

Anti-Social Behaviour



Resources and Sustainable Communities Scrutiny Panel

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1. Introduction by the Chair

I am pleased to present this report of a review undertaken by the Resources and Sustainable Communities Scrutiny Panel of the strategies and mechanisms in place to reduce anti-social behaviour in Tameside.

It is clear that tackling anti-social behaviour is not the responsibility of one agency and requires a partnership approach. In Tameside this is managed through the Crime and Disorder Reduction Partnership.

The Scrutiny Panel found that prevention and education plays an important part in engaging with communities to tackle anti-social behaviour before it becomes an issue. The Scrutiny Panel found that St Peter's Partnership and St Peter's Youth are good examples of community based support opportunities which help reduce incidents of anti-social behaviour.



Diversory activities set up by the Youth Offending Team are welcomed and valued by service users, as are positive activities such as those provided by Sports Development Service and the Youth Service which encourage young people away from committing anti-social behaviour, especially activities available at critical times when they are likely to cause annoyance or misuse substances.

In common with all scrutiny review reports, this report is a snapshot in time looking at the services in question knowing that situations change and develop. For the review to be practical, it has to have limits to what it considers and there is other work ongoing, particularly work aimed at dealing with factors which increase the risk of anti-social behaviour such as alcohol misuse.

I would like to thank all those who have contributed to and supported this review.

A handwritten signature in blue ink, appearing to read 'Jack Davis'.

Councillor Jack Davis
Chair of Resources and Sustainable Communities Scrutiny Panel

2. Summary

Tackling anti-social behaviour has been a national and local priority, embedded in legislation and national policies for many years.

Creating a 'Safe Tameside' is one of the six priorities identified in the Tameside Sustainable Community Strategy 2009-19 and recognises addressing residents' perception of crime in Tameside, particularly around anti-social behaviour, as a priority. However, despite perceptions decreasing, high levels of anti-social behaviour are reported in Tameside.

Police data shows that rowdy and inconsiderate behaviour accounted for 61% of the total reported incidents in 2009/10. Results from the Summer 2010 Citizen Panel Survey show that residents' priorities are youths causing annoyance and litter. Monitoring information and intelligence is used to prioritise activities by Partnership agencies and it is therefore important that data is recorded correctly.

During the review the Scrutiny Panel looked at factors that increase the risk of anti-social behaviour. In particular, family environment and families with complex needs; culture and aspirations; alcohol and the challenges experienced around the sale of alcohol to minors, proxy sales and current licensing laws.

Tameside tackles anti-social behaviour by using an integrated approach through the Crime and Disorder Reduction Partnership. As anti-social behaviour can have a significant impact on those who experience it, the Scrutiny Panel was pleased that victims are being placed at the centre of the process for dealing with anti-social behaviour through the development of the Anti-Social Behaviour Risk Assessment Conference (ASBRAC). The Scrutiny Panel feel that it is important that they remain central to the approach of the Partnership in tackling anti-social behaviour.

The Scrutiny Panel also recognise the value of community based support opportunities, such as those provided by St Peters Partnerships, in helping reduce incidents of anti-social behaviour and encourage the development of further opportunities for residents who would benefit through peer support. In addition, prevention and intervention tactics used by local Registered Providers in conjunction with partners, such as the Cornerstone Family Intervention Project, have been successful in working with families who would otherwise face eviction.

The Panel also recognises the excellent work around many diversionary activities available to young people, provided by St Peter's Youth, Sports Development Service and the Youth Service, to encourage them away from committing anti-social behaviour. Of significant impact has been the work undertaken on Friday and Saturday evenings, coupled with targeted outreach. However, the Panel acknowledges the difficulties faced in maintaining this provision in light of recent budget cuts.

3. Membership of the Scrutiny Panel

Councillor Jack Davis (Chair), Councillor Wendy Brelsford (Deputy Chair)
Councillors Basil Beeley, Joyce Bowerman, David Buckley, Eileen Shorrocks, Margaret Sidebottom, Colin White and Michael Whitley

4. Terms of Reference

Aim of the Review:

To review the effectiveness of strategies and mechanisms in place to reduce anti-social behaviour in Tameside.

Objectives:

- A. To examine the types, causes, impact and perception of anti-social behaviour in Tameside.
- B. To examine the mechanisms in place to measure and manage anti-social behaviour in Tameside and in peer authorities.
- C. To examine the strategies and mechanisms in place to reduce anti-social behaviour in Tameside and their effectiveness.

Value for Money/Use of Resources:

Anti-social behaviour is perceived to be a significant issue for Tameside's residents. Effective strategies for minimising anti-social behaviour and its impact within the borough are crucial in ensuring that the available resources are used as effectively as possible to minimise anti-social behaviour. Successful work to reduce anti-social behaviour is also important to helping ensure that the costs of rectifying damage or distress caused by anti-social behaviour are minimised.

Equalities Issues:

Anti-social behaviour is a very widely defined category and as a result can involve activities that impact on all sections of Tameside's communities. In Tameside anti-social behaviour tends to be located around specific hotspots and will impact on the communities at those locations. As a part of examining the causes of anti-social behaviour the review will look at demographic information to determine if people from specific groups within the community are impacted to a lesser or greater extent by anti-social behaviour.

Local Area Agreement Targets:

The following targets from the Local Area Agreement relate to anti-social behaviour in Tameside, a significant number of additional measures are also used outside of the Local Area Agreement to measure and monitor anti-social behaviour in Tameside.

- **NI 17:** Perceptions of anti-social behaviour (% think is a problem)
- **NI 1:** People from different backgrounds get on well together (% agree)
- **Local 6:** Satisfaction with local area (priority neighbourhoods)

5. Methodology

The Scrutiny Panel met with representatives of Greater Manchester Police in order to examine police recording of anti-social behaviour and the activities undertaken through neighbourhood policing to address anti-social behaviour issues in Tameside.

The Scrutiny Panel met with the Tameside Anti-Social Behaviour Co-ordinator to discuss the types and level of anti-social behaviour in Tameside and strategies used to deal with perpetrators.

The Scrutiny Panel met with the Chief Executive of St Peter's Partnership to obtain a third sector view of anti-social behaviour and to examine partnership activities that have been successful in reducing the level of anti-social behaviour in Ashton St Peter's ward.

The Scrutiny Panel met with representatives of Tameside's Registered Providers to discuss their role in addressing anti-social behaviour issues amongst tenants.

The Scrutiny Panel consulted with private landlords via e-questionnaire about their role in dealing with and addressing anti-social behaviour issues amongst tenants.

The Scrutiny Panel met with the Tameside Patroller Manager to discuss the role of the service in identifying and addressing anti-social behaviour in Tameside.

The Scrutiny Panel met with a representative of Tameside's Licensing and Enforcement to discuss action taken to address environmental and alcohol related anti-social behaviour.

The Scrutiny Panel met with young people who have been involved in anti-social behaviour in order to discuss the factors which lead to the most prevalent types of anti-social behaviour in Tameside.

