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MINISTERIAL COMMITTEE ON ANTI-SOCIAL
BEHAVIOUR

ASB(05)

MINUTES 1ST-5th

MEMORANDA 1-6

CAB 134/6719

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ASB(05)

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

MINUTES

NO.OF MEETING	DATE OF MEETING	PAPERS CONSIDERED	SUBJECTS DISCUSSED
1 st	30.06.05	2 - 4	1 - SETTING THE SCENE: UNDERSTANDING ANTI-SOCIAL BEHAVIOUR AND RESPECT 2 - POLICY LANDSCAPE: IMMEDIATE AND LONGER-TERM PROPOSALS FOR TACKLING ANTI-SOCIAL BEHAVIOUR AND BUILDING RESPECT
2 nd	15.11.05	-----	MEETING CANCELLED
3 rd	19.11.05	-----	MEETING CANCELLED
4 th	19.12.05	5	1 - RESPECT ACTION PLAN
5 th	20.12.05	5	1 - RESPECT ACTION PLAN 2 - COMMUNICATIONS

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

MEMORANDA

SERIAL NO.	DATE	BRIEF DESCRIPTION
1	21.06.05	COMPOSITION AND TERMS OF REFERENCE
2	28.06.05	UNDERSTANDING THE PROBLEM
3	30.06.05	POLICY PROPOSALS TO DEAL WITH THE PROBLEM
4	28.06.05	DELIVERING ON 'RESPECT' AND ANTI-SOCIAL BEHAVIOUR
5	16.12.05	RESPECT ACTION PLAN
6	20.12.05	RESPECT ACTION PLAN

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ASB(05)1st Meeting

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

MINUTES of a Meeting held in Conference Room A, Cabinet Office on
THURSDAY 30 JUNE 2005 at 11.45am

PRESENT

The Rt Hon Tony Blair MP
Prime Minister
(In the Chair)

The Rt Hon Tessa Jowell MP
Secretary of State for Culture, Media &
Sport

The Rt Hon Charles Clarke MP
Secretary of State for the Home
Department

The Rt Hon The Lord Falconer of Thoroton
QC
Secretary of State for Constitutional Affairs

The Rt Hon Desmond Browne MP
Chief Secretary to the Treasury

The Rt Hon David Miliband MP
Minister for Communities and Local
Government

The Rt Hon The Lord Goldsmith of
Allerton
Attorney General

The Rt Hon Hazel Blears MP
Minister of State
Home Office

The Rt Hon Jacqui Smith MP
Minister of State
Department for Education & Skills

The Rt Hon Beverley Hughes MP
Minister of State
Department for Education & Skills

James Plaskitt MP
Parliamentary Under Secretary of State
Department for Work and Pensions

Caroline Flint MP
Parliamentary Under Secretary of State
Department of Health

Mr B Page
MORI

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Ms L Casey
Home Office

Mr D Halpern
Cabinet Office

SECRETARIAT

Sir Andrew Turnbull
Robin Felgett
Alex Martin

CONTENTS

ITEM	SUBJECT	PAGE NO
1.	SETTING THE SCENE: UNDERSTANDING ANTI-SOCIAL BEHAVIOUR AND RESPECT	3
2.	POLICY LANDSCAPE: IMMEDIATE AND LONGER-TERM PROPOSALS FOR TACKLING ANTI-SOCIAL BEHAVIOUR AND BUILDING RESPECT	4

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ITEM ONE - SETTING THE SCENE: UNDERSTANDING ANTI-SOCIAL BEHAVIOUR AND RESPECT

The Committee noted two papers (ASB(05)2 and ASB(05)3) summarising the definition and drivers of anti-social behaviour, its prevalence and trends, and the scope of the new respect agenda.

The MINISTER OF STATE, Home Office, gave a presentation (attached), setting out the approach taken by Government in tackling anti-social behaviour and the reasons for its success. The TOGETHER campaign had targeted action in Trailblazer areas to make a visible difference to communities; interventions were tailored according to the seriousness of the behaviour and response to earlier sanctions; local practitioners were given the skills and confidence to use the new powers available to them; and success was communicated using accessible language and role models from the community. As a result, there had been a fall in the public's perceptions and experience of anti-social behaviour. Concluding, the Minister of State for Policing, Security and Community Safety drew attention to five policy proposals for consideration under item two.

BEN PAGE, Director of MORI Social Research Institute, gave a presentation on public attitudes to anti-social behaviour and respect, emphasising that the physical appearance of a place, low levels of crime and a sense of community go hand in hand in the public mind. The public want action, and think better parenting, more police and school discipline would do most to reduce crime. The problems are worst in the poorest communities. Action must be backed up by communication to have the most impact.

Introducing the third paper, ASB(05)4, LOUISE CASEY, Director of the Anti-Social Behaviour Unit, Home Office, recommended the Committee agree to focused action

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To tackle the most serious disrespectful activity, which often occurred in the most deprived areas. Evidence of success would support wider cultural transformation and reinforce the Government's messages on social justice and civil renewal.

ITEM TWO - POLICY LANDSCAPE: IMMEDIATE AND LONGER-TERM PROPOSALS FOR TACKLING ANTI-SOCIAL BEHAVIOUR AND RESPECT

The Committee considered the appendix to paper ASB(05)4, which contained policy proposals for tackling the following problems: anti-social and disrespectful behaviour in communities; the disorder and violence associated with binge drinking; poor parenting and problem families; unauthorised school absence and truancing; anti-social behaviour in deprived areas; and abuse of public sector workers.

Communities drive

Introducing the paper, the MINISTER OF STATE, Home Office, proposed Government take a community-based approach to tackle disrespectful behaviour, which could be launched on the anniversary of the TOGETHER campaign. The aim would be to create contracts with local public service providers, driven by local people, which set standards for tackling disruptive and nuisance behaviour. In particular, there was a need for providers, such as education, health and housing, to operate out of hours, when a significant proportion of anti-social behaviour takes place. Levers and sanctions were needed at local level, as well as ensuring local agencies deliver complementary services. Government was in the process of negotiating new delivery contracts with Local Authorities; measures to tackle anti-social behaviour and promote respect should be built into these.

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Summing up, the PRIME MINISTER concluded that the Committee:

- i) Asked the Director of the Anti-Social Behaviour Unit, with officials in ODPM, to work up and facilitate delivery of a package of measures to build respect in priority communities as soon as possible. The measures should include an 'out of hours' plan and draw on existing best practice (e.g. in Manchester). The Minister of State, Home Office, should report on progress to subsequent meetings of the Committee.
- ii) Asked the Minister for Communities and Local Government to ensure that new Local Authority delivery contracts contained measures around building respect.

Binge Drinking

The PRIME MINISTER invited the Committee to consider how to eradicate violence and low-level disorder associated with binge drinking, both in city centres and on public transport. The following points were made during the discussion:

- a) Government should send strong signals that any kind of alcohol-fuelled disorder is not tolerated. There should be sanctions for individuals, employers and licensees, supported by clear public health messages about the dangers of binge-drinking;
- b) Drinking establishments should be closed if they do not take action to tackle problems of binge drinking in their localities and responsible establishments should be rewarded;
- c) The police and local authorities have sufficient powers to address alcohol-related crime and anti-social behaviour, particularly when those in the Licensing Act 2004 come into force in November. Local agencies need to be encouraged to use all their powers to make an impact in particular problem areas;
- d) Government should promote respect for the criminal justice system, and

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reinforce the message that violence and disorder associated with binge-drinking will be punished. Those apprehended for alcohol-related misdemeanour should be tracked through the criminal justice system, and the performance of local police, prosecutors and courts publicised.

Summing up, the PRIME MINISTER concluded that the Committee would like:

- iii) The Minister of State, Home Office, to work with the Secretary of State for Culture, to put together an action plan, for agreement at the next in September, to stamp out disorder and violence caused by binge drinking. should focus on five or six carefully selected problem areas. The should include mechanisms for tracking 'binge drinking' the system and evaluating the effectiveness of a targeted approach.
- iv) The Minister of State, Home Office, in consultation with the Secretary of State for Transport, to report back to the Committee on the scale of the problem of binge-drinking and anti-social behaviour on public transport, including respect for transport workers, and action to tackle this.

Problem Families

The MINISTER OF STATE FOR CHILDREN, Department for Education and Skills, explained that the role of parents and the behaviour of families had a direct impact on respect and trust within communities. Current interventions were effective, but were only triggered when a family was in crisis, and there was scope to intervene earlier. The following points were made in discussion:

- e) Most impact would be made by focusing action on problem families, at an early stage before problems had escalated, and by paying attention to early triggers;
- f) Families in need of help were easy to identify, but no single agency took

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responsibility at local level and agencies often failed to share information;

- a) There should be sanctions if families refuse to accept the help made available to them;
- n) The Anti-Social Behaviour Unit had already had success in using a focused approach to tackle problem families in Trailblazer areas.

Summing up, the PRIME MINISTER said the Committee agreed that:

- v) The Minister of State for Children, Department for Education and Skills, in consultation with the Anti-Social Behaviour Unit, should co-ordinate a paper for the next Committee which set out: an analysis of the number and types of families who targeted, a methodology for identifying trigger points for early and to ensure accountability at local level and sanction es wh respond.

