

STRATEGIC PRIORITY 7

REPORT ON

ANTI-SOCIAL BEHAVIOUR

JANUARY

2011

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EXECUTIVE SUMMARY:

- Priority 7 of the States Strategic Plan stated aim is to ***‘Protect the Public and Keep our Community Safe’***. The Home Affairs Department is responsible for delivering on this Priority and has developed a cross agency Steering Group of Chief Officers and Heads of Service to oversee progress.
- 11 key issues are seen as critical to achieving the overall aim of protecting the public and making our community safe. These are broken down into Business As Usual activities and Special Partnership Projects. The Anti-Social behaviour Key Issue is classified as a Special Partnership Project.
- A Steering Group consisting of Chief Officers and Heads of Service has been set up to oversee the implementation of the action plans developed for each of the Key Issues.
- Each of the Special Partnership Projects will be subject to the full S2R2 process.
- **Signal:** Anti-Social Behaviour (ASB) has been identified as a Key Issue because it was considered to be having a number of negative effects on the quality of life of our communities. Issues of ASB always feature quite highly on local social surveys; media regularly focus on acts of ASB in their headlines and experience of our law enforcement agencies suggests that ASB is a significant issue, particularly for the night-time economy.
- **Search:** The Search stage provides a picture of the current situation regarding ASB in Jersey. It consists of three ‘Profiles’ which through a combination of primary, secondary and desktop research and analysis of official data provide descriptions of the ‘Problem’, the ‘Actors’ and what ‘Resources’ we have.
 - **Problem Profile:**
 - The problem profile starts with a discussion on the difficulty of defining the phenomenon that is ASB. Using research from the UK and locally this sections highlights the different theories and explanations for ASB
 - **Extent and Nature:**
 - Local surveys such as the Jersey Annual Social Survey and Jersey Crime Survey together with other primary research provides a snapshot of ASB in Jersey.
 - Key Findings Include:
 - 71% of reported ASB occurs in St Helier
 - The most prevalent types of ASB are those that involve young people and those that involve alcohol related disorder.
 - The majority of Parishes believe they have the issues under control.

- The majority of Chief Officers do not consider ASB to be a priority for their Department
- Over half of Islanders (57%) reported “Never” having experienced anti-social behaviour within their neighbourhood.
- Inconsiderate behaviour and drinking are the two most frequently identified types of anti-social behaviour occurring in Islander’s neighbourhoods.
- ASB can be transient in nature. However, there appear to be a number of locations, particularly in St Helier which suffer serious, persistent problems.
- **Actor Profile:** The Actor Profile looks at who’s involved; who does it impact upon? and who are the key players?
 - When asked about ASB in their neighbourhood young people (aged 18 years or under) are more often reported to have been involved in anti-social behaviour in “Suburban” parishes compared to “Town”. In contrast, young adults were more likely to be identified as being involved in anti-social behaviour within the neighbourhood in “Town”, compared to “Suburban” parishes.
 - Older people were highlighted as a group most vulnerable to ASB.
 - The Chfs du Police closely associated ASB with children saying *‘that anti-social behaviour was cyclical and closely followed the age groups of children in the parish. Parishes that have experienced anti-social behaviour in the past are now reasonably quiet as the main protagonists have matured and found other interests.’*
 - The 2009 JASS survey asked respondents if they would be interested in becoming involved in initiatives to tackle ASB 25% of those who said ASB was a problem in their neighbourhood said they would like to be involved.
 - The media had a significant influence on people’s perception of safety particularly in the elderly.
- **Resource Profile:**
 - Jersey’s response to anti-social behaviour has previously been co-ordinated by the Building a Safer Society (BaSS) Community Safety and Substance Misuse Strategy. This strategy brought together many agencies from states departments, voluntary agencies and community groups with the aim of reducing the harm caused by, amongst other things, anti-social behaviour.
 - Early interventions like JCCT, NSPCC, Prince’ Trust and Brighter Futures do not have the reduction of asb as part of their aims yet there is not doubt that the end result of much of their work at improving family life and the lives of children address some of the key risk factors for asb.
 - It is clear that any strategy aimed at tackling ASB will need to address a number of issues relating to the St Helier Night Time Economy (NTE).

- **Response:** This section begins to develop the framework within which action plans will need to be developed. The framework is based upon the development of an ASB Intervention Group.
 - **Next Steps:**
 - **Sign off of Framework**
 - **Establish intervention group:** Establish Group in January 2011
 - **Develop action plan:** Develop Draft Action Plan by March 2011
 - **Review:** Develop and initiate monitoring ad review process by June 2011
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INTRODUCTION:

Anti-Social Behaviour has been an issue at the forefront of community safety in Jersey for a number of years and yet, until now, there has not been an attempt to develop a coherent response. Much good work is being undertaken by various departments, but it is fair to say, at the strategic level, there is little attempt to co-ordinate activities or agree a consistent approach.

For the first time this document provides an evidence based approach to addressing ASB.

Based upon the S2R2 process developed specifically for Strategic Priority 7; ASB was identified as a Key Issue which has to be addressed if we are to achieve our aim of protecting the Public and Keeping our Community Safe.

It was also identified as one of three Special Partnership Projects which would be subject to the full S2R2 process.

As such officers from Home Affairs have undertaken the Search Phase of S2R2 conducting primary and secondary research in order to build a picture of ASB in Jersey, what are the issues; who's involved and what resources we have available. This document reports on the findings of that research.

As this is a totally new way of working the document also contains a draft delivery framework. This Framework is about promoting positive outcomes - through prevention, integration, engagement and communication. The main aim of this Framework is to build on previous success by organisations working together more effectively to resolve ASB at an early stage when it does occur. The aim is to be smarter in how we tackle ASB, by addressing the causes and not just the symptoms, by focusing on prevention rather than just enforcement and policing.

This Framework provides the springboard for co-ordinated action to prevent and address ASB in Jersey. We recommend the establishment of a ASB Intervention Group of experienced officers. The aim of this group will be to implement the four positive outcomes of better **prevention**, closer **integration**, enhanced **engagement** and improved **communication** to reduce and address antisocial behaviour (ASB) in Jersey.

The groups remit will be two-fold:

Firstly, the Intervention Group will be responsible for developing medium/long term interventions aimed at reducing the future likelihood of ASB. These will be underpinned by the principles of early intervention, diversion and education.

Secondly, the intervention group will act as an immediate response to issues of anti-social behaviour which can be raised by other members of the group or by outside agencies.

To deliver this framework requires a collective commitment from key States services and we hope that Steering Group Members will support the implementation.

BACKGROUND:

Priority 7 of the States Strategic Plan stated aim is to *‘Protect the Public and Keep our Community Safe’*. The Home Affairs Department is responsible for delivering on this Priority and has developed a cross agency Steering Group of Chief Officers and Heads of Service to oversee progress.

The Steering Group identified the following 11 key issues which are seen as critical to achieving the overall aim of protecting the public and making our community safe. A delivery plan has therefore been formulated around these key issues:

- 1. Secure Borders**
- 2. Terrorism**
- 3. Serious and Organised Crime**
- 4. Civil Emergencies**
- 5. St.Helier Night-Time Economy**
- 6. Anti-Social Behaviour**
- 7. Perception / Fear of Crime**
- 8. Child Protection**
- 9. Prolific Offenders**
- 10. Domestic Abuse**
- 11. Violent Crime**

The key issues are broken down into two activities:

Business as Usual:	Secure Borders
	Anti-Terrorism
	Serious and Organised Crime
	Civil Emergencies
	Child Protection
	Prolific Offenders
	Domestic Abuse
	Violent Crime

Special Partnership Projects:

Night-Time Economy of St Helier

Anti-Social Behaviour

The Perception/Fear of Crime

The ‘business as usual’ issues are those that are currently being addressed through current work streams and are already well advanced. They involve partnership working by their very nature. The ‘special partnership projects’ are those which require a multi-agency response, over and above that which is currently in place, or where significant gaps have been identified in existing provision.

GOVERNANCE:

The following governance framework has been agreed by the Steering Group and is based upon existing structures already being used to successfully deliver the Island’s crime, community safety and substance misuse strategy (BaSS).

Steering Group. The Steering Group comprises:

Department Chief Officers:

Home Affairs (Chairman)

Housing

Social Security

H&SS

ESC

Heads of Service:

Chief Probation Officer

Police Chief

Prison Governor

Head of Customs and Immigration

Chief Fire Officer

The Steering Group is responsible for co-ordinating the strategic response. Members have been allocated responsibility for setting the key performance indicators for each key objective. Each Key Issue has a ‘champion’ or lead who is be responsible for its delivery.

