



# Home Office

## Crime Reduction & Community Safety Group

### Tilley Awards 2008 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, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Completed application forms should be e-mailed to [tilleyawards08@homeoffice.gsi.gov.uk](mailto:tilleyawards08@homeoffice.gsi.gov.uk).

All entries must be received by noon on **Friday 25<sup>th</sup> April 2008**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811.

#### **Section A: Application basics**

1. Title of the project: Anti-social behaviour by groups of youths on the Cleveland Estate
2. Key issue that the project is addressing e.g. Alcohol related violence: Anti Social Behaviour

#### **Author contact details**

3. Name of application author: David Minns
4. Organisation submitting the application: Tower Hamlets Partnership (Metropolitan Police)
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#### **Secondary project contact details**

8. Name of secondary contact involved in the project: Ian Kershaw
9. Secondary contact email address: ian.Kershaw@met.police.uk
10. Secondary contact telephone number: 020 8217 7250

### **Endorsing representative contact details**

11. Name of endorsing senior representative from lead organisation: Chief Inspector Robert Revill

12. Endorsing representative's email address: Robert.revill@met.police.uk

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government your organisation is covered by e.g. GO East Midlands: GO for London

**14. Please mark this box with an X to indicate that all organisations involved in the project have been notified of this entry** (this is to prevent duplicate entries of the same project):

**Section B: Summary of application - *In no more than 400 words use this space to provide a summary of your project under the stated headings (see guidance for more information).***

#### **Scanning**

In March 2005 the Bethnal Green South Safer Neighbourhood Team (SNT) began a problem solving process to address the twin aims of reducing anti-social behaviour and fear of crime among residents on the Cleveland estate in east London. Initial problem solving work identified hotspot areas of the estate and individuals believed to be the most prolific perpetrators of anti-social behaviour. As the SNT worked with partners and interacted with the young people on the estate it became apparent that there were several underlying community cohesion issues that needed to be addressed.

#### **Analysis**

Levels of mistrust between young people and the elderly on the estate and between young people and the police were high.

#### **Response**

In response the SNT and their partners held a 'World Café' event, which brought the residents together and enabled them to bring issues of concern into the open. Following this event the SNT suggested a closer involvement with the young people. To demonstrate their commitment to improving their relationships with young people on the estate, the SNT suspended work on ASBOs and Acceptable Behaviour Contract applications. In January 2006 police and the young people took part in mediation sessions to progress the initiative. Oxford House, the local youth service provider, worked closely with the young people involved to support them to play a more active role in their community. A number of these young people began training in community development and a number went on to become peer youth workers. In 2006 the partnership commissioned a community film project to record and publicise the commitment of those living and working on the estate to work together to improve their environment.

#### **Assessment**

This innovative approach to tackling the causes of anti-social behaviour and improving community cohesion has been enormously successful: Between January 2005 and March 2007, recorded crime on the estate fell 49%. The proportion of residents who considered youth-related anti-social behaviour to be a serious problem fell from 100% in August 2005 to 36% in March 2006. Individuals who in 2005 had been identified as instigators of anti-social behaviour on the estate have undertaken training in community development and a number have become peer youth workers.

**State number of words: 361**

**Section C: Description of project - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 11.**

**Scanning**

**Objectives of the project**

In early 2005, the Cleveland Estate in Tower Hamlets, East London, was facing issues common to many inner-city estates. Police and partner agencies received large numbers of complaints from residents concerning young people engaging in drug related offences, graffiti and disorder. In the latter part of 2004 incidents of anti-social behaviour on the estate had escalated to the point where a Section 30 Dispersal Order was authorised. This dispersal order had a positive effect leading to a reduction of reported crime, which was sustained for six months, following the end of the Order. Problems returned however with increased reports of graffiti, youth disorder, criminal damage, drug dealing, noise nuisance and littering. In the first 3 months of 2005 the area suffered 201 crimes, an increase of 22% compared to the previous 3 months. Disorder related Computer Aided Despatch (CAD) calls in the last 3 months were back in the 80-90 band, compared to 60-70 three months before. By the end of this initiative the Met Police had implemented new CAD codes for recording disorder, which meant that these initial figures could not be correlated with similar figures at the end of the initiative).

