



# 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. Operation Athlete
2. Youth Disorder and Underage Drinking

#### Author contact details

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#### Secondary project contact details

8. Name of secondary contact involved in the project: **Kylie Lewington Anti-Social Behaviour Analyst**
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#### Endorsing representative contact details

11. Name of endorsing senior representative from lead organisation: **Chief Superintendent Paul Pearce**
12. Endorsing representative's email address: **paul.pearce@sussex.pnn.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 South East**

**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:**

Anti-social behaviour (ASB) by large groups of youths in parks and residential areas has long been a concern for residents in the East Brighton District. This concern has been evidenced by the large volume of complaints to Sussex Police over the past few years reporting the activities of such groups. Reports range from nuisance and noise complaints to acts of criminal damage, assaults and intimidation. These youths, usually aged 13-18 years, are often in possession of alcohol and this is a major contributory factor in their ASB.

**Analysis:**

Complaints to police about youth related ASB were most common on a Friday evening, between 1700 and 2300 hours. The disorder tended to be occurring in parks and residential areas at a time when police resources were often concentrated elsewhere in the City. This was evidenced by calls to police about the problems and was a recurring theme at local community meetings. The youths involved were generally local to the areas where problems were caused.

**Response:**

Operation Athlete was first introduced in 2003 to create capacity at key targeted times to ensure early positive interventions with young people to reduce reports of ASB. Over the past 5 years, due to continuous review and assessment of it's impact, Operation Athlete has developed to tackle a wide range of issues associated with this problem including alcohol supply, provision of youth activities and facilities, education, support and enforcement. In doing so, it has drawn on the support, experience and resources of other agencies and the Community as a whole.

**Assessment:**

The Operation has been subjected to continuous assessment over the past 5 years and has evolved in response to this. In 3 years there has been a 50% reduction in reports of youth disorder and a 15% reduction in criminal damage and public place violent crime at the key times identified. These figures contrast sharply with National trends. There has also been an increase in public reassurance which has been evident at Community meetings, through surveys and through the 40% reduction of alcohol on the streets. In addition to these core results, Operation Athlete has also contributed largely to the establishment and policing of Dispersal Orders, Acceptable Behaviour Contracts (ABCs) and ASBOs. As a direct result of Operation Athlete, 350 joint agency visits have been carried out at the homes of youths caught drinking in the street, 24 ABCs established and 5 ASBOs evidenced.

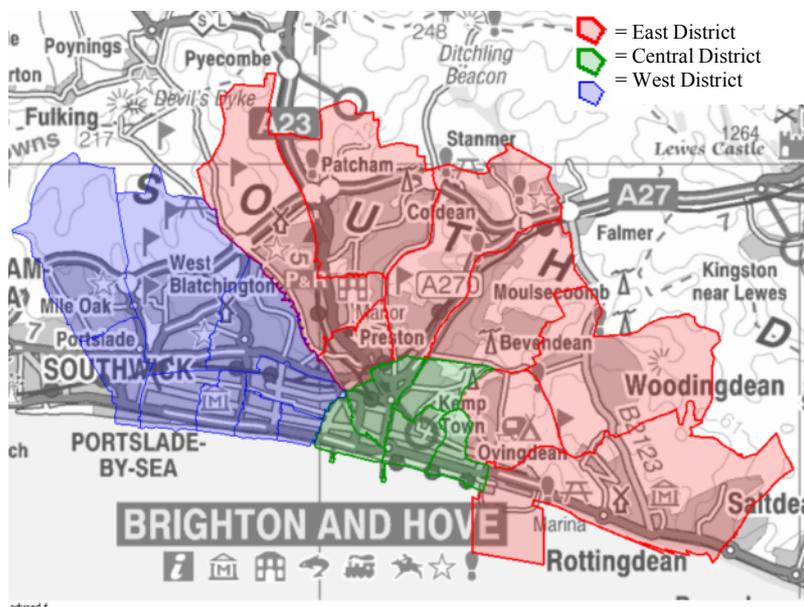
**State number of words: 400**

**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:**

Operation Athlete was established in June 2003 in response to the numerous complaints received from residents in the East Brighton area who were continuously experiencing incidents of anti-social behaviour committed by young people in the neighbourhoods. Much of this behaviour was relatively low-level and a police response would often be slow due to other priority calls and demands on police resources at such times. The neighbourhoods at the outer extremes of the East District area particularly suffered from a lack of police presence as officers were drawn into the City Centre areas. This led to a loss of confidence in the police by residents who saw their calls go unanswered. It also meant that minor incidents could escalate into more serious ones as the behaviour on the streets went unchecked for long periods. Operation Athlete was set up to provide additional police resources at key times to reduce incidents of anti-social behaviour and other associated offences. The East District of Brighton is a large geographical area (21 square miles) within the Brighton & Hove policing Division. There are two other Districts within this Division – West and Central. The East and West Districts are primarily residential areas, conversely, Central District is a very densely populated commercial area.

