

Crime Reduction & Community Safety Group

Tilley Awards 2008 Application form

Please ensure that you have read the guidance before completing this form. *By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the guidance.* Please complete the following form in full, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Completed application forms should be e-mailed to tilleyawards08@homeoffice.gsi.gov.uk.

All entries must be received by noon on **Friday 25th April 2008**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811.

Section A: Application basics

- 1. Title of the project: Operation Crack
- 2. Key issue that the project is addressing e.g. Addressing the public concern regarding drug abuse

Author contact details

- 3. Name of application author: Sgt Andy Hunter, Neighborhood Policing Team
- 4. Organisation submitting the application: North Wales Police
- 5. Full postal address: Llangollen police Station, Market street, Llangollen North Wales
- 6. Email address: Andrew.Hunter@nthwales.pnn.police.uk
- 7. Telephone number: 01492 517171 Ext 85331

Secondary project contact details

- 8. Name of secondary contact involved in the project: Robin Stubbs
- 9. Secondary contact email address: Robin.Stubbs@nthwales.pnn.police.uk
- 10. Secondary contact telephone number: 01492 517171 Ext 85335

Endorsing representative contact details

- 11. Name of endorsing senior representative from lead organisation: Chief Constable Richard Brunstrom
- 12. Endorsing representative's email address: kim.james@nthwales.pnn.police.uk
- 13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government your organisation is covered by e.g. GO East Midlands: Welsh Assembly Government
- 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).*

Through consultation with the public and our Multi-Agency partners it was established Llangollen had a problem with drug misuse. In order to deal with this issue it was essential we correctly identified the nature and extent of the problem to formulate an effective strategy.

Responsibility for management of the strategy was given to PC Stubbs aided by a motivated and supportive public and a very effective and committed Multi-Agency Task Force.

Our overarching objective was to reduce drug use and dependency in Llangollen. The benefits we sought to achieve include – reduction in crime and increase visible policing - enabling people to feel safe within their community. This was seen as a "Neighbourhood Management' problem that demanded a Neighbourhood Management solution. We already had the commitment of our partners. It was the public we needed to involve.

This was achieved by a questionnaire. All 2,000 households received a crime questionnaire, specifically designed to establish the level of drug misuse in the town. However, the questionnaire was not drug specific to ensure we did not alert the offenders; it therefore encompassed additional questions on crime in general in order to disguise its true objective. The 70 responses indicated drug misuse was localized to several houses on the council estate, a town centre pub and several residential addresses located within the town. This was supported by complaints received by the local Housing association.

Warrants were executed at the addresses identified nevertheless we were conscious that historically kicking in doors is not an effective solution to drug abuse when undertaken in isolation. We therefore sought to improve support services to addicts in order to tackle their dependency and dissuade those not involved from becoming involved. Our partners all played a role.

Success was measured against a predetermined set of criteria.

- 10% increase in drug seizures. Exceeded
- 15% reduction in crime. Exceeded
- 20% increase in numbers feeling safe.
- 25% reduction in complaints to Housing. Exceeded

All of the results were positive nevertheless there remains a small minority within the community who believe that the problem remains. To ensure we have not displaced the problem 2,000 questionnaires are going out once again. We will monitor the response and alter our approach accordingly.

This is seen as best practice and is used throughout North Wales. The officers won Awards from the North Wales Criminal Justice Board and the Conwy/Denbighshire Community Safety Partnership.

State number of words: 399

Section C: Description of project - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 11.

Scanning:

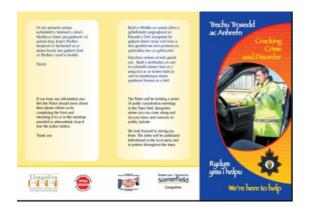
Llangollen is a small rural town with a population of approximately 4,400 residents and a low crime level – 342 crimes in 2006 rising to 409 in 2007.

At a public meeting residents were very vocal in expressing their concern that drugs were available and that in turn was fuelling the crime that existed and undoubtedly contributing to the rise. Their concern mirrored the Force Objectives and the Divisional Control Strategy. Accordingly drugs and drug related crime became the focus of our attention.

