



DRAFT DOCUMENT

ANTI-SOCIAL BEHAVIOUR -
A STRATEGY FOR YORK 2011/2014

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Foreword

This strategy outlines our vision for the anti-social behaviour services in York.

It sets out the evidence on which our strategic aims and future priorities have been based. It demonstrates our plans for tackling anti-social behaviour (ASB), and how we hope to tackle the causes of ASB in partnership with other agencies, organisations, the public and local communities. We also want to address the quality of service we offer our customers when they come to us for help and make sure that the service meets their needs.

This ASB strategy encompasses all service providers in York and seeks to complement the existing work of Safer York Partnership. The Community Safety Plan sets out the strategic direction of the partnership, of which 'safer communities' is one of four priorities. Tackling ASB is key to promoting safer communities and so this strategy provides a plan for how City of York Council, Safer York Partnership, North Yorkshire Police and other partners can make a meaningful contribution to the overall aim of safer communities.

During the last ten years, ASB services have grown and changed quite dramatically, along with the number and nature of the problems experienced by communities. A lot of work is required to tackle these problems, which require a strategic approach - we know that we have to work jointly with all agencies to continue to tackle this problem.

The effects of ASB are felt not only by individuals and their families but also impact on the wider community. It is important therefore that our efforts to tackle ASB are seen as part of a bigger picture, which includes tackling the causes of ASB whilst improving the support we provide to victims.

The strategy sets out how we will build on multi-agency working to tackle ASB and continue to make the best possible use of all partners' expertise and resources in this area. We look forward to regularly reviewing progress in the years to come to ensure that the strategic aims set out in this strategy are achieved.

I am grateful to all those who have helped to put this document together. Working as a team, I believe the city can make a valuable contribution to tackling the causes and effects of ASB.

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Executive Summary

The term anti-social behaviour (ASB) describes many problems which can vary in nature. It can be a highly personal experience and people have different degrees of tolerance towards other people's behaviour. These factors alone make defining and dealing with the problem complex and challenging.

This strategy sets out what needs to be done to address ASB from different angles; prevention and early intervention, enforcement and support for victims and perpetrators. The approach must be multi-agency and seek to tackle the causes of ASB, if we can hope to make a long term impact within our communities.

Whilst York is a relatively prosperous city, it contains pockets of deprivation. ASB is not limited to poorer neighbourhoods, but the social and economic pressures of a community are generally regarded as being directly related to the levels of ASB. Whilst the citizens of York's perception of ASB is lower than neighbours in Scarborough and Leeds, the data shows a wide range of types of ASB occurring in York and that residents feel tackling ASB is a top priority within their neighbourhoods.

In recent years, a large amount of collaborative work has taken place as the emphasis towards preventative measures has been established and new partners have come on board each year. All teams and organisations in the city of York have re-focused to look at the wider issues around ASB, especially as the national agenda has brought ASB under greater public scrutiny.

We recognise that the policies and procedures for dealing with

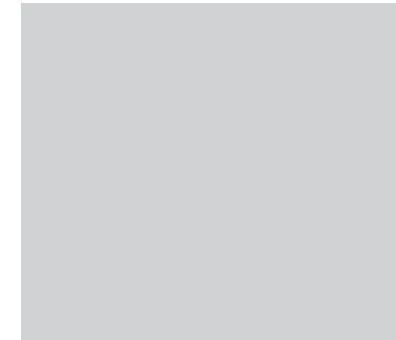


ASB must take into account the diverse needs of our customers. Types of ASB can be motivated by discrimination and our aim is to deal with ASB at its root causes and to tackle it in a range of preventative ways that try to change people's behaviour.

There are a wide range of services that can have an input in to this agenda and the priority now is to ensure the city has a robust protocol for joint working and information-sharing to ensure we achieve real outcomes.

Strategic aims:

1. To ensure that agencies in York have an holistic approach to tackling ASB, which emphasises prevention and changing behaviour.
2. To deal quickly, sensitively and appropriately with all incidents of ASB in accordance with published procedures and legal remedies.
3. To provide appropriate and sufficient support to victims and witnesses of ASB and to provide support to tackle the causes of ASB.
4. To have effective working relationships at a local level with statutory and other agencies, for the sharing of information and tackling ASB.



ASB is not limited to poorer neighbourhoods, but the social and economic pressures of a community are generally regarded as being directly related to the levels of ASB.

1. Why Have a Strategy?

“Anti-Social Behaviour (ASB) ruins lives. It doesn't just make life unpleasant; it prevents the renewal of disadvantaged areas and creates an environment where more serious crime can take hold. ASB is a major issue in some of the UK's more deprived or disadvantaged communities. ASB is also expensive. It is estimated to cost the British taxpayer £3.4bn a year”

Home office Web Site



“Disorder and anti-social behaviour blight far too many communities and cause misery for far too many people... This is not the Britain we want – and we must fight to change it”

Home Secretary's speech to the Police Federation

19 May 2010

This strategy sets out what needs to be done to tackle the complex issues of ASB. The strategy links with other key plans, including York and North Yorkshire's Domestic Abuse Strategy, SYP Community Safety Plan, York Homelessness Strategy and York & North Yorkshire Alcohol Strategy. The strategy attempts to develop a coordinated approach to tackling ASB by joining up initiatives currently operating in the city. The nature and reasons for ASB are varied and complex and if agencies are to

tackle these then they must enlist the help of other partners and agencies.

