



# Home Office

## Crime Reduction & Community Safety Group

### Tilley Awards 2009 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 [tilleyawards09@homeoffice.gsi.gov.uk](mailto:tilleyawards09@homeoffice.gsi.gov.uk).

All electronic entries must be received by 23:59 on **Thursday 30<sup>th</sup> April 2009**. No entries will be accepted after the 30<sup>th</sup> April. Receipt for the additional two hard copies is extended to the 5<sup>th</sup> May due to variance in postal delivery.

Any queries on the application process should be directed to Alex Birtwistle on 0207 035 4811.

### Section A: Application basics

1. Title of the project: **Glebe Farm: Tackling Anti-Social Behaviour**

2. Award category:

**National**

or

Violence Against Women

3. Key problem that the project is addressing *e.g. preventing theft of satnavs from city centre multi-story car park*: **Tackling anti-social behaviour on the Glebe Farm Estate in Birmingham**

4. Category of entry (please select which priority element the project addresses from the list on the Effective Practice Database – **Anti-Social Behaviour**

[www.crimereduction.homeoffice.gov.uk/effectivepracticedatabase/](http://www.crimereduction.homeoffice.gov.uk/effectivepracticedatabase/)) *e.g. Theft from vehicle*

### Author contact details

5. Name of application author: **Caroline Davis**

6. Name of organisation submitting the application: **Safer Birmingham Partnership**

7. Full postal address: **9<sup>th</sup> Floor, 1 Victoria Square, Hill Street, Birmingham, B1 1BD**

8. Email address: [caz.davis@birmingham.gov.uk](mailto:caz.davis@birmingham.gov.uk)

9. Telephone number: **0121 464 8647**

**Partnership agency lead contact details**

10. Name of secondary contact from the lead partnership agency contributing to the project:  
**Daniel Gibbin**

11. Name of partnership organisation: **Safer Birmingham Partnership**

12. Secondary contact email address: [daniel.gibbin@birmingham.gov.uk](mailto:daniel.gibbin@birmingham.gov.uk)

13. Secondary contact telephone number: **0121 675 4659**

**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:**

The Glebe Farm Estate is a particularly deprived locality of Birmingham, located within the Hodge Hill ward. It is a priority neighbourhood for the Safer Birmingham Partnership and has been suffering with concentrated, high and persistent episodes of anti-social behaviour by local young people. The area was lacking in facilities and community engagement and satisfaction was low.

**Analysis:**

The main issues with this crime revolved around offenders and their unacceptable behaviour, causing what the local papers reported as a 'reign of terror' on the local community residents and businesses.

**Response:**

- Increased police resources in to the area
- Section 30 Anti-Social Behaviour Act 2003 (Dispersal Order) covering the hotspot anti-social areas
- Prevent and deter outreach youth project including family contact with potential offenders and targeting of known gang nominals.
- Additional drug diversionary activities and drug strategy manager
- Granting of seven Anti-social behaviour orders (exclusion area identified map) and identification of Acceptable Behaviour Contracts tied in with notices to move parents of problem youths.
- Investment in community Centre

**Assessment:**

The crucial factor in this success has been that the diversionary activity ran alongside enforcement through ASBO process.

From the analysis conducted by West Midlands Police, the ASB exclusion zone has recorded far greater reductions than Birmingham as a whole and inferred from this that the successful application for seven orders has negated a seasonal increase in anti-social behaviour and that the behaviour has not been displaced to surrounding areas.

This could only have been achieved with the complementary diversionary activities and engagement with local residents.

