

FRONT PAGE

Draft Anti-Social Behaviour

Strategy 2008-11

Foreword

We are pleased to introduce Haringey's second Anti-social Behaviour Strategy which covers 2008 – 2011.

In revising this strategy, we have held discussions with all key partners and colleagues, and have opened our findings up for public comment. We have established that our original priorities are still current and much of this strategy is a continuation of the good work already underway across the Borough.

We have re-defined our overall approach as a balance between prevention and enforcement. We have recognised the need to improve the co-ordination of targeted support to young people and to develop our approach within the context of area-based working, problem-solving and addressing the causes of anti-social behaviour at an early stage.

Our vision - which supports that of our general Safer for All Strategy - is to have 'a safer Haringey where residents, visitors and workers can have an improved quality of life without the fear of being subjected to anti-social behaviour'.

The ASB Partnership Board – referred to as the Partnership in this document - will work together to ensure that the community in Haringey feels secure and protected from the negative effects of anti-social behaviour. This strategy sets out a programme of delivery which includes the following areas of work:

- improving the exchange of information about reported anti-social behaviour
- accessing partnership resources to increase service provision and improve responses to complaints of anti-social behaviour
- seeking the realignment of mainstream resources to improve multi-agency service delivery and responses to antisocial behaviour
- improving multi-agency working by developing common protocols, assessment pathways and joint service delivery
- building the skills, capacity and confidence of all key staff

As always, we will seek to work constructively with residents and to support and reward those who are willing to be courageous and take a stand

Please do follow our progress on the website XXXXX.

Councillor Nilgun Canver
Cabinet Member
Enforcement and Safer Communities

Richard Wood
Acting Borough Commander
Haringey MPS

CONTENTS (to be completed)

1. Introduction

What is Anti-Social Behaviour?

The Partnership has to deal with a wide spectrum of anti-social behaviour (ASB), including activities that call for different legal remedies and informal solutions. The Partnership definition is:

“Anti-social behaviour covers the range of behaviours from low level nuisance to serious harassment, which can damage the quality of life and interfere with the ability of people to use and enjoy their home or community”

How each case is handled will vary on the specific circumstances of the victim and the perpetrator. We have, therefore, adopted a broad definition of ASB. The different types of ASB vary considerably in their seriousness and their potential impact upon victims. (See Annex A for the types of behaviour now classified as ASB).

The Crime and Disorder Act defines ASB in terms of its impact, or likely impact, on victims, as well as the actions of the perpetrators. A person is liable for an Anti-Social Behaviour Order (ASBO) if he or she:

“has ...acted in an anti-social manner, that is to say, in a manner that caused, or was likely to cause harassment, alarm or distress to one or more persons not in the same household”.

2. Our Principles

The Partnership has agreed that the following principles should underpin the design and delivery of all strategies and initiatives to deal with ASB. We will work with relevant partner agencies, where appropriate, to achieve the following:

- Responses will take into account the needs and concerns of the victim
- The best interests of the victim should be paramount, taking into account their safety, views, wishes and feelings. Where appropriate (or where requested), confidentiality will be maintained. However, also where appropriate, issues of vulnerability of the perpetrator (e.g. mental health) will be taken into account with regard to seeking the right solutions.
- Responses will be prompt and appropriate
- All agencies should provide a response to a request for service within a specified period according to agreed protocols.
- Services will be accessible and inclusive
- Policies and services should be sensitive and responsive to the needs and aspirations of our community, taking full account of their race and ethnicity, gender, sexual orientation, age or disability.

- Services will promote effective practice based on research and evidence
- High quality research, evaluation, monitoring and review procedures should ensure that those responses and collaborative initiatives to reduce the opportunity of anti-social behaviour are balanced and well informed.

- Services will be coherent in design and delivery
- Services and response activity should be woven together in a coherent, integrated and cross-sector form to ensure effective and efficient allocation of resources.

- Services will promote and enhance communities
- Communities should be empowered and encouraged to contribute towards positive changes within the environment they choose to work and live in, in order that improvements can be owned and sustained locally. Services, activity and initiatives should promote community.

3. Context

3.1 National and local context

Anti-social behaviour can blight the lives of residents, and has been recognised as a serious issue for some time. In November 2003, the Anti-Social Behaviour Act came into effect and included new powers to close problem premises, and extended the use of fixed penalty notices and dispersal orders. It also introduced antisocial behaviour orders and acceptable behaviour contracts (ABCs).

The emphasis was on enforcement: Local Authorities and their local partners including the police and courts were encouraged to use all the powers available to them to discourage and punish perpetrators of anti-social behaviour. In particular, there was a focus on ASB in the public realm and the problem of nuisance neighbours. More recently, the focus has shifted towards young people and our own strategy reflects this shift.

Locally, *Better Haringey* was launched in 2003 with the aim of giving Haringey a cleaner and safer environment through Street Scene, parking, planning and cleaning services e.g. Graffiti Team and environmental enforcement teams. CCTV became an important tool in capturing evidence of ASB.

We recognised that ASB often demanded a multi agency approach: we developed common approaches and co-ordinated activity; ways of sharing information; joint protocols; and assessment pathways. Our most important innovation was the establishment of a specialist Anti-Social Behaviour Action Team (ASBAT) which continues to deal with persistent and serious ASB.

3.2 Haringey's Sustainable Community Strategy

We have a new strategy for the whole of Haringey. The aim is to make lasting improvements to all by tackling the issues that present barriers to success for many local people. The main focus is on improving the life chances for young people by addressing deprivation and social exclusion. Substantial resources will be directed at worklessness, which is a major contributor to ASB. The following priorities will guide how all services are delivered:

People at the heart of change

Economic vitality and prosperity shared by all

Healthier people with a better quality of life

An environmentally sustainable future

Safer for all

People and customer focused services

The work in this strategy and in the new three-year Community Safety will support the *Safer for All* strand.