Map 1- Brighton & Hove Division by District



Whilst the kinds of ASB reported in 2003 were relatively low level, it became clear as time went on that alcohol was playing a larger part in youth disorder and that ASB was becoming more noticeable and more impactful on neighbourhoods. Criminal damage, PPVC and calls from the public about youth disorder were rising as a consequence. Publicity around such behaviour continued to grow at both a local and national level, affecting public confidence and communities were looking more and more towards the police to address the problems they witnessed on a regular basis. In 2003/4, officers assigned to Op Athlete would patrol the areas identified as being affected by youth disorder, intervene with groups of young people and seize alcohol. The details of each youth were submitted by the officer and a letter was subsequently sent to the parents/guardians to inform them of why their child had been stopped by police.

In 2005 it became clear that this police enforcement, although vital, was not addressing the problems effectively on its own. The number of youths in possession of alcohol congregating on the streets was increasing as was the rise in calls to police about ASB. Operation Athlete needed to develop in order to address the complex factors involved. The enforcement side of the Operation needed to become stronger and with it, factors such as youth engagement and diversion, reducing the availability of alcohol to young people, providing support to young people and their families, education and publicity of the problems faced, were all needed to compliment this work. The regular review and assessment of the operational response has seen the model evolve into what it is today.

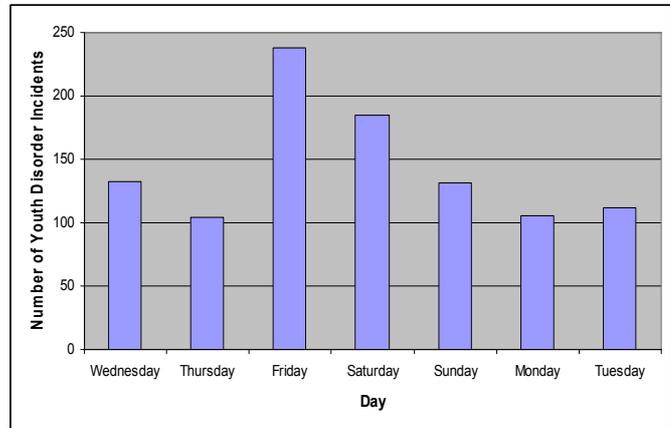
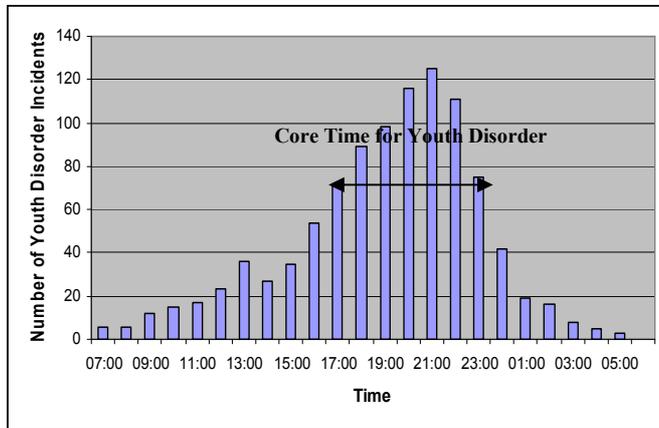
## Analysis:

Regular analysis of youth disorder incidents in 2005 evidenced a rise in youth disorder across the Division of Brighton and Hove. A search of anti-social behaviour (ASB) incidents on the Division revealed that there were a total of 8,052 reports of Social Disorder or "rowdy nuisance behaviour" in Brighton and Hove between 1<sup>st</sup> April 2005 to 30<sup>th</sup> September 2005 and out of these 8,052 incidents, 2,412 constituted reports of youth disorder with key words such as "kids", "teenagers" or "youths" in the text; therefore, youth disorder accounted for approximately 30% of all social disorder incidents reported on Brighton and Hove Division in this timeframe.

**What:** Analysis of youth disorder incidents revealed that Central District accounted for 32% of all calls relating to youth disorder (768 incidents), West District accounted for 26% (635 incidents) with East District accounting for 42% of all youth disorder calls recorded on the Division (1009 incidents). East District was obviously accounting for a large proportion of Youth Disorder serials therefore as a response to this, further analysis was undertaken in order to establish what was behind this.

