

AGENDA MANAGEMENT SHEET

Name of Committee Cabinet
Date of Committee 6 April 2006

Report Title Anti-Social Behaviour Strategy

Summary This report provides the County Council with an opportunity to approve the countywide multi-agency Anti-Social Behaviour Strategy approved by Crime and Disorder Partnerships at district level as a basis for tackling anti-social behaviour and relates to the Corporate Objective of : To reduce crime and improve the safety of the community'.

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Would the recommended decision be contrary to the Budget and Policy Framework? No

Background papers None

CONSULTATION ALREADY UNDERTAKEN:- Details to be specified

- Other Committees
- Local Member(s) Not Applicable
- Other Elected Members Cllrs John Haynes, Michael Doody and Dave Shilton.
- Cabinet Member Cllr Richard Hobbs.
- Chief Executive
- Legal David Carter – Reporting Officer
- Finance
- Other Chief Officers William Brown.....
- District Councils

- Health Authority
- Police
- Other Bodies/Individuals

FINAL DECISION YES

SUGGESTED NEXT STEPS:

Details to be specified

- Further consideration by this Committee
- To Council
- To Cabinet
- To an O & S Committee
- To an Area Committee
- Further Consultation

Cabinet - 6 April 2006

Anti-Social Behaviour Strategy

Joint Report of the Strategic Director of Performance and Development and the Strategic Director of Community Protection

Recommendation

The Cabinet is asked to endorse the Anti-Social Behaviour Strategy and action plan on behalf of the County Council

1. Introduction

- 1.1 Following Home Office funding made available to the five Crime and Disorder Reduction Partnerships (CDRPs), partners agreed with the County Council, to pool funding in order to employ a countywide co-ordinator. Funding was also retained at district level CDRPs to improve working on anti-social behaviour at local level.
- 1.2 An audit has been conducted across the county in order to review what was happening to tackle anti-social behaviour (ASB) across the county. The conclusion reached was that, although there was much good work going on in areas of the county, there was no overall co-ordination or exchange of best practice across the county.
- 1.3 To that end, a draft multi-agency Anti-Social Behaviour Strategy has been developed by a multi-agency Steering Group, in order to consider how to roll out best practice and build on the good work already being done at local level, in some parts of the county.
- 1.4 The Strategy has an action plan attached (see Appendix B) which will ensure the implementation of the Strategy across the county.

2. Current Work to Address Anti-Social Behaviour

- 2.1 An anti-social behaviour co-ordinator was appointed on a 2 year contract (shortly finishing) in order to support the countywide approach. Having audited the existing work across the county, and set up a multi-agency steering group, the next step was to develop the Anti-Social Behaviour Strategy and action plan, to tackle anti-social behaviour, look at ways of preventing it in the first place and also improve services for victims. The co-ordinator has been active in supporting projects across the County.

- 2.2 Rugby now has its own wardens for responding to calls about anti-social behaviour through a specific reporting line. In addition, a database will be developed in order to record both victims and offenders, in order to track repeat offending and victimisation.
- 2.3 In Nuneaton, Acceptable Behaviour Contracts are being developed as part of a service with other partners, in order to achieve the outcomes of the contract and provide support to the perpetrator (and their parents where necessary) whilst ensuring that the consequences of breaching the ABC, could lead to an Anti-Social Behaviour Order (ASBO).
- 2.4 ASBOs are being prosecuted in the county with the assistance of WCC legal services, an agreed protocol and information sharing protocol. The anti-social behaviour groups at local level pull together information from different agencies and monitor the subsequent ABC or ASBO.
- 2.5 Training on anti-social behaviour and how to tackle it, is being provided to police and wardens, so that a countywide approach can be maintained.
- 2.6 In addition, some district and borough councils have appointed officers to specifically work on reducing anti-social behaviour at a local level.

3. Anti-Social Behaviour Strategy

- 3.1 Attached is the executive summary of the strategy and action plan (appendix A).
- 3.2 The main aims of the Strategy are:
 - To promote effective inter-agency working
 - To identify geographical priority areas through Crime and Disorder audits and to take action to prevent and deter
 - To identify problem behaviour and use the problem-solving model to work with the relevant agencies to address the behaviour
 - To identify all victims and perpetrators of anti-social behaviour, assess the support needed and deliver co-ordinated appropriate interventions for both through local ASB groups
 - To identify a methodology to capture, monitor and evaluate actions taken
 - To undertake a campaign to raise awareness of available anti-social behaviour initiatives for practitioners in all agencies in Warwickshire

4. Community Safety Overview and Scrutiny Committee Scrutiny of Anti-Social Behaviour

- 4.1 The Community Safety Overview and Scrutiny Committee in February 2006, scrutinised the way Partnerships are dealing with anti-social behaviour.
- 4.2 An expert panel was assembled, including representatives from Warwickshire Police, all 5 Crime and Disorder Partnerships, Crown prosecution Service, Magistrates Court, and County Council Community Safety staff.
- 4.3 Members highlighted the main issues, which were then discussed with the expert panel. Detailed minutes of the meeting provide a full record of the

questions asked by Members and answered by the panellists.

