



Derbyshire Constabulary



## **DERBY CITY COMMUNITY SAFETY PARTNERSHIP**

### **TACKLING ANTI-SOCIAL BEHAVIOUR**

# **Derby City Community Safety Partnership**

## **Tackling Anti-Social Behaviour.**

### **1.Context**

Derby City Community Safety Partnership is committed to improving community safety, identifying those factors that contribute to community fear and tackling the underlying causes. Safer communities are fundamental in the creation of a civil society. Safety and freedom can only exist in stable, ordered and strong communities. The rights that we exercise as individuals are based upon on responsibilities towards our neighbours, communities, public spaces, other people's property and their rights to live in a community free from fear, intimidation and harassment.

Anti-social behaviour, in all its manifestations, undermines all of the above. It impacts against a sense of security and safety that people need in order to participate in their community. Tackling anti-social behaviour must be a priority for all agencies and service providers working in the field of community safety and more broadly those providing services to local communities. Partner organisations need to work together to solve local problems and protect the victims of anti-social behaviour. We need to empower communities, so that the balance is shifted from the minority that spread fear and cause distress to the majority that want safe and peaceful communities.

The Government have recently launched a new Anti-Social Behaviour Action Plan and the Anti-Social Behaviour Act was given Royal Assent on 21 November 2003. ASB has never before been so high on a Government agenda. The action plan and Act bring together a robust approach, rigorous enforcement and good practice. The Government's approach is focused upon the relationship between individual rights and those responsibilities to the community. There is clear evidence emerging about how anti-social behaviour impacts upon communities in relation to crime and community safety.

Recently published figures confirm that the relationship between crime reduction and community safety is complex. Overall the crime rate has fallen by 2%, according to the latest British Crime Survey –BSC- figures. Increasingly, there are reductions in serious crimes such as burglary, violence and street robbery. However, the BCS also identifies that 38% of respondents thought that crime has risen 'a lot' and a further 35% believed it had risen 'a little' in the previous two years. 53% of people surveyed thought that there had been an increase in the level of crime in their local area over the past two years, despite the number of crimes reported to the BCS falling by 17%.

Anti-social behaviour has been identified as a key issue in Derby. The 2001 Crime and Disorder survey and audit indicated that the fear and experience of anti-social behaviour was a primary factor in reducing the quality of life. The problems identified were young people hanging around, racing and reckless driving, vandalism, graffiti and property damage. During 2002, agencies working in this field recorded over 10,000 incidents of anti-social behaviour, making it the most widespread issue of crime and disorder in the city.

The one-day count on anti-social behaviour conducted by the Home Office ASB Unit, identified 209 incidents of anti-social behaviour within the city. These incidents range from nuisance, intimidating gatherings to group disorder and drug dealing. The Community Safety Partnership has identified a number of key findings in analysing both the prevalence and nature of anti-social behaviour in the city. Overall incidents decreased by 4% in 2002-03 from the original baseline figures of 2001. Within this figure, there are varying levels of problems within different areas of the city. For

example some areas experienced significant increases, Littleover, Asterdale and Derwent increasing by around 20%. Where areas such as Mackworth, Sinfin and Chaddesden experienced reductions of up to 29%.

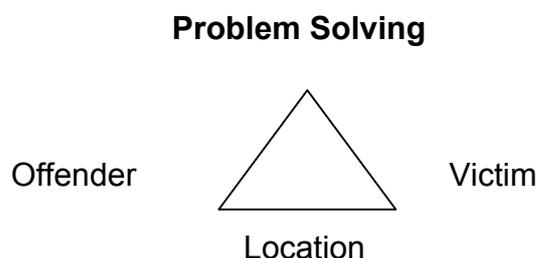
## 2.Current Activity.

