

**AGENDA MANAGEMENT SHEET**

<b>Name of Committee</b>	<b>Community Safety Overview and Scrutiny Committee</b>
<b>Date of Committee</b>	<b>10 January 2006</b>
<b>Report Title</b>	<b>Anti-Social Behaviour Strategy</b>
<b>Summary</b>	This report provides the County Council with an opportunity to consider the countywide multi-agency Anti-Social Behaviour Strategy presently being 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'.
<b>For further information</b>	Julie Sullivan Corporate Community Safety Manager
<b>please contact:</b>	(01926) 766804 juliesullivan@warwickshire.gov.uk
<b>Would the recommended decision be contrary to the Budget and Policy Framework?</b>	No
Background papers	Copy of full strategy available from Julie Sullivan

**CONSULTATION ALREADY UNDERTAKEN:-**

Details to be specified

- |                       |   |
|-----------------------|---|
| Other Committees      | <input type="checkbox"/>  |
| Local Member(s)       | <input type="checkbox"/>  |
| Other Elected Members | <input type="checkbox"/> Cllrs Haynes, Shilton, Wells, Timms.....<br>Noted for consideration by the O&S committee |
| Cabinet Member        | <input type="checkbox"/> Cllr Hobbs.- Noted- need to consider outcomes  |
| Chief Executive       | <input type="checkbox"/> .....  |
| Legal                 | <input type="checkbox"/> Greta Needham .-no comments.....   |
| Finance               | <input type="checkbox"/> .....  |
| Other Chief Officers  | <input type="checkbox"/> David Carter., William Brown.....  |

- District Councils .....
- Health Authority .....
- Police .....
- Other Bodies/Individuals  Crime and Disorder Partnerships....

**FINAL DECISION**

**NO**

**SUGGESTED NEXT STEPS:**

Details to be specified

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

# Community Safety Overview & Scrutiny Committee

10 January 2006

## Anti-Social Behaviour Strategy

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

#### Recommendation

The Community Safety O&S Committee is asked to:

- a) Endorse the Anti-Social Behaviour Strategy and action plan on behalf of the County Council

#### 1. Introduction

- 1.1 Following funding available to the five Crime and Disorder Reduction Partnerships (CDRPs) by the Home Office, for a post to co-ordinate the work of tackling anti-social behaviour across the county, 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 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 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 18 months ago on a 2 year contract in order to support the countywide approach. Having audited the existing work across the county, and setting 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 for an ABC clinic which will help 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 ASBO.
- 2.4 ASBOs are being prosecuted over the county with the assistance of WCC legal services, an agreed protocol and information sharing protocol, with the anti-social behaviour groups at local level, pulling together information from different agencies and monitoring the subsequent ABC or ASBO.
- 2.5 In the south of the County, the use of mobile phone cameras is being encouraged to 'snap it and send it' where people see examples of litter or graffiti etc to ensure that agencies know about any problems as soon as possible, so they can be dealt with.
- 2.6 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.
- 2.7 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 1).
- 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. Next Steps**

- 4.1 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.
- 4.2 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.
- 4.3 The role of the co-ordinator is also to be reviewed prior to the

completion of the 2 year contract.

4.4 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  
Warwick

January 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 areas 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%
<b>Total</b>	<b>29,676</b>	<b>40,949</b>	<b>44,483</b>	<b>37,586</b>	<b>43,448</b>	<b>46%</b>
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

