

Tilley Award 2006

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 and within the word limit. Failure to do so could result in disqualification from the competition.

Completed application forms should be e-mailed to Tricia Perkins; patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on Friday 28th April 2006. No entries will be accepted after this time/date. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262. Any queries regarding other aspects of the awards should be directed to Michael Wilkinson on 0207 035 0247 or Lindsey Poole on 0207 035 0234.

Please tick box to indicate whether the entry should be considered for the main award, the criminal damage award or both;

Main award Criminal Damage Award Both Awards

1. Details of application

Title of the project Operation Mullion
Reducing Anti-Social Behaviour and Crime in and around Mayfield School

Name of force/agency/CDRP: Hampshire Constabulary

Name of one contact person with position/rank (this should be one of the authors): PC Marcus Cator

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Name of endorsing senior representatives(s) Mr Simon Cole

Position and rank of endorsing senior representatives(s) Assistant Chief Constable

Full address of endorsing senior representatives(s) West Hill, Romsey Road, Winchester SO22 5DB.

2. Summary of application

In no more than 400 words please use this space to describe your project. Include details of the problem that was addressed a description of the initiative, the main intervention principles and what they were designed to achieve, the main outcomes of project particularly in relation to the problem, evidence was used in designing the programme and how the project is evaluated.

Mayfield School is the largest secondary school in Portsmouth, historically suffering from a reputation of persistent antisocial behaviour and is considered a magnet for criminal activity. Mayfield was a school which parents did not wish to send their children too. It was in "Special Measures" after the last inspection by Ofsted, schools inspectorate. Crime in the district of Copnor was identified through scanning and customer surveys, as causing a significant fear of crime in the community. Mayfield School was identified as being at the heart of the problem.

Scanning: There are ten Secondary schools in Portsmouth with 10,159 students.

- The average crimes recorded for all 10 schools between 01/09/01 - 01/09/03 totalled 40.
- Officers and analysts conducted a review of crimes at Mayfield between 01/09/01 – 01/09/03 identifying 96 crimes.
- To clarify and design a response to reduce crime and disorder within Mayfield and spread this to the community, Hampshire Constabulary's problem orientated policing approach of Problem Resolution In a Multi-agency Environment Strategy (PRIME) was utilised.
- This incorporated the guidance given within governments Safer Schools Partnership (SSP) and the Association of Chief Police Officers (ACPO) paper on National Crime Recording Standards (NCRS).

Analysis: Partnership data identified

- Within Mayfield, criminal investigations cost police approximately £42,000 and Mayfield School £20,000+ in repairs in 2 years.
- Incidents reported involved "Nuisance or Youth Concerns".
- Community surveys established a majority of residents lived in fear of groups of youths and perceptions were that youths were responsible for crime.
- Significant lack of communication between agencies.

Response: Operation Mullion was initiated and set out a long term strategy, through key interventions and long and short term crime reduction strategies, to reduce crime and fear of crime in the community, by achieving:

- Improved "Partnerships" between organisations.
- Communication with the student body, enabling pupils to take responsibility for introducing established crime reduction strategies.
- Positive media input and support, marketing success to the community.

Assessment: After 2 years the project achieved reductions of:

- 39% in Police attendance.
- 95% in Mobile Phone Thefts
- 100% Criminal Damage and Vehicle Crime
- 36% in Theft overall.
- Overall reduction of 36% in Police investigation costs.
- 42% in Student Exclusions.

This project has been identified in Force and the Local Education Authority as good practice in reducing antisocial behaviour and crime in Schools.

3. Description of project

Describe the project following the guidance above in no more than 4000 words

Introduction

Operation Mullion was a policing operation established in September 2003. The aim was to try to combat antisocial behaviour in the Copnor area of Portsmouth. The problem was centered on concerns raised by residents and statistical evidence of crime at the largest secondary school in Portsmouth. It was becoming the “norm” for large groups of up to 40 or 50 youths aged 11-16 to roam the streets. They were often found drunk and were sometimes abusive and aggressive towards the residents and Police.

Copnor Police Beat team PC's Marcus Cator and Steve Hawkins identified worrying trends and hotspots relating geographically to Mayfield School. This was highlighted by the community in a recent survey carried out by police.