Following the 2001 Crime and Disorder audit and the identification of anti-social behaviour as a significant problem in a number of communities in the city, Neighbourhood Renewal Fund resources were successfully applied for to develop and implement an Anti-Social Behaviour Team. The ASB Team consists of a Team Manager, 3 Case Workers, an Environmental Liaison Officer and an Administrator. The ASB Team takes referrals from the Police, Derby Homes, Council Departments and councillors. The aim of the team is to reduce and tackle anti-social behaviour, by targeted interventions and problem solving. The focus with young people is on prevention and enforcement with adults.

Problem solving is central to the operational delivery of services, the outcome of problem solving includes a real understanding of the problem and it's causes, practical solutions and meaningful and genuine partnership working. By focusing on offenders, victims and locations real and tangible results emerge. Adopting such an approach firmly places the work of the team within the heart of communities. Those communities in turn become empowered, by being involved in the process and ultimately seeing and experiencing a safer community. The team takes a staged approach, based upon seriousness and the impact of the problem on the neighbourhood. These stages include:

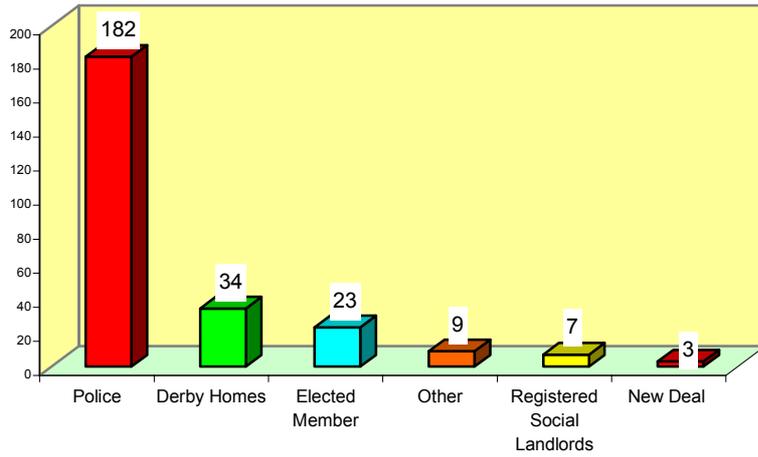
- Warning letters
- Joint home visits Police/Derby Homes
- Acceptable Behaviour Contracts
- Notices to Seek Possession
- Anti-Social Behaviour Orders.

Within the context of problem solving, the ASB Team both deliver interventions and co-ordinate a partnership action plans to tackle anti-social behaviour. To fully understand problems and to solve them requires a structured and systematic approach.

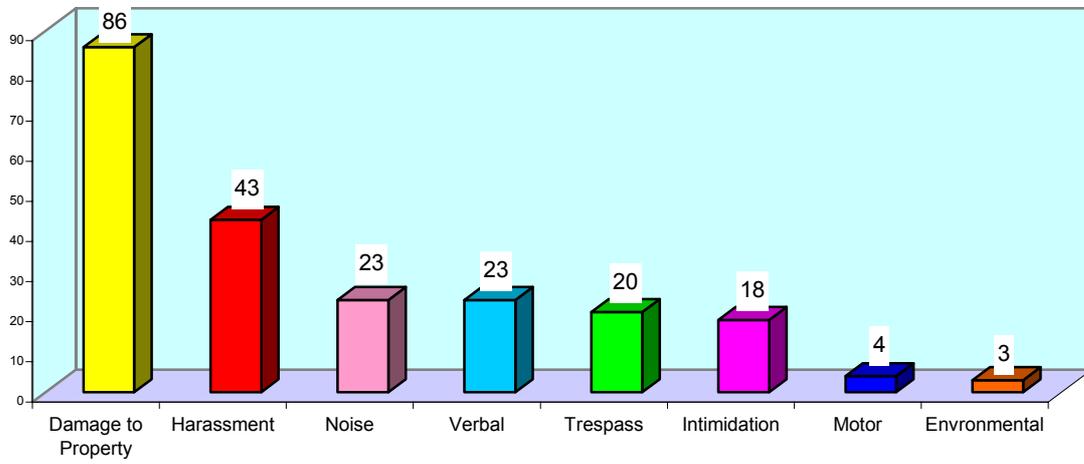


The following information identifies the success of the ASB Team in its aims and illustrates that the vision of making communities feel safer is a realistic and achievable target:

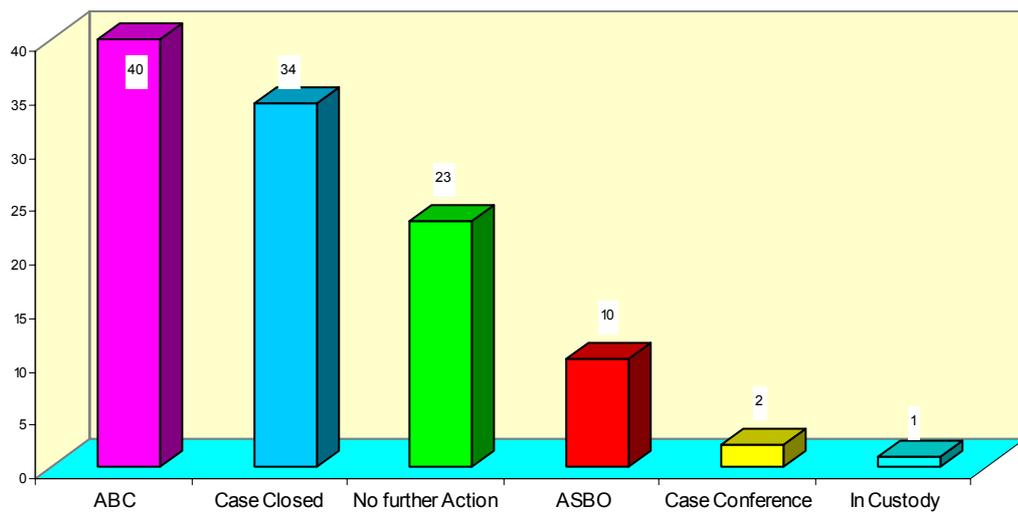
**REFERRALS FROM JAN 03 - SEPT 03**



**COMPLAINTS**

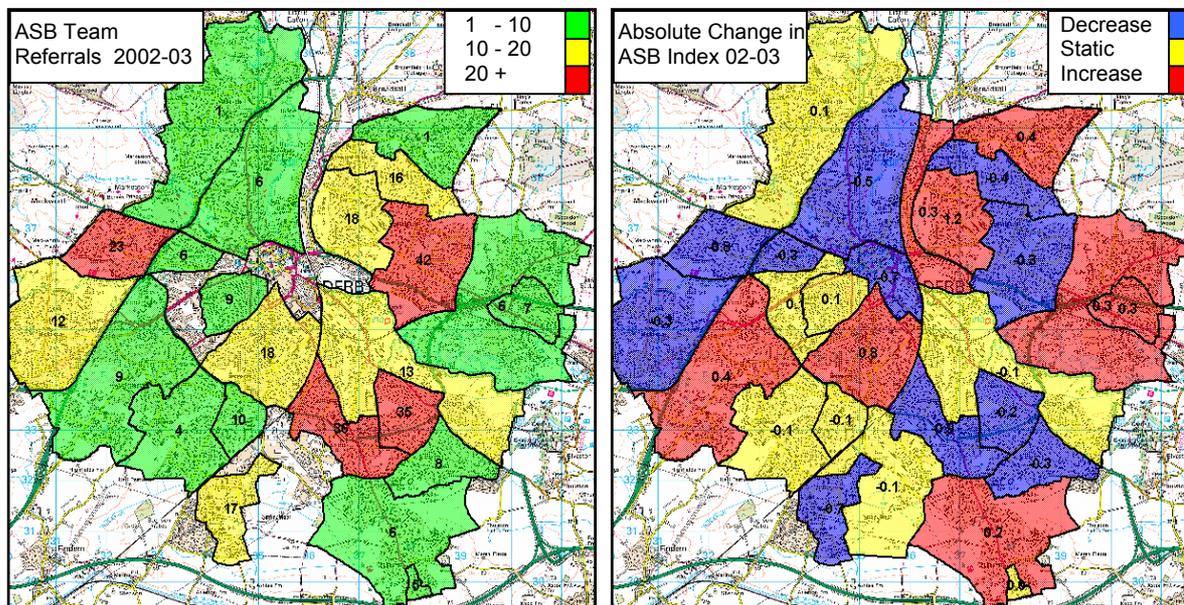


**INTERVENTION**



### 3. Impact upon Community Safety

The following information highlights the impact that the ASB Team, in partnership, has had by using a problem solving approach, staged interventions, prevention and enforcement. The figures are based upon referrals to the ASB Team and Police calls for service for the period April 2002 to March 2003.



The above information, on the left, indicates the level and volume of referrals into the Team, highlighting in red, those parts of the city where there are high levels of referrals, areas such as Mackworth, Chaddesden, Crewton and Allenton. The yellow areas are those with significant referrals but not of the same volume, areas such as Derwent, Normanton, Sinfin and Mickleover. Those areas in green have seen least number of referrals, such as Spondon, Allestree and Littleover.

The right hand map indicates the levels of police calls for service, based upon incidents and complaints of anti-social behaviour. What is identified is a number of issues..

- There has been a reduction in levels of anti-social behaviour in 15 out of 27 of the identified neighbourhoods.
- Areas such as Sinfin, Allenton, Darley, Chaddesden and City Centre have seen significant reductions.
- There is a direct relationship in the reduction of anti-social behaviour, between those areas of highest volume of referrals and those with a reduction of anti-social behaviour calls for service. Areas such as Mackworth, Crewton, Allenton and Chaddesden.

