

COMMITTEE REF:

YASBT&FG/12/16



SCRUTINY TASK & FINISH GROUP: YOUTH ANTI-SOCIAL BEHAVIOUR

Date: 20th December 2016

Time: 6.00 p.m.

Venue: Committee Room 3, Town Hall, Luton

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

**Co-Opted
Members:**

Quorum: 3 Elected Members

AGENDA

EMERGENCY EVACUATION PROCEDURE - COMMITTEE ROOM 3

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.

1. APOLOGIES FOR ABSENCE

2. MINUTES

1. 17th October 2016 2.1/1 – 2.1/4

2. 17th November 2016 2.2/1 – 2.2/11

3. DISCLOSURES OF INTERESTS

Members to disclose any personal or pecuniary interests.

4. URGENT BUSINESS

To consider any urgent business and determine when, during the meeting, any items should be discussed.

EVIDENCE GATHERING

- | | |
|---|---------------------|
| 5. Youth ASB Academic Research
(Report by Dr Joan Bailey, University of Bedfordshire) | 5.1/1 – 5/11 |
| 6. Results of the Consultation
(Vicky Hawkes, Interim Service Manager) | Oral update |
| 7. Conclusions and Recommendations | Discussion
(All) |

8. 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

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 possession 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)

MINUTES OF THE YOUTH ANTI-SOCIAL BEHAVIOUR TASK AND FINISH GROUP**17th November 2016 at 5.00p.m.**

PRESENT: Councillors Roden (Chair), M Dolling and Moles (Sub for Cllr Keens)

In Attendance: Vicky Hawkes, Acting Service Manager
Linda Farmer, Senior Targeted Youth Worker
Kim Murphy, Operations Manager
Gareth Williams, Adolescent Response Coordinator

28. APOLOGIES FOR ABSENCE (REF 1)

Apologies for absence from the meeting was received on behalf of Councillors Baker, Keens (Sub by Cllr Moles), J Taylor and Rowlands.

29. MINTUES (REF 2.1)

Resolved: That the minutes of the meeting held on 17th October 2016 be deferred to the next meeting due to the meeting being inquorate.

30. PARTNERSHIP ARRANGEMENT BETWEEN THE EARLY HELP TEAM AND soLUTioNS ASB TEAM (REF: 5)

Catherine Barrett, Early Help Programme and Partnership Manager presented the report (Ref 5) and advised the Troubled Families Programme was launched in April 2012, and at that time the government's estimate was 120,000 of the most troubled families account for £9 billion of public spending. Of which £8 billion was spent on reacting to problems these families have and can cause in their communities. Only £1 billion was spent on prevention work to stop reoccurrences.

The Troubled Families programme was expanded for a further 5 years from 2015 to 2020, and inclusion on to the programme is based upon meeting the following criteria:

- Parents of children involved in crime and anti-social behaviour

- Children who have not been attending school regularly
- Children who need help
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness
- Families affected by domestic violence and abuse
- Parents and children with a range of health problems

In January last year Luton successfully evidenced significant and sustained continuous employment for 252 Luton families and on target to achieve the nationally set target of 1940 by 2020.

The Stronger Families programmes is embedded within Early Help and Advice Hub, developed in September 2015 to coordinate and deliver an early help response to families at Levels 2 and 3 in line with Luton's threshold framework. Families in need of Level 2 services are identified through an Early Help Assessment service and receive coordinated support using the team around the family approach. Families identified in need of Level 3 services receive dedicated support from an Early Help Team Family Support Worker.

The Early Help team cannot support individuals in isolation from the rest of family members within the household. If such, tailored support is required an internal referral is made to the Targeted Youth Support Service to provide that support.

Anti-social behaviour research found traditional response by agencies focus on measures that dealt with the ASB problem rather than identifying the underlying causes of the anti-social behaviour. Other studies also found the characteristics of perpetrators of ASB are often vulnerable and display mental health problems and community care needs and may themselves be victims of ASB. ASB was also found to be linked to wider social exclusion such as poverty, family stress, drug dependency and truancy.

