

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: Stop Them in Their Tracks
- 2. Key issue that the project is addressing e.g. Alcohol related violence: Anti-social and illegal use of Motorcycles

Author contact details

- 3. Name of application author: PC 1670 Gary Cookland and PC 912 Sharon Cooney
- 4. Organisation submitting the application: Cleveland Police
- 5. Full postal address: Cleveland Police, Headquarters, PO Box 70, Ladgate Lane, Middlesbrough. TS8 9EH
- 6. Email address: Gary.Cookland@cleveland.pnn.police.uk
- 7. Telephone number: 01642303303

Secondary project contact details

- 8. Name of secondary contact involved in the project: PC 912 Sharon Cooney
- 9. Secondary contact email address: Sharon.Cooney@cleveland.pnn.police.uk
- 10. Secondary contact telephone number: 01642301176

Endorsing representative contact details

- 11. Name of endorsing senior representative from lead organisation: Chief Inspector 1706 Shane Sellers, Middlesbrough District Police Office, Bridge Road West, Middlesbrough.
- 12. Endorsing representative's email address: Shane.Sellers@cleveland.police.pnn.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: **G.O. North East**
- 14. Please mark this box with an X to indicate that all organisations involved in the project have been notified of this entry (this is to prevent duplicate entries of the same project):



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

Scanning:

Motorcycle nuisance is the anti social and illegal use of motorcycles. Offenders use their machines to the annoyance of people in the locality, commit breaches of Road Traffic legislation, and often use them in the commission of crime. Intelligence also suggests that offenders are involved in other offending behaviour.

This project began when it was noted that many calls from the public related to anti-social use of motorcycles, yet this was not reflected in incident figures. Some incidents were recorded as traffic, some as anti-social behaviour, and others as miscellaneous. So, an issue that was causing major concern to the public was not indicated as significant in Force data.

Analysis:

The data recording issues had to be tackled, and a protocol for recording anti-social use of motorcycles was produced. Gaps in knowledge were identified; members of staff were unfamiliar with legislation and this meant that incidents were sometimes dealt with inappropriately. This was also the case with the officers responding to the incidents, so training was organised to address this. Once this was all in place the problem could be measured. The new codes and qualifiers allowed analysis of the new data, and old data was scrutinised and collated for comparison. Middlesbrough District appeared to have the most severe problem, and so this was chosen as the pilot district. In 14 neighbourhood wards, consultation with residents identified this issue a major priority affecting quality of life.

Response

A problem solving focus group was started; this involved the Police, Safer Middlesbrough Partnership, Erimus Housing Tenancy Enforcement, Street Wardens, Fire Brigade, Trading Standards and Environmental Health. We also involved private enterprise later on in the project, when Right Trax became involved. This group worked on collaborative methods to resolve the problem. Meanwhile, the emphasis on correct recording and deployment to the incidents was kept up, and intelligence led enforcement operations were carried out. The media was also used to great effect, particularly around Christmas, to get the message of not buying these machines as Christmas gifts for children.

Assessment:

Honest assessment has been vital, and particularly taking into account the initial data problems. There was a rise in reported incidents at first; although it would be fair to assume that this was because they were now being correctly recorded, meaning that the public were getting the appropriate response. However, since June 2007, there has been a steady fall in recorded incidents.

State number of words: 400

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

Scanning:

Neighbourhood Policing is embedded within Cleveland Police and the community consultation process revealed that 'Motorcycle Nuisance' was a major issue affecting the quality of life of residents of Middlesbrough District. Not only was there a perception among the public that Cleveland Police were doing very little about the problem (see Customer Satisfaction Survey July 2006), they were telling Neighbourhood officers this during consultation meetings. (NHP Priority Plans).

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Neighbourhood Police officers attend frequent community meetings to discuss issues affecting the quality of life of residents. Although this information is not statistical in nature, it is used to inform the local Priority Plans and Problem Profiles for the wards, and by the POP officer when collating information for targeting areas and offenders. Fourteen of the twenty-three wards in Middlesbrough District had identified anti-social use of off road motorcycles as an issue affecting their everyday quality of life, and callers to Control Room usually described repeat offenders as youths well known in the area. This project is designed to tackle the motivation behind off road nuisance, enforce the legislation, encourage lawful participation in off road motorcycling and educate the community about the dangers and the consequences of engaging in anti social misuse of motorcycles, with an overall goal of reducing the actual problem. Firstly the issue of data recording had to be addressed. It was clear that there was a perceived problem within the

local community, but this could neither be substantiated nor refuted as the data was not being recorded in an easily accessible way. This also meant that appropriate responses to the problem could not be implemented. Incidents were not being recorded in a standard format. This was addressed to a large degree once the National Standard for Incident Recording was adopted. Under NSIR it was decided that the appropriate code to use was AS15, with a motorcycle qualifier to enable accurate analysis.