## **4. Anti-Social Behaviour Action Plan and Strategy**

Since the CDRP Audit in the summer of 2001, and the subsequent learning and knowledge gained operationally from the ASB Team and partner agencies, locally we have a good understanding of the nature and problem of anti-social behaviour in the Derby. The CDRP Action Plan, developed in partnership from the 2001 Audit, has been largely completed and local targets have emerged from operational work and on-going community involvement. Added to this, the Government has launched its anti-social behaviour action plan Oct 2003. This plan sets out the Government's agenda in relation to tackling anti-social behaviour. It is based upon recent figures and the political agenda of community safety, civil renewal and respect and responsibility, outlined in the new Anti-Social Behaviour Act. This action plan is a clear demonstration of the Government's commitment to tackling these problems, of communities living in fear, a minority dominating the majority and community's freedoms being impinged by nuisance, loutish and abusive behaviour of a minority. The four target areas fit within our local perspective both operationally and strategically.

Therefore, it is felt appropriate to develop a local strategy for the Derby, based around these two themes, what we have learnt locally, in terms of problems and solutions, and the Government's thorough and realistic action plan. The action plan has a number of broad aims and topic areas, which fit comfortably with our own local community based needs. Our vision within the Community Safety Partnership is to take the four Government target areas and add to them the most prevalent local problems.

# Derby Community Safety Partnership Anti-Social Behaviour Action Plan

The action plan will focus on six identified areas of intervention and co-ordination:

- tackling nuisance neighbours
- supporting victims and witnesses
- targeting street anti-social behaviour
- tackling environmental and public space crime and disorder
- prevention of anti-social behaviour committed by young people
- targeting of serious and persistent adult offenders by enforcement

