

Tilley Award 2006

Application form

Please ensure that you have read the guidance before completing this form. By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the Guidance. Please complete the following form in full and within the word limit. Failure to do so could result in disqualification from the competition.

Completed application forms should be e-mailed to Tricia Perkins; patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on Friday 28th April 2006. No entries will be accepted after this time/date. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262. Any queries regarding other aspects of the awards should be directed to Michael Wilkinson on 0207 035 0247 or Lindsey Poole on 0207 035 0234.

Please tick box to indicate whether the entry should be considered for the main award, the criminal damage award or both;

Main award

Criminal Damage Award

Both Awards

1. Details of application

Title of the project - Preventing Disorder, Promoting Diversion and Protecting Diversity: Working Together to Create Safer and Cleaner Communities on the Pembury Estate

Name of force/agency/CDRP: Hackney Police and Hackney Council

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

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Name of endorsing senior representatives(s) Superintendent Leroy Logan

Position and rank of endorsing senior representatives(s) – Partnership Superintendent

Full address of endorsing senior representatives(s) – Stoke Newington Police Station, 33 Stoke Newington High Street, Stoke Newington, London, N16 8DS

2. Summary of application

In no more than 400 words please use this space to describe your project. Include details of the problem that was addressed a description of the initiative, the main intervention principles and what they were designed to achieve, the main outcomes of project particularly in relation to the problem, evidence was used in designing the programme and how the project is evaluated.

At the beginning of 2005, the Pembury Estate had an unenviable reputation for gang related youth disorder. Concerns were growing about groups gathering in increasing numbers in public areas throughout the night. When approached by police the groups often outnumbered officers and threatened that if police did not stay away from the estate there would be a repeat of the widespread disorder experienced on the estate in 2002. As the dedicated local policing team for the area, the Hackney Central Safer Neighbourhood Team took a lead in addressing the problems from within the community rather than imposing measures upon them.

The project set two objectives:

- **To reduce disorder and anti-social behaviour and promote responsible citizenship among young people on the Pembury Estate**

This objective was achieved by focusing upon generating more effective community intelligence on gang related activities, increasing youth diversion , establishing clear boundaries on what constitutes “acceptable behaviour” for young people through “Dispersal Zones”, and creating opportunities for engagement between police and young people in which views could be expressed frankly but fairly on sensitive tactics such as stop and search.

- **To promote trust and confidence between the police and communities on the Pembury Estate**

This objective was achieved by consulting more effectively with residents and partners to identify and ensure that their concerns and priorities are addressed, and using their ideas in the problem solving process; challenging the negative public and media perception of the estate as a “no go” area; and bringing together statutory and voluntary partners to make changes which improve the Quality of Life for residents.

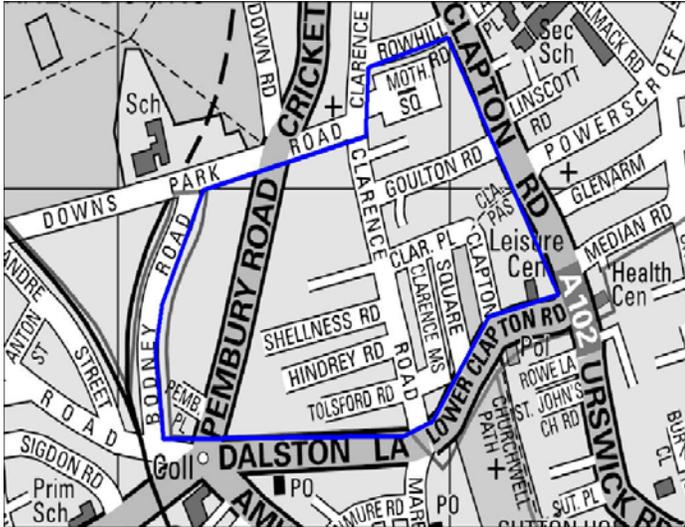
These objectives were a touchstone which were referred to throughout the project, in order to ensure that everyone remained focused on what we were trying to achieve. During the evaluation process, evidence from a variety of sources including police indices, the Peabody Estate Office, KINs, direct information to the SNT from concerned residents and businesses, and CCTV footage, was used to assess if the objectives had been achieved.