S2R2

The following evidence-based model for delivering Priority 7 has been agreed by the Steering Group:

Signal: *Why is it important for the States to address this issue effectively? (Consider social, health, economic, infrastructure/services and environmental outcomes)*

Search: *What evidence exists to inform policy and what does it tell us about the scale of the current problem? Who’s involved and what resources do we have available.*

Response: *What are the key work streams of the corporate strategy designed to address this issue? What can we do immediately? What medium and long-term strategies do we need to put in place?*

Review: *What have we achieved? What have we missed? What else do we need to know*

The evidence-led approach provided by the S2R2 process is intended to provide a standard that all work streams can adopt and not an overly bureaucratic system. It will be particularly useful in being able to summarise the issue, marshal the evidence and lay out the actions that are being taken in response. Neither is it suggested that work on all key issues needs to slavishly follow the process. There are a number of ongoing 'business as usual', key issues, such as Terrorism and Secure Borders, which are in the 'Response' stage and which are well advanced. Consequently, responses can be easily detailed and performance reported on. On the other hand, recently identified key issues, such as the Night-Time Economy of St.Helier, are at the 'search' stage and need further discussion with other Strategic Plan working groups to establish boundaries and responsibilities.



SIGNAL

Anti-Social Behaviour (ASB) has been identified as a Key Issue because it was considered to be having a number of negative effects on the quality of life of our communities. Issues of ASB always feature quite highly on local social surveys; media regularly focus on acts of ASB in their headlines and experience of our law enforcement agencies suggests that ASB is a significant issue, particularly for the night-time economy.

ASB was considered of sufficient importance to undertake a full S2R2.

SEARCH

The Search stage provides a picture of the current situation regarding ASB in Jersey. It consists of three 'Profiles' which through a combination of primary, secondary and desktop research and analysis of official data provide descriptions of the 'Problem', the 'Actors' and what 'Resources' we have.

PROBLEM PROFILE.

The Problem profile provides a picture of the extent and nature of ASB. We have used both primary data and secondary data to build this profile.

DEFINING ANTI-SOCIAL BEHAVIOUR:

It is necessary to look at the UK in order to begin an understanding of how the term anti-social behaviour has become part of the language of law and disorder.

Whilst certain behaviours have been classed as 'anti-social' almost since records began the term 'Anti-social Behaviour' as we recognise it today is a fairly recent phenomenon. The term was used widely in psychosocial literature to describe unwanted behaviour as a result of personality disorders and is the opposite of pro-social behaviour. However as a term used within a public order enforcement context the origin of what has become known as asb can be seen in the 1986 Public Order Act. The term is not actually used in this legislation but significantly the focus on 'harassment, alarm and distress', became the pillars upon which the Labour government of Tony Blair built the 1998 Crime and Disorder Act.

Much of the impetus for introducing ASB legislation originated in a housing context seeking to address issues of 'problem neighbours' or 'neighbours from hell'. One of the first definitions was put forward by the Chartered Institute of Housing in 1995 "*Behaviour that unreasonably interferes with other people's rights to the use and employment of their home and community*".

In 1996 the Housing Act first used the term anti-social behaviour in legislation and introduced new powers to social landlords to grant injunctions against anti-social tenants. The definition of what constituted anti-social tenants was according to some deliberately left vague as it 'enables the victim to determine the parameters of acceptable interaction on an individual basis....[with] primacy given to the victim's interpretation of events when attributing liability'. Finch (2002a Cited in Ramsay 2004: 911). This vagueness of definition has continued to be a point of discussion through successive governments, legislation and policies.

When Labour came to power in 1997 one of the first pieces of legislation they introduced was the Crime and disorder Act 1998. (Establishing, amongst other things, the ASBO). The definition of ASB 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.

This did nothing to clarify what constituted ASB and arguably widened the net of ASB to include everything that a person could be distressed or alarmed by. The phrase 'likely to' also creates problems in relation to behaviour perceived to be threatening in that it diverts the focus from actual behaviour to supposed consequences. This was acknowledged in a Home Office report in 2004 that 'by describing the consequences of behaviour rather than the behaviour itself, the definition lacks specificity and measurability'.

Defining a problem so loosely and subjectively means most unwanted behaviour can be regarded as anti-social. In effect behaviour that had previously been thought of as unpleasant, but tolerated, is now being criminalised and caught up in the ever expanding criminal justice net.

As a response to the lack of a clear definition the UK Home Office has produced a list of behaviours deemed to be anti-social.

- Litter/Rubbish
- Criminal damage/vandalism
- Vehicle related nuisance
- Nuisance behaviour
- Noise
- Rowdy behaviour
- Abandoned vehicles
- Street drinking and begging
- Drug/substance misuse and drug dealing
- Animal related problems
- Hoax calls
- Prostitution, kerb crawling, sexual acts

Once again we see that many of the behaviours are subjective, when does behaviour become a nuisance? At what level does noise become anti-social? Similarly we see the blurring of the boundaries between anti-social and criminal.

Locally, results from interviews with Chief Officers and Chfs du Police and young people illustrate precisely the difficulties in forming a working definition.

Chief Officers stated ASB:

- *Covers a broad range of behaviours.*
- *Any behaviour that is perceived to be unreasonable in relation to what is considered 'normal' behaviour.*
- *Behaviour that is annoying, aggressive or a threat or nuisance to others in the same vicinity.*
- *Can be difficult to define and means different things to different groups of people.*
- *Can be context specific for example, behaviour at a new year's party might be acceptable in that instance but not at others'.*

Whilst the Chef de Police defined it as:

- *Any disturbance to the peace which causes fear anxiety or nuisance to law abiding citizens in the parish*
- *Behaviour that is beyond normal bounds of decency, respect for other residents and the law.*

With one young person interviewed saying

- *Whether something is anti-social depends on the circumstances – for example drinking on the street and causing trouble is anti-social, but drinking in a house and not causing trouble isn't.*

Locally, previous strategies such as the Building a Safer Society Strategy have tended to shy away from providing a definitive meaning of ASB, preferring to let each service or initiative develop their own definitions. In some ways this has been a positive position, in that it has enabled individual initiatives to tackle the specific issues pertinent to their particular problem. For instance, initiatives aimed at tackling ASB in Winston Churchill Park have been able to focus on the issues for the young people who are gathering in that area, with the Street Based Youth Workers working very hard to build relationships with those young people. Whilst, the Safer St Helier Community Partnership has tackled issues of ASB at the Weighbridge taxi rank by employing taxi marshals to have a more direct controlling impact.

However, in other ways it has had a negative impact by not encouraging the co-ordination of effort across agencies. As there is currently no agreed definition it is difficult, apart from broad statements, to get a consensus on the best way forward. Different services tend to address ASB from different ideological stances, which can, in some instances, lead to agencies almost, unknowingly, working against each other.

The UK Government and some noted academics have developed typologies of anti-social behaviour which aim to provide greater clarity.

Typologies of Anti-social Behaviour:

- Bannister and Scott (2000) **Spectrum of anti-social behaviour**
 - 1 *Neighbour* : A dispute arising from nuisance e.g. noise.
 - 2 *Neighbourhood*: incivilities within public spaces e.g. rubbish.
 - 3 *Crime*: All forms of criminal activity e.g. housebreaking.

- Harradine et al (2004) **Home office Typology of anti-social behaviour**
 - 1 *Acts directed at people*: Intimidation/harassment (including on grounds of race, sexual orientation, gender, religion, disability or age).
 - 2 *Environmental damage*: Criminal damage/vandalism, litter/rubbish.
 - 3 *Misuse of public space*: drug/substance misuse and dealing, street drinking, begging, prostitution, kerb crawling, sexual acts, abandoned cars, vehicle related nuisance, and inappropriate vehicle use.
 - 4 *Disregard for community/personal well-being*: Noise, rowdy behaviour, nuisance behaviour, hoax calls and animal related problems.

- Millie et al (2005) **A typology for the London ASB Strategy 2005-08**
 - 1 *Interpersonal or Malicious ASB*: Directed at individuals, groups or organisations, such as threats to neighbours, hoax calls or vandalism directed at individuals or groups.
 - 2 *Environmental ASB*: Such as noise nuisance, abandoned vehicles, graffiti or fly tipping.
 - 3 *ASB restricting access to public spaces*: including intimidating behaviour by groups on the street, aggressive begging, street drinking and open drug use.

