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29 June 2006

Mr Rob T Guerette School of Policy and Management University Park PCA 366B Florida International University 112200SW 8th Street Miami, FL33199

Dear Mr Guerette,

The Herman Goldstein Award 2006

CENTRAL DIVISION – OPERATION DYNAMO

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 this award 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 me on the telephone numbers shown. Alternatively, you may wish to speak with Mrs Kathy Harris, in the HQ Neighbourhood Policing Implementation Team, who is co-ordinating these competition entries on the Force's behalf. Kathy is available on telephone number 01772 412503.

Yours sincerely,

Adrian Mc Allister Acting Deputy Chief Constable



Lancashire Constabulary

police and communities together

LANCASHIRE CONSTABULARY SUBMISSION TO THE 2006 HERMAN GOLDSTEIN AWARD FOR EXCELLENCE IN PROBLEM ORIENTED POLICING

OPERATION DYNAMO

Submitted By

PC 638 PHIL SPENCER CENTRAL DIVISION

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> Co-ordinator for Competition Entries: Kathy Harris Neighbourhood Policing Implementation Team Lancashire Police Headquarters

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GOLDSTEIN APPLICATION

1. Details of application

Title of the project	OPERATION DYNAMO
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Name of force/agency/CDRP: LANCASHIRE CONSTABULARY. UNITED KINGDOM

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

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Name of endorsing senior representatives(s) Adrian McCallister

Position and rank of endorsing senior representatives(s) Acting Deputy Chief Constable

Full address of endorsing senior representatives(s) Lancashire Police Headquarters Hutton Hall Lancashire United Kingdom PO Box 77 Pr4 6sb

SUMMARY OF PROJECT

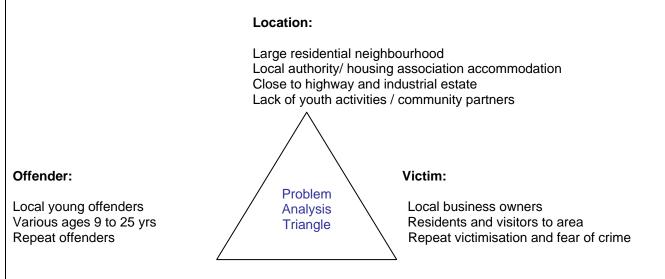
OPERATION DYNAMO

<u>Scanning</u>

The Brookfield neighbourhood in Preston, Lancashire, UK is a large housing neighbourhood predominantly made up of local authority or private housing association housing. There is a high level of unemployment / education in the area and it is considered one of the most deprived areas in Preston. In 2004 the crime rate was escalating alongside the alarming rise in incidents of Anti- social behaviour, which were above 1300. A gang culture was forming in the neighbourhood and the youths referred to themselves as the "BMD " Brookfield Mad Dogs. Residents and local business owners were being targeted and Intimidated with visible evidence appearing on the estate to support this in the form of damage, graffiti and tagging.

<u>Analysis</u>

Intensive interrogation of Police Data Recording Systems showed 956 crimes in the previous 9 months on the Brookfield neighbourhood with over 1300 reports of Anti – social behaviour. Burglary, damage and violent crime were highly prevalent. Consultation with local housing, residents committee's and community partners via PACT and surgeries confirmed the problem



<u>Response</u>

- Partnership approach including local authority housing, residents and community partners
- Statement taking and evidence gathering campaign by police and partners
- Use of ABC's and ASBO's and executing warrants
- Reassurance operation involving police, PCC Street Wardens, Special Constables and PCSO's
- Application of Dispersal Order in problem area
- Use of warnings and evictions under Breach of Tenancy Agreements
- Diversionary initiatives for youths in local community
- Target hardening / Smartwater measures
- Media campaign to keep community informed.
- Alcohol campaign with Trading Standards.

Assessment:

- Reduction in overall crime 19.5%
- Reduction in Burglary 40%, Racial crime 25%, Auto crime 19%
- Dispersal order June -December
- 4 ASBO's, 6 ABC's
- 150+ youth referrals
- Increased public reassurance & satisfaction reported at PACT and community meetings
- Diversionary activities introduced. (Youth club, Sub Dub, Get Hooked, Boxing, School out)
- Development of community partnerships (Dreams Come True, One Voice, Spaceplace, Soundskills)
- Established constituted residents committee " Time Out "
- 6 key nominals currently serving custodial sentences.

