

Tilley Award 2005

Application form

The following form must be completed in full. Failure to do so will result in disqualification from the competition.

Please send completed application forms to Tricia Perkins at patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on the 29 April 2005. Entries received after that date will not be accepted under any circumstances. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262.

1. Details of application

Title of the project

Return of the Happy Shopper

Name of force/agency/CDRP:

Lancashire Constabulary

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

PC 2423 Dave Johnson

Community Beat Manager: Fishwick

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Full postal address:

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Central Division

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Name of endorsing senior representatives(s)

Julia Hodson

Position and rank of endorsing senior representatives(s)

Acting Deputy Chief Constable

Full address of endorsing senior representatives(s)

Lancashire Constabulary Headquarters

PO Box 77

Hutton

Preston

PR4 5SB

2. Summary of application

The Callon estate in Preston was, according to Government Indices of Multiple Deprivation 2000, in the top 2% of deprived communities in England. The Happy Shopper, the only shop serving the community, had been run by the Hussain family for 20 years. Due to their local knowledge they were able to maintain the STATUS QUO by self help. Recent analysis has revealed that the Hussain family had developed a very high tolerance level of both racism and crime; therefore statistics were not giving a true reflection of activities both in and around the shop.

In September 2003, Mr Bhadur Khan bought the business, immediately levels of theft, racial crime and anti-social behaviour escalated. Mr Khan lived in a stock room, afraid to leave the premises.

Gang culture prevailed, customer numbers dwindled, community were too scared to use their local shop.

Police initiated multi-agency problem-solving approach.

Overall objectives were:

- To reinstate the shop as the heart of the community
- Reduce Racial Crime, theft and ASB
- Bring offenders to justice
- Establish sustainable diversionary activities
- Encourage reporting of Crime and ASB
- Eradicate the constant fear of crime
- Promote community cohesion

In partnership with Preston City Council and local residents, range of responses to meet the project objectives:

- Multi-agency evidence gathering campaign
- Zero tolerance to racial crime, theft and anti-social behaviour
- Use of ABC'S, ASBOS, Evictions
- Development of Callon Kids Club, promotion of YMCA
- Funding obtained, satellite police station on estate
- Media campaign
- Local Lettings Policy
- Formation of residents group, Callon Community Action

Assessment was by quantitative and qualitative analysis, set against project objectives.

QUANTITATIVE

- One racial incident in the last six months
- 90% Reduction in theft
- Calls to service for ASB reduced by 90%
- Revenue increased by 600%
- 10 ASBO'S, 20 ABC'S,
- 22 Warnings under protection from Harassment Act
- 3 Restraining orders
- 3 Evictions

QUALITATIVE

- Mr Khan council tenant
- 30% of customers are now elderly
- Tenants group thriving
- Diversity initiatives
- Callon Kids Club growing recognised by the Home Office
- ASBO work 'best practice' in Home Office literature
- Community Cohesion work 'best practice' in Home Office literature
- Home Office web site
- Community empowered to report incidents of crime and ASB.

THE HAPPY SHOPPER HAD RETURNED

SCANNING

Overview of the problem

Scanning: Overview of the problem

The Callon estate is part of the Fishwick ward in Preston, it was built between 1924 and 1930 to house soldiers and their families returning from World War 1. The estate comprises of approximately 650 properties managed by Preston City Council and Contour Housing Association. Historically, the estate was considered a desirable place to live and was equipped with a local 'bobby' housed in a police house.

Callon is now made up principally of white families with high levels of unemployment and single parent families. The area suffers from high levels of crime, anti social behaviour and a gang culture has developed amongst the young people.



In the centre of the estate there is one shop servicing the locality, namely THE HAPPY SHOPPER, which was owned and run by the Hussain family between 1983 and 2003. The Hussains had developed in-depth local knowledge of the area, the tenants on the estate and their children. They had an exceptional high level of tolerance to all forms of crime and anti-social behaviour, which distorted the true picture of what was really happening in and around the shop.

