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|--------------------------|-------------------------------------|--|
| Finance | <input checked="" type="checkbox"/> | Oliver Winters |
| Other Chief Officers | <input type="checkbox"/> | |
| District Councils | <input checked="" type="checkbox"/> | Via a multi-agency workshop of key staff |
| Health Authority | <input type="checkbox"/> | |
| Police | <input checked="" type="checkbox"/> | Via a multi-agency workshop |
| Other Bodies/Individuals | <input checked="" type="checkbox"/> | Voluntary sector involvement in workshop |

FINAL DECISION NO

SUGGESTED NEXT STEPS:

Details to be specified

- | | | |
|---|-------------------------------------|--|
| Further consideration by this Committee | <input checked="" type="checkbox"/> | Further development needed by multi agency working group |
| To Council | <input type="checkbox"/> | |
| To Cabinet | <input checked="" type="checkbox"/> | For final approval once finished |
| To an O & S Committee | <input type="checkbox"/> | |
| To an Area Committee | <input type="checkbox"/> | |
| Further Consultation | <input checked="" type="checkbox"/> | With relevant partner agencies and LAA blocks |

Community Protection Overview and Scrutiny Committee

15 January 2008

First Draft Anti-Social Behaviour Strategy for Warwickshire

Report of the Strategic Director for Community Protection and County Fire Officer

Recommendation

That Members consider and comment upon the attached draft Strategy, and comment upon the proposal to establish a partnership task and finish group to oversee its further development.

1. Background and Introduction

1.1 There are four mandatory indicators relating to Anti-Social Behaviour (ASB) which are included in the current safer block of the Warwickshire Local Area Agreement (LAA). These are:

- Degree to which people feel informed about efforts by the local council to tackle ASB in their areas.
- Percentage of people who feel that parents who are not taking responsibility for the behaviour of their children is a very big or fairly big problem in their area.
- Percentage of people who feel that people not treating other people with respect and consideration is a very big or fairly big problem in their area.
- Percentage of respondents with a high level of perceived anti-social behaviour.

1.2 The LAA is currently being reviewed and 'refreshed' which gives us an opportunity to review these. At the same time, new Regulations (HO Statutory Instrument 1830/2007) are requiring us to undertake Community Safety Assessments at District level. These will be brought together into a Countywide Community Safety Agreement that will make proposals to:

- Identify countywide priorities (and shared priorities)
- set out a joint approach for tackling these priorities; and
- agree how resources will be deployed

The Strategic Assessments and Community Safety Agreement are still being worked on, but there is already overwhelming evidence suggesting that we need to focus on reducing anti-social behaviour and further supporting unstable families.

- 1.4 It should be noted that there has been a recent shift in national policy that has removed the Respect Tack Force from the Home Office to the Department for Children, Schools and Families under the new 'Youth Taskforce'. The Youth Taskforce will continue the work by focusing on delivering positive outcomes for young people - including steps to prevent them getting into trouble and encouraging them to have respect for their community.
- 1.5 In order that this agenda can best be taken forward within the county, it is proposed that we produce a county-wide strategy, under-pinned by a programme of work, which engages all partners in its delivery. As a first step, a Neighbourhood Renewal Advisor was appointed to facilitate a workshop with key partners, which was designed to arrive at a high-level draft county-wide strategy for Anti-Social Behaviour. The workshop included representatives from key partner agencies and related Local Area Agreement (LAA) blocks.

2. Conclusions from the Workshop

- 2.1 During the early stages of the workshop, it was agreed that a countywide strategy was the preferred way forward.
- 2.2 The basic elements of a strategy were agreed and under each heading, some basic principles, priorities and approaches were identified. These will now require consultation and further development. Notes on the major areas of discussion are given below.

2.2.1 Aims and Principles

There was a significant measure of agreement around some basic principles and approaches and the overall aim of an anti social behaviour strategy. The aims and principles section has been drafted from this discussion, but it is important that all parties are able to 'buy into' these and comments will be welcomed through the consultation process.

2.2.2 Where are we now - Current Issues

It was agreed that before priorities can be formally confirmed, and resources directed towards them, evidence of 'need' is required. It is important to note that the term 'need' rather than 'problem' is used. Many areas of activity, for instance in relation to young people, are proactive and preventative measures and are not necessarily addressing an existing 'problem'. An analysis of antisocial behaviour across Warwickshire has been undertaken by the Safer Neighbourhoods Analysts and its headlines are included in the draft strategy. Detailed analysis is available and more can be commissioned as appropriate as the strategy development proceeds.

