



Crime Reduction & Community Safety Group

Tilley Awards 2007

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 tilleyawards07@homeoffice.gsi.gov.uk**

All entries must be received by noon on **Friday 27th April 2007**. 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. Any queries regarding publicity of the awards should be directed to Chaz Akoshile on 0207 035 1589.

Section 1: Details of application

Title of the project: **Community Problem Solving Kit**

Name of force/agency/CDRP/CSP: **Humberside Association of Neighbourhood Watch Groups (HANWaG)**

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

Kevin Gowing, Deputy Chief Executive

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If known please state in which Government Office area you are located e.g. Government Office North West, Government Office London etc: **Government Office Yorkshire and Humber**

Name of endorsing senior representatives(s): **Stuart Minto**

Name of organisation, position and/or rank of endorsing senior representatives(s):

**Safer Neighbourhoods Partnership (CDRP)
Head of Safer Neighbourhoods**

Full address of endorsing senior representatives(s):

**Shelford House
Shelford Street
Scunthorpe
N Lincs
DN15 6QB**

Please tick box 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 2: Summary of application

In no more than 400 words please use this space to describe your project (see guidance for more information).

The police and partner agencies were continuously becoming frustrated and pulling away from the communities as whenever they tried to engage to get to the root of their problems they received “moans, groans, lists of their failures and accusations of lack of interest and effective action”.

Conversely, the communities were complaining that none of the agencies were listening to them even though they were being constantly asked to identify issues in their area. They felt that results from these problem-solving exercises bore no relation to their issues or priorities and those actions were decided without further consultation with the community and imposed upon them.

HANWaG decided that a single process would satisfy the needs of the partner agencies and community. Consequently HANWaG adapted ‘SARA’ and developed the Community Problem Solving Kit (CPSK). It was recognised that the process had to be uncomplicated, flexible, deal with wide-ranging community issues (both high and low levels of crime), have a strong participative/visual impact and be community focused.

The kit comprised 4 pre-printed white-boards:

Issues Wheel and Priority Ladder – used to identify and prioritise all group issues

Problem Triangle –used to gain information known by the community about the issue and gather potential responses and possible actions to address the priority issue

Action Plan – focuses the community on how to formulate a ‘SMART’ action plan to deal with the highest priority issue

Evaluation – community asked to rate their environment, crime and levels of community participation **before/after** the process. Evaluation included the community being asked to evaluate the benefits of the actions, methods used, lessons learned and provide evidence.

Information gathered during the process would take the form of a coherent, structured, focused, living and tangible CPSK Booklet therefore providing much needed data which fosters empowerment, community ownership and reduce the blame culture that exists between the community and agencies.

Outcomes:

- community consulted once
- problem-solving links into SARA and NIM, allowing partner agencies to take any data they require
- community now part of the problem-solving process which is focused on *their* issues and priorities but provides mutually agreed actions

The CPSK was piloted with Neighbourhood Watch Groups and agencies. Feedback resulted in some changes which have resulted in at least 50 problem-solving exercises with communities in North Lincolnshire alone, which have been so successful that all community problem-solving is now carried out using the CPSK by all partners.

Section 3: Description of project

Describe the project in no more than 4000 words (see guidance for more information in particular Section 7 - judging criteria).

Definition of the Problem

HANWaG discovered through meetings with the Police, Crime and Disorder Reduction Partnerships (CDRPs) and other partner agencies that while they were eager to conduct problem-solving and feed the information into the Neighbourhood Intelligence Model there were gaps in the information being collated as the focus was on issues relevant to the agency gathering the data. For example, the Police dealt with issues and information around crime and disorder and Councils dealt with environmental issues. Communities were being asked to participate in these consultations on a regular basis by the individual agencies and any subsequent priorities and actions were applied without the agreement of the community involved.