OPERATION DYNAMO

SCANNING

The Brookfield neighbourhood is an area in the city of Preston in the county of Lancashire in the north west of England. The neighbourhood compromises of approximately 2000 properties which are situated mainly on 2 adjoining areas known as Brookfield and Greenland's.

Brookfield is made up of around 1600 properties with 1200 of those being owned by housing associations and 400 have been privately bought. The majority of these properties are terraced with 210 two story flats and 34 bungalows. Greenland's has 400 houses, 340 owned by housing associations and 60 have been privately bought. There are no flats or bungalows on the estate with all the properties being semi detached or terraced.

The 2 areas are separated by open land called Brookfield park which is a large sprawling green area with a dip in the middle which, runs the full length of the park. There is also a disused railway line 4 kilometers in length which runs between the neighbourhoods. This has access points throughout and is used predominantly by the youth at night.

The neighbourhood is very diverse containing 5 schools (4 Junior schools for children aged 4 to 11 and one short stay school for challenging children before re integration into main stream school) There are 3 churches, a residential care home for the elderly and numerous small businesses. The businesses are made up of fast food outlets, newsagents, local convenience stores, launderettes and other outlets i.e. furniture store.

Between 2002 and 2005 there was an escalation in all crimes on the estate. Burglary, car crime, criminal damage was at an alarmingly high level with nearly all residents suffering from some sort of crime. The number of houses being broken into was at a record high and in one instance a local male was murdered in his home by three youths The local churches and schools were suffering damage on a regular basis. Windows being smashed, graffiti, property stolen and as a result there were no activities outside school hours allowed. Drug dealing was an every day occurrence on the estate with known dealers frequenting the area as they knew

residents wouldn't contact the police. Many of the local businesses were moving away which left a number of empty boarded up properties, which attracted crime.



Anti – social behaviour and in particular gang culture were at epidemic proportions in the neighbourhood making it a no go area for many public services. Buses were canceling or changing routes to avoid certain areas, police vehicles were being subjected to damage and gangs were ruling the estates.

The problems in the neighbourhood were blatantly obvious to the residents, community and the local police officers based in the neighbourhood, and it became apparent that the problems were having a very serious effect on peoples lives.

As a result, the moral and spirit on the estate were at an all time low. Residents quality of life was derisory and the neighbourhood had gone into a spiral of decline with many residents giving up. There were no community action groups or activities as fear prevented people from leaving their houses and being confronted by these marauding gangs." The Brookfield Mad Dogs " as they were called had the estate in fear for their safety and their property.

In the early part of 2005 it was decided that action was needed to turn around the neighbourhood and to give people their quality of life back. A multi partnership meeting was arranged to see how this could be achieved and to generate an action plan. Partners and residents wanted the gang culture and Anti – social behaviour dealing with. This resulted in Operation Dynamo.

ANALYSIS

IDENTIFICATION OF THE PROBLEM

To establish the full extent of the problem on the area the police data systems had to be viewed to ascertain the amount of crime and Anti – social behavior, and what the patterns where.

TABLE TO SHOW THE COMPARISON OF INCIDENTS ON 2 ADJOINING NEIGHBOURHOODS 12 MONTHS PRIOR TO OPERATION DYNAMO

	BROOKFIELD	GARRISON	SHAROEGREEN
BURGLARY	112	32	72
AUTO CRIME	130	32	80
DAMAGE	469	84	148
VIOLENT CRIME	273	47	72
ARSON	21	3	6
RACIAL	16	3	5
ANTI – SOC BEHAV	1383	304	376

The figures spoke for themselves in that the 2 neighbourhoods bordering onto Brookfield suffered far less incidents of crime and especially Anti – social behaviour. There are a number of reasons for this including the demographics of the neighbourhoods. Lack of education, parenting skills, finance and, facilities. In particular the reported incidents of Anti – social behaviour were a concern as it was the highest in the city of Preston

