Divisional Intelligence Unit.
- Council – Area Co-ordinator's office, Recreation, Cleansing, Housing, Tenancy Enforcement, Youth Services, Trading Standards, Truancy officer, Shipley Information Centre, Traffic Engineer.
- Schools, and Education Welfare officers
- Media – Bradford Telegraph and Argus.
- Voluntary Groups – Bingley Voluntary Action.
- Residents - by means of Neighbourhood Forums, residents groups, and Neighbourhood Watch when established.
- Politicians – local councillors.

The analysis phase indicated gaps in service provision. It was decided to build in to



the response phase specific objectives to assist in assessing the effectiveness of the action plan. We shall consider separately the crime and incident data collated to assist in the assessment phase.

The key to the response was a phased progression, a timed, co-ordinated intervention.

There was no point in trying to set up Neighbourhood Watches as a first step, without first building trust and confidence. The initial step had to be reassurance, from high visibility police on the streets, with a commitment from the Area Co-ordinator and Community safety Inspector to regularly attend resident meetings, to report back actions, to respond to concerns and to be accountable for failures. To date they have attended every meeting held.

- **Policing Issues**: Such a term is a misnomer, as such issues cross-cut traditional disciplinary boundaries and the enforcement function for example, ostensibly police 'business', is sometimes best discharged by other agencies.
- **House Burglaries** – it was decided to try and set up 3 Neighbourhood Watch (NHW) schemes, and a Business watch scheme by December 2002. The SPEED target hardening repeat victimisation project (Securing Property Effectively, Efficiently, Daily) was to be utilised for all repeat victims (for the duration of the plan). Crime prevention advice, utilising high profile events, a regular newsletter, and property-marking initiatives were initiated, to be completed by December 2002. The area Co-ordinator's office, police Crime Prevention, Repeat Victimisation and Neighbourhood Watch officers took responsibility for this part of the plan.

By December 2002, 4 NHW schemes, and a Business Watch scheme had been established by the Divisional NHW Co-ordinator. 95 repeat victim referrals were made, two high profile crime prevention events were held at the local primary school, and a community newsletter, *West Royd Whispers*, published and distributed.

It had initially been hoped to distribute 50 property marking kits to vulnerable local residents, but the Area Co-ordinator's office was subsequently able to distribute 95 kits by December 2002.

- Lack of visible policing – West Royd was to benefit from its own dedicated POP officer who up to now had been responsible not just for West Royd but also for Windhill and Bolton Woods. In addition, the Division's Public Reassurance Team, comprising a number of officers returning back to work after absence provided high visibility foot patrol in the area.
- Lack of confidence in police – confidence was to be built up by a number of interlocking initiatives, to be implemented by the local POP officer, the Divisional Detective Chief Inspector, Divisional Intelligence Unit (DIU), Neighbourhood Watch co-ordinators (as and when recruited), Area Co-ordinator's office, Community Safety Inspector and Special Constabulary. These initiatives included:
  - i) Monitoring incidents and crimes
  - ii) Monitoring response times and prioritising delayed calls.
  - iii) Providing regular information about crime statistics at each meeting.
  - iv) Police to collate and report back on number of arrests made based on recent information.

- v) Producing an information card detailing appropriate police contact telephone numbers.
- vi) Providing e-mail telephones to those Neighbourhood Watch co-ordinators without access to a computer.
- vii) Seeking funding for POP officer to have a mobile 'phone.
- viii) Establishing police 'surgery' to be held once a week.
- ix) Reporting forms to be made available at accessible locations.
- x) Posters with picture and contact details of POP officer to be put up at local venues.
- xi) Seeking to recruit Special Constables or Volunteers from the West Royd area.

The majority of these objectives were achieved. The police surgery was amalgamated within an inter-agency mobile roadshow which visited the local school. Special Constable recruitment is also part of a rolling programme and it was agreed that the initial objective of recruiting Specials from West Royd had been somewhat ambitious in the short term.

- Domestic Violence – The domestic violent training package was carried through to the following year. Literature was made available to residents, advertising the Force's Repeat Victimisation policy, and provided key contact numbers for agencies, groups and networks in the field of domestic violence.
- Untaxed Cars – The Shipley Traffic Warden made, as agreed, three visits per week to West Royd. Working off his own initiative he instituted a scheme which had a remarkable impact on public perception. Instead of merely placing tickets, which could be easily removed, on the windscreen of untaxed, or abandoned vehicles, he took to placing large, highly visible rectangular 'Police Aware' stickers across the vehicle's windscreen, leaving residents in no doubt that the



Police were taking positive action on the estate.