**When on East District:** In line with the rest of the Division, time analysis revealed that the core time for youth disorder on East District was between 17:00 and 23:00hrs, with the peak day being Friday furthermore, 203 of the 1009 youth disorder complaints recorded on East District- 30% of all calls, were reported during this core time.

Graph 1: Temporal Analysis of reports of Youth Disorder, East District 1<sup>st</sup> April 05 to 30<sup>th</sup> September 05



**What on East District:** In September 2005, the number of youth disorder incidents reported on East District on Friday evenings reached a peak of 63 incidents; an increase of 57.5% month on month (+23 incidents). In contrast, the number of youth disorder incidents recorded on the District at all other times (i.e. not on a Friday evening) had actually fallen by 9.3% month on month (-11 incidents). Further analysis of youth disorder incidents in September and October also revealed an emerging hotspot for youth disorder on the District.

In addition to these calls to Police from the public, police officers also noticed a considerable growth in the number of large groups congregating with several of these groups often numbering in excess of 50-60 youths. The ASB team were also recording an increasing number of complaints in relation to ASB in this vicinity.

**Who:** Data from stop checks undertaken by Officers in the first 18 months of Operation Athlete demonstrated that the youths who were being stopped generally lived in or close to the neighbourhood they frequented and attended local schools. They were aged between 13 to 18 years and further analysis revealed that around 90% of the forms completed by Operation Athlete Officers, were alcohol related.

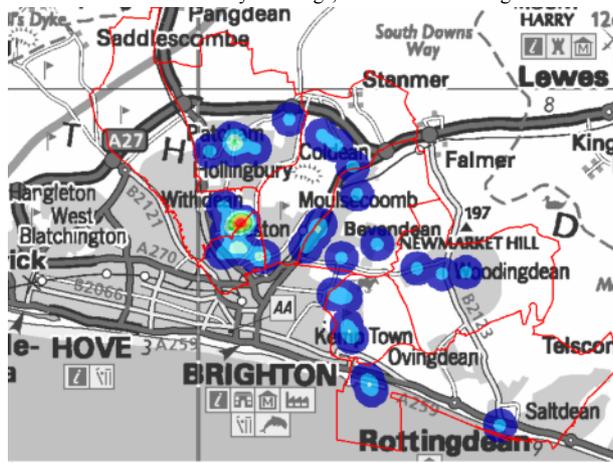
**Where on East District:** Analysis of youth disorder incidents revealed an emerging hotspot which was located in the Preston Park area of Brighton (See Map 2). This area is constituted of predominantly housing and is also home to the City's largest park and a huge schools' campus, which accommodates two infant/junior schools, two secondary schools and two colleges.

This area was becoming increasingly difficult to police as a large proportion of the City's young people were congregating in this area on a Friday evening. Feedback from the local residents suggested that they were progressively more suffering from ASB in the Preston Park area and damage associated with large groups of intoxicated youths gathering in the area.

**Why on East District:** In November 2005 the Police Officers leading Operation Athlete Officers attended a youth

conference in Brighton in order to gain an insight into some of the issues young people were facing and why congregating and drinking in public was so commonplace. One of the keys issues found was that there was a lack of youth provision in the area, peer pressure and high levels of group cohesion which were diminishing personal responsibility and resulting in large groups of youths committing ASB.

