Lancashire Constabulary



Operation Phoenix Evolution

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Summary

Operation Phoenix Evolution

BEATING ANTI-SOCIAL BEHAVIOUR

Force Lancashire Constabulary.

Contacts PC's Dave Johnson and Gary Salisbury

Partners Sue Roach (Preston City Council) Richard Lothian (Collingwood Housing)

The Callon estate in the Fishwick ward of Preston was considered, according to the Government Indices of Multiple Deprivation 2000, to be in the top 2% of deprived communities in England and Wales. Levels of crime and incidents of anti-social behaviour were very high and the spiral of decline was well advanced. Vehicle crime, burglary, criminal damage and arson were a regular occurrence, and it was clear that nobody wanted to live in such a place.

During 1999 the Police seized the opportunity to initiate a multi-agency problem-solving approach to tackling anti-social behaviour and reducing crime. The overall objective was:

TO IMPROVE THE QUALITY OF LIFE FOR ALL RESIDENTS, AND MAKE FISHWICK A SAFE, ATTRACTIVE AND DESIREABLE PLACE TO LIVE.

One of the key factors to the success of this project was the commitment from main stakeholders to keep the same people in post until success had been achieved; all have seen this project through and are still in post on the ward. The overall cost of the project is difficult to establish, but estimating time spent by the main stakeholders and capital costs the figure is around £2 million.

Intensive consultation took place with the community culminating in the production of a 'planning for real' map, which listed and geographically located problems and identified possible solutions. In the short-term evidence gathering and enforcement were central to the POP's approach. This was followed up by using a number of legal remedies including ASBOs, possession orders, evictions, injunctions, criminal proceedings and ABCs.

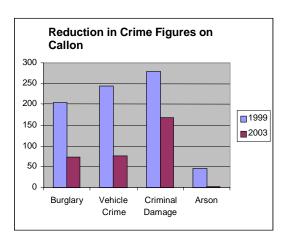
In the medium term a number of initiatives were set up aimed at sustainability. These included creating good early links with schools and target hardening properties with better lighting, locks and alarms. The residents were encouraged to set up what is now a thriving and vibrant residents group and from that group has emerged the 'Kallon Kids Klub', offering diversary activities including football training and arts and crafts groups.

The long-term plan resulted in:

- a successful bid for £230k for a CCTV system
- a successful bid for street wardens
- a community arts project which redesigned the wasteland at the centre of the estate and created a community heartland
- traffic calming measures
- a new recreation zone.

The combined effect of these initiatives has had a remarkable effect on the area in a variety of ways:

- From a police perspective, crime reduction figures are as shown:
- From a housing perspective, the total cost of managing empty properties on Callon in 1999 was £725k. In 2003 this figure had plummeted to £34k. The average price for a traditional 3-bedroom semi on Callon in 1999 was £6k. In 2003, this figure had shot up to £65K. Community spirit was increasing, and local action groups such as Callon Action, Sure Start and Fishwick Rec Zone Committee had emerged.



THE COMMUNITY HAD STARTED TO TAKE PRIDE IN THEIR OWN SUCCESS STORY....

SCANNING

Overview of the problem

SCANNING Overview of the problem

The Callon estate is in the Fishwick ward of Preston. The estate was built between 1924 and 1930 and comprises of approximately 650 properties. The majority (578) are social landlord properties made up of low rise 2/3 bedroom family houses. The properties which were built to house soldiers and their families returning from World War 1 are managed by Preston City Council (444) and Collingwood housing (134). On the estate there are 62 owner-occupiers who purchased their homes under the right to buy scheme. The estate was once seen by local Prestonains as a very desirable place to live and had a police house with a resident local 'bobby'. In line with many Council estates the area suffered from a lack of investment after the Second World War and by the late 80s the houses were in a poor state of repair.

Between 1992 and 1995, the City Council spent around £13 million on estate modernisation, but despite this, at the start of the 1999 financial year, over a third of the properties were empty, either, tinned up, burnt out or derelict. Clearly the investment to improve just the fabric of the properties had not resulted in an improved quality of life. Reports of burglary, vehicle crime, and damage, coupled with the ever-present gangs and 'yob culture', had pushed the estate into an obvious spiral of decline. The ethnic community, which represents around 30 per cent of the ward had little confidence in the police, and were very reluctant to report racist crime or ever talk to local officers.