A review of S59 warning notices was conducted at Middlesbrough District, again there were problems with data recording; an information marker is attached to the warned offender on PNC, but there was no local database at that time. This meant that repeat offenders could not easily be targeted, as there was no search mechanism, and also there were no statistical data available to analyse further. Similarly, the number of seizures under SOCPA and S59 P.R.A. were not recorded specifically as motorcycles and so could not be counted accurately. So not only was it difficult to measure the scale of the problem, it was also difficult to measure our response to it!

Despite there being clear legislative powers for dealing with offenders, there was a lack of knowledge among operators in Control Room, who were unsure what resources to deploy, and what outcomes were required. A light touch review of these complaints was conducted; it was noted that often members of the public would ring with information about offenders, and this information was not acted upon due to the uncertainty around the relevant legislation, particularly in relation to the procedures for third party reporting.

The POP co-ordinator at Middlesbrough identified gaps in knowledge among police officers and PCSOs and their interpretation of the legislation. Third party report forms were often incomplete or incorrect. Familiarisation days were held, and officers and PCSOs openly admitted to being unsure of powers available to them under the Police Reform Act, and SOCPA 2005. These powers were clarified and a protocol was devised for officers and staff to follow when dealing with these incidents.

Feedback at debrief sessions with officers on Motorcycle Section also revealed that some offenders were ignorant of legislation, having transported their machines to available fields and waste grounds in a lawful fashion. Also, during the scanning phase, schools were visited and parents and children were spoken to, some parents actually thought that it was fine to allow children to use quad bikes on pavements and grassed areas.

When reviewing incidents, different types of offender were identified. There were youths involved in repeat anti-social incidents some involving motorcycles, then there were the otherwise law abiding citizens who were off road enthusiasts, and then there were those who had complete disregard for the law and were often involved in other crime related behaviour. Samples also revealed that most offenders appeared to be young males in the mid teens to early twenties, although there were older and younger offenders; one repeat offender was a male in his early thirties who regularly took his young child to school on a quad bike.

During 2006, the retailers were looked at and some local outlets were visited. Canvassing of retailers revealed that sales were primarily conducted via the Internet, as machines were cheaply available from abroad. Large stores and motorcycle retailers alike reported relatively low sales of the off road bike variety. This meant that it would be problematic to target potential offenders at source, and these bikes are not routinely registered as road bikes are, it was also difficult to assess how many were in circulation.

The information we had gathered already suggested that in order to tackle the problem for the future, we would need to prevent young people from engaging in this type of activity in the first place. So we obtained the number of children aged 9-16 in school in the Middlesbrough area from the Local Authority in order to target them, and

particularly their parents, with an education campaign.

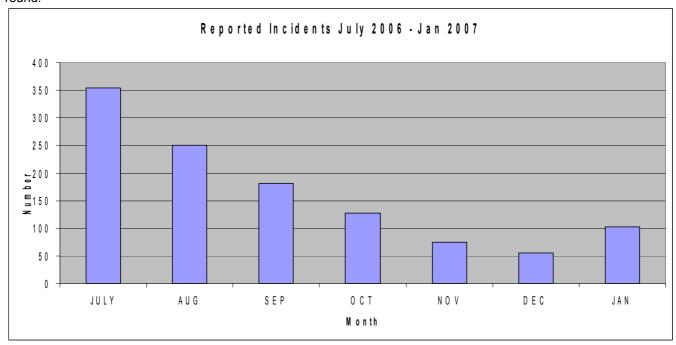
There is no publicly available bike track in Middlesbrough BCU area, and the idea was mooted that if there was one available it may deter offenders. Possible locations for a track have been discussed by the CDRP, and it remains a topic for debate as to whether this is a viable or appropriate option. There are tracks available in the region, the question is often whether people are willing to travel, legally transporting their machines, and then to pay for use of a track.