In March 2005 a Safer Neighbourhood Team (SNT) of Police and Community Support Officers (PCSOs) was established in Bethnal Green South, the ward in which the Cleveland Estate is located. This was part of the accelerated rollout of Safer Neighbourhood Teams in Tower Hamlets funded by the Tower Hamlets Partnership, the borough's local strategic partnership, through the Neighbourhood Renewal Fund. Each SNT is dedicated to working on issues of concern to the community in their ward. Problem-solving priorities for each team are selected by Local Area Partnership Steering Groups, led by Tower Hamlets residents. On the basis of SNT-led consultation with the community and analysis of police and partnership data, the LAP Steering Group selected anti-social behaviour on the Cleveland Estate as a public-set priority for the Bethnal Green South SNT in March 2005.

The arrival of the SNT provided a focus for problem solving on the estate. In the past a variety of police tactics had been used to attempt to reduce the problem of anti-social behaviour in the area, however most interventions had been short-lived and tended to operate in isolation from partner organisations. The SNT adopted a proactive approach to engaging partners, including the local authority; youth service providers, community sector organisations and residents with the common objective of improving life on the estate. Furthermore the community-orientated focus of the SNT and the LAP Steering Group ensured that in developing a profile of the issues on the estate, the team drew not only on police data but also on information collected by partners as well as the views and experiences of residents.

The SNT quickly established that concern about the levels of crime and anti-social behaviour on the estate had grown among residents and partners in early 2005. There had been a steady increase in complaints about anti-social behaviour recorded by police, local authority and local councilors. Community surgeries and public meetings held by the SNT on the estate-highlighted concerns over anti-social behaviour. To establish a baseline for fear of crime the SNT carried out a survey of local residents to ascertain how concerned they were about crime and anti-social behaviour. In August 2005, 100% of those surveyed said they thought anti-social behaviour on the estate was a serious problem.

On the basis of police and partner data about recorded crime and anti-social behaviour and feedback from community consultation activities, the LAP Steering Group agreed that the twin aims for the problem solving work on the estate would be to:

- Reduce the instances of anti-social behaviour on the estate, as recorded by Police CAD reports, local authority reporting and councilor case work
- Reduce the fear of anti-social behaviour among residents on the estate by fifty percent within 4 months, as recorded by SNT-led surveys

The local SNT recognised that an innovative approach was needed in order to engage residents in working together to address community safety concerns. There was a strong commitment to an approach, which worked directly with communities. During the course of the problem solving activity it became clear that to achieve these aims a further strand of work would have to be developed.

Engagement with local youth service providers, residents and community groups suggested that at the root of both the anti-social behaviour and the fear of crime was high levels of tension and mistrust between groups of young people and the elderly on the estate and between young people and the police. In January 2006, a third aim of the problem solving work was adopted:

- Improve community cohesion, particularly between young and old on the Cleveland Estate and between the Police and young people

### **Analysis**

Following the selection of the Cleveland Estate as a public set priority for the Bethnal Green South SNT, a profile of the problem was drawn up. This profile was based on intelligence gathered from Police and partnership sources. Analysis of evidence from these sources revealed that the victims of anti-social behaviour in the area were local residents. It was these families who complained to the Police and the local authority about young people hanging around, "causing trouble".

Identified offenders of anti-social behaviour were young males between 13 and 19 years old, the majority of whom were residents of the estate.

The play area/car park surrounded by high-rise flats at the centre of the estate was identified as the hotspot for recorded instances of anti-social behaviour.

Police Criminal Intelligence (Crimint) data demonstrated that anti-social behaviour and community tensions had escalated on the estate during late 2005. The number of Crimint entries had doubled in three months and the majority of these entries related to youth disorder.

This profile enabled the SNT to identify general trends in the area, however it was only by engaging proactively with partners and local residents to understand the complexities of the problems being presented on police intelligence systems that the team were able to develop an effective problem solving approach.