- Drug dealing – Intelligence was proactively sought out by a detective based at Shipley Police Station. As well as enforcement, the Plan aimed to prioritise referrals for drug offenders in West Royd. The drugs education programme is a work in progress, involving the Communities Against Drugs (CAD) Policy Officer, and the Schools Liaison Officer.
- Offenders – Priority offenders were identified by the Divisional Intelligence Unit. A high profile Action Day was carried out on the estate in December, targeting burglary, drugs and vehicle crime. The Field Intelligence Officer worked closely with residents, prioritising wherever possible intelligence received from residents.
  
- Housing Issues:
  - Rubbish in gardens – The Council Housing Department initiated a procedure whereby each vacated property on West Royd was inspected by a Housing Officer. All rubbish in gardens was to be removed within ten days. Similarly, Housing Officers took evidential photos of rubbish in the gardens of tenanted properties. Residents were encouraged to inform the Housing Office of gardens that were particularly unsightly. Tenants were sent a letter informing them that the rubbish must be removed within 28 days. If they did not comply, the Council attended to remove the rubbish, and recharged the tenant(s). A Community Cleanup was carried out in November 2002, organised by the Area Co-ordinator's office.
  - Broken windows – Housing officers began to conduct weekly visual inspections of the estate, to increase their visibility and accessibility, and also to enable them

to identify and process repairs.

- New lettings / lack of community involvement – The information pack given to new tenants was updated to include additional information about local organisations and services, and informed tenants that West Royd was an 'active citizenship area'. Funding was sought and obtained to put these active citizenship signs on lampposts. Each new tenant received a visit within one week of their moving in from a police officer and a housing officer. They were provided with contact details, received crime prevention advice and were updated on the work going on in the area. Computerised 'Homehunter' terminals had been fitted in Council buildings allowing prospective tenants to search for properties. The partnership work on West Royd estate was prominently advertised on this system, with a view to encouraging people to return to the estate. This also sent out a strong message to those with criminal and/or anti-social tendencies that such behaviour would not be tolerated.
  - Slow turnaround of properties – West Royd received priority attention, and the partners were successful in achieving their objective of having all vacated properties ready to be re-let within 2 months. 'Let' signs were prominently displayed on vacated properties for which people had signed up. Much of these changes in Housing Office policy were made speedily with the active support of the Senior Housing Officer.
- **Environmental issues**
- Litter on the street – The Shipley based Cleansing Inspector implemented a system whereby mechanical street sweepers cleared the streets twice a week.
  - Dumped rubbish in public areas / graffiti – Dumped rubbish, identified either



through public complaint or by the Housing officer on their weekly walk-round was removed within 10 working days. Residents were encouraged to report graffiti direct to the Shipley Information Centre, in the town centre.

- Overgrown trees and bushes – Residents were provided with contact details for the Highways department, and encouraged to report problems direct.
- Poor maintenance of Public Park – Windy Hill Park was re-landscaped, the play equipment was painted and refurbished, and the grass-cutting schedule was increased from 4 times per year to 13. Unfortunately, funding could not be found to renew the equipment. Seating was provided in the play area, and alongside the path that ran through the park. A local resident was chosen to act as the community liaison, and residents were encouraged to report maintenance issues to them, for onward transmission to the Area Recreation Manager.

#### □ Information Issues

- Residents unsure who to contact regarding different issues – Contact details for Shipley Information centre, who worked closely with Bingley Voluntary Action, were widely published, and the Centre established an outreach session at a location on West Royd each week.
- Residents need to know what is happening – A Newsletter, *West Royd Whispers* (Issue 1 is reproduced in the Appendices) was produced, and distributed to local residents.
- Need to improve image of the area – Here the partners worked closely with the local media to publicise the work going on, and to flag up successes.

□ **Youth Provision and Facilities**

- Inadequate provision for young people of all ages – An after-school club for children aged 5 – 11 was set up, a Steering Group formed to develop a play scheme for the 2003 Summer Holidays, and indoor youth provision for young people aged 11 and over was developed.

□ **Traffic and Road Safety Issues**

- Concern about speeding cars – Areas where traffic calming would be beneficial were identified, pending funding becoming available, and road safety training was delivered at both local schools.

