Section A: Application basics

- 1. Travel Safe
- 2. Anti-Social behaviour on public transport

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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):

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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:

- Multi-agency initiative to tackle anti-social behaviour (ASB) and criminal activity on public transport in Lancashire.
- Analysing crime data, police logs and feedback from partner agencies.
- Increased risk of accidents due to the driver being distracted by rowdy behaviour.
- Partners not co-ordinating an approach to dealing with the issues

Analysis:

- High levels of ASB unreported and unchallenged.
- Lack of education of people using the public transport network.
- Perception from the bus industry that the police and partners could not deliver any preventative measures.
- Perception that the detection rate for reported offences would be low.
- Lack of communication between partners.
- Lack of driver confidence in the Police and Safer Travel Unit.

Response:

- Establish a bus driver & service user reporting / recording system (incidents under reported)
- Bus driver training (no consistent level of training for Lancashire bus drivers in relation to responding to asb/crime)
- Introduce positive interventions for offenders (no measures in place to moderate future behaviour)
- Establish a single point of contact for all reporting of incidents (incidents not reported centrally lack of coherent intelligence)
- Introduce multi agency gateways checks (lack of a robust response mechanism to incidents reported on the network)
- Deliver an education program to schools (lack of early education to prevent future offending and promote safe bus travel)
- Establish an information sharing protocol (no data sharing protocol)
- Create a school prefect scheme to cover public transport (low levels of intelligence received from dedicated school buses)
- Introduction of driver 'spit kits' (DNA swab kits) (high levels of assaults on bus drivers)
- CCTV vehicles, both overt and covert (inability to respond to all parts of the bus network and capture intelligence)

Assessment:

- As a result of the Gateway model implemented, 116 individual operations have been carried out on the network, witnessed by over 37,000 bus passengers
- Overall decline in incidents on public transport in Lancashire of 33%
- 86% reductions offences of drivers being spat at
- 2006-2007, two hundred and ninety seven interventions made by partner agencies.
- 80% increase in education delivered to pupils, (from 14,040 (2005/6 to 25,253 (2006/7))
- 4000 Lancashire bus drivers in receipt of Safer Travel Unit / Lancashire Police training.

State number of words: 363

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:

Crime and disorder problems on public transport are a serious concern to transport providers, the police, service users and the community. Public transport is the lifeblood of any town or city and in Lancashire there are approximately 60 million bus passenger journeys made each year (BVPI 102).

Attacks against infrastructure, shelters and stations, missile attacks on buses, vandalism and graffiti across the network are all significant in terms of levels of damage and the costs incurred. Perhaps more significant, however, is the way in which the public may perceive levels of crime and disorder on public transport as a key "signal crime" for determining feelings of safety in their community (Passenger Transport Executive National Safety and Security Task Group).

There were increases in complaints from bus operators, bus drivers, schools, pupils, parents, members of the public, commuters and concessionary travelers identifying incidents of criminal damage, assaults, missiles, arson, broken windows, weapons, and bullying, rowdy behaviour, abuse to driver, spit attacks, smoking and litter. This was in part due to a lack of a coordinated approach to criminal and anti social behaviour on buses. Research has shown that fear of crime on the network accounts for a loss of between 10% and 20% of potential passengers (Department for Transport).

In relation to sharing best practice we enjoy very strong links with the Metropolitan Police Operation Bustag Team and West Midlands Police Safer Travel Team.

The Aim

- To reduce anti-social behaviour, crime, and the fear of crime on the bus network. This includes public bus services, school buses, bus stops, bus shelters and bus stations.
- To promote a public transport system that is safe and effective for all so that people can travel easily and safely.

Analysis:

Quarterly meetings were held with two specialist focus groups. The first group, LAPTA (Lancashire Area Public Transport Operators Association), consists of a large representation of Lancashire bus operators and is attended at Director level and above. This group was keen to see levels of crime and ASB reduce, as the cost implications were significant in terms of staff retention, recruitment and repairs. These costs were also significant in terms of reduced numbers of people using the service as a result, or fear of such incidents.

The second group is the Safer Travel Unit Working Group, and is made up of members of the Lancashire Constabulary, Safer Travel Unit officers, bus operators (represented by bus drivers, trade union officials, managers, directors and proprietors), along with other partners as and when required. This group provided us with a much more detailed level of information, much of which was anecdotal. The perception from this group, which is largely made up of those providing the front line service, was that a significant problem existed and the quality of their work place environment was severely impacted upon.

In addition basic data, provided by bus operators, has been collected from 2001, which evidenced that a significant problem existed. In part this seems to stem from 1986 when buses were de-nationalised and the supervision on the network (capable guardians such as bus inspectors/conductors) was no longer prevalent.

In 2004/2005 there were 1,835 reported incidents on the bus network. The volumes of incidents being reported were Rowdy or Inconsiderate Behaviour, Criminal Damage, Littering, Smoking, Fraud and Assaults. The peak time for such incidents was between 0800 - 0900hrs and 1500 - 1700hrs Monday – Friday during term time and the location was on dedicated school bus services and commercial bus services which are shared with the general public. Research identified the average offender was aged 14.5 years and attending secondary school.

It has been identified that a gap in data existed and work has been scheduled for further development of the Safer Travel Unit's incident reporting system; to capture the costs of incidents that occur on the network. Indeed, after consultation with partner agencies, incident classifications have been expanded from the existing 14, to 34, to provide a greater overview of intelligence.

Factors / motivations for offending (provided by the Metropolitan Operation Bustag team)

- Peer pressure
- Bullying
- Anonymity
- Alcohol
- Drugs
- Exhibitionism (showing off)
- Effects of the media
- Lack of capable guardians (bus inspectors/conductors)
- Pack mentality
- Lack of understanding of what is ASB/Crime
- Lack of parental control/guidance

Offender Gains

- Credibility with peer group
- Financial reward (theft/non payment of fares)

Victim Losses

Bus Company

- Loss of revenue
- Cost of staff turn over
- Cost of repairs
- Loss of reputation
- Civil litigation

Passengers

- Personal injury
- Inconvenience
- Loss of bus service
- Social exclusion

Previously there was a limited response from Lancashire Constabulary and the Safer Travel Unit which was provided on an ad-hoc basis and lacked strategic direction, resources and organisation. This resulted in a lack of confidence from those providing the service in the Police and the Safer Travel Unit. Conversely the offenders also suffered as a result of the sporadic approach in that any intervention offered to them stood a higher chance of failure.

The underlying identified causes were:

- Feedback from those providing the service (bus drivers) was that there was no easy way to report incidents & a lack of information regarding the response.
- Those causing the problems had not received the necessary information to enable them to use the public transport network safely.
- The perception from the industry was that we could not deliver any preventative measures & when incidents occurred it was thought that detection rates would be low.

- Low visibility of police staff on the bus network to act as a deterrent and enforce when necessary.
- Lack of consistent training for bus drivers to enable them to deal with incidents effectively.
- Lack of communication between potential partners, such as bus operators, police, Safer Travel Unit schools and other agencies.
- No measures to moderate or improve poor behaviour of those causing the problems.
- No prospects of influencing a complete 'culture change' as it appears that the problems experienced in Lancashire is in fact a national issue and is accepted as the norm.



Average age 14.5 years and attends Secondary school

Response:

In response to these concerns the following strategy was produced by the Safer Travel Unit and Lancashire Constabulary, which was to: -

- Act as a single point of contact for all reported incidents;
- Deliver education programmes to reduce crime, anti-social behaviour and bullying on buses and to help young people use public transport more safely and responsibly;
- Develop specific reporting procedures;
- Introduce positive interventions such as Acceptable Behaviour Agreements:
- Introduce CCTV to buses and bus shelters;
- Develop a nationally accredited driver training program;
- Implement Operation Buswatch, a partnership between Lancashire Constabulary, Safer Travel Unit and Bus Operators to see:
 - Multi-agency 'gateway checks' introduced to the bus network
 - DNA swab kits issued to all Lancashire bus drivers
 - o An information sharing protocol established
 - Participation in Operation Summer Nights (annual campaign to reduce alcohol related ASB).
 - Marketing initiatives implemented to reduce criminal damage/anti-social behaviour

Partnerships

Lancashire Constabulary

The Neighbourhood Policing Program Team at HQ provides strategic support at force level to the partnership. At a tactical level the development of new initiatives are delivered by neighbourhood policing teams at Burnley Police station before they are rolled out across Lancashire. To further develop the partnership a PCSO is to be deployed to

work within the Safer Travel Unit on a permanent basis.

High Schools

The Safer Travel Unit delivers PSHE classroom lessons, school assemblies, bus assemblies and co-ordinates the school bus service prefect network. In response, each high school commits to investigate, in partnership with the Safer Travel Unit each incident reported concerning its pupils and further supports the Safer Travel Unit by providing access to personal information in relation to offenders.

Bus Operators

Each Lancashire bus operator commits to report all incidents of anti-social behaviour directly to the Safer Travel Unit. They also commit to fully deploy existing CCTV systems to provide evidence and most provide staffing resources to assist with operations on the bus network. In addition, a working group exists between bus operators, which provide a discussion forum to further progress the work of the Safer Travel Unit and Lancashire Police.

Blackburn with Darwen Unitary Authority and Blackpool Unitary Authority

This partnership exists so that consistent delivery of service occurs right across Lancashire, with both authorities providing financial support directly to the Safer Travel Unit.

Lancashire Community Safety Partnerships

This has resulted in the introduction of CCTV at bus shelters, sharing of statistical information, sharing of offender information, and innovative education schemes being delivered with partners such as the Crown Prosecution Service. The Unit also fully participates in 'Safety Days' (Multi-agency education events in high schools), 'Beat Sweeps' (Multi agency operations in a defined geographical area) and at 'Streetwise' (Multi-agency education events for junior school pupils) events.

Lancashire Local Area Agreement

Through its funding mechanism, the Local Area Agreement provides ongoing financial commitment to the Unit.

Other key stakeholders include:

- Pupils
- Parents
- Bus users
- Lancashire Partnership for Road Safety
- Passenger Transport Authorities of Lancashire County Council, Blackpool Borough Council and Blackburn with Darwen Borough Council.

There are now four major components to the Safer Travel Unit that support a reduction in anti-social behaviour on the bus network:

1) Incident Reporting

The Safer Travel Unit has established a 'hotline' telephone number (0845 053 0040) where members of the public, bus drivers, bus operators, schools, parents and pupils can report incidents of anti-social behaviour. This system can also be accessed via the Internet. Crime is still reported to Police.

2) Early Education

The Safer Travel Unit delivers education to over 20,000 children per annum via PHSE and school assembly. It is expected that this number will increase to over 40,000 in 2007/8. Key messages are safety related, clarify the differentiation between anti-social behaviour and crime and also address the consequences of becoming involved in either.

3) Interventions

Positive interventions are undertaken with young people, and their families, to achieve an improvement / moderation to poor standards of behaviour. This is delivered in partnership with Neighbourhood Policing

4) Driver Training

Bus operators have been provided with the Safer Travel Unit driver training resource for use in a nationally accredited training environment. It is expected that over 4000 bus drivers, operating under the partnership, will have received this training by September 2009.

Responses to the Underlying Causes

- Feedback from those providing the service (bus drivers) was that there was no easy way to report incidents & lack of feedback.
- Lack of communication between potential partners, such as bus operators, police, Safer Travel Unit schools and other agencies.

Incident Reporting

The Safer Travel Unit and Lancashire Constabulary have, in agreement with service providers, produced a protocol, which ensures the efficient reporting of all anti-social behaviour incidents. This protocol sets out the procedures drivers should follow if an incident occurs.

Anti-Social Behaviour on Buses Hotline (ASBOB)

The Safer Travel Unit and Lancashire Constabulary have also implemented the Anti-Social Behaviour on Buses Hotline. This hotline is based at a 'contact centre' at Preston operated by Lancashire County Council. And after a successful pilot in Burnley was rolled out across Lancashire in September 2006. Twelve specialist operators have received training and deal with all enquiries received by the hotline.

The majority of calls received by the hotline are from bus drivers, who historically had to submit a written report relating to each incident, which was very time consuming and often led to incidents going unreported.

The number is widely advertised to members of the public via printed timetables at information points, bus stops and bus stations. The hotline is also displayed on buses through posters and bus vinyl advertisements.

The benefits of using the hotline are its speed and efficiency. Bus drivers can report incidents the moment that they occur and the Safer Travel Unit will receive quality, relevant, information as the operators at the 'contact centre' are fully trained to question each caller. Bus drivers are also encouraged to report more frequently as the need to complete a paper based report is no longer required.

The hotline is utilised in conjunction with the Safer Travel Unit web based reporting/investigative tool, FIRST (Fast Incident Reporting for Safer Travel). The moment a call to the hotline is finalised FIRST sends electronic reports to schools (if they are involved), the bus operator concerned and the Safer Travel Unit. Each can then securely log into FIRST, via a standard Internet connection and web browser, to view details of the incident. This system also generates statistical information to users and also for dissemination to Police, Community Safety Officers and other partner agencies.

De-personalised information, in relation to every incident recorded with the Safer Travel Unit can be printed for display on notice boards in bus company premises e.g. canteen areas that are ideal for feeding the information back to bus drivers.

For audit and performance purposes a complete actions log is kept for each incident and the time spent dealing with them is also captured. In addition images from digital CCTV systems can be uploaded to an incident to aid investigation.

The Safer Travel Unit makes a commitment to task each incident that is reported to them for action by themselves or other members of the partnership.

Safer Travel Unit Bus Surgeries

The Safer Travel Unit visit all major bus operators in Lancashire on a periodic basis (4 weekly) often with members of neighbourhood policing teams and hold 'surgeries' in staff rest areas. This allows them to update bus drivers with specific feedback in relation to reported incidents, as well as to provide advice and information on an individual basis. Each bus surgery lasts for a minimum of a four hour period.

- Those causing the problems had not received the necessary information to enable them to use the public transport network safely.
- Lack of consistent training for bus drivers to enable them to deal with incidents effectively.

Training/Education

A five-year plan is currently in place to directly deliver training/education in school via PHSE. The educational material covers all citizenship issues relating to safe and effective use of the public transport system. In addition to the five-year plan, the use of intelligence gathered from the reporting procedure will enable the Unit to identify any schools that need additional interventions.

The Safer Travel Unit has also produced a nationally accredited driver training DVD (Frank Foster Superstar), which guarantees a consistent standard of basic training for bus drivers. Areas covered include timekeeping, vehicle defect reporting procedures, the daily vehicle check, presentation and appearance, incident reporting, avoiding conflict, safeguarding of children, smoking and CCTV. Additional modules also provide an insight into the 'unseen' work of the Safer Travel Unit such as its education program, multi-agency interventions and operations with Lancashire Constabulary.

In total 5,000 DVD's have been produced, ensuring that each Lancashire bus driver receives a personal copy upon receipt of training.

• The perception from the industry was that we could not deliver any preventative measures & when incidents occurred it was thought that detection rates would be low.

DNA Swab Testing

DNA swab kits (spitting kits) were introduced in September 2006 to raise awareness, deter and detect spitting incidents against bus drivers by making it easier to collect DNA and therefore gather evidence to successfully prosecute. This initiative was piloted in Burnley before being rolled out countywide. So successful was this pilot that the local Neighbourhood Policing Team made the initiative available to fast food retailers to combat similar types of attack.

Over 4,000 kits have been issued to bus drivers across Lancashire, which contain a pair of gloves, an evidence bag and a sterile swab. If a bus driver is assaulted and spat at, a swab of spit would be taken and placed into an evidence bag and then passed on to the police quoting operation buswatch. The DNA from the swab is checked against a national database and if a match is found the offender will be traced and may be prosecuted.

This initiative was supported by a vast countywide marketing campaign to raise awareness and prevent such despicable attacks on public servants.

• The perception from the industry was that we could not deliver any preventative measures & when incidents occurred it was thought that detection rates would be low.

CCTV

All bus companies are actively encouraged to use CCTV cameras on vehicles. CCTV enables intelligence and evidence to be gathered so that the perpetrators of anti-social behaviour can be effectively dealt with. The Safer Travel Unit has purchased a number of digital CCTV units in order that such material can be obtained. These units are loaned to affected bus companies on a short-term basis to assist with the prevention and detection of anti-social behaviour.

In conjunction with the Multi Agency Problem Solving Team (Burnley Council) and the Safer Travel Unit a bus shelter

CCTV system is being developed that can be deployed immediately and is fully portable. This is in direct response to increasing complaints of anti social behaviour and signal crime incidents at bus shelters. This will form a significant component of a direct response to the problem.

At the suggestion of Burnley Police the Safer Travel Unit has also purchased both overt and covert mobile CCTV vehicles for deployment. This gives the option to target problematic bus corridors where missiles are being aimed at vehicles as well as other criminal and anti social behaviour activity.

• Low visibility of police staff on the bus network to act as a deterrent and enforce when necessary.

