

*Second Report Of The
Cleveland County Working Party
On
Vandalism And Hooliganism*

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SECOND REPORT OF THE
CLEVELAND COUNTY WORKING PARTY

ON

VANDALISM AND HOOLIGANISM

NCJRS

JUL 16 1980

ACQUISITIONS

May 1980

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CHAPTER ONE

PROCEDURE AND GENERAL INFORMATION

1.1 Terms of Reference

The Working Party on Vandalism and Hooliganism came into being as a direct result of Minutes 2187 and 2191 of the Cleveland County Council Policy and Resources Committee of the 22nd November, 1977. This followed a report by the Chief Constable on the preventive measures being taken to alleviate criminal damage, vandalism and hooliganism throughout Cleveland County.

The Working Party, composed of both Police and Local Authority Officers of the four districts of Cleveland as well as Officers of the County Council, was given the following terms of reference:-

"To collate and examine reported incidents of vandalism, etc., with a view to providing and deploying resources in an effort to reduce the number of complaints, provide additional protection and apprehend the offenders."

1.2 First Report of Working Party

In December, 1978, the First Report of the Working Party was published in which the concepts of vandalism and hooliganism were discussed. The extent of the problem in Cleveland was examined and the preventive measures available were considered.

The First Report was widely circulated and received considerable publicity. Its recommendations form the basis of this report.

1.3 Meetings

Three meetings were held during 1979; on the 27th February, the 24th May and the 25th September, 1979.

1.4 Changes on the Working Party

During the course of 1979 a number of changes took place on the Working Party as the result of retirements, transfers and promotions. These changes affected both the Police and the Local Authority representatives.

Chief Superintendent G.S. Cameron

Mr. R.N. Southwood, Stockton Borough Council

Mr. F.G. Sugden, Middlesbrough Borough Council

Mr. R.W. Thompson, Langbaugh Borough Council

Mr. E. Withy, Hartlepool Borough Council

all left the Working Party on retirement.

Mr. H.R. Hill, Assistant Chief Constable

Inspector K.P. Dale

left the Working Party on transfer.

Superintendent C. Blackwell left the Working Party on promotion.

1.5 Other Involved Parties

In order to provide a link between the Working Party and other bodies within Cleveland who are also dealing with the problems of vandalism and hooliganism, Inspector Romeanes and Inspector Dawson were co-opted as members of the Education Committee's Standing Panel on Vandalism. Conversely, Mr. Bateman, Assistant Education Officer, joined the Working Party as the representative of the Standing Panel.

In addition, Inspector Romeanes and Inspector Dawson represented the Working Party on a Cleveland Constabulary Study Group into Computer Analysis of Vandalism. The objectives of this Study Group were to:-

- (a) Improve the data collection system and replace the forms from which the present vandalism returns are produced (see Appendices 1-4)

- (b) Assist the Investigating Officer to determine his report and act quickly and efficiently.
- (c) Note the other agencies' need to quantify vandalism as it affects their Departments.

It quickly became apparent that any system which simply collated information in relation to criminal damage for the purposes of criminal statistics merely represented a data storage system which was not radically different from that already in existence. Whilst this might meet the first of the Study Group's objectives it could not meet the second and third objectives. What was required was a detailed programme which would not only analyse and determine Police response to vandalism problems but also supply Planners, Architects, Educationalists' and Local Government Administrators with the detailed information each required.

Therefore, it has been decided that the best method of attaining the objectives would be through the formulation of a programme involving all the relevant County/District Council agencies rather than by means of a restricted Police programme.

Inspector Romeanes also represented the Working Party at a meeting of the Northern Council for Sport and Recreation Working Party on Deprivation held in Durham City on the 11th September, 1979. The views contained within Recommendation 6 of the First Report were given to the meeting but it was apparent that only a very limited amount of money would be available to fund sporting and recreational schemes proposed by the parties represented. Attention was drawn to the Cleveland County Working Party view that the emphasis should be placed upon the extension and development of already existing facilities and that in so doing there must be two overriding considerations. Firstly the facilities must not be too remote from the areas of deprivation and vandalism and secondly, prohibitive costs should not deter attendance.

CHAPTER TWO

STATISTICAL INFORMATION

2.1 Introduction

Statistical information continued to be gathered in the traditional method, but the inadequacies outlined in the First Report still remain. It is hoped, however, that the proposed programme described in Paragraph 1.5 will allow more information to become available so that action by Police and other agencies can be applied to better effect in dealing with the problem.

2.2 1979 Figures - General

A full breakdown for the year ended the 31st December, 1979, has been produced in Appendices 5-8. The comparable figures for 1978 are shown in brackets.

2.3 Vandalism

During 1979 the number of incidents reported to the Police increased by 21.6% although there was a slight reduction in the total value of the property damaged. There was also a slight decrease in the percentage of offences detected and the total of 12.8% of criminal damage offences cleared up still falls well below that of the majority of the other classified criminal offences within Cleveland.

By far the largest proportion of the incidents of vandalism were ascribed to those classified as criminal damage for the purposes of Home Office statistics, that is to say where the estimated damage was £20 or more in value. These offences increased by 47.1%. However, it is likely that part of the increased cost can be attributed to some extent to inflation, with its upward movement taking a number of what were formerly minor damage incidents into the criminal damage category.

2.3.1 Council Estates

Council Estates continued to figure prominently in relation to the types of property attacked, the number of incidents reported rising by 26.5% from 735 in 1978 to 930 in 1979. Whilst a large number of occurrences involved minor damage to windows, doors and gates of Council owned properties, there was a substantial amount of damage committed against properties under construction on new Council Housing Estates and against properties temporarily vacated whilst undergoing renovation. This was reflected in the 26.5% increase during 1979 which is slightly higher than the 21.6% average increase for damage to all types of property.