The Panel met with an individual who had experienced anti-social behaviour in order to hear their perspective of how reported incidents of anti-social behaviour had been dealt.

This report has been checked for factual accuracy by the Head of Community Safety.

6. Background to the Review

- 6.1 Tackling anti-social behaviour is a national and local priority and has been embedded in legislation and national policies for many years.
- 6.2 In January 2006, the Government aimed to build on previous legislation and initiatives to tackle anti-social behaviour and launched the 'Respect Agenda'. 'Respect' promoted early intervention, prevention and effective enforcement.
- 6.3 Locally, creating a 'Safe Tameside' is one of the six priorities identified in the Tameside Sustainable Community Strategy 2009-19 and recognises addressing residents' perception of crime in Tameside, particularly around anti-social behaviour, as a priority.

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- 6.4 Furthermore, improving perceptions of crime and how confident people are in local agencies in tackling crime and anti-social behaviour is a priority of the Tameside Crime and Disorder Reduction Partnership.
- 6.5 The Scrutiny Panel identified anti-social behaviour as a topic to review in its Work Programme 2010/11 following the results of the 2008 Place Survey, which indicated that out of 1,384 residents who responded to the survey (response rate of 32%), 28.7% felt that anti-social behaviour was a problem in their local area.

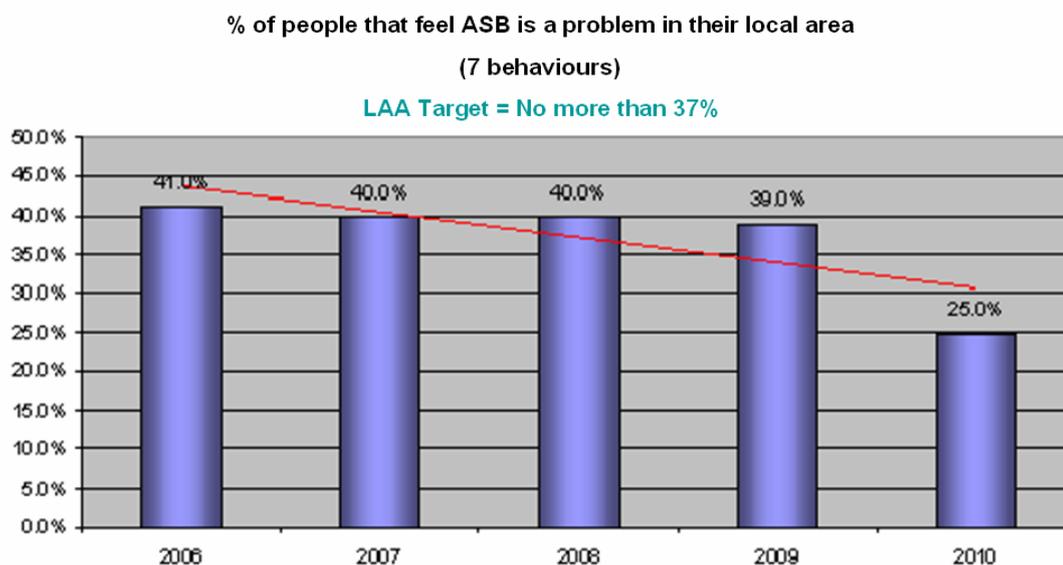
7. Review Findings

7.1 Types and Levels of Anti-Social Behaviour

- 7.1.1 Anti-social behaviour is a broad term covering a range of both criminal offences (such as vandalism and public disorder) and civil matters (including speeding, nuisance neighbours and littering).
- 7.1.2 Anti-social behaviour is defined in the Crime and Disorder Act 1998 as “behaviour which is likely to cause harassment, alarm or distress to one or more persons not of the same household as the perpetrator”.
- 7.1.3 When the government launched the ‘Respect Agenda’ in 2006, local Crime and Disorder Reduction Partnerships were asked to assess people’s concerns on a range of behaviours. Tameside Crime and Disorder Reduction Partnership did this through the Citizen Panel. Participants were asked whether they felt if any of the following were problems in their local areas:-
- Teenagers hanging around the streets
 - Rubbish and Litter lying around
 - People using or dealing drugs
 - People being drunk and rowdy in public places
 - Vandalism, graffiti and other deliberate damage to property
 - Noisy neighbours and loud parties
 - Abandoned or burnt out cars
- 7.1.4 Questions on elements of crime and disorder have been included in the Citizen Panel Survey since 2006. The latest results available from the Summer 2010 Survey show that residents’ priorities are youths causing annoyance and litter:-
- 56.9% (base number 1,164) of respondents had been personally affected by teenagers hanging around the streets;
 - 67.5% (base number 1,162) of respondents had been personally affected by rubbish and litter lying around;
 - 26% (base number 1,147) of respondents had been personally affected by people using or dealing drugs.
 - 40.3% (base number 1,153) of respondents had been personally affected by people being drunk or rowdy in public spaces;
 - 37.9% (base number 1,152) of respondents had been personally affected by vandalism, graffiti and other deliberate damage to property or vehicles;

- 35.4% (base number 1,158) of respondents had been personally affected by noisy neighbours or loud parties;
- 6.6% (base number 1,139) of respondents had been personally affected by abandoned or burnt out cars

7.1.5 The graph below shows that there has been an improvement in public perceptions of anti-social behaviour since 2006 and a significant improvement of 14% from 2009 to 2010.



7.1.6 Codes used by Greater Manchester Police for recording anti-social behaviour include a very wide range of activities that the Panel believed many members of the public recognise as anti-social behaviour:-

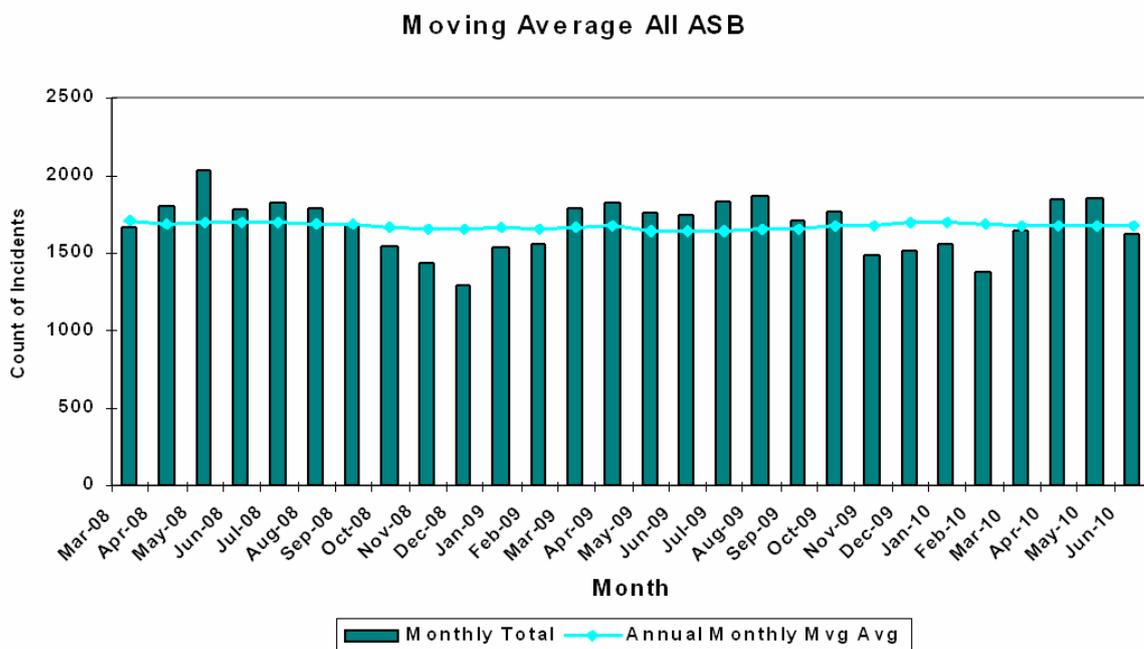
- Street Drinking
- Begging
- Prostitution Activity
- Animal Related Problem
- Threatening/Abusive Phone Calls/Text Messages
- Hoax Calls to Emergency Services
- Abandoned (Vehicles)
- Nuisance or Inappropriate Use (Vehicles)
- Noise
- Environmental Littering/Damage
- Fireworks
- Rowdy and/or Inconsiderate Behaviour
- Neighbours
- Trespass