Understanding why ASB is perpetrated provides an opportunity to enhance the work of the Integrated ASB team. An Early Help Family Support Worker is now allocated in the Team to give support on early identification of families who are either victims or perpetrators of ASB. The integrated support provides a better understanding of the ethos in adopting the 'whole family' model of working.

A partnership approach was adopted in November 2016 which seeks to:

- Address ASB, both directly and indirectly through the provision of wider support;
- Promote a key worker model as pivotal in providing challenge and support to families
- Support a multi-agency/colocation approach to enable all aspects of the perpetrator or victim and their family needs to be taken account of as a whole;
- Enable and promote strong relationships between local agencies to react quickly and devise pragmatic solutions to address families needs;
- Promote appropriate information sharing to enable a comprehensive understanding of the issues in a family thereby informing better support plans and ultimately positive outcomes.

In response to a question on the communicating with different people having an early help team family support worker embedded within the ASB Team with their own case work provides an oversight of the other work being carried out. The early help service works with the youth offending service to also achieve the whole family support especially in areas of mental health where additional support is welcomed. The early help team have a database of services to tap into and in are the process of getting access to FLARE system which contains information of ASB.

In response to a question on reporting success and categorisation, parameters are set by the DCLG which need to be met and measured against the

payment by results criteria. The difficulty is not having access to police data to check offences which might have been committed which would need to be evidenced back to the DCLG. There is also a requirement to show changes families have made where no further offences have been committed which is seen as a success. In cases where mental health problems have been identified and medication is taken such cases can be complicated to document in terms of providing evidence.

In response to a question on victims of ASB and perceptions of change, victims of ASB perceive success when it has stopped through interventions that have been made that has led to them to turn their life around. Over the last twelve months the Early Help Team have seen an increase in the amount of referral assessments at L3 and are now carrying out assessments at Level 2 which means families can be identified earlier.

In response to a question on the cooperation of families, when referrals are made the EH Team need the cooperation of the whole family. If families still refuse to engage then there are statutory tools which can be used to force them to accept the help but the preference is for families to voluntarily commit to the support which is available.

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

31. TARGETED YOUTH WORK RESPONSE TO ASB (REF: 6)

Linda Farmer, Senior Targeted Youth Worker and Gareth Williams, Adolescence Response Coordinator presented the report (Ref 6).

The targeted youth service work to help to reduce levels of youth related ASB through two avenues:

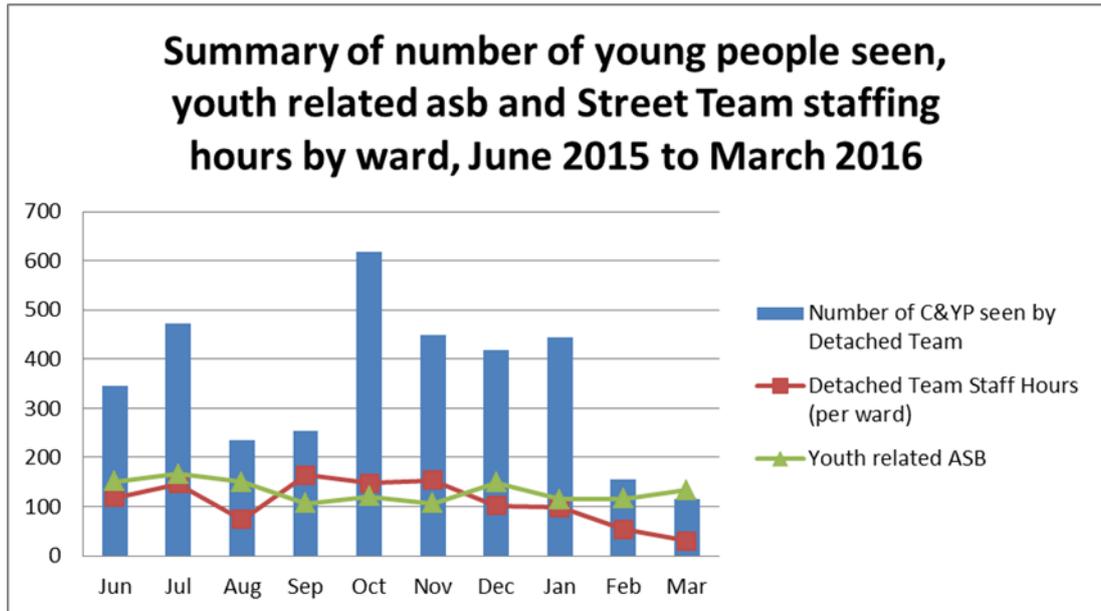
- (i) Targeted Youth workers who work intensively with identified individuals involved in or at risk of being involved in ASB through a case work model that engages the whole family.