The initial scanning involved consultation with local doctors and the nearby Drug Rehabilitation Unit. Both indicated there were only 3 registered heroin addicts. Similarly the cleansing department reported discarded drug paraphernalia in only one location within the Council estate. Clearly our initial scanning did not indicate the extent of the problem. Social Services were consulted and failed to provide any useful information and so we consulted youths at the Youth Club and visited the local secondary school to establish what the perception was amongst teenagers. This was more productive and appeared to confirm drugs were available but failed to disclose who the suppliers were. We were particularly pleased with the attitude of the new head teacher and her willingness to work with us. On a previous occasion the school had notified parents beforehand that the drugs dog would be in attendance and not surprisingly we found nothing.

Another source of information was the local vicar. He reported evidence of periodic drug misuse within the church grounds but had no idea who was responsible. It was apparent our information was fragmented and of little value. However there were indications from Housing that it was more widespread but nevertheless restricted to several areas. In order to check the validity of this data we undertook to ask all residents for their perception and this was done by means of a questionnaire.

All 2,000 residences received a questionnaire to ensure we had a more focused response. The questionnaire provided the public with the opportunity to respond in complete confidence stating what their concerns were and afforded the opportunity to tell the police who was doing what without fear of repercussion. There was no requirement that they provide their details in order for us to act.





In fact we consulted widely. Reassuringly, the best source of information was the residents' response to the questionnaires and the complaints to the local Housing Association. Both collectively provided a good indication of who was responsible for drug supply in the town.

In addition one hundred residents living in close proximity to identified dealers were asked to comment on how effective they thought we were at addressing the drug problem within the town and were given the opportunity to suggest alternative courses of action by the authorities that we had perhaps overlooked.

Undoubtedly the success of the operation was due to the use of the questionnaire to engage with the community and multi agency consultation with partner agencies.

Analysis:

As a result of the data received during the scanning process the following numerical data was agreed in consultation with the multi agency analyst as achievable targets. The perceived benefits to the community would be the fact they would feel safer and their perception of the police enhanced.

- 10% increase in drug seizures.
- 15% reduction in crime.
- 20% increase in numbers feeling safe.
- 25% reduction in complaints to Housing.

The initial scanning failed to provide any indication of the scale of the problem or indeed identify the locations where drug dealing was occurring. The extent of the problem only became apparent upon receipt of the returned completed questionnaires.

The purpose of the questionnaire was simply to obtain a level of intelligence previously unobtainable and that was achieved by firstly considering the information required and careful selection of questions to ensure we had the answers to facilitate analysis. This is perhaps best exampled by an illustration. If I walked down a street I have no way of knowing a drug dealer resides at number 15 but the occupants at number 13 will know and the occupants at 17 will know and the people living across the road will suspect. The questionnaire sought to elicit information at that level and it did. The returns highlighted several areas in Llangollen where drug taking and dealing were prevalent. The largest concentration being the Pengwern council estate and a few addresses sporadically located throughout the town. This information was analysed by PC Stubbs, Sergeant Hunter and representatives from the Housing Associations. They confirmed they had received numerous letters often complaining about the same residences and individuals, up until then they had not been sharing the information with us. Housing reported receiving 25 letters a week prior to Operation Crack and that figure is now less than one per week.

It was apparent from the responses that some of those who had responded were from the Pengwern council estate; otherwise they would not be in a position to disclose the addresses named and provide the specific accompanying information. This was an extremely positive result as we had successfully targeted a hard to reach group – a group who had previously withheld information. Yet five addresses were identified as being responsible for dealing drugs within the estate and a further seven elsewhere. This had not been addressed previously as we had no idea it was taking place at the addresses specified.

So how did this situation arise – a small town with a drug problem that the authorities were failing to address? I would suggest the following may be factors -

- The police had not engaged with the community and were unaware of the problem
- A lack of consultation between the numerous agencies the Housing Associations were aware as a
 consequence of complaints but had not informed the police, instead they chose to deal with the problem
 themselves, albeit ineffectively.
- The perception amongst the public that because they know who the dealers are the police ought to know. This resulted in them not disclosing information.
- The perception amongst the public what's the point in telling the police they will do nothing about it. This is perhaps the hardest perception to overturn but we did so utilising an advertising campaign entitled "You said We did"

The responses indicated drug dealing was not restricted to the estates but openly taking place in the busiest pub in town, drugs were being used in the church grounds and within the confines of the local park.