Analysis:

A problem profile was created, identifying key locations, days and times. Existing data was scrutinised and a new protocol for data collection was rolled out. The protocol outlined areas for multi agency working, a strategy and a blue print for data collection and dissemination, and plans for training.

Figures before July 2006 were difficult to assess, but by July 2006 proper indicators were put in place and Middlesbrough District were averaging approximately 50 reported incidents a week. In July 2006 there were 355 reported incidents, in August 2006 there were 250 reported. Although there were some local variations, weekends from Friday evening through to Sunday were identified as the peak time for offences between 6pm and 8pm. This was often a group activity and youths would take turns riding the bike, in residential areas without protective clothing or Road Traffic Act documentation. However, there were genuine bike enthusiasts using green belt areas ignorant that they were committing offences. Middlesbrough POP officer reviewed each reported incident, in order to ensure that recording procedures were being adhered to and that the response was appropriate.

Although data was limited at first, peaks in activity during the Summer months were identified particularly during the school break in July and August (See graph). Better weather conditions in the Summer months could have contributed to higher levels or the traditional holiday period could be a factor. However incidents were occurring year round.



The Cleveland Police area is one of the most densely populated areas in the country with 9.3 people per hectare compared to a national average of 3.5 per hectare. The area has high unemployment and the areas identified as key areas for anti-social motorcycle use have high levels of social housing, with the exception of one; Acklam, but there is a large area of green belt in that ward, adjacent to neighbouring wards. The locations identified were; Ayresome, North Ormesby, Thorntree, Beechwood, Acklam and Hemlington. Further analysis of the demographics revealed that each one had a higher than national average of residents under twenty. (See table)

National	Middlesbro	Acklam	Ayresome	Beechwood	Hemlington	North	Thorntree

Average	ugh Average					Ormesby	
25.06%	28.33%	24.34%	32.58%	30.53%	29.16%	31.05%	35.31%

Acklam ward borders Beechwood, and the green belt area within Acklam ward is an attraction to motorcycle offenders. These figures lend credence to anecdotal evidence suggesting many offenders were aged in their teens – early twenties, and were often referred to as 'youths' by callers.

A Customer Satisfaction survey was carried out by the Quality and Compliance team in July 2006, and this was less than favourable. Only 33% of callers across the Force area were pleased with the response they received from Cleveland Police in relation to complaints of motorcycle nuisance; see extract below:

<u>Customer Quality Checks – Telephone Surveys for June 2006</u>

Theme for Telephone surveys carried out was Police response to Nuisance/Off road Motorbikes

A total of 57 surveys were carried out. All the customers contacted were happy with the service provided by the communications centre.

Unfortunately, only 19 customers were satisfied with the Police response. Main areas of concern were

- No visible response to call
- · No feedback to customers with regard to problem, some of which are regular complaints
- One customer highlighted they had received a mail drop from the Police stating we were cracking down on Motorbikes, yet this customer had phoned on a number of occasions and had yet to see a response.

Actions taken:

- Seven addresses where highlighted to Control Room POP Coordinator for further investigation/action
- Contact Sgt Nick Walker (Motor bike section) with regard possible use of press to raise awareness of how Police respond to this type of incident.

Control Room Pop Coordinator has developed a response policy with regard this type of incident, it involves additional key questions for call handlers, the use of the additional information will result in increased use of Sect 59 (See August's Pop Coordinators brief for further information).

It was evident that there was a need to properly enforce the existing legislation and tomorrow's potential offenders needed to be the focus of education. The local authority provided statistics of school children aged 9-16 broken down into individual schools. Those in their last year at primary school, and throughout secondary education were targeted with a media campaign. Information was also directed at parents. 8781 comprehensive school children and 2219 year 5 and 6 children were targeted in the 2006 campaign.

Exactly what enforcement activity was taking place needed to be established, so a district S59 database was created. Until then, the only record was on PNC, and in order to carry out any meaningful research, records of offenders were needed.

Middlesbrough has benefited from a lot of investment in CCTV, and we identified that many key locations actually had cameras, yielding little intelligence. This was addressed by producing a protocol for CCTV operators, thus allowing further investigation of offences and more intelligence led activity.

Applying the Problem Analysis Triangle to this issue, we had identified the types of offender and the victims as being local residents voicing their concerns via the Neighbourhood Consultation process and through Control Room. The locations included green belt land, waste grounds and school fields, located in the identified 'hot spot' areas. Also, residential streets comprising social housing in easy reach of open spaces. The response to the problem comprehensively tackled each side of the triangle.