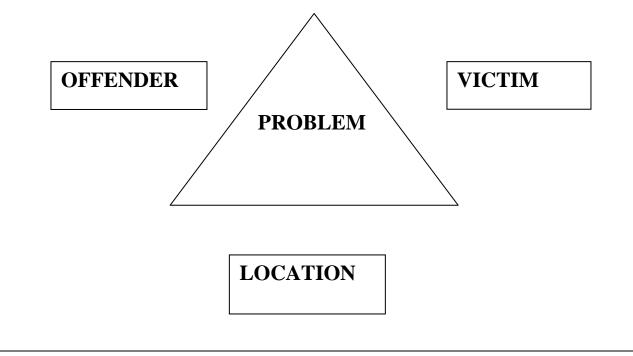
It was also vital that our partners information was analysed to give us a broader and better picture of the problems that the residents and partners were enduring. Our local private housing association based in the

neighbourhood devised a report form in which residents could report anything from litter to drug dealing etc. A weekly meeting with them would provide an opportunity for the information on these forms to be passed between partners.

The police attended surgeries in local stores, churches and schools in the community to speak with residents and to collate more information about the problems in the neighbourhoods. Posters were used and displayed in prominent positions in local stores, community centers, churches etc to advertise community meetings and to raise and discuss all issues brought forward. This was tied in with the PACT (See appendix 3) meetings held in the community.

As the problem of anti – social behaviour was believed to be committed by youngsters aged 10 up to 20, police visited and spoke to the youngsters in the neighbourhood to interact with them to find out about their issues living in the neighbourhood

Our main approach of analyzing the problem was to utilize the crime triangle, which comes from one of the main theories of environmental criminology (Routine activity theory). This is based on the provision of when a likely offender and suitable target come together in time and place the problem exists. (Felson 79,94)



Features of the location

- The Brookfield neighbourhood is situated north of the city of Preston. One side of the ward is bounded by the B6243 road, which runs from the city centre into Longridge village, which is a road frequently used by criminals. The other side of the neighbourhood is bounded by an area of land known as "The Hills and Hollows "which is inaccessible by vehicles and provides a cut through for gangs.
- The majority of the houses are terraced or quasi style houses with no garages and small open front and rear gardens. A number of the houses are unoccupied and boarded up. Vehicles are parked on the roads and in many cases on the grass verges.
- There are numerous alleyways and guinnels littered throughout the ward, which make ideal escape routes and rat runs for criminals and youths. An old disused railway line splits the ward in two, which runs the full length and has numerous access points along. This again is utilised by the criminals and youths who use it to head onto either side of the ward.
- On Langcliffe road there are around 15 business properties including launderette, hairdressers, newsagents, 2 fastfood outlets, bookmakers, pet store and convenience store. It became apparent that this area was a particular problem with youths drinking, Anti – social behaviour and damage. Above the properties were private flats with a number of them occupied.
- The ward has 3 churches, 4 schools, numerous other private business properties.
- The area had become infamous for drug misuse and gang culture and the feeling on the ward was one of fear and hopelessness.

Features of the victim

- Numerous people fall under the unwanted heading of a victim.
- The residents of Brookfield have been subjected to thefts, damage to property, violent assaults, insults and anti – social behaviour. Even though the number of reported crimes and Anti- social behaviour are high a significant amount of incidents are not reported as the residents have given up hope and are living In fear of reprisals.
- Local business owners have suffered from criminal damage to their properties and insults. They have a high tolerance to shoplifting and have daily confrontations with the youths.
- Service providers including bus drivers and postworkers have suffered from stone thowing and Anti social behaviour.
- Local schools have had windows smashed and graffiti on the property with youths causing problems at picking up times. An alarmingly high number of pupils aged under 11 have been suspended or expelled due to unruly behaviour.
- The community are aware of who is committing the crime and causing the anti social behaviour but fear of repercussions and lack of confidence in outside agencies (police, courts, social services etc) mean they suffer in relative silence.

Features of the offender

- The analysis revealed that the problem originated from within the neighbourhood, with the people responsible living in the area. Local youths and criminals were not travelling into the area committing offences. A number of 25 people were believed to be responsible for the offences ranging from 10 up to 25 years old. They were all living in the neighbourhood, split between local authority owned houses and privately owned.
- The youths were predominantly not in school either through expulsion or having left school not undertaking further education and now unemployed.
- A lot of the youths were related with 7 pairs of brothers all involved in particular in anti social behaviour and criminal damage.
- Gang culture was at a high in the neighbourhood with tagging all over the estates. "BMD " (Brookfield Mad Dogs).
- The gang culture was to dress alike wearing all black with a black baseball cap. Friday and Saturday
 nights they would obtain alcohol and drink to excess causing problems around the estate. They would
 never be alone and stayed in groups, which tied in with the crimes as they were usually committed by
 a group. They liked the fear factor they had generated in the neighbourhood and intimidated residents
 and visitors.
- The youths were usually drunk when committing offences and this would cause them to undertake unprovoked attacks and reckless damage.