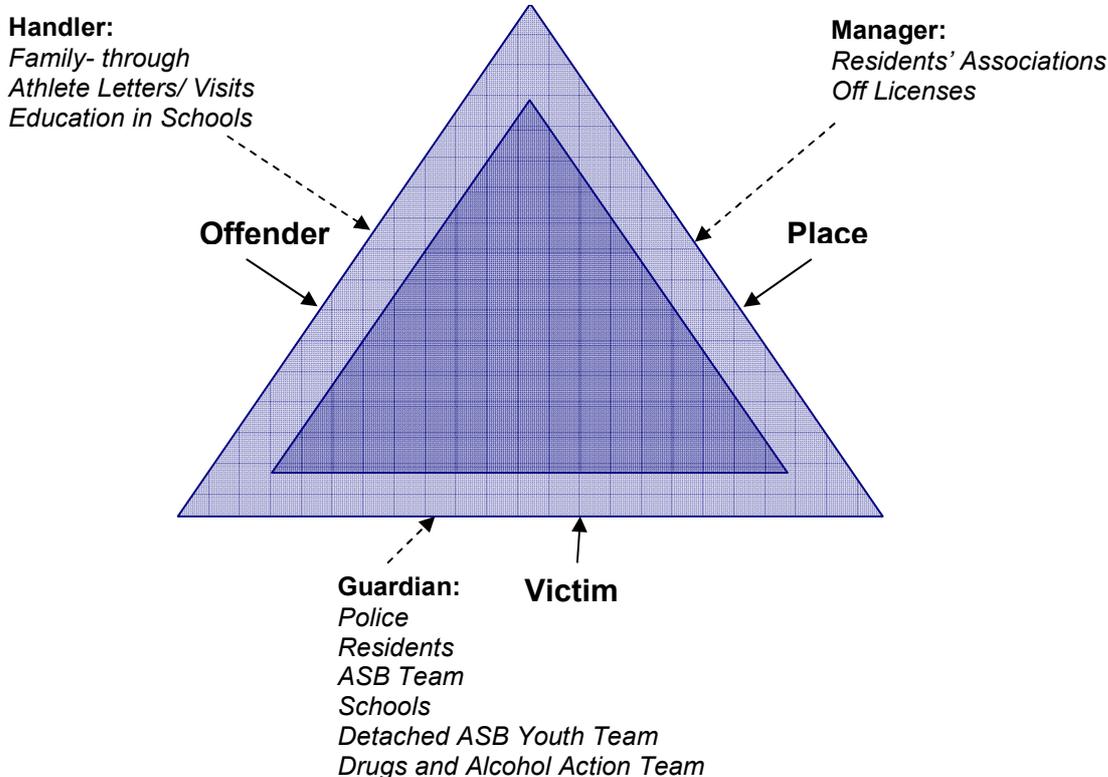
Map 2- Density Hotspot of Youth Disorder Incidents on Friday Evenings, East District of Brighton & Hove, 1<sup>st</sup> September to 31<sup>st</sup> October 2005



Home Office Matrix letters were delivered by the police to the areas where ASB was most reported in order to verify exactly what incidents were occurring, when, where, how and by who. 41 were returned and these responses enabled police to build up a picture of exactly what effect the ASB was having on local residents. The schools themselves also became victims of ASB with acts of criminal damage costing them £1000's in repairs. Police resources were being drained in dealing with the disorder caused and local residents' confidence in the police service was low.

**Problem Analysis Triangle:** To inform the analysis of the emerging Youth Disorder problem in East Brighton and in order to develop a comprehensive response, a Problem Analysis Triangle was developed. This tool was utilised to identify key partnership agencies who were key to the success of any response.

Figure 1: Problem Analysis Triangle of Youth Disorder on East District, Brighton & Hove



In terms of the Offender, the parents/guardians, the schools of the youths who were causing the problems and the

youth's friends and peers were in the best position to control the youth's actions.

The Guardians (whose presence would discourage a crime from taking place) of the Victim were the residents themselves, Police Officers, schools, the Anti-Social Behaviour Team; who could provide supportive/ enforcement interventions to prevent Youth Disorder and Youth Services/ Facilities.

This exercise also suggested that the "Managers" of this area- those responsible for controlling the behaviour in this locality were off licenses (as increasingly the problem youths appeared to be under the influence of alcohol) as well as residents' associations.

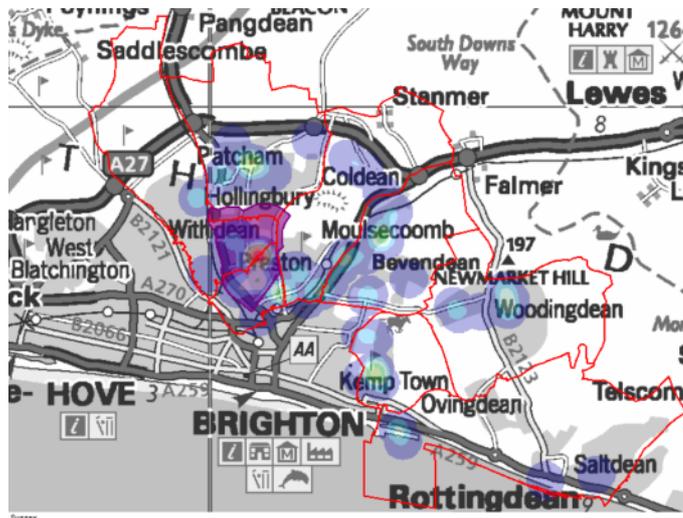
The results of this analysis together with the results of Police incident analysis, details of youths stopped on Operation Athlete, community intelligence, crime analysis and information from the ASB Team led to the formation of a partnership response to tackle youth disorder on a Friday evening on the East District of Brighton.