3.3 Links to other local Strategies

The following Haringey strategies have links to the *Anti-Social Behaviour Strategy*:

Haringey Strategic Partnership Sustainable Community Strategy

Safer for All Community Safety Strategy 2008-2011

ASB Partnership Board Communications Strategy

Youth Justice Plan

Children and Young Peoples Plan: stepping on towards excellence

Children and Young People: Anti Bullying policy

Housing Strategy 2003/08

Drug and Alcohol Action Plan

Alcohol Harm Reduction Strategy

Haringey Councils ASB Policies and Procedures

Local Area Agreement 2007/10

Employment and Skills Strategy

Regeneration Strategy

Youth Justice Plan

Sports and Physical Activities Strategy

3.4 ASB Research

On the ASB Practitioner's Area of the Respect website, a collection of research around anti-social behaviour has been published. There are four main headings under which the research has been organised, a short summary of which is below:

Area/neighbourhood:

Research has shown that areas with high crime and ASB problems tend also to have a high turnover of population. Young people raised in inner city areas characterised by disorganisation, physical deterioration, overcrowding and social housing are at a greater risk of becoming more involved in criminal or anti-social behaviour.

Families:

Those families who are involved in anti-social behaviour are likely to be known to a number of agencies. In addition, low income, poor housing and large family size have been identified as increasing the risk of a child becoming involved in ASB, as does poor parental discipline and supervision. There is evidence of a cycle: anti-social behaviour of children continues on into adulthood with their children also perpetrating ASB.

Young people:

There is evidence that young people who engage in persistent anti-social behaviour were more likely to be aggressive and volatile, with poorer relationships with parents and – the most powerful risk factor – have friends who engage in ASB. They are also more likely to have difficulties concentrating and at school. There is an indication that being a victim of crime as a young person increases the risk of becoming a perpetrator. Nearly 50% of 11 to 16 year olds have reported being bullied and the effects can be long-lasting.

Alcohol:

Alcohol consumption, particularly binge-drinking, appears to be rising, especially among young people. It is one of the most important risk factors in anti-social behaviour as it is frequently taken in excess, and those who drink under-age are more likely to commit ASB.

A fuller overview of the report can be found in annex C.

4. Where we are now

In 2005 the Haringey Information Sharing Protocol was finalised and signed by key services dealing with ASB, including some Registered Social Landlords. The protocol allows data to be passed easily from one agency to another, facilitating joint working and helping eliminate duplication.

Underpinning all the work is strong corporate leadership through ASB Partnership Board and Lead Member involvement in setting the strategic and policy agenda for ASB which increasingly crosses Departmental boundaries and business units. Implementing the new ASB communications strategy will help residents keep in touch with services and services responding more effectively with residents concerns.

4.1 Enforcement of ASB

Haringey has developed a balanced and proportionate approach to dealing with ASB. The key services for enforcement are Safer Neighbourhood Policing Teams, Environmental Enforcement and the Anti Social Behaviour Action team (ASBAT). The ASBAT pilot was established in N17 to focus on serious and persistent cross-tenure ASB. The service was rolled out across the borough in 2005. Very well established and valued both internally and externally, the ASBAT primarily but not exclusively deals with enforcement using all available ASB powers, remaining focused on serious, complex and persistent ASB.

As of January 2008, ASBAT and other enforcement services have put in place five dispersal and 120 closure orders; given 19 ASBOs and 122 ABCs; and taken out 14 injunctions and 28 possession orders or evictions.

In 2007, the ASBAT extended its preventive role by employing a parenting worker with two support workers funded from Supporting People. This parenting support is focused on those families who have been identified as the most prolific ASB offenders. In addition, the team has recently acquired its own mobile CCTV vehicle and can now access the fixed CCTVs to gather evidence of ASB.

A key part of maintaining pressure on ASB remains undertaking joint operations – drawing on Council services, the police and other agencies where appropriate. Joint-working successes recently have been in dealing with pirate radio stations, abandoned vehicles, waste dumping and controlling drinking in public through controlled drinking zones. The Crack House Closure protocol was also agreed between all relevant agencies. Since 2004 there have been a number of on-going joint enforcement initiatives including Operation Stop; Early Bird; Humbug; Christmas Cracker; Tailgate; Clean Sweep.

Case Study: Environmental Services Initiatives (borough-wide)

Under age sales: increased vigilance by traders. Trading Standards have completed test purchase operations to check if traders were willing to sell age-restricted goods to under age volunteers. The results highlighted that in the main traders had taken note of the letters sent out; explaining that the age limit had gone up from 16 to 18.

Operations to check on firework retailers have also been undertaken, with advice packs from Trading Standards disseminated. The team also reminded retailers in person whilst visiting to check that fireworks were being stored safely and complied with the British Standard. Trading Standards have regularly given advice to traders about the importance of not selling alcohol and other age restricted goods to children.

Homes for Haringey, the local Arms Length Management Organisation (ALMO), has been working with Environmental Services to reduce estate-based ASB as well as developing an action plan to secure the Respect Standard for Housing management. Several Registered Social Landlords (RSLs) have also signed up to joint working through the information sharing protocol and attend the Partnership ASB RSL sub-group.