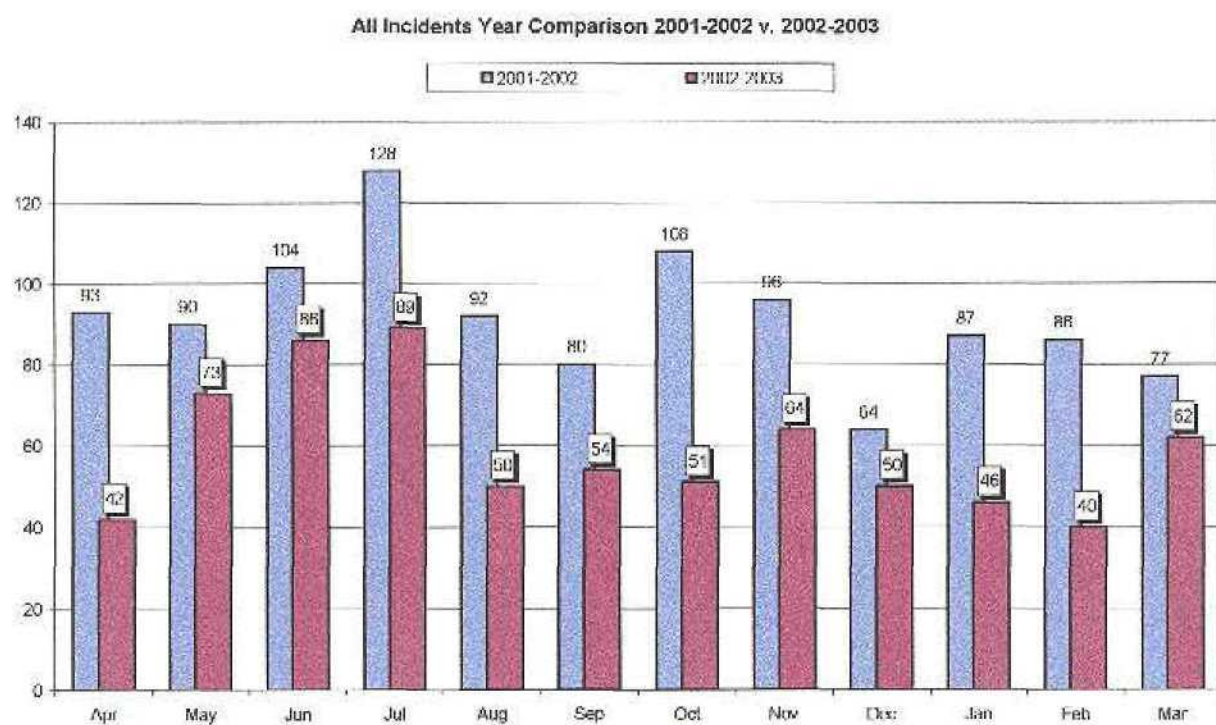
□ **Anti-Social Behaviour Issues**

- Children and young people: vandalism and anti-social behaviour – Police and Tenancy Enforcement began work to identify the most anti-social residents, encouraging local people to contact PC Middleton with information. Two Anti-Social behaviour warning letters were served on priority offenders. Police Youth Service officers and Council Youth Services worked closely with those young people who received letters, and first-time offenders.
- Underage drinking – Trading standards have conducted test purchase operations throughout the Division. No premises on West Royd specifically have been identified however. High visibility operations by the POP Team have been conducted to seize alcohol from underage drinkers, and to inform the parents.
- Truancy – Police, working alongside Education Welfare officers have conducted a high profile series of truancy initiatives.

