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The Problem of Anti-Social Behaviour

Anti-social behaviour destroys lives and shatters communities. It is a widespread problem but its effects are often most damaging in communities that are already fragile. If left unchecked it can lead to neighbourhood decline with people moving away and tenants abandoning housing. It can seriously damage the quality of life of vulnerable people through the fear of crime and the long-term effects of victimisation. It also incurs costs to a wide range of people including individuals and families, schools, local authorities, social landlords and business.

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Objectives of the Anti-Social Behaviour Toolkit

The Government is supporting Crime & Disorder Partnerships in developing robust community safety strategies and action plans, which are:

- Responsive to community concerns: partnerships are encouraged to develop strategies in consultation with local communities
- Evidence-based and led: an audit is important in providing a clear understanding of the anti-social behaviour problems in an area so that partnerships can choose which problems to tackle and set baselines for improvement. In designing solutions to these problems, emphasis is placed on methods that have reliably been shown to work in similar contexts or- where this not available – on sound principles
- Outcome focused: partnerships are encouraged to set clear targets and monitor and evaluate the outcomes of their work, and adjust the interventions implemented, in the light of this activity.

This anti-social behaviour toolkit is part of an extensive programme being put in place to support partnerships to achieve reductions in crime and disorder. It offers practical advice and guidance on how partnerships together with stakeholders and their communities can:

- Identify local problems
- Determine local action
- Implement local action
- Assess local action

It provides information on the latest developments, research findings and promising approaches to tackling anti-social behaviour. It includes tools for identifying problems, developing responses and monitoring progress at local neighbourhood level with the aim of making communities safer and creating sustainable areas, in which people wish to

live, work and stay.

A three-pronged attack on anti-social behaviour is recommended throughout the toolkit, as an effective means of addressing the problem as a whole:

- prevention, by Crime & Disorder Partnerships & putting in place measures to create a physical & social environment where anti-social behaviour is less likely to arise in the first place;
- enforcement; making use of current powers available under the Housing Act 1996, the Crime & Disorder Act 1998; and
- reintegration/resettlement; breaking the cycle of repeated anti-social behaviour & minimising perverse outcomes such as homelessness

This anti-social behaviour toolkit is one of a series of 22 toolkits designed to help all those involved in crime reduction to work as effectively as possible. The effectiveness of the toolkits relies on your help. We very much welcome contributions and advice on how to improve their content and their approach. There are details on how you can help at 'Innovation'

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Definitions

The Problem of Definition

For the purpose of local authorities and the police applying for an Anti-Social Behaviour Order, the Crime and Disorder Act, 1998 formally defines anti-social behaviour as acting:

"in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as [the defendant]." -1-

Definitions in practice

Public surveys on crime and policing in the United Kingdom show that the public place a high priority on tackling incidents described variously as anti-social behaviour, minor disorder or 'quality of life issues'. -2-

The following types of behaviour, incidents and complaints are examples of these. Some are criminal, whilst others are sub-criminal. They highlight the fact that such types of behaviour do not fall into the ambit of solely one agency. This illustrates the need for Crime & Disorder Partnerships to work constructively, with their local communities to identify local problems of anti-social behaviour and develop local strategies to tackle them.

Figure 1: Categories of anti-social behaviour	
Noise	Using & selling drugs
Unkempt Gardens (e.g. those which attract dumping of goods, creating 'eyesores')	Alcohol and solvent abuse
Criminal behaviour	Prostitution
Verbal abuse	Uncontrolled pets and animals
Intimidating gatherings of young people in public places	Harassment (including racist & homophobic incidents)

Damage to property (including graffiti & vandalism)	Intimidation
Nuisance from vehicles (including parking & abandonment)	Nuisance from business use
Rubbish dumping and misuse of communal areas	Riding/cycling on footpaths
Aggressive begging	

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Trends

Information available indicates that there may have been an upward trend in anti-social behaviour over recent years:

- Disorder offences represent a growing proportion of total police incidents. Calls to the police for these offences increased by 19% in 1995-98; [-3-](#);
- Local authorities reported an increase of 127% in the number of possession actions for anti-social behaviour commenced per 1000 tenancies between 1996-1997 & 1998. This may be due to recent legislation or increased awareness of the problem [4](#);
- The Chartered Institute of Environmental Health Officers reported in 1997 that complaints about neighbours had risen by 50 % since 1993 [5](#);
- 80% of social landlords said that legal action was used more frequently in cases of anti-social behaviour now than five years ago [6](#).

There is evidence that some forms of anti-social behaviour may be decreasing:

- In 1998, the British Crime Survey reported that between 1995 & 1997 there was a 15% reduction in the incidence of vandalism [7](#).
- The [2001 British Crime Survey](#) reported a further 9% reduction in vandalism between 1999 and 2000.