Case Study: Good Neighbour Agreements Mountview Estate, N15

The GNA facilitates residents being able to put forward their own ideas to improve behaviour on a particular estate and an agreement is drawn up which all residents sign. Good Neighbour Agreements (GNA) have been developed as part of the Governments' Respect Agenda. In essence, these agreements promote positive behaviour within a neighbourhood, and set out in a non-legally binding contract, the mutual rights, responsibilities and expectations between residents, social landlords and other service providers. Social landlords are using GNAs increasingly and they are an integral part of the RESPECT standard for Housing Management. In partnership with the Council and Department for Communities and Local Government, the ASBAT has been leading on and assisting Homes for Haringey (HfH) to introduce a Good Neighbour Agreement (GNA) on the Mountview Estate, N15.

A major development across London since the last strategy has been the Metropolitan Police Service commitment to Safer Neighbourhood Teams, which comprise a minimum of one Sergeant, two Police Constables and three Police Community Support Officers. These ward-based teams work at a neighbourhood level, problem solving with local residents, businesses and Council services, including ASBAT. A crucial part of their work is using the concerns of local people to prioritise resources: residents are consulted via, for example, Area Assemblies, Key Individual Networks and 'Have-a-say' events. Neighbourhood managers have played a role in bringing services together.

4.3 Young people, children and families

We have very well developed, successful and stable specialist support services for young people who have been in contact with the criminal justice system: the Youth Offending Service which includes the Youth Offending Team (YOT) and the Youth Inclusion and Support Panel (YISP). In addition to generic youth service provision through the three youth centres and detached youth work, our youth service includes the Youth Inclusion Project, summer play schemes, after hours sports and football, counselling and the Positive Futures programme.

Guidance from the Department for Children, Schools and Families emphasises the need to target youth support towards those most at risk. We will therefore be ensuring that all our services for young people address identified needs, no matter where the young people present.

There is a considerable amount of work to be done in this area, especially as schools now control a large part of their own budget. The Youth Summit provides a forum to start developing a more co-ordinated approach. We already have a nationally recognised and well-developed programme for primary schools around restorative justice and an anti-bullying policy. This comprises a template for schools which they may adopt an amend, or to have their own policy. The underlying requirement is for every school to have a policy in place.

5. Challenges

We believe that keeping a balanced and proportionate enforcement response especially in relation to younger people is a key challenge.

Patterns of ASB

Levels of ASB in most categories have remained relatively stable with the exception of arson, abandoned vehicles and complaints about refuse which have all decreased significantly. Most types of ASB move location, although most hotspots remain in the east of the borough. We can assume that the ASB we have historically collected data about is a result of adult behaviour, except for graffiti (although even here there is anecdotal evidence that a significant proportion is created by those aged over 18 years).

A potentially worrying trend is the increase in alcohol related ASB, i.e. ASB is likely to be affected by alcohol use. We will be researching the links and developing a more nuanced local approach to alcohol use and all crime especially ASB remains a key issue from the last strategy. (See annex G for figures on ASB over time).

Maintaining and improving area based problem solving

There are some ASB problems that can be dealt with at a Borough or even London level, but most will be solved at a sub-borough neighbourhood assembly level. The range of services and interventions provided in the borough will keep a lid on ASB at its current levels, and where it is decreasing will continue to push these levels down. Further, the whole range of services provided needs to continue the work they currently undertake especially in the east of the borough, but there needs to be a way of problem solving when there is a 'crisis'. Providing enforcement and maintenance services which have enough flexibility to ensure a rapid response is an important quality for reassuring residents. While we want to see a re-emphasis on helping young people and their carers, we do not want to lose the focus of work already underway. There is work to be done here on ensuring residents do not take improvements in tenure related ASB and environmental enforcement for granted.

These points imply keeping those 'universal' services that are in place now, as long as there is sufficient willingness and capacity to allow for area based work. We need to use local research and data to generate more detailed and evidence based approaches especially at an area level.

Understanding residents concerns

Resident opinion and research, both in the UK and internationally (see annex C for a summary of the research evidence), points to ASB being primarily a youth related issue. However, given the categories used in the data collection and the services available to deal with ASB in Haringey it is not surprising that young people are not seen as the major focus for intervention, as the focus has been on ASB caused by adults. There appears to be a disjunction between what residents perceive to be priorities around ASB and the way services respond and data is collected.

Providing appropriate services for young people

'Hanging around' does not necessarily imply ASB or crime. There may continue to be a gap between resident's perceptions and the reality of young people lives. This needs addressing against a backdrop of national and media coverage which

continues to demonise all young people.

There is evidence that there are at least 2 types of young people who commit ASB: 'life course persistent' offenders and 'adolescent limited' offenders. There is some evidence that early family focused interventions will protect children 'at risk' of 'life course persistent' ASB as they grow up using targeted interventions. Family focused interventions and services for those young people at some risk might need strengthening. Haringey has a strong record in dealing with those most at risk through YOS, and with adult perpetrators in the public realm through enforcement and ASBAT.

It is harder to identify those young people who engage in 'adolescent limited' ASB and research suggest that universal services which support young people in their transition to adulthood are important. Out of school hours youth services play a key role here, in the context of targeted youth support. Rolling out the anti-bullying strategy and improving school based mediation and reparation schemes are crucial. Linking universal support services including schools and colleges with specialist services might also need attention

There is a real problem with definitions here, as it is not at all clear what residents mean by 'young people' when they identify 'young people hanging around' as an issue. Do they mean males? Do they mean anyone aged less than them; anyone aged less than 30 (i.e. anyone who wears trainers, jeans and hoodies); those aged more than 10? Without more detailed work on whom residents are identifying, the solutions will remain elusive. Further, statutory services provided by the Local Authority have age related entry criteria, and those that are focused on 'young people' usually stop at 18 years old. There are many services for those aged between 5 and 18 but there is a gap for the 18+ age group being engaged in structured activities.