<b>Key Theme</b>	<b>Action</b>	<b>Lead &amp; Partner Agencies</b>	<b>Outcomes/Targets</b>	<b>Timescale</b>	<b>Progress</b>
<b>1. To promote effective inter-agency working</b>					
ASB Groups	Groups meeting regularly.	Lead – District & Borough Councils & CDRPs. Partner – All agencies	Ensuring anti-social behaviour is dealt with expeditiously and regularly.	Continuous review.	
	Agreeing common best practice for the operation of the anti-social behaviour groups.	Lead – District & Borough Councils & CDRPs. Partner – All agencies	Consistency across County in the way anti-social behaviour groups deal with anti-social behaviour.	December 2005	
	Action plan to be made for each individual case.	Lead – District & Borough Councils Partner – All agencies	All agencies fully signed up to action taken and ownership of action taken through an agreed format	December 2005.	
<b>Key Theme</b>	<b>Action</b>	<b>Lead &amp; Partner Agencies</b>	<b>Outcomes/Targets</b>	<b>Timescale</b>	<b>Progress</b>
<b>2. To identify geographical priority area's to prevent &amp; deter.</b>					
Data Collection & Analysis	Introduce data collection systems including GIS mapping to identify priority area's.	Lead – District & Borough Councils Partners All agencies.	Ensuring CDRP tasking groups have reliable information on anti-social behaviour.	Data collection system agreed by partners by December 2005.	
	Sharing information to	Lead – CDRPs (through	Problems will be	Ongoing review	

Problem solving	<p>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>tasking groups). Partner – All.</p> <p>Lead – WCC &amp; District &amp; Borough Councils.</p>	<p>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>Review using Audit September 2006.</p>	
<p><b>Key Theme</b></p> <p><b>3. To identify problem behaviour and use the problem solving model to work with the relevant agencies to address the behaviour.</b></p>	<p><b>Action</b></p>	<p><b>Lead &amp; Partner Agencies</b></p>	<p><b>Outcomes/Targets</b></p>	<p><b>Timescale</b></p>	<p><b>Progress</b></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>To devise projects that encourage the supportive action families and communities can provide.</p>	<p>Lead – PAYP Partner – Education, Social Services, Housing, Police, Health.</p> <p>All agencies</p>	<p>Ensuring early capture of individuals at risk in order to prevent anti-social behaviour.</p> <p>To ensure there is an effective system for building in support for families and community groups.</p>	<p>By December 2005.</p> <p>Ongoing review</p>	
Protocols	<p>ASB Protocol is adhered to throughout the County to improve processes and procedures.</p>	<p>Lead – All agencies</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>	

Key Theme	Action	Lead & Partner Agencies	Outcomes/Targets	Timescale	Progress
<p><b>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.</b></p> <p>.</p>					
<p>Victims</p>	<p>To co-ordinate provision and promote activity that supports young people as potential victims of anti-social behaviour.</p>	<p>Lead – PAYP. Partner – YOT, Education, Charm. Social Services, Police.</p>	<p>Positive perceptions of young people in the community.</p>	<p>Continuous review.</p>	
<p>Offending behaviour / offenders</p>	<p>To support consultation with young people as to their needs and fears, whilst actively seeking their engagement.</p>	<p>Lead – PAYP. Partner – YOT, CHARM, Education, Police.</p>	<p>Consultation with young people on their needs and seeking volunteers to be actively involved and engaged within the community.</p>	<p>By December 2005</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 – WCC. Partner - YOT, PAYP, CHARM, Police, District &amp; Borough Councils</p>	<p>Research solutions for a change in behaviour of perpetrators and seek agreement through consultation and monitoring system agreed.</p>	<p>December 2005</p>	

<b>Key Theme</b>	<b>Action</b>	<b>Lead &amp; Partner Agencies</b>	<b>Outcomes/Targets</b>	<b>Timescale</b>	<b>Progress</b>
<b>5. To identify a methodology to capture monitor &amp; evaluate actions taken</b>					
Performance Management.	<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>	
<b>Key Theme</b>	<b>Action</b>	<b>Lead &amp; Partner Agencies</b>	<b>Outcomes/Targets</b>	<b>Timescale</b>	<b>Progress</b>
<b>6. Awareness raising of anti-social behaviour initiatives</b>					
Initiatives to tackle anti-social behaviour.	To develop awareness programme profiling agencies and initiatives..	Lead – WCC. Partner – All agencies	A Countywide awareness of all agencies of available	Evaluation of success by December 2005.	

	<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>interventions in anti-social behaviour.</p> <p>To assist with a reduction in 'Fear Of Crime'</p>	<p>Review by citizen panel surveys.</p>	
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