



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: Tackling Youth Disorder on a Brighton Estate (Pankhurst)

Name of force/agency/CDRP/CSP:

Sussex Police

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

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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 of the South East (GOSE)

Name of endorsing senior representatives(s):

Joe Edwards

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

Chief Constable, Sussex Police

Full address of endorsing senior representatives(s):

Police Headquarters, Sussex Police, Malling House, Lewes, East Sussex, BN7 2DZ

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).

This project began as a result of the police and the Community Safety Team (CST) of Brighton & Hove City Council (BHCC) receiving a vast number of complaints regarding youth disorder and associated crime on a housing estate in Brighton. Residents also reported a dramatic increase in their fear of crime, as a 'gang culture' dominated the neighbourhood.

Both national and local press reported on the estate with headlines such as, 'Teen gang terrorise "forgotten" estate' (The Argus 27th August 2006) and 'Knives are like games, every kid has one' (The People 27th August 2006).

As an initial response, the police Neighbourhood Specialist Team (NST) for the area, identified and defined the problem, and formed a partnership with BHCC in order to bring about sustainable solutions to tackle Anti-Social Behaviour (ASB). They used an intelligence-led, cohesive approach to develop a process of escalating enforcement, including appropriate arrests and anti-social behaviour orders (ASBOs), to run alongside diversionary activities with youth services.

Members of the public kept street diaries in order to evidence ASB and were given photo packs to identify offenders, many of whom were local and lived on the estate. It was evident that the social, domestic, demographic and environmental causes for the behaviour needed to be addressed. A number of multi-agency conferences were convened, some of which involved the youths themselves. These would decide upon action plans to tackle ASB and look at long term solutions.

The police, with the help of the community, took a robust stance on criminal activity and a number of significant arrests were made. This resulted in the residents feeling empowered to make a stand and reclaim their neighbourhood. Further action was required to reinforce the message that there are consequences to ASB in the community. The CST took further action through Acceptable Behaviour Contracts (ABCs) Warning Letters and ASBOs. This was in addition to the appointment of a Community Worker for Young People, the introduction of a football team and the installation of CCTV.

As a result of collaborative problem solving, calls to police reduced dramatically, from 15 over 4 months to just 2. The project addressed priorities identified by the community, thereby making the neighbourhood safer and improving confidence in the police. As well as being involved in setting the priorities, the local community also played an active part in the solution, by giving the police and partners their support, expertise and time.

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).

The Neighbourhood Specialist Team for the Queens Park area was set up in Jan 2006 in order to offer dedicated, identifiable, accessible and responsive policing to a geographic area. The local teams were able to build up effective relationships with both partners and the local community, to solve problems of crime, disorder and anti-social behaviour. This in turn would improve neighbourhood conditions and feelings of security and safety.

The residents of Queens Park, together with local traders and partner agencies evidenced increased concerns surrounding the behaviour of youths who named themselves the 'Pankhurst Crew'. The activities ranged from criminal offences such as assault, theft, arson and robbery, to ASB including street drinking and noise.

The visible presence of the 'Pankhurst Crew' created a fear of crime and disorder amongst the residents and traders which affected their sense of security and safety. A 'gang culture' emerged as the street based group of young people, for whom crime and violence was an essential part of their identity, gathered on a daily basis in one location. Numbers could reach forty strong and all were from the immediate area. The neighbourhood became a 'no go' area for residents and fell into disrepair, with phone boxes having to be removed due to constant criminal damage, the post box having to be sealed due to continued arson attacks and road signs and trees being destroyed. This allowed the youths to, 'claim' the area as their own.

One police sergeant, three constables and one committed Police Community Support Officer (PCSO), were dedicated to work alongside members of the CST of BHCC, the Youth Services, Residents' Associations and the youths and their families, in order to identify and address the causes of the problem. This enabled people to have a say in the policing of their community, coupled with harnessing the expertise and active involvement of all community safety partners.

The objective of the operation was to reduce the number of youths engaged in street 'gang activity', offer them an alternative, and reclaim the neighbourhood for the community, reduce their fear of crime, and restore a good quality of life.

Defining the scale of the Problem

In order to understand the extent of the problem, it was important to look at the 'gang culture' and its causes. Evidence suggests that gangs may form for a sense of safety and belonging, from those excluded from education. People who have engaged in criminal activities from an early age are particularly at risk of gang involvement. Others may join a gang simply for something to do, to seek protection in numbers, or for reasons of status and peer pressure.

The definition of Anti-Social Behaviour is important. The Crime and Disorder Act 1998 defines Anti-Social Behaviour as acting "..... in a manner that caused or was likely to cause harassment, alarm, or distress to one or more persons not of the same household (as the defendant)".

The British Crime Survey 2000 helped to pin down a common definition for ASB by outlining common perceptions of disorder: About a third of adults consider each of the following to be a significant problem in the area where they live:

- drug use or dealing;
- vandalism;
- teenagers hanging around the streets;
- and litter.

This evidences that although the 'teenager hanging around' may not be committing crime and disorder, it is still perceived as a 'significant' problem.

A Neighbourhood Renewal Area statistical report and a Queen's Park Neighbourhood Action Plan produced by the Queens Park and Craven Vale Neighbourhood Action Planning Team, highlighted that the Queens Park area, compared to the Brighton and Hove average, had a higher proportion of 5-15 year olds and significantly higher numbers of single-parent families and households on benefits.

Age Profile	Queens Park	Brighton and Hove
Under 5	6.8%	5.3%
5-15	16.4%	11.4%
65 and over	13.9%	16.3%
Single-parent families*	35.9%	26.9%
On benefit households	33.3%	23%

*as % of all families with children

From the results of the consultation that took place to inform the Action Plan, involving both partner agencies and the local community, it was possible to get a clear picture of the concerns of people in the area.

One important issue was the real lack of community facilities, especially for young people. With a higher than average proportion of young people in the area, the provision of adequate facilities to meet their needs was essential. Without them, dealing with the problems of anti-social behaviour and related concerns such as crime and unemployment would have proceeded much more slowly.

Local concerns on community safety:

- The level of anti-social behaviour by youths was unacceptable
- Intimidation, vandalism and joyriding undermines local quality of life
- The area needed more visible police presence
- A multi-use community centre was needed
- The provision of youth workers needed to be consistent and at an adequate level

Children and young people viewed the lack of facilities for young people and their poor relationship with the police as being key problems. There was very little for teenagers to do in the neighbourhood. The result was a high level of anti-social behaviour.

Local concerns on children and young people:

- Young people were perceived to be causing many of the problems in the area
- Better facilities for the young were needed
- There were several problem hotspots where young people gathered, some as young as seven years old, unsupervised late at night
- Young people themselves were victims of anti-social behaviour

Residents complained tirelessly to councillors and the press, but there remained very few calls to the police. However residents vocalised their discontent with police action when they expressed their concerns to councillors and the media, and it was apparent that residents had 'lost faith' in the police. This impression was also supported by feedback given to local officers when they attended residents' meetings.

A report in a local paper read:

"Pankhurst Avenue in Brighton is being terrorised by 30 to 40 teenagers every night, usually until three in the morning, two if we are very lucky. My kids get woken every night by yobs swearing, shouting and smashing bottles, leaving broken glass and scratches on cars.

Trees, which were re-planted by Brighton and Hove City Council, are broken and used as battering rams on cars and gardens. Rubbish is brought into the road and set alight. Even cars have been burnt. The last time someone tried to move them on they were viciously beaten. No one can sleep. Every time there is a bang, people look out of their windows to check their cars are all right.

The police don't care. One night they turned up and asked the youths to leave but they laughed and refused to move. What did the police do? They got back in their car and left them there. We hear about what a good job the police are doing to tackle anti-social behaviour but all they do is move the yobs somewhere else. These scum of society are making their own rules and the police are letting them." (First published in the Argus, Saturday 12th Jul 2003)

Another report read -

"A disabled pensioner on Brighton's "forgotten estate" has told how a young gang member threatened to throw her under a bus, she said: 'We are in dire straits here regarding groups of young people, there is serious trouble night after night. They drink even though they are under age and this makes them more boisterous.

They gather in large groups and are intimidating. You can't imagine the noise and swearing. They called themselves the Pankhurst Crew." (The Argus, first published Sunday 27th Aug 2006)

Response to the Problem

The Queen's Park Neighbourhood Action Plan highlighted initiatives, and suggested strategies that would help get to the cause of the problems:

- Community safety team – A team set up by the council to tackle anti-social behaviour (two youth workers and a community development worker were assigned and operating in the area)
- Police Community Support Officers – their local knowledge and high profile presence in the area
- Community association support – access to advice on residents' rights and how best to deal with nuisance neighbours
- A community centre – to develop community spirit and provide a valuable space for all of the community, no matter what their age, gender, ethnicity or status
- CCTV – seen as a proven method of reducing crime in vulnerable areas
- Summer activity schemes – a number of free and low cost activities for young people
- Active residents – often crime and ASB is not reported in the belief that there is no point
- Active parents – make parents take responsibility for their dependent children

The police had to gain the trust of the community and use them as a valuable tool in intelligence and evidence gathering. The NST attended numerous residents' meetings, conducted high visibility patrols in the area, delivered letters and knocked on every door. Personal contact details for officers were posted throughout the estate to make officers familiar and easily contactable, to address under reporting and gain trust. The lack of calls to police understated the severity of the problem. As a result of this approach, in 2006, 44 calls were made to Sussex Police referring to youth disorder on the Pankhurst Estate. The following are examples of some of the calls:

'Groups of youths, one with a crowbar, threatening to smash up vehicles' (serial 29 21/09/06)

'Usual youths in street trying to set fire to something under a bush' (serial 1859 12/09/06)

'My son was threatened by the Pankhurst Crew who said they would stab him in the eye' (serial1675 12/09/06)

'About 8-10 youths are drinking out of cans and throwing fireworks' (serial 1643 29/10/06)

'Have had 200 BB gun pellets fired at my window from group of youths' (serial 1372 21/11/06)

'Group of youths have gone up the road damaging cars' (serial 1989 30/09/06)

'The boy with the catapult has done it again and smashed a window' (serial 523 25/02/06)

This evidenced the scale of the problem and relevant district resources could be allocated. Directed Patrol Activity (DPA) was dedicated to the area, which meant all district resources were concentrated in the hotspot area at peak times. A crucial phase of this project was the engagement of those police officers not dedicated to the estate, by mainstreaming the approach taken, the opportunities to tackle the long term issues were maximised.

Residents volunteered to receive a photo pack of local youths that had been identified as members of the 'Pankhurst Crew' and were asked to submit 'street diaries' evidencing identifiable individuals. If the resident witnessed anything considered anti-social, such as abusive language and/or threatening behaviour this was evidenced in the diary. Without the photo packs of prolific offenders the identification issues of evidence gathering would have been undermined.

Further to that, anonymous problem solving matrix sheets (See Appendix 1) were posted to over 100 residents in order to reach those that would not normally attend community meetings, but wanted to have their say. The freepost matrix sheets, reached those that felt intimidated, vulnerable or were simply not in a position to contact police.

All matrix sheets returned evidenced problems with youth disorder and valuable intelligence was obtained on individual offenders.

Sussex Police and BHCC gained enough evidence to successfully bid for a rapid deployment camera in the area which had a massive impact. Not only was it an essential tool to prevent and detect crime and ASB, but it provided the residents with a tangible, visible development. The mobile CCTV vehicle was allocated to the NST to combat any concerns that the youths may be displaced to another location.

The community started to feel empowered and the Queens Park Residents' Association grew in stature as they set about making different agencies responsible for combating problems, and held them accountable. They gave examples of action that had been taken elsewhere and demanded explanations as to why this was not happening on their estate.

The Environment Improvement Team at BHCC were tasked with designing out crime and fenced off a disused garage site and replaced signs using vandal proof materials. Youths gathered at the garage which offered a place of shelter and cover, a problem that was solved through amending the built environment. Closing the access point was a simple solution that required minimum expenditure and demonstrated good partnership working. The key consideration was involving the community and they were invited to undertake a site inspection. Local residents committed themselves to the on-going maintenance of the project. In turn, a safe place for children to play and a dramatic drop in levels of crime and anti-social behaviour were experienced (from 15 calls to the police in 4 months to just 2).

The planned response aimed to tackle the root cause of the poor behaviour, namely the lack of available and diversionary activities. The youth service provided assistance to address this by offering a variety of activities, and a football team was set up.

"Sport reduces the chance of young people slipping into lives of crime." (Sport England, 1999)

A local councillor, CST and a physical activity worker for BHCC found funding to support an under 16s and an under 19s football team. There were a number of conditions attached and the youths had to sign a contract which stated,

"I shall show due respect to the interests of the community I represent by not engaging in anti-social behaviour, criminal action, and actions which may cause offence to local residents and bring the club into disrepute"

The CST reported that the contracts were working. A report in the local paper read:

"It's mostly about respect, we didn't obey the law but now we don't want to lose the football. We have been off the streets, we are really proud of the estate." Club Secretary – The Argus 17th Feb 2006

"It's made a tremendous difference because they feel they're part of something now" Chair of the residents' association – The Argus 17th Feb 2006

This was a direct chance to address gang culture on a local level, and was seen as a diversion to get the youths away from gang activity. This initiative offered young people a supportive and attractive alternative to gang culture and was seen as credible amongst their peers. Through formal training, the project has helped people develop skills such as teamwork, fitness and health awareness.

A community development worker who engages with young people was introduced to the area to offer consistent detached street-based sessions once a week, to promote the activities, projects and services available in the area and to develop new ideas.

A tri-monthly meeting was set up for the young people and was attended by the young peoples' worker, representation from Active For Life and the CST. This gave them a chance to have their say and highlight concerns and issues. The youths felt they were part of the decision making process. This proved valuable as they accepted their level of noise was anti-social and agreed to a 2230 hour curfew, which the residents fully supported.

In order to tackle ASB and criminality through enforcement, a monthly meeting was created that became known as the Joint Action Group (JAG), and was jointly chaired by the police and CST. Agencies included housing and family intervention. The group, supported by intelligence and analysis, nominated individual youths whose actions were considered anti-social. The agencies that had a stake in each of the individual's behaviour would then discuss and

plan a response to assist that individual recognise their impact on residents. Youths that caused the most harassment, alarm or distress were targeted first. These included the ring leaders whose criminal activity had escalated and were repeatedly appearing on the resident's diary sheets.

The police, together with the CST, issue ASBO warning letters, ABCs and where necessary ASBOs were applied for. The ASBO prohibitions ranged from exclusion areas to being prohibited from being in company with other named persons, and the prospect of long imprisonment terms has had an effect as only one case resulted in a full ASBO.

Operation Prince (youth disorder in Brighton) runs weekly and has incorporated the Pankhurst Estate into its patrols. Street Intervention Forms and Youth Referral Forms are completed, assisting with the collection and analysis of intelligence and information on any youths new to the area as well as regular offenders and those considered at risk. Officers attend briefings to familiarise themselves with offenders and intelligence records are updated and fed to the relevant agencies.

Evaluation of the intervention

It was soon recognised that a potential drawback on the project was the displacement of the youths to other areas of the city. Initially, there were reports of youth disorder in the neighbouring area of Hanover and north of the city in Blakers Park. Both Hanover and Blakers Park have a strong community identity and residents were forthcoming with intelligence and information. It became difficult for the 'Pankhurst Crew' to establish themselves in these areas and they quickly withdrew. The Pankhurst Estate initially lacked the involvement of the community to make a difference, but this developed over time and was the single most important factor in tackling the problem.

Despite the lack of facilities such as a community centre or any open space to play, by the end of 2006, there were 40 members on the football team for the under 16s and under 19s combined. By 29th February 2007, the club, set up to help children become more active in the Queens Park area, beat off 12 teams, to become champions in the Sussex Clubs for Young People's Five-a-Side Tournament.

The work done by the police to target under-reporting meant that the full extent of the problems were recognised by the police and other agencies, so that the appropriate resources could be allocated (through the effective application of NIM and SARA) for such initiatives as CCTV. Forty four calls were made to police in 2006 (the majority in the second half of the year). So far in 2007 there have been just 2 calls reporting youth disorder. This is a significant reduction and the work of the NST has been recognised as a major contributing factor. The relationship between police and the community continues to strengthen and this association will be the driving force to ensure that the problem never escalates to such a scale in the future.

Police conducted a Neighbourhood Reassurance Survey of 50 residents in April 2007

What NEW things have the police been doing in your area?

Activity	No. of responses
Increased foot patrols	38
Working with partnership agencies	3
Increased vehicle patrols	17
Better engagement with residents	6
Tackling anti-social behaviour	3
Other	0

Has this made your area better or worse?

Better	Worse	Has not changed very much	Have lived in area less than four weeks	Not Given
90%	0%	4%	0%	6%

Has this made you feel safer in your local area?

Yes	No	Don't Know / not sure/ no opinion	Not Given
84%	6%	4%	6%

Analysis revealed the extent and negative impact of youth disorder in a residential area. It reinforced the need for the 'Pankhurst Crew' to be policed, with the emphasis on long term strategies such as diversionary activities. The majority of the youths (over 50%), were not featured on Sussex Police databases, which highlighted a gap in the intelligence collected under the NIM process when attempting to establish possible offenders for crimes. This operation gathered valuable intelligence and the Divisional Intelligence Unit were able to create an association chart and feed valuable information to divisional units and partner agencies.

This operation is an ongoing process that requires the commitment and dedicated resources of all partners, to maintain it's success and ensure it continues. Sussex Police have embedded neighbourhood policing and it is integral to the Local Policing Plan for Brighton and Hove 2007-2008 by supporting the following 3 principles –

1. We will have permanent dedicated teams with specific responsibility for each defined neighbourhood, who will become familiar faces to those who live and work in the area
2. The activities of these teams will be intelligence led, focusing on those problems that you tell us matter most to you
3. Neighbourhood teams will work closely, and take joint action, with local authorities, voluntary groups, businesses, criminal justice agencies and other partners to tackle those issues important to you and communities.

In summary, the reduction of calls to police significantly reduced as a direct result of the agencies working together with a common goal of tackling the root causes of anti-social behaviour. Enforcement has been effectively used as a tool for targeting individuals to direct them away from criminal activity. The BHCC provided the services of a solicitor to assist with civil ASBO applications and a team of dedicated ASB caseworkers continue to work in the area to address any new or reoccurring issues. A dedicated youth worker assisted with diversionary activities and a football team was set up, which has been highly successful and reduced ASB through a contract procedure.

Throughout 2006, up to 40 youths were gathering on a daily basis at one location, causing ASB and making the lives of the local residents unbearable. The NST, along with wider NPT colleagues, are continuing to monitor the area. Today Pankhurst Avenue remains devoid of large groups of youths, with no associated violent crime occurring there in 2007. Residents of Pankhurst Avenue have been formally recognised and were recently nominated for the regional 'Taking a Stand Award' for their efforts. Although they were not successful in getting an Award, the team were proud to reach the final short-listing stage.

Concluding Remarks

The structure that has been established and that has been highly successful, is now being used to tackle the most persistent and prolific youths across Brighton and Hove, particularly relating to homophobic and racist attacks. By using the joint-working model from this operation, it is anticipated that youths that prolifically commit crimes, will engage with youth services and the CST, and reduce their want to offend.

The problem solving and partnership activity that has taken place on the Pankhurst Estate has demonstrated that working together in this way, and ensuring the local community are involved throughout the process, delivers real results in reduced crime and disorder and improved community safety. The benefits of engaging hard to reach groups (in this case the young people themselves and residents who otherwise may not have come forward to report problems) are clear; real reductions in youth disorder and an improving quality of life. Satisfaction with the performance of the agencies involved has also risen.

Appendix 1

Problem Solving Matrix

WHAT type of vehicle crime is occurring?	THE PROBLEM	WHO are the offenders?
WHO or WHAT is the victim?	WHERE is it occurring?	When is it occurring?
HOW are they doing it?	How often?	What is the impact?

Section 4: Endorsement by Senior Representative

Please insert letter from endorsing representative:

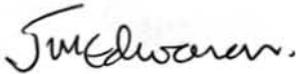
Dear Panel Members,

Tilley Award 2006: Sussex Police - Youth Disorder on the Pankhurst Estate, Brighton

I fully endorse this application for the 2007 Tilley Award competition. The material facts in the application are accurate and it meets the criteria for the award.

This piece of work is an excellent example of neighbourhood policing working in practice, and making a real difference to the quality of life for people in Brighton, both young and old. Using problem solving techniques and working in partnership with a number of agencies a raft of measures have been introduced to successfully tackle youth disorder and improve the quality of life for all those who live on the Pankhurst Estate.

Yours sincerely



Joe Edwards
Chief Constable

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.