The immediate outcomes of the project have been the successful dispersal of the problem groups and improved quality of life for residents. In the longer term, the project has resulted in the establishment of a sustainable partnership team addressing issues on the estate and in particular youth provision and providing a template for dealing with problems elsewhere on the borough.

3. Description of project

Describe the project following the guidance given in no more than 4000 words

Map depicting the Pembury Estate showing the Acceptable Behaviour Zone (ABZ) in Blue



Objectives of the Project

1. To reduce disorder and anti-social behaviour and promote responsible citizenship among young people on the Pembury Estate, by:

- Reducing the number of disorder related incidents reported to police in the area (target 10% reduction)
- Generating community intelligence on gang related activities (measured by actionable intelligence on the CRIMINT system for the Safer Neighbourhood Area)
- Increasing youth diversion provision which provides positive role models and opportunities for new skills, self esteem and self confidence (measured by evaluation of the number of young people vulnerable to disorder who are given the opportunities and the impact it has upon their behaviour)
- Establishing clear boundaries on what constitutes “acceptable behaviour” for young people and imposing proportionate sanctions when behaviour falls below expectations (measured by supervisor’s tasking debriefs on the impact of the “Dispersal Zone” in the estate area and monitoring of “displacement” issues in the surrounding areas)
- Creating opportunities for engagement between police and young people in which views could be expressed frankly but fairly on sensitive tactics such as stop and search

2. To promote trust and confidence between the police and communities on the Pembury Estate, by:

- Consulting more effectively with residents to ensure that their concerns and priorities are addressed (measured by feedback from public attitude surveys, residents, community leaders and businesses)
- Challenging the negative public and media perception of the estate as a “no go” area through a sustained and community focused high visibility police presence (measured by comparing Public Attitude Surveys before and after the project, and target to halve the number of assaults on Police Officers and criminal damage to Police property)
- Bringing together statutory and voluntary partners to make changes which improve the Quality of Life for residents (measured by the establishment of a Youth Crime Problem Solving Team to co-ordinate improved youth provision in the area by October 2005)

Definition of the Problem

A variety of sources of information were used by police and council analysts to draw provisional conclusions about the causes and conditions which were contributing to the problem, including:

- Police indices
- Peabody Estate Office (as the local housing office, this was often the first place where residents would make complaints about problems, which were then shared with the police through the disclosure protocols)
- Pembury KINs (providing views from community contacts and the Pembury Tenants and Residents Association P.E.T.R.A).
- Pembury residents (direct access to the SNTs was fostered through the use of mobex phone)
- Local businesses (who would provide information and relevant CCTV footage)
- The Ward Councillors
- CCTV

The following issues were highlighted:

-There was a recent increase in youth related disorder in the area, especially firework related disorder on the Pembury Estate;

-Several “ringleaders” convicted for their parts in disorder on the estate in 2002 had recently been released from prison;

-An increase in knifepoint robberies in the area committed by groups of young suspects;

-Graffiti featuring the initials “YPB”, referring to the “Young Pembury Boys appearing on the borough

-An increase in verbal and physical abuse of police officers patrolling the estate by groups of youths;

-Increase in open drug dealing in public spaces on the estate;

-Adverse media attention, with a local newspaper featuring a front page story about levels of intimidation of residents;

-The problems were focused upon the “New Pembury” part of the estate, so concentrating upon this hotspot was likely to be an effective tactic;

-Though the groups of youths sighted on the estate seemed to be homogenous, two basic strata were identified; older members (including those who where around or active during the 2002 disorder) and younger members who are less well known. A third group of “associates” were loosely affiliated to these groups. This raised issues of role modelling and “respect” issues among young people.

-Risk factor that older individuals made use of the younger members of the group to run drugs

-A current “intelligence gap” that most of the youths who gather in the Pembury are not known to Police system as they do not have a previous criminal history.