In September 2003 the shop was bought by Mr Bhadur Khan and due to a number of impact factors the situation in and around the shop began to change dramatically. There was a massive increase in reported racial crime from Mr Khan and the shop assistants he was employing. The dramatic change in the 'victim' element of the Problem Analysis Triangle was highlighting the weaknesses of the location and showing that the offender's position was going from strength to strength. Void properties increased around the shop and most of the lettings in the area were only short term due to problems that the tenants were facing. The area around the shop was becoming a 'no go area' for local residents who feared the gang culture that was basing itself outside the premises.

As well as local notoriety for the wrong reasons the area was now making national headlines after featuring on a 'Neighbours from Hell' programme which added to the spiral of decline that the estate and the shop were falling into.



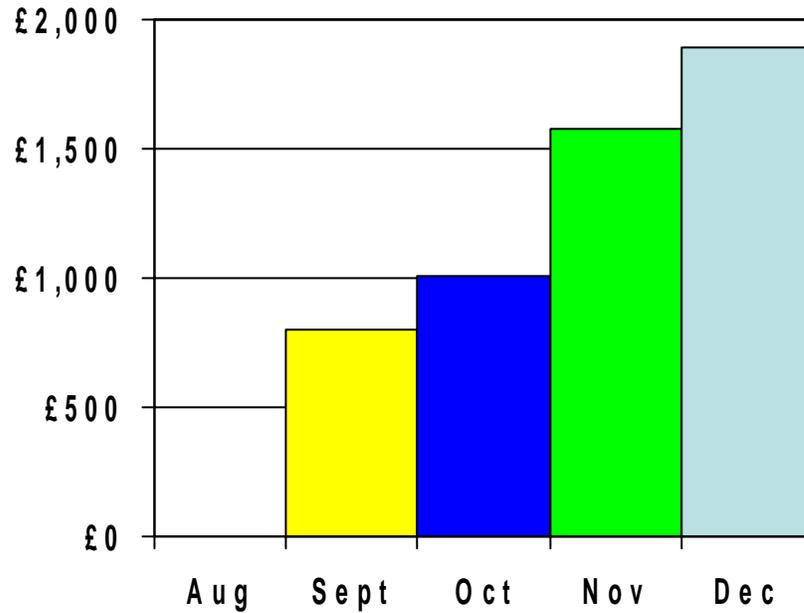
ANAYLSIS

Identification of the problem

Analysis: Identification of the problem.

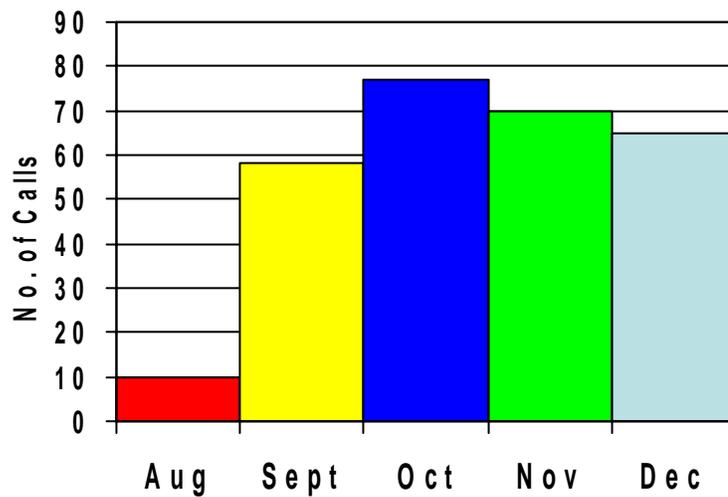
In order to recognise the severity of the problem, it was important to scrutinise the Police information systems and analyse crime figures.

Value of goods stolen from shop: 2003



It was also vital to analyse partnership information and to liaise closely with the people of Callon to get them involved at an early stage.

Complaint calls to Police and Housing Office 2003



To assist in the analysis a company of private witnesses was employed to gather evidence in and around the shop. 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 the Police and housing staff to meet residents, Mr Khan and his staff in confidence therefore providing quality information for analysis.

The analysis carried out with Mr Khan and his staff was vital and during an interview he was asked the following

Question: "Can you remember what it was like when you took over the shop in 2003?"

