

**Paulhan Street Project**

**A Tilley Award 2002 entry - crime reduction**

**Greater Manchester Police**

# **Paulhan Street Project Summary.**

## **Nature of the problem addressed.**

Bolton Crime and Disorder Partnership Supplementary Audit (August 2000) was produced at the time the Greater Manchester Police Operational Policing Strategy roll out of Operational Policing Units reached Bolton. The audit identified that the K1M2 beat had the highest rate of crime in the Borough.

Local knowledge suggested Paulhan Street Estate was the beat hotspot with all the signs of deprivation evident in a relatively small area of 15 streets.

The SARA system was used, and analysis proved that the estate was having a disproportionate impact on the crime rates of both the K1M2 and the adjacent beat K1M1.

## **Evidence used to define the problem.**

In addition to police data, Operational Policing Unit staff and Community Beat Officers liaised with local partner agencies, especially Housing Department and Youth Services staff. The community was consulted as far as was possible given the level of reluctance due to the fear of intimidation and reprisals from within the community. The problem was defined as:

*"A run down estate with high incidence of crime and disorder. Residents have a fear of crime and fear intimidation from offenders, resulting in a reluctance to speak to the police or partner agencies. There is no community spirit."*

## **Response to the problem.**

The problem was seen as an opportunity to develop partnership working and problem oriented policing through the Operational Policing Strategy.

An approach which targeted key families and individuals who were having the most significant impact on the community was developed which resulted in both arrests, and coordinated partnership interventions under a developing Anti Social Behaviour Strategy.

This was supported by developing joint responses to juvenile nuisance, environmental improvements with a focus on reducing the number of void properties on the estate and intelligence led policing by Community Beat Officers working closely with partners, in particular the Housing Department.

## **Impact of the response.**

Examples of performance are; juvenile nuisance has reduced by 31%, criminal damage has reduced by 33%, burglary dwelling reduced by 12%. Street by street "micro" analysis has been conducted using police data. Housing data has also been used to show a very small reduction in the number of void premises.

The main impact has however been the achievement of Neighbourhood Management Pathfinder status for the Great Lever area, in which the Paulhan street estate is central. This ensures continued progress in a most challenging area.

## **Objectives of the project.**

The Paulhan Street Project was ultimately aiming to achieve significant and sustainable crime reduction in a deprived neighbourhood, namely the Paulhan Street Estate. It was also seen as an opportunity to develop problem oriented policing by raising the awareness of local crime and disorder partners to the Greater Manchester Police Operational Policing Strategy. The problem was initially identified by the submission of a PAT (Problem Analysis Triangle) form on 28/11/00.

### **The initial police objectives were to some extent aspirational, and certainly stretching;**

1. Reduce anti-social behaviour by 25% within 12 months of the start date. (Juvenile nuisance, criminal damage, domestic disputes and other disturbances)
2. Reduce burglary dwelling by 25% within 12 months of the start date.
3. Reduce vehicle crime (theft of and theft from motor vehicle) by 25% within 12 months of the start date.
4. Reduce the number of void premises.

### **Partnership involvement led to additional objectives being set;**

1. To increase reporting of crime and incidents by 5% by 31/3/02.
2. To decrease levels of crime (key crime and incidents) by 10% by 31/3/02.
3. To reduce housing turnover by 5% by 31/3/02.
4. To reduce housing voids by 10% by 31/3/02.
5. To reduce levels of noise nuisance by 31/3/02.
6. To establish records of incidents of anti-social behaviour by 31/3/02.
7. To improve levels of resident's satisfaction within the area by 31/3/02.

### **Critical Success Factors.**

From a very early stage in the project a partnership "action group" was formed, the above objectives were agreed, and critical success factors were identified.