The information obtained was researched utilising both the PNC and our numerous in house IT systems to see whether or not the information received corroborated anything we already knew. However, prior knowledge on our part was not a pre-requisite for us to act.

The analysis and response was measured against the criteria identified within the problem analysis triangle.

Offender:

We successfully identified through the questionnaires and complaints received at the local Housing Association some of those responsible for the supply of drugs. It became apparent most resided in local authority housing and in close proximity to one another. The area had previously been largely neglected as policing had been concentrated on the town centre area where officers would be seen. Consequently offenders were able to operate without fear of apprehension and felt protected by a wall of silence.

During the analysis it was apparent we still had no idea when dealing was taking place and who was purchasing. Observations were not possible and the use of covert recording equipment not suitable due to the locality. Additional patrols were put in place at other times whereby people in the area were stopped and searched or simply stopped and details recorded. The intention here was threefold. Firstly to collate more intelligence in order to paint a more detailed picture of the problem to assist in our analysis. Secondly to concentrate our response thereby disrupt dealers and lastly to provide reassurance to the public

Whilst examining the make up of our offenders in detail we sought to influence not only the offender but their family – if they continued to supply once convicted we now had a mechanism in place for their eviction through breach of tenancy agreements.

Another factor which arose during analysis was the need to provide a response to those wishing to access treatment in order to deal with their addiction. A mechanism was in place but we realised there were two groups identified that should be afforded treatment but under current rules were not. This has been addressed and is discussed in the response section.

Finally, during the analysis it was agreed there was a need to address not only today's offender but put in place activities that will hopefully detract youngsters from becoming involved in the first place.

Place:

Most of the drug supply was confined to a few houses within the council estate and a few other addresses within the town where it was apparent offenders believed they could operate without fear of apprehension. This situation arose as a consequence of our failure to generate intelligence from the previously close-knit community and our consequent failure to police the area effectively. It was only with the appointment of Sergeant Hunter and PC Stubbs that we scanned the area and upon researching the responses from the questionnaires and closer liaison with Housing and Social Services that we realised we had a problem. During the analysis it became apparent from the responses that drug misuse was taking place within the church grounds and an area within the council estate that was protected by overgrown hedging poor lighting and alleys affording criminals the opportunity to evade capture. In addition, intelligence suggested pupils residing in the Wrexham area but attending school in Llangollen were bringing drugs to school. This had not been confirmed but nevertheless received attention during our analysis and factored into our response

In addition to drug dealing some of the area was badly in need of attention. Although the Pengwern was by no means a bad estate there was nevertheless discarded rubbish lying around, broken fencing vandalised signs and numerous overgrown hedges? Our consultation confirmed that this all contributed to a feeling of neglect both by some residents and more importantly the authorities. Residents living in close proximity to dealers, when questioned reported feeling unsafe and experienced a sense of hopelessness and isolation. This was apparent when analysing the responses obtained during our scanning exercise involving Pengwern residents.

Victim:

In the case of drug dealing the victims are often residents living in the locality and in some instances the family of the dealer or user.

During the scanning process some residents reported they did not feel safe. This was identified during analysis and the same residents were once again contacted by PC Stubbs. They then sited the following as reasons

- · Houses with up to 20 callers in the evening
- Perceived cannabis parties taking place at some residences
- The manner of driving of some people coming into the estate in order to call at dealers addresses
- A general lack of respect

• General quality of life issues – poor lighting, overgrown hedging etc

This was a positive result as we had successfully engaged with a group who previously suffered in silence.

Response:

Our response was tailored to tackle the specific problems highlighted in our analysis. So what did we do?