The Crime and Disorder Act 1998 set the scene for ensuring that local authorities and other statutory agencies, such as the police, worked in partnership to tackle crime and disorder. The act introduced a range of new powers that necessitated partnership working, with the recognition that ASB was not the sole responsibility of any one agency, and the need for a strategic approach to tackling ASB was clear. The Community Safety Partnership (CSP) have a duty to publish a strategy for addressing crime and disorder. Safer York Partnership is the CSP for York and they have produced the Community Safety Strategy 2008-11.

The Anti-Social Behaviour Act 2003 was designed to extend powers to tackle ASB within local communities but also introduced the legal requirement for local authorities (LA) to prepare a policy and procedure on ASB and to publish a Statement of Policy and Procedures and a summary of the policy.

The strategy also links with other key legislative powers, including The Violent Crime Reduction Act 2006, Environmental Protection Act 1990, Criminal Justice & Police Act 2001, Policing and Crime Act 2009, Licensing Act 2003 and Housing Act 1996.

These policies and procedures must be compatible with other key obligations placed on the LA by existing legislation, such as the Homelessness Act 2002 and key strategies such as the Homelessness Strategy and Housing Strategy.

In 2004 the government launched the Respect campaign which sought to address ASB in a broad way, focusing on several aspects - preventing ASB, tackling ASB and supporting victims of ASB. This very much places the emphasis on partnership working and for housing teams to take preventative steps to reduce the level of ASB occurring in the first place.

In 2010 the Tenant Services Authority launched the standards around which they have monitored all Registered Social Providers, including local authorities, since April 2010.

The standards say:

“Registered providers must work in partnership with other public agencies to prevent and tackle anti-social behaviour in the neighbourhoods where they own homes.”

The Local Area Agreement (LAA) sets out how the corporate strategic aims are to be met. There are a number of key



indicators which complement the strategic aims of the ASB strategy, including “perceptions of ASB”. However, it should be noted that the structure of the LAA and these key indicators are likely to change during the period of this strategy.

...the emphasis on partnership working and for housing teams to take preventative steps to reduce the level of ASB...

Key Strategies to link with:

- ▶ York Local Area Agreement
- ▶ SYP Community Safety Plan 2008 - 2011
- ▶ York Gypsy, Traveller and Showmen Action Plan
- ▶ York Homelessness Strategy
- ▶ Children’s and Young People’s Plan
- ▶ Taking Play Forward- Strategy For Play
- ▶ City of York Parenting Strategy
- ▶ York Supporting People Strategy
- ▶ York Hate Crime Strategy
- ▶ York & North Yorkshire Domestic Abuse Strategy 2009 -2013
- ▶ York & North Yorkshire Alcohol Strategy
- ▶ YorOK Involvement Strategy 2010 - 2013.

2. The York Context



The social and economic climate of an area will have a direct effect on the level and type of ASB experienced in a community. In general, the higher the level of social and economic deprivation, the greater the incidence of ASB and higher the perception of the community that ASB is a problem.

The population in York is just over 195,000, made up of 84,000 households, and the predicted growth rate by 2021 is almost double that of the region as a whole. The number of people over 75 is higher than the national average and is expected to rise by 2011 by 8%.

A recent study by the Joseph Rowntree Foundation¹ estimated that whilst the 2001 census recorded 4.9% of the population of York was 'non white British', the figure for 2009 was closer to 11%. The study also documented 78 different first languages

that were not English and there were at least 800 migrant workers present in the city. The study made recommendations that the city should strengthen its' commitment to racial equality and consider its investment into service provision for minority groups.

There are around 350 Gypsy and Traveller households in the city.² The percentage of residents that class themselves as disabled in some way (physical or mental) is 17%.

These demographic characteristics may well impact on people's perceptions and experiences of ASB. It is vital that this strategy investigates the particular experiences of minority³ groups to ensure we are addressing their needs and in particular any ASB that is targeted at minority groups.

Within York, there are relatively high levels of economic activity and skills. 84% of the economically active population is in work; however one in four people aged 16 – 74 have no formal qualification, which, whilst better than the national average, remains high.

Whilst York is seen as a relatively affluent city, pockets of deprivation do exist and eight of the 22 wards contain areas that are amongst the 20% most deprived areas in England.⁴ Social and economic factors will contribute to the underlying causes of ASB.

The quality of housing in York is generally high although there is growing pressure on supply from the increasing population.

York has a relatively low proportion of social rented housing, at

¹ 'Mapping Rapidly Changing Minority Ethnic Populations': Joseph Rowntree Foundation February 2010

² Gypsy and Traveller Accommodation Assessment – North Yorkshire 2007/08

³ Equality strands: race, disability, age, religion, gender, sexual orientation.

⁴ Indices of Deprivation 2007

The quality of housing in York is generally high although there is growing pressure on supply from the increasing population.

just 15% of all housing stock. The national figure is 19.3% and the regional figure is 21%. City of York Council has the largest proportion of social rented housing in the city at approximately 8,000 properties and there are approximately 4,000 homes owned by Housing Associations. There are currently around 3,100 applicants on the council's Housing Register trying to access this accommodation.

Crime levels in York have decreased by 30% over the period 2007/8 to 2009/10. During the same period an average of 24,000 incidents per year of ASB were reported. Of these, the most often reported were rubbish/litter and graffiti, noise and general ASB including a range of incident types. The number of neighbour incidents reported to the police average 590 per year.