Based on the initial analysis, the report made the following initial tactical recommendations:

- Deployment of Cycle Squad to the area with overt filming authority to collect pictures to identify those youths being most hostile to police and record evidence of anti social behaviour
- High visibility patrols to reassure the community that the problems on the Pembury estate are a priority and to challenge the perception that the area was a “no go zone” for police
- Targeting “older” prominent gang members with “zero tolerance”
- Diversionary provision for young people on the fringes and vulnerable to being drawn into gangs

Effective consultation was critical to the success of this problem solving process, and throughout the project all the agencies with a stake in the problem continued to be involved in reviewing progress and making decisions about the direction of the project. Police, partners and the community came together to identify what the problems were and consider how to address them. In May 2005, the Neighbourhood Inspector began the consultation process by arranging to meet with the Hackney Council Community Safety Officer, Peabody Estate Antisocial Behaviour Officer, Pembury Estate Manager and Pembury Youth Coordinator.

It was agreed that while recent legislation had provided new options for tackling anti social behaviour such as Dispersal Zones, Acceptable Behaviour Contracts and Anti Social Behaviour Orders, any measures would have to be supported by people living and working in the area if they were to work. A Dispersal Zone was proposed as a potentially useful tool to address the problems. As a consequence of the meeting, the Safer Neighbourhood Inspector delivered leaflets to each home in the area explaining to people what it would mean and inviting their views. Of the 1200 questionnaires delivered, 320 were returned. 309 of the respondents were in favour of a Dispersal Zone. In addition to simply returning the completed questionnaires, several residents chose to write descriptions of how the large groups on the Estate were having a negative impact on their lives, reinforcing the importance of addressing the problem. At a public meeting in May 2005, 71 of the 75 Pembury residents who attended voted for the introduction of a Dispersal Zone.

It was also taken into consideration that while the meeting had been well attended by some sections of the local community, young people had been under-represented, and the Safer Neighbourhood Team actively sought to canvass the views of local youths, including suspected gang members, whilst patrolling the Estate. They discovered a very different youth viewpoint on what the problem was, and a widespread perception among young people that they were being unfairly targeted for “hanging out” in public places by police officers. The needs and perceptions of young people were therefore sought to be accommodated into the objectives of the project.

To facilitate effective consultation without compromising the operational effectiveness of the project, relevant stakeholders were invited to form the Youth Crime Problem Solving Team (YCPST), chaired by the Hackney Superintendent Operations. This consisted of SNT supervisors, the Safer Schools Partnership Sgt, the Hackney Council Community Safety Officer, the Head of Hackney Learning Trust, YOT representatives, the Peabody anti social behaviour officer, the Peabody Youth Services co coordinator, a youth outreach worker, Hackney Police CCTV liaison, Hackney Police Partnership Sergeant and a Black Police Association representative. The YCPST was then responsible for overseeing the implementation and monitoring the progress of the Dispersal Zone with a view to putting in place sustainable diversionary methods as mentioned above. An example of the many positive interventions of the YCPST was to re name the Dispersal Zone (which carried negative connotations of moving the problem) as the Acceptable Behaviour Zone (ABZ).

Response to the Problem:

Having established the parameters of the project through the setting of objectives, and defined the problem through analysis and consultation, it was vital that the response to the problem was built around a tripartite axis between the community, partners and police. This was facilitated by the co-ordinating role of the multi-agency Youth Crime Problem Solving Team (with the membership as described above) which met regularly throughout the summer months to critically review progress, monitor significant events and intelligence, and review the effectiveness of the measures being implemented.

Through the YCPST an **Action Plan** for the Estate was drawn up based on the three strands of the National Intelligence Model – Prevention, Intelligence and Enforcement. The Action Plan identified the following responses to the problem:

- **Prevention:**

- (1) **Community Contact.**

The Hackney Central Safer Neighbourhood Team integrated with life on the estate by establishing regular surgeries in the community and visiting the Youth Club. This increased public confidence through engagement

with residents on the estate and provided another forum through which residents, and in particular young people, could report their concerns to Police. It was also building sustainable relationships between the community and their Safer Neighbourhood Team which would enable the problem to be addressed in the long term.