The result of this fractured approach was that the community complained about being “*consulted to death*”. They felt frustrated as nothing happened on the ground to address their issues. HANWaG understood from the feedback it received from Neighbourhood Watch Groups (NWGs) that the top-down approach had no appeal to the community, coupled with the concerns shown by our partners it was decided that further investigation was needed and an idea began to form that what was needed was a method of problem-solving which worked at a level which the community would understand while benefiting the agencies.

Within the crime and disorder arena and community safety sector, community based problem-solving was emerging as a way to encourage meaningful and relevant evidence about problems in communities. Current research was showing that it made a difference in the way people in communities worked, thought and related to others. The Neighbourhood Policing Model placed great emphasis on communities taking greater ownership and control over decisions affecting them. The ethos behind community based problem-solving was first and foremost about people nurturing collaboration for the purpose of creating new knowledge or understanding about practical community issues in order to bring about change. It was widely recognised that issues are often generated by the community and community members should therefore participate in all aspects of the process. With these facts in mind, it was decided that the Community Problem-Solving Kit (CPSK) should be “collaborative, participatory, empowering, systematic and transformative” (Hills & Mullett, 2000).

After researching different problem-solving methods, including the Police ‘SARA’ model, HANWaG developed the ‘bottom-up’ CPSK to assist NWGs in identifying, prioritising, analysing and finding solutions to local problems in a manner which would augment the approach of Police and other agencies. The CPSK was designed to illuminate and solve practical problems which have been identified by the community as being important to their safety and quality of life by focusing any actions deemed necessary to solve the problems and help make those actions more effective and ultimately more satisfying. The process results in decision-making by the community and a mutually agreed plan of action.

HANWaG took the principals of the ‘SARA’ model, particularly the Problem Analysis Triangle and developed a 4 step problem-solving process that could be utilised and understood at both grass roots level and at a more strategic level. Using this method, it was envisaged that within a proactive 2 hour session, NWGs and local statutory agencies could

develop a workable written action plan.

Objectives

To develop a bottom-up, pragmatic and adaptable problem-solving process that will:

- Engage community members in problem analysis and diagnosis on an appropriate level so those affected may adequately understand the causes of their situation
- Facilitate a change in focus from a blame culture to a more understanding, collaborative and ultimately empowering atmosphere
- Focus on change from within the community by creating solutions that will contribute to the improvement of quality of life, reduce the fear of crime and actual level of crime
- Promote active and representative community participation so that community members can meaningfully influence decisions that effect their situation
- Guide decision-making at both community and agency level so effective action focuses on gains to both the community and partner agencies throughout the whole process
- Assist community members in designing and implementing an action plan to solve agreed upon problems by emphasising shared responsibility and active individual and collective participation

The CPSK assists NWGs and other community groups to focus objectively, removing any ambivalence by identifying, prioritising and analysing local problems. Often communities complain they are told what their problems are and what actions will be taken; this leaves them feeling powerless and frustrated. The CPSK empowers them by allowing the group to analyse and diagnose in a systematic and transformative way and participate in finding solutions to their problems. It gives them back ownership of their community.

Additionally, while most community projects end, the CPSK makes a lasting contribution to the community, either in the form of an ongoing project or a new service that is delivered and sustained. One of the most significant contributions is the enhanced capacity of the community to continue to participate in future projects with confidence.

Response

The 4 stage Community Problem-Solving Kit was developed from the SARA model thus.

As the process was going to be conducted on white boards in public meetings it was decided that a written 'hard' supplement should be produced. The CPSK Booklet was designed to contain an explanation of the process, an attendance sheet, blank copies of the 4 stages and extra pages for tasks, comments and reviews. This booklet, once completed at the meeting would be copied and distributed to the relevant agencies, the original staying with the community.

Funding for the CPSK was approved by the HANWaG Board for the printing and ancillary items needed to produce the first kits. The design of the CPSK was done in-house and contracted out to printers once a suitable competitive quotation was gained. It was also agreed that initially the Neighbourhood Watch Development Officers should be trained in-house on how to facilitate the process as the main targets were going to be NWGs.