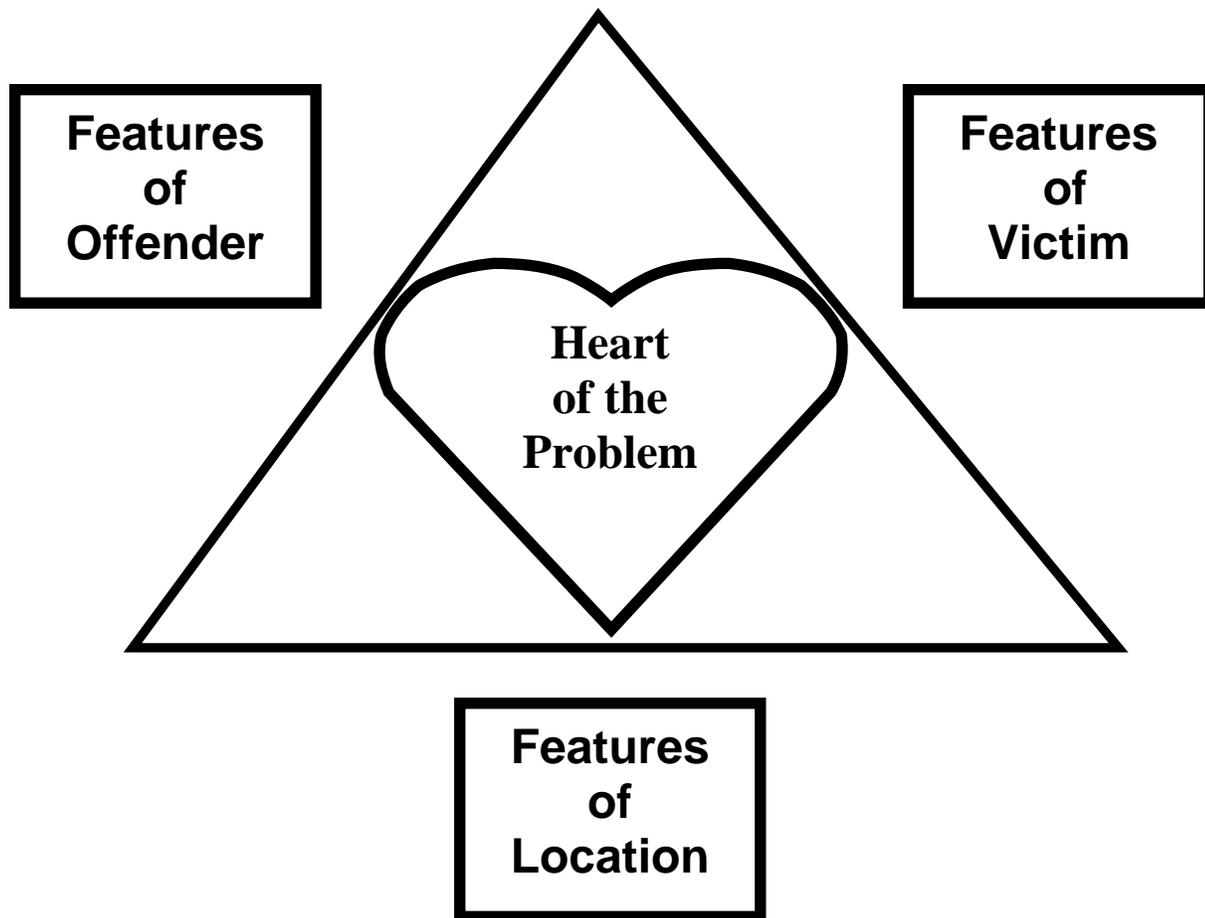
Answer:

"anyone else would have committed suicide by now"



Mr Khan's business was in serious trouble, his customer base was falling and stock levels were very low. Theft accounted for losses of up to £2000 per month which was obviously unsustainable. Mr Khan and his staff reported racial abuse on a daily basis with offenders using serious racial abusive language, spitting and lashing out at them.

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



Features of the location

The Happy Shopper is the only shop on the estate and is centrally located. To the rear of the shop there is an alley which is used by fly tippers and as an escape route into rear gardens by local criminals. The area is classified as a HOTSPOT by service providers, the fire service using two tenders per incident, one to protect the other. The area is monitored by a CCTV system that is controlled by the local authority from the housing office. Due to the lack of demand for properties, houses were often let to vulnerable tenants this resulted in a high turnover of properties and void levels of 80% in the vicinity of the shop.