Schools and Young People

The MINISTER OF STATE FOR for Education and Skills, summarised the work the department was school discipline and tackle truancy and unauthorised absence. it was proposed that more should be done to send a signal that be accountable for a child's whereabouts, at school, at Pupil Referral Units (if permanently excluded) or at home (if temporarily excluded). This could be achieved through more regular checks on attendance by school staff, the timely issuing of fixed penalty notices and parenting orders and fast track prosecutions. Head Teachers must be engaged in supporting this agenda, but schools should not be relied upon alone to deliver changes in behaviour.

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Summing up, the PRIME MINISTER concluded that the Committee:

- vi) Agreeed the Minister of State for Schools, Department for Education and Skills, should work up, in time for the next meeting in September, concrete proposals, including legislation, if necessary, to send a strong signal to parents that they must take responsibility for the whereabouts of their children, with clear sanctions if they fail to do so.

Neighbourhood renewal

The MINISTER FOR COMMUNITIES AND LOCAL GOVERNMENT, Office of the Deputy Prime Minister, explained the work underway in the New Deal for Communities to promote respect and community safety. The Committee noted that the physical appearance of neighbourhoods and the safety of the communities went hand in hand, but recognised that the public are particularly concerned about law and order. The key to delivering safer communities was firstly, to ensure people had the necessary powers to tackle crime and anti-social behaviour, and that these powers were enforced, and secondly, to provide a visible, uniformed police presence in local neighbourhoods.

Summing up, the PRIME MINISTER invited the Minister for Communities and Local Government to consider how neighbourhood renewal and regeneration funding could best support action to tackle anti-social behaviour and disrespect in communities, and report back to the Committee at the next meeting.

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Conclusions

Concluding, the PRIME MINISTER said that the respect campaign would be taken forward by an Anti-social Behaviour and Respect Unit, led by Louise Casey, and overseen by a Ministerial Steering Group, chaired by the Minister of State for Policing, Security and Community Safety, Home Office. Departments were asked to work closely with the Unit and to support the work of the Ministerial Steering Group. Departments were also invited to nominate practitioners who might usefully join the steering group.

In the Chair for the remainder of the meeting, the Home Secretary concluded that the Committee had agreed the following additional action points:

- vii) The Parliamentary Under Secretary of State, Department of Health should, in collaboration with other departments, with an interest, work up proposals for the next meeting for promoting respect for and amongst public sector workers in the NHS;
- viii) The Home Secretary, Lord Chancellor and Attorney General should consider what more could be done to improve respect for the criminal justice system and law enforcement.

Cabinet Office
4 July 2005

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ASB(05)2nd Meeting

COPY NO 1

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

CANCELLATION NOTICE

The Meeting on **TUESDAY 15 NOVEMBER 2005 at 9.30am** in the Cabinet Room,
Downing Street has now been **CANCELLED**.

SIGNED **SIR GUS O'DONNELL**
 MR P BRITTON
 MR R FELLGETT
 MS G EDWARDS

Cabinet Office

28 September 2005

[Contact Telephone No. for queries: 020 7276 0091]

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ASB(05)Meetings

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

*CANCELLATION NOTICE
&
**MEETING NOTICE

The Meeting on ***MONDAY 19 DECEMBER 2005 at 12.00pm** in the Cabinet Room, Downing Street is **CANCELLED**.

A further Meeting has been arranged as follows:

****TUESDAY 20 DECEMBER 2005 at 3.00pm** in the Cabinet Room, Downing Street

An Agenda Notice will be circulated later.

SIGNED SIR GUS O'DONNELL
MR P BRITTON
MR R FELLGETT

Cabinet Office

18 November 2005

* Meeting is CANCELLED

** New Meeting

[Contact Telephone No. for queries: 020 7276 0091]

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ASB(05)4th Meeting

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

MINUTES of a Meeting held in the Admiralty Boardroom, 26 Whitehall on
MONDAY 19 DECEMBER 2005 at 12.00pm

PRESENT

The Rt Hon John Prescott MP
Deputy Prime Minister and First Secretary of State
(In the Chair)

The Rt Hon Geoff Hoon MP
Leader of the House of Commons and
Lord Privy Seal

The Rt Hon Hilary Armstrong MP
Parliamentary Secretary, Treasury and
Chief Whip

The Rt Hon Desmond Browne MP
Chief Secretary to the Treasury

The Rt Hon The Lord Goldsmith of
Allerton QC
Attorney General

The Rt Hon Harriet Harman MP QC
Minister of State
Department for Constitutional Affairs

The Rt Hon Margaret Hodge MBE MP
Minister for Work

The Rt Hon Tessa Jowell MP
Secretary of State for Culture, Media &
Sport

The Rt Hon Charles Clarke MP
Secretary of State for the Home
Department

The Rt Hon David Miliband MP
Minister for Communities and Local
Government

The Rt Hon Hazel Blears MP
Minister of State
Home Office

The Rt Hon Beverley Hughes MP
Minister of State
Department for Education & Skills

Caroline Flint MP
Parliamentary Under Secretary of State
Department of Health

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Mr L Casey
Home Office

Mr J Montgomery
Office of the Deputy Prime Minister

Mr K Brett
Prime Minister's Office

SECRETARIAT

David Lamberti
James Crawforth

SUBJECT

RESPECT ACTION PLAN

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RESPECT ACTION PLAN

The DEPUTY PRIME MINISTER thanked colleagues (and in particular the MINISTER OF STATE, Home Office, and the MINISTER FOR COMMUNITIES AND LOCAL GOVERNMENT, Office of the Deputy Prime Minister) for their work since the meeting he had chaired on 8 December. Respect was one of the Government's top priorities and the Prime Minister would want a strong and specific set of proposals in the Action Plan, which would be announced on 10 January. The purpose of today's meeting was to agree the proposals to be presented to the meeting of ASB Committee to be chaired by the Prime Minister the following day.

Introducing the draft Respect Action Plan, [ASB(05)5], the MINISTER OF STATE, Home Office, said that good progress had been made, for example in developing proposals on sport and on regeneration. However, the Action Plan needed to be more specific in some areas. It also required a stronger overall narrative to explain the rationale for the proposals, emphasising the need for both rapid action and also a broader re-engineering of programmes to reflect Respect priorities. Anti-social behaviour affected those in disadvantaged areas in particular, and this should be a key theme in the Action Plan. It also needed to be clear that both adults and young people were responsible for committing anti-social behaviour.

The DEPUTY PRIME MINISTER said the Committee should consider a number of areas where policy agreement had not yet been reached, or where more detail was required in the Plan.

Problem Families

The MINISTER OF STATE, Home Office, said that good progress had been made in agreeing funding for the intensive Family Support projects, which would be rolled out

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in 50 areas initially. Departments had also agreed to develop a cross-Departmental strategy on problem families, which would focus on joining up the response. It was important that programmes focused on dealing effectively with the small minority of families that exhibited a disproportionate amount of anti-social behaviour. In discussion the following points were made:

- a) No family should be seen as being 'too difficult' to handle. Named workers needed to be responsible for managing the relationship with a family and ensuring a coherent multi-agency response to their problems.
- b) Whilst Departments faced resource constraints, the key was to prioritise existing funding and to focus on dealing swiftly and effectively with the most problematic families. This would result in savings across Departments, as the business case for the Action Plan demonstrated.
- c) DWP Ministers had agreed to the principle of fast-tracking individuals from problem families through Job Centre Plus and Pathways to Work schemes. In addition, DH Ministers had agreed that the wider family impact should be considered when making assessments, for example in relation to mental health. The Action Plan also needed to say more about the importance of health services responding coherently to problem families. All these points should be reflected in the text.
- d) Family breakdown could be a contributory factor in causing anti-social behaviour. The Action Plan should acknowledge this. Evidence suggested that many of those committing ASB were from lone mother families, and the lack of positive male role models was a common problem. The Action Plan needed to emphasise parents' responsibilities, and to provide sanctions such as parenting orders where these responsibilities were not fulfilled.

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Summing up this part of the discussion the DEPUTY PRIME MINISTER said that the Committee agreed that the Action Plan needed to demonstrate a sharp focus on tackling problem families. Proposals should ensure that problem families were prioritised, that services responded to their needs in a joined up way, and that responsibility for managing the relationship with the family was clear. He said that the Committee agreed that:

- i) DWP should provide stronger text to include in the Action Plan to signal the importance of fast tracking problem families through Job Centre Plus and Pathways to Work schemes, and placing a single officer in charge of the relationship with the family.
- ii) The Action Plan should incorporate proposals to move toward family assessments in the health service, taking into account the wider impact of health problems on the family, and emphasising the importance of the health service responding to the needs of problem families in a coherent way.

Youth offer

The SECRETARY OF STATE, Department for Culture, Media and Sport, reported that the 'youth offer' in the Action Plan was now much stronger. A range of programmes were already in place to provide sporting and cultural activities for young people. Now the focus should be on engaging the hardest to reach groups, which included many of the individuals responsible for high levels of ASB. Programmes had to be high quality if they were to have the desired effect.

DCMS offered a number of additional commitments for inclusion in the Action Plan

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- all Regional Bodies (covering both sports and the arts) to have a specific focus on Respect principles and to prioritise young and disadvantaged individuals;
- the £100m Big Lottery Youth Fund to involve young people in the design of all its projects;
- a £1m offer over 3 years for a Sports Champions mentoring project, including a requirement in the contracts of top athletes for them to commit 5 days a year to mentoring young people. A similar scheme with top figures in the creative industries would also be considered.