The Wheel and Ladder (Scanning) the Triangle (Analysis), the Action Plan (Response) and finally the evaluation (Assessment):

1. The Wheel “Our Issues” and the Ladder “Our Priorities”

A device was needed to allow the community to inform the facilitators what their issues were in an organised and coherent manner. As it was envisaged that the CPSK would be utilised in public meetings it also had to be user friendly and have a visible impact. A circle was devised as the shape naturally prohibits the concept of prioritisation. The circle was segmented to allow the various issues to be written within. The group would be asked to name the issues they felt were a problem in their area. If there were more issues than segments it was decided that the reverse of the board could be used. Once the group was satisfied that all issues had been identified they would be given 2 votes each and apply those votes to any single issue or 2 separate issues they felt strongly about, this alleviated the problem of the loudest voice setting the agenda.

Once the votes are cast, the facilitator would count the votes and transfer in order of priority (highest first) the issues onto the vertical ladder. At this point it was envisaged that the group would have vented their frustrations, talked generally about the issues and become more focused on the list of *their* priorities in front of them. This was deemed to be an administrative, transitory element to be referred back to over time.

2. The Triangle “Our Problem”

At this point the facilitator would write the top issue on the triangle board to help keep the focus of the group on their main priority. The facilitator would draw out information from the group relating to “factors known” by the community in relation to the issue which would be inserted inside the triangle. The area outside the triangle would be used for deductions and potential responses and actions the group feel would assist in solving the issue. At this stage the level(s) of capability in terms of resources, finance and support are unknown; this is dealt with in the next stage.

3. The Action Plan “Our Plan”

The plan was designed as a visual guide for the group where to enable discussion of the potential implementation of actions decided on during the scanning and analysis process. It was envisaged that the facilitator would ask the group to formulate their own specific aim in dealing with the problem. From this they would then begin to task assignments and timelines from within the group including a commitment to contact, consult and request support from agencies identified to become involved in *helping* to provide the solution to the problem. It was anticipated that this process would build enough community confidence to begin a meaningful discourse with the agencies.

4. Evaluation

Evaluation of the process began simply. The evaluation sheet asked for details of the:

- outcome(s)
- benefit(s)
- methods used
- any best practice identified
- any least successful elements
- any lessons learned of the project

The group would also be asked to provide evidence both physical and anecdotal along with any corresponding remarks.

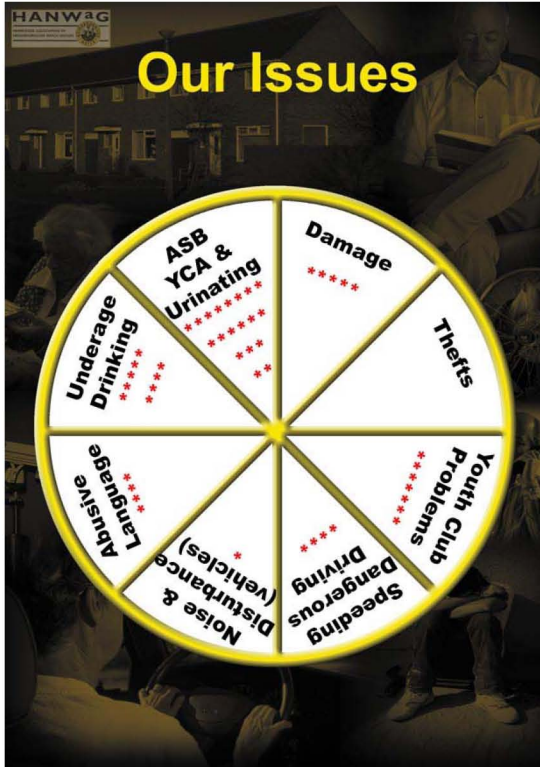
It was recognised that individual communities have different problems and resource needs, therefore costs to implement specific actions vary accordingly. However, the process was designed so that each participating agency could cost, plan and provide resources in relation to any budgetary restraints. It was also recognised that not all actions identified could be fully resourced or would be 'cost effective' and the CPSK was designed to instigate ideas within the group to discuss fundraising activities which would allow for the implementation of the actions.