- (ii) Detached street Youth Work Team who operate out in the community, engaging with young people in areas where they congregate and allows direct impact on levels of youth related ASB. They also use data and intelligence from the CSP, MAGPan, CSEP and local knowledge the detached workers are deployed to hotspot areas where issues of youth ASB are apparent.

The detached street team offer a visible alternative to the traditional approach of youth clubs where young people attend. The role of the detached youth workers is flexible, deployment is dynamic and responsive. They are able to enter spaces that young people frequent which allows them to develop relationships not only the young people but also in the local community. Detached youth workers give young people good, effective advice and information and can act as advocates and be the voice of young people in local areas. Their work also includes prevention work to dissuade young people becoming involved in anti-social behaviour activities by offering alternatives.

Targeted youth workers work with individuals or small groups on tailored programs to help young people from continuing their involvement in ASB, or indeed, moving into the criminal sphere. Targeted youth workers work on specific aspects of behaviour with an individual to move them away from negative influences and peer pressure aiming to meet the needs of the young person.

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



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

Current work taking place is operating a small team (less than 3 FTE) which means the service is restricted in delivery capacity. However, in the New Year where the service will be moving towards a new working model that allows the opportunity to increase detached work through the realignment of roles. A recruitment process focussing on community based delivery is shortly to take place; which will allow the team to cover wider areas of Luton more frequently.

The detached youth work team has worked extensively to build relationships with young people and the wider community. These relationships helped to contribute to lessen incidents of youth related anti-social behaviour.

Line managers receive level 1 and 2 referrals from schools and Early Help Co-ordinators to work with the individuals to prevent escalation onto level 3. A targeted youth worker is deployed to meet the individual in a place of choice and work with them for 3 months. There have been a few CSE (child sexual exploitation) referrals cases made and for those the targeted youth worker would work with the individual for a longer period. Targeted youth worker

support individuals throughout the court process until the individual feels their support is no longer needed. There are 5 targeted youth workers.

Work has also started in schools, running a 12 week programme in a group setting where young people turn up and respond in a positive way.

The Youth team operate out in the community providing a universal service and act on the basis of trust finding out what young people are up to and speaking with local shop owners in the area to gain an insight in what is happening in the area. Comments received from shop owners found young people who engage in ASB do so out of boredom and the lack of job opportunities. Links made by targeted youth worker with young people to encourage them to by engaging in some form of activity such as youth clubs at the TOKKO centre or after school activities.

The Youth team also work closely with the ASB Team who advise on hotspot areas to work with youth people in that area. Police data is also looked at for areas where detached youth workers can be deployed according to need. In terms of resources there are 6 detached youth workers (1 on maternity leave) who provide coverage across the whole of Luton.

Changes in youth service shortly to be implemented will see increase in resources 6 to 8 youth workers and detached youth workers increase to 10. The team will be out on streets 2 nights per week.