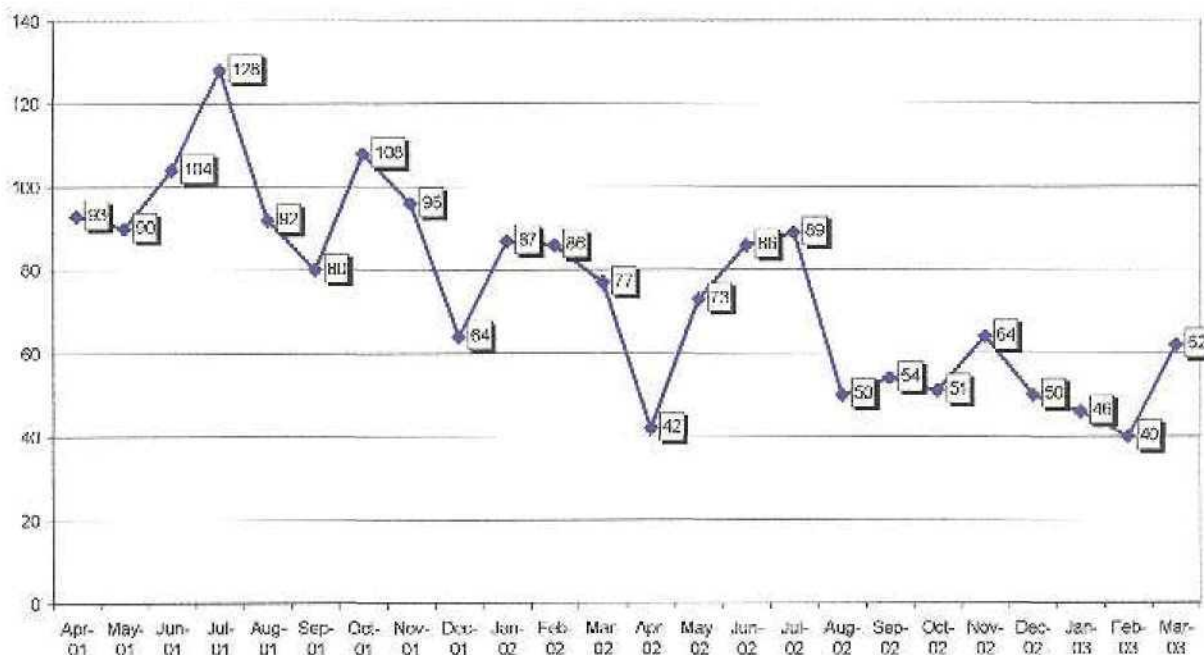
The residents meetings commenced in February 2002 and Police high-visibility patrols in late March. There has been a marked reduction in incidents since this time. Decreases of over 50% in April began a downward trend that has continued unabated. April 2001 to March 2002 saw 1105 incidents. The subsequent 12-month period saw this figure reduced to 707, a decrease of some 36%.

The following figures examine trends in recorded crime and calls for service on West Royd:

**Figure 2 – All Incidents**

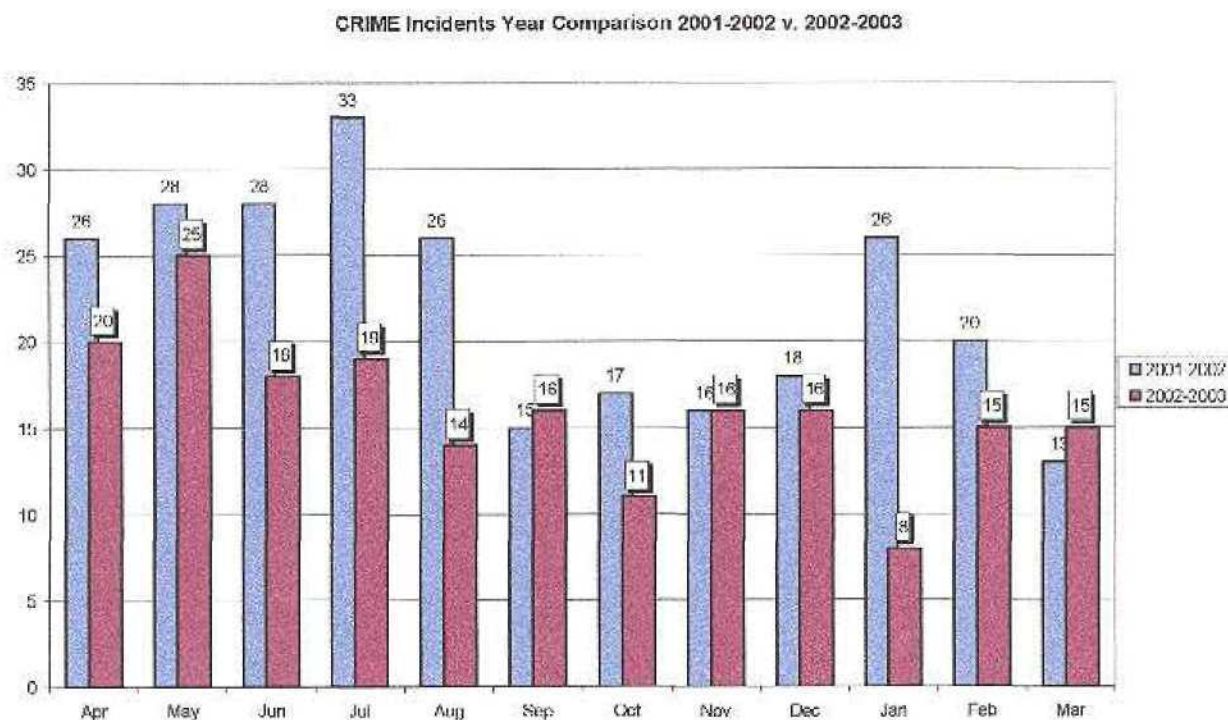






A number of measures were specifically designed to break the cycle of reliance on Police as the primary first-responder. The regular presence of police and council officers out on the estate, and environmental improvements may also exert downward pressure on call numbers.

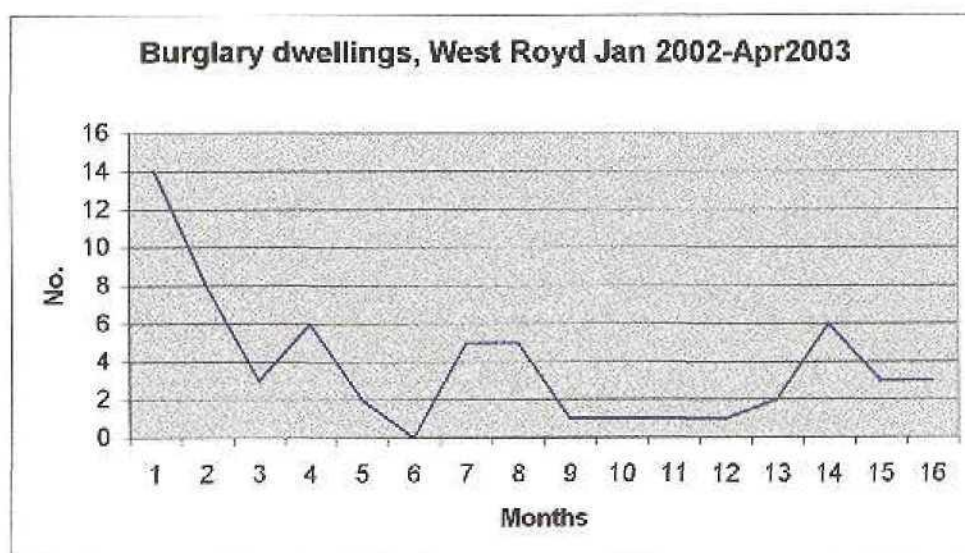
**Figure 3 – Recorded Crime**



Rates of recorded crime have fallen by 27% over the period April 2002 – March 2003 when compared to the previous year (despite the expected impact of the National Crime Recording Standards).

Between January and April 2002 there were 31 dwelling house burglaries recorded on West Royd. During the first four months of the Action Plan, May 2002 to August 2002 there were 12:

**Figure 4**



There has been a distinct reduction in both calls for service and recorded crime during the currency of the project. The reductions in both in April 2002 may be associated with the second West Royd Forum, and the beginning of police high-visibility patrols. The Action Plan proper commenced in July 2002, at which point further significant reductions were experienced.

We are wary of imputing causality, but nevertheless these figures are encouraging.



**Figure 5 – Forum Attendance, October 2001 - April 2003**

<u>Forum</u>	<u>Date</u>	<u>Members of public attending</u>
Windhill/Woodend/ West Royd	11/10/01	<b>9</b>
<b>WEST ROYD</b>	27/02/02	<b>11</b>
<b>WEST ROYD</b>	10/04/02	<b>23</b>
Windhill/West Royd	15/05/02	<b>27</b>
Windhill/Woodend/ West Royd	22/05/02	<b>35</b>
Windhill/West Royd	30/10/02	<b>21</b>
<b>WEST ROYD</b>	05/12/02	<b>7</b>
Windhill/West Royd	29/01/03	<b>21</b>
Windhill/West Royd	03/04/03	<b>32</b>

In sum, since the first interventions in the area, calls for service and recorded rates of Burglary Dwelling (in line with all crime types) have fallen significantly.

More residents have become involved in communal activities, from Neighbourhood Watch to Forum attendance. West Royd residents have been empowered, and provided with a voice they might otherwise not have had. Their input has directly contributed to the nature, and scope of the initiatives embarked upon.

The infrastructure on the estate has been significantly improved, and the silent majority of decent, law-abiding residents no longer experience the heightened levels of fear and intimidation they did before.

And the grass gets cut more.