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Differences in definition, measurement and recording by agencies make it difficult to draw together data on anti-social behaviour at both national and local level. This is further hampered by under-reporting of victims who fear recriminations, believe the incident to be too trivial to report and lack confidence in authorities. What is known about anti-social behaviour is:

- that around 250,000 neighbour disputes were reported each year to local authority and environmental health service departments in England & Wales [8](#);
- it is perceived by residents to be twice as high in deprived areas than nationally [9](#)
- it is considered to be a medium-to-large problem by three-quarters of social landlords [10](#)

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Fear of crime and Anti-Social Behaviour

Fear of crime and anti-social behaviour can adversely affect the quality of life of certain communities. [11](#)

The British Crime Surveys for 1998, 2000 and 2001 tried to assess the impact of the fear of crime on people's quality of life. Respondents were asked:

"How much is your own quality of life affected by fear of crime, on a scale from 1 to 10, where 1 is no effect and 10 is total effect on your family life?"

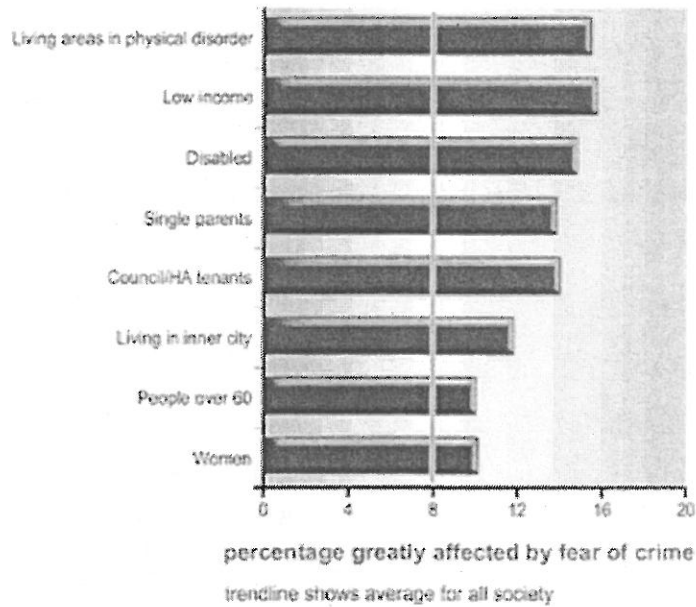
Impact of crime on people's quality of life

	Minimal impact (1-3)	Moderate impact (4-7)	Substantial impact (8-10)
1998	49%	43%	8%
2000	55%	38%	6%
2001	59%	35%	6%

Source: [British Crime Surveys](#)

Figure 2: Fear of Crime (below) reveals that the effects of crime and disorder are not evenly distributed. They are concentrated within certain communities, and the most vulnerable people in society are affected.

Figure 2



Findings from the British Crime Survey (BCS) appear to have established a link between disorder, fear of crime, and more serious crime. They show a correlation between the level of physical disorder in an area and the level of victimisation of burglary, vehicle theft and violence. The level of victimisation in areas of high disorder was two and a half times higher for domestic burglary, and almost two times higher for violence than that in areas of low disorder. 13

Proportion of victims of specific crimes, by disorder level

	Victims of burglary		Victims of vehicle theft		Victims of violence	
1998	4.8%	12.1%	15.1%	21.6%	4.3%	7.6%
2000	3.5%	11.1%	12.0%	20.0%	3.8%	7.9%
2001	2.8%	7.9%	10.4%	16.1%	3.6%	7.2%

Source: British Crime Survey 2001

Key:

Low disorder areas	High disorder areas
--------------------	---------------------

The measure of physical disorder was based upon the BCS interviewer's perception of the level of (a) vandalism, graffiti and Deliberate damage to property, and (b) rubbish and litter in the area in which the respondent lived. The crimes specified are: % of households experiencing at least one burglary (attempted or successful) in 1997; % of households owning vehicles experiencing at least one vehicle-related theft (theft of vehicle, theft from or attempted theft) in 1997; and % of adults victims of some form of violence (wounding, common assault, robbery and snatch theft) in 1997.

Perceived levels of disorder

The British Crime Survey (BCS) 2001 identified that levels of concern about crime and the fear of crime were high in areas where the interviewer assessed physical disorder to be commonplace. Respondents were also asked their views as to how much of a problem various physical and social disorders were in their area. Those who perceived high levels of disorder (teenagers hanging around, vandalism or drug misuse) in their area were more concerned about crime and their own safety. The survey also revealed that those living in inner-city areas and council estates with high levels of physical disorder are particularly concerned about crime and the fear of crime.

