YASB/11/16



NOTICE OF MEETING

YOUTH ASB TASK AND FINISH GROUP

Date	:	17 TH NOVEMER 2016

Time : 5:00 PM

Place : COMMITTEE ROOM 4 TOWN HALL, LUTON

Councillors: RODEN (CHAIR) KEENS BAKER ROWLANDS M DOLLING J TAYLOR

Quorum: 3 Elected Members

Angela Fraser (01582 546070)

EMERGENCY EVACUATION PROCEDURE

Committee Rooms 1, 2, 4 & Council Chamber:

Turn left, follow the green emergency exit signs to the main town hall entrance and proceed to the assembly point at St George's Square.

Committee Room 3:

Proceed straight ahead through the double doors, follow the green emergency exit signs to the main Town Hall entrance and proceed to the assembly point at St George's Square.

AGENDA

Agenda Item	Subject	Page No.
1.	APOLOGIES FOR ABSENCE	
2.	MINUTES	
	1. 17 th October 2016	2.1/1 – 2.1/8
3.	DISCLOSURES OF INTERESTS Members to disclose any personal or pecuniary interests.	
4.	URGENT BUSINESS To consider any urgent business and determin when, during the meeting, any items should be discussed.	
	EVIDENCE GATHERING	
5.	Partnership Arrangement Between the Early Help Team and soLUTioNs ASB Team (Report of the Early Help Programme and Partnership Manager)	5.1./1 – 5/8
6.	Targeted Youth Service Work to ASB (Report of the Prevention and Early Intervention Team)	6.1/1 – 6/3
7.	Youth Offending Service (Intervention/Prevention) (Oral Report by Kim Murphy, Operations Manager)	Oral Report
8.	Date of Next Meeting: 20 th December 2016	
	LOCAL GOVERNMENT ACT 1972, PART VA	
	To consider whether to pass a resolution under Section 100A(4) of the Local Government Act 1972 to exclude the public from the meeting during consideration of any item listed if it is likely that if members of the public were present during those items there would be disclosure to them of exempt information falling within the Paragraphs of Part 1 of Schedule 12A to the Local Government Act 1972	

2.1

MINUTES OF THE YOUTH ANTI-SOCIAL BEHAVIOUR TASK AND FINISH GROUP

17th October 2016 at 5.00p.m.

- PRESENT: Councillors Roden (Chair), Baker, M Dolling, Keens, Taylor and Rowlands
- In Attendance: Vicky Hawkes, Acting Service Manager Joan Bailey, University of Bedfordshire Fiona Marshall, Senior ASB Housing Officer Sargent Richard Cunningham, Bedfordshire Police

22. APOLOGIES FOR ABSENCE (REF 1)

Apologies for absence from the meeting was received on behalf of Kim Murphy, Operation Manager and Kerrie Virgo, PEI Team Manager.

23. MINTUES (REF 2.1)

Resolved: That the minutes of the meeting held on 6th September 2016 be taken as a true record of the meeting and the chair be authorised to sign them.

24. BEDFORDSHIRE POLICE RESPONSE (REF: 5)

Sargent Cunningham advised anti-social behaviour calls go into the Police control room where they are determined according to Thrive (threat, risk, investigate, vulnerability and engagement) to ascertain the level of threat. Calls assessed as high risk require an immediate response and results in a police despatch unit being deployed to deal with the situation. Low level cases of ASB cases are logged for a visit to take place where information about the incident is obtained. Cases which show no criminal offence or criminal damage are passed to the Police Community Service Officers (PCSOs) who would assess the situation by completing a matrix form to determine the level of risk (high or low) which would then be referred to the ASB Team for a case management approach for further investigation.

The Acting Service Manager further advised matrix forms trigger a referral to the ASB Team and reports regarding other types of crime are referred back to PCSOs. Cases where no threat is involved the call handler would look at where the call originated from to see if it was in an area where CCTV footage could be accessed and statements would also be taken from neighbours in the area which would be used as evidence. It was important to gather as much information as possible before deciding on the appropriate action to take.

In response to off road biker complaints and the Police response these are dealt with by Operation Meteor which is a Bedfordshire wide operation now extended to include the Leighton Buzzard area. The Police are aware that Stopsley is particularly prevalent for such complaints and deployed two Police Officers on bikes to patrol and raise awareness in that area.