## **Response:**

The analysis identified a myriad of problems which needed to be addressed, both long term – in reducing incidents of youth disorder across the District – and short term – in dealing with the hot-spot location around Preston Park. The response required can be separated into five key areas; Enforcement, Alcohol, Education, Community Engagement and Diversionary Activities.

**Enforcement** – In the short term, a Dispersal Order was put in place in the Preston Park area to provide a degree of reassurance to the local residents. The ability for police officers to be able to force these large groups to move from the area was vital in tackling the problems. A Dispersal Order used in isolation may only move the problem elsewhere, so it was important that this was just one element of a package of measures designed to address the issues. The Dispersal Order ran from 31/10/05 to 30/04/07, to enable the other measures that were implemented to take effect. The overtime budget for the District was top sliced to ensure that an additional four officers were available on Friday evenings to supplement police resources.

Map 3- Map of Dispersal Order, East District of Brighton & Hove



It was recognised that a more structured approach was needed to deal with the young people that police officers were regularly intervening with. A partnership response between the police and the City's ASB Team was required so that information could be shared and a graduated response to a youth ASB developed; providing support and/or enforcement where needed. Whereas the previous approach addressed a youth's behaviour on the streets there and then, a long-term solution was required where the police and ASB Team could seek to change attitudes and behaviour. It was at this point that Operation Athlete evolved from being a purely police led initiative to one that drew on the skills and experience of the ASB Team. Firstly, the Youth Intervention Form was redesigned so that all the relevant information was captured about the child and the behaviour which had led to the intervention. This information was shared between the two agencies and a joint letter sent out to the parents/guardians of the youth explaining why the young person had been stopped and the concerns with regards to ASB and the welfare of the child. This letter includes an advisory leaflet from the Portman Group entitled "A Guide For Parents". With the progressive success of Operation Athlete reducing the large number of youths with alcohol on the streets, it has been possible to take an even more proactive stance in dealing with under-age drinkers. From May 2007, police officers have directly spoken to parents and/or taken the young person home **at the time** of the intervention, thus removing that young person from public areas and personally handing the letter to parents.

Where a youth is stopped for a second time, then a joint agency visit is subsequently made to the home address to speak with the child and their parents together. This visit outlines joint agency concerns, assesses whether there are any family support needs which require assistance and to warn about the consequences of future behaviour- setting up an Acceptable Behaviour Contract (ABC) where appropriate. With the behaviour of a young person monitored through the ABC and Operation Athlete patrols, it then became far easier to target the work of the ASB Team towards those individuals who needed it most and to escalate the response to ASBO stage if required.

**Alcohol** - The analysis revealed that alcohol was prevalent amongst the young people with local off-licences being the main source. Intelligence gained by officers engaged on Operation Athlete provided a strong indication as to which premises were supplying to under-aged youths. This intelligence came in the form of information from the youths themselves, identifying shops through price labels and carrier bags and through reports from concerned residents and

traders. A multi-agency approach was taken to address this problem and Officers linked in with Trading Standards and Brighton's Police Licensing Unit to target those off licences which were suspected of selling to under age persons. Test Purchase operations were carried out and this resulted in a 33% failure rate, including four failures by an Off Licence within the hot-spot in Preston Park. This store was taken to Review and received a three month suspension of their licence. A similar fate befell another off licence elsewhere on the District. During this time, both premises undertook staff training and implemented new policies to safeguard against reoccurrences. The resulting publicity raised awareness of the issues around proxy purchasing to the Community and ensured that other off licences in the area remained vigilant about who they were selling alcohol to. Further to this, Operation Athlete has worked with the Drug and Alcohol Action Team to produce leaflets entitled "Buying Alcohol For a Child – Won't Do Any Harm. Will it?" which outlines the law in relation buying alcohol, the penalties involved and the effect alcohol has on young people in terms of health, their education and crime. These leaflets are distributed inside and outside of Off Licences at key times to educate customers who may be attending on behalf of a young person.

**Community Engagement** –There was no community forum in place in the Preston Park area, so as well as encouraging people to report incidents, it was important to establish an engaging community infrastructure to sit alongside Operation Athlete to avoid the problems returning. A Local Action Team (LAT) was set up in February 2006 as a partnership initiative so that members of the Community could directly address the issues which affected them the most. It comprises of local residents, Councillors, traders, schools representatives, the police, youth leaders and other relevant stakeholders and is a vital vehicle for police and the Community to communicate effectively. It became a Constituted group in February 2007 and now has a resident Chair, Secretary and Treasurers and over 100 members. Similar LATs are now in place in every Neighbourhood on the District.