Arson (vehicle and dwelling) was an increasing problem; however, fire crews were reluctant to enter the estate without a police escort due to numerous incidents of stoning by local youths. Likewise other service providers would only enter the estate either in pairs or with police escorts due to fear of crime.

Truancy levels and damage at local schools were escalating; in one incident a headmaster's car was set on fire whilst he was attending a parent's evening. This school was eventually put on Special Measures due to its failings.

Many residents unfortunately believed assaults and violent crime were increasing, even though crime figures did not support this.

Anti-social behaviour and serious neighbour disputes were an everyday occurrence, and in 1999, a man was shot to death on the estate over an argument about his pet dog. Despite this, a wall of silence hampered the police investigation, and it was only good fortune that led the police to the offender.

The quality of life on the estate was non existent with most residents trying to transfer off. They were forced to live in fear, community spirit was lost, and the majority of residents felt unable or unwilling to take pride in their property. A depressing air of neglect hung over the estate.

The small percentage of dwellings bought by the owners during the early years of the councils 'Right to Buy' scheme, were trapped in negative equity, and could not sell their houses at even reduced prices.

In March 1999, the main stakeholders on the estate held their first meeting. This meeting brought together the Preston Borough Council's local Housing Manager, Collinwood's local Housing Manager and the Police's local



Community Beat Managers. From this inaugural meeting the Callon Action Team (CAT) was formed. All recognised the need to tackle the increasing anti-social behaviour problem and that the first task of the team was to identify the specific nature and root cause of the problem; an evidence gathering campaign was therefore put in place.

ANALYSIS

Identification of the problem

ANALYSIS Identification of the problem

In order to recognise the true extent of the problem, it was important to scrutinise the police information systems and analyse crime figures and patterns of offending.

Crime Figures

Crime	1999	2000
Burglary	204	181
Car Crime	248	236
Criminal damage	279	216
Arson	45	24
Murder	2	0
Racial crime	2	3
Violent crime	89	110
Calls for attendance	688	664

It was also vital to analyse partnership information, and to liase closely with the people of Callon and Fishwick. This also kept the community involved from an early stage.

A small-scale model of Fishwick, together with a map was displayed in the local schools, and residents were given the opportunity to identify the exact location and nature of the problems. The local Community Beat Managers arranged Police Surgeries at strategic locations throughout the ward in order to gather information.

Engaging residents was essential, and through the use of posters and flyers they were encouraged to keep nuisance diaries and pass anonymous information to the local housing office, mosques and health centres to help gather the information. The community had to be educated to recognise its part in any improvements to the area. This method of information gathering proved to be marginally successful, but indicated the reluctance residents had to give information directly to a police officer, due to a fear of crime and repercussions.

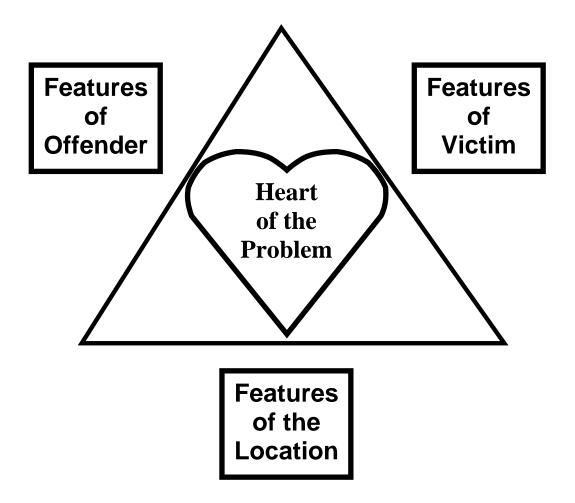
The police successfully applied for and obtained a grant from a local crime-fighting fund, this was used to establish a satellite police station in the local housing office. This allowed members of the community to make appointments to speak personally with the local police officer away from their home, in discreet surroundings.

To allow a comprehensive analysis, Collingwood and Preston Borough Council, engaged a professional surveillance company 'Private Witnesses' who specialise in covertly gathering evidence. During the summer of 1999 they worked on the estate gathering video evidence.