Involving residents

Effectively involving residents including our new European immigrant communities is a key challenge. Research suggests that ASB is at its most problematic when there is a high turnover of residents and incomes are low. While there is high satisfaction with our specialist case work, including that provided by the ASBAT and YOS, Homes for Haringey and Better Haringey services, the final priority in the last strategy needs reinvigorating especially when the first priority in our Sustainable Community Strategy is 'people at the heart of change'.

Key Individual Networks were developed during 2005 when the first eight Police Safer Neighbourhoods Teams became established. Since then the membership has risen with many more people, partners and organisations to ensure that the KIN list is as representative as possible of both ward geographically and in terms of ethnicity and gender. They include partners and businesses as well as local people. Members receive regular updates regarding police activity and the Police also try to encourage them to provide information regarding what is happening on the ward.

6. Priorities

The priorities identified within the last strategy remain the focus for our ASB work. However, we want to see the balance within these changes, with more emphasis on early interventions, mediation and preventative work especially with young people and their families.

- Reducing the opportunity for ASB, focusing on young people
- Safeguarding the environment through enforcement
- Tackling ASB across all housing tenures
- Supporting families whose members are at significant risk of committing ASB

Underpinning these priorities is a recognition that success will depend on increasing residents' involvement in tackling ASB at a local and borough level.

We have already identified residents' priorities in two local areas: Bruce grove and West Green through consultation. The priorities above fit with the priorities residents have told us are important for them. We also know from local survey data that effectively dealing with violence and anti-social behaviour is young peoples' number one concern.

7. Approach

The approach we use in Haringey to ASB is a balance between preventing ASB from occurring, intervening as quickly as possible once ASB has been identified and enforcement using all the available tools and measures where less intrusive methods have not been successful.

It is clear that some forms of ASB are confined to some areas in Haringey more than others, and that the overall levels have remained relatively constant over a number of years. We need to directly address these two issues by better planning and co-ordination, drawing on the expertise of all agencies which have a real or potential stake in helping solve the identified problem.

Multi agency local area problem solving

This should include young people's services and young people wherever appropriate. On the other hand in using small areas to intensively tackle identified problems we have to balance proactive and programmed work (such as timetabled graffiti removal) ensuring there are fast reactive responses to emergencies or new problems. An important part of this approach is to define what success will mean and to keep measuring how far services have achieved the outcomes required. Neighbourhood managers will generally co-ordinate activity. In undertaking this type of work we also have to balance differences between professional knowledge and perception of the problem, and residents' perceptions. This is especially true of the relationship between ASB and young people: we need to ensure that identified concerns about young peoples behaviour really does concern young people, who these people might be and what solutions are needed for those particular young people.

Address the causes

This ensures we examine the causes of the problem where we can, and we do not wrongly accuse young people of behaving badly when they have not. Similarly we will continue to work on developing appropriate service for those with mental health problems when they come into contact with services. We will however use all the powers available to us if it is clear that enforcement measures are needed. There are however ASB issues which can be dealt with at both a ward level and at a borough wide level and sometimes at a London level, for example fly posting, 'pirate' radio stations, fly-tipping, underage sales of alcohol.

Use all our available enforcement powers

To ensure that fines and other enforcement activities create real disincentives to the commercial activities listed above, working with other Boroughs to address pan London issues where appropriate.

Co-ordination between young peoples' services

All school and colleges have a crucial role to play in helping develop young people's citizenship skills and we will be developing and improving coordinated work, including specialist services to provide a full range of targeted youth support (see annex D for 7 core elements). The youth summit will act as a key driver for linking schools work with youth services provision, truancy services, parenting support and enforcement

agencies is one of the major tasks for the next three years. Haringey YOS, including the Youth Inclusion Support Panel (YISP), have a strong track record in case work with young offenders and those at high risk of offending. Links between YISP and ASBAT are strong. A key tool will be ensuring the common assessment framework is fully integrated into all services for young people. Identification of children who may have behavioural problems in early primary school will help support parents who may be under pressure and linking with high quality specialist parenting support programmes will continue. We will continue to support innovative approaches to mentoring through community and voluntary agencies and 'whole school' restorative work.

'Collective efficacy'

Engaging and keeping residents informed; residents identifying issues and reporting incidents; easier reporting; valuing housing and environmental services. In developing community engagement citizens need to understand their rights and their responsibilities. This might lead to an increase in demands on services as people become more confident in receiving a high quality service. Publicising citizens' rights and responsibilities similar to good neighbour agreements will be important, as will providing information about the costs of dealing with ASB and the benefits of reporting and poor behaviour.

Communications Strategy

Integrating communications with citizens in all ASB activity from the start of any work programme will be important, and implementing the strategy suggests a potential way forward. Using email and other forms of new technology to inform residents of ASB work needs to be developed. This is especially important for those 'invisible' services such as environmental enforcement, which often tend to be taken for granted. Haringey has a track record in promoting race equality, equal opportunities, and tackling disability and age discrimination, which underpin good citizenship. The challenge in Haringey continues to be improving 'collective efficacy' in the light of high population mobility and turnover.

Mediation Service

The ASBAT uses a mediation service, however this is limited by capacity and resources. The borough might benefit from a corporate mediation service.

8. Implementation, monitoring and evaluation

The range of services available to deal with ASB in Haringey is given in the table below. In it, the priority each service addresses is listed along with the national indicator that we are being measured against. Many services address more than one priority, especially those concerned with families and children.