- www.respect.gov.uk (2007) **Types of anti-social behaviour**
 - 1 *Nuisance Neighbours*: Rowdiness, excessive noise and animal- related problems are all examples of anti-social behaviour by neighbours.
 - 2 *Environmental crime*: such as graffiti and fly tipping, has a huge impact on our communities and on how happy we are in them. It can ruin public spaces and is expensive to clean up.
 - 3 *Street problems*: Intimidation, begging, public drug dealing and reckless driving of mini-motorbikes are all street problems that fall under the definition of anti-social behaviour.

THE EXTENT AND NATURE OF ANTI-SOCIAL BEHAVIOUR

As noted in the previous chapter, in the past twenty years in the UK, ASB has increasingly been a focus of government policy. In the past decade the growth of an ASB ‘industry’ has been extraordinary, especially within areas such as housing management, policing and local authority work. For instance, all Crime and Disorder Reduction Partnerships (CDRPs) are expected to have an ‘Anti-social Behaviour Co-ordinator’ and many have specialist ‘Anti-social Behaviour Teams’ including specialist legal advisors. At a national level between 2002 and 2006 work was led initially by the Home Office’s ‘Together’ campaign and then an interdepartmental ‘Respect’ agenda, both managed by Louise Casey. More recently from October 2007 this work has continued as part of a ‘Youth Taskforce’ established at the Department for Children, Schools and Families, with an action plan published in march 2008. As Millie (2009) states **“THERE IS A GREAT DEAL OF POLICY FOCUS ON ASB AND, IN ORDER TO RESPOND, ALL THESE PEOPLE FIRST NEED TO FIND ASB”**.

Let's ignore the problem of 'finding' something you can't define for the moment and look at how the UK government has attempted to establish the extent and nature of the problem. On 10th September 2003 the Home Office conducted a one day count of ASB. This used the list of behaviours as shown in the previous chapter as its basis. On the day of the count relevant statutory and voluntary agencies were asked to collate all reports from the public about ASB incidents. The results indicated that ASB was a *real* problem with 66,107 reports recorded across England and Wales. The cost of these reports was estimated to be £13.5 million for one day. Before we get too excited there are a number of methodological issues which need to be highlighted. For instance many incidents would have gone unreported, similarly it is likely that there would have been incidents reported to more than one agency resulting in double counting. There was no adjustment for seasonality with September 10th chosen for pragmatic reasons. It is also possible that some agencies were more enthusiastic in collecting data than others.

The other way in which central Government has sought to measure ASB is through the British Crime Survey (BCS). Results show that for the majority of respondents ASB is not a serious problem. Since 2003, 16-18% of respondents perceived high-levels of ASB in the area in which they live. The BCS uses seven categories of ASB:

- Abandoned or burnt out cars
- Noisy neighbours or loud parties
- People being drunk or rowdy in public places
- People using or dealing drugs
- Teenagers hanging around on the streets
- Rubbish or litter lying around
- Vandalism, graffiti and other deliberate damage to property

It is interesting to note that it is not a 'behaviour' as such which is perceived to be the most prevalent. Teenagers hanging around on the streets and rubbish or litter lying around are consistently the most prevalent categories, both of which could be described as 'presence' rather than behaviour.

In terms of impact it has been shown that the majority of respondents (over 60%) to surveys such as the BCS and Millie et al 2005 and 2007, claimed not to suffer any bad effects from ASB. Even for those that did suffer their quality of life was not always effected seriously. In fact the biggest effect on people's quality of life came from noisy neighbours.

JERSEY ANNUAL SOCIAL SURVEY

JASS 2009 included a set of questions about anti-social behaviour that respondents had experienced in the past twelve months. Due to the subjective nature of antisocial behaviour, no definition was given in order to allow respondents to judge for themselves what they considered as anti-social behaviour. “Neighbourhood” was defined as “within a 5 minutes walk of your home”.

Over half of Islanders (57%) reported “Never” having experienced anti-social behaviour within their neighbourhood over the previous twelve months. One in seven (14%) reported one occurrence of anti-social behaviour in their neighbourhood over the previous year whilst over one in six (18%) had experienced it between two and five times. Table 6.1 shows the frequency with which anti-social behaviour has been experienced in people’s neighbourhoods, split down by parish of residence.

Table 1. How many times have you personally experienced anti-social behaviour in your neighbourhood (within 5 minutes walk of your home) in the last 12 months? By parish group (percentages)

	All parishes	Urban*	Suburban*	Rural*
Never	57	38	54	72
Once	14	19	12	12
2 – 5 times	18	25	20	12
6 – 10 times	4	5	6	1
About once a month over the past 12 months	3	6	4	1
About once a week or more	4	7	4	2
Total	100	100	100	100

*“Urban” = St. Helier; “Suburban” = St. Saviour & St. Clement; “Rural” = St. Ouen, St. Brelade, Trinity, St. Peter, St. Martin, St. Lawrence, St. John, Grouville, St. Mary

Those in rural parishes are least likely to have experienced anti-social behaviour in their neighbourhood over the previous 12 months, with nearly three-quarters (72%) responding that they never had, compared with around two-fifths (38%) of those living in St. Helier.

Figure 6.1 highlights how young people (aged 18 years or under) are more often reported to have been involved in anti-social behaviour in “Suburban” parishes compared to “Town”. In contrast, young adults were more likely to be identified as being involved in anti-social behaviour within the neighbourhood in “Town”, compared to “Suburban” parishes.

However, the chart also shows how young people (aged 18 years and under) are the most frequently involved age-group in anti-social behaviour in all parish neighbourhoods.

Figure 6.1 Who was involved in the anti-social behaviour in your neighbourhood? By parish group (Respondents were able to tick more than one age category)

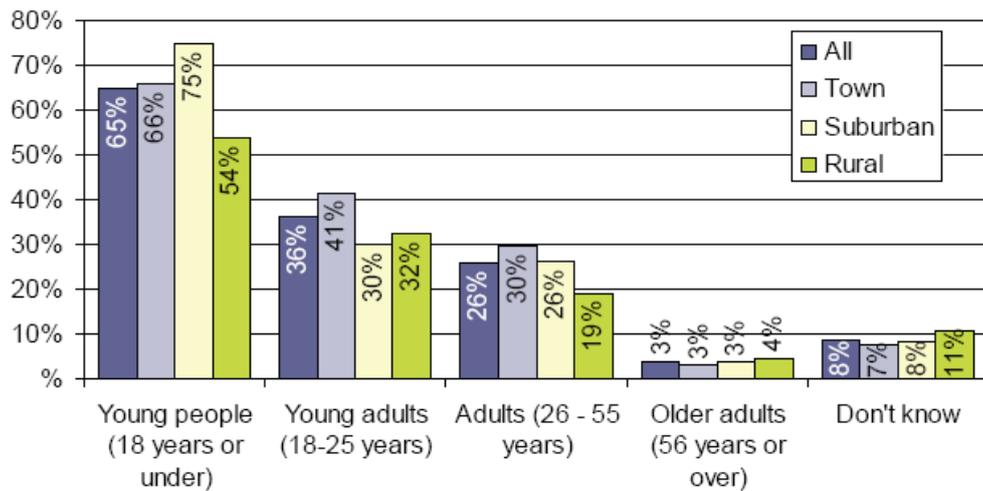


Figure 6.2 illustrates how inconsiderate behaviour and drinking are the two most frequently identified types of anti-social behaviour occurring in Islander’s neighbourhoods, with “Inconsiderate behaviour” being a more common type than “Drinking” in suburban neighbourhoods, but “Drinking” being perhaps slightly more common than “Inconsiderate behaviour” in urban neighbourhoods.

When asked whether anti-social behaviour was a particular problem in their neighbourhood, two-thirds (66%) said it was not. This varied from four-fifths (81%) of those in rural neighbourhoods considering anti-social behaviour not to be a problem in their neighbourhood, to three-fifths (62%) of those in suburban neighbourhoods, to half (48%) of those in urban neighbourhoods. Figure 6.3 showing the parish trend.