	<b>Factors.</b>	<b>Lead.</b>	<b>Involved.</b>
1	Greater understanding of crime patterns. (Set baseline.)	GMP.	Housing, Environmental Services, Youth Services, Leisure Services, Victim Support, Probation, YOT.
2	Dealing with families responsible for crime and anti- social behaviour.	GMP and Comm. = Safety team.	Housing, Housing Associations, Social Services, YOT, Education, Youth Services.
3	Researching and identifying ways to introduce and enforce tenancy agreements in private sector, Ability to <u>"vet" new resident.</u>	Housing/Housing Associations.	GMP, Environmental Services, private landlords, Housing associations.
4	Information sharing.		All

5	An ability to deal with <u>juvenile nuisance</u> .	Youth Services, Leisure Services.	GMP, Housing, Housing Associations, YOT.
6	An increase in reporting of incidents indicating a greater confidence in agencies.		All
7	Continuous monitoring with residents — are we making a difference?	Tenant participation team.	Housing tenants and residents associations, Housing Associations, private landlords, Youth Services, Leisure Services, Area Coordinators.
8	An ability to improve the environment.	Housing	Environmental Services, local businesses, Business Security Team, Residents and Tenants Associations.

In all cases nominated lead officers were identified. They were all members of the action group.

#### **Why was this problem prioritised over others?**

Bolton Crime and Disorder Partnership supplementary audit report (August 2000) identified five areas which had particularly high levels of crime and disorder. Great Lever K1M2 beat was identified as the worst of those areas with an "all crimes" rate of 874 crimes per thousand population, more than double the borough average of 359/thousand.

There had been previous attempts to work in partnership to address the problems of the area, however they lacked the focus and direction offered by problem solving methods. The recent inception of an Operational Policing Unit developing problem oriented policing together with presence of motivated and inspirational individuals engaged in the area provided an opportunity to deliver improvements in the area.

Analysis of the problem revealed that the estate, which is comprised of 15 streets was responsible for approximately half of the crime on the K1M2 beat, and 43% of crime on K1M1 and K1M2 beats combined. Therefore by prioritising the estate as a focus for action significant crime reduction should be achieved with benefits to a wider area.

#### **Who was involved in identifying the problem?**

Police and Local Authority Community Safety Team produced the CDRP supplementary audit (August 2000) identifying that the Great Lever area K1M2 in particular was a significant problem. This was supported the local authority Housing Department. The SARA process was applied by the Operational Policing Unit following submission of a PAT (Problem Analysis Triangle) form by the Community Beat Sergeant.

## **Definition of the problem.**

Following the findings of the supplementary audit, Community Beat Officers were tasked to liaise with local partner agencies and the public on the beat to identify the level of the problem. It was immediately obvious by speaking with local estate managers from local authority Housing Department, Housing Associations, interested residents, including Sunnyside residents association and businesses that the Paulhan Street Estate was the hotspot of problems. The estate displayed obvious signs of deprivation. There was also considerable evidence of fear of intimidation and reprisal for residents engaging with any agency.

### **Analysis of information.**

The streets which comprised the estate were identified and agreed with partners. Paulhan Street itself is a beat boundary between K1M1 and K1M2. The bulk of the estate is on K1M2 beat however, a lesser part is on the adjacent K1M1 beat. The beats, especially K1M2, generally had the highest rates of crime in the borough demonstrated in the table below:

<b>Offence</b>	<b>K1M2 rate 99/00</b>	<b>K1M1 rate 99/00</b>	<b>Divisional rate 99/00</b>
<b>Burglary (Dwelling)</b>	164.9/1000 house	96.4/1000 house	45.1/1000 household
<b>Criminal damage.</b>	107.4/1000 house	72.6/1000 house	33.0/1000 household
<b>Vehicle crime.</b>	105.8/1000 pop'n	24.1/1000 pop'n	39.7/1000 population
<b>Juvenile Nuisance.</b>	163.8/1000 house	131.31/1000 house	69.71/1000 household
<b>Domestic dispute.</b>	133.4/1000 house	48.9/1000 house	33.0/1000 household
<b>All crime/incident</b>	874.2/1000 house	480.4/1000 house	359.6/1000household

(Source — CDRP Supplementary Audit, August 2000.)

Red text indicates highest rate in borough.

K1M2 has 922 households (Bolton Metro 1998) & 1617 population (1991 census)

K1M1 has 716 households (Bolton Metro 1998) & 2453 population (1991 census)

A street level analysis of crime was conducted and the estate's impact on the area analysed. It was demonstrated that the estate, which covered an area approximately 25% of K1M2 actually suffered 48% of reported crime. Furthermore three key streets, Paulhan Street, Morrison Street and Hawker Avenue suffered 28% of the beat crime.