Initially, Safer Neighbourhood officers conducted high visibility patrols of the area and took a proactive approach to gathering witness intelligence with the aim of identifying persistent perpetrators of anti-social behaviour and taking enforcement action against them. A Crimint entry from November 2005 demonstrates the level of tension both between residents and between residents and the police on the estate:

"Uniformed patrols visited two residents and information was received stating that there was a large group of youths drinking, smoking drugs and causing ASB from 1800 hours till 0100 hours. Both of the informants are elderly and state this is a regular occurrence on all weekends. A number of youths were identified as being at this location and involved in the disorder. When the group were confronted they became abusive and very intimidating, it also appears that other residents are reluctant to give police information for fear of reprisal attacks."

### **Response**

In late 2005 the SNT and the local authority's Community Safety Services agreed to work towards the twin objectives of reducing anti-social behaviour and fear of crime. The agreed focus for this joint work was to identify persistent perpetrators of anti-social behaviour and apply for Acceptable Behaviour Contracts and Anti-Social Behaviour Orders for these individuals.

Applications were submitted for CCTV cameras on the estate to act as a deterrent to perpetrators of anti-social behaviour and provide additional intelligence to support enforcement action against identified individuals.

While targeted enforcement action was being undertaken, concern about the level of tensions between residents on the estate had lead the Local Authority's Community Safety Services to select the Cleveland as the pilot site for the 'Safer Neighbourhood Compact' project. This project was run jointly by the Local Authority's Community Safety Services, the local SNT and the Local Management Team.

The Local Management Team form part of the Tower Hamlets Partnership and it is the job of Local Area Directors and Neighbourhood Managers to work with service providers, local residents and other local organisations to facilitate a co-ordinated response to local concerns and priorities identified through the Local Area Partnership.

The project began with a “World Café Intergenerational Initiative”, which brought together young and old from the Cleveland Estate and enabled them to air their concerns. The event was funded by the Local Area Partnership, it was widely advertised on the estate and was attended by fifty people. Participants were invited to sit together at a series of tables, young and old discussed their feelings about living in the estate, wrote their concerns on paper table cloths and then moved onto another table. Attendees were then able to read the comments of other groups.

The outcome was extremely revealing. It became apparent that to date the response of the local SNT and the Council’s Community Safety Services had had little effect on the underlying causes of the problems on the estate. Levels of trust between elderly residents and young people were low and the relationship between young people and the police was tense.

However the event showed that in fact the concerns expressed by young people and the elderly were strikingly similar. This event was a turning point in the approach of the SNT and its’ partners in responding to problems on the Cleveland Estate. Up to this point SNT officers and partners had focused their efforts on targeted enforcement against individuals identified as persistent perpetrators of anti-social behaviour. Following the event, enforcement action was suspended and attention was focused on two strands of work:

- Improving relationships within the community and between young people and the Police
- Supporting young people to become more actively involved in the community

#### **Improving Police-youth relationships**

Oxford House, the youth service provider for the Cleveland Estate, had previously worked with many of the young people who attended the World Café event. They recognised that the group was highly motivated and were keen to demonstrate that they were responsible young people and could play a constructive role in their local community. Youth workers from Oxford House therefore held a meeting to bring together young people from the estate.

This meeting aimed to provide a space for the young people to express their views about the problems on the estate and articulate their feelings about their relationship with the Police. During the meeting, youth workers supported the young people to identify key concerns that they would like to put before the SNT sergeant and his team. The group also drew-up a list of ground rules for how they would behave in future meetings with the SNT; this included a commitment to listening to the views of the SNT officers and being polite.

Following this session the young people met with the SNT sergeant and his team. The meeting provided a forum for young people and the Police alike to be frank in airing their views and concerns about the current situation and the way it had been dealt with to date. The meeting was very successful with both parties coming to an understanding of each other’s perspective and agreeing a common approach to supporting each other to improve the quality of life for residents of the Cleveland Estate.