Resolved: That thanks to the Police Sargent be recorded.

25. LBC HOUSING – INVESTIGATION AND ENFORCEMENT (REF 6)

Fiona Marshall, Senior ASB Officer advised there are 2 full time Senior ASB Officers and 18 generic housing officers to deal with low level cases, more serious cases of ASB are passed to the Senior ASB Officers to follow up and resolve.

The Housing Section regard youth nuisance/anti-social behaviour as a breach of tenancy. All Council tenancy agreements stipulate the seriousness of ASB and action the Council will take against the lead tenancy holder if the investigation is proven, which can be informal or formal action.

Informal action usually involves:

- A warning visit which takes place as soon as the complaint is received where the tenancy holder is reminded of the tenancy and license conditions which is then followed up in writing.
- Acceptable Behaviour Contracts (ABCs) are usually issued to young people and do not criminalise but can be taken into account if the contract is breached and leads to Court action.

Formal action involves sufficient evidence being obtained and a possession order notice on the tenancy is served which is a legal document and the first stage of the proceedings. Serving a notice does not mean the Council has sufficient evidence to proceed with eviction but can restrict some of their rights as a secure tenant and act as an effective warning tool.

Any evidence for civil action is under the balance of probability and not beyond reasonable doubt as for criminal action. For Civil proceedings hearsay evidence from victims can be used as they are anonymised. Taking procession of a property is housing's ultimate power and a lengthy process governed by the courts. Cases can take up to a year plus to be concluded and do not always result in eviction. Whilst lower levels of evidence are accepted a strong case is necessary for a judge to grant possession.

Other powers available to the council:

Civil Junctions require 2 tests where the person has 'caused or likely to cause harassment, alarm or distress to any person'; if the court considers it is just and convenient to grant the injunction to prevent the person engaging in ASB.

Power of arrest can be included in more serious cases e.g.

- To prevent a perpetrator attending a property
- To ban a household member or tenant from the property
- To restrict behaviour at a property/number of visitors i.e. storing bikes
- Can include positive requirements in some circumstances Breach of a ASB injunction is a mandatory possession ground

Premises Closure Notice – this notice prohibits access to the premises for a period specified in the notice to all a person except those specified. The maximum it can be enforced for is 48 hours. Before an application can be made the council would need to be satisfied that there has been nuisance to the public or disorder near the premises.

Premises Closure Order – these are obtained from the Magistrate Court following service of the notice and can lead to the property being shut down for up to 3 months and also be extended by 3 months. The Magistrates Court needs to be satisfied that:

- A person engaged or is likely to engage in disorderly or criminal behaviour in the premises;
- The use of the premises resulted or was likely to result in serious nuisance to the public;
- There had been or was likely to be disorder near those premises associated with use of premises.

Closure orders are used in cases of serious nuisance where action is not possible against an individual e.g. injunctions and the property is causing a problem for the surrounding neighbourhood e.g. continuous parties, drug activity, rowdy behaviour. Closure orders can be applied for by the Police and Council for private domestic and commercial properties. A breach of the order is considered a criminal offence and can result in a maximum of six months in prison. For council tenants a premises closure order is a mandatory possession ground if appropriate.

Statistics - 2015-16

- 483 new ASB cases across the Housing Service
- Of those 44 were due to youth related ASB
- 88 due to criminal activity (across all cases)
- 22 due to threats and assault (across all cases)
- 183 neighbour disputes (across all cases)
- 11 ABCs (across all cases)
- 40 Notices of Seeking Possession (across all cases)
- 9 evictions (across all cases)

Housing ASB Officer work closely with and support other departments within the council: youth offending, stronger families, children's services

Resolved: (i) That thanks to the Officer be recorded.

26. ACADEMIC RESEARCH (REF: 7)

Joan Bailey, presented a paper which was tabled at the meeting and attached as an appendix to the minutes which sought a steer from Members on whether the paper.

The Task and Finish Group were happy with the contents of the paper and Joan agreed to provide more detail and provide a final submission to the December meeting..

Resolved: That thanks to Joan Bailey be recorded.

(ii) That the final submission be reported to the 20th December meeting.