The following national performance indicators relate to the whole service delivery table

NI 1: Percentage of people who believe people from different backgrounds get on well together in their local area

NI 2: Percentage of people who feel that they belong to their neighbourhood

NI 3: Civic participation in the local area

NI 4: Percentage of people who feel they can influence decisions in their locality

NI 5: Overall/general satisfaction with local area

NI 17: Perceptions of anti-social behaviour

NI 21: Dealing with local concerns about anti-social behaviour and crime by the local council and police

NI 22: Perceptions of parents taking responsibility for the behaviour of their children in the area

NI 23: Perceptions that people in the area treat one another with respect and dignity

NI 24: Satisfaction with the way the police and local council dealt with antisocial behaviour

NI 25: Satisfaction of different groups with the way the police and local council dealt with anti-social behaviour

NI 27: Understanding of local concerns about anti-social behaviour and crime by the local council and police

N195: improved Street and environmental cleanliness (levels of graffiti, litter, detritus and fly posting)

N196: Improved street and environmental cleanliness fly tipping

As with the previous strategy, a detailed action plan will be developed to provide guidance and how delivery activities will be progressed and reviewed every six months through the Anti- social behaviour partnership board. The new structure for overseeing crime and drugs work is appended (see annex F)

Key developments

Research local alcohol use and ASB and develop appropriate responses

Mental health and ASB joint protocols and common assessment pathways

Mapping and joining up young peoples services for targeted youth support, looking at assessments, referral pathways, gaps and overlaps

Roll out anti-bullying policy

Building on the Respect Standard for Housing Management (Homes for Haringey)

Pilot local area problem solving and refine process in light of learning, especially

regarding work of enforcement team and young peoples services where appropriate

Assess new data gathering process and revise especially looking at the specificity of the 'cross cutting' assessments

Scoping of current use of mediation and whether there would be a need for a service

Test the communications strategy focusing on environmental enforcement in partnership with a service including increasing demand for services

Community Justice Courts - Courts and Judiciary connecting to the community through regular engagement, finding out their views on crimes that are of most concern, the impacts of those crimes and the way offending is tackled

Delivery activities

(NB: National indicators are only provided where they are different from those listed above)

	Universal	Priority	NI	Group	Priority	NI	Individual	Priority	NI
Prevention	Youth spaces/shelters	1	57	Community mediation	ALL		Acceptable behaviour contracts	1	86
	Youth clubs and other provision for young people	1	57; 110	Cross-generational work	1		Parental control agreements	3	86
	Warden schemes	2					Mentoring	1	
	Situational prevention/designing out crime	2		Summer play schemes	1	57	Restorative justice	ALL	86
	Improving street lighting	2		Truancy projects	1	87	Mediation service	ALL	
	Education, training and employment schemes for those over 17	1	91; 117	Youth inclusions programmes	1	110	Behaviour Agreements in schools	1	86
	Research and develop responses to local alcohol use		41	Sports projects	1	57	Diversions activities	1	110
	Fire education		33; 49	Diversions activities	1	57	Parenting support projects	4	50
			Detached youth work	1					
Education	Citizenship lessons	1	1;13	Work with excluded children	1	87	Work with excluded children	1	87
	Anti-bullying strategy roll out	1	69	Informal educational activities	1		Informal educational activities	1	
	Drug and alcohol education	1	41 115	Peer education	1	110			
				Literature	1				
Enforcement	Litter removal	2		Introductory & Starter tenancies	3	160	Anti-social behaviour orders	ALL	
	Graffiti and fly posting removal	2		Good neighbour agreements	3	160	Parenting orders	4	86
	Removal of abandoned vehicles	2		Dispersion orders	ALL		Reparation orders	ALL	
	Test purchasing	2		Regulating houses of multiple occupation (HMOs)	3	12	Fixed penalty notices	ALL	
	Safer neighbourhood policing	ALL					Injunctions	ALL	
	Controlled drinking zones	ALL							

See also BVPI 199 and targets in Every Child Matters

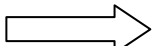
Annex A: Anti-Social Behaviour – Agreed OHMS checklist details

Table 1: Agreed main ASB ‘Types’ and related ‘Sub-types’

	ASB TYPE	ASB SUB-TYPE
A	Noise	Noisy neighbours [Domestic] Noisy cars/motorbikes [Vehicles] Loud music Alarms (persistent ringing/malfunction) Noise from pubs/clubs [Licensing & Commercial/Leisure] Noise from business and industry [Construction/Demolition & Equipment in Street] [Animal – Miscellaneous] (Bold text denotes Noise Team definitions, see table 4 below)
B	Verbal abuse / harassment / intimidation / threatening behaviour	Groups or individuals making threats Verbal abuse Bullying Following people Pestering people Voyeurism Sending nasty or offensive letters Obscene / nuisance phone calls Menacing gestures Rowdy Behaviour (see H & J below) Shouting & swearing Hooliganism / loutish behaviour Nuisance behaviour Abuse based on sexuality Throwing missiles Misuse of air guns
C	Vandalism and damage to property	Graffiti Damage to bus shelters Damage to phone kiosks Damage to street furniture Damage to buildings Damage to trees, plants, hedges Nuisance behaviour Letting down tyres
D	Pets and animal nuisance	Uncontrolled animals Breeding & management of pets Dangerous dogs Animal related smells Dog fouling
E	Nuisance from vehicles	Abandoned vehicles Inconvenient / illegal parking Car repairs on street /in gardens Setting vehicles alight Joyriding Racing cars Off-road motorcycling Cycling / skateboarding in pedestrian areas /footpaths