In addressing the place element identified within the Problem Analysis Triangle we undertook the following:

PLACE

- Fourteen search warrants were executed one address being subjected to three searches. We acted quickly
 when information was received. This action contributed to creating a much needed positive feeling within the
 community that we were taking their concerns seriously. On more than one occasion we received anonymous
 information that we missed drugs and identified where they were stashed. This necessitated further warrants
 on two occasions both successful.
- We utilised 24 officers and raided the public house identified for drug misuse accompanied by Local Authority licensing officers. One member of staff was dismissed following prosecution for drug offences.
- Every house received an Environmental Crime Questionnaire. This enabled us to cut back hedging affording
 protection to dealers to be cut down thus ensuring they did not know the real reasoning behind the hedges
 being cut.
- We cut back trees at the local church where their grounds were being used by drug addicts and the Llangollen Community Safety Group put up £400 for security lighting
- We worked with the Tenants Association and the Council to secure alley-gates at two locations within the Pengwern estate. This will prevent those previously identified locations being used as 'rat runs' for drug dealers.
- A passive drugs dog and cocaine wipes have been used in Llangollen pubs to provide reassurance to both staff and customers that drug enforcement is taking place.

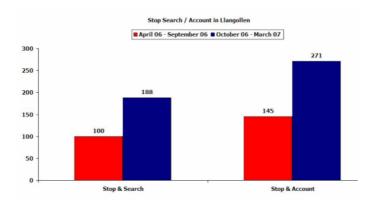
OFFENDER

- Three persons convicted of drug dealing and associated offences have been banned from all Llangollen licensed premises.
- Most warrants were executed at either Denbighshire County Council houses or the Housing Authority
 properties. When drugs were found and occupants convicted the occupants were served with a breach of
 tenancy notice warning that another like or similar conviction will result in eviction.
- We are introducing an enhanced fast track self referral system where intervention takes place in all cases.
- The local Headmistress was invited onto the Llangollen Community Safety Group resulting in three drug referrals from the school and thereafter use of a passive drugs dog at the premises together with the school actively supporting performances of "Choose Life". Choose Life is a play performed by prisoners. The purpose of which is to divert youngsters away from drugs by watching the consequences of drug misuse. At the conclusion of the performance the youths are afforded the opportunity to ask the prisoners any questions they want. It is an excellent example of joint partnership working between the Probation Service, HM Prison Service, HM Courts and the North Wales Police. Police officers often play the role of the police. The feedback is excellent.

As a result of intelligence emanating from the local school a bus was intercepted coming into Llangollen
whereupon one school pupil was searched and found to be in possession of four bags of amphetamine. On
another occasion, again acting on information from the headmistress another bus was intercepted and seven
bags of amphetamine recovered.

VICTIM

• Increased patrols were carried out with the specific intention to utilise stop search powers in order to increase seizures and intelligence and provide reassurance to those living in the vicinity of dealers.



We put in place a comprehensive media strategy to reassure persons residing in the area that we were actively pursuing those responsible and did that by means of a poster. This simply provided a summary of the information received from some of the responses to the 2,000 questionnaires and what we did with the information. The poster was prepared after we executed six warrants, including the town centre pub and distributed to households, displayed in shop windows throughout the town, in the library, doctor's surgeries several newsagents and copies were available at the public consultation meetings. It featured on the BBC website and the below article featured in the Daily Post. Following on from this the number who attended the public consultation meeting increased from 5 to 68 and more questionnaires were returned resulting in a further eight warrants.



In order to check the perceived effectiveness of our response we simply asked the residents living in close proximity to dealers. Although this may be thought of as scanning and encompassing analysis it has nevertheless been included in this section as it was part of our response. The below table indicates our response to the information obtained during this further scanning exercise.

ADDITIONAL PUBLIC CONSULTATION RESPONSE

SUGGESTIONS	NUMBER	MULTI AGENCY RESPONSE		
Increased parental responsibility	1	N/A		
Council more vigilant when letting premises	1	Consultation currently taking place to establish a procedure whereby disclosure of drug dealing convictions can be made		
More police foot patrols	6	Increase in High Visibility cycle patrols		
Installation of CCTV	15	Agreed. Funding made available		
Phone direct to local station	1	Not supported. Direct dial to Force control room		
Increased deterrent	1	N/A		
Better lighting	1	Consultation with Local Authority		
Drugs raids	1	Continuing. Warrant executed on 21/2/2008. 14 wraps of Heroin seized. Occupants will be evicted		

Colour	Denotes			
	Not within our responsibility			
	Not supported			
	Subject of consultation			
	Action taken in support			

Please note not all 100 responses have been received. The table will be complete by the April submission date.