When the figures are aligned with the Police it shows reduction in youth ASB.

In response to a question on the problems in Hockwell Ring the targeted youth workers are aware of that and staff are being deployed in that area. There was a team out there once a week but have to look at health and safety of the team due to the serious issues and will liaise with the Police to do some joint working. There is now a more responsive and reactive team in place in that area.

In response to a question on whether service provides outward bound activities. No but did use to provide residential activities in the past which no longer take place due to limited resources.

In response to a question on the age range for the targeted youth work. This service is provide to young people aged 10 to 19 years old. The aim is to provide a service at the early stage in life as it is harder once they are in street mode who have the influences of other young people.

In response to a question on work carried out in Stopsley. They are running the Star programme at Stopsely High School and also doing some detached sessions. Work has also been contracted out to other agencies to give talks on Fire and Safety, Drugs and Alcohol, but due to limited resources can only offer 1 session per week.

In response to a question on ASB of motorbikes in Stopsley. The Team are aware of the problems regarding this in that area where it is being used to store bikes.

Similar work was being carried in Bushmead for that reason but its finding the right time. They can put Intel in that area which means it goes to the Police and other services to attend.

The Portfolio Holder for Children Services commented that more work was needed with multi agency work as there was no money for extra resources. It would be helpful for members to play a part and report ASB activities to the 101 service.

The Senior Youth Worker advised monthly reports are made to DMT and discussed with the Service Director, Prevention and Early Intervention. Areas which are targeted most are: Marsh Farm, Lewsey Farm, Park Town and Hockwell Ring for youth ASB and usually correlate high deprivation areas where there is a lack of youth provision although young people do have access to voluntary youth services provided by TOKKO and Youth Scape.

Resolved: That thanks to Officers be recorded.

32. YOUTH OFFENDING SERVICE (YOS) - (REF: 7)

Kim Murphy, Operation Manager presented a report which was tabled at the meeting. She advised youth offending teams were introduced following the Crime and Disorder Act 1998 with the primary aim to prevent and reduce reoffending by children and young people. The YOS is hosted by the local authority and forms part of the multi-agency partnership that includes professional bodies such as: Police, Probation, Health, Education, Social Care and Victim Services.

The YOS provides a wide range of work from:

- Prevention & Intervention – Youth Justice Officer (YJOs) work with children and young people identified at risk of ASB, offending, gang affiliation, and vulnerability to radicalisation or extremism.
- Attendance at the Police Station (triage service) - All children and young people are assessed when brought into custody and a joint decision is made regarding suitable outcomes to address the seriousness of the offending, the needs of the victim(s) and the needs of the child/young person. This can include informal and formal criminal disposal and interventions from YOS and other services.
- Services to the Courts – Service Luton and South Beds Youth Courts and Luton Crown Court and other criminal courts providing information to justices, CPS lawyers and defence lawyers to assist them in the court process and decision making.
- Statutory Court Orders – manage all statutory criminal orders made by the courts for children and young people under 18 and also manage orders by the court made to family members
- Bail and remand – handle provisions for a child/young person has been remanded to the youth justice secure unit awaiting trial or where a court

has asked YOS to intervene whilst the child/young person is subject to court bail.

Budgets cuts to the service has had an impact on some of the posts within the YOS e.g. the prevention workers posts have been deleted and these roles are now taken up by the youth justice officers. The service is still a high performing service achieving positive outputs. Referrals made to the YOS are increasing and do not always relate to ASB and most referrals come from schools and can involve incidents of sexual or inappropriate behaviour where YJOs are deployed to work with the young person.