Fig1

<i>Problem Area Residents were concerned by:</i>	<i>%¹ of residents</i>	<i>Valid responses₂</i>
People hanging around on streets	67%	(163)
Underage drinking	58%	(124)
People using drugs	26%	(86)
People dealing drugs	20%	(71)
Adults being drunk or rowdy in public	19%	(134)
People being robbed or mugged	7%	(103)
Noisy neighbours	6%	(156)
People being attacked or harassed because of their race or colour	2%	(91)
People sleeping on the street or in other public places	1%	(135)
Loud parties	1%	(154)
Prostitution	0%	(99)

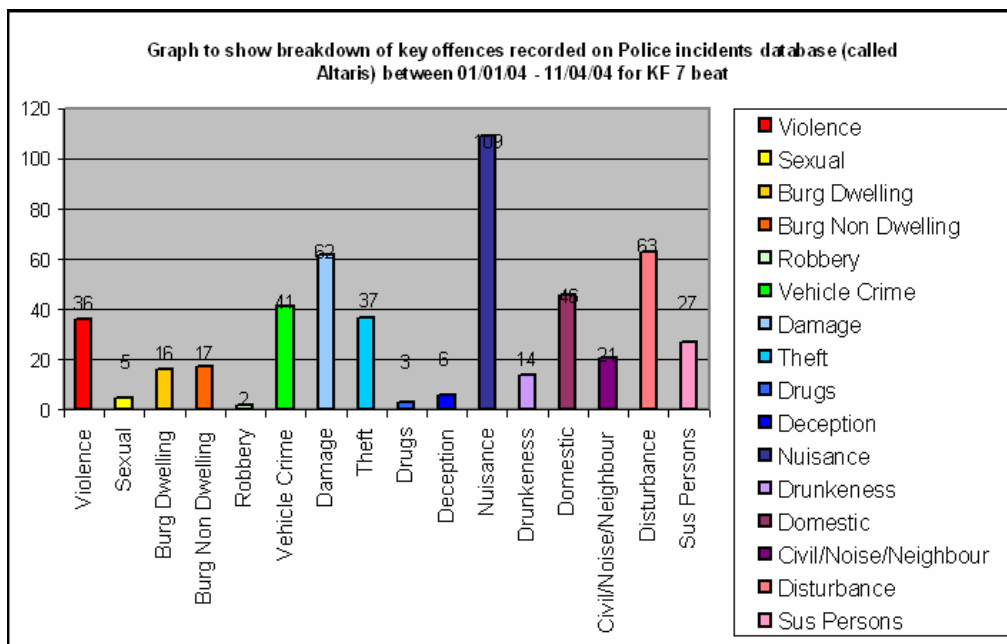
(For complete survey see Appendix A)

An analysts report was requested to identify key crime issues within the beat, ([see Appendix B](#))

¹ Note: Caution should be taken when considering % results from a fewer than 100 valid responses.

² 'Valid responses' are the no. of residents who answered the question excluding those who stated 'Don't Know'/'Not Applicable'.

Fig2



It was evident that Mayfield School was a hotspot and was attracting increased Police attention. Many officers were attending the same location repeatedly to resolve issues and concerns and to investigate crimes. The surrounding community was suffering from nuisance, antisocial behaviour and crime, during and after school hours. Attention was focused on trying to identify, resolve and reduce incidents of “youth nuisance” and crime in and around the school and to attempt to engage with the youths to identify their issues and concerns.

Prior to this project, competing force priorities resulted in the removal of Police Schools Liaison in secondary schools. The project was developed by approaching the school to establish their current working practices and how their establishment was managed in order to learn more about the environment and how best to police it. Having approached Derek Trimmer the Headteacher, police noticed a severe gap in the NIM (National Intelligence Model) process and suggested the use of multi agency partnerships, with appropriate partners to confer and direct clear objectives to tackle the issues identified. Portsmouth Police, Mayfield School (staff and students) and Education Welfare formed the initial partnership, setting up an information and intelligence exchange. This later incorporated the Local Education Authority, Council, feeder schools and Social Services.

The partnership objectives were to reduce antisocial behaviour within the school and community by working with the students and the large groups of youths who frequented the area. Early on it was identified that crime levels were accepted as normal by students and teachers. There were also no clear guidelines for the school as to when to involve Police in proceedings.

Our key aims for the partnership identified the following essential needs;

- 1/ An agreed protocol for partnership working. This had to be identified to establish clear guidelines of working

structures and practices between agencies.

2/ Crime and disorder occurring within the school needed clear reporting guidelines to improve the effectiveness of involving Police and continuing support to investigate these incidents, as well as new and improved ideas on tackling crime.

3/ Exclusion and Truancy were a real issue. Swift intervention was required in order to make an immediate impact.

4/ Students needed to be educated about crime and disorder and a cultural change implemented within the school society.

5/ The police needed to recognize the “community” within the school and become a part of it, working with government requirements of Safer Schools Partnership strategies.

6/ The community around the school needed to be appraised of issues and concerns, and involved through effective communication.

Defining the scale of the problem

Police examined the crime statistics and information available. We were able to identify the crime issues and concerns and possible underlying causes. The cost of policing the school was, on average, £177 per incident. Police were attending the school up to 75 times a year! We returned to the partnership with this information and a suggested protocol for working together. ([See Appendix C](#)). Having established and agreed a way of working together the partnership set objectives for the project.

To reduce in a comparable period from the previous year:

- ✓ Thefts of Mobile Phones 15%
- ✓ Cycle Thefts 15%
- ✓ Criminal Damage and graffiti 20%
- ✓ Vehicle crime 15%
- ✓ Police calls to Mayfield 15%
- ✓ Assaults 25%
- ✓ Student Exclusions 15%
- ✓ Truancy 10%
- ✓ Increased reporting of Bullying

Responses to issues in our analysis were considered and prioritised against the principles of the situational crime prevention matrix. (Twenty-five Techniques of Situational Crime Prevention by Cornish and Clarke (2003)) ([see appendix D](#)). We looked at examples of good practice within our own force and within partner agencies and together we pursued the following analysis and responses.

Issue 1 Assaults / Bullying within school

The partnerships biggest concern, especially in the light of media publicity, was bullying. Over a 2-year period assaults within Mayfield reported to police had increased from 4 to 18 a year. All occurred during school hours and 17 were student on student related. The culture in the school between students appeared to be that bullying was accepted. A majority of the incidents reported were as a result of retaliation between students for some misunderstanding or confusion or tended to be related to long-term arguments. As bullying had become accepted within the society as the “norm,” many more incidents were occurring and going unreported due to a lack of confidence in the situation being managed effectively. Belief created an environment that allowed a bullying culture to flourish.

The Underlying Causes appeared to be:

- ✓ Bullying between children and acceptance of this as the norm.
- ✓ Lack of confidence in school reporting procedures.
- ✓ Lack of appropriate rule setting.

Partnership Response

Best Practice in dealing with bullying is already in place and available to all. Different examples of these were analysed and in partnership consultation, a suitable Policy was drawn up by the school. This policy was then implemented by:

- ✓ Advertising a “No Bullying Campaign” throughout the School.
- ✓ Posters in corridors with names and contact details of key individuals.
- ✓ Information available on the School website.
- ✓ Adopting a Multi-agency approach to dealing with incidents.
- ✓ Students encouraged to report bullying.
- ✓ Counselling services for perpetrators.
- ✓ Appropriate rule setting, set up and maintained.
- ✓ Mentors utilised from existing school council and support put in place for victims.

This had a profound effect on the reporting of incidents. The confidence of the students in the School processes and the Police improved. Reporting of incidents rose dramatically and with it our relationship with the students blossomed. We became an intrinsic part of the procedures of discipline. The school invited us to case conferences and re-integration meetings to work with individual students. This role has developed and we are now regularly involved in many of these situations. It also became accepted that Police were visiting the school to work with staff and students, and the students became more receptive to us.

Issue 2, Crime on site after hours / general Anti Social Behaviour in the area.

The school had suffered significant increases in Burglary over the previous 2 years, possibly due to the location, structure of the site and very low climbable walls. Poor lighting at night was a possible contributing factor as the site attracted youths who could easily hide. The grounds were considered a safe place by large groups of youths to congregate, as they were out of sight from residents and police patrols. 15 of the 17 burglaries within the school occurred out of school hours. It was obvious that access routes to the school grounds were a contributing factor, in some cases the premises had been found insecure. As part of a school refit programme all windows and doors were replaced, improving site security.

Further to this the school site was suffering damage and vandalism, costing the school approximately £20,000.00 over two years. The school has 9 entrances and exits, plus low climbable perimeter walls. Under Fire Regulations the exits have to remain accessible. At night there was evidence that alcohol was being brought to the site and consumed by visiting youths, exacerbating their behaviour. CCTV recorded some of these incidents however on occasions individuals were unrecognizable. Damage was largely under-reported by the school.

The Underlying Causes were

- ✓ Lack of knowledge of crime issues by site managers.
- ✓ Poorly secured premises.
- ✓ Lack of perimeter security.
- ✓ Lack of ownership of problem.
- ✓ Off Licence very close by with Proxy Sales taking place.
- ✓ Damage accepted by School as an operational consequence and only reported internally.
- ✓ Lack of knowledge and understanding of the facilities available within the school structure.
- ✓ No respect for each other, themselves or the premises.
- ✓ A general “can’t do anything about it!” attitude by the communities.
- ✓ A lack of targeted police response and limited staffing available to investigate crime in school.
- ✓ Offenders dealt with in school by their own procedures and Police unaware of their increasing misbehaviour.
- ✓ A belief that “you can get away with it ‘because nothing ever gets done!’”
- ✓ Public apathy contributed to a lack of surveillance / guardianship assisting the continuing misbehaviour of the youths.

Partnership Response

1/ Application for a Designated Area, increased patrols and community engagement.

A joint partners' application for Designated Status under the Antisocial Behaviour Act 2003 in order to disperse persons behaving in an antisocial manner, was successful and implemented on the 22nd July 2004. Maximum effect was gained through publication of 3500 letters distributed to students at all schools in Copnor. Leaflets were distributed to residents informing them of the designated area. A media release was published identifying the area and posters were put up in key locations. High Visibility Police patrols were utilised enforcing the status of the area to youths and parents.

The results of this, increased public awareness and confidence in the school and the Police. The defined area allowed targeted patrols to police the area more robustly. We approached local businesses and using the skills and knowledge of trading standards officers, tackled proxy sales. The Council operated test purchasing on all stores in the area. They identified stores selling to youths and pursued prosecutions, where applicable, resulting indirectly in one local store closing. Under powers available large groups were identified and dispersed. This allowed us to continue the work during school hours with the youths identified and further educate them and their parents about their behavior.

It was feared this robust stance would have a displacement effect, but as we were tackling the youths through the school as well as on the street, this was minimized. Students were aware of our work and our reasons for it. We also ensured activities were available and expanded upon for the youths during and after school hours.

2/ Re-securing the site.

After putting in place several strategies within the school and increasing the policing of the site it was identified that the perimeter of the site was largely contributing to many of the factors of insecurity, damage and burglary. During school hours, staff and students were also at risk of intruders entering the site. This had resulted on several occasions on individuals being assaulted and disruption to the school day.

In consultation the partnership decided to seek funding to re-secure the site. An application was made by the Beat Team to Police Headquarters under the "efficiency savings" budget for an investment into the project. Hampshire Constabulary had never invested a lump sum in an outside agency for this type of project. We were successful in securing £25,000.00 towards the project and the partnership soon had a substantial fund to investigate the possibilities of new fencing to re-secure the site.

A residents meeting was called and a planning application was discussed to incorporate all views and needs for the school, the residents, the local education authority, the Police and the Council. A new perimeter fence is due to be erected around the site in Summer 2006.

Issue 3 - Theft within Schools.

Through analysis of crimes we identified a pattern of thefts of approximately two mobile phones a week being stolen from both pupils and staff. This was opportunist crime usually carried out by students and was due to a lack of responsibility by the owners to protect their property. It was also clear that theft of cycles occurred during school hours. These cycles were insecure or poorly secured in vulnerable areas. The school does not have a secure area for bicycles and students chain them to the front railings in the hope that the roving CCTV camera will monitor them.

Underlying Causes

- ✓ A general belief that nothing can be done about it.
- ✓ Lack of security of staff possessions.
- ✓ Easily stolen items that are sold on and broken up making recovery difficult.

- ✓ No way of identifying property.
- ✓ No secure area for storing Cycles

Partnership Response

It was decided after looking at successes of other schemes within Portsmouth to try to emulate them. Property marking was used to alleviate the problem of Mobile Phone theft by reducing their value to the thieves. 400 mobile phones were post-coded and data-based with a nationally recognised company used by several police forces, increasing the probability of tracing them if stolen. Previous good practice demonstrates positive marketing sold successfully was a necessity. In light of this, each class in school was approached, focusing attention on individuals, which encouraged recognition, respect and ownership of property. Owners were given crime prevention packs consisting of advice, ultra violet pens, security stickers, key rings and contact information. These were victim orientated, encouraging them to continue property marking at home. The packs cost £1.00 each, overall cost to the project to date £400.00. The scheme increased education to students and encouraged them to take ownership for themselves and their property. In order to continue the scheme without Police time and input the School Council were made responsible for marking and logging all new phones, making the scheme self-policing.

After scanning all 10 secondary schools in Portsmouth, it was identified that Cycle Cages had been used at other sites and could be a way of reducing cycle thefts. In consultation with partners the school wrote a Travel Plan to the City Council. This plan applied for funding to secure safe travel for students. This application was successful in securing £14,500 towards a secure Cycle Cage which is to be built in summer 2006.

Further to this, a property marking system for bicycles was introduced which incorporated ultra violet marking and acid etching aligned to a manned telephone 24:7 database. This system and company were already recognised nationally and the concept of their use was suggested to the local council in co-ordination with the Travel Plan. The Marking kits cost £1.75 each. 50 packs were allocated to the school at a cost of £87.50. The Council embraced this scheme and there was a high profile launch to the public using the media and road shows which are now going to be used within all Portsmouth schools. The School Council will be tasked to maintain this scheme along with the phone database.

Issue 4 - Exclusion and Truancy

The national accepted level of unauthorised absence in Secondary Schools is 1.1%. This does not correctly identify truanting children specifically as this figure incorporates leave which is not authorised, such as holidays etc. 1.1% of Mayfield's student population would equate to 14 children on average being registered as an unauthorised absence. Mayfield's figures were in excess of this with 13% of children registered as unauthorised absence. Some of the children were committing crime whilst truanting or excluded. The exclusion and truancy rates were a concern to the school and they wanted to reduce this through their own multi-agency structures.

Underlying causes

- ✓ Acceptance by students that they can leave school whenever they wanted.
- ✓ Some students believe this is the only way to deal with personal issues and problems.
- ✓ Site set up, access and egress too easy from all areas with little supervision of exits due to the size of the site.
- ✓ Pupils not engaging in School or Community activity.

Partnership Response

The partnership set up a robust policy for the students outlining when they should be in school grounds and when they can leave the site and under what circumstances. School staff were utilised to patrol the grounds during times when they were not otherwise committed. CCTV was utilised with radios to convey and identify locations of concern. Later, mobile phones were introduced to all staff improving the contact-ability and responsibility of staff for specific children and issues.

Police whilst on patrol approached all students who were identifiable as Mayfield Students who were found out of school during school hours. All students' details were obtained and the student returned to school. Multi agency letters were sent to parents advising them that their child had been truanting. Education Welfare would then monitor and consider case conferences with the student, parent and agencies before considering a prosecution.

Because of the robust policies on behaviour, bullying, assaults and truancy the exclusion rates were also being tackled.

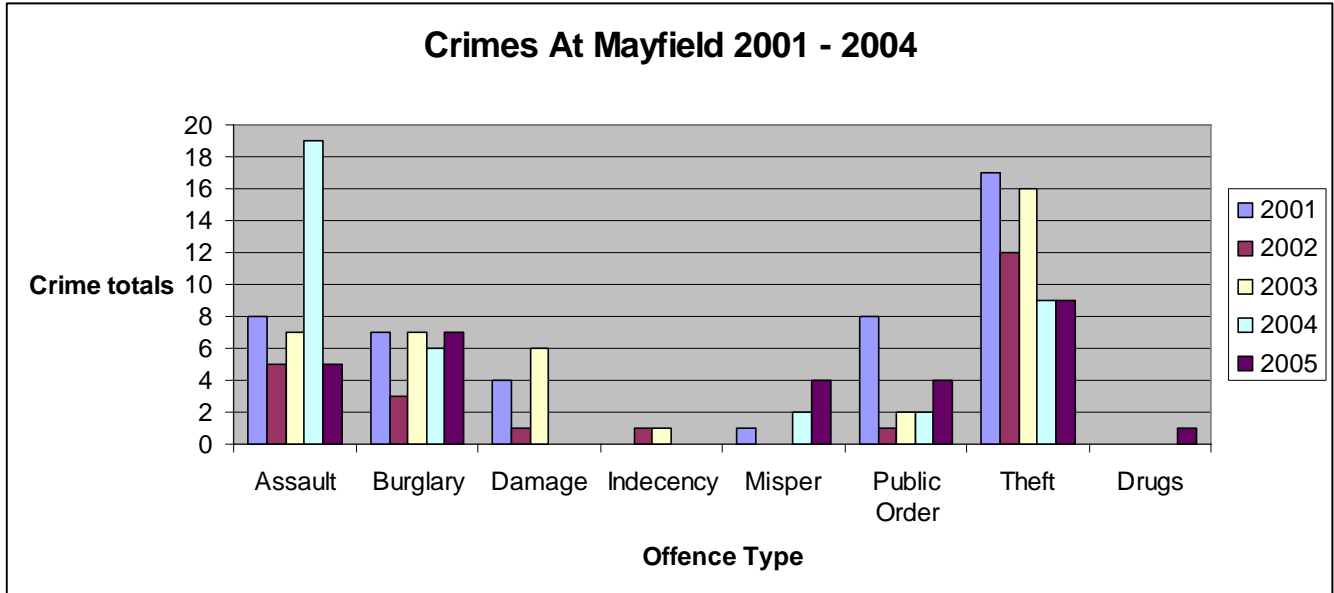
Assessment

The project has been running just over 2 years. In this time we approached various organizations with our ideas and structures which have been extremely well received. Portsmouth Education has set up some extensive multi agency strategies and have utilised our suggested contract for partnership work as an example of good practice for their partnerships. The ideas of the project were so well received by the LEA that presentations and conferences were held with all schools in Portsmouth to disseminate good practice and encourage partnership strategies throughout education. A Power Point presentation identifying “good practice” for the City was produced.

Mayfield has seen a reduction of 42% in exclusion rates of students compared to the City average of a reduction of 30%. Since the start of the project several visiting parties to the school have witnessed significant changes in the behaviour of the children. After the latest Ofsted interim inspection, Mayfield School came out of “Special Measures” and was identified as a “rapidly improving school with clear management”. The partnership work was highlighted as a strength in school procedures. The police are now considered to be an integral part of the school structure. The partnership approach has been held up and further developed by the LEA. There are now established CIPS (Community Improvement Partnership Schemes) in Portsmouth with appointed CIPS managers. The CIPS partnerships meet on regular intervals to continue the partnership strategy of working forward.

According to Fig 3, 01st Jan 01 – 31st Dec 2005 overall crimes at Mayfield School reduced. The Constabulary spent approximately £13,315 in investigation into crimes at Mayfield School in 2004. In 2005 this had reduced by 36%. An efficiency saving of £4793.40.

Fig3



During 2004 there was an increase in reports of assaults as shown in fig 3. Interviews with staff and students identified that more incidents of this nature were reported as students appeared to trust and understand the systems available and were happy to advise the partnership of their concerns. It shows that once the influx of information and

incident recording had been dealt with, we saw a reduction of assaults in 2006.