Feelings of personal safety by type of area (2001 BCS)

<i>% feeling very unsafe:</i>	Walking alone in area after dark	Alone in home at night
Area Type		
Inner-City	16	2
Urban	15	2
Rural	8	1
Council estate	22	3
Non-council estate	11	1
Level of physical Disorder (Interviewer)		
High	24	4
Low	12	1
Level of physical Disorder (Respondent)		
High	28	5
Low	10	1
Type of area		
People help each other	11	1
People go their own way	16	2
Mixture	11	2
All Adults	13	2

Source: British Crime Survey 2001

In terms of regional variation, the British crime Survey 2001 found that concern was in general higher in London, the North and the Midlands. It was lower in the South, Eastern region & Wales.

Feelings of personal safety, by region (2001 BCS)

Government Office Region	Walking alone in area after dark	Alone in home at night
North East	13	1
North West	16	2
Yorkshire/Humberside	14	2
East Midlands	11	2
West Midlands	15	2
Eastern	13	2
London	16	2
South East	11	1
South West	10	1
Wales	11	1
All adults	13	2

Source: British Crime Survey 2001

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Data on Court Actions

Civil Courts

Court actions associated with Anti-Social Behaviour are increasing. In 1996-1997, it was estimated that 59% of possession proceedings, started on the grounds of anti-social behaviour, resulted in eviction [14](#):

Criminal Courts

There is an overlap between serious anti-social behaviour and crime. In England & Wales the number of defendants proceeded against during 1998 was [15](#):

- 59,290 for criminal damage offences
- 66,747 for public order offences
- 1,931 for intimidation or harming of witnesses, jurors and others.

Within these general figures:

- 55 children between 10 & 14 were proceeded against for intimidating or harming witnesses, jurors or people helping in investigations
- nearly 80% of all proceedings for criminal damage are brought against adults.

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Where is it Concentrated?

Anti-social behaviour can arise in any neighbourhood.

- Home Office research found that in a sample of 10 local authorities taken from the least deprived areas in England, all had strategies that identified disorder issues as a concern; [16](#):
- Recent Home Office analysis of data on a small sample of Crime & Disorder Audits and Strategies suggested that the more serious the anti-social behaviour problems were prevalent in the most deprived areas. [17](#):

Metropolitan authorities were found to be 8 times more likely to say that they had a 'big problem' or 'very big problem' than the national average. [18](#)

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The Financial Impact

Anti-social behaviour imposes a variety of costs. At the extreme, it causes demolition of recently built property and zero value of assets. The cost of demolition has been estimated at around £5,000 per dwelling. This is in addition to the significant cost of re-landscaping the site and compensating previous tenants or owners. [19](#):

Incidents of anti-social behaviour have very high costs in terms of housing management time. One study estimated that 20 per cent of social landlords' housing management time was spent on dealing with complaints about neighbours' behaviour. [20](#)

Few landlords keep separate information on legal costs: LAs estimate the cost of legal action on anti-social behaviour to be around £10,000 per case. [21](#)

A study estimated the unit costs of intervention by LA housing departments by form and level of intervention to be: [22](#)

Informal intervention	£50
Special tenancy transfer (involving one party of dispute)	£824
Case involving legal advice but stopping short of court action	£365
Notice to seek possession served	£596
Application for injunction	£1,239
Granting of (contested) possession order	£3,908

Aggregate Costs

There is a lack of basic information regarding the financial costs of anti-social behaviour. Very few landlords record how much they spend each year on preventing and responding to incidents of anti-social behaviour. There is little data of the costs on service providers such as the police, fire brigade and housing associations, or on organisations whose

premises are the victims of anti-social behaviour. More information in this area is required. Examples of estimated costs include:

- Bradford has calculated that vandalism to LA property in 1998-99 cost the authority £895,593. This is in addition to the £114,000 spent repairing properties following burglary 23
- Leeds LA estimated the costs of anti-social behaviour to be between £3 million and £5 million a year; 24
- Recent research has estimated the direct costs to the victim and criminal justice system of vandalism to be £450 per incident. Based on the number of incidents in the latest British Crime Survey, the total direct cost of all these incidents exceeds £1.3 billion; 25
- A study by NACRO estimated that dealing with anti-social behaviour costs LA housing departments over £100,000 a year each; 26
- A study of costs of vandalism in schools in Scotland estimated that the bill for insuring against vandalism and damage was higher than the amount spent on books each year 27
- Salford Housing Department estimated that anti-social behaviour by tenants cost it £2 million per year 28
- A study of the costs of crime in Hull estimated that overall the cost to the city was £177 million per annum, comprising £37 million in crime prevention measures, £49 million responding to crime and £30 million in prosecuting and dealing with offenders. 29

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Victims

Anti-social behaviour can destroy the quality of life for those on the receiving end. The effects of victimisation can continue long afterwards. Almost one-quarter of crime victims still report emotional problems six months after the event. The longer the anti-social behaviour continues, the more chance of long-term damage to the sufferer's well-being.