When the impact of the estate on both K1M2 and K1M1 was analysed it was found that the estate suffered 43% of all crime and 40% of incidents.

Data from the Housing Department and Housing Associations was also analysed which revealed that the estate's void property rate was 10.12%. The void rate on Paulhan Street was the highest at 23.88% (16 properties), with the rate on the three key streets being 16.8% (27 properties).

Local businesses, though very few, were suffering significant repeat victimisation, with evidence of under reported racist graffiti and harassment.

Analysis of the data and information identified that a small number of individuals and families were responsible for a disproportionate number of offences and incidents. Also that convictions against these individuals were frustrated by the lack of evidence forthcoming from witnesses, due to the fear of intimidation. The families concerned reside in the main on Paulhan and Morrison Street.

### **Common characteristics.**

Based on analysis the following characteristics were identified;

#### Victim.

- The victims were mainly residents of the estate residing in rented accommodation (L/A, RSL, or private rented.)
- New tenants were regularly targeted.
- Shopkeepers were targeted.
- They were reluctant to report incidents to any agency for fear of reprisals.
- There was significant fear of crime on the estate.
- An almost complete lack of community spirit.

#### Offence/Offender.

- There were a number of "problem" families resident on the estate with young children persistently causing nuisance and criminal damage.
- Older members of the families were involved in intimidation and reprisals against residents reporting incidents and offences.
- There was a high number of known drug dealers resident on the estate, this was reinforced by police activity to deal with them.
- There was a ready market for stolen goods amongst the residents of the estate.
- Crimes committed were frequently blatant. For instance the common modus operandi for burglary dwelling was bodily force on the front door indicating a disregard for identification by witnesses.
- Stolen vehicles were frequently driven into and through the area.
- Certain offenders were influential to young people as "role models".

#### Location.

- There were a high number of boarded up premises on the estate.
- There was a high turn over of short term tenancies.
- Graffiti and litter contributed to the feel of a deprived estate.
- At night poor lighting contributed to the fear of crime.
- Reparative environmental/ building work was persistently and immediately damaged or destroyed.
- There was a perception that Great Lever was a "Cinderella" area, missing out on significant investment.

The problem was defined as;

*"A **run down** estate **with** high incidence of crime and disorder. Residents have a fear of crime and fear intimidation from offenders, resulting in a reluctance to speak to the police or partner agencies. There is no community spirit."*

This definition was agreed by the "action group" which comprised of officers from Chief Executives Community Safety Team, Housing Department, Portico Housing

Association, Environment Department, Youth Service, Sports Development Officer, Probation, Community Development Worker, Education Social Worker.

**Information gaps.**

The definition of the problem indicates the largest gap, namely information from the public. There was also a gap of information in relation to identifying the scale of the problem of drug misuse in the area and the delivery of drug treatment from health sources namely DAT and CDT. Strategies to overcome the lack of information from the public were integral to the delivery of solutions into the area, and are represented within the critical success factors (CSF 2, 3, 6 & 7) however the latter problem is ongoing and is a national problem in relation to personal data information share and patient confidentiality concerns.

**Response to the problem.**

The analysis of the problem clearly indicated that the response needed to be co-ordinated and involve a commitment from the partnership at executive level in order to facilitate delivery from all partners. We were talking about neighbourhood renewal and management, and recognised that the police response was a small part of an overall plan. Therefore the initial police response was to deliver a presentation to the Crime and Disorder Partnership Group, and subsequently to relevant officer groups. This also served the purpose of explaining the Greater Manchester Police Operational Policing Strategy, and Problem Oriented Policing to the Partnership.

The presentations were delivered during January and February 2001 and were successful in achieving agreement to pilot a co-ordinated problem solving approach to area based crime and disorder issues, which if successful would then be used in other areas of the borough. This pilot had the added benefit of subsequently influencing the direction of other initiatives being conducted in the borough, notably "Surestart" who are building a facility on Paulhan Street, the Neighbourhood Warden pilot which is being delivered in the area.