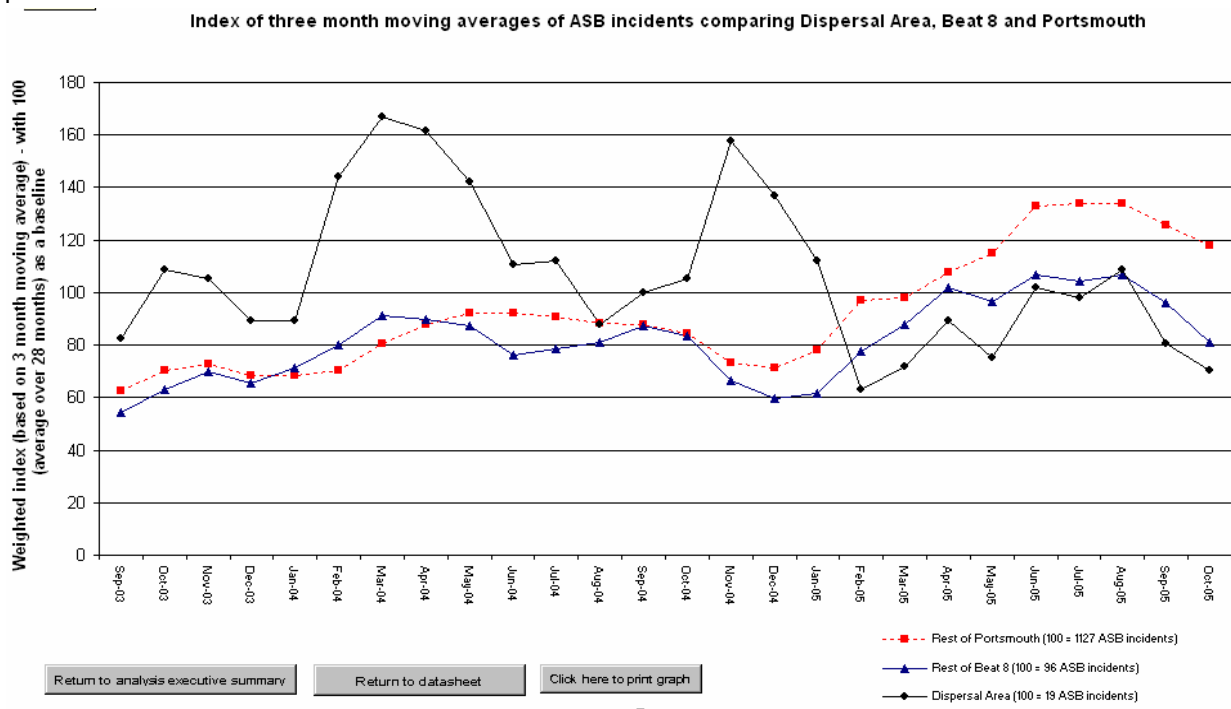
Property marking started on 05/01/04 and reduced reported theft of phones by 95%. An additional benefit was that children took crime prevention home, increasing the amount of property being security marked. The student council is now responsible for property marking, encouraging ownership and responsibility and there are planned activities around cycle marking and security due to be implemented in phase 2 commencing spring 2006.

Issues for the surrounding community have been tackled collectively as a result of High Visibility Policing during the Designated Area and improved community contact and partnership management, thereby exceeding the set aims and objectives of these responses. Effective community updates with flyers and newsletters to all homes to sustain reassurance is essential for community cohesion. A telephone hotline to Police and Council for anti-social behaviour was set up enabling information to be exchanged more effectively.

The change within the local community around the school has also been recognised by residents and businesses and the local councillor remarked on the fact that he has “received fewer complaints since the implementation of the project”. Those who previously complained now approach Police and inform them how different it is to live in the area. Beat Surgeries have been established as a further point of regular contact with the community to continue building the relationship. A second customer survey has been commissioned to gauge the community’s perspective on the changes.

At the end of the initial six month period of the designated area, assessment showed a 68% drop in calls to the most problematic areas around the school, and a 42% reduction in calls to Mayfield, compared to the previous six months. The designated area was so effective that it was not considered necessary to extend the order. Fig4 shows not only a 38% reduction in ASB in the target area since the project began but a 12% reduction in the surrounding area. This is not as low as the 18% reduction across the City which might suggest a small amount of displacement activity. This is still an excellent result.