 Having analysed all the data collated and that highlighted from the Problem Analysis Triangle it was necessary to develop a strategy to move forward and to decide on what objectives were needed to be worked towards. Each partner of Dynamo could then address the relevant objective.

Objectives

- To reduce crime and Anti social behaviour in particular violent crime, car crime, burglary and damage.
- To reduce fear of crime and to improve quality of life
- To improve access to local police and PCSO and to improve confidence in partner agencies
- To develop diversionary activities for young people
- To improve environment and to provide community facilities

RESPONSES

After analysing all the information and data it was decided by all parties that numerous differing
responses were needed to best address the issues in the neighbourhood. These were broken down
into Police led, community led and target hardening. In most cases more than one
partner was involved in every response and in some cases a multitude of partners had a role to play.

The responses were directly related to the issues raised through the scanning stage so as to relate closer to what the community felt was needed to have a positive effect. (See Appendix 2 for a list of partners actively involved in operation Dynamo)

Police Responses.

- On the 1st June 2005 a Dispersal order (See appendix 3) was granted and came into effect on the area of 3B on Brookfield. This area through the analysing stage had been found to attract the most problems in particular Anti social behaviour and large groups of youths intimidating and threatening residents. The order came with all the relevant legislation including a curfew for under 16's and being able to disperse groups in the relevant locations. The Dispersal order was advertised through a lengthy leaflet campaign and through the local newspapers. It was backed by the residents and the community.
- 4 ASBO's and 6 ABC's were taken out on local youths living in the neighbourhood. These people were responsible for a lot of the fear factor, intimidation and crime in the neighbourhood. Conditions were imposed to have the greatest effect for the community including curfews and banning areas.

- Warrants were executed in the neighbourhood on target addresses where intelligence led to finding weapons and drugs at numerous premises resulting in a number of convictions on local youths.
- Focus groups were implemented where local police and PCSO's met with local youths to have question and answer sessions to allow both sides to explain their actions and how to improve relations.
- Ongoing police surgeries were conducted at varying locations including health centre, church halls and community buildings to meet the public and to build trust and relations.
- Local police and PCSO's where funded by a partner agency to have community mobile phones. The numbers were advertised through PACT (See appendix 3) and in local stores so residents could contact their local officer direct as opposed to dealing with a call room with local issues.
- High visibility policing was utilised with Police, PCSO's, street wardens at specific times and locations to address the Anti – social behaviour.

Partnership responses

Onevoice had a main part to play in many of the responses and one of the first schemes to be put in place was

• "TIMEOUT" This is a resident's association on the Greenland's area of Brookfield, which has never had a residents scheme before. It became constituted enabling them to access funding and provide activities on the estate for the youths including activity trips, sports coaching etc.



- Cleanup days and fun days were arranged in the neighbourhood were local residents gave their time to help clean the estate from litter and debris. The army and other agencies were booked and activity days were arranged to engage the youths.
- The local youths stated that they would like a youth shelter for somewhere to go. A consultation process was set up to design a shelter and to decide where the best place to place it would be .



Benches were funded and placed where residents requested them alongside a £100,000 regeneration
of Brookfield park. Again this was directly related to the feedback from the residents about what they
wanted and what fitted the youth's needs.

- A recreational zone was erected which was an all weather surface, surrounded by metal fencing with multisports markings and posts enabling its use for numerous games. It was lit as well making it available even in the evening times when problems existed in the neighbourhood
- An operation was set up regarding alcohol awareness and in conjunction with trading standards test purchasing was implemented alongside a training day for shop owners relating to the selling of alcohol.
- A number of diversionary activities were implemented by "Dreams Come True". These were about engaging the youth and providing activities they could take part in. A boxing club was set up at a local church with coaching available. Alongside this a scheme called "Get Hooked On Fishing "ran which involved youths being took fishing every Sunday by local police officers.