2.2.3 **Where are we now – Current Provision**

It was demonstrated at the workshop that a considerable amount of work which would underpin the Anti-Social Behaviour Strategy is already taking place. This has been summarised in the draft strategy.

2.2.4 **Priorities**

Having established an overview of the Home Office Respect Action Plan, together with some of the activity already taking place in Warwickshire, a set of draft priorities for a Warwickshire ASB Strategy was agreed. These are outlined in the draft strategy.

Participants also identified elements of the national Respect Action Plan which were **not** considered major priorities in Warwickshire. These were:

- Prostitution
- Abandoned vehicles (because this is already being effectively addressed)
- Crack houses
- Gang culture (except Rugby)

2.2.5 **Strategic Links**

It was agreed that there should be recognition of where this strategy complements or duplicates other policy areas. Links are identified in the draft.

2.2.6 **Action Plans**

It was noted that action plans may best fit within the strategies from which they emerge and could be cross referenced rather than duplicated. Interventions are likely to be delivered at various levels (county, district, and neighbourhood) and by various partners from the statutory, voluntary and private sectors. The Action Plan element of the strategy will be developed once priorities have been agreed.

2.2.7 **Performance Framework**

It was acknowledged that an overall performance framework will be needed and a reporting process will be required.

2.2.8 **Strategy Development and Leadership**

The workshop participants gave consideration to a number of questions in relation to how the strategy should be developed, led and managed. Possible lead organisations identified included: Crime and Disorder Reduction Partnerships (CDRPs), WCC, Police, Warwickshire Safer Communities Partnership or the Local Criminal Justice Board (LCJB).

It was suggested that the question of who should lead would be determined during the development process and that the responsibility for performance management would be a key role for the agreed lead body.

2.2.9 **Consultation and Communications Processes**

Although it was accepted that attention is needed to improve upon the success of reaching diverse and hard to reach groups, it appears that a significant amount of relevant consultation is already undertaken and it was agreed that duplication of consultation and on a single issue agenda should be avoided.

2.2.10 **Partners' Signatures**

A draft list of desirable signatories to the strategy was developed. This can be amended as necessary.

3 Next Steps

- 3.1 Following the workshop the draft strategy was developed and participants in the workshop have been consulted and their comments incorporated.
- 3.2 It is now proposed that each partner agency consults further internally on this draft and that a Strategy Task and Finish Group should be formed to oversee its further development. It is suggested that this group be multi agency and include key officers and some member representation. It will need to include representatives from key partner agencies and from all relevant LAA blocks.
- 3.3 Members' views on this are welcomed.

WILLIAM BROWN
Strategic Director for
Community Protection and
County Fire Officer

Shire Hall
Warwick
3 October 2007

**FIRST DRAFT WARWICKSHIRE ANTI SOCIAL BEHAVIOUR STRATEGY
(SKELETON)**

Contents

1. National strategic context
2. Aims and underpinning principles for the Warwickshire ASB Strategy
3. Where are we now? (Analysis of current patterns of ASB in Warwickshire and summary of current provision)
4. Strategic priorities
5. Strategic links
6. Action Plan
7. Performance Framework
8. Partners' Signatures

1. National Strategic Context

1.1 The Government's original 'Respect' Agenda

The Government launched the 'Respect' action plan in January 2006. Its proposals built on the drive to address anti-social behaviour which were introduced in the 'Together' campaign in 2003, and recognised that as well as enforcement, we need to focus on the causes of anti-social behaviour, which lie in families, schools and communities.

The action plan identified four main areas that need to be addressed:

- Parenting.
- School attendance and behaviour.
- Community factors - areas where there is disorder, neglect and peer involvement in anti-social behaviour.
- Individual factors - drug and alcohol misuse, mental health issues and a culture where involvement in anti-social behaviour is endemic through generations.

Some of the proposals included in the plan are:

- Quicker and better provision for excluded young people.
- A 'Respect' Standard for Housing Management.
- Parenting and Intensive Family Support - there is now a National Parenting Academy, and a network of family support schemes in areas of intensive need. Parenting orders are more widely available, with an extended range of agencies who can apply for them, now including Local Authorities and Registered Social Landlords in addition to Youth Offending Services.
- Mechanisms to improve communication with the public in order to make people more confident that issues are being addressed. The Police and

Justice Act requires senior representatives of Crime and Disorder Reduction Partnerships (CDRPs) to hold regular question and answer sessions open to the public, media and community groups.