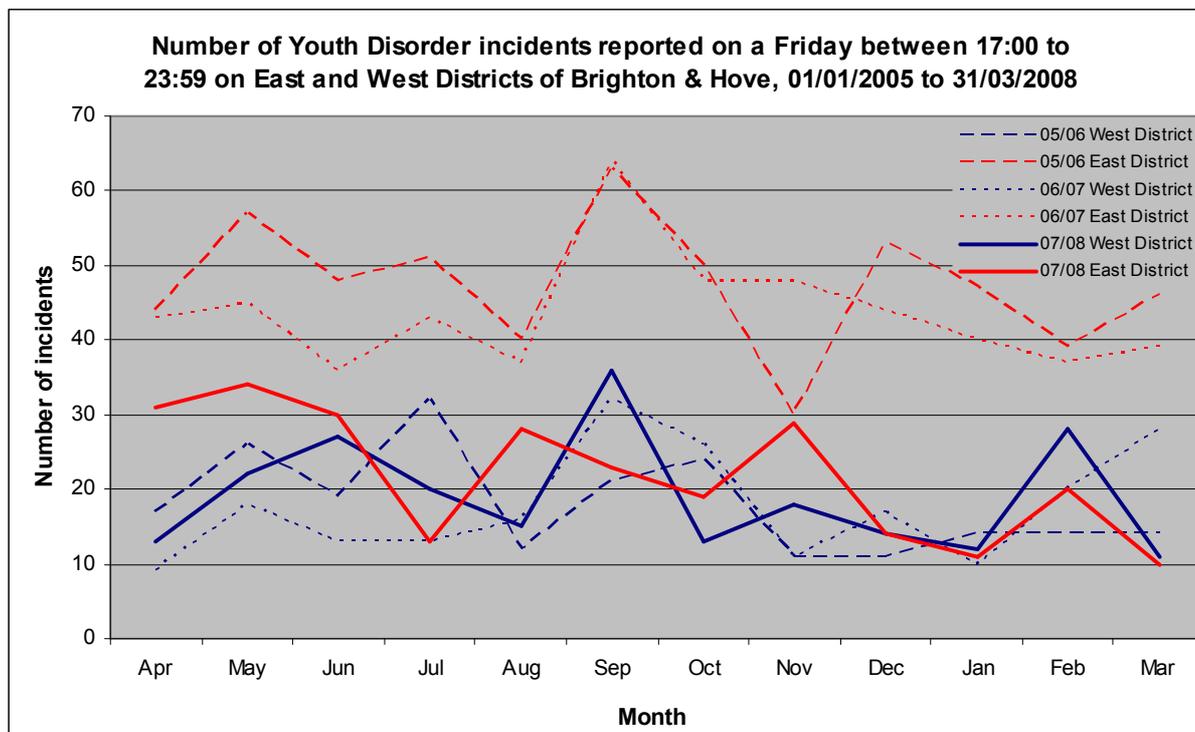
**Education** - As part of the response to this problem, educating people about what was happening in the area and the multi-agency reaction through Operation Athlete was crucial in it's success. This feedback encouraged the support of the community and parents who as Guardians, also reduced the problems of Youth Disorder in the area. Through the leaflets already mentioned, police and the ASB Team were directly educating parents about the health risks their children faced through drinking however other means of conveying this message were also identified. Police Officers attended the local schools to address pupils in assemblies and the local and national media were used as a forum to convey what Operation Athlete was trying to achieve. Such media sources included articles in local independent "directory" publications, web-sites, the Sussex-wide Argus newspaper, features on BBC Radio One, ITV and in the Sunday Times and Police Review. In addition to the general publicity that Operation Athlete was able to generate, there was a single common theme from the analysis we had conducted that we wanted to address. The fact that many parents were unaware of what their child was up to during an evening away from their care was seen as a crucial knowledge gap to fill and the Operation Athlete team put together a leaflet entitled "Do You Know Where Your Children Are?". With the support of The Argus - which enabled us to distribute the leaflet City wide and have a double page centre spread to publicise it – the leaflet explained the issues we faced around young people drinking alcohol and associated ASB. Importantly, it also gave guidance to parents around finding out where their child was going for the evening, checking the arrangements to ensure that the child was telling the truth, how to safeguard against their child obtaining alcohol and encouraging the reporting of crime and ASB where young people themselves are victims. Since the initial launch on 10<sup>th</sup> April 2006, the leaflet continues to be distributed to parents of those youths who come to notice on Operation Athlete.