7.1.7 Police data presented to the Scrutiny Panel shows that in 2009/10, Tameside had the highest level of overall anti-social behaviour with 19,979 recorded incidents, when compared to peer authorities in the 'most similar family group' within Greater Manchester Police (Bolton, Bury, Oldham, Rochdale and Wigan).

7.1.8 Rowdy and inconsiderate behaviour accounted for 61% of the total of reported incidents in 2009/10. In 2008/09 it was 64%. However, the police have found that a significant number of incidents coded as rowdy or inconsiderate behaviour have been incorrectly coded and as a result of this and increased monitoring, figures are now lower. Information provided to the Panel showed that there was a fall in the percentage of reported incidents over the first 4 months in 2010, and in July 2010 38% of reported incidents related to rowdy and inconsiderate behaviour.

7.1.9 It was noted by the Scrutiny Panel that because monitoring information and intelligence is used to prioritise activities, it is important that the data used to target activity is correct and universally understood across the partnership.

7.1.10 Anti-social behaviour is a key area of work for Greater Manchester Police and targets have been set to reduce calls by dealing with the issue through prevention. The Panel heard however that this can be a far more complex issue than simply reducing calls to the police. Evidence from 'shift over time' analysis shows that increasing confidence does not necessarily reduce calls. The trend line on the graph below shows that there has been no discernible difference in all anti-social behaviour in the last couple of years. The Panel heard that evidence suggests that increasing confidence actually increases calls.



7.1.11 The Panel heard that there is often an assumption made that anti-social behaviour is mainly caused by young people. The police may record where an incident of ASB is also related to young people, however, there has been a continuing downward trend in the level of youth related rowdy or inconsiderate behaviour since April 2007, from an average of 821 calls in April 2007 to 454 calls in July 2010.

7.1.12 The Scrutiny Panel noted that under reporting of incidents of anti-social behaviour may be an issue as panel members were aware of individuals within the community who would be reluctant to report incidents to the police.

Conclusions

1. High levels of anti-social behaviour are reported in Tameside despite perceptions that the problem is decreasing.
2. Elected Members' experience is that incidents of anti-social behaviour may be under-reported. Under-reporting of the problem damages agencies' ability to respond to the issue and reduce anti-social behaviour.

Recommendations

1. That Tameside Crime and Disorder Reduction Partnership continue to address anti-social behaviour in Tameside as a priority.
2. That there be continued encouragement of reporting of anti-social behaviour and that Elected Members continue to use and receive information at forums such as Partners and Communities Together (PACTS) and local Homewatch Schemes as a means of sharing information about current anti-social behaviour issues and measures being employed to deal with those issues.
3. The recording and the use of intelligence data and information relating to anti-social behaviour should be accurate and correct and universally understood by Partnership agencies.
4. Perceptions of anti-social behaviour have fallen and this can have a positive affect on residents' quality of life. The Crime and Disorder Reduction Partnership should continue the positive work to support improved perception.

7.2 Causes of Anti-Social Behaviour

7.2.1 Home Office research has identified many factors that increase the risk of anti-social behaviour:

- Family environment
- Schooling and educational attainment
- Community life/accommodation/employment
- Personal and individual factors

7.2.2 The relationship between alcohol misuse and anti-social behaviour is well documented and was prevalent amongst the young people consulted as part of this review. The Panel found that the culture and aspirations of people committing anti-social behaviour in Tameside was a common factor in their behaviour. Partnership intervention using an integrated approach in chaotic families is essential to tackling attitudes and culture to anti-social behaviour. Families need to be supported in many cases rather than individuals from households.

7.2.3 A recent campaign relating to alcohol, particularly in relation to proxy sales, has taken place in Tameside in conjunction with National Alcohol Week. Local off licences were encouraged to display posters and mats which displayed the rules on the sale of alcohol. Some off licences in the borough have agreed to mark cans and bottles of alcohol with a

unique identification number using ultra violet marker to enable discarded bottles to be traced to the supplier.

- 7.2.4 The Scrutiny Panel heard that Tameside Trading Standards had recently dealt with 25 incidents of under age sales. The young people consulted as part of this review informed the Panel that, in their experience, most off licenses and small shops will sell alcohol to underage young people, whereas supermarkets will not sell alcohol without identification of proof of age. Although free training sessions have been offered by the police they have not been taken up by licensees.
- 7.2.5 The Scrutiny Panel also heard that the process to revoke a licence was challenging under current legislation which allows a premise to continue to sell alcohol pending appeal.
- 7.2.6 The Licensing Authority have tried to put in place a Cumulative Impact Policy under the prevention of crime and disorder licensing objective, however in order to do this there needs to be better evidence around the sale of alcohol and its impact on crime.
- 7.2.7 Proposals have been made by the Association of Greater Manchester Authorities to introduce a by-law for a minimum price per unit of alcohol of 50p, which would result in:-
- A 750ml bottle of wine (12% alcohol) could not be sold for less than £4.50
 - Six 500ml cans of lager (4% alcohol) could not be sold for less than £6
 - A 2 litre bottle of cider (5.5% alcohol) could not be sold for less than £5.50
 - A 700ml bottle of whisky (40% alcohol) could not be sold for less than £14
- 7.2.8 One young person consulted said that raising the price of cider from about £2.25 to £5.50 (for a 2 litre bottle) would mean that some people who regularly commit anti-social behaviour could not afford it and would steal alcohol from small shops or commit burglary.

Conclusions

3. Tackling attitudes to anti-social behaviour in chaotic families is a challenge. The Panel noted that households rather than individuals committing anti-social behaviour within that household needed to be tackled through an integrated partnership approach to dealing with chaotic families with complex needs.