- Powers for the Police to act against reckless drivers of mini-motor bikes. They can now receive points on their licence (even if they haven't yet got one), face a driving ban, a fine or even have their vehicles crushed.

1.2 Implications of the Government's Agenda for Warwickshire

The 'Respect' drive acknowledges that our job as public services is to recognise and understand the problems that engulf people and develop effective approaches to deal with these problems.

In addition to the proposals listed above, it is worth noting that tackling ASB is a mandatory outcome in the LAA. There is also an expectation on CDRPs to consider anti-social behaviour when developing local crime and disorder strategies.

Most of the actions around schools and improving attendance and behaviour were introduced through the Education and Inspection Act 2006 for implementation from Spring 2007. Warwickshire does not qualify for government funding for an Intensive Family Support scheme.

2. Aims and underpinning principles of an ASB Strategy for Warwickshire

A Strategy for Warwickshire would aim to improve the quality of life for people across the county by tackling the causes and effects of anti-social behaviour in individuals, families and communities.

In approaching this task we will:

- balance enforcement of standards with provision of support for the individuals, families and communities involved
- focus on prevention and causes of anti-social behaviour, recognising that both short and long-term measures will be necessary
- work in partnership to ensure co-ordinated approaches, focusing on what works and sharing good practice
- listen to the individuals and communities affected by anti-social behaviour and avoid demonising any sections of the community
- ensure early intervention where problems occur
- target effort on deprived areas where it is needed most
- make restorative processes a major plank of our enforcement activity.

3. Where Are We Now?

3.1 What are the current issues in Warwickshire?

- Anti-Social Behaviour (ASB) is a major concern to the people of Warwickshire - identified through the Safer Neighbourhood teams in an estimated 75% of all SN areas. In addition it is identified as a high priority from the currently emerging Strategic Assessments.
- ASB is identified through the police recording system - 30,500 incidents over 12 months, which accounts for 22.3%, or nearly a quarter, of all reports to police. There was a 9% increase in anti-social behaviour incidents reported in Warwickshire between the years ending September 2006 and September 2007.
- The Abbey Ward in the Nuneaton and Bedworth borough reported the highest level of anti-social behaviour in the County and levels remain high in Nuneaton, but the areas of the County that have seen the largest increases in the level of anti-social behaviour incidents are the Rugby borough (12%) and the Warwick district (10%).
- Analysis has shown that 36% of the total anti-social behaviour incidents reported in Warwickshire can be directly related to young people, but 49% of the anti-social behaviour incidents reported to Police are for rowdy and inconsiderate behaviour, and incidents logged in this category are usually linked to young people.

More detailed analysis of all these issues is available.

3.2 What are we doing already to address this Agenda?

3.2.1 General Provision

Partners employ a range of tools to tackle nuisance issues including: mediation, Acceptable Behaviour Contracts (ABCs), injunctions, Anti Social Behaviour Orders (ASBOs) and Fixed Penalty notices for disorder.

Each CDRP in Warwickshire received £25,000 from the Safer and Stronger Communities Fund to spend on ASB in 2006/7. CDRPs are using this for targeting anti-social behaviour hot spots and co-ordinating information and activity to prevent and deter further anti-social behaviour.

Nuneaton and North Warwickshire CDRPs have ASB Nuisance Support Administrators. Warwick and Stratford District Councils employ Anti-Social Behaviour officers funded by the Safer and Stronger Communities Fund. The officers coordinate a joint agency response including all advisory and warning letters and ABCs. They work with Police Community Support Officers (PCSOs) and hold surgeries in the Police Stations each week.

3.2.2 Housing

District and Boroughs are introducing the Housing Management Standard. They are at different stages in relation to this (e.g. holding discussions with tenants and building into current good practice).

District and Boroughs also undertake a range of work to engage tenants in addressing ASB, e.g. tenant involvement in developing ASB policies, tenant and resident panel meetings, funds for tenants to make estate improvements, estate walkabouts, adaptations to tenancy agreements to reflect behaviour issues, neighbourhood wardens to manage communal areas and implementation of complaints procedures.

Districts and Boroughs carry out work on the environment and streetscape to act on environmental issues (graffiti, litter, dog fouling etc).

Districts and Boroughs also support a wide range of Community Development activities e.g. on projects for young people, intergenerational work and Millennium Volunteers.

3.2.3 Licensing

There are three areas in which District and Borough Councils (DC/BCs) impact upon ASB through the application of licensing powers.