F	Litter/rubbish/ fly-tipping	Dropping litter Dumping rubbish Fly-tipping Fly-posting
G	Garden nuisance	Untidy / unkempt garden Garden fence/hedge disputes
H	Misuse of communal areas or public space / loitering	Urinating in public Setting fires (not directed at specific persons or property) Inappropriate use of fireworks Climbing on buildings Impeding access to communal areas Games in restricted/inappropriate areas Begging Gangs of youths 'hanging out' Smoking in public / communal areas
I	Prostitution / Sexual acts / kerb crawling	Soliciting Cards in phone boxes Discarded condoms Kerb crawling Sexual acts Inappropriate sexual conduct Indecent exposure

Table 2: Agreed cross-cutting YES/NO questions applicable across all proposed ASB 'Type1' categories

	YES / NO QUESTIONS (cross-cutting themes)	If YES additional 'check box' descriptions
1	Is mental health a factor? YES/NO	
2	Is the issue/complaint Youth related? YES/NO	
3	Alcohol related? YES/NO	
4	Are drugs involved? YES/NO	Taking drugs Sniffing volatile substances Discarded needles /drug paraphernalia Crack houses Presence of dealers or users
5	Hate related YES/NO If YES 	Race Gender Disability Age Faith/Religious Homophobic

Annex B: Local Data

Haringey Safer Communities Executive Board now receives data every six months to help plan and understand trends in ASB. We can compare some sets of data over a relatively long period (although the way data is collected has changed for some categories, so we may not be measuring the same phenomenon). It is clear that for some categories of ASB Haringey has made significant improvements especially for arson, abandoned vehicles and complaints about refuse, all of which have decreased, and the amount of fly posting and graffiti removed which has increased (see table below).

There are 11 categories reported for ASB at present, but this will change with the new agreed reporting system. Examining the degree these different types of ASB are persistent (are reported levels relatively constant over time), consistent (degree of geographical change) and age related (although this has not been generally recorded) is fruitful.

Table 3: Types of Anti-Social Behaviour and key observations

	Persistent	Consistent	Age	Observations
ASBAT calls	Persistent	primarily east	mainly 25-44yrs	primarily victim or suspect home, with reducing numbers from street and housing estates
Arson	Decreasing	north east	ND	
Environmental crime	persistent	ND	ND	
Graffiti and fly posting removal	Increasing	Not geographical	Graffiti: most under 18 Fly posting: mainly older	The services has changed its focus, from 33% reactive to 80% reactive
Social clubs	Not clear if persistent	main roads in east	Over 18	
Nuisance garages	not clear if persistent	mainly Seven Sisters and Northumberland Park	Over 18	
Noise complaints	reducing	primarily east and south	ND	Remains predominantly domestic.
Refuse complaints	Reducing	Hard to tell but remains mainly east	Over 18	
Abandoned vehicles	Decreasing	Northumberland Park	ND	related to open space in both east and west
Disorder	Persistent	main roads and transport interchanges	Primarily east	DARIUS categories appear to be related to adults with exceptions of rowdy

				behaviour, fireworks.	and
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Table 4: ASB incidence data July 2003-June 2007

	Jul-Dec03	Jan-Jun 04	Jul-Dec04	Jan-Jun05	Jul-Dec05	Jan-Jun06	Jul-Dec06	Jan-Jun07
ASBAT calls					404	334	377	325
Arson	234	153	153	125	114	128	111	74
Malicious calls	241	176	211	131	105	58	52	48
Hate crime						295	383	317
Disturb public			2994	2991	3140	3151	3760	3979
Disturb licensed			147	150	121	169	146	154
Disturb private			852	859	920	980	617	324
Domestic disturbance			726	892	1189	1111	1271	1280
Civil disturbance			382	506	606	495	629	590
Racial disturbance			37	28	47	36	64	40
Community disturbance			247	371	372	358	204	64
Drunk			216	355	421	357	362	338
Abandoned phone				1165	2011	2004	1834	1799
Noise							146	147
Begging							43	103
other						88	226	10
London Ambulance Services calls to pubs			128	148	147	134	167	155
Code red bus calls						1285	904	1674
Environmental calls total						3479	2769	nd
Abandoned vehicles					1985	1453	1505	1402
Graffiti removed(sq metres)					6807	9342	7727	15514
Fly posting removed (sq metres)					59	97	274	236
Noise complaints					4100	2821	2250	2250
Fly tipping							9731	8693
Refuse complaints					744	658	408	484

Annex C: What the research tells us

This section is based on the very useful paper 'ASB: A collection of published evidence' available on the Respect website. The findings are an amalgamation of the evidence published in the paper, and is divided into

Area/neighbourhood

Families

Young people

Alcohol and other drugs

It is difficult to know which people have been classified as 'young people', except where the research itself defines the population they are working with.

AREA/NEIGHBOURHOOD

British Crime Survey data show that those in low income areas, particularly multi-ethnic areas and council estates are most likely to perceive problems of disorder. Areas with high levels of ASB and crime have a rapid turnover of population and a shifting population. The risks of young people becoming criminally involved are higher for those raised in disorganised inner city areas, characterised by physical deterioration, overcrowded housing, high residential mobility and publically subsidised renting.

Areas in which respondents (BCS) perceived disorder to be highest had the highest levels of actual crime (Section 10; also sec 9). However the 'broken window' theory seems to be misleading (disorder as signalled by a broken window leads directly to crime). Rather eradication of disorder may indirectly reduce crime by stabilising neighbourhoods. Additionally however there is evidence that particular crimes or ASB may be disproportionately influential on perceived risk, so called 'signal crimes'. (sec9 pt 3)

30% of ASB in Leeds involved either perpetrator or victim with mental health problems, and account for between 4-10% of neighbour dispute problems.