Recommendations

5. A review should be undertaken to understand how licensing laws could be strengthened to prevent those premises selling alcohol to minors or contributing irresponsibly to anti-social behaviour could be tackled effectively.

7.3 Approach to Tackling Anti Social Behaviour in Tameside

- 7.3.1 It has recently been reported that the Home Office intends to review the tools and powers to tackle anti-social behaviour as there is a perception that there are too many; that they are too complicated; and too expensive.

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- 7.3.2 The Scrutiny Panel heard that, in Tameside, current challenges around anti-social behaviour include a threat to funding and resources to tackle anti-social behaviour, following the Government's Comprehensive Spending Review in October 2010, and the current focus which is being put on risk assessing vulnerable people whilst managing public expectations.
- 7.3.3 The Tameside Crime and Disorder Reduction Partnership Anti-Social Behaviour Strategy 2008/11 identifies four key priorities for its strategy to tackle anti-social behaviour and improve quality of life for communities in Tameside:
- Objective 1:** To respond effectively to locally identified anti social behaviour priorities
- Objective 2:** To improve quality of life for communities whilst improving people's perceptions of safety within their communities
- Objective 3:** To increase the confidence of residents in the ability of the Police, Local Authorities and other agencies to combat anti social behaviour problems
- Objective 4:** To support and protect the victims of anti-social behaviour
- 7.3.4 The Tameside Anti-Social Behaviour Team work to support victims of anti-social behaviour, and utilise tools and powers available as a means of intervention and enforcement of perpetrators.
- 7.3.5 At the start of this review, the Scrutiny Panel was informed that the team mirrored neighbourhood policing and consisted of four anti-social behaviour officers, representing the four police areas, together with an Anti-Social Behaviour Co-ordinator. However, during the course of the review, the Scrutiny Panel was informed that due to national reductions in public spending, the affect on Tameside has been a reduction of two officers on the team and that this now represented a threat to the future delivery of the service.
- 7.3.6 The Tameside Patroller Service is a team of uniformed council officers that work hand in hand with Greater Manchester Police to tackle lower level disorder such as youth nuisance and environmental anti-social behaviour.
- 7.3.7 The Tameside Patroller Service priorities include:-
- Community Confidence and Reassurance
 - Provide high visibility foot and mobile patrols
 - Reducing Crime and Anti Social Behaviour
 - Reducing harm caused by Alcohol and Drugs
 - Reducing Re-offending
 - Improve the Appearance of the Environment.
 - Help to prevent Anti Social Behaviour
- 7.3.8 The Tameside Patroller Service have engaged with local communities to educate young people on the effects of anti-social behaviour and this has helped develop standards of behaviour.

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- 7.3.9 Tameside’s Community Safety and the police work actively with other agencies to decrease anti-social behaviour at an early stage through PACT (Partners and Communities Together) meetings and Neighbourhood Action Teams. Both Partners and Communities Together and Neighbourhood Action Teams provide the ability to understand and manage neighbourhood anti-social behaviour issues.
- 7.3.10 Tameside’s Charter for Victims and Witnesses of Anti-Social Behaviour sets out what support and practical help is available for victims and witnesses and how reported incidences of anti-social behaviour will be dealt with.
- 7.3.11 Following the death of Fiona Pilkington, who killed herself and her disabled daughter after years of abuse from a teenage gang, a number of police forces are taking part in a seven month pilot project designed to help quickly identify victims of anti-social behaviour.
- 7.3.12 Operation Gabriel is currently underway in Greater Manchester with the aim of standardising the response to anti-social behaviour. As part of this process people who are most vulnerable are identified and their cases referred to a multi-agency Anti-Social Behaviour Risk Conference (ASBRAC).
- 7.3.13 The Anti-Social Behaviour Risk Conference (ASBRAC) pilot was initiated in 2010 following agreement by all 10 Greater Manchester Authorities to develop a multi-agency protection process.
- 7.3.14 In Tameside, high risk cases are discussed at a monthly meeting by all relevant agencies who have been involved in a case to discuss what solutions they have tried to put in place, or what solutions can be offered. The majority of referrals have been made by the police, Anti-Social Behaviour Team, Tameside Patroller Service, Registered Social Landlord and Victim Support and Witness Service.
- 7.3.15 The ASBRAC process has been well received since its implementation. There have been 38 referrals to the ASBRAC process since July 2010, which highlights the need for this type of intervention.
- 7.3.16 The Scrutiny Panel heard from an individual who has experienced anti-social behaviour and heard that its impact can have long term detrimental aspects on the wellbeing of victims.

CASE STUDY - Mr B

“37 yr old male who suffers from learning difficulties, has been subjected to ongoing anti-social behaviour incidents. Youths and local residents shouting verbal abuse – often hate motivated for the past 18 months - Referral received from Victim Support June”

- Mr B contacted after receiving referral and invited into the office to discuss help and emotional support

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- ASBRAC meeting took place – whereby New Charter (NCHT) agreed to look into re-housing Mr B with the support of partner agencies; victim support agreed to provide extra security at the property; liaison with Social Services about an assessment if extra support is required; work undertaken alongside a learning disabilities charity in providing ongoing emotional support; there has been an increase in patrols made in the area from both police and Tameside Patrollers.

Weekly contact kept with Mr B, providing emotional support. The incidents have reduced somewhat, although he is still experiencing some abuse in the street. NCHT are to hold a panel meeting this week to discuss moving Mr B after all agencies have sent a letter supporting this. Mr B has commented on how helpful he finds the support.

Conclusions

4. The Panel is pleased to see that victims are being placed at the centre of the process for dealing with anti-social behaviour through the development of the ASBRAC initiative.

Recommendations

6. That victims of anti-social behaviour remain central to the approach of the Crime and Disorder Reduction Partnership.

7.4 Intervention and Prevention

- 7.4.1 Prevention and education plays an important part in engaging with communities to tackle anti-social behaviour before it becomes an issue.

St Peter's Partnerships

- 7.4.2 A report by Halsall Consultancy in 2002 identified that in St Peter's ward, Ashton-under-Lyne there was:

- A high involvement in anti-social and criminal behaviour
- Low levels of educational achievement
- Low levels of literacy and numeracy
- High levels of youth unemployment
- A low level of parental support
- A large number of young people suffering from low self-esteem
- Many young people with low expectations for their futures
- A shortage of positive role models
- A high number of homeless young people
- A shortage of voluntary / community organisations supporting young people

- 7.4.3 Since the report there has been a downward trend in youths causing annoyance in St Peter's Ward. Data shows that in April 2007, there were 57.67 incidents per month. In August 2010, this had fallen to 24.5 incidents per month, equating to a 57.5% reduction in the monthly average.