The Licensing Act 2003 covers liquor licensing, regulated entertainment and late night refreshment outlets. DC/BCs can impose conditions on licences and review them, but only after representations from interested parties or responsible authorities. There are 2 inter-agency bodies in Warwickshire, working to same scheme. They consider complaints made about premises and whether there is a need for a review. A central database of complaints is managed by Police.

Taxi Licensing - DC/BCs vet drivers and have positive sanctions they can apply to them in appropriate circumstances, e.g. revocation or suspension of licence.

Gambling - a new Gambling Act came into force on 1st September 2007. The Local Authority role is not clear yet, but the Gambling Commission will be principal enforcers of some of its objectives.

3.2.4 The Police

With partners, Police have introduced Neighbourhood Policing, significantly increased resources through the recruitment of 139 Police Community Support Officers (PCSOs) and established Police and Communities Together (PACT) meetings to enable the community to speak direct with relevant authorities.

They have provided victims and witnesses with a quality support service through the justice system, through the Victim & Witness Information Partnership (VIP) and the Justice Centres.

They have piloted a Safer Schools Programme in Nuneaton and are now expanding this to run county-wide.

They have also implemented the 'Last Chance!' project (working with young people in schools to prevent offending which could lead to prison sentences).

3.2.5 **WCC - Children Young People and Families Directorate (CYPF)**

CYPF includes the following teams, all of whom contribute to this area of work:

- Youth and Community Service, including Outdoor Education
- Positive about Young People including Youth Inclusion Support Panels (YISP)
- Teenage Pregnancy and Sexual Health (Respect Yourself Campaign)
- Youth Offending Service
- Young People Substance Misuse
- Connexions Service
- Warwickshire Council for Voluntary Youth Services

The Warwickshire Youth Offer aims to provide young people with four levels of service:

- Universal - for all young people
- Prevention/targeted - this can be particular projects or particular work within a universal group
- Complex - where additional support is required with case conferences, a Common Assessment Form (CAF) and a Lead Professional.
- Acute/specialised - with referral into a lead treatment agency.

Youth Offending Service (YOS) provision includes:

- support to families, particularly with parents of young people subject to an ASBO. Mental Health and substance misuse staff support this work
- 2 dedicated staff working with school aged young people to maintain or reintegrate them into education provision
- the enforcement of court orders in both Youth and Crown Courts, the Restorative Justice process for young offenders and Referral Order Panels with community volunteers as Panel Members

- 'supporting neighbourhood' posts.

The Youth Service provides a wide range of activities for young people and also promotes volunteering and participation opportunities for young people.

Connexions and YOS provide targeted activities and **Positive Activities for Young People** support local strategies to engage 'hard to reach' groups.

Positive about Young People provision includes:

- The Youth Inclusion Support Panel
- A 13 Plus Project in Nuneaton and Bedworth for young people subject to orders or requiring diversion from anti-social behaviour
- Crimebeat - an initiative which encourages young people to identify community safety issues and to develop projects to tackle them
- A Mentoring Programme which provides a wide range of volunteer mentors to support young people, parents and carers
- PODS - the Positive Operational Drop-In Strategy, with 32 Active PODS
- Hub 119 Ltd delivers a range of play experiences for children and young people
- Partners Holiday Activity Programme in agreed priority areas across Warwickshire
- The Basics of Success home tutoring project to support and help students to improve basic skills, literacy and numeracy, and to promote family learning
- Active Strategy to Reduce Accidents (A.S.T.R.A) in 12 schools aims to reduce road casualties through education.

The CYPF directorate of WCC is also currently developing a Behaviour Strategy.

3.2.6 WCC's Community Protection Directorate

The Community Safety team have worked with partners to develop the previous ASB strategy, undertaken area-based project work to support PACTs where possible and coordinated three county-wide ASB related projects. These are: the development of a county-wide case management recording system, the development of a county-wide protocol for dealing with ASB and the development of recommendations in relation to mediation services for dealing with especially difficult community cases.

The Fire Service provides several schemes for young people, including diversionary activity through Young Fire Fighters and targeted work with young people through the Firebreak and FLARE programmes.

3.2.7 WCC's Observatory

WCC's Observatory staff provide high quality analysis of ASB issues to assist partners in developing and targeting intervention.

3.2.8 WCC Communications

WCC's Press Office staff publicise approaches to antisocial behaviour, focusing on successful targeted interventions and prevention work. They issue regular news releases about enabling and empowering young people and celebrating positive achievements, but have also carried stories in Warwickshire View about ASBOs etc. They also support police initiatives like Safer Neighbourhoods.