## Objective 1

### Tackling Nuisance Neighbours

The vast majority of people live their daily lives without causing concern for others in their community. Usually, when problems do occur, neighbours resolve their differences themselves, without recourse to the state or the law. Where problems persist, or attitudes become entrenched, they are often resolved by the police, environmental services, through mediation or private civil prosecution. However, in some of our communities, there is a small minority of individuals and families whose serious and persistent anti-social behaviour is not addressed through the processes and cannot be resolved without robust enforcement measures. Their behaviour is dangerous and undermines the fabric of those communities. In extreme cases, the rule of law breaks down and neighbourhoods deteriorate very quickly. Experience tells us that it is often those most vulnerable members of our communities who are most likely to suffer this insidious, targeted behaviour. Single parents, disable people, black and minority ethnic groups and often anyone 'different' are targeted. It is not an understatement to conclude that many of these families can and do terrorise streets, neighbourhoods, communities, and in the process destroy them.

To tackle nuisance neighbours we will .....

- Engage, through the Community Safety Partnership, more effectively at a strategic level with statutory and non-statutory housing providers.
- Work in partnership with housing providers, such as Derby Homes and other Registered Social Landlords and make sure that that they have clear and robust enforcement procedures.
- Co-ordinate enforcement processes with partnership problem solving and youth asb prevention.
- Fully utilise existing legal tools and framework.
- Incorporate new powers contained in the Anti-Social Behaviour Act into current policies and procedures.
- Work proactively to identify at an earlier stage target families.
- Target problem neighbourhoods with multi-agency and co-ordinated 'days of action'.
- Identify appropriate families for parenting support in partnership with the Youth Offending Service.
- Encourage the use of probationary and introductory tenancies.
- Use restorative justice to resolve differences.

Tackling nuisance neighbours requires an approach that focuses both on robust enforcement and intensive intervention, this dual approach can both change individual behaviour and re-assure and protect communities.

## Objective 2

### Supporting Victims and Witnesses

The impact that anti-social behaviour can have on individuals and families is immense. In reality, there is little chance, statistically of becoming a victim of serious crime. However, many neighbourhoods experience high levels of anti-social behaviour. What has often been seen as low-level crime and nuisance can destroy families. Feeling unsafe, even in your own home, is the most crucial factor in the quality of people's lives. There are significant differences between being a victim of serious crime and anti-social behaviour. Victims of serious crime experience it as a one-off event although the impact can be long-term. In contrast, victims of anti-social behaviour often experience repeated incidents and problems day after day, often 24 hours a day, 7 days a week. In many cases, the victim and perpetrator live in the same locality, often as neighbours. The intensity and frequency of these incidents, linked with the closeness of victim and offender, makes being the victim of anti-social behaviour very different, requiring different interventions and strategies.

A crucial element in the battle to tackle anti-social behaviour is to fully support and protect both victims and witnesses. The most effective ways of achieving this is by listening to victims, problem solving and engaging with communities and by taking swift enforcement action. Crucial to enforcement is notifying the community of what action has been taken. This reassures them and evidences that agencies take their concerns seriously and will do something about their communities' problems. These public relation exercises also, and crucially, can create a deterrent effect amongst potential perpetrators. Communities also play a crucial role in policing and enforcing enforcement measures. For instance, an Anti-Social Behaviour Order ASBO can only be fully enforced if the community are aware that it is in force and the prohibitions in the order.

To support victims and witnesses we will ....

- Understand what makes communities feel unsafe and what contributes to community safety by auditing existing provision.
- Implement the Neighbourhood Safety Panel Pilot Project, in three areas of the city: Derwent, Sinfin and Spondon.
- Through operational delivery, understand 'what works' with victims of anti-social behaviour.
- Put the needs of victims and communities first.
- Develop and strengthen links with Neighbourhood Watch Schemes.
- Engage with local communities in problem solving and action planning
- Inform the community of activity to prevent and reduce anti-social behaviour by sharing information at community meetings, Area Panels and Police Liaison meetings.
- Work in partnership with partner organisations to make sure that victims and witnesses are fully supported and protected.
- Fully exploit media opportunities to publicise the use of enforcement action.
- Contribute to the development of a victim strategy within the Community Safety Partnership.