In terms of the tools used to tackle ASB, partners in York make full use of all appropriate measures and take a problem-solving approach to utilising the right tool to tackle the problem. Historically, Acceptable Behaviour Contracts (ABCs) have been regularly used as an initial tool, with 61 issued in 2008, 51 issued in 2009 and an average of 43 ABCs being issued per year since 2007. ASB Orders are used where alternative options have been tried and failed, with only three issued in 2009 and two in 2010. ASB Injunctions (eight issued in 2010) are effectively used to tackle nuisance adults, and Dispersal Powers have been used successfully in both 2009 and 2010, in areas persistently targeted by problematic groups congregating. Generally in York, the approach towards early intervention measures and preventative work is positive and regular diversionary activities are organised

across the city. It is difficult to quantify early intervention methods; however, the Place Survey indicates that perceptions of ASB as a problem are relatively low, and preventative work will contribute to these figures.

The Place Survey 2008 records the percentage of people in a locality who believe that ASB is a problem in their area. Here are samples of figures which give some indication of what the residents of York feel in comparison to other areas in the region:

York 11%

Scarborough 16%

Harrogate 9%

Leeds 22%

Within the city, residents have been asked to provide the top three priorities for their ward and safer communities; reducing ASB was listed in all but one of the council wards.



3. Anti Social Behaviour (ASB) Services in York

Safer York Partnership

Safer York Partnership (SYP) is the lead agency in tackling ASB across the city and collates data on ASB occurrences across the city. The Community Safety Strategy 2008 – 11 produced by SYP, in partnership with North Yorkshire Police and City of York Council, identifies four key aims for this period:

► Safer Neighbourhoods

To tackle the ASB issues of greatest importance in our neighbourhoods, increasing public confidence in the local agencies involved in dealing with issues, reducing fear of crime and ASB and increasing feelings of safety within our communities

► Violent Crime

To protect communities in York from violent crime, particularly that which is alcohol or domestic related and deal effectively with victims and witnesses

...reducing fear of crime and ASB
and increasing feelings of safety
within our communities...

► Drugs and Alcohol

To work closely with our Drugs and Alcohol Action Team to protect communities from the harm caused by drugs and alcohol

► Volume Crime

Continue to reduce acquisitive crime by identifying local areas suffering disproportionately and in partnership with the local community address issues of greatest priority. By targeting offenders – particularly drug-misusing offenders – reduce the most serious offences.

SYP is responsible for coordinating the ASB Referral Panel to tackle the more serious incidents through multi-agency enforcement. The panel includes the housing department, the environmental protection unit (EPU), the youth offending team (YOT) and children's services from the council, together with the police and probation services. The panel considers requests that are made for ASBOs, CRASBOs, dispersal orders and premises closure orders.

Tackling domestic abuse is also a key priority for SYP, and the

Domestic Abuse Strategy promotes increased partnership working to keep families safe, education at an early age and confronting challenging attitudes and behaviour. The link between domestic abuse and ASB by young people can be identified in the following quote:

“Some children may appear resilient to the trauma of exposure to domestic violence, whilst others go on to develop long-term, clinically significant emotional and behavioural problems”⁵

The multi-agency approach taken by SYP in tackling both ASB and domestic abuse has shown that many of the behavioural problems displayed by young people affected by domestic violence are manifested in ASB on the streets.

Hate Crime is also covered within the ASB Agenda and is defined as:

“... a crime where the perpetrator's prejudice against an identifiable group of people is a factor in determining who is victimised. In addition to those subjected to racist, homophobic, transphobic victimisation, other groups which might be subjected to Hate Crime include religion/faith groups, asylum seekers, refugees, travellers, Romany people, migrant workers, people with disabilities, vulnerable adults and also in relation to age and gender”⁶

Hate incidents can be reported to the police or to housing

services. A Hate Incident Panel will be coordinated by SYP to ensure a multi-agency action plan is drawn up to address the matters raised.

Finally, SYP is responsible for helping to deliver, at a local level, the National Prevent Strategy, of which there are five objectives. Of relevance to ASB is objective five, which relates to taking action to address both perceived and real grievances within communities and also helps to build communities that have a shared vision of their future and a sense of belonging.

Housing Providers within York

The council's housing service is the first point of contact for tenants and residents who are experiencing ASB caused by a council tenant or anyone living or visiting the tenancy. Housing providers define ASB as:

“behaviour which is capable of causing nuisance or annoyance to any person and which prevents them enjoying their home peacefully and quietly”

City of York Council (CYC) housing service aims to:

- ▶ Take early intervention action
- ▶ Prevent ASB from continuing
- ▶ Take enforcement action after other options have been considered
- ▶ Promote safe neighbourhoods.

⁵ Apel & Holden (1998) in York & North Yorkshire Domestic Abuse Strategy 2009 - 2013

⁶ www.saferyork.org.uk

The first steps in any ASB cases involving tenancies are to take early intervention action to try and resolve the problem.

This service is delivered at two levels:

- ▶ Initial reports and early stages delivered by the Estate Management team. This team consists of estate managers who look after a patch of tenancies (average 700). The estate management team will deal with a report and try to resolve it without taking legal enforcement action. Their role is to stop the behaviour and to prevent it recurring.
- ▶ When a problem becomes serious and persistent, the case is referred to the Tenancy Enforcement Team. This is a small team of dedicated staff, who then work intensively on the case. Whilst enforcement action is progressed, the aim remains to stop the ASB and avoid evicting the tenant if possible.

Some CYC residents are housed temporarily in council housing while their homeless applications are dealt with. The support workers who manage their temporary tenancy deal with any ASB problems.

The Temporary Accommodation Team also has responsibility for managing the three travellers' sites in York, but tackling ASB on sites requires a multi-agency approach often involving education, health and support services in addition to enforcement action. The occurrence of ASB among roadside travellers again requires a multi-agency approach but will also involve the council's Street Environment and Enforcement Team (see section Street Environment/Environmental Concerns)

Rough sleepers and single people accommodated in resettlement

services are managed by support teams but in close partnership with North Yorkshire Police and Safer York when issues affect the community (predominantly begging and alcohol use).