Features of the offender

The offender profile can be described as follows:

- Local youth
- Male
- White British
- Aged 12 to 17 years
- Poorly educated
- Dysfunctional parents
- Truant, excluded pupil or unemployed
- Persistent Young Offenders
- Displays racist behaviour
- Disregard for law and Criminal Justice System

Features of the Victims

Shopkeeper: Mr Bhadhur Khan

Vulnerable due to:

- Lack of local knowledge
- Illiterate (can not read or write in any language)
- Poor verbal English
- Working alone

Resulting in:

- Repeat victimisation
- Constantly subjected to racial abuse and assaults
- Under reported crime
- High tolerance levels to racial crime
- Fear of gang culture
- Living in stock room
- Livelihood under serious threat

Employees:

- Asian
- Illiterate in English
- Repeatedly threatened
- Racially abused and assaulted
- Resigned

Customers:

- High proportion of families and elderly people
- Abused by local youths
- Fear of gang culture
- Forced off the estate
- Incurred additional travel costs
- Inconvenienced

Heart of the Problem:

- Offenders position of strength
- Growing gang culture
- No social conscience
- No respect or fear for Criminal Justice System
- Racial and anti-social behaviour unchallenged
- Mr Khan's tolerance of racial abuse
- Mr Khan's lack of local knowledge and communication problems
- Community scared to stand up and be counted
- No diversionary tactics available

Project Objectives

- To reinstate the shop as the heart of the community
- Reduce crime: both racial and theft
- Reduce anti-social behaviour
- Bring offenders to justice
- Encourage reporting of crime and ASB
- Promote community cohesion
- 100% occupancy of neighbouring properties
- Eradicate fear of crime
- Establish sustainable diversionary activities

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. (See Appendix 1)

The opportunity to follow existing guidelines was considered, but it was considered that whilst The Return of the Happy Shopper 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 the partnership, community and other stakeholders (See Appendix 2), and base the responses on the needs of the victim and the analysis undertaken.

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

Short Term:

The partnership adopted a **Zero Tolerance** approach to racial crime and all anti-social behaviour.

High visibility patrols were undertaken by local Community Officers, Response Officers, Support Unit Officers and Council Street Wardens to not only deter potential trouble makers, but also to make Mr Khan feel safe in his place of work.

All calls to service were followed up by either local officers, or other partners.

A **multi-agency evidence gathering campaign** was initiated, consisting of:

- Statement taking from Mr Khan and previous / existing staff (using interpreters)
- Door to door enquiries by police, Street Wardens and housing Staff
- Examination of cctv footage by all local partners
- Identification of offenders
- Creation of local offender database and criminal network chart

Formal Action:

- Warnings issued under Protection from Harassment Act
- Warnings issued under Tenancy Agreement
- High profile arrests of persistent offenders.
- Local officers became proficient in the use of Anti-Social Behaviour legislation, and targeted specific nominals, developing ABCs and obtaining ASBO's where necessary.

Media campaign:

- Partnership successes were communicated to the public via local press

ASBO's on Conviction proved to be an effective tool, and front page stories promoted the legal action taken.

Stories communicated to the public included:

BABY FACED RACIST
and
TAMING OF THE TEENAGE TERROR
and
MENNACE SWEEPED UP, OTHERS TO FOLLOW

Medium Term

Increasing wider police awareness; local knowledge was shared amongst departments and the problems around the shop were highlighted at a Divisional level.

ABCs were monitored and ASBOs were enforced to make offenders realise that this type of behaviour would not be tolerated.

A number of truancy sweeps were carried out in conjunction with the local education authority and action taken against parents with regards to their children's non attendance at school.

A new Local Authority Anti-social behaviour Policy & Procedure was written by officers working directly with this POP.

Offenders charged with offences in and around the shop have been issued Reparation Orders by the Court to complete tasks such as repainting the shop premises, litter picking and clearing the rear alley behind the shop.

Developing a local lettings policy to promote sustainability and ethnic diversity.

Long Term

As previously mentioned Mr Khan was living in a stock room and rarely left the premises. Supported by the local housing office he is now the tenant of a local flat.