Victims and witnesses of anti-social behaviour are central to both understanding the nature of the problem and they are crucial in being seen as part of the process of solution. To engage effectively with victims and communities is resource intensive and to fully support them will require additional resources in this area.

### **Objective 3**

#### **Targeting Street Related Anti-Social Behaviour**

City centres present very different problems compared to residential areas, estates and communities with definable neighbourhoods. There are no residential guardians and regeneration is primarily linked to increased economic activity. Begging is an increasing problem; cities within the East Midlands have experienced varying levels of problems, which in certain circumstances have become a serious problem. It is crucial for Derby to develop and implement a strategy in which the prevention of begging is central.

Members of the public often find begging both threatening and intimidating. A recent Home Office survey indicated that 65% of respondents resented being approached by those who beg. A similar number felt intimidated by someone begging by a cash machine and will not use it if someone is begging nearby. Research also illustrates the strong link between begging and the misuse of heroin and crack cocaine. Research carried out in Bristol, found that 95% of those begging had previous criminal convictions, not related to begging. Of this group 80% had convictions for offences of violence. Derby's problem is increasing. Initiatives have been implemented, such as the 'Diverting giving scheme', by using 'begging boxes'. The police have run a number of operations, focusing on arrest and enforcement, which were successful in the short-term. None of these initiatives were sustained nor measured for impact or displacement. The ASB Team were successful in gaining an Anti-Social Behaviour Order ASBO in June 2003, which prohibited entry into the city centre, against an aggressive beggar. This has been rigorously monitored and enforced. To date, there has not been any incidence of breach. Clearly, any response to this problem needs to be in partnership, co-ordinated, sustainable and measured.

City centre violence and public disorder blights many city and town centres. Levels of violence and disorder can be so high that our city centres become 'no go areas' for the majority of our population. The Crime and Disorder Audit of 2001 identified that 44% of respondents were very worried about being assaulted in the city centre. City centre nighttime economies are often dominated by groups of young people, usually men, displaying aggressive and loutish behaviour fuelled by excessive alcohol. Such problems require a co-ordinated approach, involving various partners such as city centre management, police, local authority and businesses, especially licensees. There have been a number of initiatives aimed at tackling city centre violence and disorder. There has been a significant increase in CCTV, pubwatch and storewatch projects are operational, and also the police now have an enquiry office in the city centre. Strategically, the Business Crime Reduction Group has been formed and a Business Crime Reduction Co-ordinator is being recruited in the Community Safety Partnership. Conversely, there is a lack of city centre management, which is currently under review by the council, increases in the number of licensed premises and a lack of strategic and operational co-ordination. Within this context, city centre violence continues to rise.

Prostitution is also a significant problem, having a disproportionate impact upon particular neighbourhoods. Residents of Normanton and Peartree are increasingly frustrated at the level and community safety implications of street sex work. Traditional enforcement activity, re-assures the community, but is a short-term measure and does not tackle some of the underlying causes. We aim to apply crime reduction techniques and a problem solving approach. The Community Safety Partnership recognises that prostitution cannot be eradicated, but has developed a strategy which focuses upon the disruption and displacement of street sex work away from culturally sensitive locations, such as churches and mosques and child care provision, such as schools and nurseries

To tackle and reduce street related disorder we will...