Recent research has shown it is not social capital per se that is associated with ASB but neighbourhood 'collective efficacy'. Collective efficacy refers to residents acting proactively - calling the police, helping someone in trouble, telling-off unruly teenagers etc. The shared willingness of local residents to intervene for the common good in response to instances of crime and disorder are closely associated with conditions of social cohesion and mutual trust. Collective efficacy is not evenly distributed across neighbourhoods, and is weak in communities with a concentration of immigrants, residential instability and high levels of economic and social deprivation. (p17)

One key inhibitor of local residents acting to safeguard children (and deal with ASB) is fear of retaliation. The perpetrator is more likely to be known (i.e. not a stranger) in less affluent areas. Making 'informal control' legitimate is a first step in improving efficacy (p18). Further, fear of retaliation may be combined with a lack of confidence and trust in the ability of statutory agencies to take effective and decisive action (sec12. p6)

FAMILIES

Risk factors for children engaging in ASB include: poor parental discipline and supervision, family conflict, family history of problem behaviour and parental involvement/ condoning ASB, older sibling involved.

Low income, poor housing and large family size consistently identify increased risk of childhood ASB.

Families involved in ASB tend to be known to a variety of agencies (but note that

Haringey found it hard to identify more than 6 such families for the Family Intervention Project).

Young motherhood may also place children at higher risk as does substance misuse.

There is some evidence there is a cycle of offending: anti social children become anti social adults, who in turn produce anti social children. Further the criminal career is part of a wider anti social career from childhood through adulthood. (Offending in childhood predicts offending in adulthood).

YOUNG PEOPLE

The main perpetrators of ASB are young (peak activity around age 15), white, working class males. (p14) International data estimates 50-80% of males participate in some form of ASB in their lifetime.

Young people 'hanging around' are perceived as one of the 'biggest problem' by the most people on council estates and low income areas (49% compared to 50% vandalism, 53% rubbish and 51% drug dealing/using). (BCS data Sec3).

The Australian Teenage Project found 3 adolescent groups:

low/no ASB (over 80% of sample);

experimental (less than 10%) and

persistent (a little over 10%).

Differences between persistent and low/no group started appearing at primary school. The low/no group started differentiating itself from the 'experimental' in early adolescence. By the end of adolescence the experimenters became more like the low/no group. The 'persistent' group were more likely to be aggressive and volatile, hyperactive, act out, and have problems concentrating. They were less co-operative, had poorer self control, poorer relationships with parents, and had friends who engaged in ASB (the most powerful risk factor). Both sets of ASB groups spent more unstructured time with their peers i.e. a (usually small) 'gang' who carry out the ASB, and having 'delinquent' friends is associated with ASB persistence.

Persistent ASB perpetrators can be identified early (in primary school) and interventions should start then (around 5) with the family. Services for 'experimenters' need to be multi-faceted and focus on early secondary school. It may be extremely difficult to predict which children are most at risk. Parents, youths and practitioners identified having not enough to do as a cause of ASB, along with peer pressure and poor parental control. (The ATP study produced very similar results and typology to Rutter's work, which is amalgamated in the section above).

Being a victim of crime at age 12 is one of the most powerful indicators that a child will offend at age 15; and offending at age 12 bring a strong possibility of being a victim at age 15..

Almost 50% of 11-16year old pupils reported being bullied in the past year. Effects can last for a long period. 70% of perpetrators of teenage victimisation are aged less than 18 (sec4 p5). Bullies are likely to remain bullies (and may also go on to criminal careers) without intervention. Parents of bullies tend to be critical and controlling and there is evidence of a link between parents who use harsh physical punishments or violence and children who become bullies. Parent/child relationship contributes to developing bullying tendencies, and low levels of peer and teacher intervention combine to create opportunities for chronic bullies to thrive (sec 4 p8 and 9)

School underachievement, exclusion and NEET

Risk factors for ASB in school aged children include: aggressive behaviour, lack of commitment to school and school disorganisation; exclusion (4 in 10 school aged children sentenced in court were excluded).

Characteristics of offenders aged 17-21: 20% could not write their name and address, 50% had difficulty telling the time; less 33% could complete a job application successfully. 75% of youths charged and appear before Youth Court are NEET.

ALCOHOL AND ASB

Alcohol consumption appears to be rising in adolescents, including binge drinking (between 40-60%). Girls are bingeing as much as boys.

Alcohol may be the most important risk factor in ASB as it is more frequently taken in excess, associated with young males and young males are most likely victims. The most likely offences are: violence (both acquaintance and stranger), theft and criminal damage. Over 40% of a sample of 17-21 year old males who had committed a more serious offence had consumed alcohol at the time of the offence. 25% of all incidents of stranger violence occur in pubs or clubs on Friday Saturday or Sunday nights.

Children of problem drinkers have higher levels of behavioural; difficulty, emotional disturbance and school related problems. Those under age drinkers who drink frequently are more likely to commit ASB.

Annex D: Seven core elements of targeted youth support

The Targeted Youth Support Guide outlines the seven key delivery elements of targeted youth support:

Strengthen the influence of vulnerable young people and their families and communities, and their ability to create positive change

Identify vulnerable young people early, in the context of their everyday lives

Build a clear picture of individual needs, shared by young people and the agencies working with them, using the common assessment framework (CAF)

Enable vulnerable young people to receive early support in universal settings. Help all agencies to draw in extra help on behalf of young people, through better links with other agencies and organizations.

Ensure vulnerable young people receive a personalised package of support, information, advice and guidance, and learning and development opportunities, with support for their parents or carers as appropriate. This should be coordinated by a trusted lead professional and delivered by agencies working well together

Provide support for vulnerable young people across transitions, for example moving on from school or from the support of one service to another as their needs change.