Response:

A Control Room protocol was written in order to address the issues with Data Recording at source. This document outlined the process to follow when taking a complaint of motorcycle nuisance. The operator was given clear guidelines on what code and qualifier to use, and how to deploy the event appropriately. Once the data was being recorded and maintained correctly it was ready to be used to inform intelligence led enforcement and prevention.

A problem solving group formed by the Safer Middlesbrough Partnership (SMP), which comprises Police, Fire Brigade, Trading Standards, Erimus Housing, (largest registered social landlord for the area), and various departmental representatives from the Local Authority was set up, this led to the inception of the Middlesbrough

motorcycle strategy document which was published in October 2006. This document formed the backbone of how the group was to run and outlined the roles of each of the partner agencies.

In order to consider target hardening, the group conducted visual audits and the characteristics of frequently used locations were considered. Meetings were arranged with local estate managers to discuss various preventative methods such as kissing gates and kick barriers, in a bid to make open grassed areas more secure from the motorbikes. As a result of the visual audits carried out by the group a number of areas were identified as suitable locations and gates and various types of barriers have been fitted by the Local Authority. Full consideration was given to DDA requirements.

A rich source of intelligence is CCTV, and we quickly realised that cameras were picking up offences just by being there. A protocol was drafted, and when CCTV staff pick up an offence, the tape is sent to the POP co-ordinator to be investigated. If the offender can be identified, appropriate offences are considered.

This group submitted a lottery bid at the start of the project to secure funding for a scheme to divert young people from this type of offending. The scan and analysis had told us that some offenders were just ignorant of the law, or influenced by peer pressure. These offenders could benefit from education and road safety awareness training. Several private enterprises were considered for the role, eventually a company called Right Trax were chosen. They provide courses, one day a week for five weeks, aimed at teenage offenders, offering road safety advice, responsible riding, basic mechanics and citizenship input. A nationally recognised accreditation is awarded to each participant on successful conclusion of the course. Attendees are referred following offending behaviour, or through youth inclusion schemes as being vulnerable to this type of offending.

Together with the Fire Brigade, a training programme was developed around road safety issues and responsible riding, this presentation is given to attendees on the Right Trax courses, and also to youths identified through the 'Connexions' youth project.

Also available is 'Ridewell' an annual Summer event held by the force aimed at motorcycle enthusiasts. The focus is on responsible riding, and people of all ages attend from all over the country. Our project is now linked into 'Ridewell' and we have a representative sitting on the committee. This event is open to all, and the target audience is not just youth offenders, but all motorcycle enthusiasts and provides an opportunity to engage in safe, legal motorcycle activity. Riders can take part in an 'observed ride' with an assessment by a member of our specialist motorcycle unit. There are also displays by individual experts and teams, road safety presentations and other exhibitions suitable for families and motorcycle buffs alike.

A media campaign was launched to target offenders and potential purchasers of off road bikes on the run up to Christmas 2006. All local schools, libraries, bus stations, housing offices and large retailers were used to display eye catching posters, asking the questions 'Thinking of getting your kids one of these for Christmas?' and 'Do you know the Law?' Each parent of a school pupil aged 9-16 was given a leaflet with these questions, and a summary of the relevant legislation. The message was clear; don't buy one unless you know you can legally use it somewhere. Local radio stations broadcast news bulletins on the issue, and the local TV news also ran the campaign. In conjunction with the Fire Brigade, an exhibition unit was set up in Middlesbrough Town Centre, on the busiest late night shopping night in December in order to emphasise the message to parents and potential offenders out Christmas shopping. Local newspapers also carried the story.

To reinforce this message further, enforcement was carried out just before Christmas under the moniker 'Operation Mosquito.' Through the SMP we worked with Tenancy Enforcement Officers, and they came out with patrols in order to complement police enforcement. Tenancy legislation was used when offenders were Erimus tenants. We routinely began sharing information through the SMP protocol, this works well to deter offenders, who do not want to lose their homes, they are sent tenancy warning letters. Using current intelligence on known offenders and locations, several bikes were seized and S59 warnings were issued. Also, there were arrests for theft and disqualified driving, and warnings were issued by Tenancy Enforcement officers. Information about the operation was also published on the Cleveland Police website and the local newspapers ran the story.