- Co-ordinate action to reduce anti-social behaviour and disorder by a partnership-working group.
- To identify problems and develop and implement a city centre disorder action plan.
- Further develop 'alternative giving schemes'
- Work in partnership with drug services to make sure those begging receive appropriate intervention services.
- Audit and profile those people begging and identify targets to reduce the number of beggars.
- Use available enforcement measures, such as ASBOs, injunctions and effective monitoring of bail conditions.
- Work in partnership with the police to identify serious and persistent city centre violent offenders and use ASBOs to exclude them from the city centre.
- Work with Probation Service, to make sure that those convicted of begging receive appropriate community sentences, following new powers introduced in the Criminal Justice Act.
- Implement the prostitution strategy and action plan
- Appoint a prostitution project worker

#### **Objective 4**

#### **Tackling Environmental Crime and Disorder**

The environment around us is a major factor in determining people's quality of life, perception of personal safety, levels of crime and attitudes towards public services. Environmental crime, such as abandoned cars, graffiti and litter impact significantly on people's perceptions of the 'liveability' of their community. Its presence encourages decline and fear of crime, which leads to disempowerment, under-reporting of crime and can allow more serious crime to take over communities. By tackling these problems, public spaces become safer and more accessible to the whole community. Within environmental anti-social behaviour there are three key areas, abandoned vehicles, graffiti and litter.

Abandoned cars are a blight on the local environment and are a focal point for crime and anti-social behaviour. Abandoned cars have massive impact upon how safe people feel about where they live. In Derby, around 2,000 cars per year are abandoned. Derby has an excellent track record in the removal of abandoned vehicles, the Council's LPSA target. A recent joint operation between the ASB Team, Environmental Services, the Police and the DVLA removed significant numbers of abandoned, untaxed and unroadworthy vehicles in hot spot areas of Derby. However, the pressures on resources are likely to increase with changes in legislation and the used car market. Scrapped cars have no value and owners have to pay to have them removed. There are little enforcement legislation requiring owners to notify of a change in vehicle ownership. The End of Life Vehicle Directive is due for implementation in 2007, when it is estimated up to 2 million cars could be classed as 'hazardous waste' and would require disposal. Under this legislation manufacturers take on the responsibility for disposal at designated sites.

Graffiti is criminal damage and it creates an environment where people feel unsafe and results in a general feeling of environmental neglect. Racist and hate graffiti is particularly damaging to communities. One in three respondents in the British Crime Survey say that vandalism and graffiti was a 'very large' problem in their local area. Not only does it contribute to a sense of neglect, the costs in removal are significant.

To tackle environmental crime and disorder we will...

- Work closely with the local Council to make sure that abandoned vehicles are removed quickly
- Work with the DVLA and local partners in new initiatives targeting problem locations.
- Identify environmental factors by community based problem solving.
- Develop a database of 'taggers'.
- Take appropriate enforcement action on those 'tagging'.
- Work with the local authority to ensure the timely removal of graffiti and target problem locations with preventative measures in line with new powers in the ASB Act (2003).
- Apply for pilot status, which enables the local council to issue clean up notices to owners of street furniture.
- Work in partnership with the local authority to target the use of Fixed Penalty Notices to problems associated with excessive noise.
- Develop in partnership a media campaign to reinforce new powers to prevent the sale of spray paints.

## **Objective 5**

### **Prevention of anti-social behaviour committed by young people**

It is important to focus and tackle the problem of anti-social behaviour committed by young people, for two main reasons. Firstly, young people's behaviour can have a significantly detrimental impact upon communities' sense of safety. Secondly, evidence tells us that if youth anti-social behaviour goes unchecked, it can often lead to more serious and persistent offending.

The Crime and Disorder Audit of 2001, identified 'groups of young people hanging around' as a major contribution to both quality of life and respondents sense of community safety. Acting anti-socially is often how young people experiment and push both parental and social boundaries. Often young people are not aware how their behaviour can impact upon others, especially the older and vulnerable members of the community. Group dynamics create problems and, in certain communities, can lead to gang culture developing. Statistically, anti-social behaviour is more likely to be caused by groups of young people and can have an impact upon the whole community, where adult offending is often targeted at individuals.

The prevention of anti-social behaviour is crucial. We will focus on prevention with young people and enforcement with adult perpetrators and offenders. Prevention is central to a problem solving approach. We must understand why young people act anti-socially and their specific circumstances, if problems are to be tackled effectively. Individual interventions are aimed at challenging and changing behaviour, reintegrating young people into the community.