Further difficulties were that some communities are fearful of repercussions and therefore it can be difficult to get them to convey information needed to enable the full problem-solving process to be employed. It was identified that; if not lead appropriately, the process could degenerate into an unconstructive 'moans and groans' session. The CPSK was designed to allow for pre-process research into the local issues and allow identification of any agencies and partners which would be available to support the group before the meeting to underpin the validity of the process to the group. It was felt that at the beginning of the process the facilitator should convey an understanding of the issues to gain the group's confidence and set the parameters of the meeting.

Working Example

The example shown below is from an actual problem solving with St Oswald's NWG, Scunthorpe, North Lincolnshire which provides evidence that the process is effective.

1. The Wheel and Ladder



The NWDO explained how the wheel works and what was expected from those present. Some community members showed reticence at this stage and needed encouragement to speak out; eventually all the issues affecting this NWG were drawn out and identified and everyone had an opportunity to express their views.

The red stars represent the votes cast by the community members on what they deem to be a priority to them as individuals.



The votes were counted and the overriding issue placed at the top and the others in descending order according to the number of votes given.

That list was reaffirmed with the community members and acceptance of the priorities was gained.

From this point forward they focused on the top priority, ASB.

This ladder served as a reminder to the community of the other issues to be addressed in the future.

2. The Triangle



The community discussed the issue of ASB. This enabled information to be gathered relating to what the community knew about the victim, offenders and locations of the ASB they were experiencing, expressed inside the triangle.

The second part of the process was the outside of the triangle which differs from the SARA model. They were asked what they thought could be done to deal with the issue. This provided an opportunity for the community to begin the process of taking responsibility and ownership of the issue.

The information on the outside of the triangle was used to formulate the next part of the process; the Action Plan.

At this CPSK evening there were several County/Town Councillors present together with local Police Officers. These officers used the CPSK meeting to find out exactly what the local issues were and what they could do to help. Hence the list of what could be done on the outside of the triangle.

3. The Action Plan

HANWAG

Our Plan

Aim To reduce:
ASB
Youth issues & underage drinking
Criminal Damage (what we want to do)

Action
Liase with local Police/PCSOs re intel & info, get more patrols
Volunteers for Graffiti Watch Training & Liase with Street Right to clear Graffiti
Liase with Youth Services & Youth Club re issues, provision of gates & diversion activities
Contact ASB Officer, how to report ASB
Liase with NLincs & Town Council re CCTV
Volunteers to represent area on Council & Police Authority meetings (how we are going to do it)

Assistance
HANWAG **N Lincs & Town Council**
Police **Street Right**
ASB Officer **Youth Services** (who can help us)

Although it is preferable for the aim to be focused and specific, the NWG decided on a more generalistic aim which shows that this process ensures the community has ownership and their decisions prevail.

The term ASB is all encompassing. Therefore the NWG decided that the main determinants of ASB in their area were actually some of the independent issues previously identified on the lower tiers of the Priority Ladder. They suggested that the plan should then focus on dealing with the youth issues as this would positively impact on the other problems.

The community group agreed the initial actions along with the partner agencies and looked at who could assist them and agreed to develop appropriate links.

4. Evaluation

EVALUATION QUESTIONS – St Oswalds NWG Problem-Solving

Below is a set of evaluation questions. The answers are graded 1 to 5, please circle the one that most applies, 1 being none existent and 5 extremely high.