27. DATE OF NEXT MEETING

Resolved: That the next meeting is 5pm on Thursday 17th November 2016 to receive the following evidence:

- Youth Offending Service (prevention and intervention)
- Youth Service
- Stronger Families (support and intervention)
- Youth Service (locations and intervention)

(Meeting ended 6.20pm)

Youth Antisocial Behaviour Academic Research

The definition of Anti-Social Behaviour (ASB) most commonly used by local authority Crime and Disorder Partnerships and Community Safety Partnerships is that which is stated in The Crime and Disorder Act (1998) to be: 'Acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as (the defendant).'

However, (Crawford A, 2001) argues that 'Public definitions of disorder and community safety are inconsistent. Different audiences define the same behaviour differently,' and furthermore that 'In England and Wales, the Crime and Disorder Act (1998) provides no statutory definition of disorder nor is it defined in the accompanying Guidance (Home Office 1998) In particular, there is no formal process for making decisions about what counts as an instance of antisocial behaviour.'

In practice, therefore, although the *Crime and Disorder Act 1998* informs public policy and data monitoring, what is classed as antisocial behaviour can vary across the country depending on the interpretations of Local Authorities, and across different agencies concerned with the monitoring and tackling of anti-social behaviour.

In respect of this lack of clarity from the *Crime and Disorder Act* the Home Office Research, Development and Statistics Directorate (RDS) 2001 states 'It recognises the need for local definitions to reflect local problems. However, by describing the consequences of the behaviour rather than defining the behaviour itself, the definition lacks specificity and measurability (Armitage, 2002). It does not provide practitioners with an indication of the specific behaviours that they should be monitoring and attempting to address in order to tackle the problem of anti-social behaviour within their locality.'

Most CDRPs and CSPs define their working concept of ASB by describing the particular behaviours and consequences of particular behaviours that relate to their specific locality; guidance which is specifically mentioned and accommodated for in the *Crime and Disorder Act* to allow for the broad scope of the term 'anti-social behaviour', and which also recommends using data gained from the 2000 British Crime Survey on people's experiences of what they term anti-social behaviour.

The RDS typology (Home Office 2001) recommended as a starting point for local authorities to define these behaviours buy providing comprehensive examples of what the public have come to accept as ASB and that local authorities may want to consider as part of their frameworks for policy. These behaviours come under broad categories such as; Misuse of Public Space; Disregard for the Community; Acts Directed at People; and Environmental Damage, which are then further narrowed and defined within. (*Street drinking, begging, prostitution, kerb crawling, rowdy behaviour, nuisance behaviour, intimidation, harassment, criminal damage, littering and rubbish, sexual acts, abandoned cars, vehicle related nuisance, inappropriate vehicle use, hoax calls, uncontrolled animals*) It is left to the LA to decide on which behaviours to include or exclude according to their own findings on public perception.

The RDS (Home Office 2001) is also points out the need to distinguish anti-social behaviour from criminal activity, such as in cases relating to sexual acts and drug and substance misuse or dealing, and recognises the grey areas that may arise in certain nuisance behaviour categories, however leaves the decision making in these instances to the public policy of the LA's.

When discussing youth related anti-social behaviour, a wide variety of local authority policies researched for this article address nuisance behaviour in young people aged 13-17, however as the Antisocial Behaviour and Crime and Policing Act (2014) provides statutory guidance for individuals aged 10-17, this is the accepted age range that should be considered and monitored as Youth related ASB.

National Policy and Context

Whilst Community Safety Partnerships and Local Authorities informed their policies on anti-social behaviour with the Crime and Disorder Act (1998) and The Anti-Social Behaviour Act (2003), and continue to use that legislation in part, the passing of the Anti-Social Behaviour and Crime and Policing Act (2014) provides the newest statutory guidance for professionals and reformed the powers available to tackle Anti-Social behaviour in both youths and adults.

The focus of the recent Government reform is on victim-led outcomes, professional multi-agency approaches and flexibility in community orders and consequences with a complete overhaul of the way anti-social behaviour is managed by agencies and victims and offenders are responded to.

'The Anti-Social Behaviour, Crime and Policing Act 2014 includes two new measures which are designed to give victims and communities a say in the way anti-social behaviour is dealt with:

The Community Trigger, gives victims the ability to demand action, starting with a review of their case, where the locally defined threshold is met.

The Community Remedy, gives victims a say in the out-of-court punishment of perpetrators for low-level crime and anti-social behaviour'.