#### **‘Media mediation’**

Following the success of this mediation session between the police and young people, the SNT and its’ partners sought out a way of enabling a wider group of residents to engage in the improvement of life on the estate.

*Bold Creative*, a local design and communications research agency, were approached by the partnership with a view to working with them to engage residents on the estate in an innovative way. The team from *Bold Creative* undertook filmed interviews with residents from the estate, both young and old, and with the local SNT. These interviews acted as an anonymous forum through which individuals could express their concerns, fears and hopes for the area.

This process, described as ‘media mediation’, was recorded in the form of a three-minute animated documentary representing the feelings of residents and the police. The film making process broke down many of the core misunderstandings, which had existed between those living and working on the estate, and had in the past frustrated attempts to find a long term solution to persistent anti-social behaviour.

Residents were able to watch the film on their mobile phones or at local screenings organised by the council, making public the commitments made by all partners to improving life on the estate.

The positive response to the film, entitled 'It Ain't Disneyland' was overwhelming and received widespread support, promoting a more harmonious and better understanding between different social groups within the community. The film cost £12,000 to produce, however *Bold Creative* provided £5,000 worth of free work.

The Local Area Partnership contributed a further £7,000, which ensured that a copy of the DVD was distributed to every resident on the estate. The innovative approach taken to produce the DVD was reflected in the substantial interest it received in the local, national and international press. The film has been screened worldwide in countries including the U.S.A, Italy and Brazil. Stills from the film are attached below:



### Youth work

The experience of working together with the local police and partners on 'It Ain't Disneyland' gave renewed impetus to the desire of a group of young people on the estate to take a more active role in improving their community. During 2006 youth workers from Oxford House worked with these young people to fulfill their objectives.

The group were encouraged to take part in a ten week NVQ community development programme, run by the Prince's Trust, which culminated in them fundraising for and organising a 'Fun day' on the estate. Several of these young people went on to work as volunteers on the 2006 Cleveland Estate Summer Programme. This programme consisted of recreational and educational activities designed to promote self worth and awareness of others and were targeted at residents aged 13 –19 years.

Eleven of the young people who at the beginning of 2006 had been identified as potential recipients of ASBO's or ABC's took part in these diversionary activities. The contribution of the young people who volunteered their time to support the Summer Programme was recognised at the Oxford House young people's 2006 awards ceremony where they received awards for outstanding achievement in being positive role models and showing leadership. Engagement with youth workers at Oxford House opened up further opportunities for these young people to improve their prospects for the future through engagement in training, voluntary work and employment.

A further positive point has been the formation of the Cleveland Youth Coalition (CYC), which was formed by the young people who had originally been involved with the Safer Neighbourhoods Compact project, and the production of 'It Ain't Disneyland'. The CYC was initially funded by the LAP and the Cleveland Outreach Project based at Oxford House. Today the Cleveland Outreach Project and membership fees sustain the CYC.

The Coalition is made up of young people living on the estate and aims to represent and provide a voice for young people on Cleveland. In 2006 the group was formally constituted with young people taking on responsibilities for planning and financing future activities. A CYC newsletter is produced monthly and distributed to all residents of the estate with news and information about the activities of the group.

### Assessment

This project started in March 2005 to address the issue of anti-social behaviour among the young people on the Cleveland Estate. The initial work identified the problem areas and those believed to be the most prolific offenders. However as the SNT worked with partners and interacted with the young people it became apparent that there were significant community cohesion issues that needed to be addressed. Improving the relationship of the young people with other residents, particularly the elderly, and the Police became a priority.

Throughout the problem solving activity, regular monitoring against agreed partnership objectives targets was undertaken and informed the development of the problem solving approach. Fear of crime was monitored through regular residents survey's.

An initial baseline survey of fifty residents conducted in August 2005 showed that 100% of those surveyed thought that anti-social behaviour involving young people was a very serious problem on the estate. In October 2005 a further survey showed that the proportion of residents who saw anti-social behaviour as a serious problem had fallen to 49% and by March 2006 this had dropped further to 36%.