2.3.2 Schools

Most incidents of vandalism at schools continued to take place outside school hours with certain schools featuring prominently throughout the year. The total cost of vandalism to schools within Cleveland County amounting to some £307,165. It was encouraging to note, however, that rather than increasing, the number of incidents of vandalism fell by 13.7% during 1979 from 464 to 400. This is due to greater attention being given to the most vulnerable schools, both in terms of Police patrols and by the publicity and efforts of both this Working Party and the Education Committee's Standing Panel on Vandalism. It is to be hoped that this trend will be continued.

2.3.3 Motor Vehicles

One of the most disturbing trends has been the marked increase in damage to motor vehicles. The number of such incidents rose by 48.7% from 669 in 1978 to 995 in 1979. The damage mainly consisted of radio aerials being snapped off, scratches to the bodywork by means of a sharp instrument and windows being broken. In Hartlepool, however, there were a number of cases of arson where articles were totally destroyed by fire without any apparent motive. In Stockton there appeared to be a preference for slashing the tyres

of vehicles, whilst in Langbaugh there was a high percentage of incidents involving both air weapons and the use of acid/paint stripper. Although Middlesbrough, suffered a selection of such crimes, a disturbing trend in damage committed to vehicles owned by the public transport undertakings and the public services was recorded.

As expected damage was mainly committed under the cover of darkness whilst the vehicles concerned were unattended in the town centre and near to places of public entertainment. From an examination of such incidents it would appear that vehicles were more vulnerable when parked in the roadway than in off-street car parking areas.

2.3.4 Parks and Open Spaces

Parks and places of public recreation, although often quite large in area, are usually well defined and often enclosed thereby allowing protective measures to be taken more readily. In Middlesbrough for example the parks and open spaces have been patrolled by 18 full time and 6 part time Park Keepers. The number of Park Keepers has remained constant during the past two years and this has enabled a good liaison to be built up between them and the local Police Officers. The Park Keepers exerting control in the parks in the Borough until such times as the gates are locked when normal Police patrols take over.

It was encouraging to see this liaison reflected in the 27.7% decrease in the number of incidents of vandalism reported during 1979 compared with the 1978 figure of 175.

2.3.5 Trends since 1978 - Offenders

An examination of the known offenders by age group indicates that there has been a drop in the number of juvenile offenders in both the under 14 and 14-17 year old categories. This has been especially noticeable in relation to incidents of vandalism taking place on Council Estates. Thus there are hopeful indications

that the preventive measures being taken in such areas against juveniles and the emphasis on education against vandalism in schools are beginning to take effect.

Unfortunately there has been a disturbing increase in the number of adult offenders, responsible for damage to private property such as shops, offices, licensed premises and dwelling houses. Many of these offences appear to be associated with drinking and drunkenness and the problem was not helped in 1979 by the pronounced increase in the number of extensions to licensing hours granted by the Courts. Effective remedial measures in respect of this problem will need to be taken in two distinct ways. Firstly, by Police giving more direct attention to licensed premises and adjacent areas and secondly, by exercising careful scrutiny of the reasons for requested extensions of licensing hours and making objections to the grant of extensions where justified.

2.4 Hooliganism

The total number of incidents reported increased by 17.4% during 1979 to a total of 6,468. This did not represent as large an increase as with vandalism but this, however, was the only crumb of comfort which could be distilled from the figures.

With the exception of football matches, the incidents of hooliganism increased fairly uniformly throughout the vulnerable areas. There were a total of 75 arrests and 185 ejections from the two Football League grounds in Cleveland and this is significantly fewer than at many other grounds throughout the Country. The reasons for this may be numerous, but it is encouraging to see that effective Police patrolling in the areas around the two football grounds has resulted in a relatively small number of soccer associated incidents of hooliganism being reported.

There was a significant increase in the number of motor cyclists subject of complaint. The complaints were once again fairly evenly distributed throughout the County area with excessive noise, excessive speed and riding on the footpaths being the main sources of annoyance.

A similar increase was recorded in the number of complaints made by aged persons during 1979 but most were of a minor nature and there was no evidence of any large scale terrorisation of the elderly.

One area of hooliganism, and to a lesser extent vandalism, which the Working Party felt warranted special attention was that associated with the use of air weapons. To deal with the problem a campaign was launched on the 20th February, 1980, to remind users of the law's requirements and their responsibilities. It asked parents and guardians to assume a responsibility for ensuring that air weapons should not be used by their children in circumstances whereby injury or damage may be caused. It also asked those who sell air weapons and ammunition to refrain voluntarily from doing so unless the purchasers understood the law relating to air weapons. Requests were also made to landowners and gun club committees to make provision, wherever possible, for those who wish to use air weapons for sporting and target shooting purposes.

Although it is too early to evaluate the campaign's effects it has been generally welcomed by dealers and gun clubs in Cleveland. The large amount of publicity given to the campaign has also successfully encouraged a number of persons to hand in air weapons to the Police which were not in use.

Nevertheless, it appears that the sale, supply and use of air weapons may have become so unregulated and endemic that it may be necessary to lend support to the Parliamentary Working Group, who are presently examining the problem, should they recommend amendments to the law.

During the two years in which the Working Party has been in existence, hooliganism has certainly presented difficulties in terms of its co-relation with vandalism. Although the yardstick for the measurement of hooliganism was detailed in the First Report of the Working Party it has become increasingly apparent that this yardstick was insufficient to cover the wide variety of misbehaviour which

combines to create hooliganism. This difficulty is compounded by the fact that many actions, although satisfying the criteria for hooliganism, are dealt with by Police Officers in a summary manner during the routine course of their duties. This renders the statistical information valueless and indeed misleading in some instances.

Because of these shortfalls it has been decided that hooliganism should not be examined in such detail during future deliberations.

CHAPTER THREE
ACTION ON THE RECOMMENDATIONS OF
THE FIRST REPORT

3.1 Introduction

Having attempted in the First Report to deal with the concepts of vandalism and hooliganism as they are generally understood by society and to put the problem into perspective within Cleveland, the next task was the pursuit of the recommendations contained within the First Report.

There were 13 recommendations which required further action.

3.2 Recommendation 1

"That the Working Party continue to act as the co-ordinating body as it was a ready forum for the exchange of information, ideas and action being taken in individual localities."

This recommendation was fulfilled with the three subsequent meetings held in 1979. The Police and Local Authority representatives being supplemented by specialist representatives from the various County agencies.

3.3 Recommendation 2

"Other bodies such as Magistrates, Local Education Officers, Probation Officers and Social Workers should be informed of the existence of the Working Party and invited to contribute to it."

This recommendation was pursued in two quite distinct ways.

The first was by way of a discussion between the Chief Constable and Officers from the County Education Office, the Probation Service and Social Services.

The second was by meeting as many of the Magistrates of the Cleveland area as possible. This was done by means of three separate sound/slide presentations followed by discussions of two to three hours duration.

The Hartlepool Magistrates were addressed by the Chief Constable on the 2nd May, 1979, and the Teesside Magistrates on the 24th May and the 19th June, 1979. The Chief Constable had previously addressed the Guisborough Magistrates on the 21st March, 1978.

At each session the reasons behind the formation of the Working Party were explained and some of the problems encountered were outlined. This was followed by a tape/slide presentation on vandalism and hooliganism. The most productive area proved to be the lengthy question and discussion periods. At each of the meetings the Magistrates aired their views freely with a surprising unanimity of thought and beliefs emerging.

From these discussions it was apparent that the Magistrates believed that they were powerless to impose salutary penalties on juvenile offenders, who made up the bulk of the offenders. Many Magistrates believed that there was a general lack of parental responsibility on the part of the parents of the offenders appearing before them and many lacked concern for the actions of their children.

The Magistrates also expressed the view that the gradual move away from the philosophy behind Detention Centres over the last decade had removed a powerful deterrent from their range of sanctions. It was felt that the Detention Centre was a proven deterrent and there was justification for even shorter periods of detention, perhaps of a week or a fortnights duration, during which time the offenders could received intensive supervision.

Magistrates recognized that national financial restraint might make such proposals seem unrealistic at the present time. Nevertheless they felt that the problem warranted the suggestion and that they must put forward their views.

Less expensive and more readily imposed sanctions were, however, expressed with conviction by the Magistrates. These included the automatic binding over of the parents for their children's actions and the removal of anonymity for children who are persistent offenders.

There was also a view expressed that Community Service Orders as a punishment should be extended to juvenile offenders. Its main appeal lay in the relative cheapness of it, the relevance of the type of work that could be undertaken in relation to vandalism, the punitive aspect by the deprivation of liberty for fixed periods and the possibility of having parents attend as well as their children. Conversely, the Magistrates foresaw certain difficulties, not the least of which was the requirement for legislative change. However, if this were overcome, along with the problems of attendance and supervision, then they felt the proposition was feasible.

This recommendation was also pursued by inviting representatives of other County agencies to join the Working Party. As a result representatives of the Education Department, the Social Services and the Project Management Co-ordination Unit were co-opted.

3.4 Recommendation 3

"District Councils should examine the possibility of public participation in the form of seminars, in which public utilities, firms, local community groups and other interested parties would be encouraged to express their views."

The most significant single attempt by a Council to involve its constituents in their environment was made by Middlesbrough District Council in their "Tidy Up Middlesbrough Public Action Campaign" (TUMPAC).

Since its inception Officers of TUMPAC, under the guidance of Mrs. Marie Pearson, and working under the auspices of the Chief Planning Officer and Architect of Middlesbrough Borough Council, have visited at least three quarters of the Junior Schools and

a similar number of Comprehensive Schools in Middlesbrough, the object being to educate the children of the town to become more aware of their environment and to encourage a sense of civic pride.

At each school a talk was given about the work of TUMPAC and the children were asked to state what, in their opinion, were the things which made Middlesbrough untidy. The invariable answer was litter. The children were then shown photographs of vandalism, damage to trees, graffiti and vandalism to parks. This was followed by a discussion on vandalism in all its forms during which the children were encouraged to state who, in the end, has to pay for such behaviour. Invariably the answer was their parents, through their rates.

Although the concentration upon litter may at first sight appear to be a somewhat restrictive subject the form in which it was presented was designed to lead to a study of wider environmental issues. The study of pollution, waste, planning and personal responsibility, in a way in which children could grasp and understand.

To help achieve their objectives TUMPAC organised environmental ideas competitions entitled, "How I Could Improve the Environment of Middlesbrough." In one, St. Anthony's Comprehensive School entered a communal project "Stop Vandalism" where it seemed to the school that it was better to spend money on education against vandalism rather than on simply putting things right. They believed that children were programmed by society to accept vandalism, why shouldn't they be educated against it.

TUMPAC is now endeavouring to extend its activities to Sixth Form Colleges, Further Education Establishments and Youth Organisations. It has enlisted the support of many local organisations including Middlesbrough Football Club which has featured a photograph of its first team squad on an anti-vandalism leaflet designed to reach the young (see Appendix 9).

3.5 Recommendation 4

"Improvements should be made in the involvement of schools and parent/teacher groups with the problems of vandalism and hooliganism. The views of pupils sought and ways found to improve their awareness of problems."

To some extent TUMPAC has also assisted in fulfilling this objective. On Monday 18th February, 1980, under its guidance, a play on vandalism called "Babes in Vandal Land" was presented by the pupils of St. Gerard's R.C. School, Hemlington, Middlesbrough. Various interested parties were invited to attend and the play was filmed by the Audio Visual Department of Teesside Polytechnic. The play, which strongly condemned vandalism and emphasised its futility, will become available in the near future for showing to school children and other groups.

In addition, the Chief Constable spoke about the objectives of the Working Party to the Middlesbrough Head Teachers Association on the 18th January, 1980, and an interesting and free exchange of views ensued. It was agreed in principle that the views of the pupils should be sought and evaluated.