(Home Office 2014)

There are also 8 new powers in place under the Act, which remove the use of Anti-Social Behaviour Orders (ASBOs) that were enacted in The Anti-Social Behaviour Act (2003) these being: Early and informal interventions; Civil injunctions; criminal behaviour order; Dispersal power; Community protection order; public spaces protection order; closure power and new absolute ground for possession. (Home Office 2014)

National Data

According to the statistical bulletin Crime in England and Wales: year ending march 2016 (ONS 2016) the 'Latest estimates from the Crime Survey for England and Wales (CSEW), the best measure of crime trends for the population and offences it covers, showed a 6% fall in the number of incidents against adults for the survey year ending March 2016 (6.3 million, compared with 6.8 million in the previous survey year)'.

This figure includes Anti-Social Behaviour and with the broader scope of all reported crime across England and Wales, however there are, as yet, no individual figures relating solely to ASB for 2016.

Looking at the most recent available statistics for the year 2015, Crime in England and Wales: year ending June 2015 (ONS 2015), it is stated that the total recorded

number to the police during the year to the end of that period was 4.3million, of which 1.9 million related to Anti-social behaviour. This is a 9% decrease from the previous years' reporting period.

However, it is clear from the report that 'These figures are not currently accredited National Statistics. A review by Her Majesty's Inspectorate of Constabulary (A step in the right Direction) in 2012 found significant variation in the recording of ASB incidents across police forces'. (ONS 2015)

The report goes on to describe why it is extremely difficult to make an authentic and accurate comparison of ASB data over different years to determine trends, as recording methods and policies change so often. (See Appendix 1)

ASB and the link to offending (escalation)

'There is evidence that ASB is often a precursor to more serious offending behaviour among young people. Once this pattern of behaviour is established it can be difficult to break the cycle and reoffending rates for young offenders are relatively high.' (Big Lottery Fund 2012)

Prevention and Support

'In a 2011 report on the Youth Justice system, it was reported that: "Little is known about the relative effectiveness of interventions with young offenders. The Youth Justice Board had not been able to isolate which programmes had had the most impact on youth offending, and why' (Big Lottery Fund 2012)

Appendix 1

Figures recorded by the police relating to anti-social behaviour (ASB) can be considered alongside police recorded (notifiable) crime to provide a more comprehensive view of the crime and disorder that comes to the attention of the police. It is important to note that any incident of ASB which results in a notifiable offence will be included in police recorded crime figures (and excluded from the ASB counts). This is to ensure there are no overlaps between the 2 series.

The police record ASB incidents in accordance with the National Standard for Incident Recording (NSIR); Section 5.7 of the <u>User Guide (1.36 Mb Pdf)</u> has further details. These figures are not currently accredited National Statistics. A review by Her Majesty's Inspectorate of Constabulary <u>(A step in the right Direction) in 2012</u> found significant variation in the recording of ASB incidents across police forces. It is also known that occasionally police forces may be duplicating some occurrences of a singular ASB incident where multiple reports by different callers have been made.

Following the HMIC review in 2012, it was also found that there was a wide variation in the quality of decision making associated with the recording of ASB. HMIC found instances of:

• forces failing to identify crimes, instead wrongly recording them as ASB

- reported ASB not being recorded on force systems, for instance if the victim had reported it directly to the neighbourhood team or via email (as opposed to by telephone)
- reported ASB being recorded as something else, such as suspicious behaviour
- incidents that were not ASB being recorded as ASB

Furthermore, data on ASB incidents before and after the year ending March 2012 are not directly comparable, owing to a change in the classification used for ASB incidents. From April 2012, ASB incidents also include data from the British Transport Police, so direct comparisons can only be made from 2012/13 onwards. The police recorded 1.9 million incidents of ASB in the year ending June 2015. This compares with the 4.3 million notifiable crimes recorded by the police over the same period (Figure 16). The number of ASB incidents recorded by the police in the year ending June 2015 decreased by 9% compared with the previous year, continuing a downward trend.