The first steps in any ASB cases involving tenancies are to take early intervention action to try and resolve the problem. Some examples of the kind of interventions are:

- ▶ Visits and discussions with those involved by the estate manager
- ▶ Acceptable Behaviour Contracts (ABCs) – agreements made between housing, the police and a young person or adult which clarify and define acceptable behaviour
- ▶ Introductory Tenancy visits – regular visits and inspections to ensure the tenancy is running smoothly in the first 12 months
- ▶ Warning notices – the first step to formal tenancy enforcement action
- ▶ Joint meetings with support agencies
- ▶ Risk assessments of actions required to tackle the wider issues and causes of the problem.

Wherever possible we work with other agencies in the following ways:

- ▶ Monthly liaison meetings with the police - Safer Neighbourhood Teams
- ▶ Environmental Protection Unit (EPU) - a working protocol has



been in operation since 2004, which allows housing services and EPU to work together effectively

- ▶ Mediation Service – an impartial service which facilitates informal resolution to neighbour/ community problems
- ▶ Children’s and Adults’ social services – joint visits and problem-solving to assist people to resolve ASB

- ▶ Nuisance Action Group – a multi-agency problem solving approach for individually referred ASB cases.

When legal action is being considered in respect of a nuisance tenancy, housing providers have a range of tools available, including:

- ▶ Injunctions
- ▶ Possession order
- ▶ Demoted tenancy.



Case Study

In February 2010 City of York Council Housing Services, working with the police, obtained their first Premises Closure Order on a private rented property. This was obtained because the residents were causing ASB to their council tenant neighbours. Housing and police met with the landlord, who agreed to serve Notice to terminate the tenancy. In the interim period council and Police officers served a Closure Notice on the property and successfully obtained a Closure Order through the courts, which banned the tenant and any other person from entering the property for three months. In addition, CYC Housing Services obtained an injunction which prevented the private tenant from entering the neighbourhood.

North Yorkshire Police (NYP)

Creating safe neighbourhoods for every community in the City of York is at the heart of everything the police do. Uniformed policing in York is split into two main groups, the 24/7 response teams and nine geographically based Safer Neighbourhood Teams (SNT).

The main aim of the SNTs is to concentrate on the issues that local people have identified as priorities. An extensive amount of consultation goes on at a local level to identify those priorities, which vary from ward to ward. Despite local variations, all wards have identified ASB as a priority, which



means that across the City of York, all Safer Neighbourhood Officers have ASB as a key priority to tackle.

In addition to these localised, dedicated SNTs, the response teams are on duty to attend any reports of ASB and criminal activity 24hrs a day, seven days a week. These officers will attend and deal robustly with the situation; attending officers will then ensure that the relevant SNTs are tasked to:

- ▶ carry out any follow up enquiries that are necessary,
- ▶ offer support to the victim and,
- ▶ put in place long-term problem solving solutions with other relevant agencies.

The response officers, SNT officers and Police Community Support Officers (PCSOs) all make appropriate use of the ASB powers available, including:

- ▶ Acceptable Behaviour Contracts (ABCs)
- ▶ Anti-Social Behaviour Orders (ASBOs)
- ▶ Section 27 Directions to Leave
- ▶ Penalty Notices
- ▶ Dispersal Zones.

These powers are used together with other agencies and form part of a strategic approach that involves information sharing, intervention, education, diversion and enforcement.

Case Study

Operation Spoke is a partnership-led operation aiming to property mark a large proportion of bikes in the City of York. Local Safer Neighbourhood Officers launched Operation Spoke to reduce the overall levels of acquisitive crime, specifically in relation to cycles. The benefits of marking people's bikes are that easy identification means cycles can be quickly reunited with their rightful owners and thieves can be quickly arrested and brought to justice. Since the launch of the Operation early in 2010, over 5000 cycles have been tagged and a number of cycles reunited with their owners before they were even reported missing.

...complaints of nuisance, including bonfires, odours, light, noise and related anti social behaviour.

The Environmental Protection Unit (EPU)

EPU provide advice, investigate and resolve complaints of nuisance, including bonfires, odours, light, noise and related ASB. They assess licensing applications and variations for their impact upon local residents and they operate a Noise Patrol enforcement service on Friday and Saturday nights.

EPU operate using legislation including:

- ▶ Environmental Protection Act 1990
- ▶ Noise and Statutory Nuisance Act 1993
- ▶ Noise Act 1996
- ▶ Crime and Disorder Act 1998
- ▶ Clean Air Act 2003
- ▶ Clean Neighbourhoods and Environment Act 2005.

EPU have a statutory duty to investigate noise and other nuisances as described above. They visit, give advice, collect evidence, monitor for noise and other nuisance. If a statutory nuisance is witnessed, EPU have to serve an abatement notice, requiring the nuisance to be stopped. If the abatement notice is then breached, it becomes an offence, for which they can prosecute and undertake seizures of noise generating equipment (TVs, stereos, speakers, computers, game stations, DVDs and CDs) using a warrant. In total, in the year 2009/10 EPU received 2502 noise complaints, served 59 noise abatement notices, issued eight (formal) cautions, wrote 10

(formal) warning letters, successfully prosecuted nine individuals and undertook 13 seizures of noise generating equipment. The number of noise complaints reflects a 25%

Case Study

The Noise Patrol was set up in April 2006; as a result of one such patrol, an offender was served with a Noise Abatement Notice in February 2007. Between September 2007 and October 2008, over 30 noise complaints were received from neighbours who were regularly being disturbed at all hours. Solid partnership working between EPU and the police enabled three separate seizures of noise making equipment, including stereos, speakers and CDs from the property. The perpetrator was prosecuted and fined £360 with £760 costs and a Criminal ASBO successfully applied for.

increase from the previous year although the number of noise abatement notices fell from 94 and the number of prosecutions remained the same at nine. The number of complaints to the weekend Noise Patrol as at October 2010 reflected a 40% increase on the previous year at the same time.