The multi agency response detailed above was fed back to the community within a power point presentation on two occasions and by direct feedback to those named individuals who made the suggestions i.e. the victims.

 A major initiative introduced to tackle drug misuse within the town was the Drug Prevention - Youth Engagement Programme. The programme was set up to engage local youths in activities that would provide them with interests and direct them away from drug abuse.

This entailed the Llangollen police and the Llangollen Community Safety Group asking youths what activities they would like in town that did not exist. The response was very encouraging and as a consequence local youths are now undertaking the following organised activities

- Rock climbing
- Cycling
- Kayaking
- Attending a cyber café
- Undertaking art work

The diversion activities are supported by several local and national companies, including Kellogg's and Portable Foods Manufacturing who supply all participants with a free nutritional and energy bar.

All organised activities were and continue to be advertised extensively throughout the town in the form of the below posters.





In total, the Youth Engagement Programme secured sponsorship totalling £10,500. Five thousand pounds was spent on providing facilities for a Cyber café within the town.

Assessment:

The objective at the start of the operation was to reduce drug related crime and provide reassurance to the public that Llangollen was a safe place to live.

As a result of reviewing the data from the scanning process the following numerical criteria was agreed with the multi agency analyst.

- 10% increase in drug seizures.
- 15% reduction in crime.
- 20% increase in numbers feeling safe.
- 25% reduction in complaints to Housing

On reflection, although drug seizures, reductions in crime and number of complaints received are easily quantifiable and in this case all exceeded, measuring the 20% increase in numbers feeling safe proved problematic. This is partly due to the small number in the sample size, in this case 100 and the fact Llangollen already had a low level of crime, albeit rising from 342 in 2005 to 409 in 2006. Nevertheless several people were unaware of any drug problem and perceived the area to be safe. Therefore on reflection it was not a good indicator, perhaps a better indicator would have been the percentage satisfied with the action taken by the authorities.

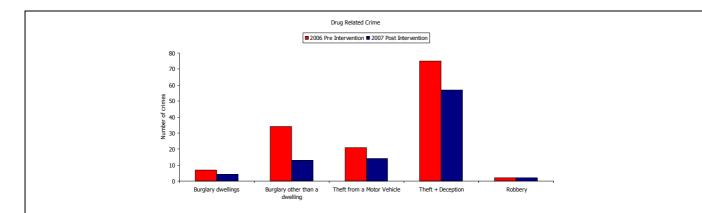
The scanning was comprehensive but the initial results were disappointing and failed to confirm not only the extent of the problem but crucially who was responsible and the locations where drug activity was taking place. This failure was later overcome by closer corroboration with the local Housing Associations and by involving the public in our scanning process. This was achieved by means of a questionnaire.

Objective 1. 10% increase in drug seizures - Achieved

In addition to achieving a 10% increase in drug seizures, the value of drug seizures also increased dramatically from a value of £80 in the 6 months prior to the operation to a value of £2,730 seized during the first 6 months of the operation, equal to an increase of 3312%. This was achieved as a consequence of positive intelligence led warrants and not the increased stop searches conducted during the same period.

Objective 2. 15% reduction in crime - Achieved

Against a target of 15% reduction in crime, we achieved a reduction of 32% which equates to 131 fewer crimes and more importantly 131 fewer victims. The table below depicts reductions in crime ordinarily associated with drugs.



Objective 3. 20% increase in numbers feeling safe.

Once again this was a poorly worded objective given the fact most people spoken to already felt safe and on reflection this should have been amended.

Objective 4. 25% reduction in complaints to Housing.