The Evaluation Prior to the Problem Solving Meeting:

Anti-Social Behaviour

1. How serious do you consider the problem of _____ is currently?

1 2 3 4 5

2. What is your groups' **perception** of the level of crime in your area?

1 2 3 4 5

3. What is your groups' **perception** of the level of fear of crime in your area?

1 2 3 4 5

4. What is your groups' **perception** of the level of environmental problems in your area?

1 2 3 4 5

5. What is your groups' **perception** of the level of community participation in your area?

1 2 3 4 5

The Evaluation after Conclusion of Action Plan

Anti-Social Behaviour

6. How serious do you consider the problem of _____ is currently?

1 2 3 4 5

7. What is your groups' **perception** of the level of crime in your area?

1 2 3 4 5

8. What is your groups' **perception** of the level of fear of crime in your area?

1 2 3 4 5

9. What is your groups' **perception** of the level of environmental problems in your area?

1 2 3 4 5

10. What is your groups' **perception** of the level of community participation in your area?

1 2 3 4 5

Evaluation Final Stage

ITEM	DETAILS	EVIDENCE/REMARKS
Result of project	Youth club at centre of problems now gated off out of hours, with greater Police presence & involvement of Council & Youth Services	Massive reduction in complaints of ASB & criminal damage to Police between start of project & middle of Jan 07. Also reduction in Fear of ASB & criminal damage!!
Benefits	General improvement in levels of ASB in the area & fear amongst the elderly & vulnerable. Also much greater community spirit & cohesion.	Statistical evidence from Police, also much anecdotal evidence from residents & local PCSOs
Methods Used	Mobilisation of local residents to take a stand against the ASB of gangs of youths. Including taking photographs of offences & 'talking' to them about the effect they have on residents.	Greater understanding on both sides & a 'bridging of the age divide' – produced desired effect & mutual respect – eventually!
Best Practice Identified	Empower the local residents & ownership of problems. Include local Councillors & all relevant agencies to give support.	When residents know they are not alone & part of a whole – all working towards the same goals, the results are tremendous. People power is really powerful!
Least Successful Elements	Have not curbed underage drinking to any great extent due to reluctance to participate by local licensees. (Know that Police/PCSO levels lower after midnight – enforcement of new licensing laws)	Has been a rise in some complaints about drink-fuelled violence & assaults in town centre.
Lessons Learned	a) Confrontation works! b) If you are going to remove opportunities for young people to gather & create problems, you also have to provide alternatives/diversionary activities for them	a) Photographs of trouble as evidence are hard to show authorities, such as Council/Police. b) Football club activities started & 'coffee shop' opening in Sept 07 on Friday nights for youngsters. Also residents working for the youth club when it is open.
Other Comments	Our Action Plan has been a catalyst for all sorts of community activities & initiatives for the town. Several of our NWG members are now standing for the local Council to ensure that action & development continues in the community.	

Police statistics show that since St Oswalds NWG participated in the Community Problem-Solving Process in August 2006 incidents of ASB have followed a downward trend. In October 2006 the recorded incidents were 22 by January 2007 recorded incidents had reduced to 7, a decrease of 69% in 5 months.

The community are now using the CPSK to deal with the other issues they highlighted in the initial problem-solving meeting and shows that they have now taken ownership of problems in their area which has reduced calls for service to the partner agencies.

Further Examples

To date, there are some 50 Community Problem Solving Action Plans in use and below are some further examples of NWG activities derived from the Action Plans:

- Derwent Road NWG, Ashby – Tackled serious ASB, graffiti and damage through a multi-agency support. Incidents reduced from an average of 28 to 2 per month.
- West Acridge NWG, Barton on Humber – Dealt with a serious drug dealer in the street who was causing social problems and posing a danger to children in the area. Through comprehensive intelligence reports and liaison with Police an arrest was made, imprisonment and eviction from the area.
- Westwoodside Village NWG – Serious traffic flow causing danger on a particular stretch of road – led to major engineering works and speed limit restrictions imposed.
- Mid-Crosby East NWG – Serious street crime and ASB – led to major community cohesion programme, incorporating environmental projects (defensible space/closure of alleyways/fences moved or erected), crime intelligence and fundraising for further community safety initiatives. Reports of crime and disorder significantly reduced as a result.
- Goodhand Close NWG – All homes in the street (housing association owned) had upgraded internal security and external security lighting fitted.
- New Westcliff NWG – Area suffered serious ASB, graffiti and environmental problems. Residents were trained in removal of graffiti, subsequently organised clean-up days, arranged for diversionary activities, developed a crime intelligence reporting system and supervised work by young offenders in the area.