At similar talks to the Hartlepool Head Teachers on the 1st May, 1980, and the Redcar Head Teachers on the 12th May, 1980, both groups agreed that a presentation on vandalism, designed for the 10-14 year old age range, should be introduced as part of their social studies programmes. It was decided that as it was necessary to obtain a feedback from the pupils outlining their views on vandalism it was essential that Police involvement in the presentation would be minimal. Similarly the Head Teachers felt that the questions must be correctly framed with the assistance of an educational psychologist. To assist teachers to record the results, it is proposed to include a simple tabulated question/answer form which is capable of computer analysis.

The question of such a school's project on vandalism was also discussed at the meeting of the Teesside Security Advisory

Council on the 15th May, 1980, when Mr. M.J.W. Rodgers, Principal Education Officer for Staffordshire County Council gave details of a project conducted in that County. The views of the Working Party were given to the Teesside Security Advisory Council and it is hoped that both groups can dovetail their efforts to provide a suitable localised presentation on vandalism for the schools within Cleveland County.

3.6 Recommendation 5

"The effects of campaigns and publicity should be examined and evaluated. It is important that the public are kept informed about what is being done and their active help sought and encouraged."

It has not yet been possible to evaluate the full effect of the Working Party's efforts and the attendant publicity associated with the publication of the First Report but there can be little doubt that the problem of vandalism is now being treated seriously by the Local Authorities, their Officers and the public alike. A number of organisations such as Opus Film Productions have produced publicity and films on the subject in an attempt to accurately portray the effects of vandalism to the community in financial, environmental and human terms.

There has been a significant increase in the liaison between the Divisional Crime Prevention Officers and local Designers and Planners, as well as increased demand for lectures and talks on the subject by local organisations and community groups.

The Crime Prevention Panel at Hartlepool in liaison with the Hartlepool Crime Prevention Officer produced a "Fight Against Vandalism" leaflet which points out the cost of vandalism to each ratepayer (see Appendix 10). The Hartlepool Borough Treasurer's Department included this in the 1980/81 rate demand with the object of ensuring that each ratepayer was made aware of the fact that in the final analysis it is he who foots the bill.

Public awareness is something which requires continuing encouragement. To this end the Working Party was represented at a public meeting in Guisborough on the 28th March, 1980, by the Chief Constable. Both he and the local member of Parliament, Mr. Leon Brittan, Q.C., M.P., addressed the meeting which was organised by Guisborough Town Council. From the reaction of the members of the public present it was clear that campaigns against vandalism were best conducted on a local basis with regular liaison between local community groups and official bodies. Certainly, there is evidence that the public in Cleveland are awake to vandalism and its associated problems. There was a substantial response to the remarks of the Chief Constable when he spoke on local radio 'talk-in' programmes on two occasions on the subjects of vandalism and on the use of air weapons.

The simplest form of public participation is of course the manner in which the public conduct themselves in the course of their daily activities. By ensuring that they do not deposit litter and maintain their property to a high standard. It is refreshing, therefore, to see that Hartlepool won an award in the Keep Britain Tidy competition for 1979, being highly commended after reaching the final nine out of a total of 61 entrants.

3.7 Recommendation 6

"An examination should be made of the provision of further recreation facilities for the young."

It became apparent to the Working Party during the course of 1979 that whilst the provision of further recreational facilities was the ultimate objective, the practicalities of the restrictions on public expenditure were such that this was not a feasible proposition at the present time. Consequently, consideration was given to the possibility of increasing the use made of existing facilities, especially those of schools.

In Cleveland a public letting scheme enables school facilities to be hired by outside bodies and in many instances bodies with an educational bias are allowed to use the buildings free. Whilst

it is admirable that such a scheme exists at all it is also true to say that it is not widely known or actively encouraged on a large scale. To some extent this is understandable when considering the cost of vandalism to schools and the pressure placed upon the local Education Authority to reduce its overheads. Nevertheless, it is undeniable that there are excellent facilities existing at the present time which are grossly under-used, often in the areas of the greatest social and recreational deprivation. This has not gone unnoticed in the House of Commons where Mr. Ernest Armstrong M.P. recently raised the same point.

In Cleveland some schools do allow their playing fields to be used by outside bodies, but the situation varies from school to school and it is very much a question for the Head Teacher to decide. Often the deciding issue revolves around the question of supervision for inadequate supervision can create problems with insurance. Moreover, greater use of these facilities will inevitably result in increased repair and maintenance costs.

It is, therefore, necessary to re-examine this recommendation and consider the possibility of local community supervision in local schools. Cleveland Social Services Department run courses in leadership training for local people who are prepared to be employed at a relatively low fee. There may also be a role in this area for the Police Community Relations Department and ideas are presently being considered which could be developed within the Police/Pupil Relationship Scheme. However, the overriding constraint is likely to be the limited extent to which additional financial resources can be put aside for the purpose.

3.8 Recommendation 7

"The use of Local Authority anti-graffiti squads should be considered."

This recommendation was taken up by Middlesbrough Borough Council and the Borough Engineer and Surveyor's Department now have a full team in operation with a special vehicle and equipment capable of removing graffiti and fly posters.

To ensure its effectiveness a reporting system incorporating a feed-back of information from all the Council Departments was set up including a system of liaison with the Police (see Appendix 11).

Problems remain in relation to the clearing of graffiti from private property but a simple form of authority is presently being sought to overcome this.

The desired results are being achieved and there has been a reduction in the number of incidents involving the defacement of property in Middlesbrough. Whilst much of this may be attributed to the large scale removal of old buildings, especially in the Town Centre, there can be little doubt that the refusal to acquiesce to the inevitability of vandalism, which is exemplified by the anti-graffiti squad, has been a significant factor.

It is to be hoped that other Councils will consider forming such squads and it is believed that Stockton Borough Council may in fact do so by use of the Manpower Services Commission.