The following points were made in discussion:

- g. It was essential that the youth offer did not simply duplicate the activities already available to those who choose to take them up. Programmes needed to reach out to disadvantaged groups and those from problem families.
- h. Young people needed to be involved in the design of programmes, and given the opportunity to demonstrate leadership. They also needed to be supported by a high quality network of youth workers. Youth clubs and the voluntary sector could play an important role, but it had become increasingly difficult to recruit volunteers in recent years. This needed to be looked at.
- i. There were significant health benefits to be gained from promoting sporting activities, and these should be highlighted in the Action Plan.

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- j. The narrative in the Action Plan needed to demonstrate a clearer link between the problems and the solutions being put forward. It should be as specific and targeted as possible.

Summing up this part of the discussion the DEPUTY PRIME MINISTER said the Committee agreed that:

- i) The Action Plan should be amended to incorporate the proposals outlined by the SECRETARY OF STATE, Department for Culture, Media and Sport, and to present a clearer and more specific narrative. The proposals should focus specifically on the hardest to reach groups, should reflect the importance of involving young people in the design of programmes, and should note the health benefits associated with these activities.

Strengthening Communities

The MINISTER OF STATE, Home Office, had been working with the MINISTER FOR COMMUNITIES AND LOCAL GOVERNMENT, Office of the Deputy Prime Minister, to develop the proposals in this section of the plan. Agreement had been reached on the need to build respect priorities into regeneration programmes, to develop a behaviour protocol for inclusion in housing Pathfinder projects, and to promote Neighbourhood Charters. Agreements between local communities and service providers could be a powerful tool, and their implementation needed to be thought out in detail. The following points were made in discussion:

- k. The 'Strengthening Communities' proposals in the Plan were critical to ensuring that respect priorities are mainstreamed into government activity.

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The proposals needed to bring about a long term cultural shift if they were to be effective.

- i. Whilst certain areas would require a particularly intense focus, it was important to develop proposals that could be rolled out nationally (for example: the inclusion of a 'respect outcome' in Local Area Agreements). All communities were entitled to protection against ASB, and the respect agenda should be reflected in every neighbourhood scheme.

- m. This section of the plan needed to be drafted more clearly and with less jargon.

Summing up this part of the discussion the DEPUTY PRIME MINISTER said that the Committee agreed that:

- i) The Strengthening Communities proposals should be designed for implementation across the country but focusing more intensively on areas where the problems were greatest.
- ii) Officials should re-draft this section so that it reads more clearly.

DWP and DH contribution

The MINISTER OF STATE, Home Office, had held constructive discussions with DWP and DH Ministers. A number of proposals had emerged, including a DWP proposal that pre-eviction housing benefit sanctions should be considered, possibly following the driving licence points model. The following points were made in discussion:

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- n. Proposals for pre-eviction housing benefit sanctions would require careful thought as there was doubt about the evidence base for this approach, and in some circumstances such sanctions might compound matters. There might also be ECHR considerations.
- o. It would be important to ensure that any sanction remained within the boundaries of the civil rather than criminal jurisdiction, as this was consistent with the Government's overall approach to ASB.
- p. The existing system of giving tenants warning and then evicting if there was a further breach was simple and visible to communities. Fixed penalty notice charges could already be separated from benefits.
- q. It might be possible to examine conditionality where ASBOs or Parenting Orders include requirements relating to employability.
- r. There might be merit in making it clear that teenage parents, like other benefit claimants, should either be in work or in training. However the wider impact of this on the family would need to be considered.
- s. Ministers should explore the full range of sanctions, so that decisions could be taken about which sanctions to consult on.

Summing up this part of the discussion, the DEPUTY PRIME MINISTER said that the Committee:

- i) noted the concerns expressed in relation to pre-eviction sanctions

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- ii) agreed that the issue of benefit sanctions would need to be considered by the meeting of ASB Committee to be chaired by the Prime Minister the following day.

Funding and Delivery

The DEPUTY PRIME MINISTER highlighted the importance of ensuring that the proposals in the Action Plan could be properly funded and delivered. The proposals should not place unfunded additional burdens on local authorities. It was primarily a question of re-focusing existing programmes to reflect priorities on the respect agenda. The Respect Taskforce would need to work with the Better Regulation Executive to ensure that the proposals were implemented in a way that did not result in unnecessary burdens.

The CHIEF SECRETARY noted that the Action Plan needed to be affordable within existing baselines, and that expectations should be managed accordingly. Robust costings were required.

The Committee took note.

Presentation

In a short discussion about the presentation of the Action Plan, the following points were made:

- t. The Action Plan needed to contain a stronger analysis of the problems and how the proposals would address them.

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u. It should be made clear that ASB was committed by adults as well as by young people. The Action Plan needed to adopt a balanced tone in this respect.

v. The Action Plan would be launched on 10 January. It would be important for Ministers to be available for media interviews on that day, so that they could highlight what respect meant for their Departments. The Respect Taskforce had spoken to private offices, and key Ministers would be available.

The Committee took note.

Other policy issues

The MINISTER OF STATE, Home Office, said that she wanted to propose a new offence for individuals who obstructed ambulance workers in the course of their duties. This would mirror similar offences already existing to protect the police and fire service. The Manifesto commitment to ensure tougher sentences for those guilty of attacking public sector workers would be delivered by working with the Sentencing Guidelines Council.

The DEPUTY PRIME MINISTER said that during a recent visit he had been very impressed with the Community Justice Centre in Liverpool. The CJC put the community at the heart of the justice system and was a model that could be employed more widely.

The ATTORNEY GENERAL and CHIEF SECRETARY both indicated that they would consider the proposals relating to the justice system (particularly in relation to conditional cautioning and penalty notices) and would provide comments outside of the meeting.

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Summing up, the DEPUTY PRIME MINISTER said that the Committee:

- i) was content with the proposal for protecting public sector workers;
- ii) took note that the ATTORNEY GENERAL and CHIEF SECRETARY would provide further comments on the proposals relating to the justice system.

Conclusions

Concluding, the DEPUTY PRIME MINISTER said that he was grateful for colleagues' contributions. Departments should follow up the actions agreed during the afternoon. The proposals would then be considered by the meeting of ASB Committee to be chaired by the Prime Minister the following day.

**Cabinet Office
20 December 2005**

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ASB(05)5th Meeting

COPY NO 1

CABINET

MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

MINUTES of a Meeting held in the Cabinet Room, Downing Street on
TUESDAY 20 DECEMBER 2005 at 3.00pm

PRESENT

The Rt Hon Tony Blair MP
Prime Minister
(In the Chair)

The Rt Hon Geoff Hoon MP
Leader of the House of Commons and
Lord Privy Seal

The Rt Hon Hilary Armstrong MP
Parliamentary Secretary, Treasury and
Chief Whip

The Rt Hon Ruth Kelly MP
Secretary of State for Education & Skills

The Rt Hon Desmond Browne MP
Chief Secretary to the Treasury

The Rt Hon The Lord Goldsmith of
Allerton QC
Attorney General

The Rt Hon Hazel Blears MP
Minister of State
Home Office

The Rt Hon Tessa Jowell MP
Secretary of State for Culture, Media &
Sport

The Rt Hon Charles Clarke MP
Secretary of State for the Home
Department

The Rt Hon John Hutton MP
Chancellor of the Duchy of Lancaster

The Rt Hon David Miliband MP
Minister for Communities and Local
Government

Rosie Winterton MP
Minister of State
Department of Health

The Rt Hon Harriet Harman MP QC
Minister of State
Department for Constitutional Affairs

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The Rt Hon Beverley Hughes MP
Minister of State
Department for Education & Skills

Ms L Casey
Home Office

Minister

Mr H James
Cabinet Office

Minister
Office

Ms D Bourke
Cabinet Office

SECRETARIAT

Robin Fellgett
David Lamberti
James Crawforth

CONTENTS

ITEM

SUBJECT

PAGE NO

1. RESPECT ACTION PLAN

3

2. COMMUNICATIONS

10

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ITEM ONE – RESPECT ACTION PLAN

Introducing the proposed Respect Action Plan ASB(05)5, the MINISTER OF STATE, Home Office, gave a short presentation. Respect was a concept that the public understood intuitively. It affected those in the most deprived communities in particular. The Action Plan was not about a return to deference, but about sustaining, broadening and deepening the successful work the Government had already undertaken on anti-social behaviour. The plan was both a catalyst for rapid action and a blueprint for reconfiguring public services to reflect the respect agenda. It needed to reach those who are most reluctant to engage with public services. The proposals in the Action Plan included new tools and powers to tackle ASB, family support and a cross-government strategy for tackling problem families, new sanctions in relation to school discipline and truancy, a positive offer for young people, and proposals for strengthening communities.

The MINISTER OF STATE, Home Office, was grateful to colleagues for their contributions to the Action Plan and for the constructive approach they had taken in re-shaping existing programmes to incorporate respect priorities. She was particularly grateful to the DEPUTY PRIME MINISTER for chairing a very helpful meeting of ASB Committee the previous day to resolve policy issues.

LOUISE CASEY, Head of the Respect Taskforce, then outlined the proposed approach to delivering the measures in the Action Plan. National standards were required (for example through PSA targets), because communities in all areas of the country had a right to expect action on respect. This would require sustained pressure from Ministers. There would also need to be an intensive focus on areas where the Action Plan could make a particularly significant difference to quality of life (at least 50 areas in total). The Taskforce would work with communities to ensure

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that they take up the powers and opportunities in the plan and take responsibility for delivering respect locally. A more detailed plan for delivering the Action Plan would be developed early in the New Year.