**State number of words: 260**

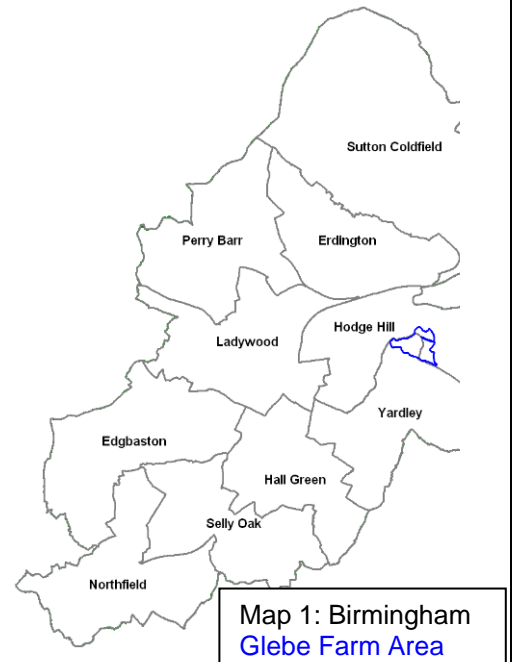
**Section C: Description of project** - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover.

**Scanning:**

Birmingham has a population of approximately 1 million and is the largest local authority in Europe. Due to its size, the organising of crime and disorder reduction across the city and partners is further devolved into Police Operational Command Units (OCUs) and Local Delivery Groups / Constituencies (Hodge Hill). It was recognised by the local Neighbourhood Officers, from Operational Command Unit D3 of West Midlands Police, and West Midlands Police intelligence, that the the area of Glebe farm was the **number one hotspot for crime and ASB** for the whole of the D3 West Midlands Police OCU.

The Glebe Farm Estate is a particularly deprived locality of Birmingham, located within the Hodge Hill ward:

- For some years, the area has been blighted by a lack of social and environmental investment that has resulted in deep seated problems of youth disaffection.
- It is a **priority neighbourhood** within the working neighbourhoods programme, meaning it is within the top 5% of most deprived in the country and was therefore also a priority for the Safer Birmingham Partnership
- The area has been suffering with concentrated, high and persistent episodes of **anti-social behaviour** by local young people.



The youths causing the problems were referring to themselves as the 'GYP' or 'Glebe Youth Posse', contributing to a gang culture that wanted 'ownership of the area':

- When members of the gang signed their police encounter forms, they would do so with the initials GYP.
- The area was blighted by the gang's graffiti tagging.
- The gang operated with a tier system, with around 80 boys and girls aged from anything between 11 to 25 years descending on local shopping and recreation areas.

The local shopping area on Glebe Farm Road consists of a post office, bookmakers, super market, takeaway food units and a few other amenities. The area was acting as a magnet for ASB including abuse and acts of violence to staff, customers and local residents. Youths would forcefully block doorways- verbally abusing members of the community and threatening violence. This tension has sometimes escalated into more serious issues such as assault.

There have also been some problems with high numbers of violent acts directed towards Police Officers when, according to the National Police Intelligence model, extra resources were diverted to the area. There was an aim for more robust policing and proactive stop and search arrangements- but this did not result in the calming effect that had been hoped for. A further handful of specialist public order police officers were allocated to the area and these too were assaulted by young people.

There was also noted to be the use of **controlled substances** and incidences of **alcohol misuse** within the shopping area, on full view for adults and children alike. This problem was obviously a significant concern to the community and residents **quality of life** was severley impacted upon. People didn't feel safe in their own neighbourhood.

Frequent phone calls to the emergency services about gang related violence and criminal damage were being made, despite many people living in fear of the repercussions should they be identified as passing the information on / reporting to the Police. Even housing officers were afraid of the youths in the area. As threats were made to any one that stood up.

Local councillors were receiving complaints and the issue was raised at Safer Estates on an individual basis. In hindsight, it can be seen that the depth and breadth of the nature of the problem wasn't initially understood, nor just how much damage was been done to the community- several businesses closing down to due to loosing their profits from customers being too afraid to shop there, is an example of one of the knock on effects.

Another issue was that relating to arson, additional to the anti-social behaviour that congregated around the shops; the area in question is bordered by an area of parkland accessed via Glebe Farm road. This particular locality has, in the past also been problematic, as it has suffered not only the dumping of stolen vehicles but stolen vehicles being driven indiscriminately round the parkland. West Midlands Fire Service (WMFS) also expressed concern regarding the high incidence of vehicle arsons occurring therefore it was believed that any intervention made in this area may also help with this situation.