Make services more accessible, attractive and relevant for vulnerable young people

Annex E: Residents priorities (perceived needs)

The priorities set in Bruce Grove in November were:

Youth crime/disorder

Fly tipping

Personal safety/violence

The priorities set in West Green in December were:

Youth crime/youth disorder

Personal safety/violence

Vehicle crime

The overall priorities, condensed from the consultation in each ward, are:

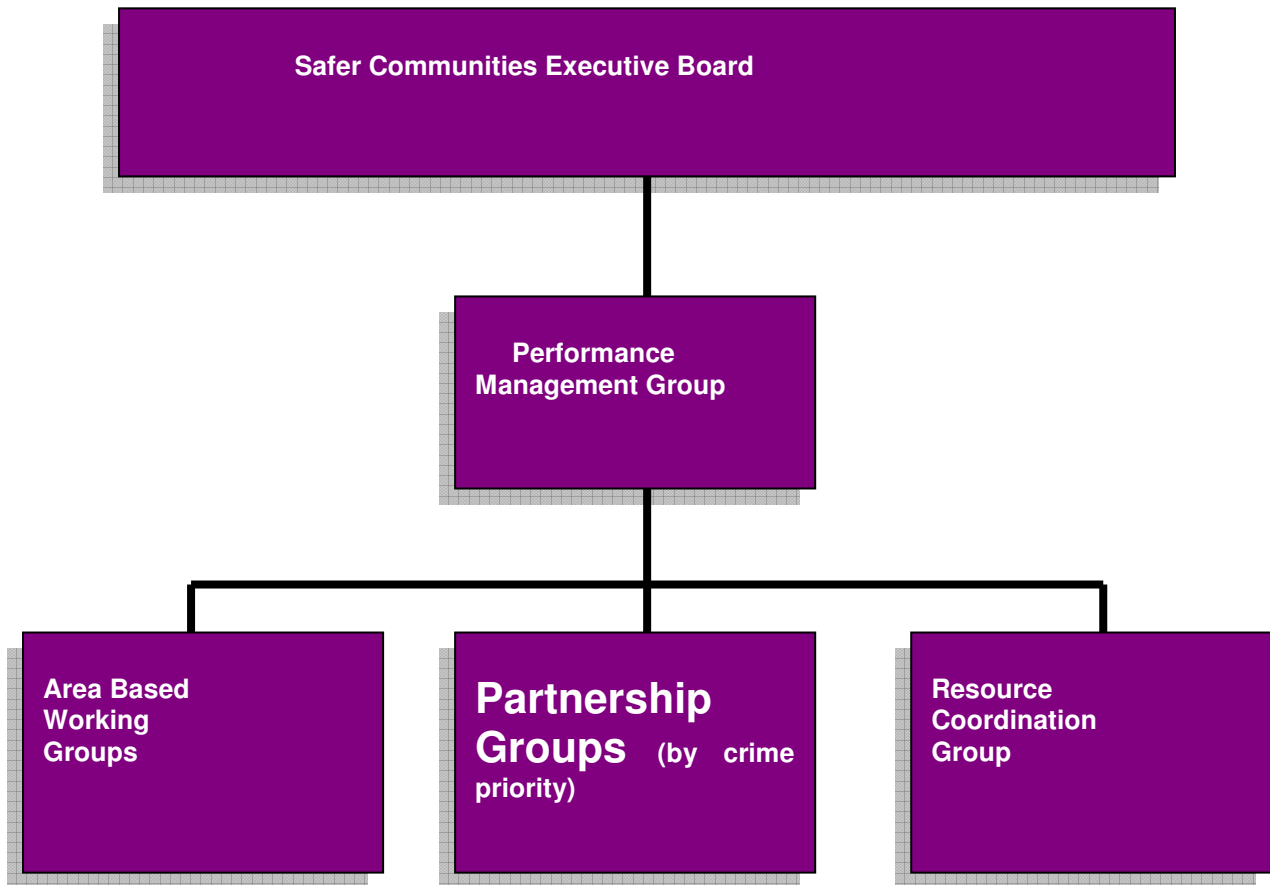
Youth related violence

Youth related ASB

Youth related alcohol and drugs

Annex F: Governance structure for community safety including ASB

Safer Communities Partnership Delivery Structure



Annex G: Glossary of Terms

ASBAT: Refers to the corporate ASB Action Team based in Housing

Anti Social Behaviour Partnership Board: Based on the local authority area, the ASB Partnership Steering Board is a multi agency forum. Led by the Council it has the responsibility for overseeing and promoting inter-agency co-operation and for monitoring and implementation of the Anti Social Behaviour Strategy and Action Plans

CCTV: The term CCTV refers to closed circuit television cameras and covers all the public cameras managed by Environmental Services that are placed in the streets, town centres and bus lanes of the borough. It also refers to work undertaken by the Police using CCTV on crime surveillance activities.

YOT (or YOS): Youth Offending Service – a multi agency team located in Social Services which co-ordinates all the work relating to youth offending.

YISP: Youth Inclusion Support Panel is managed by the Police and located within the Youth Offending Service and is responsible for co-ordinating the youth diversionary and preventative activities for individual young people at risk of anti social behaviour or offending activities.

ASBO: Anti-Social Behaviour Orders

ABC: Acceptable Behaviour Contract.

ALMO: Arms Length Management Organisation

Assessment: The process for identifying the needs of a person referred to the ASBAT who determines the appropriate service

HMOs: Houses of Multiple Occupancy

RSL: Residential Social Landlords (mainly housing associations)

Neighbourhood Services: Is located in Environmental Services and has the responsibility for co-ordinating services operated at a local level as well as supporting local area assemblies and forums

Better Haringey: Is a term used to describe the borough-wide campaign to improve the environment