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- 7.4.4 St Peter's Partnerships is a community led organisation, which was originally set up by a group of local residents. It brings people together to promote a range of community initiatives, which aim to tackle some of the underlying and long-term difficulties of the regeneration area. The Partnership currently operates out of five buildings including Holy Trinity Community Centre and the Resources Centre, Cavendish Mill.
- 7.4.5 St Peter's Partnerships is a registered charity which provides support and services within the St Peter's ward. In addition to charitable activities, the Partnership operates a trading arm which comprises of a number of not-for profit businesses. Trading activities link into the aims and objectives of charitable projects, and all profits are either reinvested in the business, or donated to the charity to support further community-based activities.
- 7.4.6 St Peter's Partnership and St Peter's Youth has been very successful in helping to reduce anti-social behaviour in St Peter's ward using a 'grow your own' methodology of training people from within the community to run and manage local voluntary projects.
- 7.4.7 Initially, the Partnership received funding of £60,000 to set up. This funding provided for one manager and one administrative worker. Further funding of £60,000 was received the following year. Funding has also been received from other funding streams such as the Working Neighbourhood Fund and the Lottery. In preparation for the ceasing of some funding sources, bids totalling £2million have been submitted to other funding streams. The Scrutiny Panel heard that in order to encourage local people to volunteer, the Partnership set up a casual bank of workers. This casual bank provides training and employment opportunities for approximately 40 people, many of whom have committed some form of anti-social behaviour, and has enabled some people to move on to permanent employment with other organisations which positively impacts on their behaviour.
- 7.4.8 St Peter's Youth aims to improve the life chances of young people in the St Peter's ward by providing a wide range of free activities and training which meet the needs of local children, young people and their families. These activities take place 7 days a week, and include youth clubs, sports, and outdoor pursuits such as climbing. Training and qualifications to compliment all these activities is also offered. Prior to the establishment of St Peter's Youth, Tameside Youth Services were delivering a service to a small group of youths in St Peter's ward and there was no intensive programme of activity.
- 7.4.9 Although St Peter's Youth receive a budget to deliver youth services within St Peter's ward, Tameside Youth Service do deliver youth activity sessions within Oxford Park and undertake joint working with the Partnership. The successful delivery of St Peter's Youth is currently being piloted in other areas of the borough.

Conclusions

5. It is recognised that community based support opportunities is an excellent way to change outcomes such as anti-social behaviour as demonstrated through the work of St Peters Partnership.

Recommendations

7. That the development of more community based social enterprises, like St Peter's Partnerships, be encouraged to develop opportunities for those residents who benefit through peer support and development in accessing employment.

7.5 Registered Providers/Private Landlords

- 7.5.1 The Scrutiny Panel undertook consultation with Tameside's registered providers and private landlords in order to inform the review about their role in addressing anti-social behaviour amongst tenants.
- 7.5.2 Questionnaires were e-mailed to 54 private landlords who have properties in Tameside. Five responses were received from landlords representing 33 privately rented properties disbursed throughout the borough.
- 7.5.3 The following Registered Providers were represented at a consultation meeting with the Scrutiny Panel:-
 - New Charter Housing Trust
 - Ashton Pioneer Homes
 - Regenda
 - Harvest Housing Group
- 7.5.4 New Charter Housing Trust Limited has approximately 14,500 properties throughout the borough which are mainly estate based. All types of anti-social behaviour is reported, however the most common is noise nuisance, harassment, youth nuisance and drugs and alcohol related anti-social behaviour. Scrutiny Panel members heard that there is a zero tolerance policy on behaviour involving drug or hate related crime.
- 7.5.5 Approximately tenants in 10% of properties are carrying out anti-social behaviour and 10% of those are serious cases. The Panel heard, however, that figures are decreasing year on year.
- 7.5.6 New Charter Housing Trust are currently providing an Independent Domestic Abuse Advocacy Service (IDAAS) and Sanctuary Project and reporting of domestic violence had increased with 30 reports being received within one week. Incidences of hate crime have also been experienced in the Stalybridge area.
- 7.5.7 Harvest Housing Group have 400 properties dispersed in pockets throughout the borough with Hyde being the main focus.
- 7.5.8 Ashton Pioneer Homes (APH) have 921 properties, mainly located in Ashton St Peter's ward. Properties are mainly high rise properties so good reporting and management of Anti Social Behaviour is in place. Many properties have 24 hour management which encouraged high reporting with the problems focusing on youth nuisance, lack of recycling/litter, noise and dog fouling.

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- 7.5.9 Regenda has around 900 properties dispersed throughout the borough. Regenda experienced under reporting due to the tenure and nature of their stock.
- 7.5.10 Private landlords who responded to consultation reported noisy neighbours or loud parties and people being drunk or rowdy in public places as the main types of anti-social behaviour being reported to them.
- 7.5.11 The minimum age limit to obtain a tenancy is 18, or 16 with a guarantor. Examples given as to when a young person would be allocated a tenancy are if the younger person is a joint tenant; or a young person whose parents had deceased. New Charter Housing Trust Limited have specific accommodation for young tenants located in Ashton. Harvest Housing Group provide managed accommodation for young people aged 16/17 years located in Hyde. From the private landlords who responded to consultation two had a minimum age limit of 18 years and one 21 years.
- 7.5.12 Some Elected Members have raised concern that anti-social behaviour was being experienced, and complaints received, from constituents who lived in properties, mainly flats, which are occupied by tenants of varying age groups. The Scrutiny Panel heard that restrictions for properties advertised under the choice based lettings system do not apply, however, tenancies are managed by the use of strong tenancy rules and rigorous enforcement and that probationary tenancies for periods of 6-12 months help guard against anti-social behaviour.
- 7.5.13 Cavendish Mill, Ashton-under-Lyne, was given by New Charter Housing Trust Limited as an example of where an aged based letting policy of over 25 years was in place. The Panel heard however, that although New Charter endeavour to adhere to this policy it is not a strict rule. Some properties managed by Harvest Housing Group are age profiled for people aged 30 plus and 50 plus.
- 7.5.14 The Panel heard that allocation policies are driven by sustaining tenancies; however there are some sensitive lets to tenants who have previous history of problems. It was felt that a local lettings policy is needed to move sensitive lets to the next level.
- 7.5.15 As sustaining tenancies is a key driver for registered providers, a number of prevention and intervention tactics are in place to help tenants sustain their tenancies and prevent anti-social behaviour. Interventions range from community based projects such as 'dream scheme' to providing training sessions on independent living skills and raising self esteem. Ashton Pioneer Homes informed Members that together with working with St Peters Youth, the covered youth POD shelter, has been successful in reducing anti-social behaviour in St Peters ward.
- 7.5.16 The Cornerstone Family Intervention Project has proved successful in working with 81 families who would otherwise face eviction and it has been reported to the Scrutiny Panel that this scheme has saved approximately £1million. Members of the Panel raised concern however about what would happen to those families if funding for the scheme ceased. The average cost of eviction based on anti-social behaviour is £8000 to registered providers.