Licensing Department

York's licensing department seeks to ensure that the city offers a wide choice of high quality and well-managed entertainment and cultural venues within a safe, orderly and attractive environment. It is important that these venues are valued by



those who live in, work in and visit the city; therefore, licensing officers take a balanced approach to the application of the Licensing Act 2003.

Key objectives of the licensing department include:

- ▶ Improving the quality of life for local residents, through a reduction in alcohol related crime and disorder, disturbance and ASB,
- ▶ Encouraging more family-friendly venues where young children can feel free to go with the family;
- ▶ Encouraging a well used city centre, day and night, that is safe and accessible for all.

Licensing staff work closely with licensees and security staff,

Case Study

As part of the Task Group's long term targets to reduce alcohol related disorder in the city, they have worked hard to promote the Street Angels initiative. This is a Church-led initiative made up of volunteers who want to help make York city centre a safer and better place. Volunteers walk the city streets into the early hours on Friday and Saturday nights caring for, practically helping and listening to people, especially those in vulnerable or difficult situations. Licensing officers and local police helped support and train these volunteers and the Nightsafe task group continues to support and provide funding for this provision.

as well as other agencies from the Fire and Rescue Service, Environmental Protection Unit, Trading Standards and local police teams. By sharing information, listening to local residents and carrying out regular checks on licensed premises within the city, the department can reduce the likelihood of ASB caused by poorly managed bars, pubs and clubs.

Through the Nightsafe Task Group, Licensing deliver the objectives of the National Safe, Sensible and Social Alcohol Policy, tackling problem premises, protecting young people and focusing on those who cause most harm in their communities. The task group works to create an environment that promotes sensible drinking in York and reduces the harm caused by alcohol and substance misuse.

Street Environment/Environmental Concerns

Problems such as graffiti, rubbish, fly tipping and dog fouling are all part of environmental ASB and have a significant effect on our communities. The council's Street Environment and Enforcement Team (SEET) have a high profile role in maintaining our clean streets and open spaces. In addition to investigating and taking enforcement action against those engaged in ASB, the team are active in education and information work in the community to tackle ASB before it arises. Engaging and working in partnership with the community and other agencies is a valuable tool in dealing with and preventing ASB, as is designing out/opening/improving local areas to deter ASB.

Graffiti is known as a signal crime, one which leads to more of the same...



Best Practice

Graffiti is known as a signal crime, one which leads to more of the same, or worse forms of crime in an area. Graffiti is present in all cities and City of York Council uses a wide range of tools to combat the problem.

Partnerships have been developed with three key utility companies to ensure prompt removal of graffiti from street furniture, which is a common target for graffiti tags. SEET have established a network of people in the local community who have adopted street furniture and keep it in a clean state using equipment provided by the council.

Key hot spot areas are routinely cleaned and/or painted by the Probation Service's Community Payback scheme which sees offenders carrying out supervised work in the community.

All tags are recorded before removal and downloaded to a shared web-based database used by North Yorkshire Police and the council to gather evidence of known 'taggers'. The database was the first in the country and has had significant success in bringing evidence to court against offenders prosecuted for criminal damage. Many young offenders have received reparation work as part of their sentence requiring them to remove the damage they have caused.

Offender Management (YOT & Probation Services)

The Youth Offending Team (YOT) incorporates representatives from a wide range of services and can respond to the needs of young offenders in a comprehensive way. YOT identifies the needs of each young offender by assessing them with a national assessment. It identifies the specific problems that make the young person offend as well as measuring the risk they pose to others. Included within the services they provide are the Youth Inclusion Support Panel (YISP) scheme and Stronger Families Programme (SFP):

YISP aims to prevent ASB and offending by eight to 17-year-olds who are considered to be at high risk of offending or engaging in ASB, by putting in place programmes that identify and reduce the likelihood of young people committing offences. Families experiencing difficulties where young people are at risk of offending can nominate themselves for support and assistance.

SFP is an empowering, focused, group work-based programme for parents of children aged 10-17. The programme offers support to parents who are faced with the challenge of meeting their children's changing needs as they pass through the different development stages from childhood, teenage years and adolescence. The main aim of the programme is to improve relationships between young people and their families, to help improve attendance at school, behaviour at both school and home and reduce the risk of young people engaging in offending behaviour.

While the Probation Service has a statutory role in managing offenders, this doesn't extend to all offenders and, particularly offenders engaged in ASB and sentenced to short prison terms. Within the Probation Service, the Integrated Offender Management (IOM) scheme fills this gap in provision and works with prolific or persistent offenders who, given a choice, would prefer not to offend. IOM supervises and monitors those on the programme and assists them to gain access to appropriate support, such as treatment for substance misuse or anger management. Offenders are presented with a simple choice – accept the help on offer or be robustly enforced against.

Also within the Probation Service is the Community Payback scheme, where local communities can have the opportunity to influence the type of work offenders carry out in their neighbourhoods. The aim is to make the unpaid work performed by offenders more visible and more representative of the communities' needs. These projects include graffiti removal, redecorating community centres and environmental work. As well as carrying out work, offenders acquire skills which are useful in the job market.