"Subdub" is an event involving the local church hall once every 2 weeks for a night when the local youths could participate in using mixing decks and playing music. The equipment was provided by "
 Dreams come True " The music they played was their own recorded at Soundskills.

 Soundskills, was utilised by many of the local youths as it had a recording studio and local training was available on music production, lyrics and recording.

Target hardening

- Funding was achieved to implement anti climb 2 meter perimeter fencing for two of the schools, which have suffered substantial damage.
- Security doors where fitted on flats with access only to residents again to deter youths and damage.
- Improved lighting was placed around Brookfield shops.
- Traffic calming measures where introduced including one way systems and speed reduction measures
- Smartwater (See appendix 3)was utilised on repeat victims and vulnerable properties.

ASSESSMENT

• A partnership approach was also used to produce this assessment with the police analysing the sleuth data recording systems.

Table to show comparison of incidents prior to and during DYNAMO

	2004/05	2005/06	Reduction
Burglary	88	55	40%
Racial	12	9	25%
Autocrime	111	88	19%
Damage	333	283	16%
ASB	1383	1168	16%

Reduction in Crime and Anti- social behaviour during Dispersal order

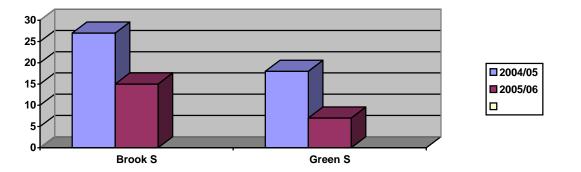
	2004/05	2005/06	Reduction
Burglary	16	5	66%
Racial	4	3	25%
Autocrime	19	13	22%
Damage	104	62	41%
ASB	326	255	22%

- During Operation Dynamo the crime in the neighbourhood was reduced across the board. Burglary was reduced by 40% meaning 33 fewer victims and less stolen property.
- There was a reduction of 16% in reported incidents of Anti Social Behaviour. This meant 215 fewer calls requiring police assistance resulting in a decrease in demands of the police.
- The reductions were improved through the dispersal order, which ran from 01/06/05 until 01/12/05.

Again a steady reduction in all crimes was seen.

• Continuous monitoring was undertaken with neighbouring wards to check for displacement in crime or Anti- social behaviour, which didn't become apparent.

Graph to show reduction in incidents at schools



- Putting in place the security fencing around Brookfield and Greenlands school and an on site caretaker at one of the schools has had a positive effect on the incidents during operation Dynamo.
- The new constituted residents association called "TIMEOUT" is going from strength to strength and has been successful with many applications for funding including accessing transport, activity trips (ice skating. football)
- The diversionary activities including "Get Hooked on Fishing" have been a great success with it being filled every week with local youths including some of the target youths from the ward.
- PACT meetings and public meetings have become increasingly popular with numbers swelling to 30 when, there was an average of 5 8 at the commencement of Dynamo.

• Partners in operation Dynamo have secured funding for the forthcoming years and their involvement has been recognised as good practice by the government.

Dream comes true for project with Lottery win

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provide activities for youngsters

- Accessibility in the police has increased and the community mobile phones are in constant use with residents having the confidence to ring their local officer with information.
- A number of the target nominals on the estate who were responsible for a large majority of the crime have been targeted and are now serving lengthy custodial sentences with ASBO's in place on their release
- Soundskills had become popular with many youths utilising the facility and attending the classes to improve and construct their CV, interview techniques and other developmental initiatives.

- A visual audit was undertaken with the police, housing, Onevoice and the residents. The following points were raised from the residents:
 - 1. Improvement in the environment from litter to housing and open land improvements.
 - 2. They felt the needs of the youths were at last being addressed and dealt with.
 - 3. Improvement in the accessibility of the police
 - 4. Positive action is being taken against the prominent individuals
 - Operation Dynamo is a continuous cycle, which utilises the SARA format to constantly scan, analyse, respond and assess. This is due to the changing demands of a large residential area and the concerns that arise. The residents and the partnerships formed are helping move "FORWARD" the initiatives. This can be summed up as follows:
 - Forming new partnerships
 - Ownership
 - **R**espect and pride
 - Working together
 - Activities
 - **R**esidents groups
 - Drive and Ambition

This is a vital part of the operation because with the support of the neighbourhood it allows them to take ownership again of the area and for them to lead and drive any future projects. The foundations are in place for Operation Dynamo to have a lengthy life span and for the community to enjoy residing in their neighbourhood again.