**Diversions Activities** – Youth activities were set up across the District to run on a Friday evening in order to give young people a meaningful alternative to hanging around on the streets. Two youth clubs were established by Local Action Teams with police support and monies from the Police Property Fund. In addition, Operation Athlete officers work with the Active For Life project and Brighton and Hove Albion football club to provide football training for young people on a Friday evening, targeting those who we know would otherwise engage in ASB. Athlete officers facilitate the youths attending the sessions and obtained funding for a kit with the message "Respect Your Neighbourhood". Also, the information gathered by Athlete patrols and the ASB Team, as to where young people are gathering is shared with the City's Youth Service to enable them to target their outreach and Detached Youth projects effectively.

**Assessment:**

In order to evaluate the overall effectiveness of Operation Athlete on East District this paper will not only compare figures on the District year on year, but also to compare data to a similar baseline. The West District of Brighton and Hove is geographically and demographically similar to East District therefore this paper will refer to statistics from both of these Districts, with West District being considered as the baseline measure.

**Incident Data:** The graph below illustrates the number of reported incidents recorded on the East and West Districts on Brighton and Hove on a Friday evening between 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2008.



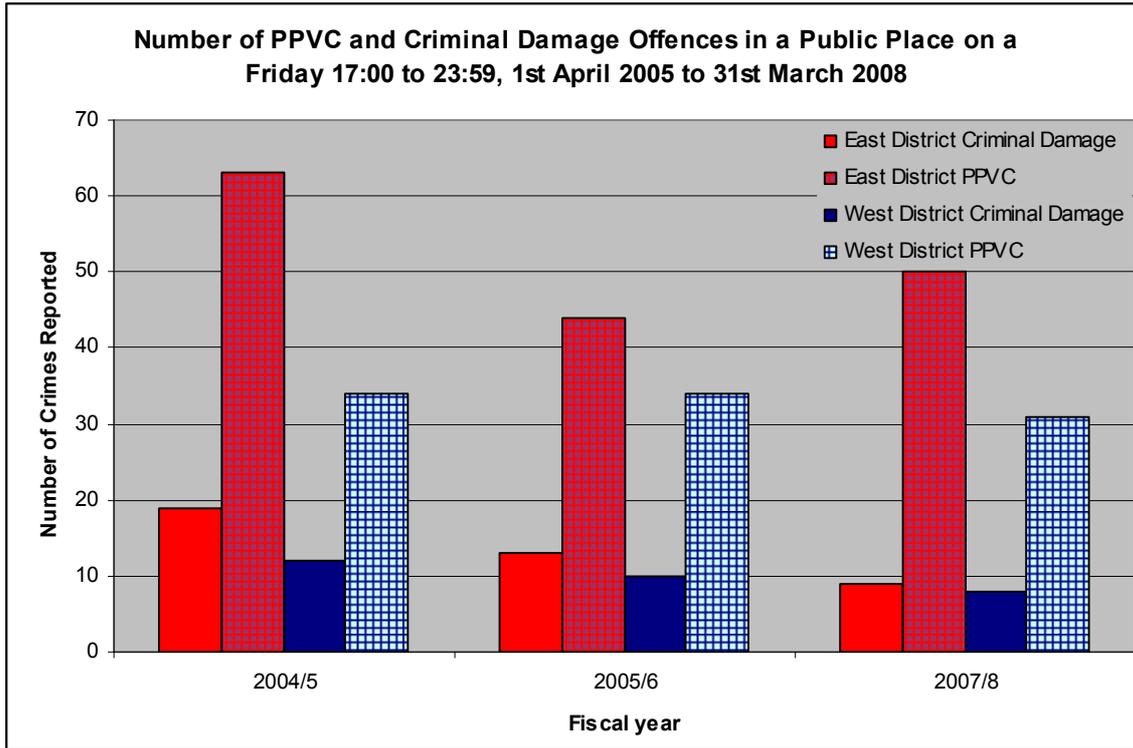
In 2006/7 East District recorded a total of 1904 incidents of youth disorder. This was a slight increase compared to the equivalent previous year (+6.25%; 112 incidents) conversely, less incidents were being recorded on a Friday night during the working hours of Operation Athlete (-7.7% year on year; 524 incidents). In addition to this, when evaluating how this compares to West District, the number of youth disorder incidents recorded in 2006/7 compared to 2005/6 increased by 28% (318 incidents) year-on-year whereas incidents recorded on a Friday evening only slightly decreased (-0.9%; 2 incidents) inferring that Operation Athlete had been successful in reducing reports of youth disorder on the District during this timeframe.