Gateway Checks

Gateway checks are undertaken in partnership with schools, the police and bus operators under the Operation Buswatch banner. The intelligence led checks aim to deter and detect crime, vandalism, graffiti and anti-social behaviour on buses and have made significant improvements to the safety and security of the bus network.

The checks are performed on both dedicated school bus services and commercial services. In the case of the latter undercover teams are deployed to travel on affected services as a normal bus customer would to observe offending behaviour and identify offenders. These services are stopped at a pre-determined check site where a high visibility police presence has been deployed to meet the vehicle and deal with any offences disclosed. At this stage all customers present on board each vehicle is provided with a verbal reassurance message from Safer Travel Unit staff regarding the activity which is taking place.

• The perception from the industry was that we could not deliver any preventative measures & when incidents occurred it was though that detection rates would be low.

Prefect Monitoring Systems – Bus Monitors

In addition to the existing school prefect network additional prefect networks have been identified and are in place at selected schools. A total of over 600 bus prefects in Lancashire are expected to provide quality information to schools regarding incidents that may have happened during a journey. They are not expected to intervene in any incident that they may witness.

The bus prefect system is a two-tier system consisting of Bus Monitors and Senior Bus Monitors and. Bus Monitors are Year 10 pupils (aged 14/15) and Senior Bus Monitors are Year 11 pupils (aged 15/16). It is expected that Year 11 monitors will mentor Year 10 monitors to achieve continuity in subsequent years, i.e. Bus Monitors would be promoted to Senior Bus Monitors at the completion of a successful year.

In return for monitoring acceptable behaviour on school transport Senior Bus Monitors receive free travel, including evening and weekends, on most of the major bus operator's services across Lancashire. Bus Monitor's receive free travel to and from school on the bus service that they are responsible for monitoring.

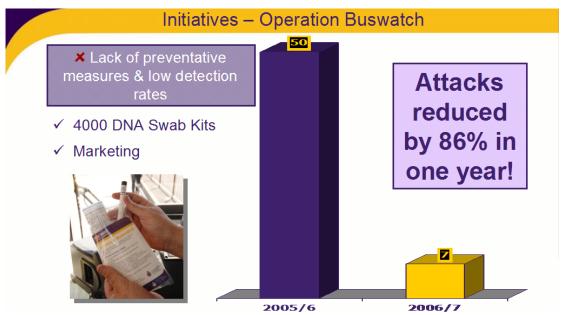
All Bus Monitor's are then presented with a certificate of achievement from the Safer Travel Unit at the completion of the academic year, to add to their portfolio.

No measures to moderate or improve poor behaviour of those causing the problems.

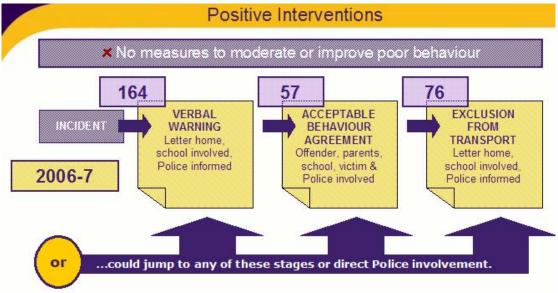
Positive Interventions

Where offenders are identified the partners work closely with schools and families to ensure that the most appropriate intervention takes place. The Safer Travel Unit and Lancashire Police have a protocol, which allows for the issue of verbal warnings, acceptable behaviour agreements or the immediate exclusion from the transport network. Local neighbourhood policing teams are involved at all stages and receive advance notification of any activity and subsequent copies of each individual intervention. In addition the use of Restorative Justice is being trialled by the Safer Travel Unit with both the Police in Burnley and the National Centre for Restorative Justice in Preston.

Assessment:



The issue of personal DNA swab testing kits to all Lancashire bus drivers, alongside a substantial marketing campaign, resulted in an impressive 86% reduction of spitting attacks against bus drivers.



In 2006/7 the Safer Travel Unit and Lancashire Police partnered to deliver 297 positive interventions to young people.