APPENDICES

- Appendix 1 Terms of reference
- Appendix 2 Details of key partners
- Appendix 3 Glossary of terms

• Appendix 1

Terms of Reference

Internet:

www.communitypolicing.org www.homeoffice.gov.uk www.bbc.co.uk

Publications:

Crime Reduction and Problem – Orientated Policing: Willan Publishing.

Appendix 2		
	Annette Stevens Steve Daley Shirley Walsh John Browne Kevin Ellard Michelle Mcmanus Wendy Wright Deborah Barber Gareth Hargreaves Danny Walsh David Bradley Father Terry Anne Davies Pam Cooper Tony Fry Steve Harris Susan Smith Emily Bradshaw Phil Edmundson	Onevo Sport Space Coun Lanca Timeo Youth Grou Spar Drean Youth Churn Brook Frien Hous Stree Sure Lanca LCC

Key Partners

oice rts Development eplace ncillor cashire County Council out th worker undwork Lancashire West ams Come True th Offending Team rch of the Ascension kfield United nds of Moorpark ising office et wardens estart ashire Evening Post Road Safety

Appendix 3

GLOSSARY OF TERMS

ASBO: Anti – social behaviour order. Statuary measures that aim to protect the public from behaviour that causes or is likely to cause harassment, alarm or distress. An order contains prohibiting offender from specific anti – social acts or entering defined areas, and is effective for minimum of 2 years. Civil orders made in court and applied for by local authorities or police forces.

ABC: A written agreement between a person who has been involved in anti – social behaviour and one or more local agencies whose role it is to prevent such behaviour. Contract is agreed and signed at a meeting with the individual and lead agencies.

DISPERSAL ORDER: An order put in place in partnership with the county council and the police, in a neighbourhood which is suffering from a high amount of anti – social behaviour and crime. The order contains prohibitions with a curfew for under 16 's to be inside by 2100 hrs and for people believed involved in anti – social behaviour, they can be dispersed if in a group of more than 2 people. The order allows the removal from the area of any people who aren't living in the area if it is believed they are involved in anti – social behaviour. The dispersal order lasts fro 6 months.

PCSO: A police community support officer. They work with the police from the police station and their aim is to provide reassurance to the public and a high visibility presence in the neighbourhood. They can deal with anti – social behaviour and assist the police in targeting problem areas.

YRF: Youth referral form. These are forms issued by police or PCSO to any youth under 16 who is involved in anti –social behaviour. It is a record of what they have been doing and is sent to their home address. Details are also passed on to other partner agencies if they continue the behaviour.

AGENCY AND OFFICER INFORMATION

Operation Dynamo was first adopted by a Sergeant with 2 police officers and one PCSO. They all worked in the neighbourhood of Brookfield. As time passed more staff from the department and eventually the policing division played a part in the operation at different times. (executing warrants, leaflet drops, high visibility)

There was no training given to any of the officers before or during this project in problem orientated policing. Officers familiarised themselves with pops through the intranet and through previous experience.

There was a divisional award given for the best POP in the division which DYNAMO won. Following on from this there was the incentive of winning the county award (TILLEY) resulting in a trip to America and numerous conferences throughout the United Kingdom. There were no other incentives to individuals to partake in Pops.

There were many resources used in DYNAMO. From the police side the intranet and the divisional POP database were used for good ideas and practice. Our partners consulted with many organisations to establish if diversionary activities were suitable .

The problem solving model was a useful tool to work with and few problems were found. One issue was one of assessing community feeling or confidence. Crime figures and incidents were easily analysed but to assess feelings proved harder.

Resources of a financial nature were mainly from our partners. Little in the way of extra funding from the police was needed apart form 3 LANPAC bids. There was no increase in the departmental budget. From our partners substantial finance was given to certain aspects like the recreational zone (£75,000) and other projects like security fencing, mobile phones, coaching fees etc. Many residents gave their time for free in aiding with supervising the youth club, fishing trips and other activities.

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