In 2007/8 East District recorded 1616 reports of youth disorder, 262 of those were recorded between 17:00 to 23:59 on a Friday. This equates to a 50% decrease in the number of calls recorded on a Friday evening compared to the previous year and a 54% fall (-306 incidents) in the number of youth disorder incidents recorded on East District on a Friday evening in 2007/8 when compared to the same period two years previously (2005/6).

In contrast, the number of youth disorder incidents originating from West District increased by 4.6% in 2007/8 when compared to 2006/7 (+67 incidents) with the number of youth related incidents recorded on a Friday night increasing by 7.5% year-on-year (+13 incidents); this equates to an increase of 6.5% (+14 incidents) in 2007/8 compared to 2005/6. In summary, the incident data would suggest that Operation Athlete on East District have significantly reduced incidents of youth disorder on a Friday evening.

**Crime Data:** In addition to the reduction in youth disorder incidents, the number of Public Place Violent Crime (PPVC) and Criminal Damage in a Public Place offences recorded on the Division on a Friday evening; where the Suspect is ages 19 or under, also decreased during this period; 82 such offences were recorded on East District in 2005/6, however this fell to 57 offences in 2006/7 and remained at a similar level in 2007/8 with 59 reported offences; this equates to a 28% decrease (-23 crimes) in the number of crime reports on East District in 2007/8 when compared to the equivalent timeframe two years previously. In comparing this to the baseline measure, West District recorded 46 such crimes on Friday evenings in 2004/5, 44 in 2005/6 and 39 in 2007/8; a reduction of -15% (-7 crimes) in 2007/8

compared to 2004/5. (see graph below).



**Resident's Feedback- Interview Data:** To assess the impact of Operation Athlete on the residents living throughout East Brighton, a number of semi-structured telephone interviews were conducted. Eight interviews were conducted with one resident originating from each of the eight beats on the District. Each of those surveyed had called Police at least two times in the previous three years in relation to Youth Disorder. The results were analysed with the following key findings/ themes:

- In the majority of cases, the interviewee had called Police after they had experienced ongoing problems with the same group of youths.
- Historically, Police did not respond quickly to youth disorder calls with particular problems over the weekends however (more recently) *"I've seen a lot more police driving around"*, *"the help from the police officers is positive- they came out and want to help"*, *"the dispersal order was great and there has been no real disturbance since."*
- Residents acknowledge that the area has experienced problems with Youth Disorder over the last few years with the majority of respondents suggesting that *"it seems to be improving"*.
- Levels of crime on the District are good and with residents suggesting that they hadn't been a victim of crime or didn't know anyone who lived in the area, that had been. *"It (crime) has drastically improved from a feeling that the police were not able to respond or dealing with an incident, to a feeling that they will."*
- Most residents commented that in there has been a noticeable *"increase in Police presence on a Friday evening"*.
- Seven of the eight residents were aware of neighbourhood meetings or Local Action Teams (LAT's) in their area and knew where to raise any problems that they may be experiencing in their neighbourhood.

**Support/ Enforcement Outcomes:** Over 2000 Youth Intervention Forms have been completed by Operation Athlete Officers since April 2005. Consequently, the ASB Team have carried out over 350 joint home visits in conjunction with Operation Athlete since this date and as a result of the multi-agency approach to tackling Youth Disorder on the District, 24 ABC's have been issued, 13 ASBO Warning Letters and a further 5 enforcement actions have been taken against persistent perpetrators of Youth Disorder on the District (ASBO'S), identified and evidenced through intelligence gained on Operation Athlete. Alcohol seizures have reduced, by 40% year on year on the East District (1292 seizures in 2007/08 compared to 2167 in 2006/07).

**Conclusion:**

The incident, crime and qualitative data would suggest that Operation Athlete has had a positive effect in reducing youth related ASB on a Friday evening on the East District of Brighton. The corresponding data from West District would suggest that the enforcement side of Operation Athlete has prevented displacement to different areas, as West District has not seen an increase in Youth Disorder in the corresponding time period.

Sustainability has been assured through the commitment of the ASB Team to the Operation. In addition to this, the reduction in youths on the streets along with the use of Neighbourhood Policing officers and the increase in PCSO establishment has meant that maintaining our enforcement approach has been possible without the reliance on overtime.

Prior to the development of Operation Athlete, the key issues were tackled by each agency in isolation. Operation Athlete has pulled these agencies together, to provide a coordinated and effective response to address youth disorder.

**State number of words used: 3999.**

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

**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.