3.9 Recommendation 8

"Consideration should be given to the employment of Park Keepers, Watchmen, etc."

Financial restrictions appear to have precluded the consideration of this recommendation by the local Councils.

It is important to note, however, that during 1979 the number of incidents of damage in parks and open spaces fell significantly. Especially in Middlesbrough where such areas are patrolled by a total of 18 full time Park Keepers supplemented by six part time Park Keepers.

It is not simply the physical presence of Park Keepers as a deterrent. One of the benefits of their employment is in overcoming the problems associated with the reporting of damage to the Police.

A good local liaison can also be forged between the Area Constables and the Park Keepers which leads to a speedier apprehension of persons responsible for the damage.

In areas where there has been no additional employment of Park Keepers such as Hartlepool it is encouraging to note that a more effective system of liaison has been established between the Officer in charge of Police operations and Local Authority representatives, including representatives of the Parks Department.

3.10 Recommendation 9

"There may be a necessity to examine and strengthen bye-laws under which action can be taken against vandals and hooligans."

The nature and extent of the existing bye-laws within Cleveland is somewhat confusing at the present time primarily due to the Local Government re-organisations of 1968 and 1974. A review is being undertaken to determine the present situation. When the results are analysed it is possible that recommendations will be made to Borough Councils, with a view to producing uniformity and to provide additional powers and sanctions not normally found in the criminal law.

3.11 Recommendation 10

"Methods should be devised for up-to-date information to be made available to Architects and Planning Committees in order that behavioural problems can be taken into account in the design of re-development areas, housing estates and shopping areas."

In the short term this has been achieved by a better liaison between the Local Authority Department and Committees concerned and the Police Crime Prevention Officers. The Crime Prevention Officer informing those concerned of current behavioural patterns and the most up-to-date methods of deterrence available.

Whilst good liaison has been established on such schemes as the new Middlesbrough Bus Station, the ultimate success of this recommendation will depend upon the willingness of those involved to seek advice and the individual knowledge and expertise of the Crime Prevention Officer concerned.

In further pursuit of recommendation it was decided that a group of Senior Officers of the Cleveland Constabulary, who are presently undergoing computer appreciation, would undertake a project, the aim of which would be:-

"Countering vandalism by providing up-to-date management information."

The group which was also examining the collation and computerisation of criminal statistics produced a report to the Working Party which outlined the limitations of the statistical data relating to criminal damage which came into the possession of the Police. As a result the Working Party resolved that this would serve only Police purposes and would merely represent a data storage system which was not radically different from that already in existence. It was resolved, therefore, that the Working Party should pursue the possibility of developing a computer programme which would not only serve both Police and Local Authority needs, but which would contain information in sufficient detail to allow meaningful analysis by any of the Local Authority Departments concerned. It would provide a statistical data base upon which Planners, Architects, Educationalists and Crime Prevention Officers' recommendations could be founded.

3.12 Recommendation 11

"Policing methods should be examined to ensure that they reflect current behavioural patterns and ensure a concentrated Police effort when and where required. Consideration should be given to strengthening Police authority by encouraging and developing Community Policing Schemes."

During the year Vandal Patrols in various forms and strengths have operated in each of the four Territorial Divisions of the Cleveland Constabulary. Initially these were comprised of off-duty personnel working extended hours and on their weekly rest days but as financial restrictions began to take effect it was necessary to discontinue this practice and to withdraw a number of Officers from normal duties to ensure their continuance. Although this meant that

they were working a variety of shifts and groupings viable units were formed which concentrated on areas where damage and hooliganism were most prevalent. They were deployed during the peak vandal times of 6.00 p.m. and 2.00 a.m., 4.00 p.m. and 12 midnight and 2.00 p.m. and 10.00 p.m. depending upon the day of the week in question.

The patrols maintained a record of their activities each day which outlined the premises and persons checked. This not only provided a monitoring facility for supervisory Officers but also provided a source of intelligence and a means of passing on routine information to subsequent patrols.

Varying degrees of success were achieved in each Division largely dependent upon the availability of manpower, enthusiasm and the quality of leadership. Overall, however, each Divisional Commander felt that the use of Vandal Patrols had been an effective exercise and one worthy of continuance. Unfortunately this was impossible due to the demands upon manpower caused by the British Steel Corporation strike. The diverting of Police Officers to deal with picketing made it impossible to maintain a high level of anti-vandal patrolling. As a result, there was a decrease in the number of offences of vandalism which were detected during the early part of 1980.

To supplement the Vandal Patrols the Area Beat Officers were instructed to pay constant attention to the effects of vandalism and hooliganism and to visit schools, youth clubs and other premises frequented by the young, the objective being to win the confidence of the young people and to educate them against the wanton destruction of property.

In order to consolidate and enhance Police/Community Relations within Cleveland and thereby fulfil the second part of this recommendation, the Police Community Relations Department was reorganised towards the end of 1979. Its primary objectives are Community Involvement, Police/Public Relations and Crime Prevention.

The Department, organised and co-ordinated from Force Headquarters, has specialist personnel in each Territorial Division in the form of a Community Relations Section. The Divisional Community Liaison Officer, who is of Inspector rank, is responsible to the Divisional Commander for day to day operations. Their involvement with the community in general and the youth in particular should provide a valuable asset in combatting vandalism.

The recent increases in Police manpower have also allowed a re-appraisal to be made of the policing methods of Cleveland County and a new and improved Community Policing Scheme is planned to commence in East Cleveland in the near future. Before implementation the detailed proposals will be explained to the District Council members and officials and a series of presentations will be held in public halls in the areas affected.

3.13 Recommendation 12

"The use of Attendance Centres as a deterrent to vandalism and hooliganism should be explored."

There are three Attendance Centres in Cleveland. One at Oaklands School, Middlesbrough, for male offenders who reside South of the River Tees; one at Grangefield School, Stockton, for male offenders who reside to the North of the Tees, and a female centre at Marton Sixth Form College, Prissick Base, Middlesbrough. On average between 40-70 young persons attend the male centres whilst the lesser involvement of young girls with anti-social activities is reflected in an attendance of between 10 and 15 at the female centre.

The female centre opened on the 17th March, 1979, and up to the end of 1979, 30 Attendance Centre Orders had been made. So far it has been necessary to take only two girls back before the Magistrates for failing to attend. Few conclusions can be drawn about the success of the Centre after operating for only one year but the recidivist rate appears to be low.

The present objective of the Centres is to deprive the youngsters of their leisure time and not for them to be used for any other form of punishment. Consequently whilst the Centres are run by Police Officers the overall responsibility of the Home Office for their operation is reflected in the very strict guide-lines as to the form of activities which can be undertaken. Out of the three hour periods, for example, at least three quarters of an hour should be devoted to physical training with the remainder devoted to employment in a useful pursuit. Normally this involves lectures in first aid, the law in relation to pedal cycles and motor cycles and lectures on vandalism and its social consequences. Occasionally it involves the physical removal of graffiti from the school premises or repairing minor damage, but unfortunately Home Office policy, governed by problems concerning insurance, does not allow those in attendance to be taken elsewhere to undertake similar work.

If this were not the case a number of tasks could be devised for youngsters to undertake which were more directly relevant to vandalism and responsibility within the community. This matter has been raised verbally on occasions by those responsible for the running of the Attendance Centres but so far it has met with little response. Views continue to be expressed, however, that the question of widening the range of activities undertaken at Attendance Centres is worthy of further Home Office consideration.

The need for such an approach was reinforced by the meetings with Cleveland's Magistrates where the general feeling of the Magistrates was that Attendance Centres did not fulfil as useful a function as they should. Views were expressed which supported the Working Party's belief that more constructive tasks could be found either by amending the existing programme or even by considering the possibility of some form of short, sharp punishment along the lines of the weekend work camps that exist in areas of Scandinavia.

Attempts to change the policy in relation to the terms of reference of Attendance Centres will be continued. These will be

supported by the Education Committee's Standing Panel on Vandalism who are also concerned that Attendance Centres do not fulfil their potential and that punishments relevant to vandalism should be strengthened.

3.14 Recommendation 13

"The whole question of punishments should be reviewed, indicating the views of juveniles as well as adults."

There has been sufficient evidence both from Magistrates, Community Groups and other bodies to suggest that there is a general disquiet about the range of sanctions available against the persons responsible for vandalism and hooliganism, especially the younger offenders between the ages of 10 and 17.

Many Magistrates felt that there were insufficient Detention Centres and that existing ones had softened their approach to offenders over recent years. It is, therefore, interesting to note the present Government's commitment to the policy of the re-introduction of the short, sharp shock policy for which Detention Centres were originally intended. The Magistrates took note of this commitment many felt that a shorter period of detention should be devised to last for two to three weeks which although physically punishing, should include constructive work in the community. The advantages of this shorter period of detention would be that it would be less expensive and it would not unduly disrupt the schoolwork of those sentenced.

Similarly, the validity of introducing Community Service Orders for juvenile offenders has been considered. At the present time this punishment is limited to adults but there are a number of compelling reasons to suggest that it should be extended to juveniles. Action in connection with this is currently being undertaken by the Standing Panel on Vandalism who consider that the deprivation of liberty, particularly at weekends, but especially during school holidays, could serve as a strong deterrent to potential offenders. It

is also a cheaper form of punishment in terms of costs than sending offenders to Detention Centres and the work undertaken is very often a more appropriate means of reparation to society.

Another point, and one which was forcibly made by many of the Magistrates spoken to, was that parents ought to be made more responsible for the actions of their children than they are at the present time. It was their experience that often it is the Mother who attends the Police Station and subsequently the Court, with the Father staying well in the background as if absolving himself of all responsibility. Therefore, although the Juvenile Court can insist on the attendance of a parent or guardian, the Magistrates felt that there should be an automatic requirement for both parents to attend, and also for them to be fined or bound over in connection with their children's actions, regardless of their willingness to consent to being so bound. Another simple method by which Magistrates felt that responsibility could be forced upon parents was by the removal of the cloak of anonymity from persistent juvenile offenders thereby making parents face up to the realities of the situation and the ensuing social ostracism.

CHAPTER FOUR

CONCLUSION

4.1 General

The objectives of the First Report of the Working Party were to investigate the extent of vandalism and hooliganism in Cleveland County and to make recommendations for dealing with these problems.

The objectives of this Second Report are to outline the progress which has been made and to propose what further action is necessary. Accepting that any positive changes require both time and willingness before they can be implemented, it is felt that steady progress was made during 1979. Perhaps even more important, however, has been the liaison between the different bodies and interested parties which has led to a cross-fertilisation of ideas. This has resulted in agreement amongst all those concerned as to methods by which the problem of vandalism and hooliganism can best be tackled.

4.2 Recommendations

The recommendations of the Working Party are that:-

1. It should continue to act as the co-ordinating body within Cleveland County.
2. The proposals contained in the First Report should continue to form the basis for action.
3. Further discussions should take place between the Police, Magistrates, Education Authorities, the Probation Service and the Social Services Department.

4. Greater public support and involvement should be sought to give fresh impetus to the anti-vandal campaign. In particular it is intended that the views of parish councils, ratepayers associations, community groups and Church representatives should be sought on the question of preventing and detecting vandalism.
5. Vigorous efforts should be made to improve publicity and seek the help of the public. In particular:
 - (a) The greater involvement of the Press and Radio and Television Companies should be considered.
 - (b) Further public meetings, including discussions with parent/teacher associations should be arranged.
6. Support should be given to the programme of educational seminars on vandalism designed for primary and secondary schools.
7. The seminars should provide a means of sampling the opinion of young people on the causes of vandalism and seek their views on remedial measures.
8. Programmes to improve and maintain the environment should be vigorously pursued.
9. In view of the success of anti-graffiti squads, all District Councils should be encouraged to adopt similar measures.
10. Further consideration should be given to the provision of additional sporting and recreational facilities for the young.

11. Support should be given to the programme to computerise data to assist architects, local planners, the Police and other agencies in their work.
12. Further discussions with the local communities on the type of policing measures for their particular areas should be arranged.
13. There is merit in the greater use of Detention Centres and Attendance Centres as a deterrent to vandalism.
14. The Courts should be empowered to impose Community Service Orders as a punishment for juvenile offenders.
15. Attendance Centre terms of reference should be extended to include provision for Community Service work by juveniles.
16. Consideration should be given to empowering the Courts to bind parents over for their children's actions.
17. Consideration should be given to the means by which the existing cloak of anonymity can be removed from juveniles who persistently commit acts of vandalism and hooliganism.

CLEVELAND CONSTABULARY

DIVISION:- _____

DATE:- _____

APPENDIX ONE

'CRIMINAL AND MINOR DAMAGE - MONTHLY RETURN'

	'Criminal'			'Minor'			'Age Groups'				This column should show a brief description of type of damage and property attacked with Modus Operandi. (Additional information, if necessary, may be attached on separate report).	
	Reported	Detected	Value	Reported	Detected	Value	14 & under	14 - 17	17 - 21	Over 21		
1. Parks & open spaces												
2. Bus shelters												
3. Telephone kiosks												
4. Defacing property												
5. Council estates												
6. Private estates												
7. Public conveniences												
8. Schools												
9. Private property												See attached sheet for details
10. Motor vehicles												See attached sheet for details
TOTAL:-												

Chief erintendent

CLEVELAND CONSTABULARY

DIVISION:- _____

DATE:- _____

APPENDIX TWO

'HOOLIGANISM - MONTHLY RETURN'

'Age Groups'

	Incidents Reported	Arrested	Summonsed	'Age Groups'			This column should show a brief description of the type of incident and whether by individuals or in groups. (Additional information, if necessary, may be attached on separate report).
				14 & under	14 - 17	17 - 21	
1. Council estates							
2. Private estates							
3. Shopping areas							
4. Parks/ open spaces							
5. Seaside/ beaches							
6. Public entertainment							
7. Youth clubs							
8. Licensed/ ref./houses							
9. Football matches							
10. Motor cyclists							
11. Aged persons							

TOTAL:-

Chief Superintendent

CLEVELAND CONSTABULARY

DIVISION:- _____

DATE:- _____

NO.9 PRIVATE PROPERTY

	Criminal			Minor			Age Groups				Any Further Details		
	Reported	Detected	Value	Reported	Detected	Value	14 & under	14 - 17	17 - 21	Over 21	Town Centre	Council Estates	Private Estates
Dwelling Houses													
Shop Premises													
Offices													
Building Sites													
Gardens & Allotments													
Licensed Premises													
Personal Articles													

Chief Superintendent

CLEVELAND CONSTABULARY

DIVISION:- _____

DATE:- _____

NO.10 MOTOR VEHICLES

	Criminal			Minor			Age Groups				Any Further Details		
	Reported	Detected	Value	Reported	Detected	Value	14 & under	14 -17	17 - 21	Over 21	Town Centre	Council Estates	Private Estates
Moving Vehicle													
Unattended and parked in roadway													
Unattended and parked in car park													
Unattended and parked on wasteland													
Temporary car parks													

Chief Superintendent

**VANDALISM - COUNTY FIGURES - PERIOD 1ST JANUARY TO
31ST DECEMBER, 1979**

(1978 Figures in brackets)

1. Damage Reports

	<u>Cases</u>	<u>Value</u>	<u>Detected</u>	<u>Clear Up %</u>
'D' STOCKTON	918 (712)	62,007 (35,896)	125 (126)	13.62 (17.7)
'E' MIDDLESBROUGH	1,366 (1210)	72,376 (185,101)	168 (137)	12.29 (11.3)
'F' LANGBAURGH	1,785 (1540)	81,913 (74,217)	206 (147)	11.54 (9.5)
'G' HARTLEPOOL	961 (673)	83,924 (51,015)	146 (108)	15.19 (16.0)
	5,030 (4135)	300,220 (346,229)	645 (518)	12.8 (13.6)

2. Type of Property

	<u>Criminal</u>	<u>Minor</u>	<u>Total</u>	<u>%</u>
1. Parks & Open Spaces	96 (86)	41 (89)	137 (175)	2.7 (4.2)
2. Bus Shelters	7 (7)	9 (6)	16 (13)	0.31 (0.31)
3. Telephone Kiosks	13 (6)	18 (9)	31 (15)	0.61 (0.36)
4. Defacing Property	20 (14)	26 (38)	46 (52)	0.91 (1.20)
5. Council Estates	238 (145)	692 (590)	930 (735)	18.4 (17.8)
6. Public Conveniences	4 (-)	2 (1)	6 (1)	0.11 (0.20)
7. Schools	207 (200)	193 (264)	400 (464)	7.9 (11.2)
8. Private Property	1,375 (969)	1,094 (1,042)	2,469 (2,011)	49.0 (48.7)
9. Motor Vehicles	768 (427)	227 (242)	995 (669)	19.7 (16.2)
	2,728 (1,854)	2,302 (2,281)	5,030 (4,135)	