These intelligence led operations have continued to be carried out regularly, and are now linked in directly with the Neighbourhood Watch schemes. This allows members to contact the POP co-ordinator when an incident is taking place, so that Operation Mosquito units can respond swiftly.

In January 2007, we collaborated with BBC documentary programme 'Inside Out' and followed up the Christmas campaign with a hard hitting programme about the dangers and consequences of irresponsible off road motorcycling. We were joined on patrol by Dan Farthing and his crew for the day, the Police helicopter was also used to illustrate the dangerous manner of riding, employed by offenders.

In order to tackle the lack of awareness of current legislation among Middlesbrough police officers and staff, short briefings were conducted to clarify the procedures available to them. These presentations were given to police officers, PCSOs and street wardens, who have since been invaluable in providing accurate intelligence in the form of third party reporting for the purpose of S59 Police Reform Act. As well as the information supplied regarding Section 59 PRA, up to date information was also given on SOCPA powers. Concurrently, Control Room staff were briefed in order to prevent incidents being incorrectly handled or closed prematurely. These training methods have continued through the entirety of the project to ensure that any new staff members are informed of the legislation and that current staff are kept up to date with the legislation.

In order to encourage best practice across the force area, a central Motorcycle Group was set up to meet quarterly, to discuss issues and share ideas across the four BCUs.

Responsible Retailers seeks to address the fact that offenders need fuel. It is an offence for persons aged under 16 to purchase fuel, and yet many offenders were managing to obtain it under age. The purchase of fuel by juveniles is linked to other offences not just anti social use of motorcycles. In partnership with Trading Standards we produced guidance on relevant legislation for service station staff. The majority of local retailers agreed to participate in the scheme and sent their staff to Middlesbrough Police Office for a training day. The training day did not just focus on legislation, but also on how to refuse sale, and action to be taken should this cause conflict. All participating retailers were awarded a certificate of membership in the scheme.

Assessment:

Throughout this project progress has been continuously monitored, this was particularly important because staff members had been given so much new information in a short space of time. In order to ensure that the incidents were dealt with correctly, routine monitoring was implemented and where necessary, remedial adjustments are made, and feedback is given.

The Quality and Compliance Team carried out another quality of service survey specifically around the motorcycle nuisance theme in August 2007 customer satisfaction had increased to 60% across the Force area, with positive comments such as, 'Things have improved in the last 12 months,' and 'the incident was dealt with quickly.' Callers also supplied information about offenders quite readily now, confidence in the third part reporting system appeared to have risen. The reported incidents also showed a marked decrease. See extract below:

Customer Quality Checks - Telephone Surveys for August 2007

In respect of Police attendance, 60% of callers (up from 33%) were pleased with the response that they received. Complaints included issues such as no visible patrols, disappointment at no follow up calls and a PSCO being short on experience. Suggestions made included the following:

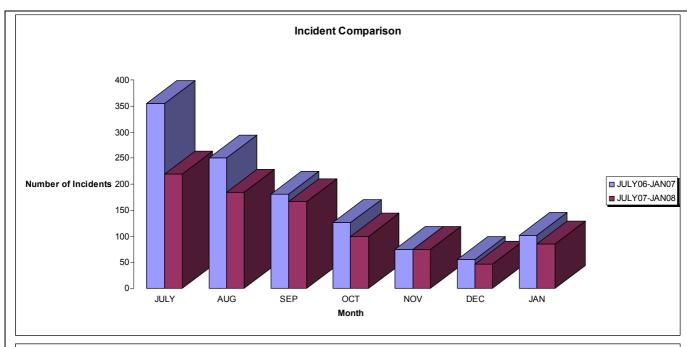
- 1) More visible patrols requested
- 2) More operations needed
- 3) Preventative measures for example, barriers erected.

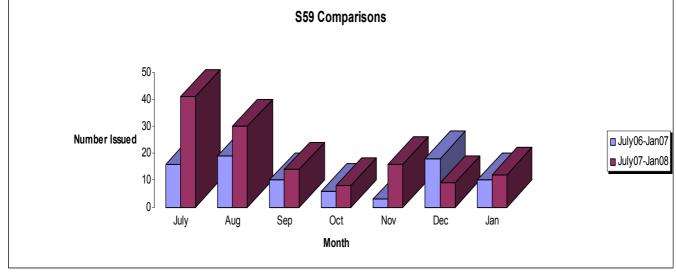
Again, the majority of comments were positive, examples of which are below:

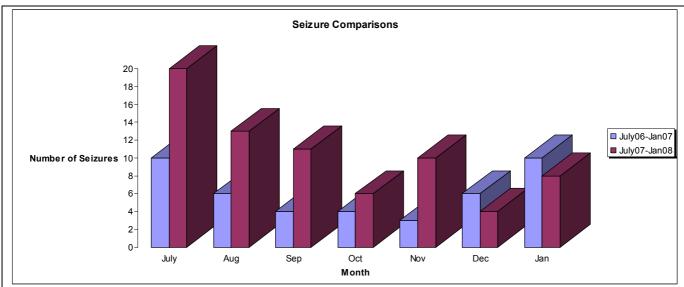
- 1) Caller pleased that the local beat officer picked up on incident and contacted the IP.
- 2) Happy that the call was followed up by an NPT visit.
- 3) Things had improved within in the last 12 months.
- 4) Happy that PC Cookland got in touch to advise of an upcoming operation.
- 5) Community Wardens had visited twice & were helpful and sympathetic.
- 6) PCSOs arrived quickly and dealt with the matter. No further problems since.

Whilst carrying out the surveys several callers were able to supply names and addresses of local boys involved in off road bike incidents and intelligence logs were placed on the system. One caller became particularly upset during the call stating she had been plagued with off road bike incidents for the last 5 years. Sgt Matt Smith assured her that these incidents were taken seriously and that several operations had been planned. In addition to this he sent a memo to the relevant district and POP Co-coordinator outlining his conversation and advising them of the caller's concerns.

During school Summer Holidays; July and August, incidents dropped significantly on the previous year, and overall reported incidents for the year were decreased. Use of s59 warnings by Officers and PCSOs had increased markedly, and seizure of bikes had also increased, indicating a greater understanding of available powers and legislation.







To date, there have been six Right Trax courses, consisting of 51 youths aged 11-16. All had been referred following liaison with Youth Offending Team, and because of their involvement in off road nuisance offences. There have only been 3 failures; two were excluded due to reoffending, and one got a job and so has been offered a new course at a later date. Therefore, 48 individuals have not reoffended since attending the course. The courses teach responsible riding, bike maintenance and health and safety. There are inputs from the Police and Fire Brigade on the dangers of anti social motorcycle riding, one attendee said the following:-

"I was always getting into trouble with the people in my neighbourhood, family and Police but on attending right trax I began realising through the course, what effect my behaviour was having on others, the course content was excellent and the staff were approachable. I passed the course and that in it self brought me confidence & self esteem which I have never had before. I had an interest that I could enjoy, as a result of this change I have since been offered a position with right trax and now get paid for doing something I enjoy".

'Stop them in their tracks' has had an impact on the communities of Middlesbrough. Motorcycle nuisance is a priority for many of the residents in the area and Cleveland Police listened to their concerns. The Neighbourhood Policing Teams, in collaboration with their partners, assistance from the Lottery and the support of the local community have made a difference to this particular community problem. Residents are confident that they can report this problem, via the third party reporting system, and where an offender is identified action will be taken. Preventative campaigns through the media and education initiatives continue, and regular staff briefings ensure that knowledge remains up to date. This campaign is constantly reviewed and will be sustained, the three other BCUs have adopted elements of the project already and the best practice is being adopted across the force area.

Right Trax Students



State number of words used: 3997						

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

As District Commander I attended multi-agency 'Face the People' sessions in an effort to determine the key priorities that affected local neighbourhoods. These sessions, which were well represented by members of the community, identified the nuisance caused by off-road motorcycles as being of major concern to them and something they wished the police and their partners to address due to the negative impact it had on their lives and those of their families. In responding to this neighbourhood policing priority the police, the police authority and our partners recognised that working in conjunction with local garages to reduce the fuel supplies to off-road motor cycles, together with other initiatives, would have a significant impact in reducing this anti-social behaviour. This has proved to be the case and, as can be seen by the results achieved by the 'stop them in their tracks' scheme, has improved the quality of life for Middlesbrough's residents. This campaign is strongly supported by those persons affected by it and is a longer term strategy by the Safer Middlesbrough Partnership to eradicate this problem once and for all.

I commend the work that has been carried by all persons concerned to deal with this particular form of anti social behaviour and will continue to give my full support to it.

Chief Inspector 1706 Shane Sellers.

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.