There is a lack of information on the characteristics of, and impact on, the victims of anti-social behaviour. However, available research indicates that certain groups of people are likely to be worst affected by the anti-social behaviour. **30:** These include:

- the poorest individuals and families who are least able to move away or bear the cost of anti-social behaviour;
- those who are already discriminated against, for example ethnic minorities and homosexuals, who may have fewer local support networks or be less willing to ask local organisations or the police for help;
- young people, who can be an easy target for negative peer group pressure, or who are vulnerable because they are outside traditional support structures such as school or work; and
- other vulnerable people, for example older people, women, and disabled people - some of the people most affected by the fear of crime.

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Racism

Racism can be linked to anti-social behaviour:

- In September 1998 racially aggravated offences were introduced into the Crime & Disorder Act 1998. ³¹ The Act amended the existing offences to create new ones with higher maximum penalties. The circumstances of the offence had been racially aggravated if the offence had been racially aggravated other than wounding, harassment, common assault, and criminal damage.
- Police forces began recording these offences separately. Prior to that they were included in the original categories.

Recorded Crime Figures for Racially Aggravated

	Racially aggravated harassment	Racially aggravated other woundings	Racially aggravated common assaults	Racially aggravated criminal damage
1999-2000	10,758	2687 (1.3% of all other woundings)	4257 (2.2% of all common assaults)	4030 (0.5% of all criminal damage)
2000-2001	12,455	3176	4711	4761

- Research from 1995 identified that three fifths of people who reported racial harassment said that they had been victimised more than once in the past year and almost 255 people were victimised five or more times in the past year. ³³

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Homophobia

In a recent study of the experiences of gay men, lesbians and bisexuals over the past five years **34**:

- 34% of men and 25% of women said they had experienced violence because of their sexuality. Between 2-5% had been assaulted with a weapon;
- 32% of respondents had been harassed because of their sexuality;
- harassment included blackmail, vandalism, graffiti and hate mail; 73% had been verbally abused;
- 40% of all homophobic attacks in young people took place in school

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Mental Illness

Anti-social behaviour can be a symptom of mental illness. There is evidence of an increase in poor mental health in children and young people over the last 30 years, particularly among the socially disadvantaged. [35](#):

People suffering from mental illness are also vulnerable to being victims:

- In Leeds, it is estimated that 30% of anti-social behaviour cases involve someone with a mental health problem either as perpetrator or victim; [36](#)
- Disputes where one or more of the parties appeared to have a mental health problem are estimated in one study to be between 4% and 10% of neighbourhood disputes. [37](#)

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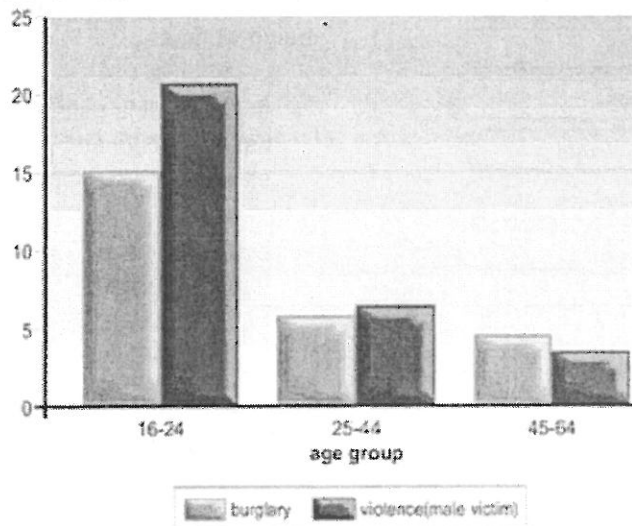
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Young People as Victims

Young people are often the target of anti-social behaviour. Young people are more at risk from being victims of crime, as shown below:

proportion of age group (1)(2) who are victimised



1 burglary: age of head of household; 2 violence: age of individual victim.

Source: British Crime Survey, 1998.

Socially excluded young people are around 10% more likely to be a victim of crime than other young people. [38](#):

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Offenders

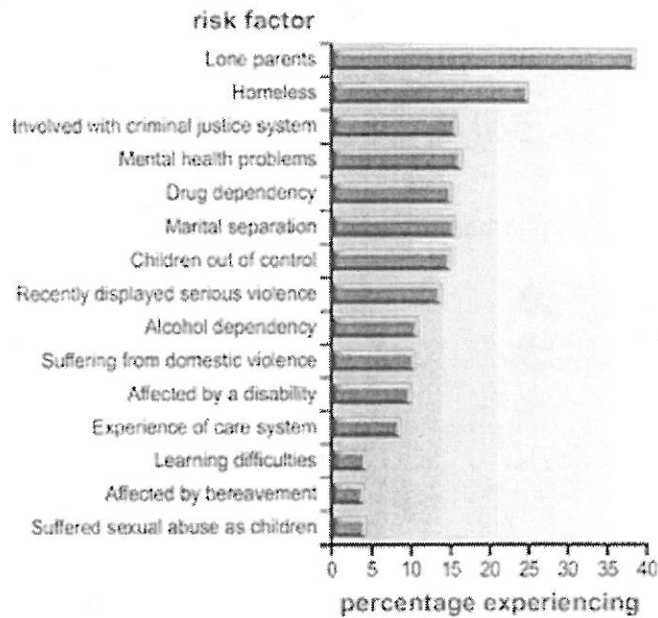
There is a lack of hard evidence regarding perpetrators who commit anti-social behaviour and why. More information needs to be collected.