This involved:

- Filming over fixed 3-day periods from empty properties.
- Filming from covert vehicles driving around the estate.
- Moving a 'bogus family' into a property with surveillance equipment.
- Posing as workmen and leaving tools/phones in secure vans.
- Fitting surveillance equipment into the troubled local shop.

Utilising the Problem Analysis Triangle (PAT), and the Routine Activity Theory developed by Cohen and Felson (1979) and Felson (1994), provided the basis for our approach.



Features of the location

The Fishwick ward is in the south east of Preston, and is bounded by the river Ribble. This makes the area very insular, creating a position of strength for criminal gangs who intimidate residents and visitors.

Very few houses have garages, thus criminal damage and stealing from vehicles was commonplace.

Many of the back gardens were derelict, and acted as escape routes and 'rat runs' for criminals.

The road layout created a one-way system allowing criminals to buy time by using lookouts who passed on warnings prior to police arrival.

The Callon estate had been classed by the Fire Brigade as a 'Problem Hot Spot' for potential damage to their equipment, and due to this, their policy was to sent two tenders or await police escort.

The general feeling on the ward was one of neglect, and families felt no guilt in fly tipping. This encouraged arson on the estate, but also more importantly, gave local youths extra ammunition to throw at police, fire crews and other service providers.

In 1999, over a third of the council owned properties were derelict, tinned up, burnt out or empty, adding to the air of depression.

The area had become infamous for drug misuse and supply.

Stolen property was frequently sold door to door around the estate.

Neighbourhood disputes were an everyday occurrence, prompting ITV to screen a documentary entitled:

"CALLON - NEIGHBOURS FROM HELL" - (Lancashire Evening Post)



During the production, the film crew was actually stoned by local 'yobs' clearly relishing their infamy

The centre of the estate, known as 'The Pad' was a dumping ground for stolen cars and motorbikes, which were frequently set on fire, to accompany the mounting pile of discarded furniture, clothing and household waste.

Motorcycle nuisance was commonplace, and local youths had numerous escape routes from roads into adjacent fields and woods.

Features of the victim

Residents of Callon and Fishwick: subjected to theft, damage and frequent offences of violence. It is easy to relate the low reporting figures for violent crime to fear of repercussions and increased tolerance to anti-social behaviour.

Members and visitors to the local mosques: racial crime was identified as constant problem, particularly close to the mosque. It was however massively under reported.

Local shop: the shopkeeper had a high tolerance to shoplifting due to fear of criminal damage and abuse. Analysis revealed that the shopkeeper had come to expect and ignore racial crime.

Visitors to the area: due to the characteristics of the location of Callon, visitors were easily identifiable, and were instantly recognised as outsiders and targeted accordingly.

Council employees and police officers: damage to and theft from the vehicle was a constant threat.

Local schools: high levels of truancy, staff turnover, damage and assault, with the cost of repairs running at £4646 in 1999.

Service providers and workmen: not only victims of theft, but also frequently 'stoned' out of the estate.

The community were very aware of who was causing the problems in the area, but an underlying fear of repercussions lead to an increased tolerance to a diminished quality of life. Likewise the safest way to exist on the estate without incident was to turn a blind eye to blatant

criminal activity, this clearly indicated an under reporting of crime. Callon was named as the 191st most deprived ward out of 8414 in England (top 2.27%).

Features of the offender

It became clear that a number of local families and their offspring were responsible for a large number of the problems in the locality.

Senior family members would often task youths to commit burglary and vehicle crime, and bring the property to them in exchange for drugs.

Gang culture was increasing, and young members (Callon Youth Defence CYD) were excluded from school, and committed offences of theft and damage at all hours of the day.

Senior criminals became known locally as 'The Untouchables', as no one was prepared to either stand up to them, or give evidence of crime to the police.

Root cause

The culture on the estate was at the heart of the problem, and was dictated by the problem families, especially their young children who congregate in gangs. The fundamental problems of the community were based on fear, tolerance of anti-social behaviour, and resentment to the police and community agencies.

It became clear that whilst the police and other agencies could use a problem solving approach to tackle the crimes and incidents of anti-social behaviour highlighted by the analysis, more thought was needed to not only change the culture of the estate, but also how to manage that culture change.