Young people referred to the YOS for prevention which can include engaging in ASB are required to work with YOS on a voluntary basis. Practitioners need to work creatively with a young person and their family, adopting a tailored approach to meet individual needs and secure engagement. Young people referred to YOS will be assessed and an individual intervention plan will be devised. YOS adopts a holistic, whole family approach with all children and young people it works with, which means as well as addressing the AS and its causes, the YOS also work to address any other issues identified for the young person and their family as part of the assessment which includes:

- 1:1 interventions sessions (e.g. consequential thinking, moral reasoning, victim awareness)
- Attendance at YOS programmes or workshops (e.g. motor offending, weapon awareness)
- Support to engage in positive activities, sports and clubs
- Support to engage in education, training and employment
- Family support (parenting classes, intensives family support team)
- Health screening – access to CAMHS practitioner and YOS Nurse
- Speak and language screening/assessment and access to the YOS SALT
- Restorative Justice

The number of referrals made to YOS in 2015/16 for prevention and diversion programmes 139. The number of young people identified for prevention and diversion programmes from ASB was 32. Of those 21(66%) were referred for ASB and successfully engaged with interventions; 8 (25%) remain open and 3 (9%) were unable to engage in intervention. The overall engagement rate of 91% is extremely high. Of the 32 referred for ASB 9 went on to receive further convictions.

Resolved: That thanks to be Officer be recorded.

33. DATE OF NEXT MEETING

Resolved: That the next meeting of the Youth ASB Task and Finish Group be held on Tuesday 20th December 2016 at 6pm to receive the following:

- Results of the consultation – Vicky Hawkes
- Final Research Paper – Joan Bailey
- Conclusions and recommendations – Discussion - All

(Meeting ended 6.50pm)

AGENDA ITEM 5

COMMITTEE: SCRUTINY YOUTH ASB TASK AND FINISH GROUP

DATE: 20TH DECEMBER 2016

SUBJECT: YOUTH ASB ACADEMIC RESEARCH

REPORT BY: Dr. Joan Bailey, University of Bedfordshire

CONTACT OFFICER: Vicky Hawkes 01582 546159

IMPLICATIONS:

LEGAL

COMMUNITY SAFETY

EQUALITIES

ENVIRONMENT

FINANCIAL

CONSULTATIONS

STAFFING

OTHER

WARDS AFFECTED:

PURPOSE

1. The purpose of the report is to provide the final paper on youth anti-social behaviour commissioned by the Task and Finish Group.

RECOMMENDATION(S)

2. Based on the information collated nationally and locally, along with the evidence given by local service providers these recommendations are suggested as a way forward for tackling Youth ASB in Luton.

Data Collection

- a) This has been criticised nationally and locally across the UK and much information has been put forward to demonstrate why data collection is inconsistent and inaccurate. It would be difficult to change this locally as information is extracted from national data bases and information gathered in a specific way. What could be done locally is to design a structured method for data collection linked to individuals. It appears that the agencies are already doing some of this however having a co-ordinated approach will lead to more success in gathering individual data on ASB. This would also require some terms of reference to be set out for gathering this information.

Partnership Working

- b) Excellent work takes place across the town with individuals and in some cases information is shared albeit between the local authority and the police. There is some lack of knowledge linked to who and what agencies are working with those involved in ASB. To address this, it is suggested that the previous Youth Intervention Group (YIG) be re-established. This multi-agency, professionals group operated successfully for a long period and was a good example of partnership working.

There is room to develop work with the third sector and these links should be identified and progressed

BACKGROUND

3. Addressing Anti-Social Behaviour (ASB) was a major priority for the New Labour government and ASB became equated with a 'triple-track' approach of prevention, support and enforcement or what has been termed 'coercive welfare.'
4. The definition of Anti-Social Behaviour (ASB) most commonly used by local authority Crime and Disorder Reduction Partnerships (CDRP's) and Community Safety Partnerships (CSP's) 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).*' This definition focuses on the impact

of ASB and differentiates ASB from the more serious end of the criminal spectrum.