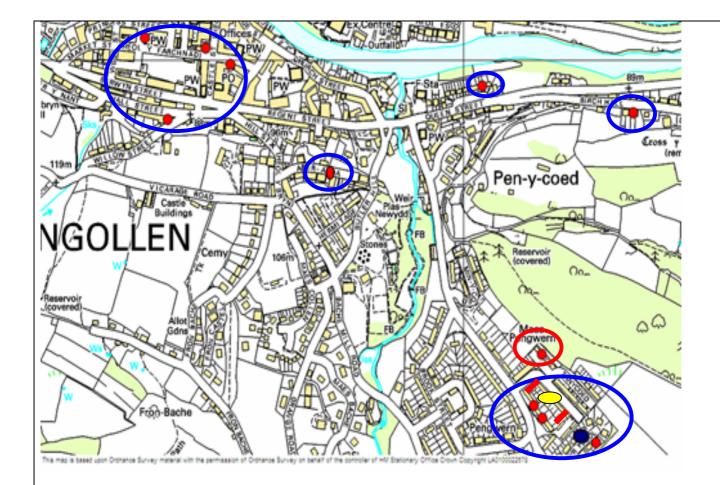
This objective was exceeded. The average number of complaints received by the Housing department fell from 25 per week to less than one. It is believed this is due to the following factors –

- 1]. Serving breach of tenancy notices
- 2]. The advertising campaign once six warrants were executed warned people of the consequences of dealing from home and encouraged other residents to come forward with information.

Although not one of the original objectives we nevertheless sought to establish the level of public satisfaction in order to assess our effectiveness. One hundred residents chosen because of their close proximity to dealers were asked to comment upon whether or not they felt safer as a consequence of multi- agency intervention to tackle drugs. There response is indicated below.

Location of drug intervention and public satisfaction survey result

The below map indicates the sporadic distribution of dealers with the exception of the Pengwern estate where there were five dealers in close proximity to one another.



- The blue ovals indicate the locations where drug warrants and multi agency intervention has taken place and the
 public are happy with our response and feel safe. This was measured by means of a questionnaire completed at
 the door by PC Stubbs.
- The red oval indicates an area where intervention has taken place and the public are not yet satisfied with our response to date, work is therefore on-going to address their concerns.
- . The small dark blue circle on the bottom right hand comer is the premises we searched on three occasions.
- The yellow circle indicates the area where cleansing reported discarded needles.
- The two red lines are the location of the proposed alley gates with fire doors

LESSONS LEARNT

- 1]. The warrants were supported by increased stop searches and stop and accounts in the vicinity of identified drug dealers. It was hoped this increased activity would result in a marked increase in seizures and intelligence. It did neither and failed to make an impact. Although the numbers of stops increased the number of seizures during that period actually decreased from 10 seizures in the six months prior to the operation to 4 during. It was apparent officers were after numbers and not focussed. Nevertheless the increased police activity attracted favourable comment at Resident Association meetings and was therefore reassuring to those living in close proximity to dealers and for that reason it was a success and would be repeated in future with stricter control to ensure greater targeting of possible offenders occurred and not simply chasing volume
- 2]. During this exercise we established two groups of drug users who were outside the self referral scheme.
 - There is no means available to automatically refer persons for treatment who receive a street caution for possession of drugs the referral process only applies to persons detained at custody.
 - Persons detained for a trigger offence and receive a fixed penalty e.g. shoplifters receiving a fixed penalty

at the store are not afforded the opportunity of referral.

Both groups are now captured following consultation with the North Wales Drugs and Alcohol Unit in Wrexham. This is being run as a pilot and already recognised as best practice by the Chief Constable.