The PRIME MINISTER thanked the MINISTER OF STATE, Home Office, and LOUISE CASEY for their work. Following the meeting chaired by the DPM the previous day, the Committee needed to look at three issues: sport and the arts, benefit sanctions and summary powers.

Sport and the Arts

The SECRETARY OF STATE, Department for Culture, Media and Sport, described the youth offer put forward in the Action Plan. Sport England and the Arts Council, through their regional bodies, had agreed to focus their programmes on disadvantaged young people and to involve young people in the design of those programmes. The Big Lottery Fund would provide £100m for activities for young people. DCMS were also developing a mentoring scheme through Sporting Champions, which would involve top athletes providing 5 days mentoring a year. A similar mentoring and work experience scheme was being developed with the BBC, ITV and Sky, who had all agreed in principle to participate.

Alongside work on sport and the arts, DfES were taking forward the proposals in the Youth Green Paper, which would be overseen by Children's Trusts and local authorities and had received additional funding in the Pre-Budget Report. The Russell Commission's work to promote volunteering amongst young people was also an important part of this agenda, and its work would be overseen by an advisory board.

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Summing up this part of the discussion, the PRIME MINISTER said that the Committee:

- i) Welcomed these proposals and the investment behind them. Departments should ensure that programmes are joined up, deliver value for money in targeting disadvantaged groups, and are subject to tight management arrangements.

Benefit sanctions

The MINISTER OF STATE, Home Office, noted that the Action Plan included a housing benefit sanction for those who had been evicted and had refused to undertake the support or rehabilitation offered to them. There was strong evidence to suggest that this kind of sanction would be effective, as there was a clear and direct link between the behaviour expected and the sanction for individuals who did not comply. The possibility of wider pre-eviction benefit sanctions had been raised, but the evidence for adopting such an approach was less strong, and there were a number of disadvantages to consider. In discussion the following points were made:

- a. There was an argument for having sanctions available that stopped short of eviction. In some circumstances sanctions might be an effective warning system that would prevent the need for eviction at a later stage.
- b. Evidence suggested that sanctions failed where there was not an explicit link to the behaviour requested of an individual (for example attending a particular programme or meeting). Benefit sanctions risked increasing the hardship of some of the most vulnerable families. Even where powers were available it was often difficult to get courts to evict families because of the effect on the

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children. The practical application of powers and the wider implications for the family needed to be considered.

- c. Legal advice suggested that pre-eviction sanctions might necessitate a shift from the civil to the criminal jurisdiction. There were clear advantages in dealing with anti-social behaviour in the civil courts because the burden of proof and procedures (for example admission of hearsay evidence) made it much easier to respond effectively.
- d. Post-eviction sanctions already sent out a strong signal. When combined with ODPM's housing closure powers and the use of demotions and injunctions, agencies had a powerful set of tools at their disposal. The key was to use these powers robustly and swiftly. It would be important to ensure that the legislation required for the powers in the Action Plan was passed at an early stage.
- e. Pre-eviction sanctions might impact on landlords more than on the individuals responsible for ASB. Whilst some landlords contributed to ASB problems by absenteeism and irresponsible actions, the landlord licensing scheme and the Housing Standard included in the Action Plan should help to address this problem.
- f. Central to the problem was the lack of rehabilitation to support those families who have been evicted. If no support was offered, or if it was not taken up, the problem was simply transferred elsewhere.

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Summing up this part of the discussion, the PRIME MINISTER commented that it was crucial that procedures were simple, streamlined and practical. The Committee agreed that:

- i) The post-eviction benefit sanction should be included in the Action Plan, but that new pre-eviction sanctions should not.
- ii) The key was to ensure that the existing tools and procedures operated effectively and were being properly deployed. The Respect Standard would provide a strong framework to back up existing powers. Sanctions needed to be supported by appropriate rehabilitation.

Summary Powers and Community Justice

The PRIME MINISTER asked about summary powers, and in particular about interim ASBOs that could be issued by senior police officers (for example at Basic Command Unit commander level). Real progress had been made in tackling anti-social behaviour and the system worked when there were highly motivated individuals to ensure that action was taken. But in other areas enforcement agencies and communities still felt that processes were too lengthy and difficult. Processes needed to be as streamlined and rapid as possible. In discussion the following points were made:

- i. ACPO and the Police Federation currently had concerns about interim ASBOs, and it would be important to secure their support before making commitments. The proposal would be controversial but, if implemented, it would send out a strong signal and allow the police to take swift action.

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- j. Work to develop conditional cautions was already underway, and this would help to connect the justice system to communities if it were communicated clearly. There would be a visible link between the offence and the penalty, and the offender would be required to put something back into the community. Departments were looking at the case for making breach of a conditional caution an offence in its own right.
- k. The Liverpool Community Justice Centre was an impressive example of how the community could be engaged in the justice system, and the lessons from this project needed to be employed elsewhere. The Liverpool CJC's problem-solving approach and the active involvement of the community in selecting the judge were particularly successful features. The project also demonstrated the importance of having specialist judges who were able to engage with the community and ensure that ASB cases were dealt with expeditiously.
- l. Whilst the cost of the Liverpool CJC project meant that the project could not be replicated everywhere, Departments needed to identify key learning points from the Liverpool project, look at how to apply them more widely, and mainstream them into the justice system. The initial focus should be on inner city areas. This need not be an expensive process.
- m. The re-organisation of the courts system meant that some people now had to travel further to attend court. This did not sit well with the community justice principle.

Summing up this part of the discussion the PRIME MINISTER said that the Committee agreed:

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- i) The Action Plan should make clear the Government's ambition to ensure effective and speedy remedies are available, including consideration of interim ASBOs. This would require further consultation with the police. The MINISTER OF STATE, Home Office, should agree a form of words for inclusion in the Action Plan.
- ii) The lessons from the Community Justice Centre projects should be evaluated, and Departments should look to build community justice principles into the mainstream of the justice system. A clear implementation plan for achieving this should be developed. The initial focus should be on inner city areas.

Parenting provision & Problem families

The SECRETARY OF STATE, Department for Education and Skills, raised one additional issue. DfES had committed to making a significant amount of funding available for parenting provision and the cross-government strategy on problem families (£33m in the first year, and £10m in the second year). Other Departments, particularly DH and DWP, needed to commit to supporting this work if the DfES resources were to be used successfully, as the individuals concerned often experienced a range of problems. DfES Ministers would want assurances on this prior to committing resources through the Action Plan.

The PRIME MINISTER noted the importance of reaching out to families who are difficult to engage and making effective interventions at an early stage. The Prime Minister's Strategy Unit had been conducting some work on this. He said that the Committee agreed that:

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- i) The cross-government strategy needed to be supported by all the relevant Departments. Funding must be agreed before the publication of the Action Plan.

ITEM 2 – COMMUNICATIONS

LOUISE CASEY highlighted the importance of a cross-government communications campaign to launch the Action Plan on 10 January. The Taskforce had checked Ministerial availability for 10 January and key Ministers were all available. They had devised a programme of visits and media activity with the Number 10 communications team and Howell James (Permanent Secretary, Government Communications), including a possible cross-government campaign on protecting public sector workers in order to sustain momentum after 10 January. It would need to be clear that the Action Plan was about re-focusing existing funding rather than making new money available.

The Committee took note.

Conclusions

Concluding, the PRIME MINISTER was grateful to colleagues for their work in reaching policy agreements on the proposals in the Action Plan. The Plan would be announced on 10 January. He said that the Committee agreed that:

- i) The MINISTER OF STATE, Home Office should work with Departments to finalise the document and incorporate the commitments made at today's meeting.

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- ii) There should be a further discussion in March to review progress in implementing the Action Plan.
- iii) Ministers should take part in the cross-Government launch of the Action Plan on 10 January.

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21 December 2005

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ASB(05)1
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CABINET

MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

COMPOSITION AND TERMS OF REFERENCE

Note by the Secretary of the Cabinet

By direction of the Prime Minister a Committee has been constituted with the following Composition and Terms of Reference:

COMPOSITION

Prime Minister (Chair)
Deputy Prime Minister and First Secretary of State (Deputy Chair)
Secretary of State for Work and Pensions
Secretary of State for Health
Secretary of State for Culture, Media and Sport
Secretary of State for the Home Department
Secretary of State for Constitutional Affairs
Secretary of State for Education and Skills
Chief Secretary to the Treasury
Minister for Communities and Local Government
Attorney General
Minister of State, Home Office (Hazel Blears)
Minister of State, Department for Education and Skills (Beverley Hughes)

Other Ministers and officials may be invited to attend as necessary.

TERMS OF REFERENCE

"To develop the Government's policies on anti-social behaviour and respect and to monitor delivery."

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SECRETARIAT

The Secretaries are Sir Andrew Turnbull KCB CVO, Mr P Britton, Mr R Fellgett and Ms G Edwards, Cabinet Office.

SIGNED SIR ANDREW TURNBULL

**Cabinet Office
21 June 2005**

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28 June 2005

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CABINET

MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

UNDERSTANDING THE PROBLEM

Paper by the Minister of State, Home Office

Summary and Recommendation

1. This paper provides background information on the definition of anti-social behaviour, the drivers, prevalence and trends and the Government action so far to tackle it. Ministers are invited to note this background information. Hazel Blears will also be giving a presentation to the Cabinet Committee on 30 June 2005.