(Statistical bulletin: Crime in England and Wales: Year ending June 2015: ONS 2015) <u>References</u>

Statistical bulletin: Crime in England and Wales: Year ending June 2015: ONS 2015

Good practice in... reducing anti-social behaviour and working with young people who have offended or are at risk of offending (Big Lottery Fund 2012) www.biglotteryfund.org.uk%2F%2Fmedia%2FFiles%2FResearch%2520Documents www.biglotteryfund.org.uk%2F%2Fmedia%2FFiles%2FResearch%2520Documents www.biglotteryfund.org.uk%2F%2Fmedia%2FFiles%2FResearch%2520Documents www.biglotteryfund.org.uk%2F%2Fmedia%2FFiles%2FResearch%2520Documents

Home Office 2001, Defining and Measuring Anti-Social Behaviour https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11665 5/dpr26.pdf

http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crim einenglandandwales/yearendingmar2016#what-is-happening-to-trends-in-crime ONS 2016 Crime in England and Wales: year ending March 2016 (office national statistics)

Statistical bulletin Crime in England and Wales: year ending March 2016 (ONS 2016)

Crawford, A: Joined-up but fragmented: contradiction, ambiguity and ambivalence at the heart of New Labour's 'Third Way' in Crime, Disorder and Community Safety (ed. Matthews, R and Pitt, J, 2001) p69-70



SCRUTINY: YOUTH ASB TASK AND FINISH GROUP	AGENDA ITEM 5			
DATE OF MEETING: 17 th November 2016				
REPORT OF: The Early Help & Advice Hub				
REPORT AUTHOR: Catherine Barrett TEL: 07725	606765			
SUBJECT: Partnership arrangement between the Early Help team and Luton soLUtiONs ASB Team				

PURPOSE

1. To advise Members of the partnership arrangement between the Luton soLUtiONs Anti-Social Behaviour Team and LBC Early Help & Advice Hub.

RECOMMENDATION

2. The Task and Finish Group is recommended to note the contents of the report and discuss any points with officer present.

REPORT

- 3. The rationale for the national Troubled Families Programme (known as Stronger Families in Luton) launched in April 2012, was the government's estimate that 120,000 of the most troubled families account for £9 billion of public spending. £8 billion of this was spent on reacting to the problems these families have and can cause in their communities and only £1 billion being spent on preventing those problems from occurring in the first place.
- 4. In June 2013, the government announced plans to expand the Troubled Families Programme for a further five years from 2015 to 2020. The inclusion of families into the TF Programme is based upon a cluster of six headline problems:
 - 1. Parents and children involved in crime or anti-social behaviour;
 - 2. Children who have not been attending school regularly;
 - 3. Children who need help;

4. Adults out of work or at risk of financial exclusion and young people at risk of worklessness;

- 5. Families affected by domestic violence and abuse;
- 6. Parents and children with a range of health problems;
- 5. Since January 2015, Luton has successfully evidenced 'significant & sustained' progress or 'continuous employment' for 252 Luton families and is on target to achieve our nationally set target of 1940 by 2020.
- 6. The LBC Prevention & Early Intervention Service has embedded its Stronger Family Programme within its Early Help & Advice Hub. The Hub was developed in September 2015 to coordinate and deliver an early help response to Luton families at Levels 2 and 3 in line with Luton Thresholds Framework. Families in need of Level 2 services identified through an Early Help Assessment (EHA) receive coordinated support via the 'team around the family' (TAF) approach, while those identified at Level 3 receive dedicated support from an Early Help Team Family Support Worker.
- 7. The Early Help team will not support a young person in isolation from the rest of the family members in the household, where such, tailored specific support is required an internal allocation is made to the Targeted Youth Support Service.
- 8. Research on anti-social behaviour identifies the traditional response by agencies tends to focus on measures to deal with the ASB problem rather than identify the underlying causes of anti-social behaviour. The studies that have considered the characteristics of perpetrators (Brown et al, 2003, Dillane et al, 200, Nixon et al, 2000) found that perpetrators of ASB are often vulnerable, many have mental health problems and community care needs and may themselves be victims of ASB. ASB tends to be associated with wider social exclusion and problems including poverty, family stress, drug dependency, truancy and social exclusion (SEU,2000).
- 9. This better understanding of why ASB is perpetrated provides an opportunity to enhance the work of the Integrated ASB team through the allocation of an Early Help Family Support Worker (FSW) to support the earlier identification of families either as victims or perpetrators of ASB. The seconded FSW will support the wider Integrated ASB team to understand the ethos of the Luton Early Help/Stronger Families Programme and support all ASB team members to adopt the 'whole family' model of working when working with families either as victims or perpetrators of ASB.
- 10. Specifically the partnership approach which goes live on Nov 1st 2016 will seek:
 - to address ASB, both directly and indirectly through the provision of wider support;
 - to promote a key worker model as pivotal in providing challenge and support to families;

- to support a multi agency/co location approach to enable all aspects of the perpetrator or victim and their family needs to be taken account of as a whole;
- to enable and promote strong relationships between local agencies to react quickly and devise pragmatic solutions to address families needs;
- to promote appropriate information sharing to enable a comprehensive understanding of the issues in a family thereby informing better support plans and ultimately more positive outcomes.