4.4 Members are now aware of the following:

- the definition of anti-social behaviour
- the County Council's remit and role in relation to anti-social behaviour
- the contribution made by partners in reducing anti-social behaviour
- the current infrastructures within Warwickshire for addressing anti-social behaviour

4.5 A number of actions will ensure that the issues raised from the Scrutiny event are taken forward. These include:

- Member involvement in the ASBO process and the awareness of successful prosecutions
- Members' concerns in relation to prosecutions will be reported back to the CPS
- Members' concerns in relation to sentencing will be reported back to Magistrates

4.6 The following general points were also recognised by the Committee:

- The need for engagement with the Criminal Justice Board in developing strategies to deal with anti-social behaviour
- Poor parenting is a common theme underlying ASB and there is a need for early intervention systems within the county
- Mediation services deal with issues around ASB – robust services can probably only be addressed at county level
- More robust communications systems are required within communities to highlight both specific incidents of ASB and the work being undertaken to address these

4.7 The scrutiny event was considered to be very successful. The Committee wished to encourage the collaborative approach taken, for future work which the Committee may undertake in addressing community safety in Warwickshire.

5. Next Steps

5.1 The Strategy is being adopted by Crime and Disorder Reduction Partnerships. It is clear that anti-social behaviour is of great concern to residents and businesses in Warwickshire and needs to be tackled.

5.2 This Strategy will give us the basis on which to draw together this work across the county. Much good work is being done, particularly at local level, but a more effective system of co-ordination will ensure best practice is rolled out across the county where resources permit.

5.3 The role of the co-ordinator is also being reviewed at the end of the 2 year contract.

5.4 There is therefore, an opportunity for the Strategy to pull together priorities, with any resourcing required, in order to work in partnership with other agencies to effectively tackle anti-social behaviour across the county.

DAVID CARTER
Strategic Director of
Performance and
Development

WILLIAM BROWN
Strategic Director of
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Shire Hall
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March 2006

Executive Summary

Countywide Anti-Social Behaviour Strategy

1.0 Introduction

Legislation was introduced in response to growing public concern about anti-social behaviour (ASB) from individuals or groups who cause alarm, distress or harassment within the community. The Home Office launched the TOGETHER campaign and published an Action Plan 'Together Tackling Anti-Social Behaviour' in 2003. The Anti-Social Behaviour Act helps the Police and Local Authorities to work together with local people to tackle ASB.

Tackling ASB within Warwickshire is seen as a priority by all partner agencies. This Strategy will contribute to maintaining and improving the safety of Warwickshire as a place to live, work and visit.

2.0 Purpose

The aim of this Strategy is to direct and co-ordinate how Warwickshire County Council, Police and local Crime and Disorder Reduction Partnerships and associated agencies will work together to tackle Anti-Social Behaviour, using an appropriate balance of prevention, support and enforcement. Whilst the aim of this strategy is to apply Countywide principles, differences in local application must be taken into account. Warwickshire is a very diverse county with large sections of rural and urban areas.

The Strategy has been developed by a multi-agency steering group who will oversee its implementation to an agreed action plan (attached). The steering group will develop a countywide approach with locally delivered solutions for local problems of ASB.

3.0 The Anti-Social Behaviour Strategy

This document identifies the six objectives that partners have agreed to work to, to address anti-social behaviour in Warwickshire:

1. To promote effective inter-agency working on ASB.
2. To identify geographical priority area's through Crime and Disorder Audits and take action to prevent and deter.
3. To identify problem behaviour and use the problem solving model to work with the relevant agencies to address the behaviour.
4. To identify all victims and perpetrators of anti-social Behaviour, assess the support needed and deliver coordinated appropriate interventions for both through local ASB groups.

5. To identify a methodology to capture, monitor and evaluate actions taken.
6. To undertake a campaign to raise awareness of available Anti-Social Behaviour initiatives for practitioners in all agencies in Warwickshire.