Consideration

2. The Government's TOGETHER campaign has largely focused on the 'tougher end' of anti-social behaviour - groups on estates, neighbours from hell - focusing on serious nuisance, intimidation and harassment often in hotspot geographical areas. Wider work has also been undertaken across Government - the ODPM/DEFRA/HO *Cleaner, Safer, Greener* campaign, the alcohol misuse enforcement work and the introduction of the Neighbourhood Policing agenda.

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A definition of anti-social behaviour

3. Defining anti-social behaviour is complex. People's understanding of what constitutes anti-social behaviour is determined by a series of factors including context, community tolerance and quality of life expectations. As a result, there is no single definition.
4. A widely used and helpful definition of anti-social behaviour is contained in the Crime and Disorder Act (1998): 'acting in a manner that caused or was likely to cause *harassment, alarm or distress* to one or more person not of the same household as (the defendant).' This definition describes the consequences of the behaviour rather than defining the behaviour itself as it reflects the impact on the individual or community.

Anti-social behaviour prevalence and trends

5. Public perception data is a valid and useful method of understanding what anti-social behaviours the public perceives to be occurring and for measuring trends over time. The British Crime Survey (BCS) asks people how much of a problem the following behaviours are in their local area:
 - Noisy neighbours or loud parties
 - Teenagers hanging around on the streets
 - Rubbish or litter lying around
 - Vandalism, graffiti and other deliberate damage to property
 - Abandoned vehicles
 - People dealing drugs
 - People being drunk or rowdy in public places

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6. One in six (17%)¹ people perceive a high level of anti-social behaviour in their local area. This has fallen from one in five (21%) in 2002/3². The proportions of people perceiving high levels of disorder across the individual strands have now returned to the lower levels seen in the mid to late 1990s³ (Annex A).
7. In addition to a fall in perceptions of anti-social behaviour, there has also been a decline in the proportion of households who have been victims of vandalism.
8. Areas that have been fuelled disorder however, show signs of increasing. The proportion of people being drunk or rowdy in public places has risen⁴. 15% of those who would normally use town centres avoided visiting them at night because of anti-social behaviour and 10% avoided them for shopping for the same reasons.
9. There is considerable variation between geographical areas and between social groups in the levels and type of anti-social behaviour perceived. Analysis shows that the type of area where people lived to be the strongest underlying predictor of perceptions of high levels of anti-social behaviour. Those living in hard pressed areas had odds of perceiving high levels that were four times higher than those in 'wealthy achiever' areas⁵.
10. Most anti-social behaviour goes unreported. For example, four out of five people experiencing drunk or rowdy behaviour did not report any incidents to

¹ Crime in England and Wales - Quarterly update to Dec 2004

² Wood, M 'Perceptions and Experience of antisocial behaviour :findings from the 2003/04 BCS', Oct 04

³ Wood, M 'Perceptions and Experience of antisocial behaviour :findings from the 2003/04 BCS', Oct 04

⁴ Crime in England and Wales - Quarterly update to Dec 2004

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anyone in a 12-month period.⁶ What is reported has a considerable impact on public services: there is one report of anti-social behaviour every two seconds, and responding to these reports costs an estimated £3.4bn a year⁷.

The drivers of anti-social behaviour

11. There is limited evidence on the drivers of anti-social behaviour. It is likely that the risk factors for becoming involved in anti-social behaviour are similar to those of crime – in particular family and socio-economic background. However, other factors that may play a role include the prevailing culture or norms of behaviour amongst the peer group or local community and whether people receive sanctions or rewards for engaging in anti-social behaviour.

12. It should be noted that while anti-social behaviour is associated with young people, anti-social behaviour is not predominantly caused by young people. For example, over half of all ASBOs are made on adults. It should also be noted that young people themselves (aged 16-24) are more likely to perceive anti-social behaviour in general and 'teenagers hanging around' in particular as a significant problem in their local area⁸.

Government action and delivery so far

13. Key achievements of the TOGETHER programme include a massive take up in the use of new powers (4000 ASBOs, 5000 ABCs, 400 orders, 200 crack house closure orders); over 100,000 calls or TOGETHER

⁶ Wood, M 'Perceptions and Experience of antisocial behaviour :findings from the 2003/04 BCS', Oct 04

⁷ Wood, M 'Perceptions and Experience of antisocial behaviour :findings from the 2003/04 BCS', Oct 04

⁸ Home Office One Day Count of Anti-social behaviour, 10th September 2003

⁹ Wood, M 'Perceptions and Experience of antisocial behaviour :findings from the 2003/04 BCS', Oct 04

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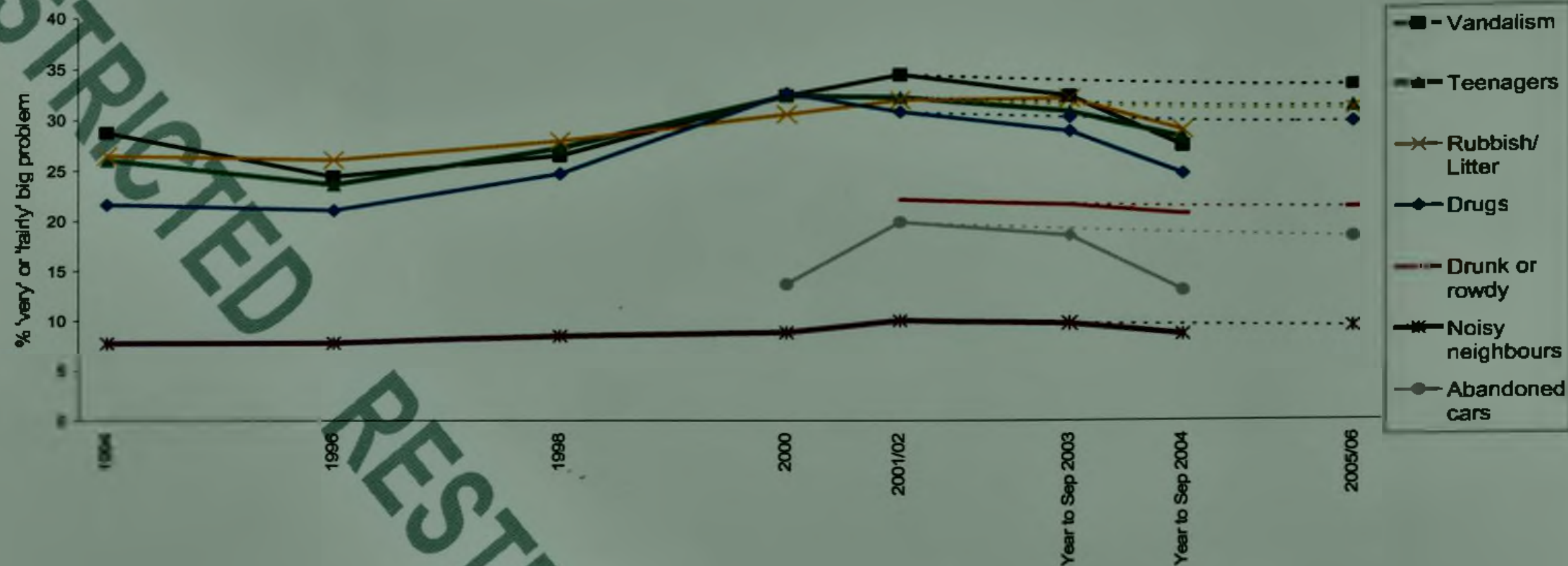
Actionline and website; over 6000 frontline staff trained through the Academy programme; over 30,000 abandoned cars removed and in London, 98% of reported abandoned cars in the capital are now removed within 72 hours; and over 1000 of the countries most challenging families have been tackled.

Home Office
28 June 2005

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ANNEX A: PERCEPTIONS OF ANTI-SOCIAL BEHAVIOUR: TRENDS SINCE 1994 (BCS)



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CABINET

MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

POLICY PROPOSALS TO DEAL WITH THE PROBLEM

Paper by the Minister of State, Home Office

Summary

1. This paper provides advice on defining a new 'respect' agenda and highlights the key policy considerations for framing that work.

Recommendation

2. Ministers are invited to:
 - Endorse a focused definition of the 'respect' agenda within a broader rights and responsibilities narrative.
 - Consider and provide a steer on the key underlying principles for that agenda.
 - Consider and note the key policy issues.

Consideration

3. There are a number of issues which need to be considered in determining the focus for an effective Government campaign on 'respect'. Each department has given their early thoughts on scope and this indicates a very wide range of issues that need to be narrowed down.