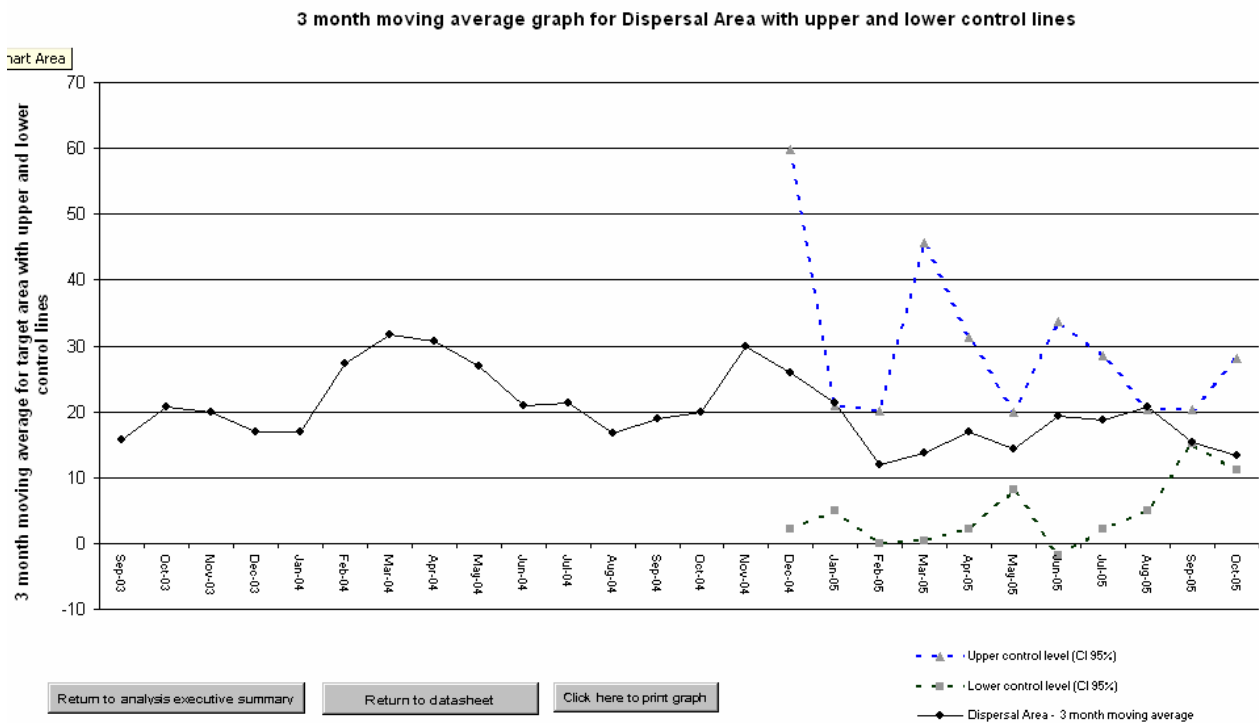
Fig4



Examination of the “Lupp Seasonality” graph in Fig5 indicates that levels seen within implementation area in the latter end of the evaluation were falling below the expected lower levels of confidence bounds. This is extremely

positive, as it means that comparing seasonal impacts the reductions experienced did not appear to relate to expected seasonal change.

Fig5



The project was set up to reduce crime in Mayfield School and to improve the quality of life for residents around the school by achieving a true partnership approach. The beat team established significant contacts with the school Senior Management Team and demonstrated the need to provide appropriate responses raised by their scanning and analysis. Sustained working practices with all partners have achieved improved policing and community guardianship based on an agreement with the school balancing the police approach with due regard for school regulations and in particular their terms and conditions of acceptable behaviour on site. Through working with the students in this manner in their environment, the work has spread outside of the school building and now the students have learned how to treat police in a social and public environment. They have also learnt to understand what the public see in their behaviour. Large groups of youths are now a rarity in this area and antisocial behaviour has considerably reduced.

The new relationship enabled each establishment to benefit from intelligence reports, working with the National Intelligence Model, submitted by parties such as the Police, Mayfield School, the LEA, Social Services, and Portsmouth Youth Services, Motiv8, Connexions and the North End Young Peoples' Project. This filled the gap identified in the NIM process.

To date almost all objectives of the project have been met and exceeded:

Targets to Reduce Reduction of Increase reporting:

	Reported incidents:	Reported incidents:	
✓ Thefts of Mobile Phones	15%	95%	
✓ Cycle Thefts	15%	39%	
✓ Criminal Damage and graffiti	20%	100%	
✓ Vehicle crime	15%	100%	
✓ Police calls to Mayfield	15%	42%	
✓ Assaults	25%		100%
✓ Student Exclusions	15%	42%	
✓ Truancy	10%	22%	
✓ Increased reporting of Bullying – as demonstrated by increased reporting of assaults up 100%.			

The project continues to grow. We are excited as a partnership about what happens next. With the installation of the secured perimeter fence and the cycle cage, incidents of crime should reduce further.