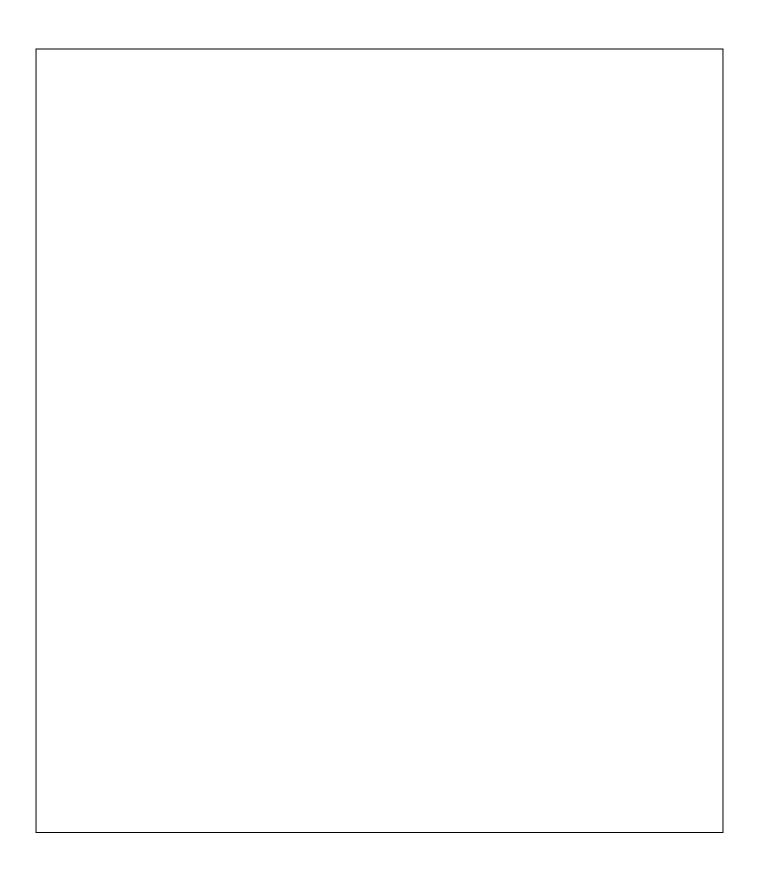
- 3]. It became apparent during our assessment consultation with the public that the Housing Association had on one occasion successfully evicted a drug dealer only to let the property to another dealer. We have now jointly initiated a procedure to ensure this is never repeated. The police will now undertake Criminal Record Bureau checks on applicants on behalf of the Housing association and notify them if any applicants have a drug dealing or similar conviction, in which case the applicant is refused a tenancy.
- 4]. Although the Housing Association successfully evicted one family another family successfully fought this decision in Court. The eviction was subsequently withdrawn but replaced by conditions imposed by the court lasting three years. If the occupants breach any of the conditions they can and will be evicted without need to refer the matter back to the court. This is an excellent means of controlling tenants and one we should have been aware of. We will make use of this facility in future.

Conclusion

This was a very worthwhile exercise that produced spectacular results. All persons involved were highly motivated to ensure success. There were a few problems along the way and we have learnt from the experience.

The work done here was formally recognised by the Chief Constable referring to our work as "Community Policing at its very best." The questionnaire has since been used extensively throughout North Wales and both Constable Robin Stubbs and Sergeant Andy Hunter received the prestigious award "Individual who has made an outstanding contribution to engaging local communities and improving public confidence" at the Criminal Justice Board Annual Awards and a further award of excellent planning, co-ordination and leadership in community policing from the Denbighshire Community Safety Partnership in respect of Neighbourhood Policing. This followed the excellent result whereby Denbighshire Community Safety Partnership witnessed the third highest reduction in crime and disorder in the UK when compared against 376 Community Safety Partnerships.

State number of words used: 4,000										



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



Checklist for Applicants:

- 1. Have you read the process and application form guidance?
- 2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
- 3. Have you checked that your entry addresses all aspects of the judging criteria?
- 4. Have you advised all partner agencies that you are submitting an entry for your project?
- 5. Have you adhered to the formatting requirements within the guidance?
- 6. Have you checked whether there are any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public e.g. civil or criminal proceedings pending in relation to your project?
- 7. Have you inserted your project name as a footer note on the application form? Go to View-Header and Footer to add it.
- 8. Have you saved you application form as a word document and entitled your message 'Tilley 08 entry (followed by project name in brackets)' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to Tilleyawards08@homeoffice.gsi.gov.uk. One hard copy must also be posted to Alex Blackwell at Home Office, Effective Practice & Communication Team, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received by 25th April 2008.