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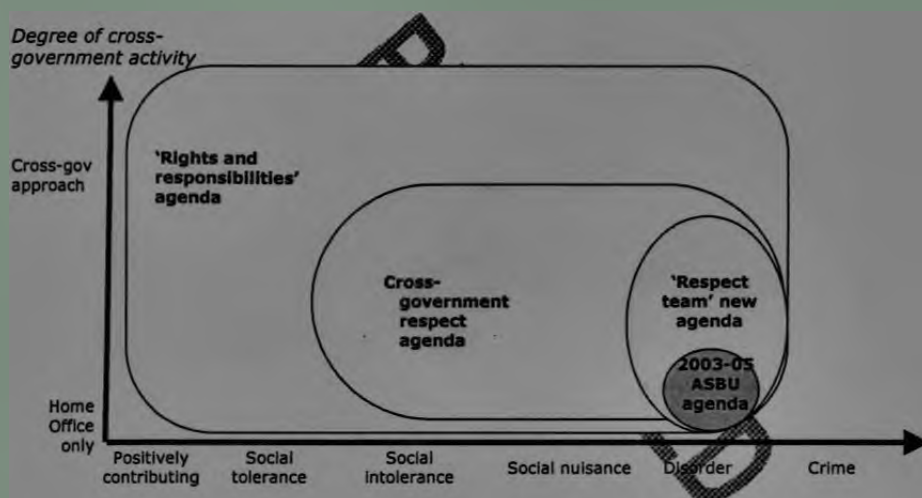
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Background

4. To date we have focused on the 'tougher' end of anti-social behaviour. The 'respect' agenda is about going further – deepening our attack on anti-social behaviour and its causes, and possibly also broadening our approach to include a wider spectrum of behaviour ranging from general rudeness through to social nuisance to anti-social behaviour through to crime:

social tolerance → social intolerance → social nuisance → ASB → disorder → crime



Key policy issues

5. 'Respect' as a concept is wider than anti-social behaviour and could mean nuisance activity, bad manners, rudeness and further still to wider societal issues around the growth of individualism and tolerance of self-interested behaviour which ignores the needs and interests of others.

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6. The overall objective is to achieve a culture of self respect, respect for others (including public servants) and respect for the community. Officials from each Departments have provided their early thoughts on what 'respect' could mean for Departments (these are included at Annex A). These papers illustrate the challenge for Government in getting the balance right on the range and depth of the campaign.
7. There is a raft of work underway in Government such as developing civic pride, encouraging participation in communities, public health initiatives on healthy eating and regeneration. All of this work is important in contributing towards building a broader culture of 'respect' and of rights and responsibilities. However, there is a risk that if we go too wide we will lose the focus needed to deliver tangible action and not address very real public concerns of anti-social behaviour and nuisance.
8. Our drive to tackle anti-social behaviour, argues for the rights of the law abiding majority, for the challenging of unacceptable behaviour and for the enforcement of standards. This is about effecting cultural change – people's attitudes, beliefs and actions. Tackling and not tolerating the problems and issues people face and by so doing building personal and societal confidence.
9. A similar approach could be applied to 'respect' - common standards of behaviour should be upheld; inappropriate behaviour be challenged, with sanctions where that behaviour continues.

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Underlying principles of a 'respect' agenda

10. In terms of Government policy, defining 'respect' as a broad approach rather than a set of defined issues means embedding a series of principles across Government policy, and providing a common narrative.

11. In outline, this might mean:

- Seeking public consensus about appropriate behaviour, including a fair balance between citizen **rights and responsibilities**
- Making this 'compact' explicit and clear for all, including the general principle of **mutual respect** and consideration
- **Enforcing and supporting** this compact, with **rewards and sanctions** where necessary

12. Consistency is key – it makes little sense for there to be consequences for bad behaviour in schools when there are not, or not seen to be, consequences for bad behaviour in the street or home. In addition public servants have a major role to play as ambassadors for respect as well as being entitled to being treated respectfully.

Potential conflicts or risks

13. Within this broad framework, there are many issues for us to debate.

14. Narrow vs. wide definition. A tight focus on serious anti-social behaviour may fail to meet the wider concerns of the public. However, a too broad focus extending into everyday politeness may risk 'back to basics' type concerns along with criticisms of 'big brother' or 'nanny stateism'.

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15. Sanctioning bad behaviour vs. rewarding good behaviour. An overly heavy emphasis on sanctions leads to criticisms such as that we are inappropriately 'criminalising' young people. On the other hand, if we only ever reward good behaviour, we will fail to set appropriate boundaries and offend the public's sense of fairness.
16. Universal vs. Targeted: While the Government preference for universal provision is important, there is a sensible balance to be had. Respect needs to pick up the most successful parts of the TOGETHER agenda and target the areas with the greatest need, for example by identifying and tackling problem families and concentrating efforts on the most deprived areas.
17. Localism vs. central Government driver: The localism approach has allowed local agencies to frame their own priorities and responses. This obviously has advantages but does mean far fewer levers for central Government to influence action on the ground in real time.
18. Monitoring and targets: Individual Government programmes necessarily have different targets for which they are monitored and overseen. There are examples across Government of conflicting targets. Respect will have to tackle and in some cases broker these tensions for Ministers.

Conclusion

19. We need a practical and focused 'respect' strategy that will address the real public concerns about anti-social behaviour and incivility, and particularly those that blight our most disadvantaged communities. This needs to call on a broader range of tools and approaches than we have used to date, and will certainly involve closely coordinated efforts across departments to be 'tough

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on the causes of anti-social behaviour and incivility' as well as tough on behaviour itself.

However this focused strategy needs to be framed by a broader narrative including rights and responsibilities and our aspiration for a fair and mutually respectful society.

Home Office

28 June 2005

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ANNEX A

DEPARTMENT FOR EDUCATION AND SKILLS

1. What is DfES already doing which could be labelled as 'respect'?

National programme to improve behaviour and attendance in schools: This includes: training for school staff; a national anti-bullying campaign; national truancy sweeps; the Behaviour Improvement Programme; stronger pupil referral units and other forms of alternative provision; and collaborative partnerships between schools, where groups of schools are encouraged to work together with LAs to manage provision for excluded pupils and those at risk of exclusion. All secondary schools should be in a collaborative by September 2007. The new Leadership Group on Pupil Behaviour and Discipline was established in May and will report in October.

Parental engagement and responsibility for children's behaviour is encouraged through use of parenting contracts and orders, by schools and LAs to address behaviour and attendance problems (which can be supported by fixed penalty notices and fast tracked prosecution processes).

Support for parents; both through universal (e.g. Parent line) and targeted support and intervention measures for the (e.g. through early years programmes, Sure Start and Children's Centres) provision with mainstream services and VCS.

Raising attainment and curriculum: Getting the basics – literacy and numeracy – right and providing catch-up for those falling behind is an important preventative measure. 14-19 reforms will also keep young people engaged in learning and Curriculum developments, such as PSHE and Citizenship Education are relevant.

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Targeted work with young people at risk: This includes: the teenage pregnancy strategy, targeted in key areas; joint work on drug prevention with DH and a strategy to reduce the number of NEETs.

A systemic reform of children's services through Change for Children: This will: promote early intervention; engaging parents at every opportunity; and produce more integrated local strategies through Children's Trusts.

2. What elements of DfES's mainstream work could be re-focussed or developed to contribute more directly to this agenda?

Youth Policy: The forthcoming Youth Green Paper will make relevant proposals, including (a) allowing young people greater say over a "things to do, places to go", e.g. through Youth Opportunity Cafés, which could also be used to incentivise good behaviour; (b) exploring incentives for volunteering and active citizenship; (c) more coherent targeted support for the most vulnerable; and (d) a step change in the extent to which youth workers and professionals engage with the parents of young people. Extended schools will provide "things to do, places to go" for younger children.

Improved support for parents: We are exploring how to ensure better home-school links, including information for, and dialogue with, all parents about schools and their child's learning / behaviour. Extended Schools will we are moving to provide access to parenting support, which for children of this age is currently lacking. Overall we could move towards more parents receiving structured programmes via mainstream settings. Also encourage more use of parenting orders etc by schools and Local Authorities to challenge parenting behaviour.

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Extension of restorative justice in schools: This is currently supported by YOTs but there may be scope to encourage this further.

Development of a more focussed approach to parental support in Children's Centres: Alongside other work with parents, there is a case for a more structured approach which challenges problematic behaviour, not only from children, but also from parents. Any developments here must be informed by evaluation findings and existing evidence.

3. What might be negative consequences of the 'respect' agenda?

It is important to get language and emphasis right: language has to be straightforward and measured, emphasising a balance between challenge and support. We must avoid developing proposals that actually discourage participation by those most at risk or harder to reach. The workforce are vital and we must also keep them alongside us.

Important also to be clear that 'respect' is for everybody and by everybody. Public servants not only have the right to expect respectful behaviour, they also have a duty to be ambassadors for respect.

4. Where could you have the biggest impact? Are there any quick wins? What would the budgetary requirements be?

Parenting interventions: Where parenting interventions are sustained and structured we have evidence on positive outcomes. This could be the case with difficult families, but also with more preventative approaches (ie engaging parents

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before their child's behaviour deteriorates further). Delivery mechanisms and where to focus resources would require further work, but £10m would buy approximately 10,000 interventions. An approach could be focussed on identified families in specific areas/neighbourhoods with concentrations of ASB, teenage pregnancy and other problems.

The Youth Green Paper: The paper presents a fully funded package. In 06/07 some proposals – including pilots of the Young Opportunity Card – will be implemented. But in relation to “places to go and things to do”, it will not announce significant new money.

The new **Leadership Group on Pupil Behaviour and Discipline** will examine and propose options in a number of areas. They will assess effective existing practice, what new powers for schools and teachers could be considered, how to ensure parents' take their responsibilities seriously, whether a national discipline code should be produced and how to make the role of exclusion appeals panels more effective and how best to protect teachers.