Crime statistics for the area were analysed throughout the problem solving work. The table below gives details of recorded crime on the estate from January 2005 to March 2007 and shows that over the entire period, there was a staggering 49% drop in recorded crime. It was on the basis of these results that the LAP Steering Group agreed in April 2006 that the objectives of the public set priority had been achieved and that the SNT should refocus their activity in other areas of the ward. The

SNT have however continued to be a presence on the estate, which has meant that all crimes after the original reduction have remained constant up to October 2007. The increased stop and search policy of SNT on the estate has led to an increase of recorded drug possession offences as these offences require police intervention to be recorded.

	Period 1	Period 2	Period 3	Comparison	Comparison
Allegation	Jan to May 05	Jan to May 06	Oct 06 to Feb 07	Period 3 Vs 1	Period 3 Vs 2
Theft From Motor Vehicle	17	8	5	↓	↓
Other Theft	9	10	5	↓	↓
Common Assault	8	3	2	↓	↓
Actual Bodily Harm	5	2	3	↓	↑
Taking Conveyance	5	0	0	↓	-
Burglary - Res	4	3	0	↓	↓
Robbery of the Person	4	5	2	↓	↓
Causing Harassment/Alarm or Distress S5 POA 1986	3	0	0	↓	-
Criminal Damage (£5,000 or less)	3	3	1	↓	↓
Criminal Damage to Motor Vehicle	3	0	0	↓	-
Drugs - Possession	3	4	9	↑	↑
Possessing an Offensive Weapon	3	1	4	↑	↑
Other Crimes	24	34	30	↑	↓
<b>Grand Total</b>	<b>91</b>	<b>73</b>	<b>61</b>	<b>↓</b>	<b>↓</b>

Throughout the problem solving process on the Cleveland Estate, the Safer Neighbourhood Team maintained a clear focus on the twin aims of reducing anti-social behaviour and fear of crime. The response of the SNT and their partners to the problems on the estate was guided by regular monitoring of key output indicators; crime and anti-social behaviour reports and findings of surveys on fear of crime.

The regular monitoring of a basket of indicators throughout the period of the problem solving work informed key changes and developments in the response. For example the imposition of a Dispersal Order in 2005 did result in a reduction in crime and anti-social behaviour on the estate, but ongoing monitoring of crime statistics revealed that its impact was short-lived. In contrast the partnership problem solving approach developed during 2006 has resulted in a sustained drop in crime twelve months after the public set priority was formally 'closed down' by the LAP Steering Group.

Throughout the SNT-lead problem solving process the monitoring and evaluation of the impact of the response brought together a range of partners. The LAP Steering Group provided the formal accountability mechanism for tracking progress against the agreed aims of the public set priority problem solving process. The LAP included many of the individuals who had been originally involved in identifying the estate as a priority - local councilors, residents and representatives of local community organisations. More broadly, the problem solving approach was founded on an understanding that viewing the problems on the estate from a policing perspective alone would not deliver sustainable change.

The involvement of residents, young and old, in identifying issues of concern, developing solutions and assessing their impact was crucial. The response to the DVD 'It Aint Disneyland' demonstrates the effectiveness of this approach to community engagement. The film making process and result has given the community a voice and a sense of control over the situation. The film reinforces the promises and commitments made by all sides of the community and improvement to the quality of life on the estate is already visible. The DVD itself has been screened worldwide over the internet and chosen as a model of best practice to be shown at the London Anti-Social Behaviour Forum at New Scotland Yard.

While the evaluation of the Cleveland Estate problem solving approach focused on monitoring the impact at an estate level, the story of the involvement of two key residents highlights the extent of the transformation brought about by the approach of the SNT and their partners. In 2005 the SNT set about identifying persistent perpetrators of anti-social behaviour on the estate. Intelligence suggested that two individuals were key instigators of disorder and criminal damage on the estate.

The SNT and local authority therefore began work to apply for ASBOs for these two young people. However in response to escalating tensions on the estate these two young people began to express a wish to improve their relationships with the police and take a positive role in the development of their estate. It was these two young people who appear as the main characters in the film 'It Ain't Disneyland' making a public commitment to engaging with the police and others for the benefit of their communities. These individuals went on to play a key role in the founding of the CYC and one is now training to be a youth worker.