Mr Khan, encouraged by the partners, attended a local college to improve his language and literary skills.

ASBO applications and the enforcement of any future orders will continue to be the mainstay of our long term response. Much of this work is now done in partnership with the recently appointed ASBO Coordinator. All current and future ASBO's have been obtained under Sec 1c of Anti-Social Behaviour Act 2003 (ASBO's on Conviction). This has and will continue to be cost effective.

Continuing diversionary and youth activities to be promoted via the Callon Kids Club and the local YMCA. Parents are now taking ownership & the running of the CKCs indicating sustainability.

Promotion of wider ethnicity within the estate to match the ethnic make up of the Preston area.

The local environment both at the front and rear of the shop has been transformed, providing a community facility for seating and play. This was designed by local children through the schools and they feel ownership of the area. This will be continually maintained.

In partnership with the Commission for Racial Equality we will address any issues raised by the ethnic community.

Finally in our long term responses we will continue to work with the local media to improve the negative reporting which has always surrounded the estate.

ASSESSMENT

The results of our approach

ASSESSMENT The results of our approach

The Victims

Mr Khan and his employees

The shop is back at the heart of the Community.

There has only been one incident of racial crime in the last six months. Shop staff have remained in post since January 2004, they now feel safe and secure in their place of work.

Mr Khan has seen a massive reduction in theft, which has resulted in an increase of revenue by 600%. In the shop the shelves are full and the variety of stock has increased. This is of great importance to local people, especially the elderly on the estate who do not have transport and rely on the shop for most of their shopping.

Remarkably, there is now a cash machine facility inside the shop.

The Customers and residents around the shop

From people who use the shop and those who live around the centre of the estate we have seen an increase in public reassurance and satisfaction. This has been fed back through the residents group to the service providers and by actually speaking to people on the street. We can also assess this by the number of calls from the residents who now feel empowered to report incidents of crime and ASB knowing that the offenders will be dealt with robustly. The offenders also fear partnership interventions and take time to consider their actions. This can be evidenced by local offender 'Adam' aged 14 years who states,

“We can't get away with anything now”

An interview was also carried out with 81 year old Mr Walter Kenyon who has lived on the estate for over 40 years. Quoting directly from Mr Kenyon he states,

“ It is so much better shopping on the estate” “It feels like our shop”

The location

The environment around the shop and the centre of the estate has improved dramatically.

A green pad has been landscaped outside the shop providing a community facility for sitting and playing, the design work was developed from a community Arts project with the two local schools. The pad is now seen by many in the Preston area as excellent practise. The consultation and involvement leads to ownership which in turn has lead to minimal vandalism.

Alley gates were fitted to the rear alley and fencing was improved to the properties adjoining the shop. This work was organised by the Tenants & Residents group CCA and paid for out of funding they obtained. The rear of the shop is now clean and secure, the alley is no longer a fly tippers paradise and it is not available as an escape run for criminals.

There has been a number of traffic calming measures implemented around the shop including road closures and pedestrian friendly one way systems.

To maintain the improvements made to the external appearance of the shop we have developed the use of Reparation orders through the partnership with Preston Youth Offending Team and the local courts. This has meant offenders causing vandalism have been ordered to paint over their graffiti and remove litter in the area.