Project objectives

Having analysed the all the collated data (in particular information highlighted by the Problem Analysis Triangle), it was then possible for the Callon Action Team to develop a number of objectives for Operation Phoenix Evolution, as follows:

Police Reduce crime: Burglary

Vehicle crime Criminal damage

Arson

Promote the reporting of crime: racial & violent.

Scan and analyse newly reported crime, and respond accordingly.

Instigate activities for young people, offering a diversion from crime and antisocial behaviour.

Reduce the number of calls requesting police attendance.

Forge early links with schools to promote good behaviour, and to discourage absenteeism, theft and damage at school.

Housing Reduce the number of void properties.

Promote the reporting of neighbour disputes, whilst offering early intervention.

Enforce tenancy agreements, and take action against tenants who breached them.

Develop a framework to deal with youths who cause low level crime and anti-social behaviour.

Improve and encourage property and garden renovation, and increase internal and external security.

Highlight potential problem tenants by vetting.

Create community gardens and young persons play area.

Community

Promote residents associations and tenants groups.

Reduce and eradicate victimisation of service providers.

Promote environmental awareness.

Develop a support mechanism to allow ongoing reviews.

Re-introduce a community culture and a sense of ownership.

Instigate and encourage sustainable community initiatives.

Take a lead in the design of traffic calming measures and environmental issues; this should discourage crime and anti-social behaviour by making the environment less conducive to crime.

RESPONSE

What we did to address the problem

RESPONSE What we did to address the problem

A variety of research was undertaken prior to any response, including the scanning of the relevant websites and publications. (Appendix 1)

The opportunity to follow existing guidelines was considered, but it was decided that whilst Operation Phoenix Evolution would follow examples of best practice and successful solutions to anti-social behaviour, it would be more beneficial and productive to utilise the knowledge, skills and experience of CAT partners, the community and other stakeholders (Appendix 2). It was decided that the response operation would act upon information collated during the analysis stage, and strive to give the community what it had requested.

Due to the magnitude of the operation, it was beneficial to adopt an approach which enabled short term fixes to ease the immediate problems, and then follow up with medium and long-term responses, which would ensure more permanent solutions.

Police responses

Target hardening. Every victim of burglary has been given a crime prevention survey, and simple reduction measures such as window locks; 5-lever mortise locks have been installed at greatly subsidised prices. The 'Preston Care and Repair' initiative was subsidised by the local council.

Leaflet drops. The local Community Police Officers distributed Home Office leaflets offering straight forward advice on how to avoid becoming a victim of crime, eg lock all doors and windows, don't leave valuables on show in vehicles.

<u>ASBOs</u>. Anti-Social Behaviour Orders were (and still are) widely used to target prolific offenders and to reduce crime.

Community engagement was conducted in conjunction with Community Fire Officer Dave Newton promoting the benefits and importance of the Fire Brigade within a community environment and educating through the schools.

Ongoing police surgeries were conducted at strategic locations as it was accepted that some people felt uncomfortable contacting the police due to the existing culture on the estate. This enabled residents to report crime and pass information freely.

An Incident Reporting Book was placed in the local mosque, and visitors were encouraged to report crime simply by filling in a form. Local officers would periodically check the book, and conduct follows up enquiries. This reporting scheme gave officers information, which led to an ASBO on a youth who had committed numerous racial offences.

Racial abuse at a local shop was dealt with successfully by the criminal courts. Ongoing reviews highlighted a spate of shoplifting; following a crime prevention survey, CCTV cameras were fitted.



The police secured a bid from a Lancashire Partnerships against Crime to install a CCTV system at the local Medina Mosque. This system in now 'on-line', and can be accessed via the internet.

Close work was done with Youth Justice Board on the Intensive Supervision and Surveillance programme (ISSP) to give offenders community-based penalties.

The police have instigated the development of a plot of wasteland into a recreational area where young people can play sport. This is utilised by Mr Fiaz Ahmed a Youth Outreach Worker who coordinates sporting activities with Preston Muslim Forum.

The local police officers regularly visit nurseries and primary schools.

Housing responses

Both social landlords worked to develop a clear Policy to deal with ASB & neighbour nuisance. Private, one to one meetings were encouraged to discuss problems. This is supported by mediation provided by Preston Area Neighbourhood Dispute Action (PANDA).