Eleven young people received basic first aid training and attended drugs awareness training. Young people also volunteered their time to help run the summer project. Many were given outstanding achievement awards for their commitment, for being positive role models, for having new ideas and showing leadership. They received their certificates at the Ecological Centre Mile End Park on 29th March 2007. Five youths completed a Princes Trust Course over a three month period, which culminated in an NVQ qualification in Community Development.

As part of the course they had to organise a community fun day for the residents of the estate which included a bouncy castle, barbecue and other activities. The youths were responsible for raising all the funds for the event and they raised £2000.

Many of the youths still volunteer their time on the estate to help younger youth. One of the youths in particular, who featured on the " It Ain't Disneyland " DVD and was top of the list regarding ASB and was due an ASBO now works for the Anne Frank Trust, which is based in Kilburn. The Anne Frank Trust works with young people to help build a society based on acceptance, mutual respect, compassion and responsibility.

In October 2006 one of the PCSOs from the local SNT was assaulted whilst on patrol on the estate. Demonstrating the extent to which relationships between young people and the police had improved over the previous eighteen months, a number of young people took the initiative to contact the SNT to provide witness statements and information about the suspect who was subsequently arrested.

Work to improve life on the Cleveland Estate is ongoing. Relationships between individuals and groups who previously had mistrusted and misunderstood each other have been rebuilt and enabled each group to take an active role in their community. The achievement of the partnership work undertaken on the Cleveland Estate partnership has been to challenge statutory organisations and communities alike to move beyond a situation of polarised hostility to one in which responsibility is shared and empathetic relationships are built. The relationship with the community and police has improved so much that in October 2007 Bethnal Green South SNT were able to open their new permanent Safer Neighbourhood Office within the boundaries of the Cleveland Estate.

**State number of words used: 3841**

**Section D: Endorsement by Senior Representative - Please insert letter from endorsing representative, this will not count towards your word or 1MB size limit restrictions.**

I write to endorse the good work carried out by Tower Hamlets Borough, Bethnal Green South Safer Neighbourhood Team and its partner agencies over the past two years in tackling anti-social behaviour on the Cleveland Estate, Bethnal Green E1.

They led a co-coordinated and multi-agency problem solving project to deal with the serious public concerns regarding youths engaging in anti-social behaviour on the estate. The attention of the project team to the principles of problem solving has been to such a high standard that I believe they should be submitted to the Tilley Awards.

By facilitating effective channels of communication between all of the stakeholders and promoting community engagement the team have been able to identify the real problem, bring a variety of responses to bear on the offenders and show a real reduction in the fear of crime and disorder.

Winning this competition will reflect how the community has pulled together to reduce a problem and improve the quality of their lives. The results demonstrate Tower Hamlets Borough and its' partners understand that working together and listening to the communities we serve is essential to problem solving.

I must highlight that the community continue to work together with the Cleveland Youth Coalition and the youth continue to take an active role in guiding younger residents away from crime and disorder.

Yours faithfully,

Robert Revill Chief Inspector

**Checklist for Applicants:**

1. Have you read the process and application form guidance?
2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
3. Have you checked that your entry addresses all aspects of the judging criteria?
4. Have you advised all partner agencies that you are submitting an entry for your project?
5. Have you adhered to the formatting requirements within the guidance?
6. Have you checked whether there are any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public e.g. civil or criminal proceedings pending in relation to your project?
7. Have you inserted your project name as a footer note on the application form?  
Go to View-Header and Footer to add it.
8. Have you saved you application form as a word document and entitled your message '**Tilley 08 entry (followed by project name in brackets)**' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to [Tilleyawards08@homeoffice.gsi.gov.uk](mailto:Tilleyawards08@homeoffice.gsi.gov.uk). One hard copy must also be posted to Alex Blackwell at Home Office, Effective Practice & Communication Team, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received by 25<sup>th</sup> April 2008.