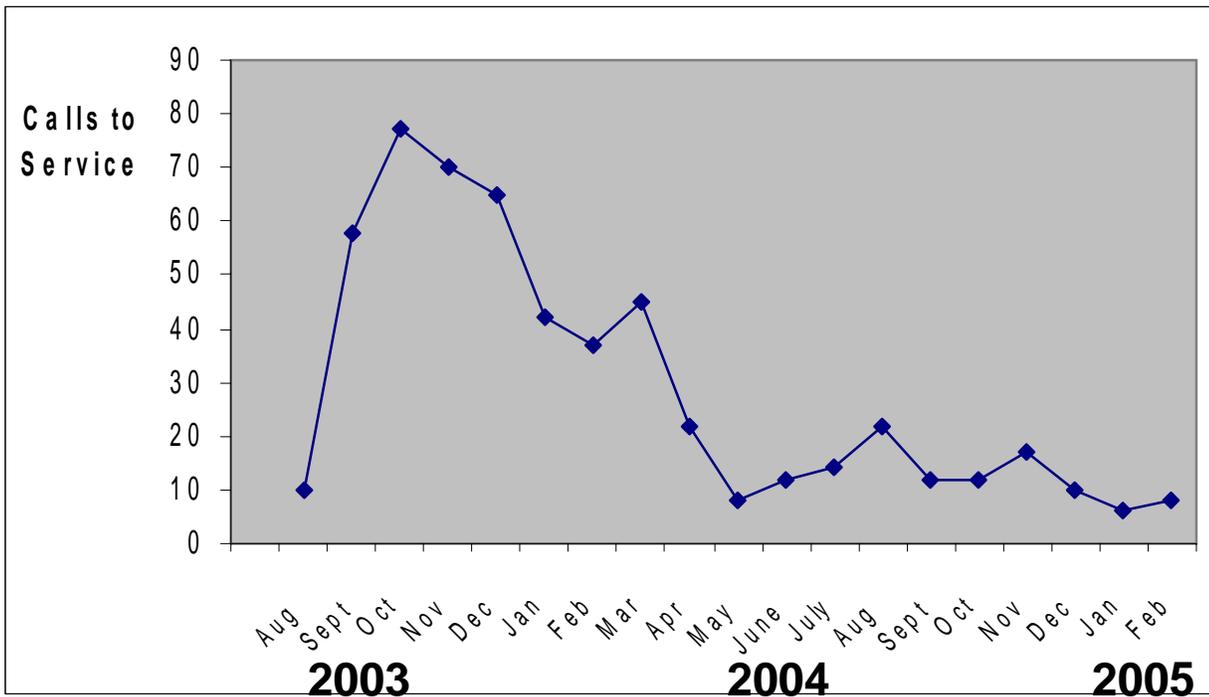
The fire brigade have removed the 'hotspot' tag from the location and the number of call outs to the area has reduced by 60%.

The shop is not used for gangs of youths to congregate, the persistent offenders have either been prohibited from entering the area by restraining orders or ASBOs. A number of families have been evicted and young people can engage in activities with the Callon Kids Club every night of the week.

Calls and Costs

Using Police data the cost of deployments to the shop and surrounding area for a three month period from September to November 2003 was £9540. In comparable months for 2004 the cost had fallen to £1080, representing a saving to the taxpayer of **£34,000** per year.

Calls to service regarding anti-social behaviour have fallen dramatically:



As the graph shows there has been a dramatic fall in calls to service which in turn has resulted in the following :

- Over 80% reduction in all crime between 2003 and 2005
- Over 80% reduction in racial crime for the same period
- Detection rates for all crime 80%
- Detection rate for racial crime 100%
- No housing voids
- 90% reduction in applications to transfer off the estate
- Waiting list for properties
- 100% reduction in fly tipping