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- 7.5.17 A recent 'Respect Campaign' aimed to create a drive to get tenants to accept ownership for their actions and encourage tenants to get involved in community groups. Registered Providers also work in partnership to 'design out' crime in order to organise the environment in such a way that the opportunity for crime is reduced.
- 7.5.18 Sharing of information with other local registered providers about problem tenants and hot spot anti-social behaviour activity takes place through the Registered Provider Forum which meets regularly. New Charter Housing Trust Limited is represented on all local Partners and Communities Together meetings and Neighbourhood Action Teams where incidents of anti-social behaviour are discussed with other partner agencies. All registered providers agreed that neighbourhood policing has been a great success in dealing with anti-social behaviour and should be retained at current levels as far as possible.
- 7.5.19 Private landlords report that incidents of anti-social behaviour are dealt with by meeting with tenants to discuss the issue or issue warnings. Respondents feel that both the landlord and statutory agencies should be responsible for dealing with anti-social behaviour caused by tenants.
- 7.5.20 Registered Providers record and manage incidents of anti-social behaviour through a system with many complaints being dealt with as first time resolution. If necessary registered providers can take injunctive actions to exclude perpetrators from estates and work with the council on intervention and enforcement measures of perpetrators.
- 7.5.21 Tameside Housing Advice Team is a source of advice and support for evicted tenants. If evicted from a property owned by a registered provider tenants may take up a tenancies in the privately rented sector.
- 7.5.22 Registered Providers feel that more private sector regulation is needed along with improved condition of private sector stock. They feel that a local Landlord Accreditation Scheme for private landlords would be useful. The majority of private landlords who responded to consultation are interested in the introduction of a Landlord Accreditation Scheme in Tameside and are interested in using the scheme to help tackle anti-social behaviour.
- 7.5.23 Although licensing of private landlords has been suggested during the review, the Scrutiny Panel heard that there would be issues around how this would be regulated. Registered providers explained that although the use of 'Closure Orders' have been useful in tackling anti-social behaviour, the administration of the Order is time consuming and has to be taken forward by the police with good sound evidence.
- 7.5.24 Registered providers do feel that a local Landlord Accreditation Scheme for private landlords would be useful to help tackle anti-social behaviour.
- 7.5.25 Registered Providers feel that the recent suggested changes in government policy around local housing benefit, will most likely lead to higher crime and that there will be an expectation that the Police will rely on registered providers to do more to reduce anti-social behaviour.

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- 7.5.26 Registered Providers also feel that the Comprehensive Spending Review will bring big challenges in delivering the same level of service with approximately £50m less funding being received in the borough. There is a perception that any top-up money previously received will be directed to other areas. It is expected that there will have to be greater sharing of resources under Community Budgets (formerly known as Total Place) initiative.
- 7.5.27 Registered Providers understand that 'Big Society' presents challenges and opportunities. Community Development Workers are key to long term sustainability around anti-social behaviour prevention work as highlighted by examples provided by St Peter's Partnership.

Conclusions

6. The Cornerstone Family Intervention Project has been successful in working with families who would otherwise face eviction by tackling the complex issues within the family.
7. A Landlord Accreditation Scheme would recognise private landlords who set good standards in their housing provision supporting good standards of behaviour by private renters.
8. The Panel noted the breadth of work by Registered Providers in tackling anti-social behaviour with partner organisations.

Recommendations

8. That the introduction of an effective Landlord Accreditation Scheme for private landlords in Tameside be encouraged.
9. That the Association of Greater Manchester Authorities Housing Commission and local MP's be supported to introduce licensing for private landlords to improve standards.

7.6 Sports Development Service

- 7.6.1 The Sports Development Service provides both universal sports and physical activity services for all young people and targeted activities to prevent anti-social behaviour and substance misuse.
- 7.6.2 The Service provides 'X Clubs', community sports activities for young people aged 11-16 years. X Clubs are provided at over 25 venues at times of higher risk of anti-social behaviour incidents occurring. During 2009/10 there were approximately 23,500 attendances at X Clubs.
- 7.6.3 The 'Sport Plus' and 'Positive Engagement Through Sport' programmes are targeted intervention schemes to support young people at risk of substance

misuse and anti-social behaviour. Schools and other agencies refer young people to the service to receive these interventions. There is a menu of activities and types of provision that young people can access according to their needs. On average, 600 young people are engaged in these programmes each year.

- 7.6.4 It is felt that the success of 300 voluntary sector sports clubs that offer the largest range of sports provision in the borough is due to the council's funding and support.
- 7.6.5 The Sports Development Service works very closely with partners, such as Tameside Sports Trust, the Police, New Charter, the Youth Offending Team and Looked After Children's Service.
- 7.6.6 Although the partnership approach has improved targeting of sports provision, it is not consistent across the borough and the Sports Development Service want to deploy and intensify their offer by working with partners and other services, particularly District Assemblies, to develop individual action plans with them and other key stakeholders to divert more young people into positive sporting activities.
- 7.6.7 70% of Sports Development Service funding comes from partner organisations that commission services. The Service is currently exploring how to maintain as much provision as possible given anticipated budget shortfall of between £250,000 - £400,000 in the next financial year. The Panel heard that this would be partially addressed by using more casual staff and volunteers.

Conclusions

- 9. The Scrutiny Panel recognises the excellent work of the Sports Development Service in its activities to divert young people away from committing anti-social behaviour.

Recommendations

- 10. That promotion of the work of the Sports Development Service to raise awareness of provision is improved. The Sports Development Service should consider providing more information through District Assemblies and neighbourhood forums.
- 11. Diversionary activities such as sports opportunities should be managed through a co-ordinated approach to integrated neighbourhood working to ensure an effective targeted approach to deliver reduced resources based on areas of highest need.

7.7 Tameside Youth Service

- 7.7.1 The Youth Service is flexible and adapts to the changing needs of the borough whilst also meeting the council's strategic priorities. The Service provides universal services which can be accessed by young people at weekends, during evenings and school holidays. In 2009-10, the Youth Service reached 7000 young

people in the borough and helped them to achieve a range of awards such as Duke of Edinburgh, healthy eating, cooking and alcohol awareness.

- 7.7.2 The Youth Service has 15 bases in the community which are situated in the most deprived wards. They have 4 Outreach Teams that provide services during evenings and weekends and work closely with other agencies, such as the Police. The service has also established 9 specialist groups that work with young people to address certain issues. Young people voluntarily choose to access the services and facilities provided by the Youth Service.
- 7.7.3 The Youth Service re-shaped its provision to respond to a Government initiative, the Youth Crime Action Plan, which set out to make communities safer places by providing diversionary activities, early intervention services and by using youth justice as a deterrent. Key to this provision was activities provided on Friday and Saturday with joint involvement of the police and youth outreach worker.
- 7.7.4 In response to this initiative the Youth Service have engaged in more partnership working with Partners and Communities Together (PACT) meetings and neighbourhood groups to provide local solutions to local problems. This involved ensuring that activities were available at the times and in the places where they were needed.
- 7.7.5 The Youth Service also provide targeted support and referral for those young people most at risk of engaging in anti-social behaviour. Each young person is assigned a key worker to identify their issues and establish an individual support package for them. This could involve the support of other agencies such as the Police and the council's Sports Development Services.
- 7.7.6 In addition, Services for Children and Young People provide targeted early intervention for people aged 0-19 years and their families to help make positive changes in their lives through the work of four multi-agency COMPASS teams. The COMPASS teams provide an integrated approach to early intervention in issues such as anti social behaviour.
- 7.7.7 The Service also works with groups of young people at critical times when they are likely to cause annoyance or misuse substances, to engage them in positive activities, such as local discos, rock climbing and canoeing. The Scrutiny Panel heard that these types of initiatives have contributed to a reduction in anti-social behaviour.
- 7.7.8 During summer 2010, 'Safe4Summer' was developed with the Youth Service to provide activities for young people over the summer holiday period. Safe4Summer is a partnership approach which aims to address community concerns about youth related crime and anti-social behaviour.
- 7.7.9 The Panel heard that support from the Police has been essential in the success of Youth Services, however, given the anticipated budget cuts to Greater Manchester Police, the Youth Service will have to reconsider the operation of the Service.
- 7.7.10 The Tameside Crime and Disorder Reduction Partnership have began work with Tameside Youth Forum in October 2010 to develop relationships and gain a better