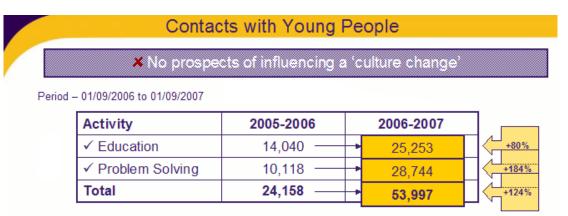
Contacts with Young People

No prospects of influencing a 'culture change'

Period - 01/09/2005 to 01/09/2006

Activity	2005-2006
✓ Education	14,040
✓ Problem Solving	10,118
Total	24,158

The Safer Travel Unit records all contacts with young people (aged under 18) under the headings of 'education' (PHSE lessons, Streetwise or school assemblies) or 'problem solving' (gateway checks, bus checks, interventions, safety talks, bus monitor training and investigations). In 2005/6 over 24,000 young people came into contact with the Safer Travel Unit.



The Safer Travel Unit was able to increase the number of contacts with young people in 2006/7 as a direct result of an internal re-organisation and the addition of the new post of Support Officer, which was ring fenced to the delivery of its education programme.

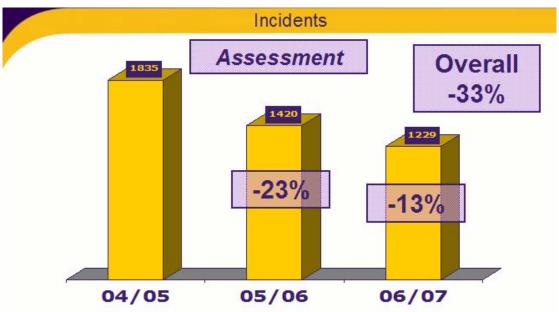
The number of young people in receipt of the Safer Travel Unit education programme rose by 80% to 25,253. This was complimented by a rise of 184% (28,744) of those that came into contact with the Safer Travel Unit in a problem-solving environment. Over 18,000 people witnessed the high visibility response, reassurance and detections that gateway checks, delivered in partnership with Lancashire Police, provide as intelligence led operations.



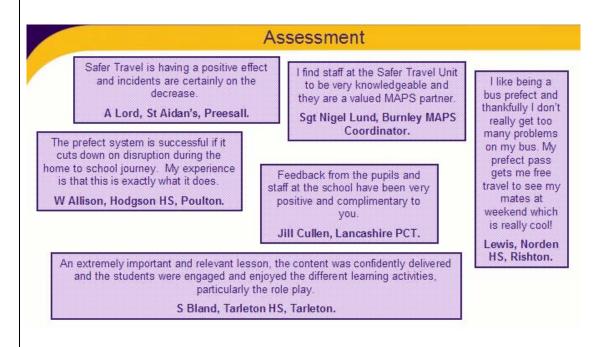
The early education programme is considered an essential element of the Safer Travel Unit core delivery. As such the Safer Travel Unit are looking to increase the number of contacts with young people in education due to additional financial support from the Lancashire Local Area Agreement that has seen the Safer Travel Unit retain the temporary Support Officer post and add an additional post of Support Officer.

The target is to increase those numbers in 2007/8 by 50% to 37,879, whilst the forecast may see that figure increase

substantially by the end of the current academic year.



As a direct result of the work undertaken by the partners, incidents have reduced (in Lancashire) by 33% over a two-year period, using the baseline figure of 1835 in 2004/2005. Young people in Lancashire feel safer on bus services when compared both regionally and nationally (Ofsted). The confidence in both the Safer Travel Unit and the Police, by those providing the service has increased significantly and the partnership has received national recognition on the Tonight with Sir Trevor MacDonald TV programme.



State number of words used: 3850

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

Checklist for Applicants:

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

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



Michael Cunningham Deputy Chief Constable

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22 April 2008

Rob T. Guerette, Ph.D School of Criminal Justice Florida International University University Park, PCA 366B 11200 S.W. 8th Street Miami, FL 33199

Dear Rob

The Herman Goldstein Award 2008

Pennine Division / Headquarters - Safer Travel Unit

I am delighted to personally endorse and forward the attached entry in respect of this year's Herman Goldstein Award.

I look forward to hearing from you in due course. Should any of the Lancashire submissions be successful in these awards I would be grateful if I am the first point of contact for the Force.

If you have any enquiries regarding this application please do not hesitate to contact my office on the telephone number shown. Alternatively, you may wish to speak with Chief Inspector Richard Blackburn, in the HQ Neighbourhood Policing Implementation Team, who is co-ordinating these competition entries on the force's behalf. Richard is available on telephone number 01772 413570.

Yours sincerely

Michael Cunningham

Deputy Chief Constable

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