3.2.9 The Voluntary and Community Sector

Community groups support local people in a range of ways, giving them the confidence to be able to tackle an issue. Neighbourhood Watch are active in engaging the local community to help ensure a local feeling of safety and providing reassurance. The local volunteer bureaux work to encourage local communities to get involved in volunteering.

The Warwickshire Association of Youth Clubs (WAYC) works with young people, especially those who are at most risk of exclusion (either at school or in society), to provide positive activities and support. Specific activities include:

- Encouraging youth volunteering e.g. through the Millennium Volunteers work.
- Peer mentoring - focusing on working with groups of young people, including young parents and those who are struggling at school.
- Several outreach and detached projects where youth workers are meeting directly with young people allowing workers to challenge negative behaviour and support the young people in accessing local activities and services.

4. What are our priorities?

Our proposed top six priorities, not listed in priority order, are:

- **Tackling 'street level' anti-social behaviour** and its links to criminal damage. Universally acknowledged as a high priority by all the community safety partnerships in Warwickshire, ASB is nationally identified as a significant 'risk' factor that can lead young people into criminality, reducing their life chances, and causing fear in our communities.
- **Alcohol** - identified as being integral to the causes of a wide range of issues that fall within this programme of work. This would include the development of more reliable data sources, e.g. from police and accident and emergency departments. It would also build on the conclusions of the recently completed scrutiny review of young people and alcohol.

- **Parenting and Communities** - challenging and supporting families and communities - for example by mediation, work around acceptable behaviour and intensive family support schemes.
- **Education/Schools** - for example work around official and unofficial absences and school based behaviours.
- **Activities for Young People** - this relates to the wide range of necessary activity, not purely focusing upon young people for whom intervention and diversion are seen as useful.
- **Environmental Improvements** – for example work on littering, graffiti, ‘beat sweeps’ and visual audits.

Other priorities discussed included:

- Improved support for people with mental health issues
- Further development of partnership working e.g. in respect of housing
- Further work on ASB processes eg improved sharing of information and electronic case management.
- Work with the broader community

5. Strategic Links

We will need to ensure that we make strategic links with:

- The LAA (and mandatory ASB outcomes)
- Children and Young Persons Plan
- Local Criminal Justice Board plans
- Crime and Disorder Reduction Strategies
- The Alcohol Harm Reduction Strategy
- Safer Neighbourhood Area Action Plans
- Housing Strategies
- Leisure Strategies
- Partners’ Corporate Strategies
- Policing Plan
- Local Community Plans
- Health Plans
- WCC Parenting Strategy

6. Action Plan - what would we like to include in an Action Plan?

The following is a list of some of the ideas which might be included:

- Develop an intensive family support scheme, secure funding and deliver the scheme.

- Extend the safer schools programme across the county by recruiting a safer schools officer for each area. (This is already underway.)
- Investigate the wider use of Parenting Orders and develop a protocol for their use.
- Provide more support for families when sentencing a young offender.
- Implement the new ASB protocols to clarify leadership, 'pathways', co-ordination of activity and appropriate information sharing.
- Establish new models for conditional cautioning.
- Improve the use of Anti Social Behaviour injunctions to ensure that witnesses and victims are given the maximum protection so that they come forward.
- Investigate the use of Intervention Orders (a support order that can be attached to an ASBO for an adult where the underlying causes of their anti-social behaviour is drug related).
- Determine how we badge this area of work and develop an approach to communication of ASB issues which is proportionate to the level of the problem and also contributes to reducing the fear of crime - making communities and neighbourhoods feel safer by focussing on effective intervention at a very local level: reassuring without alarming.
- Further work with young people, especially those who presently do not wish to participate and engage with activities. Specifically we need to support facilities and activities for young people in the rural areas where 'youths hanging around on the street' are considered the worst problems affecting people's quality of life and where there are few facilities for young people.
- Other preventative work, getting to those at risk before they become 'antisocial / offenders / excluded from school, etc.

Note: There will be further work to do to develop the action plans once priorities are agreed.

7. Performance Framework

This section can only be completed once the strategy has been broadly agreed, but will need to be consistent with other performance frameworks e.g. that relating to the LAA.

8. Partners' Signatures

The following groups are suggested as signatories to a joint strategy:

- Warwickshire County Council
- District and Borough Councils
- Warwickshire PCT
- The Probation Service

- Crown Prosecution Service
- The Local Criminal Justice Board
- The Voluntary Sector (possible representative bodies would be the Coventry and Warwickshire Infrastructure Consortium)
- Registered Social Landlords
- Connexions
- The Business Community