(2) Role models.

The Street Pastor co-ordinator was a member of the YCPST and ensured that the Street Pastor teams visited the estate on a Friday and Saturday night to engage with young people and provide an opportunity to divert them from criminal activity and anti-social behaviour.

(3) Youth diversion provision and engagement.

This aspect of the project involved many of the members of the YCPST, whose members realised that the facilities on the estate were not being used to their full capacity because the Youth club was only open three evenings a week due to a shortage of youth workers. The Council's Youth Services agreed to fund a summer programme on the estate to include a Bike building workshop and a Music and Dance workshop. In addition the Youth Services funded extra detached Youth workers to work on the estate to engage with young people. To further develop opportunities for police and young people to meet in an open forum, a 'Trading Places' workshop was run on the estate, which built on good practice at 'The Crib' based in the Shoreditch area of Hackney, using role play and facilitating discussion to focus on issues surrounding the use of 'Stop and Search'.

(4) Educational Referral.

Through the involvement of the Youth Offending Team and the Learning Trust (Hackney's Education authority) in the YCPST it was agreed that this project would enable us as partners to identify young people who were currently outside the education system and enable them to be referred to the appropriate support services with a view to accessing vocational opportunities.

(5) Peace Week.

The YCPST was involved in the planning of the Hackney Peace week in September. This included a Peace march, whose route was chosen to pass through the Pembury Estate to demonstrate unity within the community.

▪ **Intelligence:**

(1) Use of local authority CCTV under a directed surveillance authority.

This enabled Police to use images gathered via the local authority's CCTV cameras to provide evidence of those involved in criminal activity and anti-social behaviour. The Peabody Trust funded the installation of an extra camera to monitor the key public areas where the problems were occurring. (Technical problems were encountered getting this camera installed, which highlighted the difficulties of using new initiatives. However, it was subsequently used during the evaluation process to demonstrate the success of the project in making this area safer.)

(2) Collation of Police and community intelligence.

Through the closer working relationship between Police, the Peabody Trust and the local authority it was possible to gather information about those identified as being responsible for anti-social behaviour more quickly and reliably. This was achieved through regular contact between the Safer Neighbourhood team and Peabody Trust and through the existing Crime and Disorder Reduction partnership mechanism of the monthly Anti-Social Behaviour Case Panel meetings and the Anti-Social Behaviour Reduction Management Group.

(3) Effective management sharing.

Different managers came together with the collective belief that they could respond more effectively to the problems by working together. Through the YCPST, the Learning Trust proposed that the project could produce

information about young people outside the education system (see under Prevention above) it was agreed that there would be liaison between the Learning Trust, the Youth Offending Team and the Police to share information with each other under the rules of disclosure and to identify individuals who were coming to Police notice as a result of the project who were not in school and who were not otherwise being supported.

▪ **Enforcement:**

(1) Acceptable Behaviour Zone (ABZ – or Dispersal Order)

This was discussed in depth by the YCPST as part of the consultation process required before an Order is granted. It was accepted that the problems on the estate were such that such that this significant measure was needed to enable Police to deal effectively with the groups that were gathering and intimidating residents. The authorisation for the ABZ was from 1st August 2005 until 16th October 2005 with a review period. SNT officers, Cycle Squad officers, officers from the Borough Pulse Bus and Problem Solving Team were seconded to Operation Axis for its initial phase, briefed and tasked to patrol at the 'hotspot' times.

(2) Use of Acceptable Behaviour Contracts (ABC) and Anti-Social Behaviour Orders (ASBO)

The information gathered about those responsible for anti-social behaviour on the Estate was used by the Police, Peabody Trust and the local authority to target the individuals identified with the appropriate intervention, whether that be an ABC, action regarding their tenancy or an application for an ASBO. To ensure particularly careful scrutiny of this new and sensitive initiative, the implementation of the Acceptable Behaviour Zone on the estate was managed through "Operation Axis", with a Gold, Silver and Bronze command structure. During July 2005, the implementation had to be reviewed in the aftermath of the terrorist incidents, one of which happened in Hackney Borough. This had significant implications for the number of officers available to be deployed enforcing the zone. The solution was to change the emphasis to diversion and opportunity after an initial enforcement phase, with officers giving out leaflets that explained the provisions of the ABZ and also a list of all the local youth activities available during the summer holidays.