understanding of young people's issues to help inform and influence policy and service provision. From the initial meeting Tameside Youth Forum expressed an interest in working with the CDRP to develop a 3 year Community Safety Plan which would help to highlight young people's issues such as anti-social behaviour on public transport, discussing cyber bullying and street robbery.

7.7.11 Tameside Youth Forum has recently developed a youth proofed consultation process which it will begin to gain young people's views regarding anti social behaviour and crime in local areas by delivering the consultation in youth settings. The Youth Forum felt that from the questions presented to them that anti-social behaviour was viewed as something young people do e.g "young people hanging around on streets". The Youth Forum felt that this wasn't an accurate account stating that young people also feel intimidated when there are groups of adults hanging around on the street. The consultation process will be carried out over a 2 week period with all young people responses being forwarded to Community Safety.

7.8 Youth Offending Team

7.8.1 The Crime and Disorder Reduction Act 1998 made it a legal requirement for each local authority to establish a Youth Offending Team. However, a range of legislation pertained to the service. Youth Offending Teams were created to give children and young people the support they need to lead crime free lives; provide victims with better support; give the public more confidence in the youth justice system; and ensure that more offenders are caught, held to account for their actions, and stop offending.

7.8.2 The Youth Offending Team is a multi-agency team with a range of professionals that can assess all the issues affecting young people between 10-18 years old, and examine the opportunities available to support them to achieve their potential. The Youth Offending Team work closely with Social Care Services, the Police, Child and Adolescent Mental Health Services (CAMHS) and the Branching Out substance misuse service.

7.8.3 The Youth Offending Team work with young people convicted of petty and serious crime. Young people can be sentenced to three forms of custodial sentence:-

- A Detention and Training Order where the first half of the sentence is spent in custody and the second half in the community, under the supervision of the Youth Offending Team;
- Extended sentences where the young person will be subject to an extended period on license after release from custody; and
- Intermediate sentences where the young person can be kept in prison after the end of the minimum tariff of imprisonment if they are still considered to be a risk to the public

7.8.4 The young people consulted feel that diversionary activities set up by the Youth Offending Team are good, especially the sports sessions provided (boxing, gym sessions). All of the young people praised the help provided by the Youth Offending Team and particularly the persistence and approach of the Youth

Offending Team workers. They felt that they engaged them in an effective way that schools and others had not.

Conclusions

10. The Panel noted that partnership work between Greater Manchester Police and Youth Service to provide activities to young people such as youth discos have been positively received by young people and communities.
11. Neighbourhood policing has had a positive impact on reducing anti-social behaviour and was praised by all organisations which took part in the review.

Recommendations

12. Resources to maintain neighbourhood policing should be identified where possible to maintain work in tackling anti-social behaviour.

8. Measures to Deal with Perpetrators of Anti-Social Behaviour

8.1 Further intervention and enforcement measures employed to deal with perpetrators of anti-social behaviour include:

8.2 Warning letters

The Scrutiny Panel heard that in many cases a warning letter acted as a deterrent to future unacceptable behaviour.

8.3 Warning Interviews

Individuals are invited to their local police station with representatives from the Anti-Social Behaviour team to receive a final warning regarding future conduct.

8.4 Acceptable Behaviour Contracts (ABCs)

ABCs are usually used for young people aged 10 to 18 years. The Contracts are voluntary written agreements between offenders and the council, Police and any other relevant agencies, whereby the offender agrees not to behave in a certain way. They usually last for a 6 month period and are monitored by the Police and the Local Authority. A breach of an ABC can result in application for an Anti-Social Behaviour Order (ASBO).

8.5 Anti Social Behaviour Orders (ASBOs)

- 8.5.1 Anti Social Behaviour Orders were introduced as part of the Crime and Disorder Act in 1998 and have been available since April 1999. They are Court imposed orders designed to prevent acts of anti-social behaviour by targeting persistent perpetrators.
- 8.5.2 ASBOs are intended for use against offenders who persistently act in “a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household” as the perpetrator. This wide-ranging brief enables ASBOs to tackle a variety of anti-social and violent behaviours. They are available against anyone over the age of 10 years old.
- 8.5.3 One of the young people consulted wanted to share their experience with scrutiny officers and members having been issued with an Anti-Social Behaviour Order which bans them from Ashton town centre. The young person explained that with sessions to attend at both the Youth Offending Team and Probation, the Youth Offending Team worker had to attend Court to vary the Order so that the service user could attend his appointments, and therefore, not be in breach of any other order of the Court.
- 8.5.4 The young person also felt victimised by both the Police and Patroller Service as when attending appointments, he was often stopped.

8.6 Criminal Anti-Social Behaviour Order (CRASBO)

- 8.6.1 A CRASBO is in addition to a criminal sentence and is considered separately from the criminal part of proceedings.

8.7 Early Intervention Group

- 8.7.1 The Early Intervention Group is a multi agency group that meet on a monthly basis to share information on young people who are or at risk of behaving anti socially. Action plans may be put in place to divert a young person from their behaviour.

8.8 Case Intervention Group

- 8.8.1 The Case Intervention Group targets individuals who are perpetrators of serious and persistent anti social behaviour. Through information sharing, action plans to challenge behaviour and support and protect the community may be put in place.
- 8.8.2 The Early Intervention and Case Intervention Groups, are facilitated and run by the Anti-Social Behaviour Team.
- 8.8.3 Out of 1500 referrals during 2009/10, 155 required second intervention and 40 required early interventions.
- 8.8.4 The Panel heard that the operation of Early Intervention Group and Case Intervention Group was currently under review.