5. However, Crawford, (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) issued at that time. He pointed out that there was no formal process for making decisions about what counts as an instance of antisocial behaviour.
6. 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.
7. In respect of this lack of clarity from the *Crime and Disorder Act 1998* 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).* He goes on to say that It does not provide practitioners *"with an indication of the specific behaviours that they should be monitoring and attempting to address to tackle the problem of anti-social behaviour within their locality"*.
8. Most CDRPs and CSPs define their working concept of ASB by describing the behaviours and consequences that relate to their specific locality. The Research, Development and Statistics Directorate (RDS 2001) typology recommended as a starting point for local authorities to define these behaviours by 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.
9. The RDS 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. They however leave the decision making in these instances to the public policy of the Local Authorities. (Home Office 2001)

10. When discussing youth related anti-social behaviour, a wide variety of material discussed 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.

REPORT

National Policy and Context

11. 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 continued to use that legislation and ASB remained a high priority, with episodic increases in governmental and media interest driven by events such as the death of Fiona Pilkington and her daughter in 2007 and the riots in urban England in 2011.
12. The Coalition Government has promoted a 'rehabilitation revolution' focused on prevention and a 'second chance society.' In a critique of New Labour governance, the Coalition argued that current formal powers impose stringent conditions to stop future ASB but don't address underlying causes (Home Office, 2012). They introduced the 'Troubled Families' programme aimed at helping troubled families turn their lives around, (DCL 2012)
13. In enabling those working in the field of ASB they passed the Anti-Social Behaviour and Crime and Policing Act (2014) providing the newest statutory guidance for professionals and reformed the powers available to tackle Anti-Social Behaviour in both youths and adults. This guidance looks at how best to use these new powers to bring about changes in children's behaviour, within a supportive system, and in a way, that is in keeping with children's rights and the Government's statutory guidance.
14. 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 and as such 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. These being, the 'Community Trigger', which gives "victims the ability to demand action, starting with a review of their case, where the locally defined

threshold is met” and the ‘Community Remedy’, which gives victims a say in the “out-of-court punishment of perpetrators for low-level crime and anti-social behaviour” (Home Office 2014)

15. There are also 8 new powers in place under the Act, which remove the use of (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

16. Around 2 million incidents of anti-social behaviour (ASB) were recorded by the police for the year ending March 2015. These are incidents that were not judged to require recording as a notifiable offence within the Home Office Counting Rules for recorded crime. The number of ASB incidents in the year ending March 2015 decreased by 8% compared with the previous year. However, it should be noted that a review by HMIC in 2012 found that there was a wide variation in the quality of decision making associated with the recording of ASB. Thus, ASB incident data should be interpreted with caution.
17. In other data, the ONS at year ending June 2015 the ONS reported that the recorded number crimes in England and Wales reported 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 was identified as a 9% decrease from the previous years’ reporting period.
18. At year ending March 2016 the and the latest estimates from the Crime Survey for England and Wales (CSEW) 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 yet no individual figures relating solely to ASB for 2016.
19. It should be noted however that a review by Her Majesty’s Inspectorate of Constabulary 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)

Local Data

20. Data collection for Bedfordshire Police is based on information recorded on the Storm system which captures generic incidents of ASB. To capture information related to youth ASB one must do a manual search using word related to young people and children to get data. Although information can also be accessed from the local Youth Offending Teams who hold perpetrator data and from local organisations working with youth ASB this information as with the national data leaves room for variance and cannot be completely accurate. What is available and has been analysed provides information on trends and types of ASB at a local level that informs policy and practice.
21. The Task and Finish group heard evidence on service provision and interventions from several organisations working locally during the research period. These form separate elements of the final report.

ASB and the link to offending (escalation)

22. There is a range of research that demonstrates the link between ASB and increased levels of offending. In a recent research undertaken by the Big Lottery Fund (2012) it stated that “ASB is often a precursor to more serious offending behaviour among young people”, and went on to say that, “Once this pattern of behaviour is established it can be difficult to break the cycle and reoffending rates for young offenders are relatively high”.
23. The importance of intervening early to steer young people away from ASB and offending behaviours is therefore a policy priority for government and one which the youth sector is well placed to contribute to. Reducing ASB and youth offending results in significant economic and social benefits to young people, communities and society.