York and North Yorkshire Fire & Rescue Service

ASB is an issue that affects fire services across the UK – from hoax calls to attacks on fire-fighters. York and North Yorkshire Fire & Rescue Service has a range of initiatives and campaigns aimed at forging closer links with the community and tackling some of these problems.

Case Study

Children, young people, families and practitioners can access information about a range of positive activities and other services through the YorOK website www.yor-ok.org.uk. The Shine section holds information about activities that children and young people can take part in. The aim is that by attending these activities the children and young people progress to attend more regular sessions. These then engage children and young people in positive activities which reduce the chance of them becoming involved in what may be perceived as ASB. The service directory on the YorOK website also contains information about a wide range of different support services. If a child, young person or family is needing support they can search the directory to find local or national services that meet their needs.

One such scheme - "Local Intervention Fire Education" - is known by its shorthand title "LIFE" and offers young people from the ages of 12 to 19 the chance to work with real fire-fighters over a period of five days following a set programme of activities. This initiative delivered by the fire service is to address fire safety and ASB issues in relation to young people and the local communities they live in. The aim of the project is to highlight the consequences of ASB and provide an intensive work experience course within a structured uniformed team, instilling discipline, team spirit, fire safety awareness, life skills



and values which will improve the life chances of the young people.

The fire services are regularly involved with partners in the community by delivering fire and road safety messages in schools, carrying out free home fire safety visits and actively getting involved with joint initiatives such as the educational “Crucial Crew” programme and high visibility alcohol awareness schemes.

Young People’s Services/Playbuilder Project

Young People’s Services provide a variety of projects and activities for teenagers and young adults. The service doesn’t just work with young people, but also provides opportunities for the whole community to get involved and ensures an integrated approach to the delivery of services for young people that will create a positive and tangible benefit to their lives. Volunteers from all ages and walks of life are helping to support young people in centres and venues all over York – from cooking to motorbikes; from organising trips to mentoring an individual young person.



In partnership with the voluntary and community sector, over 20 youth clubs across York provide educational and diversionary activities, as well as two Urbie buses bringing further activities and support to the local communities. In January 2007 Castlegate was opened, which is an open-access service for young people aged 16 to 25. Castlegate provides advice, support, information, counselling and guidance on all issues relevant to young people. Young People’s Services is one of the most successful partnerships in supporting young people into education, jobs and training.

Case Study

Positive Engagement Through Choice (PETC) is a programme for young people in Years 10 and 11 who aren’t attending school for whatever reason. It runs for two days per week, and includes workshops on numeracy, literacy, lifeskills, career planning and more. Attendees are encouraged to commit to a regular activity that they can sustain in the longer term. It also provides the chance to spend time with advisers who can help young people to decide where they’d like their life to go.

Information Sharing

Under section 115 of the Crime & Disorder Act all agencies in the city will work together and share information for the reduction and prevention of crime and disorder.

4. Anti-Social Behaviour Service Review

Over the last two years, services in York have undertaken a range of reviews and assessments which have given us feedback about the services that we deliver, and our strengths and weaknesses.

These include;

- ▶ Self-assessments against the Respect Standard
- ▶ Customer feedback
- ▶ Partners event to discuss the strategic aims and a customer consultation event in February 2010 to explain and explore our strategy.



Self Assessments

Housing Services coordinated a self assessment against the Respect Standard for Housing Management. These self-assessments were carried out by groups of staff from different departments and partner agencies that are involved in ASB work in the city. Within each area, strengths and weaknesses were identified and are summarised below, categorised by the Respect categories:

Accountability/Leadership/Commitment

- ▶ Requirement for a clear ASB strategy that links to the SYP strategy
- ▶ Stronger and more equally accountable partnerships from agencies within the Community Safety Partnership
- ▶ All partners should have greater input into target setting and achieving locally agreed outcomes.

Empowering and reassuring residents

- ▶ Coordinated publicity about problems tackled and actions taken
- ▶ Publicise work of enforcement agencies and role of witnesses, to encourage residents to come forward
- ▶ Involving residents in setting priorities, standards and policies
- ▶ Working to engage young people in constructive and purposeful activities.

Develop strong working relationships and strategic links with partners.

Prevention and Early Intervention

- ▶ Improve information sharing and working protocols
- ▶ Improve the early assessment of vulnerable residents
- ▶ Improve the knowledge we have about our customers
- ▶ Ensure all staff can make a range of referrals and that these are clearly tracked.

Tailored Services for Residents and Provision of Support for Victims and Witnesses

- ▶ Carry out full assessments of any support needs of all involved
- ▶ Deliver action plans for residents with challenging targets
- ▶ Keep all parties fully informed of progress
- ▶ Improve support for witnesses of ASB.

Protecting Communities Through Swift Enforcement

- ▶ Joint tasking of enforcement/evidence gathering from multi-agency staff
- ▶ Monitor use and outcomes of enforcement tools to feed into broader reviews of performance and improvement planning
- ▶ Develop strong working relationships and strategic links with partners
- ▶ Maximise residents' knowledge of how to report and respond to ASB.

Support To Tackle The Causes of Anti Social Behaviour

- ▶ Ensure policies and procedures state clearly how support is provided or accessed and the triggers by which support is identified
- ▶ Develop programmes to sustain tenancies and communities
- ▶ Develop links to services to create diversionary activities to reduce the incidence of ASB
- ▶ Ensure residents understand how properties are let and managed and consider the use of local lettings policies.

Customer feedback

Housing Services have surveyed residents and held focus groups to assess the satisfaction levels with the services provided.