The parkland area where this arson and joy riding took place, had no facilities- the community centre was lacking in investment and also included a bar area which restricted the entry of under 18's at certain times. There were no Connexions or Job Centres close by and the people living there were in danger of slipping through the system with a proportion of the local young people already engaged in the youth justice system. It was also recognised there was very little in the way of any youth engagement available at that time

This scanning fed into informing the higher level strategy for the City and the matter was passed on to Birmingham tasking and Co-ordination Group. A partnership approach was needed as this was something that the police could not tackle in isolation.

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### **Analysis:**

From the OCU analysis, the area was made a priority for the D3 Policing teams and a special project created for a seconded police officer at Birmingham Anti-Social Behaviour Unit (BASBU).

Intelligence was analysed from the OCU and SBP tactical assessments and from complaints forwarded from local community residents and businesses. It was known that the area was a mix of both local authority social housing and owner occupier in nature.

It was decided there would need to be a three pronged approach focusing on offenders, victims and the environment:

### **Environment:**

Much of the qualitative information collected by local officers pointed to a culture of fear and intimidation caused by the individual perpetrators and those recognised to be the ring leaders of the 'Glebe Youth Posse'. Therefore the priority objective was to:

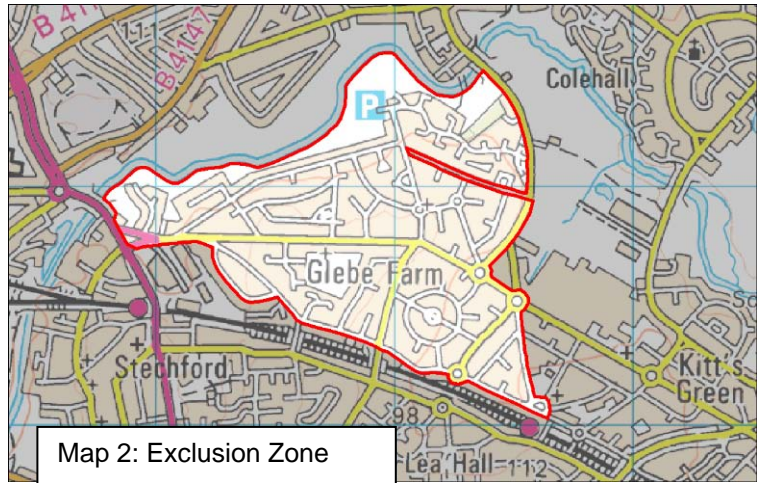
- Disperse of the youths causing the anti-social behaviour.
- Reduce nuisance for the law-abiding citizens and customers of Glebe Farm.
- Do this without displacing the problem to other areas.

The locality of Glebe Farm Road had been made subject to section 60 Criminal Justice and Public Order Act 1994 Powers of Stop and Search and Section 30 of the ASB Act 2003. This dispersal act was prepared by members of West Midlands Police (WMP), however:

- There was a worry that whenever this authorisation expired, youths would threaten to 'reclaim' the land knowing that police powers were reduced.
- Residents identified the fact there are many small roads and places to hide around the area that when the police would leave the area the youths would be back within minutes.
- The gang members were of the attitude that the police could and would do 'nothing', therefore something extra to the dispersal order needed to be implemented to ensure there was an exit strategy when this expired.

### **Offenders.**

The Force Policing Plan and D3 Operational Command Unit's Strategic Assessment lists priorities including the managing of ASBO hotspots, disrupting criminal / anti social behaviour and monitoring anti-social behaviour patterns. Hotspot analysis showed the key areas were Glebe Farm Road premises such as the Butchers, Library, Chip Shop, Select & Save, Supermarket and the parkland. There was video evidence collected of such activities preventing customers' exit, causing criminal damage whilst the owners are barricaded within their own shop, powerless to act due to the presence of other youths.