A recent study identified the following risk factors as increasing the likelihood of criminal or offending behaviour in a community.³⁹

Family	parental criminality poor parental supervision/discipline low family income/social isolation family conflict
School	lack of commitment to school (truancy and exclusions) disruptive behaviour (including bullying) low achievement school disorganisation
Individual/peer	alienation/lack of social commitment early involvement in problem behaviour peer involvement in problem behaviour high proportion of unsupervised time spent with peers
Early adulthood	lack of skills or qualifications unemployment or low income homelessness
Community	community disorganisation availability of drugs opportunity for crime high percentage of children in the community

A recent study of 93 families referred to a project specialising in helping perpetrators of anti-social behaviour found that all the families were affected by at least two of the factors listed below: ⁴⁰:

Figure 3: Risk factors and anti-social behaviour (all factors relate to adults, unless otherwise stated)



Whilst these factors cannot be said to be causal factors and indeed some, such as homelessness, may well be an effect of the anti-social behaviour, they do indicate the broad range of issues involved. The factors correspond closely with the results of work undertaken by researchers at Sheffield Hallam University on the recorded vulnerabilities of perpetrators.⁴¹

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Young People as Offenders

There is some overlap between anti-social behaviour and youth crime. Persistent young offenders can be a problem. Available data reveals:

- That approximately 25% of crimes committed by young people aged between 14-25 are committed by 3% of this age group [42](#);
- Disengaged young men (i.e. those truanting, school excluded, not in stable employment or are without qualifications) are almost twice as likely to be an offender than other young men. Amongst disengaged young women this figure goes up to four times.

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Drug and Alcohol Misuse

The misuse of drugs & alcohol is a significant contributory factor to the incidence of anti-social behaviour.

- Alcohol is a factor in a number of violent crimes :
 - in 44% of all violent incidents that victim described the assailant as being drunk;
 - alcohol use is associated with 70% of all stabbings & beatings;
 - alcohol is a factor in 40% of domestic violence incidents;
- Poor neighbourhoods have a disproportionate number of problems of alcohol/drug-related anti-social behaviour
 - very young frequent drinkers are more likely to damage property and to be poorly supervised by their parents;
 - the prevalence of problem-drinking increases in the lowest socio-economic group; and
 - teenagers in need of social work services are more than twice as likely to smoke, take illegal drugs, or abuse solvents.

(NB Dept. Health is currently developing a strategy to tackle alcohol misuse and protect communities from anti-social behaviour related to alcohol abuse for further information see (insert link & website address) See also Alcohol Crime Toolkit.

(The Government has produced a ten-year strategy entitled 'Tackling Drugs to Build a Better Britain'. One of its aims is to protect communities from drug-related anti-social behaviour & crime. See

<http://www.official-documents.co.uk/document/cm39/3945/strategy.htm>

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Main Government Initiatives

The Government has introduced a range of new interventions and punishments to help partnerships tackle anti-social behaviour. These include new legislation (www.homeoffice.gov.uk/cdacty/index) and joined up initiatives across Government Departments and agencies, at a local level. These are aimed at tackling social exclusion factors that can impact upon anti-social behaviour. The Crime Reduction Strategy launched by the Government in November 1999, details some of the steps being taken to reduce anti-social behaviour. (www.crimereduction.gov.uk/crsdoc6.htm)

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Legislation

There are two main pieces of legislation which have an impact on anti-social behaviour:

- the Crime and Disorder act 1998
- the Housing Act 1996.

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Assembling Your Anti-social Behaviour Team

Many Crime & Disorder Partnerships will want to tackle local, previously intractable anti-social behaviour problems, where joint working makes a real difference. Your focus will be on achieving sustainable reductions in anti-social behaviour and development at the neighbourhood or community level.

In order to comply with 4 (a) of the PAT 8 Report, Crime & Disorder Partnerships must identify a named person in your Local Authority District to co-ordinate action on anti-social behaviour.

Given the need for close and effective inter-agency working, the partnership should appoint an official from the local authority or a police officer as the designated Anti-Social Behaviour Co-ordinator within the partnership area. The co-ordinator should have clear lines of communication with both the LA Chief Executive and the area Police Commander. Where the Co-ordinator is a Council official s/he should not owe first allegiance to a particular LA department.