The YCPST was so effective in bringing the relevant partners together to address problems that it has subsequently formed the template for work in other parts of the Borough (recently, for example, in a problem solving approach to respond to a similar situation on the Holly Street Estate).

The implementation took places in phases, and reflected the resources available. During the initial two weeks up to 20 officers were tasked on the estate. Resources was allocated to the operation from the Borough tasking budget to cover extended hours of working and overtime incurred as a result of processing prisoners arrested as a result of the operation. During this two week period 23 arrests were made in the area and 44 dispersal notices were issued.

The operation also included an overt filming authority to enable us to use a video camera and digital camera to record the pictures of those groups that were being dispersed. During the first week there was resistance from people on the Estate to being ordered to disperse and on a few occasions crowds gathered when arrests were being made. However no direct violence was used against Police and the YCPST was confident to persist with the tactics. By the second week groups would disperse on the approach of Police.

Although fewer officers were available later, groups continued to disperse of their own volition, and by later stages of the operation Street Duties officers were used to patrol the Estate. Under the exit strategy, ownership was transferred to the Safer Neighbourhood Team.

Evaluation of the Intervention

The initial evaluation report was produced as part of the consultation process to discuss the extension of the Pembury Estate Acceptable Behaviour Zone during the review period after three months, and was presented to the YCPST. This report is reproduced below to demonstrate how data was used to inform and improve the response at a key stage of the project, including consideration of whether objectives were being achieved as intended, the impact of the provisions, the commitment of partners on the YCPST to the problem, and appreciation of the wider issues.

Background:

The ABZ on the Pembury Estate was introduced on 1st August 2005 following consultation with residents on the Estate, the Peabody Trust and the Local Authority.

It was brought in to address the problem of residents feeling intimidated by groups, at times up to 40 or 50 strong, that gathered regularly on the Estate, particularly on the 'New Pembury' and Clarence Road.

These groups were extremely anti-Police and threats were made that there would be a second riot on the Estate.

The ABZ was authorised for an initial period of three months (expiring on Sunday 16th October), under the legislation governing Dispersal Orders this period can be extended for a further three months.

Experience of implementing the ABZ:

During the first week of the implementation of the ABZ there was a high degree of tension on the Estate with crowds gathering when arrests were made. However no violence was used towards Police officers. After the first week the estate remained relatively quiet and groups were not gathering in such large numbers.

During the first month of the ABZ, 23 arrests were made by officers patrolling the estate. 11 of these arrests for offences connected to the Dispersal Order and 12 for other matters. In the same period 44 Dispersal notices were issued directing people to disperse from being in a group.

After the first month the enforcement of the ABZ has been sustained using fewer officers and less intensively because of the resources available. The experience has been that any groups encountered make off when approached by Police without the need for a Dispersal notice to be issued.

Information about those dealt with under the ABZ has resulted in 6 Acceptable Behaviour Contracts being drawn up by Police and Peabody Trust in relation to tenants on the Estate.

There has been a mixed response encountered by officers engaged in enforcing the ABZ. Those who have been challenged about gathering in a group have resented this form of Police activity, but have come to accept it, albeit grudgingly. The issue of being directed to disperse when near their home address has been a particular source of grievance. Other residents have thanked us for our efforts in dealing with the problem.

Consultation about extending the ABZ:

At a public meeting was held on the Estate on 22nd September there was unanimous support for an extension of the ABZ. The Peabody Trust reported that tenants on the Estate have noticed and commented on a marked improvement since the ABZ was introduced, that the problem groups are not gathering during the day in the way they were earlier in the year, and supported the extension of the ABZ.