3. Known Offenders by Age Group

	<u>Under 14</u>	<u>14-17</u>	<u>17-21</u>	<u>21+</u>	<u>Total</u>
1. Parks, etc.	4 (9)	20 (5)	3 (12)	3 (4)	30 (30)
2. Bus Shelters	- (-)	2 (-)	6 (3)	1 (-)	9 (3)
3. Telephone Kiosks	1 (-)	1 (-)	- (2)	2 (-)	4 (2)
4. Defacing Property	2 (-)	4 (-)	6 (-)	5 (5)	17 (5)
5. Council Estates	18 (29)	29 (69)	15 (22)	13 (35)	75 (115)
6. Public Conveniences	2 (-)	6 (-)	3 (-)	1 (1)	12 (1)
7. Schools	20 (27)	8 (54)	4 (3)	1 (2)	33 (86)
8. Private Property	55 (53)	70 (80)	153 (106)	150 (126)	428 (365)
9. Motor Vehicles	13 (26)	26 (27)	33 (33)	42 (43)	114 (129)
	115 (144)	166 (235)	223 (181)	218 (216)	722 (776)

HOOIGANISM - COUNTY FIGURES - PERIOD 1ST JANUARY TO
31ST DECEMBER, 1979
 (1978 figures in brackets)

<u>Type of Complaint</u>	<u>Incidents</u>	<u>Arrests</u>	<u>Summons</u>
1. Council Estates	2,779 (1,888)	57 (47)	17 (36)
2. Private Estates	1,329 (1,413)	48 (44)	7 (21)
3. Shopping Areas	607 (552)	50 (62)	8 (7)
4. Parks/Open Spaces	515 (600)	11 (11)	9 (13)
5. Seaside/Beaches	47 (108)	15 (18)	- (1)
6. Public Entertainments	38 (69)	16 (4)	- (-)
7. Youth Clubs/Schools	140 (130)	10 (6)	- (-)
8. Licensed/Ref. Houses	408 (376)	118 (91)	2 (12)
9. Football Matches	11 (32)	2 (15)	1 (3)
10. Motor Cyclists	362 (189)	1 (6)	1 (6)
11. Aged Persons	232 (153)	- (2)	- (3)
	6,468 (5,510)	328 (306)	45 (102)

Persons Known to be
Involved by Age Group

	<u>Under 14</u>	<u>14-17</u>	<u>17-21</u>	<u>21+</u>	<u>Total</u>
1. Council Estates	221 (493)	244 (362)	68 (114)	87 (142)	620 (1,111)
2. Private Estates	133 (325)	141 (245)	77 (69)	78 (128)	429 (767)
3. Shopping Areas	55 (99)	63 (124)	63 (82)	50 (82)	231 (387)
4. Parks/Open Spaces	65 (108)	56 (112)	13 (40)	3 (30)	137 (290)
5. Seaside/Beaches	4 (12)	10 (21)	7 (24)	20 (43)	41 (100)
6. Public Entertainments	5 (12)	7 (17)	11 (3)	3 (10)	26 (42)
7. Youth Clubs/Schools	7 (42)	14 (50)	4 (9)	1 (1)	26 (102)
8. Licensed/Ref. Houses	5 (12)	8 (36)	69 (111)	94 (153)	176 (312)
9. Football Matches	- (-)	- (-)	2 (11)	1 (2)	3 (13)
10. Motor Cyclists	5 (1)	26 (10)	43 (75)	4 (15)	78 (101)
11. Aged Persons	71 (64)	32 (46)	1 (16)	2 (3)	106 (129)
	571 (1,168)	601 (1,029)	358 (554)	343 (609)	1,873 (3,354)

PRIVATE PROPERTY - PERIOD 1ST JANUARY TO 31ST DECEMBER, 1979

CRIMINAL

MINOR

Location	Reported	Detected	Value	Reported	Detected	Value	Town Centre	Council Estate	Private Estate
Dwelling Houses	176	95	£ 34,371	603	47	£ 5,176	121	364	237
Shop Premises	1,445	76	£ 67,356	149	8	£ 1,691	469	222	47
Offices	143	40	£ 23,971	110	3	£ 1,391	148	30	36
Building Sites	76	9	£ 16,725	32	1	£ 361	24	25	24
Gardens & Allotments	34	8	£ 2,986	71	6	£ 701	1	22	35
Licensed Premises	128	66	£ 15,766	71	19	£ 798	109	36	9
Personal Articles	40	24	£ 4,486	28	8	£ 202	15	7	8
	2,042	318	£ 165,661	1,064	92	£ 10,320	887	706	393
<u>Known Offenders by Age Groups</u>									
		<u>Under 14</u>		<u>14-17</u>		<u>17-21</u>		<u>Over 21</u>	
Dwelling Houses		17		28		38		56	
Shop Premises		9		17		35		26	
Offices		5		5		15		12	
Building Sites		9		8		3		4	
Gardens & Allotments		13		3		2		3	
Licensed Premises		-		15		40		35	
Personal Articles		1		4		9		10	
		54		80		142		146	

MOTOR VEHICLES - PERIOD 1ST JANUARY TO 31ST DECEMBER, 1979

APPENDIX EIGHT

CRIMINAL

MINOR

Location	CRIMINAL			MINOR			Town Centre	Council Estate	Private Estate
	Reported	Detected	Value	Reported	Detected	Value			
Moving Vehicles	35	11	£ 3,008	4	-	£ 27	16	8	3
Unattended and Parked in Roadway	305	53	£ 30,105	175	8	£ 1,911	136	114	96
Unattended and Parked in Car Park	144	18	£ 31,918	31	1	£ 481	83	30	22
Unattended and Parked on Waste Land	30	-	£ 3,867	4	-	£ 47	6	7	4
Temporary Car Parks	14	3	£ 2,318	3	-	£ 41	3	3	1
	498	85	£ 71,216	217	9	£ 2,507	244	162	126
<u>Known Offenders by Age Groups</u>									
		<u>Under 14</u>		<u>14-17</u>		<u>17-21</u>		<u>Over 21</u>	
Moving Vehicles		1		3		4		5	
Unattended and Parked in Roadway		11		24		14		26	
Unattended and Parked in Car Park		7		5		10		6	
Unattended and Parked on Waste Land		-		-		-		-	
Temporary Car Parks		1		2		1		-	
		20		34		29		37	

END