Section 5 of the Crime & Disorder Act 1998 provides that the local authority should act in co-operation with the police force, the probation service and the health authority in producing a local crime & disorder strategy. Such partnerships offer the best foundation and framework for tackling anti-social behaviour. However, as well as these statutory partners, other relevant agencies should be included:

- Registered social landlords
- Organisations representing local residents and business
- Youth Offending Team
- Drug Action Team

Crime & Disorder Partnerships should also consider offering the local Crown Prosecution Service and magistrates' courts service a hand in the process of developing an anti-social behaviour strategy.

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Carrying out an Anti-Social Behaviour Audit

Crime & Disorder Partnerships must be able to identify and understand the range and extent of anti-social behaviour problems, specific to their areas, before they can develop a local plan of action and assess the type and level of resources required. This will assist in ensuring compliance with recommendation 4 (b) of the PAT 8 Report.

Crime & Disorder Partnerships will, therefore, need to develop a comprehensive local anti-social behaviour audit, with an involvement of the local community. This will help:

- to prioritise and target activity
- to obtain a baseline of the scale and nature of anti-social behaviour problems to monitor future success and failure
- review and evaluate current work in progress
- identify gaps in local service response & provision
- identify relevant local partners/stakeholders to co-operate with and achieve a more successful outcome with joint resources and;
- create ownership at a local level

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Identifying the Problem

The partnership will need to gather and analyse information on:

- what types of anti-social behaviour is taking place and how often
- where
- when
- why
- offenders
- victims

This section sets out to help partners with this analysis. It provides summary checklists for suggested local use. It also draws on the principles set out in the "Conjunction of Criminal Opportunity" framework developed by the Home Office Research, Development and Statistics Directorate. Ideally, the anti-social behaviour audit should contain information on each of the following:

Anti-social behaviour/disorder & other forms of nuisance behaviour	Number, types & rates of incidents Trends Geographic distribution (e.g. ward, beat, estate area)
Victims	Age, gender, ethnicity, area where they live Analysis of patterns of repeat victimisation
Offenders	Age, gender, ethnicity, area where they live

41.

	<p>Persistent offending behaviour</p> <p>Risk factors associated with offending behaviour e.g. drug misuse, unemployment</p>
Costs of Anti-social behaviour problems	Costs & consequences of nuisance e.g. repair costs; loss of business;
Contextual information & information on risk factors	Social, economic & environmental associated with anti-social behaviour/disorder & other forms of nuisance problems

[Click here](#) for a chart, which can be used as a worksheet in conjunction with the checklist to summarise your findings. This will help partners with an outline of the identified problems in your area. Look also at the 'Symptoms' section of the Conjunction of Criminal Opportunity referred to under the 'Outline Approach' section.[Click here](#)

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Data Sources

Crime & Disorder Partnerships can draw upon a wide range of potential information when preparing the audit. The linked table is based upon the Home Office national guidance on the auditing process on key information sources which partnerships can access and use to determine local problems and underlying causes of crime, disorder and anti-social behaviour.

[Click here for a table of potential data sources](#)

Crime & Disorder Partnerships should also use national reports that allow local information to be placed in a regional or national context for comparable purposes, e.g.

- British Crime Survey
- Home Office Statistical Bulletins
- Drugs Misuse Database/Annual Report on Drugs Misuse
- UK Fire Statistics Bulletin

It will also be useful to keep a record of sources of data which are not available or which are incomplete or of poor quality, and to consider establishing systems to collect such information and improve it for future audits. Lack of adequate information can be a major hindrance to effectively auditing, implementing and evaluating anti-social behaviour.

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Analysing Causes

The Anti-Social Behaviour Audit should be more than just a collection of information. Your Partnership will need to analyse the data. A chart is provided which can be used as a worksheet to help summarise your findings. This will provide partners with an outline analysis of causes identified in your area.

[Click here for the analysing causes chart](#)

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Developing Potential Solutions

Analysing anti-social behaviour/disorder problems and their causes will provide the basis for developing an effective local strategy and action plan. There are four main stages in this process:

- Agreeing priorities
- Generating ideas
- Assessing potential solutions
- Drawing up a balanced programme.

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Agreeing Priorities

Your Partnership will need to meet and discuss the key findings of the Audit. It will then need to consider what it is going to do about the identified anti-social behaviour problems.

Each of the key partners, including the police, local authority, fire service probation and health authority will be devising their own strategic plans with objectives and targets. Some of these targets will have been guided by national strategies and others will be planned in response to locally identified needs.

Drafting the Partnership's response to anti-social behaviour problems should take account of individual agencies' own service objectives, (e.g. policing plan objectives for reductions in disorder or fire service objectives for reducing hoax calls). Strategies, which incorporate or complement the objectives of key partners, enabling them to work in partnership to achieve their own goals, are more likely to succeed. This will promote a shared understanding of anti-social behaviour problems and provide useful information for developing and integrating other plans.