The Neighbourhood Team Officer has considerable experience of the area and has been able to identify the integral members of the GYP as 12 individuals / ringleaders;

- Due to their sizable influence over other members of the gang and who perversely look up to them (Police Constables Witness Statement).
- Having dealt with them personally on a number of occasions and arrests.
- Speaking to members of the public who identified them as the ringleaders.
- One of the gang members was also interviewed for a documentary that was aired on television. Here he openly brags about reclaiming the land once the dispersal order runs out, exercising his opinion on the control the gang has over the area rather than the police.

Of those twelve there were 7 that were considered serious enough offenders for legal action. A schedule of allegations was drawn up from the various witness statements. As the dispersal order was finishing in May, the ASB orders were granted from 28<sup>th</sup> April 2008 until 6<sup>th</sup> October 2010. It was identified that the public would quickly lose faith in the police if they witness officers impotent to move on and deal with the offending groups of youths.

As part of the orders, the 7 identified individuals were banned from acting in a manner which causes or is likely to cause harassment, alarm or distress to any persons of another household in the City of Birmingham with any of the other 6 individuals listed with orders. The subjects are prevented from contacting the named persons of the retail establishments, associating with each other and entering the exclusion zones as shown in Map 2.

Other actions included the drawing up of Acceptable Behaviour Contracts for those where their actions weren't evidenced quite enough to take legal action at that stage. The youths identified with these, complemented by the several parents that were local authority housed and simultaneously to be served with Notices Seeking Possession, were quite quickly hit with the realisation that unless something begun to change their homes may be lost and the rest of the group will also have ASBO's.

Any intervention that concerned the locality or the offenders would need to be fed back to the victims to ensure they were properly kept up to date with activities. This would ensure the feedback loop was closed and that any programmes were not seen to be rewarding the young people for their apparent bad behaviour.

### **Victims**

Any potential witnesses would need to be prepared for the potential of intimidation. With this in mind the BASBU special project officer managed to have a contingency to move out a vulnerable witness to another location when inevitable harassment started. Although this is not common practice for the local authority, special circumstances were allowed in this case to support those taking a stand against ASB.

### **Response:**

As a police response alone was not working, from the outset, the local partnership had a clear strategic vision of the



necessity to make unambiguous statements to young people and families in the area concerning:

- diversion,
- enforcement
- Support for victims.

These separate roles and responsibilities were allocated to the three partner strands of 'ShardEnders' Youth Inclusion Programme , West Midlands Police and Victim Support respectively as part of an overall Community Safety strategy for the area.

Other interventions included:

- Appointment of a drugs strategy manager who worked to deliver further diversionary activity.
- Joint operations were also conducted with trading standards, targeting retail premises to ensure that they stopped selling alcohol to anybody underage or persistantly in trouble.
- ALCOA, a local aluminium manufacturer in nearby Lea Village, donated some annual funding to community safety to increase the monitoring of CCTV systems, with additional CCTV funding from the Safer Birmingham Partnership to allow redeployment of cameras to target hotspots... these mobile cameras with 360 degree rotation allowed observation of a recently constructed Multi-Use-Games-Area, that was part of some of the diversionary activities (see below).

### Environment

With the shortcomings of the dispersal orders and requirements of CPS clear, a report was made for the Crown Prosecution Service with background information of who the GYP were, what they had done and why this method of action with the dispersal orders and ASBO's were being taken. This meant anytime there was any form of breach this went on to the court file.

Other environmental improvements included:

- Upgrading to the church facilities (a permanent residence for community engagement activities sourced from the success of the earlier interventions-see below). This was done through community payback.
- Graffiti was cleaned off the local shopping area by the Neighbourhood team.
- Any individuals whose tags were spotted would lose the right to the diversionary activities and be arrested for criminal damage.
- The area also secured money for the environmental wardens.

Picture 1: Leaflet to residents

During October 2008, Birmingham Magistrates' Court granted anti-social behaviour orders (ASBOs) against the seven individuals pictured in this booklet.