The area is benefiting from the appointment of Preston's first Community Estate Warden, who encourages residents to take responsibility for their community. The CEW also works closely with the Youth Outreach Worker in promoting sport as an alternative to crime and anti-social behaviour.

A local lettings policy was developed, again in partnership and a systematic vetting of tenants was introduced. It was agreed that consideration should be given to personal circumstances, e.g. a family with 3 teenagers would not be given a house next to a family with a young baby. Similarly, social and religious circumstances were considered.

A 'tool loan' scheme was developed and community caretakers employed to encourage and enable residents to improve and manage their gardens and properties. This facilitated the availability of lawn mowers, gardening tools and decorating equipment.

Warnings under 'Breach of Tenancy Agreement were given to residents, leading to a number of high profile evictions.

The Acceptable Behaviour Contract (ABC) was introduced as a scheme to deal with young delinquents often on the periphery of criminal activity.

The Housing Manager's obtained funding from Government Office North west for home security improvements, which included free burglar alarms and external security lighting.

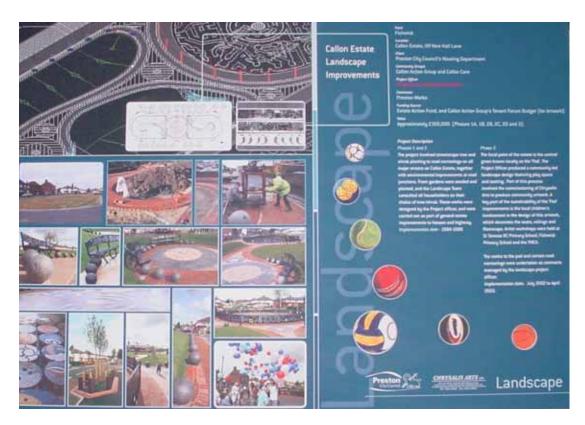
Partnership responses

Funding was obtained for two Community Street Wardens, whose remit was to maintain a visual presence on the estate, whilst carrying out activities ranging from litter picks to leaflet drops. The ongoing activities encourage community cohesion and sustainability by working with schools, young people and senior citizens.

'Kallon Kids Klub' was developed by the tenants group to compliment the work done by the Estate Warden, and offer environmental awareness activities and sports as diversionary measures.

A bid for CCTV was submitted, with the 'hot spots' identified from an early stage. Collingwood and Preston Borough Council contributed £30k to the bid, with Government North West adding the remaining £230k. The bid was accepted, and prior to the implementation of the CCTV system, the community analysis was used to complement local knowledge and crime statistics.

The tenants & residents chose 'Chrysalis Arts' as the company to redesign 'The Pad'. This company worked closely with the community, local schools, tenant & residents groups and service providers to come up with a centrepiece, which was a true work of art. It combines contemporary design, which is pleasing on the eye, with traffic calming measures, and vandal proof features, which have proved very easy to maintain. Likewise the creation of a pedestrian area was introduced, together with strategic road closures to discourage motorcycle nuisance.



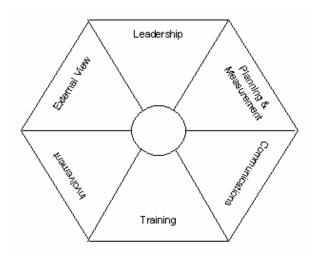
Stages of development at 'The Pad'

A community house was obtained overlooking 'The Pad', after a successful bid by CAT. This was used to offer training packages to residents, and a place for social gatherings, e.g. a 'dads club' and computer training.

The Callon Action Team holds monthly audits to discuss the ongoing work, and to highlight any new problems, which can be solved by one or more of the partners.

The elements of well managed change

It became clear from an early stage of the operation, that in addressing the problems on the estate, what we were actually doing was changing the culture of the community. Upon reflection, the Callon Action Team has adhered closely to the elements of well-managed change as highlighted below by the Institute of Total Quality Management.



Leadership All partners made a commitment to remain in post until success had been

achieved. The Callon Action Team set the direction for the cultural change,

and paved the way for people to follow that direction from their own free will.

Following detailed analysis, plans were drawn up which took into account short term fixes such as evictions and ASBOs, whilst striving to initiate sustainable community initiatives, such as CCTV, Estate Wardens and Street

Wardens.