The success of this Strategy will be determined by the following outcomes:

1. Reduction in Anti-Social Behaviour in Warwickshire.
2. Residents made more aware of who to contact with regard to an ASB complaint.
3. Increased levels of reassurance within the communities of Warwickshire.
4. Witness protection as necessary. Resulting in an Increased level of reassurance to those that have been a victim of Anti-Social Behaviour.

4.4 What we know about ASB in Warwickshire

Currently ASB is primarily recorded via the Police crime recording system with some recording also by Borough and District Housing departments. The Crime & Disorder Audit (September 2004) shows the following:

Anti-Social Behaviour Incidents by Type, 1999/00 - 2003/04

	1999/00	2000/01	2001/02	2002/03	2003/04	Change 99/00 - 03/04
Abandoned vehicles	3,540	3,960	3,587	3,731	3,169	-10%
Animal-related problems	1,932	2,703	2,740	2,345	2,222	15%
Criminal damage, vandalism	7,330	9,243	9,928	10,244	9,890	35%
Drug/substance misuse/drug dealing	2,077	2,563	2,860	3,099	2,863	38%
Hoax calls	4,755	8,375	7,378	6,129	6,084	28%
Intimidation/Harassment	1,275	1,803	2,008	2,001	2,147	68%
Noise	695	762	903	727	817	18%
Nuisance behaviour	7,666	11,051	14,574	14,855	15,715	105%
Prostitution, sexual acts	406	489	505	578	541	33%
Total	29,676	40,949	44,483	37,586	43,448	46%
Rate per 1,000 Population	58	80	87	74	85	

For every ASB Incident in Warwickshire, there is a recorded crime. This means that problems of Anti-Social Behaviour are every bit as important as every recorded crime, and need to be addressed through an effective problem solving approach at a County and local level.

Police beat areas with the highest numbers of anti-social behaviour incidents are very consistent, and seventeen feature in the highest twenty totals during each of the past three years. These seventeen beats have accounted for 35% of all anti-social behaviour

incidents during the past three years and could be considered for priority status during the next Strategy period.

Suggested Priority Beats – Anti-Social Behaviour

North Warwickshire	Nuneaton & Bedworth	Rugby	Stratford-on-Avon	Warwick
Atherstone	Manor	Benn	Stratford Town Centre	Brunswick
	Camp Hill	Overslade	Shottery	Packmores
	Grove Farm	New Bilton		Lillington
	Nuneaton Town Centre	Brownsover		
	Goodyers End			
	Hilltop Stockingford			
	Galley Common			

It is important to understand that Anti-Social Behaviour is committed by and against all genders and all age groups. (Home Office ASB Unit research 2004) Currently there is no mechanism in place to identify ASB groups by gender and age.

.It is well known that tolerance levels will change from area to area, e.g. younger people playing football in the street will not be viewed as ASB in one part of Warwickshire maybe, but could well be perceived as ASB in another area of the County. Unfortunately with no monitoring tools in place currently we cannot see how much intolerance levels are affecting the reporting of Anti-Social Behaviour.

5.0 What Can Be Done

There are many approaches to tackling anti-social behaviour. There are enforcement tactics, to respond to ASB that has occurred, and preventative work, to stop it happening in the first place. The key to successful action is striking the right balance between prevention, support and enforcement.

5.1 Prevention

- Education e.g. Schools etc
- Working with and in communities
- Early Intervention e.g. the work done by CHARM
- Environmental management e.g. the removal of abandoned cars
- Diversion e.g. the work of PAYP

5.2 Support

- Support is given across the County by various agencies and groups such as CHARM, PAYP, YOT (with independent support orders) and other groups within each Borough and District.
- Acceptable Behaviour Contracts (ABCs): These are agreements between

perpetrators of ASB and the relevant authorities. They are supported by the relevant agencies and currently in Nuneaton by the pilot ABC Clinic project.

- Parenting Contracts: Schools, LEAs, YOTs and Social Services can arrange Parenting Contracts for parents of children who have been excluded from school, truant, or are engaged, or likely to be engaged, in ASB.
- Support is also given to victims through the pilot project currently being undertaken by Victim Support in Nuneaton.