An immediate outcome of this response was the formation of the Paulhan Street Action Group, this group met, and continues to meet regularly to agree responses, share information, maintain focus and benchmark progress in relation to achieving the critical success factors. The meetings are minuted.

In February 2001 a proposal was forwarded from the Operational Policing Unit for the Local Strategic Partnership to consider applying to the Home Office for Neighbourhood Management Pathfinder status for the area. This was successfully done and the Great Lever area is now one of twenty national pilots.

**Proposed interventions.**

The initial proposal was based on a three stage approach; preparation, implementation and maintenance, this was part of the police presentation to partners.



The preparation phase involved a share of information between partners. Analysis of that information. An audit of interested parties, including residents, and community facilities and the development of an implementation plan.

The implementation phase was a structured programme of evidence gathering, enforcement in relation to both crime, anti social behaviour and tenancy agreements. Target hardening of premises and improvement of environmental factors. Youth and community development work. The intention was that this should be conducted over a short time scale and would lead to increased public confidence, a reduction in the fear of crime, and the rapid repopulation of void properties which would be the basis of sustained crime reduction and neighbourhood renewal.

The maintenance phase was effectively an exit strategy based upon an empowered community being serviced by a well integrated police/partner support team.

It soon became apparent that police expectations of partnership delivery were unrealistic, consequently, whilst the proposed methodology of integrated interventions was agreed, the timescale was significantly extended and continues. However assessment shows that our interventions have been particularly successful in reducing crime and disorder.

#### **Actual interventions (related to Critical Success Factors.)**

1. A number of individuals and families have been identified and subject of anti social behaviour conferences for the duration of the project. This has resulted in professional interventions at micro level to address root causes of offending behaviour in line with Bolton's Anti Social Behaviour Strategy. At this time ASBOs have not been sought, however tenancy agreement enforcement has been implemented in the form of eviction proceedings. Those evicted have been subsequently from applying for L/A and RSL housing in Bolton.

This has been successful in relation to shared information and intelligence led enforcement. It is anticipated that ASBO proceedings will take place in the future.

A limitation of tenancy enforcement has been identified where the opportunity to move into local private rented accommodation is available.

(CSF. 1, 2, 3, 4, 5.)

2. Fortnightly joint surgeries between police and housing, held in the local housing office have proved successful in engaging with the community, obtaining community information, and reassuring the public.

(CSF. 1,4, 5, 6, 7.)

3. Targeted support has been delivered to vulnerable community members in the form of installation of homelink alarms, fireproof letter boxes and regular visits from local housing officers.

(CSF. 6, 7.)

4. A successful CCTV bid has been made which will cover the estate. Police and housing in particular have been involved in the planning process in relation to

relevant siting of the cameras. The installation of the system is ongoing at the time of this report.

(CSF. 2,5,8.)

5. Police operation "Forum" conducted in March 2001 targeting criminals active on the estate, in particular those active in burglary dwelling and vehicle crime led to the successful arrest and prosecution of offenders including estate targets. (CSF. 2, 6.)

6. Police operation "Adrift" conducted in May 2001 linked with housing and local authority legal services in order to provide high visibility patrols at the time of, and subsequent to the service of "Notices Seeking Possession" against anti social families. During the operation seven target individuals were arrested for violent disorder, and two were subsequently imprisoned.

(CSF. 2, 4, 5, 6, 8.)

7. Police operation "Ape" conducted November 2001 — mid January 2002, in partnership with Surestart, housing and youth services was a high profile operation to reduce juvenile nuisance and reassure the community in response to a community survey which indicated that the public were most concerned about juvenile nuisance, and that they had a considerable fear of being outside their homes during dark nights. This operation coincided with the darker evenings. 93 young people were signposted into youth club facilities, activities, including football matches with Community Police officers. Joint interventions continue between partners and police with young people.

(CSF. 2, 5, 6, 7,)

8. Police operation "Boat" conducted March 2002. In conjunction with housing estate management and independent contractors installing CCTV system. A high visibility operation in order to reduce the chance of damage to the installation. Historically, environmental improvements and building works had been systematically and rapidly damaged or destroyed.