Planning

Communications The community attended a number of public meetings throughout the

operation. Successes were also made public in local papers.

Training The Housing staff, Community Estate Warden, Community Caretakers, Street

> Wardens and CCTV operator all received relevant training. Likewise, the local police officers attended regional seminars to understand ASBOs and their

implications.

Tenant & Residents groups and other sections of the community were **Involvement**

consulted as a major part of the analysis.

External view The CAT are fully aware of external forces which have a significant impact on

the community, e.g. religious festivals, school holidays, prison releases.

ASSESSMENT

The results of our approach

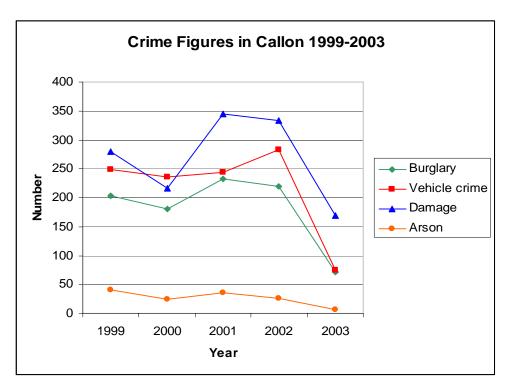
ASSESSMENT The results of our approach

A multi-organisational approach was also used to produce the assessment, with the police interrogating the Sleuth data recording system, and the housing managers reviewing their information systems.

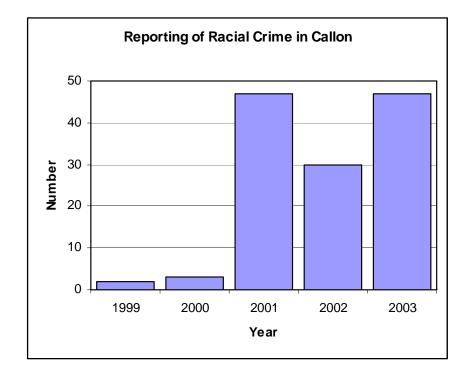
Police

Crime figures:

Crime	1999	2000	2001	2002	2003
Burglary	204	181	233	220	72
Vehicle crime	248	236	244	283	74
Damage	279	216	344	333	169
Arson	40	24	35	26	6
Murder	2	0	0	0	0
Violent crime	89	110	154	154	195
Racial crime	2	3	47	30	47
Calls for Attendance	688	664	689	715	686



There is now an excellent working relationship between the ethnic community and local police officers, who are frequently seen visiting and holding surgeries in the mosques. The large increase in the reporting of racial crime is a clear indication that confidence in the police has grown, and other divisions are considering utilising an Incident Reporting Book.



The ABC scheme used by CAT now monitors around twenty juveniles, and has subsequently been adopted by the entire City.

Since 1999, officers have successfully obtained nine ASBOs, and have pioneered the implementation of ASBOs in Preston. The increased profile and use of ASBOs as a crime reduction tool has led to the division employing its first ASBO Champion.

The National Crime Recording System now means that the police record even the most minor assault against the person. This accounts for a percentage of the increase in violent crime, although the increase in figures indicates that the community do not tolerate violent crime, and report incidents accordingly.

The CCTV system is a constant thorn in the side of criminals, with one target recently admitting:

"We can't get away with anything now"

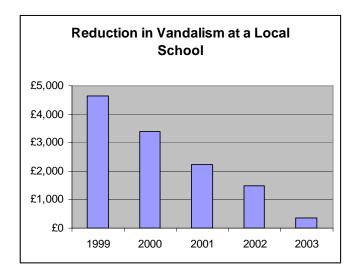
It has led to numerous convictions and terms of imprisonment. Its qualitative benefit to the community cannot be measured.

It was expected that the number of calls requesting police attendance would fall. This has not been the case. On speaking to the community and scanning the general attitude at public meetings, it is clear that the police are now informed of even low levels of anti-social behaviour, and tolerance levels have reduced. This was not expected, but indicates a change in culture from fear and anti-authority, towards zero tolerance, pride and community ownership.

Community



The local school is no longer under Special Measures, and as the histogram shows damage is a thing of the past.