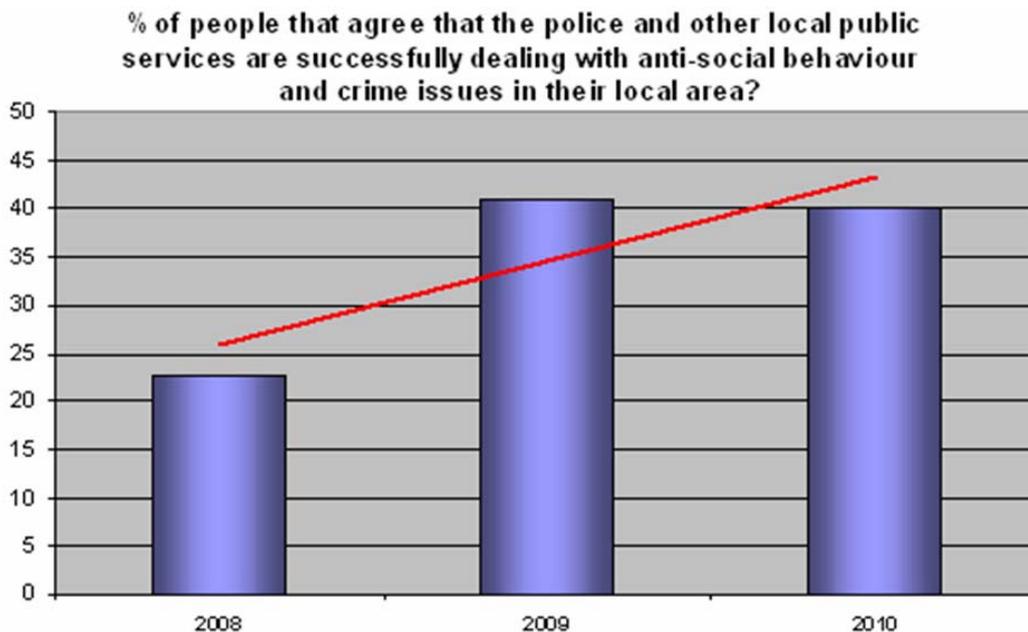
8.8.5 The Patroller Manager reported the following referrals since January 2010:-

- 718 Youth Referrals since January 2010
- 474 Youth Referrals involved Alcohol
- 24 Anti Social Behaviour Contracts (ABC)
- 42 Referrals to the Early Intervention Group (EIG)
- 21 Referrals to the Criminal Intervention Group (CIG)
- 13 Joint Warning Letters
- 6 ASBO Warnings
- 4 ASBO's
- 4 CRASBO's

8.8.6 It was explained that two referrals must fall within a 6 month period; referrals must be precise and "relevant" for the purposes of ASB legislation; every case will be assessed on its own merits by a multi agency forum before any progression through the stages can be agreed. For ASB to escalate to such a point that an ASBO or CRASBO is appropriate the recorded incidents must be serious and persistent in nature and must indicate a clear pattern of ASB and its negative effect on the community. For a CRASBO there must be a history of unspent convictions (not including shoplifting) and/or a very serious incident to justify the application.

9. Improving Perceptions

The graph below shows the current perceptions of how people agree that the Police and other local public services are successfully dealing with anti-social behaviour and crime issues in their local area.



10. Conclusions

1. High levels of anti-social behaviour are reported in Tameside despite perceptions that the problem is decreasing.
2. Elected Members' experience is that incidents of anti-social behaviour may be under-reported. Under-reporting of the problem damages agencies' ability to respond to the issue and reduce anti-social behaviour.
3. Tackling attitudes to anti-social behaviour in chaotic families is a challenge. The Panel noted that households rather than individuals committing anti-social behaviour within that household needed to be tackled through an integrated partnership approach to dealing with chaotic families with complex needs.
4. The Panel is pleased to see that victims are being placed at the centre of the process for dealing with anti-social behaviour through the development of the ASBRAC initiative.
5. It is recognised that community based support opportunities is an excellent way to change outcomes such as anti-social behaviour as demonstrated through the work of St Peters Partnership.
6. The Cornerstone Family Intervention Project has been successful in working with families who would otherwise face eviction by tackling the complex issues within the family.
7. A Landlord Accreditation Scheme would recognise private landlords who set good standards in their housing provision supporting good standards of behaviour by private renters.
8. The Panel noted the breadth of work by Registered Providers in tackling anti-social behaviour with partner organisations.
9. The Scrutiny Panel recognises the excellent work of the Sports Development Service in its activities to divert young people away from committing anti-social behaviour.
10. The Panel noted that partnership work between Greater Manchester Police and Youth Service to provide activities to young people such as youth discos have been positively received by young people and communities.
11. Neighbourhood policing has had a positive impact on reducing anti-social behaviour and was praised by all organisations which took part in the review.

11. Recommendations

1. That Tameside Crime and Disorder Reduction Partnership continue to address anti-social behaviour in Tameside as a priority.
2. That there be continued encouragement of reporting of anti-social behaviour and that Elected Members continue to use and receive information at forums such as Partners and Communities Together (PACTS) and local Homewatch Schemes as a means of sharing information about current anti-social behaviour issues and measures being employed to deal with those issues.
3. The recording and the use of intelligence data and information relating to anti-social behaviour should be accurate and correct and universally understood by Partnership agencies.
4. Perceptions of anti-social behaviour have fallen and this can have a positive affect on residents' quality of life. The Crime and Disorder Reduction Partnership should continue the positive work to support improved perception.
5. A review should be undertaken to understand how licensing laws could be strengthened to prevent those premises selling alcohol to minors or contributing irresponsibly to anti-social behaviour could be tackled effectively.
6. That victims of anti-social behaviour remain central to the approach of the Crime and Disorder Reduction Partnership.
7. That the development of more community based social enterprises, like St Peter's Partnerships, be encouraged to develop opportunities for those residents who benefit through peer support and development in accessing employment.
8. That the introduction of an effective Landlord Accreditation Scheme for private landlords in Tameside be encouraged.
9. That the Association of Greater Manchester Authorities Housing Commission and local MP's be supported to introduce licensing for private landlords to improve standards.
10. That promotion of the work of the Sports Development Service to raise awareness of provision is improved. The Sports Development Service should consider providing more information through District Assemblies and neighbourhood forums.
11. Diversionary activities such as sports opportunities should be managed through a co-ordinated approach to integrated neighbourhood working to ensure an effective targeted approach to deliver reduced resources based on areas of highest need.
12. Resources to maintain neighbourhood policing should be identified where possible to maintain work in tackling anti-social behaviour.

12. Borough Treasurer's Comments

Work around Anti-Social Behaviour is a key element of early intervention activity across the borough. Whilst it is not possible to financially quantify the impact of a reduction in capacity to ASB interventions it is widely acknowledged that failure to intervene at an early stage will incur increased costs to the wider public sector in the future. The Crime and Disorder Reduction Partnership have managed to retain funding for 2 ASB officers in 2011/12, a reduction from 4, and is currently considering the role of the Children and family teams in relation to wider early intervention work.

13. Borough Solicitor's Comments

When taking any decision the Council has to exercise its functions so as to have regard to its section 17 Crime and Disorder Act 1998 Duty. This Scrutiny report reviews the way in which different services comply with at duty. It is intended that the Cabinet Deputy receive this report and respond to the recommendations at the next Cabinet meeting in June 2011.