At this stage probably none of this would require legislation, but we would need to explore further.

5. What levers does DfES have to affect behavioural change in line with this agenda? Are there any barriers to delivery / implementation?

Longer term levers: Parenting skills affect children's behaviour. We know something about what works to effect parenting behaviour. Behaviour can also be influenced by funding incentives – for example with EMAs, and more fundamentally by improving educational performance.

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Shorter term levers: the Youth Green Paper, which includes proposal for the Youth Opportunity Card, which could potentially carry a direct penalty associated with anti-social behaviour offers one opportunity for lever to influence behaviour. We are also developing our understanding of the impact of parenting contracts and orders.

Inspection and intervention: the need for services to engage appropriately with, and to support parents is clearly embedded in the new Joint Inspection Framework for children's services and will also be assessed through Joint Area Reviews.

Barriers: These could include: (a) failing clearly to articulate government objectives; (b) a lack of workforce buy-in where a "challenge and support" approach to be interpreted in an overly punitive negative way without being balanced by preventative measures, and (c) lack of appropriate skills necessary to work effectively with parents in the children's workforce.

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DEPARTMENTAL FOR CONSTITUTIONAL AFFAIRS

Making a Difference (May 2005) sets out the DCA post-election priorities a number of these priorities fit into the Respect agenda.

1. What DCA is doing that could be labelled as 'Respect'

a) The Enforcement Programme

Failure to comply with orders of the courts shows, and encourages a lack of respect. The Enforcement Programme is intended to ensure better enforcement community penalties, financial penalties and bail decisions. DCA has delivered:

- by improving the fine payment rate to over 80% of financial penalties.
- providing access to PNC and social security database (roll out complete by the end of the Summer);
- ensuring full national implementation in 2005/06 of the Courts Act new legislative framework for enforcement (including sanctions like car clamping and credit blacklisting) and from July we are introducing further powers (like search & entry) for enforcement teams;
- introducing a fast track procedure (in 2005-06) to tackle high risk community penalty breach cases.
- Establishment of a national enforcement service.
- DCA is also working with the Office for Criminal Justice Reform, other criminal justice agencies and the judiciary to ensure that Failure to Attend warrants are enforced and that where defendants are absent without good reason, cases proceed.

b) Supporting Magistrates Programme

The Supporting magistrates programme is strongly linked the Respect agenda. The vision is that magistrates should be:

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connected to the communities it serves; (connection will ensure respect for the courts and aid enforcement)

respected and valued, with its orders obeyed;

- effective in dealing fairly and efficiently with the cases before it (effectiveness will help engender respect)

There will be a White Paper in the Autumn setting out the whole programme of work (which strongly links to other matters in the DCA programme).

c) Public confidence and respect for the courts

Public confidence in the judiciary is essential both for enforcement of the respect agenda and a culture of respect for the law and public institutions. DCA has delivered through:

- The constitutional reforms which clarify the respective roles of the Government and the judges, strengthening the judiciary's independence.
- The new Judicial Appointments Commission which will ensure that selections for judicial appointment are no longer the responsibility of Government Ministers and the systems are more open and transparent.
- The 2005 National Recruitment Strategy is intended at ensuring diversity in the magistracy and ensuring magistrates are representative of their communities.
- Establishing 42 Courts Boards across England and Wales in April 2005. These new bodies allow the local community and stakeholders new opportunities to discuss such topics as where courts are located and how the level of service for court users can be improved, so there can be greater local accountability.
- HM Courts Service is committed to providing the highest possible standards of customer care and is committed toward corporate Chartermark accreditation by 2008/09.

d) Tackling what matters to local communities

The courts must respond appropriately and fairly to what matters to local communities and the public - which can mean specialist courts and a focus on particular problem areas. This can boost public confidence and build the respect of the local communities. DCA has delivered by:

- Establishing ASB Response Courts across the country and are ensuring that change is embedded. This ensures real focus on ASB in the courts and that courts join up with local partners to help tackle what matters to local communities. This focus has made a real difference. We now have over 150 ASB Response Courts in 30 of the 42 criminal justice areas.
- Specialist dedicated Drugs courts are being developed to better tackle circle of drug misuse and crime. This will ensure that the courts that deal with cases related to drug addiction are joined up with other local partners and have increased knowledge and the expertise of consistent sentencers. (Pilots to start December 2005).
- 'Specialist' DV courts are already in operation dealing with domestic violence as a priority within a fast-tracking or clustering system by placing DV victims at the heart of an inter-agency approach, DV courts ensure that vulnerable victims are supported throughout the progression of the criminal case and not discouraged from using the CJS by the court process. We will expand the number of specialist courts to 25 by April 2006 as part of the string of commitments contained in the National DV Report [March 2005] and increase those further in future years. We will also introduce the first Integrated DV Court - a court that will deal with criminal and civil aspects of a DV case (by end of 2005).
- The North Liverpool Community Justice Centre and Salford Community Justice Initiative are being developed to respond to local community priorities by dealing

with ASB and quality of life crime using problem-solving techniques to encourage changes in offending behaviour. The North Liverpool Community Justice Centre will test this approach within a dedicated building with on-site CJS agencies and services and a Single Judge presiding over its multi-jurisdictional courtroom. The court began hearing cases from the interim courtroom in Liverpool Magistrates' court in December 2004 with the building ready for use by the end of August 2005. The lessons learnt from this pilot will be taken forward in the potential mainstreaming of Community Justice. The Salford Community Justice Initiative is being planned to work within the existing Magistrates' court and will build on the ASB Response court operating there. This Initiative will be implemented in November 2005.

e) Civic duty - Jurors and Victims and Witnesses

DCA are involved in specific programmes of work to improve the treatment of victims and witnesses and jurors (it is crucial that these people are respected).

Victims and Witnesses: DCA is delivering by

- Provision of facilities at court so that all witnesses, not just vulnerable and intimidated witnesses, can give evidence by video link, including reviewing the scope of how remote evidence can be widened. (We have already met our target to install video link facilities in 75% of magistrates' courts by 2006 and have installed them in all major Crown Courthouses.)
- Provision of separate waiting areas for witnesses in all Crown Courts and 90% of magistrates' courts by 2008.
- Improving the provision of information to victims and witnesses, so that witnesses are better informed about the court process.

Engaging with the defence, so that defence witnesses too can benefit from the information and facilities at court.

Appointment of a Witness Liaison Officer in each Mags Court by the end of the year (already present in the Crown Court) so that roles are better defined in ensuring the needs of witnesses are met.

Jury Service: DCA is delivering by:

- **Allowance Review** – Looking at all allowances and other payments made to jurors, including the interface with benefits.
- **Long Trials** – Preparation of standard information to be provided to courts and to jurors who are or are likely to serve on long trial.
- **Guidance for Jury Service by CJS employees** – Preparation of standard guidance for police, CPS, Court Staff (inc. DCA staff), Probation and Prison Service.
- **Jury Facilities** – The team will be looking at the physical and “recreational” facilities for jurors in a number of courts. They will look not only at the general facilities but also at providing pastimes for jurors while they are waiting.

2. What elements of DCA's mainstream work could be re-focussed or developed to contribute more directly to this agenda?

As set out above key parts of the DCA programme are already significantly focused on Respect. All of these programmes could be further developed and presented in ways that assists the Respect agenda. For example it is already anticipated that: the enforcement programme will increasingly focusing on achieving the ultimate aim a culture of compliance in the first place and thus respect for the courts without the need for expensive enforcement action.

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DCA is responsible for justice rights and democracy - all of which might impact on Respect. Depending on the width of the Respect agenda it is quite possible that other DCA work on legal aid, human rights and civil and family justice could be developed in a way which contributes to the Respect agenda.

3. What might be negative consequences of the 'respect' agenda?

It will be important to ensure that the respect agenda is handled in a way that attracts the support of the judiciary and other key stakeholders.

It is also important there is an element of mutual respect. Respect should not be about outdated prejudices and for "betters". In truth what is needed is mutual respect.

4. Where could you have the biggest impact? Are there any quick wins? What would the budgetary requirements be?

DCA is most likely to make an impact through enforcement of the respect agenda in the courts.

Existing DCA programmes on issues such as enforcement, specialist courts and supporting magistrates are already underway and are likely to have a significant impact on the respect agenda. The enforcement programme and establishment of specialist courts has already shown that a real focus on these areas can make a real difference.

5. What would require legislation?

Under review (different parts of the DCA agenda could require legislation - but none identified so far)

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6. What levers does DCA have to affect behavioural change in line with this agenda? Are there any barriers to delivery / implementation?

The courts are a key lever in helping to deliver behavioural change and helping to develop respect in local communities.

The courts are, however, only one part of the system and concerted cross Government and cross CJS action is needed if there is to be effective delivery.

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DEPARTMENT FOR CULTURE, MEDIA AND SPORT

1. What is your Department already doing which could be labelled as 'respect' in its wider sense. Grateful if you could include very briefly timescales and budgets.

Sport and culture are two of the things that children and young people get most excited about and that they engage with in a positive spirit.