(CSF. 2, 3, 4, 5, 6.)

9. During late summer 2001, Surestart conducted community consultation in the Paulhan Street area. This was accessed by the Paulhan Street Action Group.

(CSF. 1, 7.)

10. During October and November 2001 extensive consultation was conducted in the area as part of the development of the Great Lever Neighbourhood Management Delivery Plan. Particular attention was given to obtaining the views of young people, Asian women and older people. This was accessed by the Paulhan Street Action Group.

(CSF. 1, 7.)

11. During September 2001 a damaged wall giving vehicular access to spare ground adjacent to the estate, identified as regularly used by criminals using stolen vehicles was reconstructed and reinforced. The work was conducted by RSL Portico Housing, members of the Paulhan Street Action Group. Over the period of reconstruction, targeted police patrols were directed to the area to prevent damage. The work was successfully completed.

(CSF. 6, 8.)

12. July 2001, Surestart and Housing submitted a joint bid to convert a pair of council owned semi detached houses into a community "Drop in centre". The bid included funding for sports development working, and additional youth services funding. The aim of the "drop in" is to provide parenting skills for young parents, and a location on the estate to direct young people to who are considered a problem by other community members. The bid was successful and the "Drop in" has provided police, youth workers and housing officers with a resource to tackle some of the problems presented by young people.

(CSF. 2, 5, 7, 8.)

13. July 2001, the Paulhan Street Action Group produced an information card to issue to young people and other members of the community providing information and contact numbers of facilities and resources.

(CSF. 2, 5, 6, )

14. March — April 2001 Police and Housing worked together to identify the private landlords letting property on the estate. Two meetings were held where issues surrounding consistent standards of tenancy agreements, pre tenancy checks, social responsibility as landlords were discussed. The meetings were well attended, though in general the private landlords were reluctant to become actively involved in estate management until they could see a visible improvement in the environment. In essence they were reluctant to invest in their properties at that time, however, the door remains open for the future.

(CSF. 2, 3, 4, 7, 8.)

15. ASB warning letters, a stage towards applying for ASBO, have been delivered to ten individuals resident on the state.

(CSF. 2, 4, 5,)

In addition to the above, dedicated Community Beat Officer involvement, and in particular, a strong partnership with housing officers has underpinned a steady reduction in crime and disorder.

Over the twelve month evaluation period (114101— 3 1/3/02) the regular meeting of the Paulhan Street Action Group has maintained the focus of the partnership on this critical estate. It is difficult to evaluate the effectiveness of individual interventions, their effectiveness is best taken as a whole. There have been two particularly strong themes which have been consistent throughout the project, namely a focus on targeted interventions around anti social families and individuals, and dealing with juvenile nuisance.

### **Funding.**

Funding has been successfully achieved in a number of ways. Primarily due to highest level agreement that the area based approach was to be a pilot project for the Bolton Borough partner agencies have "bent" mainstream resources into the estate.

In relation to policing costs. Over the twelve month evaluation period an additional 774 hours of police activity have been directed into the area at an approximate cost of

£15.121hour, total cost £11,702.88 of which 330 hours have been paid by Surestart and 300 hours paid by NRF.

## Evaluation.

Critical success factor 1 was to gain a greater understanding of crime on the estate. This led to a street level "micro" analysis of crime and incidents using police CPA data. From this information the baseline was set for the level of crime on the streets and also the impact of the estate on the larger area. The baseline period was identified as 114100 – 3113101. The start date was identified therefore as 114101. The estate was defined as 15 named streets. Two of the streets, Higher Swan Lane and Settle Street are estate boundaries, and extend beyond the scope of the project. For data collection purposes crime and incidents for the whole length of these streets have been included.

Void premises rates were obtained from L/A Housing Department. Based on a snapshot of the number of L/A voids on 3113101 as a baseline.