5.3 Civil enforcement

- Anti-Social Behaviour Orders: Magistrates' courts can give ASBOs to perpetrators over the age of 10. Post-conviction ASBOs can be passed following a sentence for a criminal offence. Breach of the conditions of an ASBO could possibly result in a five-year prison sentence. (High Court)
- Individual Support Orders: From May 2004, a court making an ASBO on a young person will be obliged to make an Individual Support Order if this will help prevent further ASB. When made this is managed by YOT.
- Parenting Orders: Local authorities can apply for orders requiring parents to attend counseling or guidance, with respect to children who have truanted or engaged in ASB. Where a 10-15-year-old receives an ASBO, a Parenting Order must also be made in cases where this will help bring an end to the ASB.
- Injunctions and evictions: Registered Social landlords (RSL's) can apply for ASB injunctions where tenants have engaged in behaviour causing nuisance. RSL's can apply for possession on the grounds of ASB in the locality of the property or by visitors to the property.

5.4 Other measures

- Dispersal of groups: The police can apply with local authorities for dispersal orders to disperse groups of two or more in areas where there has been serious and persistent ASB. In designated areas, the police can return to their homes people under 16 who are unsupervised in public after 9 pm.
- Restricted drinking zones can ban street drinking: The consumption of alcohol can be prohibited in public places designated by the local authority.

6.0 Enforcement and prevention: striking the right balance

Enforcement is bound to be an important element of efforts to tackle ASB. ASBOs, in particular, are powerful tools. There are, however, risks and limitations associated with the use of ASBOs and other enforcement remedies:

- Enforcement can simply displace problems from one area to another.
- Over-reliance on enforcement may further alienate certain sectors of local communities who are already distrustful of the authorities, or may increase tensions between groups.
- Enforcement action against individuals may exacerbate their existing problems. For example, some ASBO conditions may make it harder for a perpetrator to find, or keep, a job; where tenants are evicted from social housing they may become homeless, or may move to the private rented sector where their behaviour is subject to fewer controls.

- While some have found that the naming of ASBO recipients may help to increase community confidence, it may also make perpetrators more socially excluded - or, on the other hand, may enhance their status among their friends.
- Effective enforcement often depends on the willingness of witnesses to step forward, which may necessitate action against witness intimidation or the use of professional witnesses.

Overcoming the limitations of enforcement depends on agencies' capacity to bring preventive measures into the framework. Achieving a balance between enforcement and prevention is a matter of:

- Putting in place sustainable programmes of action, involving long-term as well as short-term solutions.
- Tackling the underlying causes of ASB (eg in terms of family problems as well as wider social, cultural and economic factors) as well as the symptoms.
- Tailoring responses to ASB according to whether it reflects offenders' lack of awareness, a lack of willingness or a lack of ability to change their behaviour.
- Combining enforcement action against individuals with packages of care and support.
- Ensuring that responses are proportionate to the seriousness of the behaviour, and that they graduate from less to more stringent measures, as required.

Paul Littler
Anti-Social Behaviour Coordinator

Anti-Social Behaviour Action Plan Summary

Key Theme	Action	Lead & Partner Agencies	Outcomes/Targets	Timescale	Progress	
<p>1. To promote effective inter-agency working</p>	<p>ASB Groups</p>	<p>Groups meeting regularly.</p> <p>Agreeing common best practice for the operation of the anti-social behaviour groups.</p> <p>Action plan to be made for each individual case.</p>	<p>Lead – District & Borough Councils & CDRPs. Partner – All agencies</p> <p>Lead – District & Borough Councils & CDRPs. Partner – All agencies</p> <p>Lead – District & Borough Councils Partner – All agencies</p>	<p>Ensuring anti-social behaviour is dealt with expeditiously and regularly.</p> <p>Consistency across County in the way anti-social behaviour groups deal with anti-social behaviour.</p> <p>All agencies fully signed up to action taken and ownership of action taken through an agreed format</p>	<p>Continuous review.</p> <p>December 2005</p> <p>December 2005.</p>	

Key Theme	Action	Lead & Partner Agencies	Outcomes/Targets	Timescale	Progress
<p>2. To identify geographical priority area's to prevent & deter.</p> <p>Data Collection & Analysis</p> <p>Problem solving</p>	<p>Introduce data collection systems including GIS mapping to identify priority area's.</p> <p>Sharing information to identify cross boundary issues and take joint action.</p> <p>A problem solving approach will be used at area level within the Community Safety Task Groups.</p>	<p>Lead – District & Borough Councils Partners All agencies.</p> <p>Lead – CDRPs (through tasking groups). Partner – All.</p> <p>Lead – WCC & District & Borough Councils.</p>	<p>Ensuring CDRP tasking groups have reliable information on anti-social behaviour.</p> <p>Problems will be effectively identified through data and intelligence in order to consider appropriate solutions.</p> <p>Cross border anti-social behaviour will be identified through information sharing in order to consider appropriate solutions.</p>	<p>Data collection system agreed by partners by December 2005.</p> <p>Ongoing review</p> <p>Review using Audit September 2006.</p>	