If you see any of the individuals in this booklet breaking the terms of their ASBO then please contact West Midlands Police immediately. You can be safe in the knowledge that we will protect your privacy and that you're helping to make your area a safer place to live.

These ASBOs are proof that together residents, the Glebe Farm Neighbourhood Policing Team and Birmingham City Council are successfully putting a stop to a small minority in the community who persist in causing problems for law-abiding citizens.



If you see anyone in this booklet acting in an anti-social manner please call:

**WEST MIDLANDS POLICE**  
0845 113 5000

**CRIMESTOPPERS**  
0800 555 111

You can contact Crimestoppers anonymously.  
They are not interested in your name – just your information.



### Victim

There was the establishment of a neighbourhood management board, where residents are an integral part and walkabouts are conducted and also a neighbourhood tasking group to identify the problems that are most important to local residents and ensure a more consistent dialogue with residents- identify their needs and act upon them.

In mid-2007, the use of a "Prevent and Deter" bus was initially used to make clear Community Safety statements of the separate but complementary roles of engagement and enforcement strategies. Working with young people in the area and explaining the project both to young people **and local residents**. A further key part of this awareness raising exercise was to inform the local shopkeepers in the area of the project and to elicit their views of the ASB problems and pick out any visible vulnerabilities. Both of these exercises stimulated considerable community interest in the project reflecting a hope that something positive would come from it, although it was tempered with a widespread expectation that the problems within the area were too deep seated to bring about major change.

For those that has been served with an ASBO a leaflet was produced to inform the public of their exclusion zones and their identity.

## **Offenders**

The dispersal zone had been in place for one year prior to the start of the project and was renewed by WMP with other agency support to run concurrently along with the young people and family community outreach project operated by 'ShardEnders' Youth Inclusion Project (SEYIP).

The core of the funding for the outreach programme was secured through Neighbourhood Renewal Fund (NRF) as a Community Safety initiative with key support from both Hodge Hill and Yardley Community Safety Managers. Additional funding for project activity was secured through a third sector group as part of their programme for investment in the local community.

Complementary to these sessions on the bus, project staff also carried out specific targeted engagement of twenty-four young people aged twelve to sixteen referred by the Police as being involved in ASB. Although some of these young people had already met with staff on the bus, this targeting was carried out at the home addresses of those referred and was conducted along with the parents or carers of the young people. Through this process family involvement was created from the outset and it was stressed that regular familial contact would take place should the young person choose to register with the project.

Youths were given a wish list on the understanding that their continued engagement would allow them some activities- failure would result in legal action. It was very much about boundary setting with the young people. An outline of the benefits for young people was given that set out the use of the bus as a café, TV and internet mobile unit and a place to meet and talk with other young people and project staff.

Future possibilities for activity outreach trips and premises based provision were discussed subject to the young people's ability to manage their behaviour appropriately in these situations. Staff steadily developed trusting relationships with young people both on the bus and during home visits by regularly demonstrating their reliability and commitment to the work with young people.

In the initial stages of project operation, project staff were supported in the vicinity by Police officers or PCSOs should behavioural situations get out of hand but also as a demonstration of the separate but linked choices now facing young people of either diversion and activity or enforcement and control. It must be noted, that from this response some of the young people attending the bus disliked the nearby Police presence and there was hostility in how the dispersal zone had been policed.

Nevertheless, young people accepted that staff had the right to feel safe and there was some surprise from young people that their behaviour may cause project staff not to feel safe as a view was that "they were only messing around". The gradual withdrawal Police and PCSO support was demonstrated as being an early consequence of an ability to manage behaviour more appropriately and further put the impetus for project improvement and development in the hands of young people using it as part of socio-cultural process.

In line with their increasing ability to manage behaviour outreach activity sessions were increased to two per week and outreach work with young people started at the by then newly constructed MUGA (Multi-Use-Games-Area). The work at the MUGA proved to be highly effective in supporting team games and individual play and creating the safe space for what became its increasing use by the community.