Prevention and Support – What Works

24. There is much written about preventing youth offending and these take two different approaches. The first type encompasses coercive interventions; these being sanctions primarily designed to generate restrictive, controlling or punitive impacts on the offender. These include fines, surveillance, curfews, community penalties and incarceration of varying levels of severity. The thinking behind this category is prevention based on the assumption that the offender will change their future conduct to avoid the consequences.
25. The second type consists of developmental interventions which are measures that seek to provide the young offender with an increased range of personal interventions that can build self-esteem and understanding, change attitudes, address personal and social skills, increase education

and training opportunities. The viewpoint is based on rehabilitation and that by taking a preventive stance this may result in the individual embracing a more productive lifestyle that can lead to more positive change.

26. The UK is increasingly attempting to assess and track the outcomes of interventions and programmes. For this report the focus is on undertaking a preventative approach in tackling ASB. Most research points to a range of interventions that can be used to prevent the onset or recurrence of ASB. They fall under three main headings, these being early interventions, coercive and developmental interventions, and situational interventions.
27. In the first of these, early intervention is critical to the prevention of crime and ASB. There is a huge body of research that agrees that the presence of ASB and delinquent behaviour in a child is one of the strongest predictors of an individual's future deviant or anti-social behaviour, (Greenwood *et al*, 1998). This is supported with several longitudinal studies that provide evidential information that poverty, linked with low income and dependency on welfare, as well as parents' history of convictions and imprisonment are some of the factors most closely associated with the risk of ASB and delinquency in children's later life, (Farrington, 2003) By undertaking risk factor analysis (YJB, 2005) with individuals it is possible to target early interventions effectively thereby reducing social exclusion and improving outcomes for disadvantaged people.
28. The second area that attention should be concentrated on is that whereby targeting those at risk takes place. In this area of work young people the attention is not on those who have already committed an offence. Research in this area has identified has constantly identified the importance of education. Crime statistics in England and appear to show that crime rates are lower in areas with higher levels of education, suggesting that education could have a potentially significant influence on an individual's propensity to commit offences and ASB (Feinstein and Sabates, 2005). They go on to say that Education can reduce an individual's likelihood of offending by increasing the "expected value of income from legitimate employment that results from increased education; improving parenting skills, which has implications for rates of criminality in children".
29. Other bodies of research identify education as a key intervention for at risk young people. Schuller *et al.* (2002) says that although they are "rarely designed specifically to reduce ASB, they aim to increase participation in education thus improving outcomes on a range of indicators, including labour market participation, income and health".

30. The third stand of interventions often described as coercive were the previously known ASBO's and ABC's. these were designed to put a stop to anti-social behaviour by the individuals on whom they are imposed. The ASBO was a statutory creation and carried legal force; the ABC was an informal procedure although not without legal significance. Both types of intervention were aimed at stopping the problem behaviour, rather than punishing the offender. These have now been replaced with a menu of interventions under the new Anti-Social Behaviour, Crime and Policing Act (2014).
31. One final area of interventions that have been discussed and analysed by researchers is cognitive behavioural and therapeutic work. Cognitive behavioural approaches are those that seek to address the ways in which "thoughts, feelings and behaviour are interrelated", and which see dysfunctional behaviour as a product of "personal/internal and situational/external factors" (Feilzer *et al*, 2004). These have included family based interventions and restorative justice.

APPENDIX

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 [User Guide \(1.36 Mb Pdf\)](#) has further details. 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. 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. 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, (ONS. 2015)

LIST OF BACKGROUND PAPERS
LOCAL GOVERNMENT ACT 1972, SECTION 100D

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