Development of other local plans

Although the primary purpose of the audit is to assist in developing strategies to tackle anti-social behaviour, it can also provide useful information for developing.

- Local Policing Plans
- Youth Justice Plans
- Children's Services Plan
- Local Transport Plan
- Social Inclusion Partnership Plans (e.g. SRBs, New Deal for Communities, Health & Education Action Zone Plans)
- Health Improvement Plan

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- | |
|---|
| <ul style="list-style-type: none"> ● Housing Strategies ● Community Care Plan ● Drug Action Plan ● Probation Service Business Plan ● Internal Corporate & Business Plans |
|---|

Key partners should also be encouraged to incorporate the partnership's goals in relation to tackling anti-social behaviour into their own service plans, taking account of the audit findings for their service. They will then be in a better position to identify their own specific contribution to the work of the partnership. This will assist Crime & Disorder Partnerships in complying with s17 of the Crime & Disorder Act, which requires partner agencies to review the community safety implications of their work.

It is, therefore incumbent on each agency to come to a partnership or inter-agency task group meeting outlining:

- its strategic priorities in relation to tackling anti-social behaviour
- what it can contribute to tackling anti-social behaviour/disorder

The Group as a whole can then consider the resulting agenda, looking at

- Areas of agreement & disagreement
- What is known about effective practice in tackling anti-social behaviour
- Agree priorities for action

After the meeting individual partners will need to endorse the agreed priorities.

The agreed priorities should be specific to anti-social behaviour.

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Generating Ideas

The next stage involves generating ideas on how to tackle the anti-social behaviour problems identified. The 'Stage & Method' approach provides a structured way of thinking about possible solutions.

When considering interventions for tackling anti-social behaviour problems, Crime & Disorder Partnerships are advised that to be effective the problem needs to be addressed as a whole. Addressing any part of the problem in isolation will not provide a long-term solution. Tough enforcement action will not decrease anti-social behaviour unless linked to effective prevention. Evictions will only move the problem elsewhere unless perpetrators/offenders are made to change their behaviour. A three pronged attack on anti-social behaviour is recommended based on:

- prevention
- enforcement; and
- resettlement

<http://www.cabinet-office.gov.uk/seu/2000/pat8/contents.htm>

Generating ideas can also be helped by going through the generic list of interventions set out under 'Interventions' in the Conjunction of Criminal Opportunity Sections.

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Appraising Options

Once ideas have been generated, the preferred options need to be appraised. This process is critical. To achieve their full potential, the measures introduced need to be based on a clear understanding of:

WHY they are expected to work (what mechanisms they will use); and

WHAT needs to happen for them to succeed.

Rigorous option appraisal will help identify the most effective - and cost effective - options. It will also highlight ingredients that are crucial to success when it comes to local implementation. For a systematic map of causes of anti-social/criminal events and types of intervention mechanisms see the [Conjunction of Criminal Opportunity](#) framework

Options: Checklist

[Click here for the chart](#), you can use to set out your responses to the following questions:

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Developing a Balanced Programme

It is important that your Crime & Disorder Partnership tackle anti-social behaviour problems through a balanced package of measures, involving action across a range of fronts. This will help ensure that sustainable improvements are achieved. The PAT 8 Report on anti-social behaviour recommends the following holistic approach:

	Tactics
Prevention	<ul style="list-style-type: none"> • Adopt physical/situational measures e.g. improved lighting, anti-graffiti paint; CCTV, 'design out crime' to prevent anti-social behaviour • Better housing allocation policies • Insert nuisance clauses in tenancy agreements to deal with anti-social behaviour • Use introductory & starter tenancies in consultation with local communities • Gather & share information on anti-social behaviour • Co-ordinate preventative services • Involve schools & youth services • Use local media • Develop mediation services
Enforcement	<ul style="list-style-type: none"> • Develop specialist multi-agency teams • Use warnings, ASBOs, Injunctions, Local Child Curfews, evictions & other appropriate legislation/powers
Resettlement	<ul style="list-style-type: none"> • Placing evicted people or people who

So.

	<p>have abandoned housing due to anti-social behaviour into suitable accommodation, where they can receive services</p> <ul style="list-style-type: none"> ● Provide period of residential support to those needing an intensive approach ● Adopt case conference approach with partner agencies drawing up a package of services
--	---

The partnership can use short-term, 'quick win' initiatives to test viability and impact. However, 'quick wins' should always be incorporated into the Partnership's overall objectives and long-term programme for tackling anti-social behaviour problems. Successful 'quick wins' can build credibility for the partnership and can lever in additional or new funding for future programmes.

Plotting what is planned or in progress will help to double-check that your programme contains that balance.

As well as interventions and initiatives that the partnership and partners will take forward, there may well be opportunities to mobilise others to take supporting action. The 'who can help' page highlights many groups with an interest.

[Click here for a progress chart](#). Using different colours, the chart should distinguish between:

Actions the partnership will lead on

Work already in progress

Developments that partners need to influence.

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Evaluated Options

This section draws together findings from research on the effectiveness of different approaches to reducing anti-social behaviour. Favourable findings do *not* mean that an approach will 'work' in every situation. Using the option appraisal tool will help partners to assess whether the approach meets their needs.

[Click here for a link to the option appraisal tool](#)

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Planning for Action

Once the options have been appraised and the programme agreed partners should prepare an action plan.

The plan will guide delivery of the project. Good plans set out:

- The overall aim and objectives of the project
- The measures to be taken
- The inputs, or resources, needed and who will contribute what
- The outputs expected
- The outcomes expected
- Timescales for action
- Who is responsible
- Details of how progress will be tracked and assessed.

Click here for [Action plan pro forma](#) and [sample action plan](#).

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Setting Local Targets

This section of the toolkit is designed to help partners check that targets are tightly framed and focused. [Click here for the target setting checklist](#)

Setting well-framed targets and monitoring these helps ensure that action plans are turned into reality, for example by:

- helping to clarify what partners are aiming for
- enabling those providing services to be clear about expectations
- providing markers for checking if plans are on track, or need adjusting
- allowing partners, service providers, service users and the wider public to influence priorities and assess achievement.

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Issues of Implementation

Projects often fail at the implementation stage. This section of the toolkit looks at some common pitfalls in implementation and suggests ways to pre-empt and overcome these. Further help and tools will be available in the Partnership Working toolkit, due later in Spring 2001

[Click here for a table showing issues of implementation](#)

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Tracking Progress and Achievement

This section of the toolkit offers tools for tracking progress (monitoring) and assessing achievement (evaluation).

Monitoring will help ensure that projects stay on course and on budget.

Effective evaluations of anti-social behaviour initiatives seek to answer the following questions:

- Has change occurred?
- If so, is the project or programme responsible for the changes, or would they have happened anyway?
- If the initiative has several components, have all the components contributed to the changes or have some been effective while others have not had any impact?
- Is the initiative (or elements of it) worth replicating?

In practice this means:

- Comparing changes in the project area with trends in the wider area and in a control area with similar characteristics
- Documenting individual components in a programme separately to identify which elements have had an impact.
- Calculating costs and savings arising from the project to assess value for money.
- Looking at specific local circumstances which may have influenced the outcome of the project and affect the ease with which the project can be replicated.

[Key general principles for evaluators](#)

[Sample monitoring and evaluation framework](#)

[Assessing costs and benefits \[to be added\]](#)

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Resources

Addressing anti-social behaviour incidents/complaints sooner rather later should lead to fewer complaints and cut the cost of dealing with follow-up incidents.

Targeted work with young people at risk of offending can save on later, more costly interventions.

Other measures – e.g. incorporating security into new housing developments may well be cost neutral.

Where measures *do* require resources, the case for investment can be strengthened by:

- Demonstrating public concern/demand, e.g. as measured in local or national surveys.

(Link to HO Research Findings 83: Concern about crime)

- Demonstrating the impact the issue has on staff.

(Clarke and Mayhew 1998 cite one survey of workers at a regional hospital when nearly 70% of the 1,000 respondents expressed fear of being a victim of assault or abusive behaviour at Accident & Emergency Departments

- Demonstrating wider benefits (e.g. impact on property values)
- Making links with other local and national policy objectives, e.g.
- Youth inclusion
- Neighbourhood renewal
- School attainment
- School attendance
- Access to/take up of further education or training.

Making these links may help to open avenues to a wider range of funding sources.

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Spending Review 2000

(<http://www.homeoffice.gov.uk/srfacts.htm>) has provided funding to support local anti-social initiatives in areas with a significant problem.

Other relevant strands of the crime reduction programme can be found at: <http://www.crimereduction.gov.uk/crindex.htm>

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Innovation

This toolkit aims to provide practitioners in crime and disorder reduction partnerships with the tools to enable them to achieve sustained reductions in crime in their area.

The toolkit is for your use and in order to make sure it remains effective and relevant, it has to keep track with innovation, with change and with the challenges we face in combating crime.

There will be areas where you think the toolkit can be improved. For example, you may have carried out an initiative or project which was successful, which failed miserably or which had unexpected results; you may have discovered an as yet untapped source of information or you may have a better application for existing sources of data.

Whatever it is, we would like to hear. So how do you make contact?

The Crime Reduction Knowledge Base (<http://search.crimereduction.gov.uk:9000/>) is situated on the Crime Reduction Website. The Crime Reduction College manages the Knowledge Base. Part of the function of the team at the College is to feed the ideas and suggestions from the Knowledge Base into the toolkits review process.

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Assessing costs and benefits [to be added]

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