We will aim to tackle and reduce anti-social behaviour committed by young people by:

- Using a problem solving methodology, which analyses the problem, causes and solutions.
- Work in partnership with the local Council, Police, and Derby Homes to tackle anti-social behaviour.
- Develop community safety agenda within the Local Education Authority's Personal Health and Social Education curriculum
- The use of a staged approach, based upon the level of persistence and seriousness.
- The use of non-legal interventions, such as joint visits, warning letters, Acceptable Behaviour Contracts and Parental Control Agreements.

- Provide support to parents and carers.
- Make sure that young people are appropriately assessed and effective interventions are put in place to change their behaviour.
- Engaging with local residents in relation to tolerance levels in communities.
- Working closely with the YOS Prevention Services, to engage and reintegrate young people, both committing and who are at risk of anti-social behaviour
- Jointly with the police, develop a local protocol in relation to issuing of fixed penalty notices to 16/17 yr olds and new police powers of dispersal.
- Target enforcement procedures such as Notice Seeking Possession Derby Homes and ASBO's to the most serious and persistent young perpetrators.
- Work closely with the Police and Crown Prosecution Service to identify a target group of the most serious perpetrators.
- When appropriate, use the media to notify the community of an ASBO, to enable effective enforcement in line with current protocol.

## Objective 6

### Targeting of serious and persistent adult offenders

It is acknowledged that what has previously been perceived as low-level, minor offending and disorder has a significant impact upon people's quality of life, disempowers communities, creates unsafe neighbourhoods and can lead to more serious crimes and criminals taking hold of communities. The impact of serious crime is similar, but more focused towards the individual. Many communities suffer at the hands of a minority of offenders. People feel let down by the Criminal Justice System and many communities are too fearful to report incidents, make statements and attend court as witnesses. The Criminal Justice System, through a number of agencies seeks to intervene with offenders and tackle their offending behaviour, by reparation, community payback, restorative justice and improving thinking skills. However these interventions, including custodial sentences do not prevent behaviour, prevent movement in certain locations or contact with co-defendants. Anti-social legislation, such as ASBOs, injunctions and NSPs, can both place restrictions on criminal behaviour and on the basis on civil law, protect victims and potential victims in the community. Under the right circumstances, such enforcement can be an effective tool for dealing with more serious offenders, to restrict their ability to offend and target specific communities and individual victims.

To protect the community from serious and persistent offenders, we will...

- In partnership with the Police, Divisional Command, identify a target group of serious offenders, where an ASBO would prevent offending.
- Target such offences as Domestic Burglary, Drug Dealing and Violence, where geographical restrictions will prevent offending and protect communities.
- Target, monitor and enforce identified individuals in partnership with the police, Derby Homes, the council and Probation Service.
- Work with the media to publicise enforcement activity, to re-assure and effectively enforce civil legislation.
- Where appropriate directly share information with the local community with details of the offender, offences and prohibitions in a Court Order.
- In partnership, ensure robust surveillance, monitoring and enforcement of orders.
- Work effectively with the Crown Prosecution Service in the application of ASBO's.
- Extend the Magistrates/ASB Team protocol to cover the Crown Court.

## **Conclusion**

Tackling anti-social behaviour is a challenge for all public bodies, voluntary organizations and the community. It is an emerging discipline within public service and cuts across a number of services such as housing, policing, youth offending, youth service, environmental services, town centre management and the criminal justice system. Therefore, the response to anti-social behaviour needs to be both varied and innovative. In Derby, we have made progress and have learnt what actually works in prevention, enforcement and working with communities. We have learnt, that effective solutions to anti-social behaviour are not the responsibility of one agency or organisation, but co-ordination. Communities that are suffering need champions. The Anti-Social Behaviour Team has taken a lead and will implement the action plan with our partners. Only by working together will we tackle anti-social behaviour and make a real and lasting impact on our communities.