Public meetings and tenants groups are well attended, and the community are very vocal in their support of CAT.

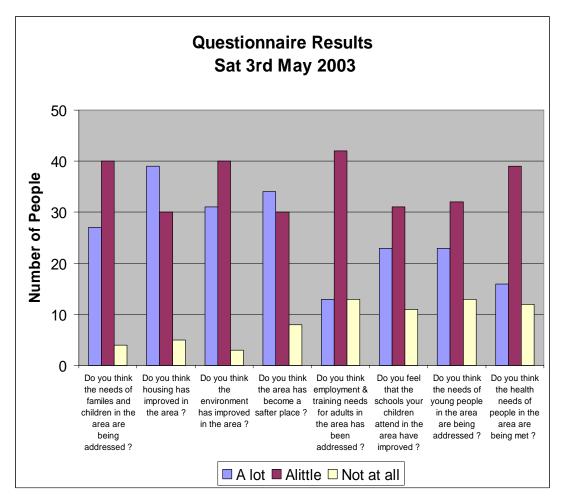
Fishwick Recreation Zone is well used, and now hosts a number of local sporting initiatives. A Committee, run by the residents is now in place to plan supervised activities for weekends and school holidays.

The local shopkeeper is no longer subjected to racist crime, and he reports that shoplifting has reduced by £200 per week since the introduction of the CCTV cameras.

The Incident Reporting Book in the mosque is still in place and monitored frequently, although members are now happy to phone the police directly.

The main stakeholders are still in place.

The estate now holds a yearly Celebration Day, and monitors community welfare. The graph below shows how positively the community views the changes.



A number of sustainable community action groups are now flourishing, including Sure Start, Kallon Kids Klub, 2 neighbourhood watch committees, YMCA youth club & OAP's club.

Service providers no longer fear working on the estate.

The key partners are still in place, and are currently working on new initiatives.

Housing

The Estate had become stigmatised and properties were extremely difficult to let. This reflected in the Annual turnover of 51% compared with a Borough average of 17%. The problems of letting the homes led to the rehousing of disproportional numbers of young, vulnerable and disaffected residents. For example the estate had an official unemployment rate of 38% compared to the Borough average of 6.2% and 11.2% for all council estates.

Demand for the estate was nil, no waiting list existing, and the average letting time was 75 days.

The comparative statistics showed the overwhelming success of the operation.

We now manage a housing estate with a waiting list of over 120 applicants all who are prepared to sign up to a local lettings policy which has been developed to create community involvement in the management.

Void Details	1999	2003
Numbers of Voids	282	25
Cost of Void security	£135,000	0
Repair/Vandalism costs	£590,000	£7,500
Number of Evictions	5	0
No of ASB complaints	888	25
Transfer Requests	80%	9%

APPENDICES

Appendix 1 Terms of reference.

Appendix 2 Details of key partners.

Appendix 1

Terms of reference

Internet:

www.communitypolicing.org

www.scotland.gov.uk

www.crimereduction.gov.uk

www.securedbydesign.com

www.cops.usdoj.gov

www.acc.coventry.gov.uk

www.homeoffice.gov.uk

www.officialdocuments.co.uk

Newsbbc.co.uk

Publications:

Harden your Target: Webster Police Community Services Unit, USA.

Crime Prevention through Environmental Design: Tasmania Facility Services.

Crime Reduction and Problem-Oriented Policing: Willan Publishing

Crime & Criminal Justice Research Findings 3.0: The Scottish Office Research Unit 7th July 1999.

Institute of Total Quality Management: TQM International 1995

Analysis for Crime Prevention.

Appendix 2

Details of key partners

Sue Roach Neighbourhood Housing Manager (Preston City Council)

Richard Lothian Area Housing Manager (Collingwood Housing)

Mr Fiaz Ahmed Youth Outreach Worker

Preston Sports Development Preston City Council

Father Joseph Callahan Callon Care

YJB Youth Justice Board

ISSP Intensive Supervision and Surveillance Programme

RETHINK Local Environment Projects

Ms Ally Mackenzie Lancashire Global Education Centre

Lancashire Evening post

Dave Newton Community Fire Officer, Lancashire Fire and Rescue

Mr Bob Casey Lancashire Youth Service