This information has been collated to provide some key issues that need to be addressed within the strategy:

- ▶ The need for cases to be dealt with more quickly
- ▶ Complainants should receive some form of practical help whilst the case is ongoing and support after the case has been closed
- ▶ Joint working with the police could be improved
- ▶ The skills and knowledge of staff could be better
- ▶ Customers would like to be involved in the development of our policies and procedures.

A small survey of residents was carried out during Autumn 2009 (226 responses from across the city wards) and the top three issues identified as problems were:

- ▶ Noise
- ▶ Aggressive behaviour
- ▶ Alcohol related behaviour.

57% of residents said they had experienced some form of ASB within their neighbourhood and 64% said they did not know enough about what the council could do about ASB.

The Environmental Protection Unit (EPU) undertakes quarterly satisfaction surveys of its customers. The usual issue of customer concern in each survey is a desire to extend the EPU Noise Patrol noise enforcement service beyond its current hours of Friday and Saturday nights, 9pm to 3am. Customers say the ASB occurs 24 hours a day and especially outside of normal office hours and there should be a service to deal with it.

Customer Consultation Event

During the event there was discussion with residents about the four strategic aims of the strategy. Customers felt that more careful allocation and selection of tenants would help prevent ASB whilst taking faster action at the start of a problem should be the top priority for enforcement. Residents felt very strongly about improving the support available for victims and witnesses, especially outside normal office hours. They identified that residents did not know enough about what can be done to tackle ASB in York.

Partners Seminar

The council organised a seminar to discuss the introduction of an ASB Strategy for the city. Approximately 50 people attended, across a range of organisations such as North Yorkshire Police, the Environmental Protection Team, Youth Offending Team and local Registered Social Landlords. During the event they identified what initiatives should be included within the strategy across four key areas. Some key issues identified were;



Prevention & early intervention

- ▶ Action plans should be drawn up for the customer at the start of a case so that they can clearly see what action is planned and so that they receive a regular update
- ▶ Targeted annual visits should be made to tenants who are not in regular contact with staff so that any early warning signs can be picked up and support needs identified
- ▶ Improve monitoring of ASB to identifying hot spot areas, develop a clear factual knowledge base of the problems and identify any areas where incidence levels are high to enable better resource planning.

Support

- ▶ Make more contact with complainants so that staff are more proactive and in regular contact to ease the burden for the customer
- ▶ Create a directory of support services who deal with ASB to help all staff maximise the available support and to work in a more co-ordinated way
- ▶ Improve support for victims of Hate Crimes.

Enforcement

- ▶ Improve cross-tenure working to ensure that, where problems are caused by people who are not council tenants, the agencies involved know how to tackle the issues

- ▶ Explore out of hours working where a need arises, to be able to respond and gather evidence whenever required.
- ▶ Target tenancy fraud and sub letting to ensure we know exactly who is living in our properties and are equipped to tackle any problems that arise.

Partnerships

- ▶ Develop a consistent approach with RSLs to work towards similar ways of inter-landlord working to enable joint problem-solving across neighbourhoods
- ▶ Agree local standards around victim support, establishing what our customers would like to see in terms of a support service
- ▶ Integrate the Safeguarding agenda.

The evidence indicates that partner agencies need to work on the relationship with their customers to empower, involve and value them. The partners need to consider how they deliver the service and whether a different structure would better meet customer needs and help focus on the strategic aims. Finally, working relationships must be effective and efficient and a strategic approach must be clearly shared by all involved.

5. Strategic Aims and Objectives

To ensure that agencies in York have an holistic approach to tackling ASB which emphasises prevention and changing behaviour.

- ▶ Carry out assessments of any potential problems that may require tenancy support, when starting a new tenancy
- ▶ Audit and review the prevention and early intervention work
- ▶ Contribute to local education programmes
- ▶ Ensure all building and improvement works consider how design can reduce incidents of ASB.

To deal quickly, sensitively and appropriately with all incidents of ASB, in accordance with published procedures and legal remedies.

- ▶ Ensure all staff are aware of the full range of tools for dealing with ASB and are fully trained in using them

- ▶ Ensure there are clear policies and procedures and effective case management
- ▶ Be proactive in gathering evidence from a wide variety of sources
- ▶ Ensure that a value for money approach is embedded in all enforcement activity.

To provide appropriate and sufficient support to victims and witnesses of ASB and to provide support to tackle the causes of ASB.

- ▶ Provide a customer focused responsive service
- ▶ Carry out full assessments of the support needs of victims and witnesses and have clear policies for dealing with vulnerable customers
- ▶ Have a clear focus on delivering support and challenging solutions for perpetrators, rather than intervention after the problem has escalated.

To have effective working relationships at a local level with statutory and other agencies, for the sharing of information and tackling ASB.

- ▶ Review and develop the necessary service delivery protocols with partners
- ▶ Ensure that all partners work effectively to ensure that all victims and perpetrators are not discriminated against
- ▶ Ensure partners have a clear policy and procedure for dealing with perpetrators with mental health issues
- ▶ Work with partners to establish an effective communication plan.

6. Keeping The Strategy Relevant

Safer York Partnership

North Yorkshire Police

Youth Offending Team

Youth Services

The Play Team

Adult Mental Health Services

York Mediation Service

Environmental Protection Unit

Legal Services

Street Environment Service

Foundation Housing

Home Housing representing local RSLs

Victim Support

North Yorkshire Fire and Rescue Service

Family Information Service

The strategy will be monitored and updated by the ASB task group.