Figure 6.2 What type of anti-social behaviour did you experience in your neighbourhood? By parish group (Respondents were able to tick more than one type of behaviour)

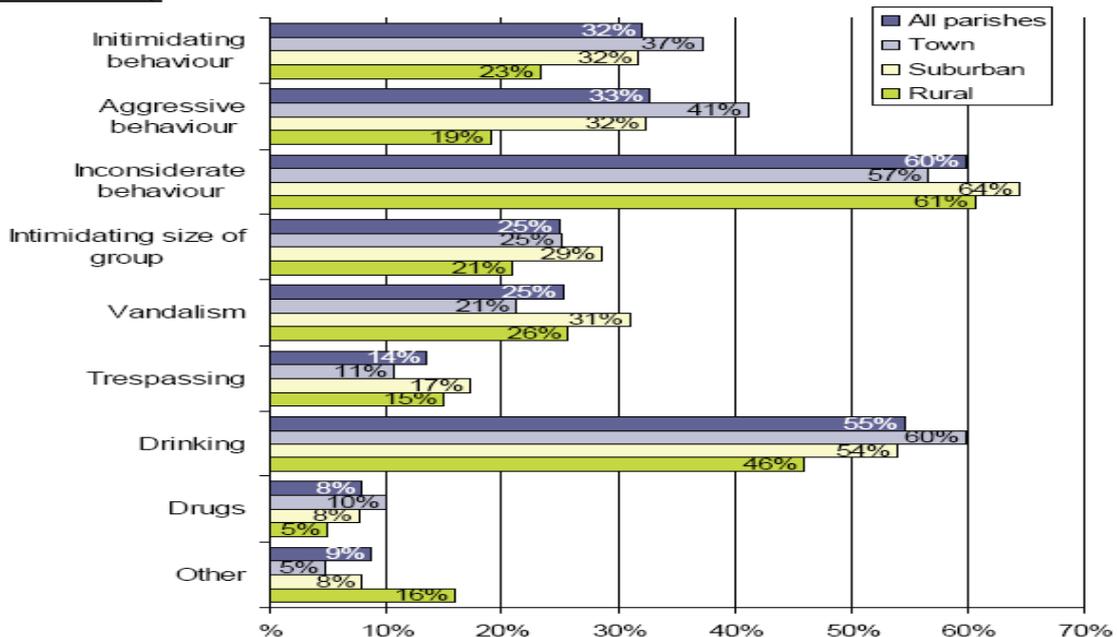
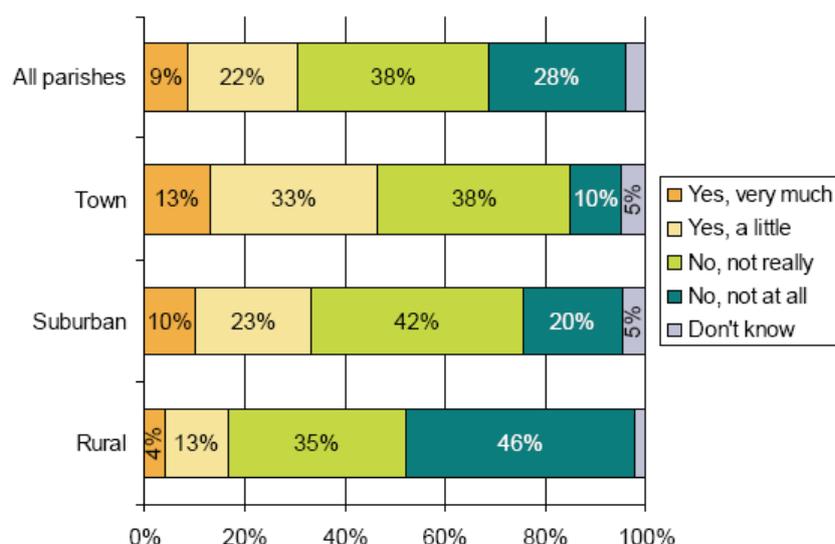


Figure 6.3 Do you think anti-social behaviour is a particular problem in your neighbourhood (within 5 minutes walk of your home)?



An open question asked for ideas on how anti-social behaviour could be tackled in the respondents’ neighbourhoods. Over 350 suggestions were made, and these were analysed by categorising into main themes. Three-fifths (61%) of these suggestions could be categorised into the theme “More police patrols / police presence”. Another eighth (12%) could be grouped into the theme “More parental responsibility, control or education”. “Increased youth facilities” made up 6% of the suggestions, whilst 5% regarded “Harsher punishments” as a way of tackling anti-social behaviour.

... elsewhere in Jersey

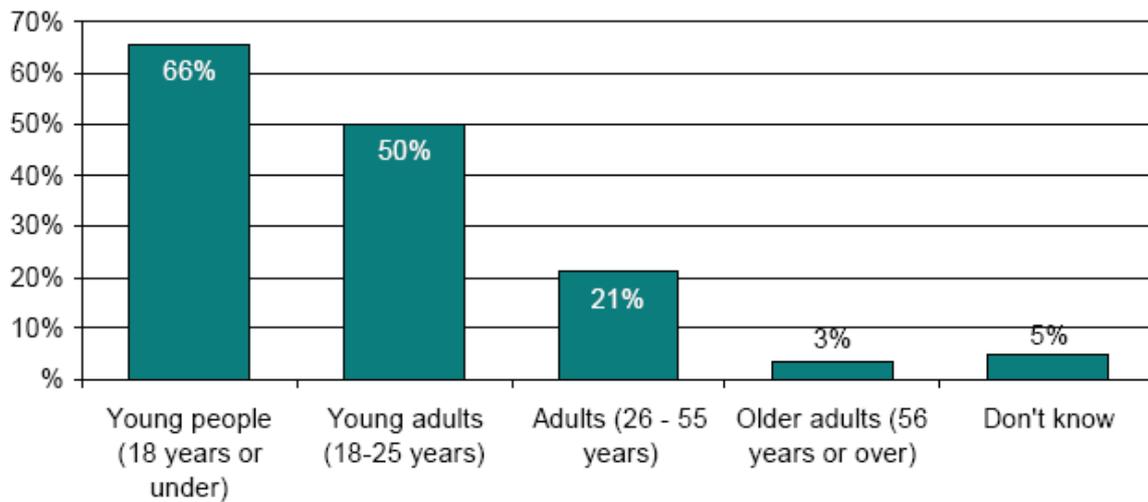
Around half (48%) of Islanders had “Never” personally experienced anti-social behaviour elsewhere in Jersey over the previous 12 months. A higher proportion of women had “Never” experienced anti-social behaviour compared to men, as Table 6.2 shows.

Table 6.2 How many times have you personally experienced anti-social behaviour elsewhere in Jersey in the past twelve months? (percentages)

	All	Men	Women
Never	48	43	52
Once	14	13	15
2 – 5 times	27	31	24
6 – 10 times	5	7	3
About once a month over the past 12 months	3	3	3
About once a week or more	3	4	2
Total	100	100	100

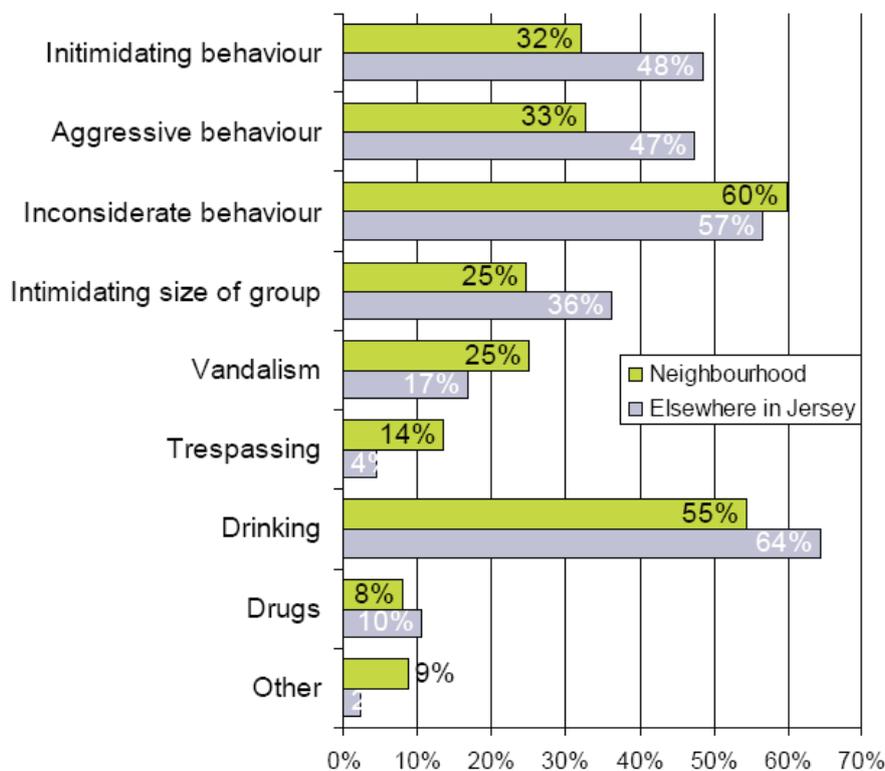
In terms of ‘who’ was involved in the anti-social behaviour being experienced elsewhere in Jersey, two-thirds (66%) identified young people being involved (aged 18 years or under), half (50%) identified young adults (18 – 25 years) being involved. One fifth (21%) identified adults aged 26 – 55 years being involved. Respondents were able to tick more than one age-category, so the percentages do not sum to 100%.

Figure 6.4 Who was involved in the anti-social behaviour you experienced elsewhere in Jersey? (percent of respondents)



Finally, with regards to the type of anti-social behaviour experienced elsewhere in Jersey, a different pattern was seen to that experienced in people’s neighbourhoods. Figure 6.5 compares types of anti-social behaviour seen in the neighbourhood against that elsewhere in Jersey and shows that “Inconsiderate behaviour” and “Drinking” are the two most frequently identified types of anti-social behaviour, both at a neighbourhood level and elsewhere in Jersey. “Drinking” was the top most frequently identified type of anti-social behaviour elsewhere in Jersey, but not at neighbourhood level.

Figure 6.5 What type of anti-social behaviour did you experience in your neighbourhood and elsewhere in Jersey? (percent of respondents)



INTERVIEWS

The findings from the JASS survey are generally supported by the interviews with the Chefs de Police.

- The majority of the Chefs did not identify anti-social behaviour as a priority in their parishes.
- For those for whom it is a priority it was felt that they were dealing with the issues effectively.
- The main cause of anti-social behaviour was consumption of alcohol in adults and young people. The majority of respondents spoke about the access and price of alcohol for young people being a high cause of anti-social behaviour.
- The majority of respondents said that anti-social behaviour does not take up much police time at Parish Hall level or in the Courts.

Similarly interviews with Chief Officers suggest that the majority view ASB as a small problem with a number cautioning that it is a growing problem.

The results of an online survey conducted at Highlands College shows:

- 46% said they had experienced ASB and 46% had not (with 15% not replying to the question)
- 63% of girls said they had experienced ASB and 30% of boys. Some said they had seen but not been involved in ASB, others that they had either been a victim, been in environments with large groups showing ASB or, in one case, involved in the behaviour.

As to where ASB occurs, interviews with the Chefs de Police and Chief Officers pointed out that any area that has access to parking and allows large groups to congregate could be a place where anti-social behaviour may occur.

Hotspots in Parishes included:

- Winston Churchill Park, Le Braye slip way, Les Quennevais Sports Ground,
- Portelet Common, the car park at Gorey, Greve D’Azette, Les Mielles,
- Les Landes Common, isolated car parks, St Ouen’s Parish Hall,
- Millbrook Park, the beaches, the Burger Bar at Millbrook,
- St Andrew’s Park, Parade Gardens, Liberation Square,
- The Dicq, Grainville Sports Centre, St John’s Precinct,
- Bonne Nuit, St John’s Recreation Centre, St Peter’s Parish Hall.

STATES OF JERSEY POLICE I-LOG DATA

An analysis of the States of Jersey Police i-log system, which records all calls to the States of Jersey Police shows that, as can be expected, the vast majority of incidents occurred in St Helier.

Chart 1.

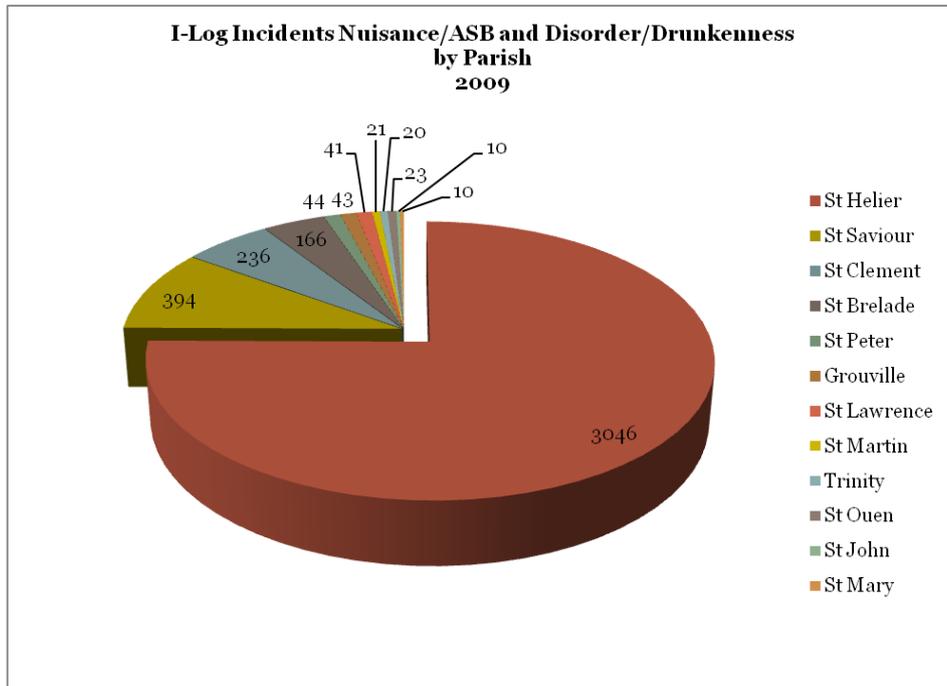


Chart 1. Shows that, in 2009, 75% of incidents classified as Nuisance/ASB or Disorder/Drunkenness occurred in St Helier.

Chart 2.

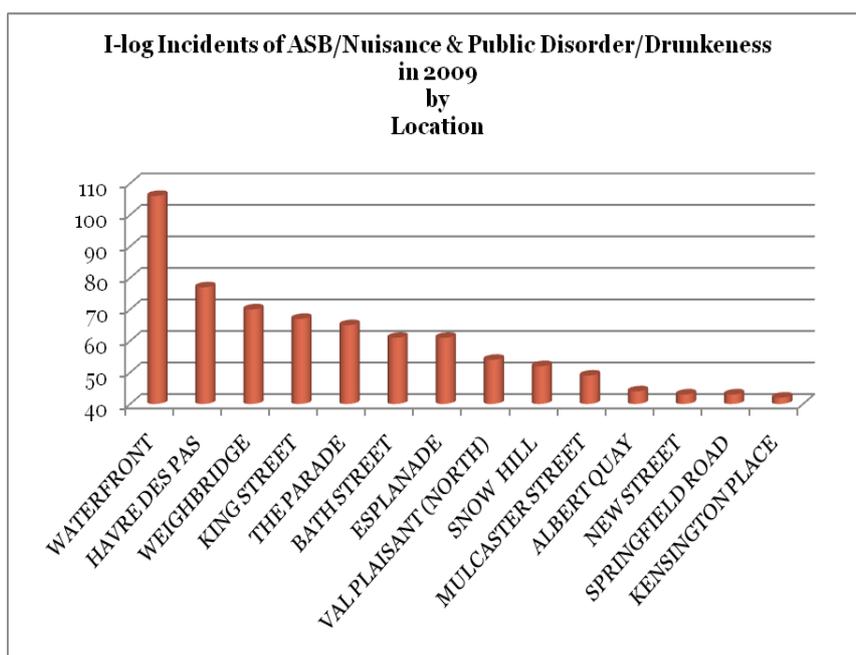


Chart 2. Shows the most prevalent locations for incidents of ASB/Nuisance and Public Disorder/Drunkenness. We have only included locations in which 40+ incidents were reported. As can be seen the worst affected areas would appear to be the Waterfront and Havre des Pas areas with a number of other locations such as the Weighbridge, King Street and The Parade also suffering significant amounts.

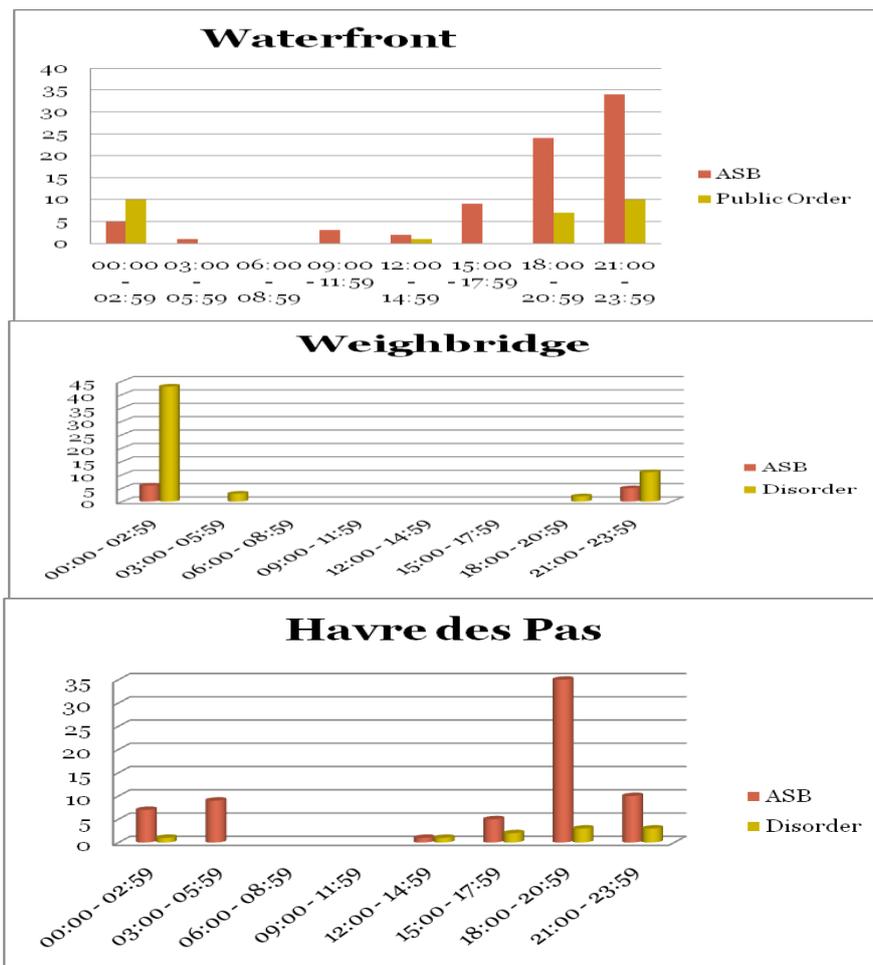
The next chart shows the times that the incidents have occurred in the three most affected areas. The incidents have been broken down into those that were recorded as ‘nuisance/ASB and those that were recorded as Public Order/Drunkenness.

What is interesting to note is that the locations have a different profile as regards type of incident, with the Weighbridge area having far more incidents of Public Order/Drunkenness and the Waterfront and Havre des Pas having more ASB/Nuisance incidents.

It is also interesting to note the different time profiles between the areas. It appears that the ASB/Nuisance incidents are generally associated with early and late evening whilst Public Order/Drunkenness is more likely to occur late at night/early morning.

The differences between these three areas shows just how difficult it will be to address these issues and highlights the need to ensure that interventions are properly tailored to the situation. There is no such thing as one-size fits all when it comes to ASB.

Chart 3.



Findings from the British Crime Survey in 2009 shows that the proportion of people with a high level of perceived ASB has shown a decrease (from 17% to 14%) compared with the 2008/09 BCS which is still significantly higher than the 9% locally. For six of the seven strands that make up the composite ASB measure, there was a fall in the proportion of people perceiving them to be a problem in their local area compared with 2008/09. The largest fall was for people perceiving vandalism or graffiti to be a problem (from 27% in 2008/09 to 23% in 2009/10). ***The 2009 JASS identified 25% of respondents had experienced vandalism in their local neighbourhood.*** Decreases were also observed for the proportion of people perceiving a problem with teenagers hanging around (30% in 2008/09 compared with 27% in 2009/10), rubbish or litter lying around (from 30% to 28%), people being drunk or rowdy (from 26% to 24%). ***Locally 55% of respondents to the JASS survey identified drinking as a problem in their neighbourhood.*** people using or dealing drugs (from 27% to 26%) ***8% in Jersey*** and problems with abandoned or burnt-out cars (from 6% to 5%). The remaining strand, the proportion of people perceiving a problem with noisy neighbours or loud parties, showed no statistically significant change between the 2008/09 and 2009/10 BCS.

Longer-term trend analysis shows that following a fall between 2002/03 and 2003/04 from 21 per cent to 16 per cent, there was a slight increase between 2003/04 and 2006/07 in the proportion of people with a high level of perceived ASB. The current level is the lowest since the measure was introduced in the survey in 2001/02, following falls in the proportion of people with a high level of perceived ASB since 2006/07 (Table 5.10).

Across the individual indicators, the greatest decrease has been in the proportion of people perceiving problems with abandoned or burnt-out cars, which peaked at 25 per cent in 2002/03 and has subsequently fallen each year since, down to five per cent in 2009/10. In previous years the reduction in this one strand was largely responsible for driving falls in the composite measure. However, the reduction in the overall measure of ASB between 2008/09 and 2009/10 reflects falls in the proportion of people perceiving a problem with almost all strands of ASB.

ACTOR PROFILE:

The Actor Profile looks at who's involved; who does it impact upon? and who are the key players?

There is a large body of research on ASB and I have yet to come across a piece which doesn't include a section/chapter specifically relating to ASB and young people/children. Whilst this will come as no great surprise it is interesting to note that this emphasis is not an uncontested terrain.

Some argue that youth are often blamed for activities which reflect more general changes in society. For instance the decline of deference is a general decline. Swearing, public drinking, drug taking and openly sexualised behaviour are more widespread and visible (and tolerated) than in the recent past and therefore cannot be ascribed to youth as such. The argument is that young people copy these behaviours because they are emblems of sophistication, a means of pushing the boundaries.

There are three general narratives when discussing causes of ASB and these will have an impact when considering who's involved.

1. **Social and moral decline:** problems of ASB are seen as symptoms of wider social and cultural change – more specifically, a decline in moral standards and family values and a decline in respect.
2. **Disengagement:** ASB is rooted in the increasing disengagement from wider society of a significant minority of children, young people and adults.
3. **'Kids will be kids':** ASB is seen as a reflection of the age old tendency for young people to get into trouble, challenge boundaries and antagonize their elders.

These narratives raise a number of interesting questions especially when asking who's responsible. For instance if we follow the narrative around social and moral decline then why focus upon the young when they are merely reflecting wider social and cultural changes? If you are more inclined to view the disengagement narrative as causative then should the focus remain on the disengaged or should policy seek to challenge the reasons behind disengagement? Finally if kids are just being kids then does the focus on ASB reflect a new, more intolerant society? What should we address the intolerance or the natural behaviour?

Locally the 2009 JASS survey found:

- When asked about ASB in their neighbourhood young people (aged 18 years or under) are more often reported to have been involved in anti-social behaviour in "Suburban" parishes compared to "Town". In contrast, young adults were more likely to be identified as being involved in anti-social behaviour within the neighbourhood in "Town", compared to "Suburban" parishes. Young people (aged 18 years and

under) are the most frequently involved age-group in anti-social behaviour in all parish neighbourhoods.

- In terms of 'who' was involved in the anti-social behaviour being experienced elsewhere in Jersey, two-thirds (66%) identified young people being involved (aged 18 years or under), half (50%) identified young adults (18 – 25 years) being involved. One fifth (21%) identified adults aged 26 – 55 years being involved.

The Chefs du Police closely associated ASB with children saying *'that anti-social behaviour was cyclical and closely followed the age groups of children in the parish. Parishes that have experienced anti-social behaviour in the past are now reasonably quiet as the main protagonists have matured and found other interests.'*

The Chief Officers tended to take a wider view with only two specifically mentioning children. The majority said young people with a couple mentioning adults.

The Highlands cohort also highlighted that they had witnessed or been a victim of ASB by drunken/angry adults.

As for those impacted upon by ASB older people were highlighted as a group most vulnerable to ASB whilst the Chefs du Police noted that *'The impact that anti-social behaviour has is mainly on local residents. It also has the knock on effect of tying up police resources that could be used elsewhere. The safety of the perpetrators can also be identified as an impact particularly if the young person/adult puts themselves or others at risk.'*

The 2009 JASS survey asked respondents if they would be interested in becoming involved in initiatives to tackle ASB 25% of those who said ASB was a problem in their neighbourhood said they would like to be involved.

As to who the key players are then to a large extent it again depends on your point of view as to the causes and the specific nature of the issue. The chapter on Extent and Nature clearly demonstrates that different locations have different profiles and therefore each should be taken on a case by case basis.

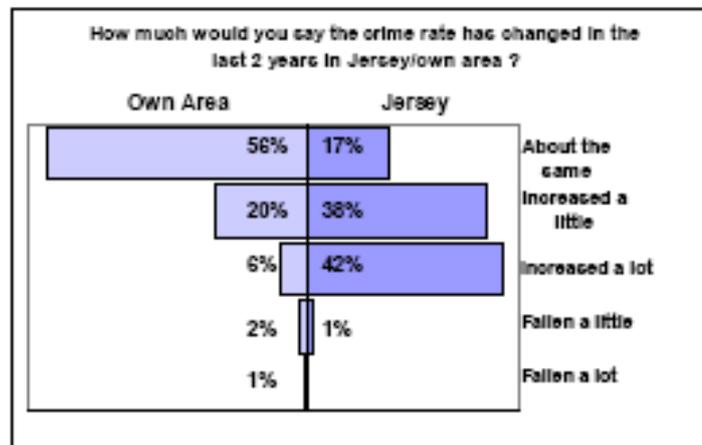
PERCEPTION/FEAR OF CRIME AND ANTI-SOCIAL BEHAVIOUR

The perception/fear of crime is an important consideration when looking to develop actions. People's perception of crime, and this applies to ASB as well, is very difficult to change. However, it is important to recognise that if we are to be able to claim success then we need to be able to show success in such a way that people's perceptions are changed.

In 2004 the Jersey Crime Survey noted:

It appears that there is a large disparity between people's view of rising crime in Jersey and that of their own area. Respondents were over 3 times more likely to say that crime had increased in Jersey (80%) over the past two years than in their own area (26%) over the same period.

Fig 10



We asked respondents to explain their perception of crime rates. 66% of respondents who said they felt the crime rate had increased in Jersey over the past two years identified the media as their main reason for saying this. Comments like *'all you have to do is read the paper'* and *'you only have to listen to the news on the telly'* were commonplace responses. In contrast, only 7% of those who perceived an increase in their own area mentioned the media.

Clearly a significant proportion of the population base their view of crime on Jersey from national and local newspapers, television and radio. Whether or not a person perceives crime rates in Jersey to be rising or falling may appear to be an academic exercise, however, there are practical implications which have the potential to impact on all aspects of social and economic life in our island. For instance 60% of those who said they thought the crime rate in Jersey had risen over the past two years also said they avoid town after dark. 16% of respondents said that there were events or activities they would like to go to but do not because of crime or violence.

The 2007 JASS survey also asked questions on what influenced people's perceptions of crime

People were asked to think about what had influenced the way they felt about how safe town is after dark, and were asked to rate how much each of the following were major or minor influences on the way they felt:

1. Personal experience,
2. Friends' or family's experience, or
3. Local media.

Interestingly, as Table 3.2 shows, those who feel “Very safe” in town after dark are more likely to report that their own personal experiences were a major influence (81%), with fewer (16%) saying the local media was a major influence. In contrast, those who feel “Very unsafe” in town more frequently indicated that the local media had been a major influence than their own personal experience. This was true for two thirds (68%) of those who felt unsafe in town, compared to under half (48%) of the same group for whom personal experience had shaped their opinion.

Similar findings came across in the 2005 JASS, indicating little change in the strength of the different influences on people's attitudes and opinions.

Table 3.2 Have the following been a major influence on your opinion of visiting town after dark? (percent positive responses)

Of those who feel:	Have the following been a major influence on your opinion? Percent of YES responses		
	Personal experience of visiting town after dark	The experience of family and friends	What you have seen or heard in the local media
Very safe	81	56	16
Fairly safe	61	22	20
A bit unsafe	31	21	53
Very unsafe	48	42	68

It is difficult to make direct comparisons with other jurisdictions, however the British Crime Survey does ask a series of questions on perceptions of crime and the findings are not dissimilar to local surveys.

The 2009 British Crime Survey found perceptions of crime levels nationally were influenced by different personal and household characteristics (for example, unlike perceptions of the local crime rate, experience of crime does not impact on perceptions nationally). In particular, area-based characteristics were not as important as for perceptions of the local crime rate. Instead:

- Readers of ‘popular’ newspapers were more likely to think that crime had increased nationally than readers of ‘broadsheets’ (72% and 52% respectively).
- People who were unemployed were less likely to perceive that the national crime rate had gone up compared with those who were employed or economically inactive (53%, 64% and 71% respectively).
- In contrast with perceptions of the local crime rate, perceiving an increase in the national crime rate was more common amongst older people than their younger counterparts; 64 per cent of those aged 16 to 24 thought the national crime rate had increased compared with 75 per cent of those aged 75 or older.

Perception/Fear of crime is considered such a serious issue that it has been identified as a Key Issue and Special Partnership Project and as such will be subject to a full S2R2 review.



RESOURCE PROFILE:

What resources you put into tackling ASB largely depend on what you believe to be the causes of ASB and how those causes are best addressed.

The UK has tended to focus on enforcement options to contain ASB. In recent years UK governments have introduced a plethora of options aimed at ensuring public safety. These include:

- Anti Social Behaviour Orders (ASBO)
- Anti-social Behaviour Contracts (ABCs)
- Legislation providing social landlords with enforcement options
- Legislation to enforce better parenting
- On the spot fines
- Dispersal orders
- Designated public place orders (Alcohol Free Zones)

There is a great deal of debate surrounding the success or otherwise of many of these interventions. In recent years the ASBO has certainly been a central plank of the government's approach to tackling ASB. However we have seen in the past month the new government rejecting ASBOs as ineffective.

In March 2009, the Scottish Government and the Convention of Scottish Local Authorities (COSLA) jointly published their Framework for tackling antisocial behaviour, 'Promoting Positive Outcomes'.

The main findings of the review include the need to:

- place prevention and early and effective intervention at the heart of approaches to tackle antisocial behaviour
- address the causes of antisocial behaviour, such as drink, drugs and deprivation, and not just the symptoms
- promote positive behaviour and the work of role models and mentors as well as punish bad behaviour in an appropriate, proportionate and timely manner
- create more choices and chances for people to succeed, reducing the likelihood of them being involved in antisocial behaviour
- work better together locally to meet the needs of individuals and communities by integrating services

If a more balanced approach to ASB is to be promoted in Jersey then there has to be a greater emphasis on prevention. In the UK there have been a number of initiatives aimed at addressing risk factors.

These can be largely categorised as

- Early intervention and parenting
 - Surestart
 - Dundee Families Project
 - Super Nannies
- Diversionary activities
 - Positive Futures

- Youth clubs
- Youth Inclusion Projects
- Community involvement
 - Reassurance or neighbourhood policing
 - Respect for Nottingham
 - Mediation

Jersey's response to anti-social behaviour has previously been co-ordinated by the Building a Safer Society (BaSS) Community Safety and Substance Misuse Strategy. This strategy brought together many agencies from states departments, voluntary agencies and community groups with the aim of reducing the harm caused by, amongst other things, anti-social behaviour.

This together with research conducted for the Safer St Helier Community Partnership, information from the Police, Housing, the Fire Service, Youth Service and voluntary agencies like Victim support have given us a picture of the resources available in Jersey to address ASB, although it is by no means definitive.

As mentioned previously the resources you put into tackling ASB largely depend on what ASB is deemed to be, what you believe the causes are and how you believe those causes and the resultant behaviour are best addressed.

It is fair to say that Jersey has a fairly well balanced approach to ASB with elements of all three UK categories as well as the traditional enforcement activities, for example:

- Early intervention and parenting
 - Street Based Youth Work
 - The Bridge Family Centre – includes Parenting, Jersey Child Care Trust
 - Grand Vaux centre providing family support and after School projects
 - PMNW and other charities
- Diversionary activities
 - Positive Futures – Community Development Sport in the Community
 - Youth clubs
 - Youth Inclusion Projects
- Community involvement
 - Safer St Helier Community Partnership(SSH)
 - Parish Honorary System – including the Parish Hall Enquiry
 - Citizen's Advice Bureau (CAB)
- Enforcement
 - Housing Compliance department
 - SOJP
 - Environmental Health Officers

In addition there are laws that can be brought to bear to tackle unacceptable behaviour for example, Statutory Nuisance (Jersey) Law, 1999, Crime (Disorderly Conduct and Harassment) (Jersey) Law 2008 or Policing of Roads, Parks and Sea Beaches (Application of Fines) (Jersey) Law 1957, and there are laws for protection of child victims for example, Children (Jersey) Law 2002.

There are also States' policies and strategies; for example, parenting strategy, Criminal Justice Policy and the up-coming Children and Young people's plan.

Jersey has tended to take a long term approach so many of the initiatives are not overtly designed for addressing ASB. For example, the Street based Youth Work, youth clubs and parenting initiatives have aims and objectives which do not necessarily incorporate tackling ASB, they are a part of the wider provision for addressing risk factors and improving overall quality of life that are part of the aims of the Education Department. Whilst this may mean that many of those projects will not measure their success according to criteria for addressing ASB and will not necessarily incorporate this in their action plans, it is well recognised that improving resilience to risk factors will help to address the causes of ASB.