The final stage of project development response, up to end May 2008, came with the development of a church as a centre based facility replacing the previous more limited use of Glebe Farm Community Association for centre based work. Due to the use of this more readily available venue for centre based work numbers attending increased significantly and the project moved to an open access model whilst retaining its targeted engagement.

As part of the prevention plan there are Real Action Projects and Positive action Groups running in the area that provide preventative measures and motivational activities to deter offending, intervention by Princes Trust, Sea Cadets, Yardley and District Rugby Club.

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## **Assessment:**

"The change in the Police measurable logs shows that these gangs threatening violence just aren't there any more" according to one of the ASB officers involved in the project. This data is backed up by the perceptions of Police



officers that these threats are no longer present and that the area has greatly improved and continuing to do so particularly since November 2007 when somewhat of a cultural tipping point was achieved. The crucial factor in this success has been that the **diversionary activity ran alongside** enforcement through ASBO process (see graph).

The changed model of centre based provision (at the Church) necessarily involved greater staffing and associated costs and proposals were made through Community Safety partnership for additional funding for sustainability in the year from 1<sup>st</sup> June 2008. This sustainability funding was confirmed from West Midlands Police sources in May 2008.

Qualitative evaluations were carried out in the form of both focus group interviews and semi-structured interviews for the Prevent and deter work scheme. All research was carried out to British Psychological Society standards for social scientific research, including the edited record from each interview being circulated to participants for their amendments or additions prior to their validation of the material. Focus group interviews were conducted with two groups of people Young People’s Focus Group & Parents and Carers Focus Group and comments were positive. From one of the support orders / parenting assessments the nominal charged with the order and his mother feel that the imposition of the order has had a positive effect on him in that he has had to reassess his lifestyle and make positive changes. Antisocial behaviour orders have therefore not only completed its objective of helping the public but also helped some of the individuals in question to help themselves.

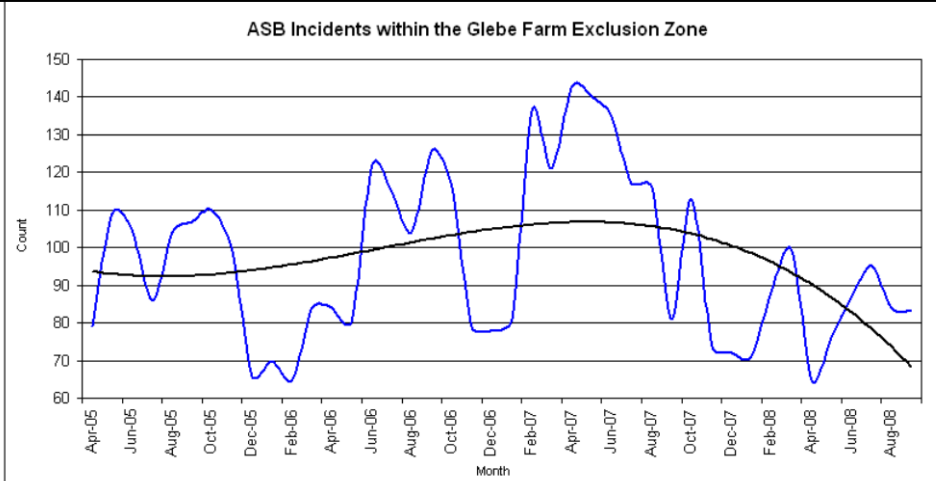
Having followed up with claimants at various neighbourhood meetings, officers have confirmed that there has been a significant positive impact and that quality of life since orders were granted this has improved dramatically. The Multi-Use-Games-Area (MUGA) since the application for interim orders against these individuals’ has been used for its intended purposes and enjoyed by families of the local area.

In terms of ASBO cost benefit analysis; upon completion of these orders the savings estimated to be made from the reduced police activity in the area will exceed the costs of preparing each Order, as it is forecast that by 2010 the total estimated cost of crime will have been reduced by over £309,000.