Evaluation of the CPSK

As HANWaG is wholly responsible for the CPSK any evaluation in relation to the kit is conducted by HANWaG. Initially, the use of CPSK was confined to NWGs, this acted as a 'pilot' whereby the process could be used, assessed and evaluated by HANWaG. The participants and partner agencies were asked for feedback and suggestions in relation to all elements of the kit.

As a result of observations and recommendations from the Police the evaluation sheet was altered to accommodate a 1 – 5 scale set of **before** and **after** questions which would assist in assessing the impact of the process and any subsequent interventions, actions or outcomes from the Action Plan.

Feedback from a partner agency resulted in the kit being adapted to be used outside the community safety arena. A number of triangle "Our Problem" boards were printed without the 'Victim', 'Location' and 'Offender' making it a generic problem-solving tool.

HANWaG discovered that the initial Action Plan which had 'who', 'what', 'where', 'when' in the Action section restricted the community's thought process in putting the actions together. Those elements were removed and

replaced with the word Action.

Performance of the CPSK is measured by evaluating the data produced by the community and partner agencies throughout the whole process and the CPSK Booklet. The effectiveness is measured by asking the following questions which are based on the CPSK objectives.

Has the CPSK achieved:

- the unification of a group of people into a community that understands the causes of their situation?
YES/NO (what were the contributory factors)
- a change of focus from blame to a more collaborative, empowered and energised community with the confidence to take positive action?
YES/NO (what were the contributory factors)
- a myriad of community based solutions that have improved their quality of life, including a reduction in the level of fear of crime or actual crime?
YES/NO (what were the contributory factors)
- active participation by the community in guiding all manner of local decision-making?
YES/NO (what were the contributory factors)
- the availability of effective communication links?
YES/NO (what were the contributory factors)
- a living, working Action Plan to solve agreed upon problems?
YES/NO (what were the contributory factors)

When an objective has not been reached further investigation is conducted to ascertain whether it was external influences or a failure in the CPSK. Currently there have been no incidents of failure to reach the objectives. The evaluation process has allowed fundamental changes to the CPSK and also extensions to its use outside of the community safety arena. Due to the recognised success in North Lincolnshire the CPSK is now being utilised in the other divisions within Humberside Police.

Section 4: Endorsement by Senior Representative

Please insert letter from endorsing representative:

HANWaG Community Problem-Solving Kit

I am aware of and fully endorse the Tilley Award application in respect of the Humberside Association of Neighbourhood Watch Groups (HANWaG), Community Problem-Solving Kit (CPSK).

As a partner within the Crime and Disorder Reduction Partnership (CDRP) in North Lincolnshire, HANWaG initially introduced their Problem-Solving Kit with the aim of getting Neighbourhood Watch Groups (NWGs) to focus on one problem within their community, analyse that problem and work with partner agencies to an action plan to reduce or eradicate that problem.

The introduction of the kit would have been useful at any time, however with the current drive towards Neighbourhood Policing and community engagement it has proven to be invaluable to all our partners, especially the Safer Neighbourhoods Team and Humberside Police but most importantly to the communities they serve.

The kit has been such a success that it is now an integral part of all Neighbourhood Action Teams within North Lincolnshire. Whenever a problem solving with the community is needed the Community Problem Solving Kit is used and all partners work towards the action plan formulated by the community.

I can confirm that the material facts of this application are accurate and this is the only application in respect of the CPSK.

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?
7. Have you saved you application form as a PDF attachment and entitled your message 'Entry for Tilley Awards 2007' before emailing it?

Once you are satisfied that you have completed your application form in full please **email it to Tilleyawards07@homeoffice.gsi.gov.uk**. Two hard copies must also be posted to Alex Blackwell at Home Office, Effective Practice, Support & Communications Team, 6th Floor, Peel Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF.