

**One Safer Oldham**

# **Anti-Social Behaviour Strategy**

**2010 - 2013**



**Oldham**  
Partnership

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## 2. Foreword

Tackling anti-social behaviour is our priority because we recognise our responsibility to do everything we can to reduce and prevent behaviour which has a negative effect on the quality of life within neighbourhoods in Oldham.

We are aware that such behaviour can be devastating on individuals and whole neighbourhoods, and can, in turn, be impactful on community cohesion, sustainability and growth.

Through this strategy we will work together, using a combination of communication, prevention, intervention and enforcement to ensure that our communities feel part of One Safer Oldham.

We want to give individuals and whole neighbourhoods the confidence to report ASB to us and empower them to challenge unacceptable behaviour.

Our vision is to achieve strengthened neighbourhoods where residents treat each other with respect and understanding and where people are proud to declare themselves as citizens of Oldham.

### 3. Definition

There is no actual legal definition of anti-social behaviour, however the Crime and Disorder Act (1998) contains a threshold which must be met before action arising out of the legislation can be taken. The threshold is that a person must have 'acted 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)'.

Additionally in order to utilise powers under the Housing Act (1996) the threshold to be met is that a person's actions were 'capable of causing a nuisance or annoyance'.

### 4. Purpose

This strategy will ensure;

- Victims and witnesses are supported and protected, with the most vulnerable receiving in-depth bespoke provision
- Communications about performance are improved in order to increase perceptions of safety and to build confidence in communities
- Those involved in, or at risk of becoming involved in anti-social behaviour, are dealt with robustly, fairly and consistently through prevention, intervention and enforcement as appropriate
- All tools and powers are used to ensure focussed and intelligence led work around the seven strands of ASB which are;
  - Noisy neighbours or loud parties;
  - Teenagers hanging around on the streets;
  - Rubbish or litter lying around;
  - People being drunk or rowdy in public spaces;
  - Abandoned or burnt out cars;
  - Vandalism, graffiti and other deliberate damage to property or vehicles;
  - People using or dealing drugs

in addition to focussed and intelligence led work on;

- Targeted harassment and/or intimidation
- Arson

This strategy is designed to address serious and/or persistent anti-social behaviour, which impacts on the community and reduces the quality of life for those victims and witnesses concerned. The expectations of the community must be managed, whilst tolerance and good neighbourliness must be promoted.

This strategy will build on local and national drivers in addition to the aims and objectives of the Local Area Agreement (see Appendix 1).

Our work will encompass partners in the statutory and voluntary sectors, as well as faith and community groups, the media and indeed any other parties with a stake in our communities. We will differentiate our actions according to the needs of the community as well as the needs of perpetrators and their families and our legal responsibilities.

This strategy will ensure that we all remain focussed on our ultimate aims, which are to improve quality of life and to make Oldham a safer place and a place of choice.

## 5. National Drivers

Whilst statute has existed for many years to tackle types of behaviour that could be deemed as 'anti-social', for example the Public Order Act (1986), the introduction of Crime and Disorder Act (1998) saw the beginning of the intense national drive to tackle all anti-social behaviour in communities. The Act saw the creation of Crime and Disorder Reduction Partnerships and introduced new civil orders to control the behaviour of persons aged 10 and above. Further legislation has followed, allowing amendments to the original Act and introducing even more powers against perpetrators;

- The Criminal Courts (sentencing) Act (2000)
- The Criminal Justice and Police Act (2001)
- The Police Reform Act (2002)
- The Anti-Social Behaviour Act (2003)
- The Licensing Act (2003)
- The Crime and Justice Act (2003)
- The Housing Act (2004)
- The Clean Neighbourhoods and Environment Act (2005)
- The Serious Organised Crime and Police Act (2005)
- The Police and Justice Act (2006)
- The Violent Crime Reduction Act (2006)
- The Housing and Regeneration Act (2008)
- The Criminal Justice and Immigration Act (2008)
- The Policing and Crime Act (2009)

This legislation works with and builds on;

- The Local Government (Miscellaneous Provisions) Act (1972)
- The Housing Act (1985)
- The Housing Act (1988) as amended by the Housing Act (1996)
- The Licensed Premises (Exclusion of Certain Persons) Act (1980)
- The Environmental Protection Act (1990)
- The Noise Act (1996)
- The Protection From Harassment Act (1997)

## 6. National Milestones

Jan 2003	National Anti-Social Behaviour Unit launched
Oct 2003	Together Campaign and ASB Action Plan launched
Oct 2004	Together Action Areas announced
Mar 2005	Together Training Academies for Practitioners
Sep 2005	Respect Taskforce launched
Jan 2006	Respect Action Plan launched
Jan 2007	Respect Action Areas announced
Oct 2007	Youth Taskforce launched
Mar 2008	Youth Taskforce Action Plan launched
Jun 2008	Youth Alcohol Action Plan launched
Jun 2008	Challenge and Support pilot areas announced
Jun 2008	Crime and Communities Review published
Jul 2008	Extended Schools pilot areas announced
Jul 2008	Youth Crime Action Plan published
Sep-Dec 2008	Place Surveys conducted
Nov 2008	Neighbour Crime and Justice Pioneer areas announced
Jun 2009	PSA 23 – Make Communities Safer was revised
Jul 2009	ASB Action Website for activity comparison was launched
Nov 2009	Instruction from Home Office - all Priority and Pioneer Areas must undertake self assessment gap analysis and produce minimum standards delivery improvement plans for target date of 31/03/10.
Nov 2009	Home Secretary announces £10M funding support for Pioneer and Priority Areas.

## 7. Local Drivers

Since 2003, Oldham CDRP has pro-actively worked to tackle anti-social behaviour, using all tools and powers available.

In June 2008, Oldham published its Sustainable Communities Strategy for the period 2008-2020 and its first Local Area Agreement for the period 2008-2011. The LAA, which was subsequently refreshed in March 2009 contains three themes. Tackling anti-social behaviour falls within the Safe and Strong Communities theme, however there is recognition that such behaviour is cross-cutting with the two other themes Health & Well-Being and Economic Prosperity.

Within the LAA, Oldham Partnership has included many National Indicators, however it is intended that this strategy will be most impactful on those listed in Appendix 1.

## 8. Local Milestones

Feb 2003	Oldham Community Safety Unit launched. Introduction of ASB Co-Ordinator and specialist ASB Team.
Oct 2004	Oldham announced as a Together Action Area due to it's 'ground-breaking and successful approach to tackling nuisance problems.'
Jan 2007	Oldham announced as a Respect Action Area due to it's 'track record in tackling anti-social behaviour and shared belief that the themes and actions set out in the Respect action programme are hugely important for the communities they serve.'
Jun 2008	Oldham announced as a Challenge and Support pilot area.
Nov 2008	Oldham announced as a Neighbourhood Crime and Justice Pioneer area due to use of National Indicators 17 and 21 in it's Local Area Agreement and high perceptions of anti-social behaviour throughout the Borough.
Jun 2009	Re-structure of Authority and evolution of Community Safety Services headed by GMP Superintendent.
Nov 2009	Oldham given £54K to meet minimum standards delivery plan objectives.

## 9. Themes

This strategy will focus on 6 themes

- Improving Perceptions and Building Confidence
- Providing Support to Victims and Witnesses
- Young People
- Adults
- Housing, Resettlement and Rehabilitation
- Environmental ASB

# 1.

## Improving Perceptions and Building Confidence

We aim to improve perceptions of safety and build confidence in neighbourhoods in Oldham by;

- expanding the use of the local media, including newspapers, radio and television to promote positive messages about the Borough
- regularly publishing information about numbers and types of anti-social behaviour being complained about
- regularly publishing details on our performance and results
- attending Partners and Communities Together meetings and other neighbourhood forums / public facing meetings in order to inform residents about the work we are undertaking
- informing neighbourhoods about initiatives ongoing in their areas
- informing neighbourhoods about individuals and families in their areas who we have taken action against
- providing feedback to residents who have had cause to complain about anti-social behaviour they have witnessed or been victim to
- asking victims and witnesses of anti-social behaviour for their views and opinions on the services we provide
- using positive views and opinions of victims and witnesses to build confidence in the services of the Partnership
- using negative views and opinions of victims and witnesses to identify where improvements in services are needed and taking action on those improvements accordingly
- consulting with the people of Oldham to ensure our policies and procedures meet their needs and expectations and that they are fit for purpose
- ensuring our policies and procedures are readily available to any persons requesting them
- ensuring the people of Oldham are aware of their right and route of complaint if they are dissatisfied with the way they have been dealt with

## 2.

# Providing Support to Victims and Witnesses

We aim to support victims and witnesses of anti-social behaviour by;

- putting victims and witnesses at the heart of our services
- responding to complaints of ASB quickly
- taking all complaints of anti-social behaviour seriously
- meeting with victims and witnesses at a time and place of their convenience and comfort
- agreeing action plans with victims and witnesses – tailoring investigations and evidence gathering to the needs and abilities of the individual
- providing regular updates to victims and witnesses on actions taken and the progression of cases through a method of their own choosing
- providing victims and witnesses with at least two points of contact
- providing a combination of emotional and practical support
- offering security surveys to victims and witnesses who are subject to repeat and/or targeted anti-social behaviour
- target hardening repeat and/or vulnerable victims and witnesses
- maintaining the highest level of confidentiality and adherence to the principles of data protection
- referring victims and witnesses to other partner agencies who we believe they will benefit from working with
- supporting victims and witnesses through the court process and ensuring all attendances at court are risk assessed and protection measures are put in place where appropriate
- ensuring victims and witnesses are aware of their right and route of complaint if they are dissatisfied with the way they have been dealt with

# 3.

## Young People

We aim to achieve good behaviour and citizenship amongst young people by;

- protecting young people from harm by others and listening to their views and opinions as valued members of society
- working with education providers to ensure responsible citizenship, tolerance, respect, dignity and understanding of diversity is taught as a priority within the curriculum
- working with Youth Providers to ensure positive activities are available throughout the year at days and times to meet the needs of young people and communities
- encouraging participation in community, inter-generational and multi-faith projects
- being honest with young people about the short and long-term implications of becoming involved in anti-social behaviour
- challenging anti-social behaviour as early as possible and providing a fair and consistent approach by partners across the Borough through the use of a single ASB process
- working with youth intervention and youth offending agencies to reduce numbers of new entrants to the civil and criminal justice systems
- working with youth intervention and youth offending agencies to ensure repeat and prolific offenders are monitored and that challenge against their behaviour is continuous - whilst reviewing actions and orders (including breaches) against them to ensure they remain appropriate and/or proportionate
- reducing the numbers of young people involved in alcohol and substance misuse and taking positive action against those who encourage or assist such activity
- identifying support measures needed by young people and their families and making referrals to partnership agencies, ensuring support packages for young people and their families are built to encourage long-term changes in behaviour patterns
- taking robust action against those who persistently engage in anti-social or other behaviour which causes or is likely to cause harassment, alarm or distress to others
- using all available tools and powers and keeping partners up to date with new legislation and best practice through stated cases

# 4.

# Adults

We aim to achieve good behaviour and citizenship amongst adults by;

- protecting adults from harm by others and listening to their views and opinions as valued members of society
- encouraging participation in community, inter-generational and multi-faith projects
- being honest and transparent with adults about the short and long-term implications of becoming involved in anti-social behaviour
- challenging anti-social behaviour as early as possible and providing a fair and consistent approach across the Borough
- identifying support measures needed by adults and making referrals to partnership agencies as appropriate
- building support packages to adults and their families to encourage long-term changes in behaviour patterns
- reducing the numbers of adults engaged in substance or alcohol abuse by working with drug intervention agencies
- working with offender management units and services to reduce re-offending by ensuring repeat and prolific offenders are monitored and that challenge against their behaviour is continuous
- reviewing actions and orders against adults (including breaches) to ensure they remain appropriate and/or proportionate
- taking robust action against those who persistently engage in anti-social or other behaviour which causes or is likely to cause harassment, alarm or distress to others
- having a zero tolerance policy on adults who purchase alcohol or other age-restricted goods for young people
- having a zero tolerance policy on adults who encourage young people to engage in crime and/or anti-social behaviour
- using all available tools and powers and keeping partners up to date with new legislation and best practice through stated cases

# 5.

## Housing, Resettlement and Rehabilitation

We aim to ensure our estates are a safe place to live and that stable housing is available for those most in need by;

- working in partnership with the Borough's social landlords through the medium of an ASB Housing Management Group
- developing a joint working protocol and process to ensure all landlords work consistently to prevent and tackle ASB in and around their housing stock
- ensuring landlords undertake in-depth reference checks for potential tenants and only offer housing as appropriate
- obtaining a commitment from landlords to take a robust approach to anti-social behaviour in and around their housing stock and that they are clear with tenants about the standards of behaviour expected of them and their visitors
- sharing information with landlords which we believe will benefit housing providers, tenants and communities
- ensuring landlords are able to identify where tenancy or family support is needed and are able to make referrals to partner agencies as appropriate
- ensuring complaints are forwarded to the relevant landlord without delay
- ensuring landlords and their staff are trained in, and capable of, using all available tools and powers
- monitoring the work of landlords to ensure all available tools and powers are being used to tackle ASB
- working with offender management services to ensure housing provision for rehabilitation and resettlement in communities is appropriate and supported and that landlords working with us to achieve this, are afforded protection

## 6.

# Environmental ASB

We aim to make Oldham a cleaner and greener Borough by;

- responding to reports of signal crime as early as possible
- arranging for abusive and hate-crime related graffiti to be removed as a matter of urgency
- ensuring complaints are forwarded to the relevant department without delay
- educating individuals and whole neighbourhoods about measures they can take to reduce the risk of them becoming victims of environmental ASB
- promoting the use of anti-vandal and anti-graffiti materials
- promoting as best practice, projects and schemes which have had a positive impact on environmental ASB
- identifying areas of improvement through the use of environmental and visual audits
- the regular use of Beatsweeps and Days/Weeks of Action
- developing multi-agency action plans to in response to geographical hot-spots of ASB
- promoting the use of the Community Payback Scheme to individuals and neighbourhoods
- referring problem areas to the Community Payback Scheme
- using robust action against those who commit environmental ASB or crime
- ensuring staff are trained in, and capable of using, using all available tools and powers and keeping partners up to date with new legislation and best practice through stated cases

## 10. Summary

Oldham has a proven track record of working in partnership to tackle and reduce anti-social behaviour, however we must not become complacent.

The national and local agendas around anti-social behaviour will continue to evolve. This strategy allows for development of working practices, both traditional and innovative to meet the needs of our service users.

In conclusion, through this strategy we will ensure that we all remain focussed on our ultimate aims, which are to improve quality of life and to make Oldham a safer place and a place of choice.

## Appendix 1

### Local Area Agreement Indicators

NI 17	Perceptions of anti-social behaviour
NI 21	Dealing with local concerns about anti-social behaviour and crime by the local council and police
NI 1	% of people who believe people from different backgrounds get on well together in their local area
NI 2	% of people who feel that they belong to their neighbourhood
NI 3	Civic participation in the local area
NI 4	% of people who feel they can influence decisions in their locality
NI 5	Overall/general satisfaction with the local area
NI 15	Serious violent crime rate
NI 16	Serious acquisitive crime rate
NI 18	Adult re-offending rates for those under probation supervision
NI 19	Rate of proven re-offending by young offenders
NI 22	Perceptions of parents taking responsibility for the behaviour of their children in the area
NI 23	Perceptions that people in the area treat one another with respect and dignity
NI 27	Understanding of local concerns about anti-social behaviour and crime by the local council and police.
NI 28	Serious knife crime rate
NI 29	Gun crime rate
NI 30	Re-offending rate of prolific and priority offenders
NI 33	Arson incidents
NI 38	Drug-related (Class A) offending rate
NI 39	Alcohol-harm related hospital admission rates
NI 40	Drug users in effective treatment
NI 41	Perceptions of drunk or rowdy behaviour as a problem
NI 42	Perceptions of drug use or drug dealing as a problem
NI 45	Young offenders engagement in suitable education, employment or training
NI 50	Emotional health of children
NI 58	Emotional and behavioural health of children in care
NI 69	Children who have experienced bullying
NI 70	Hospital admission caused by unintentional and deliberate injuries to children and young people
NI 110	Young people's participation in positive activities
NI 111	First time entrants to the Youth Justice System aged 10-17

NI 114	Rate of permanent exclusions from school
NI 115	Substance misuse by young people
NI 138	Satisfaction of people over 65 with both home and neighbourhood
NI 140	Fair treatment by local services
NI 142	Number of vulnerable people who are supported to main independent living
NI 143	Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence
NI 195	Improved street and environmental cleanliness (levels of graffiti, litter, detritus and fly-posting)
NI 196	Improved street and environmental cleanliness

## Appendix 2

### Schedule of civil actions

Action	Informal	Formal	Adult	Juvenile
Warning Letter	√		√	√
Warning Interview	√		√	√
Acceptable Behaviour Contract	√			√
Interim ASBO (Stand Alone) <sup>1</sup>		√	√	√
Interim ASBO (Order on Conviction) <sup>1</sup>		√	√	√
ASBO (Stand Alone)		√	√	√
ASBO (Order on Conviction)		√	√	√
Notice of Demotion		√	√	
Notice of Seeking Possession <sup>3</sup>		√	√	
Demotion Order		√	√	
Immediate Possession Order		√	√	
Postponed Possession Order		√	√	
s153 Injunction (Housing) <sup>1 2</sup>		√	√	
s59 Warning (vehicle nuisance)		√	√	√
s165 Seizure (vehicle nuisance)		√	√	√
ASB Closure Notice		√	√	
ASB Closure Order		√	√	
Class A Closure Notice		√	√	
Class A Closure Order		√	√	
Dispersal Order		√	√	√
Direction to Leave		√	√	√
Drink Banning Order		√	√	
Individual Support Order		√		√
Parenting Order		√	√	
Drug Rehabilitation Order		√	√	√

<sup>1</sup>May be made without notice, where need arises to protect witnesses or community prior to disclosure of application

<sup>2</sup>Power of arrest may be attached if significant risk of harm is evidenced

<sup>3</sup>Actual type of notice will vary according to security of tenure and landlord status