As anticipated, one of the beneficial consequences of the orders were the reduced level of motor vehicle crime, all of the cohort wither have convictions for crime involving motor vehicles or have been arrested for involvement in crime involving motor vehicles. The issuing of the 7 ASBOs has also positively influenced the level of total recorded crime within the glebe farm exclusion zone. The levels of the reductions themselves suggest the cohort of seven subject to the ASBOs were previously responsible for a large proportion of ASB incidents reported to WMP within the area. It can therefore be inferred that the correct individuals were identified and targeted for direct activity. The agencies involved were aware for the need for a sustainable and effective impact on crime reduction, which thus far seems to be achieved although there are several caveats learnt from the experience of this project... 5 out of 7 have breached the conditions (although not all of these are reference to the exclusion zone) but the issues are not as serious as before the interventions.

From when the intelligence report of this area was conducted, in August 2008, there has not been a peak in antisocial behaviour in that area that is comparable to any of the previous years, and prior to the summer under analysis, there were 3 years of sustained increases in the levels of ASB.

**Chart 1: Incidence count in exclusion zone over April 2005 – August 2008**



So, overall how successful were the orders and prevention youth inclusion programme, in reducing the anti-social behaviour in the Glebe area? From the analysis conducted by police, crucially it can be noted that the exclusion zone has recorded far greater reductions than Birmingham as a whole and inferred from this that the successful application for seven orders has negated a seasonal increase in anti-social behaviour and that the ASB from the exclusion zone has not been displaced to surrounding areas. Of that exclusion zone the north east

and west areas recorded a slight increase in ASB, which is not surprising as this area was not frequented by the cohort, the area was included in the exclusion none-the-less due to issues of access.

The ways of working underpinning the major success of the project through shared socio-cultural group-work supporting pro-social development of young people and challenging instances of unfairness are considered in detail as a means of promoting cultural change and fostering identity. The relevance of this type of work in relation to prevention of negative gang formation in other areas is identified as a key way forward for this approach.

As a Police team, officers are obviously enforcement minded and there are some natural tensions between this approach and the approach of the project in talking with young people in a different way. Where there have been a couple of instances of miscommunication these have been worked through well and the project has had the great support of the Neighbourhood Policing Team, Safer Birmingham Partnership and all of those involved.

**State number of words used: 3732**

**Section D: CDRP/CSP Authorisation** – Applications submitted by eligible Police forces outside England & Wales should be authorised by the BCU Commander or individual of equivalent rank.

15. Name of CDRP/CSP: **Safer Birmingham Partnership**

16. Name of CDRP/CSP Chairperson: **ACC Hyde**

17. Contact email address: **Stuart.Hyde@west-midlands.pnn.police.uk**

18. Government Office (entries from Wales should state Home Office Crime Team) area e.g. GO East Midlands: **GO West Midlands**

19. Can you confirm that the partners listed carried out the project as stated?

**Yes**

No

20. Can you confirm that the details stated are factually correct?

**Yes**

No

21. Is there any reason why the contents of this application should not be made publicly available? If so please state the reason/s and refer to guidance concerning sharing Tilley application submissions.

**Yes**

**No**

22. Please add any comments in support of this application:

**Section E: Pre-marking** - this page will not be provided to sift teams to prevent any bias in marking.

23. Has this project been submitted to the pre-marking service?

**Yes**

24. If yes please state pre-marking reference: PM0941

**Checklist for Applicants:**

1. Have you read the process and application form guidance?
2. Have you completed all five sections of the application form in full including seeking authorisation from your CDRP/CSP Chairperson?
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 09 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 [Tilleyawards09@homeoffice.gsi.gov.uk](mailto:Tilleyawards09@homeoffice.gsi.gov.uk) by 30<sup>th</sup> April 2009.

Two hard copies (in colour if colour charts/diagrams etc have been used) must also be posted to the Tilley Awards Team at Home Office, CRCSG Communications Unit, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received no later than the 5<sup>th</sup> May 2009.