AGENDA ITEM 6

Targeted Youth Work response to ASB

The Targeted Youth Service work to help to reduce levels of youth related antisocial behaviour through two avenues:

• Targeted Youth Workers work intensively with identified individuals who may be involved in or at risk of becoming involved in anti- social behaviour through a case work model that engages the whole family;

• Detached Street Youth Work Team operate out in the community, engaging with young people in areas in which they congregate which allows us to have a direct impact on levels of youth related anti- social behaviour. Using data and intelligence from the Community Safety Partnership, MAGPan, CSEP, and our own local knowledge the Detached Street Team are deployed to hotspot areas where issues of youth ASB are apparent.

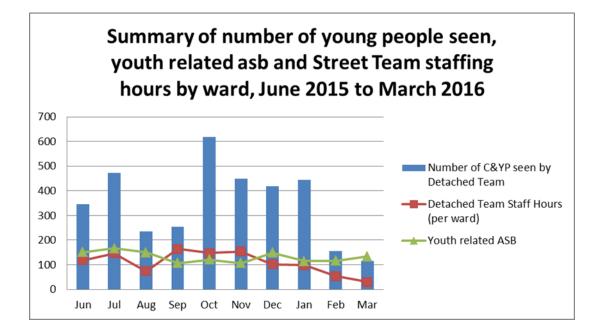
The benefits of this two strand approach to anti- social behaviour are numerous. The Detached Street Team offer a very visible alternative to the traditional approach of having youth clubs for young people to attend. The role of Detached Youth Workers is flexible, and deployment is dynamic and responsive .Staff are able to enter the spaces that young people frequent and this allows them to develop relationships with not only the young people but also the local community. Detached Youth Workers can give young people good, effective advice and information, and can advocate and be the voice of the young people in the local area. They can also work to help to dissuade young people from becoming involved in anti- social behaviour activities by offering alternatives.

Targeted Youth Workers work with individuals or small groups on tailored programs which help to dissuade young people from continuing their involvement in anti- social behaviour, or indeed, moving into the criminal sphere. They are able to work on specific aspects of behaviour with an individual which will help to move them away from negative influences. Both strands aim to primarily meet the needs of the young person.

Correlation of detached street team deployment and youth ASB related Incidents

The following report shows a summary of numbers of young people seen by the detached team together with the number of anti-social behaviour related incidents as recorded by the police.

Luton



Where the detached team are deployed there tends to be a reduction in youth related ASB incidents.

Current Detached Youth Work

We are currently operating with a very small team (less than 3 FTE) and therefore we are restricted in our delivery capacity. However, in the New Year we are moving towards a new working model and this allows opportunity to increase detached work through realignment of roles and a recruitment process focussing on community based delivery; this in turn will allow the team to cover wider areas of Luton and with increased frequency.

The Detached Youth Work Team has worked extensively to build relationships with young people and the wider community. These relationships have helped us to contribute to the lessening of youth-related ASB



For example in Farley Hill, members of the team engaged with groups of young people about the dangers of climbing on roofs and causing a nuisance around the Community Centre. We have been able to make a positive impact on young people causing a disturbance at Parktown. Building relationships with young people in Bramingham helped us to successfully organise and run a football programme at Great Bramingham Park with Luton Town Football Club and Sainsbury's. The Detached Street Team has actively supported the volunteer organisers of the youth clubs at Hockwell Ring Community Centre using an outreach and signposting approach with young people, and supporting with delivery during sessions. We have given information to and encouraged groups of young people in the Limbury, Hockwell Ring and Marsh Farm areas to apply for job and training opportunities; and support has been given to the voluntary sector group UpRising to encourage young people to take part in their employability skills training courses.

Gareth Williams

Adolescent Response Coordinator