The Homerton Neighbourhood Community Safety Co-ordinator asked how sustainable is the level of policing that the Estate has enjoyed during the first three months; what commitment is there from Peabody and Youth Services to sustain and increase youth provision on the Estate and what is the exit strategy at the end of another three months. The Housing Manager for Homerton Neighbourhood raised the issue of displacement, particularly to the area around Marcon Court and whether the boundaries of the ABZ should be altered to take this into account. The Councillor supported the extension, but raised the issue of displacement to Marcon Court.

Current position:

The estate has remained relatively quiet since the introduction of the ABZ. However incidents are still occurring. We receive complaints of groups gathering when Police are not patrolling the estate. There have been a number of incidents involving firearms in and around the estate since 1st August.

The following analysis was prepared by Carl Parker of the Community Safety Team:

(The table below gives the numbers of violence or street crime allegations that have taken place within the Pembury ABZ area and within a buffer zone extending 100 metres beyond the ABZ area together with combined figures for both areas.)

Week ending	Count of allegations in ABZ per week	Count of allegations in Buffer Zone per week	Combined offences in ABZ and Buffer Zone
10/04/2005	5	4	9
17/04/2005	4	5	9
24/04/2005	4	5	9
01/05/2005	2	2	4
08/05/2005	6	0	6
15/05/2005	3	6	9
22/05/2005	7	7	14
29/05/2005	2	7	9
05/06/2005	3	4	7
12/06/2005	2	2	4
19/06/2005	5	7	12
26/06/2005	4	3	7
03/07/2005	2	6	8
10/07/2005	3	6	9
17/07/2005	3	5	8
24/07/2005	5	3	8
31/07/2005	7	6	13
Average / week	3.94	4.59	8.53
Introduction of ABZ			
07/08/2005	5	4	9
14/08/2005	6	7	13
21/08/2005	3	4	7
28/08/2005	2	4	6
04/09/2005	4	7	11
11/09/2005	1	4	5
18/09/2005	4	9	13
25/09/2005	5	5	10
Average / week	3.75	5.5	9.25

Whilst the figures do not provide conclusive evidence as to the effect of the ABZ because of the relatively low numbers involved they do show a reduction in the number of offences within the ABZ since 1st August and an increase in the buffer zone.

Displacement:

There has been a degree of displacement as a result of the ABZ. The figures above suggest a degree of displacement into the 'buffer' zone for these offences.

We have received complaints from the area around Marcon Court of anti-social behaviour caused by people who are believed to be displaced from the estate.

On patrol, police have noticed people they recognise as frequenting the estate staying outside the ABZ area.

The view of the Police:

We would support an extension of the ABZ to the full six months available under the legislation for the following reasons:

- (1) There continue to be problems on the estate, the groups that gather when Police are not patrolling the

Estate, intimidate residents

- (2) The ABZ powers have proved an effective way of identifying those responsible for anti-social behaviour on the estate; an extension would allow us to continue to work with the Peabody Trust to identify and take appropriate action against such people
- (3) The residents on the estate support an extension
- (4) Ending the ABZ now would take away what has proved to be an effective means of reducing anti-social behaviour on the Estate and could result in the problem groups returning
- (5) Our intelligence analysis shows that members of the problem groups are still active on the estate and we would not want them to be able to start gathering in groups again.

Proposals to address the issues raised:

In order to address the concerns raised during this consultation process we will undertake the following:

- (1) Hold a meeting with all those involved in Youth provision on the estate to discuss the future and to ensure that there is adequate provision for the future
- (2) Assess the seriousness of the displacement to the area around Marcon Court by conducting a similar public consultation exercise to that carried out on the estate – this could lead to identifying a need for a separate Dispersal Order for this area or to identifying alternative ways of tackling the problems

[NB: As a result of this evaluation report, the YCPST agreed to extend the Acceptable Behaviour Zone by three months.]

Project Conclusion: Looking Back to Look Forward

The process of bringing about lasting change has been both demanding and rewarding; but the experience of the previous year has demonstrated what can be achieved through working closely together and is being emulated across the borough.