This point can also be applied to many of the voluntary agencies. Early interventions like JCCT, NSPCC, Prince' Trust and Brighter Futures do not have the reduction of ASB as part of their aims yet there is not doubt that the end result of much of their work at improving family life and the lives of children address some of the key risk factors for ASB.

The Fire Service provides a juvenile fire setters programme (although it could be argued that arson is a crime rather than ASB) as well as organising community safety weeks for young people. They take part in the PMNW programme together with SOJP, Prison Officers, Ambulance Service and nurses, one of the aims of which is give young people information to enable them to make informed choices regarding crime and ASB.

Some behaviour that is deemed ASB is contextual like noise, barking dogs and drunkenness and there are agencies like Health Protection who supply advice on their website for reducing noise, Environmental Health Officers who can be asked to deal with noise, smells, poor animal management, rubbish etc. and TTS who provide a service for cleaning graffiti. CAB also provides advice for people with ASB issues and SSH has run initiatives like the Q-Safe taxi marshals which are specifically designed to make St Helier safer and address ASB.

Many businesses provide opportunities for their staff to take part in projects which address issues like litter by taking groups to areas like beaches, or encouraging fund raising for local charities like the Bridge or supporting charities like the Princes' Trust.

One of the key priorities in the SOJP policing plan is tackling ASB. The Policing Plan for 2010 states anti-social behaviour can have a greater impact on day-to-day life because the problems tend to be far more visible and can take many different forms. Whilst the behaviours concerned do not always amount to criminal acts, regular exposure to problems such as noisy and aggressive neighbours or speeding motorists can have a profound impact on people's feelings of safety and quality of life.

The plan sets out the States of Jersey response to ASB.

Tackling antisocial behaviour effectively invariably requires intervention by a range of different agencies. In 2010,

States of Jersey Police will

- *Promote and support the development of the cross-departmental strategy and delivery plan necessary in order for the Police, partners and the community to work together to solve antisocial behaviour problems in Jersey*

- *Develop our capacity and capability to gather intelligence at a neighbourhood level and profile community problems.*
- *Deliver policing services based around local police officers who are visible, accessible, skilled, knowledgeable and known to the community*
- *Provide a mechanism to make choices about policing priorities when working in a resourcelimited environment and to manage public expectation.*
- *Establish multi-agency coordination and cooperation so appropriate action is taken to provide sustainable solutions and ensure policing interventions are integrated with other services.*

It is clear that any strategy aimed at tackling ASB will need to address a number of issues relating to the St Helier Night Time Economy (NTE). It will be important that any actions are co-ordinated with the Special Partnership Project focussing specifically on the NTE and take account of other groups such as the work of the Parish of St Helier Policing Group, the Licensing Review Group and the Safer St Helier Community Partnership.

Key issues in addressing ASB:

1. Individual projects and many early interventions do not necessarily recognise the importance they play in tackling ASB. This may mean that their solution to any given issue arising does not necessarily include other agencies who are more overtly concerned with it. Whilst it is an important strategic aim, many of those projects will not measure their success according to such criteria and will therefore not necessarily incorporate this in their action plans. Without this commitment it becomes an unintended, unmeasured outcome if they happen to address ASB alongside their other aims.
2. Young victims of crime do not have access to support. Victim Support Jersey do not provide a service for young victims nor do they provide a witness service for young people – although they do support them through their parents in court. The Youth Enquiry Service (YES) will provide help or counselling but they are not designed to help through the criminal justice process.
3. Alcohol and Drug Service do not have early interventions designed for young people who come in to the hospital for example brief interventions.
4. Flexible Working for parents/carers strategy – whilst recognising that parents are a key risk and preventative influence in a young person's life, there are no policies for allowing parents to work flexibly whilst being encouraged to go back to work as soon as possible
5. Young people leaving Care are still being received in the shelter in Jersey when they have no where else to go. This has been recognised as unacceptable and will hopefully be addressed through the CYPP.
6. Provision for those children on short term exclusions from school. Recent research in the UK has recognised that short term exclusions are often counter productive as they prevent a child from attending school but do not give time to provide alternative education of prevent them from being unsupervised during school hours.
7. Support for children with drug and alcohol problems
8. Support for teenage mothers to access education

9. Lack of an overall strategy for the night-time economy and an effective way of addressing over drinking by both adults and children.
 10. Lack of a co-ordinated approach to ASB means that the SOJP bear the brunt of the expectation for tackling it. There is a need for a co-ordinated response.
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RESPONSE

Having completed, as far as possible, the Search phase of S2R2 the next stage will be to develop an action plan. In order to achieve that we first need to set up the ASB Intervention Group.

It is important to note that it is unlikely that there will be any extra resources available for the implementation of any action plans and best use will need to be made of existing assets. Therefore, it is crucial that officers are given the time and support from their relevant Departments to achieve success.

Ultimately success will depend how well we are able to protect the public and keep our community safe and in particular how the ASB Strategy can feed into the two Key principles of;

- 1. Working together to ensure the public and vulnerable people are protected and that crime levels, anti-social behaviour, vulnerability and harm are reduced*
- 2. Investing in early preventative interventions to address anti-social behaviour in young people*

ASB FRAMEWORK

The main aim of this Framework is to build on previous success by organisations working together more effectively to resolve ASB at an early stage when it does occur. The aim is to be smarter in how we tackle ASB, by addressing the causes and not just the symptoms, by focusing on prevention rather than just enforcement and policing.

This Framework is about promoting positive outcomes - through prevention, integration, engagement and communication. The ASB Framework will:

- focus on tackling the symptoms of the problem, we should be focusing on addressing the causes of the problem through preventative work;
- will encourage us to work together better to achieve shared outcomes;
- will ensure that we engage and support communities in a meaningful way in the development of local strategies and keeping them informed of progress; and
- will ensure that we communicate better as partners to ensure positive, coordinated and evidence-based messages are shared with the public.

This Framework provides the springboard for co-ordinated action to prevent and address ASB in Jersey. To deliver this framework requires a collective commitment from key States services. We recommend the establishment of a ASB Intervention Group of experienced officers. The aim of this group will be to implement the four positive outcomes of better **prevention**, closer **integration**, enhanced **engagement** and improved **communication** to reduce and address antisocial behaviour (ASB) in Jersey.

The groups remit will be two-fold:

Firstly, the Intervention Group will be responsible for developing medium/long term interventions aimed at reducing the future likelihood of ASB. These will be underpinned by the principles of early intervention, diversion and education.

Secondly, the intervention group will act as an immediate response to issues of anti-social behaviour which can be raised by other members of the group or by outside agencies.

In order to achieve this, the group needs to be small enough to be re-active but contain sufficient experience to analyse and understand complex issues.

The proposed membership of the Group is:

Housing

Youth Service

Education, Sport and Culture

Police

HA

Health Promotion

Alcohol and Drug Service

Honorary Police

The group will need to develop terms of reference.

The group will need to develop information sharing protocols.

The group will need to develop a communication strategy.

Each member of the group will have a specific role description.

The group will develop an action plan for addressing the gaps identified in this report and other ASB issues as they arise using the S2R2 process.

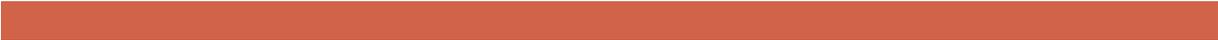
It will provide regular update on progress of the action plan to the SP7 Steering Group.

Implement measures to measure the success of the action plans in terms of whether there is a reduction in antisocial behaviour and an increase in quality of life.

Virtual Meetings:

In order to cut down on the amount of time spent in meetings we are proposing to utilise currently available IS technology to enable 'virtual meetings'. This would necessitate developing a protected shared area allowing members to access/import/export documents, articles etc. Members would also be able to raise concerns either through a blog or by using reporting templates. It is envisaged that if a member raised an issue then members could discuss implications and response through the shared area. If necessary an online meeting could be arranged which members could participate from their own desktops. This would ensure that if a formal meeting was necessary, all participants were aware of the issues and

those without a role in each particular instance could decide whether or not to attend.
Nobody who didn't need to be there would be.



NEXT STEPS:

- **Framework sign off:** The above framework needs to be signed off by the Steering Group.
- **Establish intervention group:** Establish Group in January 2011
- **Develop action plan:** Develop Draft Action Plan by March 2011
- **Review:** Develop and initiate monitoring and review process by June 2011