Representatives from these organisations sit on the Anti-Social Behaviour Strategy Task Group who are a sub group of the Safer York Partnership. This group will monitor the strategy against the actions and targets set out in the action plan and will update it on an annual basis.

This document and the action plan will be available to the public and will also be published on the council's website www.york.gov.uk/????? and the Safer York Partnership website www.saferyork.org.uk, where updates of key achievements will be available.

Contact details

Hard copies of the strategy and further information will be available from:

ASB Coordinator

Safer York Partnership

York Centre for Safer Communities
Lower Friargate, York YO1 9SL

T: 01904 669069

E: saferryork@northyorkshire.pnn.police.uk

Strategic Aim One - Prevention and Early Intervention

Ensure that CYC has an holistic approach to tackling ASB which emphasises prevention and changing behaviour

Objectives:	Why	How measure	Baseline position	Target/date	Resources	Lead
Carry out assessments of any potential problems that may require tenancy support, when starting a new tenancy	To assist the tenant in succeeding with their tenancy	New tenant assessments completed	Some signposting taking place. Single Access Referral Point in place	April 2011	Existing	Tenancy Services Manager
Audit and review the prevention and early intervention work	To ensure good practice is embraced and problems are identified at an early stage	Policies and procedures completed and published on intranet NI 110	No work done	April 2012	Existing	Safer York Partnership
Develop a programme of local education initiatives involving all partners building on existing initiatives	To raise awareness amongst young people about the effects of ASB	The number of external meetings and visits completed	Work in progress but no direct partnerships	April 2012	Children's Services/ Neighbourhood Management	Safer York Partnership/Youth Action Officers
Ensure that all new housing developments and improvement works consider how design can prevent the incidence of ASB occurring	To reduce ASB and environmental crime and enhance residents' feelings of safety	Customer feedback on projects	Advice is sought from SYP	April 2011	Architectural Liaison Officer	Safer York Partnership

Strategic Aim Two - Enforcement

To deal quickly, sensitively and appropriately with all incidents of ASB in accordance with published procedures and legal remedies

Objectives:	Why	How measure	Baseline position	Target/date	Resources	Lead
Ensure all staff can utilise the full range of tools available and are fully trained	To be an effective service that is responsive to customers	Staff PDR and skills audit	No robust data. Training has been ad hoc. Some partnership training taken place	April 2011	Training budget	ASB Coordinator
Ensure we have clear policies and procedures and effective case management for carrying out enforcement	To ensure consistency and transparency	Completing audit of RSLs	No standardisation	April 2011	Service Delivery Team	RSL/Landlord Liaison group
Be proactive in evidence gathering from a wide variety of sources	To ensure we are proactive, efficient and are using all possible sources	Customer satisfaction with the process and service	Customers do not feel confident and practices are not consistent across the city	April 2012	Existing	Service Development Team
Ensure that a value for money approach is embedded in all enforcement activity	To be an economical service	Direct cost per property and/or direct costs per case	No data	April 2013		Safer York Partnership

Strategic Aim Three - Support

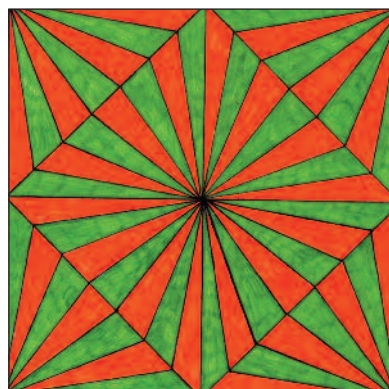
To provide appropriate and sufficient support to victims and witnesses of ASB and to provide support to tackle the causes of ASB

Objectives:	Why	How measure	Baseline position	Target/date	Resources	Lead
Provide a customer focused responsive service	To ensure a high quality service by all partners to residents	Improved customer satisfaction from customer survey	Place Survey measurements	April 2011	All partners	Safer York Partnership
Have a robust approach to assessing the support needs of victims and to ensure they can access the required services	Ensure all victims have equal access to all services available	Victim assessment NI141	Support is ad hoc and policies not in place	April 2012	Mental health services / victim support	Safer York Partnership/Victim support
Support people who wish to change their behaviour and stop causing ASB	Supporting long term behavioural change is preferable to enforcement action	NI 1 NI17	Aims are recognised but not a clear focus	April 2011	All partners	Children's Services/Youth Offending Team

Strategic Aim Four - Partnership Working

To have effective partnerships at a local level with statutory and other agencies on the sharing of information and tackling ASB

Objectives:	Why	How measure	Target/date	Resources	Lead
Review the strategic approach of CYC	To explore the need for an holistic, non specific tenure approach to tackling ASB	Report to SYP Board on way forward	Report to the executive on the current delivery of ASB remedies and provide recommendations December 2010	Existing	Communities and Neighbourhoods Director
Ensure that all partners work effectively to ensure all victims and perpetrators are not discriminated against on the grounds of any of the six equality strands in the delivery of ASB services	To meet equality standard	Hate crime and ASB stats	April 2011 and annually	SYP data analyst	ASB task group SYP
Ensure that ASB services participate fully and effectively on all partnerships	To make the partnerships effective and meet needs of their customers	Published terms of reference for all multi-agency groups with annual reviews	April 2013	Existing	Safer York Partnership
Work with partners to establish an effective communication plan	To ensure all residents of York know what partners are doing to tackle ASB	Publication of plan	April 2012	Existing	Safer York Partnership



Caption

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

 **01904 551550**



If you would like this information in an accessible format (for example in large print, on CD or by email) or another language please phone: 01904 XXXXXX or email: XXXXXXXX.XXXXXXXX@york.gov.uk