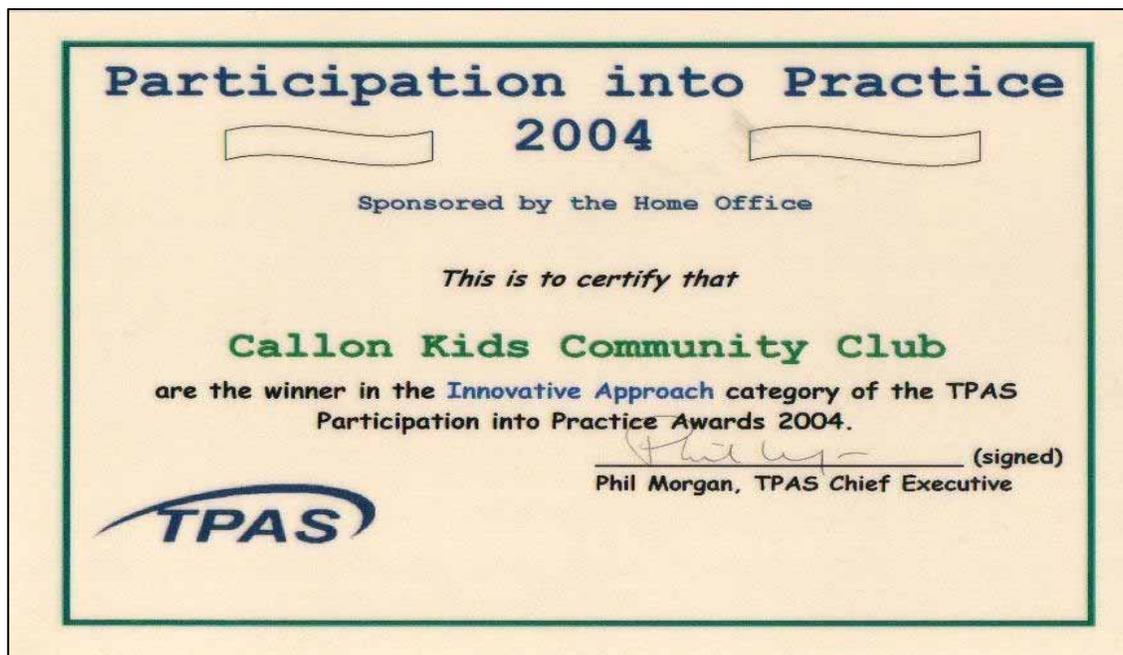
Partnership Success

Enforcement

- 10 ASBOs in place on worst offenders
- 22 Warnings under protection from harassment act
- Increased use of reparation orders
- 15 Warnings under Tenancy agreement
- 20 ABCs
- 3 High profile evictions

Diversiory

- 75% increased usage of local YMCA
- Award winning Callon Community Kids Club going from strength to strength now focusing on diversity and community cohesion.



External Success

The pioneering work of PC's Johnson and Salisbury in reducing Anti-Social Behaviour, has been recognised by the Home Office Anti-Social Behaviour Unit as an example of '**BEST PRACTISE**', and now features in the Home Office document:

WORKING TOGETHER: ONE YEAR ON.

Similarly, the work with Mr Khan in reducing Racial crime has been analysed by the Home Office Strategic Policy Unit and recognised as an example of '**BEST PRACTISE**'.

Mr Khan also features in the Home Office Strategic Policy document in relation to:

- **Community Cohesion**
- **Equality**
- **Race Relations**
-

This document is in effect a National Policing Plan

The success of this operation is also cited as a case study on the Home Office website as an example of excellence:

www.homeoffice.gov.uk

Conclusion

Adopting a zero tolerance to Racial crime and Anti Social Behaviour the partnership has used the existing and new legislation contained in the Crime and Disorder Act 1998 and the ASB Act 2003 to drastically improve the situation in and around the shop.

Equally as important as this is the diversionary setting up of the Callon Kids Club which continues to thrive and now has over 100 members.

The partnership has a plan for the future, or exit strategy which can be shown as follows:-

Partnership
Reparation
Ongoing
Commitment
Empowerment
Enthusiasm
Diversity

And finally the last word should really go to Mr Bhadur Khan who has suffered more than most but stuck to his guns, made statements under very difficult circumstances and always attended Court to give his evidence when required. When asked if things had improved in a concluding interview he replied:

“Oh Yes 100%, No In fact 110% “

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:

Anti-Social Behaviour Act 2003
Harden your Target: Webster Police Community Services, 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
Analysis for Crime Prevention.

Appendix 2

KEY PARTNERS

Preston City Council :	Sue Roach
Contour Housing:	Colin Makinson
Preston Fire & Rescue:	Dave Newton
Callon Community Action:	Marlene Eastham
Preston Youth Offending Team:	Pete Williams
Fishwick YMCA:	Tim Brampton
Lancashire Evening Post:	Emily Bradshaw
St Theresa's Primary School:	John Whalley
Fishwick Primary School:	Linda McLanachan
Lancashire Education Authority:	Pitta Oates
Lancashire Constabulary Force Solicitor:	Sue McLane
Preston Probation Service:	Alan Garner
Preston Sports Development Team:	Steve Daley
Fishwick Youth Involvement Officer:	Fyaz Ahmed
Lancashire Partnership Against Crime (LANPAC)	
Commission for Racial Equality:	Nafysa Patel
Preston Police ASBO Coordinator:	Graham Gregson
Fishwick Ward Councillors:	Sharon Riley & Harold Parker