Key Theme	Action	Lead & Partner Agencies	Outcomes/Targets	Timescale	Progress
<p>3. To identify problem behaviour and use the problem solving model to work with the relevant agencies to address the behaviour.</p>					
Referral system	<p>To make best use of existing collation and referral systems which routinely identify those most at risk prior to a complaint being made. I.e. RYOGENS.</p>	<p>Lead – PAYP Partner – Education, Social Services, Housing, Police, Health.</p>	<p>Ensuring early capture of individuals at risk in order to prevent anti-social behaviour.</p>	<p>By December 2005.</p>	
Protocols	<p>To devise projects that encourage the supportive action families and communities can provide.</p> <p>ASB Protocol is adhered to throughout the County to improve processes and procedures.</p>	<p>All agencies</p> <p>Lead – All agencies</p>	<p>To ensure there is an effective system for building in support for families and community groups.</p> <p>To work to the timescales and evaluation criteria as set out in the countywide Anti-social behaviour Protocol.</p>	<p>Ongoing review</p> <p>Ongoing review</p>	

Key Theme	Action	Lead & Partner Agencies	Outcomes/Targets	Timescale	Progress
<p>4. To identify all victims and perpetrators of anti-social behaviour, assess the support needed and deliver coordinated appropriate interventions for both through local Anti-Social Behaviour Groups.</p> <p>.</p> <p>Victims</p> <p>Offending behaviour / offenders</p>	<p>To co-ordinate provision and promote activity that supports young people as potential victims of anti-social behaviour.</p> <p>To support consultation with young people as to their needs and fears, whilst actively seeking their engagement.</p> <p>Through consultation with the relevant agencies to find a best fit solution that will affect a change in the perpetrators behaviour.</p>	<p>Lead – PAYP. Partner – YOT, Education, Charm. Social Services, Police.</p> <p>Lead – PAYP. Partner – YOT, CHARM, Education, Police.</p> <p>Lead – WCC. Partner - YOT, PAYP, CHARM, Police, District & Borough Councils</p>	<p>Positive perceptions of young people in the community.</p> <p>Consultation with young people on their needs and seeking volunteers to be actively involved and engaged within the community.</p> <p>Research solutions for a change in behaviour of perpetrators and seek agreement through consultation and monitoring system agreed.</p>	<p>Continuous review.</p> <p>By December 2005</p> <p>December 2005</p>	

Key Theme	Action	Lead & Partner Agencies	Outcomes/Targets	Timescale	Progress
<p>5. To identify a methodology to capture monitor & evaluate actions taken</p>					
<p>Performance Management.</p>	<p>To work towards a standard model of tracking activity and effect.</p> <p>. To consider and implement best practice and guidelines on evaluation as promoted by relevant bodies such as the Home Office, the ODPM and LGA.</p> <p>To adopt appropriate and meaningful targets to reduce anti-social behaviour in Warwickshire. (A task currently being completed) Taking into account the likely increase in the reporting of incidents as confidence by residents in the tackling of ASB increases.</p>	<p>Lead – WCC. Partner All agencies</p> <p>Lead – WCC. Partner All agencies</p> <p>Lead – CDRPs Partner – CDRP partners.</p>	<p>Agreed standard model for ensuring standardisation and consistency across County in tracking activity and effects.</p> <p>Evaluation of all initiatives / projects built into performance management and reported to CDRPs and other agencies at year end.</p> <p>Targets set for reducing anti-social behaviour in Warwickshire in conjunction with CDRPs and all relevant agencies.</p>	<p>By December 2005</p> <p>By March 2006</p> <p>5.6 Targets set by October 2005.</p>	

Key Theme	Action	Lead & Partner Agencies	Outcomes/Targets	Timescale	Progress
<p>6. Awareness raising of anti-social behaviour initiatives</p> <p>Initiatives to tackle anti-social behaviour.</p>	<p>To develop awareness programme profiling agencies and initiatives..</p> <p>To use all types of media to manage public expectations of delivery of solutions to anti-social behaviour.</p>	<p>Lead – WCC. Partner – All agencies</p> <p>Lead – WCC. Partner – All agencies.</p>	<p>A Countywide awareness of all agencies of available interventions in anti-social behaviour.</p> <p>To assist with a reduction in 'Fear Of Crime'</p>	<p>Evaluation of success by December 2005.</p> <p>Review by citizen panel surveys.</p>	