### Performance against the initial police objectives is given below:

Objective	2000 – 2001	2001– 2002	Actual increase/decrease	% increase/decrease
<b>1. Juvenile Nuisance.</b>	99	68	-31	-31%
<b>1. Criminal Damage.</b>	120	80	-40	-33%
<b>1. Domestic Dispute.</b>	84	58	-26	-31%
<b>1. Other disturbance*</b>	23	<b>22</b>	-1	-4%
<b>2. Burglary Dwelling</b>	65	57	-8	-12%
<b>3. Theft of vehicle</b>	20	30	+10	+50%
<b>3. Theft from vehicle.</b>	25	18	-7	-28%
<b>4. L/A Void premises.</b>	<b>18</b>	17	-1	-5.5%

Therefore, against what were considered stretching targets (Police objectives 1– 4) we have been successful in all areas with the exception of theft of motor vehicle which has increased. The target reductions of 25% have been achieved with the exception of burglary dwelling in which we achieved a 12% reduction.

### Performance against partnership objectives 1-- 7.

**Objective 1 (Increase reporting of crime and incidents by 5%)** was included to reflect the need to increase public confidence in all partner agencies. A system for

recording incidents of ASB reported to Housing (Objective 6) is in place. This has showed an increase in reports by 49%, which reflects growing public confidence.

**Objective 2 (Decrease levels of key crime and incidents by 10%) has been exceeded.**

All crime on the estate has reduced by 70 offences from 373 to 303. **A reduction of 19%.**

All incidents on the estate have reduced by 249 incidents from 1173 to 924. **A reduction of 21%.**

**Objective 3 (Reduce housing turnover by 5%) has been exceeded.** There has been a significant reduction in people leaving the estate and void turnover rate has fallen from 49% of the stock to 32%. A reduction of 17%. This relates to a financial saving of approx. £50 000 to the LIA (Data from Housing Department.). Data from Portico housing has not been considered due to a significant part of their housing stock undergoing alterations to change use from flats to family housing.

**Objective 4 (Reduce housing voids by 10%) has not been achieved in full,** though the snapshot comparison at 31.3.02 against 31.3.01 shows one less house void, a reduction of 5.5%. (Data from Housing Department.)

**Objective 5 (Reduce levels of noise nuisance.)** Data is not available at this time. (Data source Environment Department.)

**Objective 6 (Establish records of incidents of anti social behaviour) has been achieved.** The appointment of an anti-social behaviour coordinator by the local authority has led to the development of a borough wide strategy to deal with anti social behaviour in partnership. A significant part of the development of the strategy has been based around case management of Paulhan Street estate cases.

**Objective 7 (Improve level of resident's satisfaction within the area).** The absence of baseline data has made this difficult to evaluate. Two extensive "customer" surveys have been conducted during the project. The second of the surveys was conducted as part of the development of the Great Lever Neighbourhood Management Pathfinder delivery plan. This will effectively provide a baseline, and future surveys will provide the data for evaluation.

In addition we have looked at the impact the estate has on the surrounding community namely the K1M1 and K1M2 beats.

In 2001 crime on the Paulhan Street estate represented 43% of the total crime on the two beats. In 2002, that has reduced to 30% of the total crime on the two beats.

In 2001 incidents on the Paulhan Street estate represented 40% of the total incidents on the two beats. In 2002 that has reduced to representing 27% of incidents on the two beats.

**Displacement.**

Over the evaluation period total crime on the two beats, K1M1 and K1M2 increased by 16% and total incidents increased by 15% the question of displacement has been

raised. Analysis and intelligence indicates that offenders active within the Paulhan Street estate are local "marauders". Targeted interventions have been effective against these offenders.

Analysis of crime and incidents in other areas within the two beats indicate the increase is due to other factors, including a cohort of prolific young offenders resident on, and active upon the Orlits Estate who are largely independent of the Paulhan Street group. This suggests that the Paulhan Street Project, in achieving reductions has prevented a significantly greater beat crime and incident increase.

## **Conclusion.**

The project has been successful especially in reducing anti social behaviour as defined in police objective 1. This success creates the opportunity to continue to develop the community in relation to reducing void properties and achieving more sustainable tenancies.

Whilst the project will continue, it has become part of the delivery plan for The Great Lever Neighbourhood Management Pathfinder this will ensure continued progress in the future.

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