Sport and culture are essential to the respect debate for four main reasons:

- Sport and culture help to demonstrate the huge potential that young people have regardless of background or previous academic achievement (we see this in the results achieved by many specialist sports colleges, where GCSE results have improved and truancy rates have declined);
- Sport and culture are recognised as being worthwhile in and of themselves by children and young people themselves; they fit with young people's values and experiences and young people often feel secure in the opportunities they offer – expanding opportunity in sport and culture must be part of any progressive Government's broader fight against inequality;
- Sport and culture, unlike most academic subjects, reveal children's characters very clearly and allow teachers, mentors and coaches to bring out their strengths and address any weaknesses (Darren Campbell, a great example of a young man who turned his back on gangs and crime in Moss Side, went on to win an Olympic Gold in athletics, got an MBE and is now nurturing young talent in his home city through his 'Street Sprints Challenge' initiative together with Manchester City Council and Reebok);

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- Sport and culture can help bring some balance to the current debate about respect because they are inherently positive activities; they show the good things that children and young people can achieve (as individuals and in teams) and highlight the fact that the majority of the younger generation are not engaged in crime and ASB but are determined to make the most of their lives if they are given the chance.

Cultural and sporting activities underpin much of what is offered via other agencies (YOTs, YJB) in terms of diversionary activities. Good examples are Positive Futures, and Positive Activities for Young People, and the 'Do it 4 Real' residential holiday scheme, now in its third year.

In addition our public bodies are delivering activity at a local level targeted on specific issues (Street Games, Sport Action Zones, Plus strategy). More generally universal provision can help to improve the protective factors (PE School Sports Strategy and Creative Sparks programmes).

The provisions of the Licensing Act 2003 gave authorities a more flexible and responsive licensing system. Gives police extra powers to close disorderly premises and toughen the law on selling alcohol to minors. Further measures were outlined in the "Drinking Responsibly" consultation (January 2005) and are now incorporated in the Violent Crime Reduction Bill (Alcohol Disorder Zones; banning orders for drunks who commit crimes; powers to ban alcohol sales for 48 hours in premises that persistently sell alcohol to people under-age).

2. What elements of your mainstream work could be re-focussed or developed to contribute more directly to this agenda?

We could consider, with sport governing bodies and possibly others, how we could improve the on-field behaviour of high profile sports people, particularly with regard to obeying the rules and enforcing professional discipline.

We could encourage (via governing bodies) that rules for sport for young people tightens disciplinary processes perhaps by addressing unsporting behaviour; swearing, spitting etc.

We could expand leadership and volunteering in Sport – Step into Sport programme (part of PESSCL strategy) will double the proportion of young people (14-19) actively involved in sports leadership to 10% by 2008. Help to increase supply of good quality sport activity.

In addition as part of PESSCL strategy we are working with Nike to encourage sport for Girls, using Nike's expertise in marketing to reach groups, where brand has a stronger resonance with young people. Maybe potential to develop this further or more widely.

Civic pride – work of CABE (one of our NDPBs) and CUBE Space (a programme of CABE funded by ODPM). Provides evidence base as to what makes a place good to live in. Recent work includes: "Decent Parks – Decent Behaviour" link between the quality of parks and user behaviour."

In line with the strategic themes that Cabinet approved for the Big Lottery Fund, its Board recently agreed a £90 million partnership on park restoration with the Heritage Lottery Fund.

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3. Are there policy tensions? What might be the unintended negative implications for respect agenda?

By focusing on targeted provision under an ASB heading we run the risk of being accused of rewarding bad behaviour. Our preference is to focus on ALL those in demonstrable need due to disadvantage, deprivation etc – this is about expanding opportunity and making alternative career paths available to ALL children and young people at risk.

Forthcoming Youth Green Paper which embrace the move towards Local Area Agreements and decisions on commissioning provision for young people to local impact on programmes such as Positive Futures and PAYP.

A new statutory duty on Local Authorities on youth provision would be very welcome, but we will need to ensure that Local Authorities do not rob Peter to pay Paul, and quality must be maintained. Only if the activities offered are credible – i.e. high quality and run by people of talent and enthusiasm who can relate to young people – will they make a difference.

Levers and interventions are mostly limited to seeking to influence and convince – very little can be directed, but Government can set standards that providers should live up to and we expect the Youth Green Paper will commit to this.

With regard to the current public debate about respect, any attempt to influence attitudes and reporting by the media could result in claims of interference in editorial discretion and result in backlash – we must be mindful that HMG is firmly committed to a policy of industry self-regulation by the Press Complaints Commission.

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4. Where could you have the biggest impact? Are there any quick wins?

What would the budgetary requirements be?

Well thought out communications strategy to challenge sports leaders and sportsmen and sportswomen to play by the rules and respect authority when competing, e.g. referees and linesmen. As a start, Ministers could call in the FA, Premier League and Professional Footballers Association. This requires very careful handling but it could be announced to coincide with the publication of the Youth Green Paper.

Government could also work with sports National Governing Bodies to launch annual 'sporting spirit awards' to recognize exemplary behaviour on the sports field as well as other aspects of leadership by young people such as volunteering and coaching. The costs would be minimal and it should be easy to secure a sponsor.

Small investment might produce more concerted action within existing programmes by Government (central and local) and VCS. For example appointing a broker to work with YJB and DCMS public bodies and LAs to offer activities to those most at risk.

We could consider expanding well-established schemes such as Youth Sport Trust's 'Living for Sport' and UK Sport's 'Changing Lives' scheme, which seeks to involve respected elite athletes in the school-based and club-based work that 'Living for Sport' has pioneered around challenging behavioural problems. Current costs are £0.75m per annum, mostly met by Sky with a small DfES contribution. One option might be to double their budget and double their impact from 500 schools to 1000 schools.

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What would require legislation?

Nil at this stage

What levers does your Department have to effect behavioural change in line with this agenda? Are there any barriers to delivery/implementation?

Regular dialogue with main players but little in way of firm levers – mainly influence, persuasion and some funding.

Other barriers include inflexibility in agreed programmes (PSAs etc) to divert effort into new directions quickly.

Much is also targeted at Children and Young people say under 20 rather than young adults who may be the key target group in some localities.

Case Studies – sport and culture making a difference

(1) Karrot Scheme (Southwark) The Sport Action Zone is working with the Karrot scheme (a Crime Diversion Programme involving the Police, and tackling issues such as **racism and homophobia**) to establish an ongoing after school programme at the Elephant and Castle Leisure Centre to include a different, free activity at the Centre. The scheme was piloted with a half term holiday sports activity programme at the centre, with over 120 young people attending. Since the summer, regular sessions have been held for Basketball, Athletics, Cricket and Football.

(2) Singing Communities Singing Communities is a Youth Music funded project, being developed in partnership with the expertise of two other specialist bodies: youngchoirs.net and ContinYou. Young Choirs is a major singing organisation with strong regional connections and ContinYou – formerly Education Extra – has strong links with schools and learning partnerships with organisations in the local community.

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Singing Communities is providing intensive singing activity in six areas: Cumbria, Hartlepool, Derby, Sandwell, the Dorset coast and the Isle of Wight. Each location was chosen for reasons of social and economic need: for example, Cumbria for rural isolation, Hartlepool because of the decline of heavy industry, and Sandwell for its high level of asylum seekers. Different singing activities are being developed that will appeal to the communities in each area: for example, music circus sessions are offered in Derby that link a secondary school with its feeder primary schools, the Dorset coast zone is commissioning a new work by a local composer, and the Isle of Wight will tie its provision in with the island's annual community calypso. The scheme is helping to meet local needs by consulting appropriate local bodies such as schools, teachers, headteachers, local authorities, local strategic partners, and others.

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DEPARTMENT OF HEALTH

The Department of Health exists to provide high quality services in an equitable fashion for all. We aim to ensure that the services we provide are inclusive of, and accessible to, people who are vulnerable, and whose lifestyles lack the structure to enable them to realise their full health potential. Our delivery focus puts us in a prime position to offer leadership across government for the delivery of the Respect agenda through the NHS and Social Care, both as public services and as employers.

The Department of Health's contribution to the Respect agenda will be characterised by two defining principles:

Our function as a delivery department for health and social care.

Our leadership role for health across government.

Consequently, our impact on the Respect agenda will be two-fold: preventative – addressing the root causes of anti-social behaviour, as well as providing robust responses to anti-social behaviour.

In the wake of the consultation on "Choice, Responsiveness and Equity" in 2003, NHS services are becoming more responsive to patients individual needs. The main aim and effect of this strategy is to improve patient and user experience and build new partnerships between those who use health and social care, and those who work in them. This fundamental expression of respect between service users and providers informs the design and delivery of all of our services.

Our impact will be maximised by focussing our efforts in four key delivery areas: our Workforce; Children and Adolescent Mental Health Services; Alcohol; and Substance Misuse. The Department of Health will address each area in both of its roles (delivery,

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and leadership across government). For the purpose of this discussion, we address the key questions posed with precise reference to each of these four delivery areas in turn.

1. What is your Department already doing which could be labelled as 'respect' in its wider sense. Grateful if you could include very briefly timescales and budgets.

Workforce

- We recognise that ASB can be associated with social exclusion. With a workforce of over 1.3 million operating in a tight labour market we also need to expand our recruitment pool. Our Skills Escalator deliberately encourages use of the NHS employment muscle to recruit from the socially excluded, thus contributing to improved health and wealth, raising aspirations, self-respect and helping to release people from the cycle of benefit dependency. At a national level, we have established the Widening Participation Strategy Unit to develop ways of increasing the participation in training and education from a variety of excluded groups.
- We have a national NHS Careers campaign that operates closely with 'Job Centre Plus' and has run an annual schools campaign, highlighting the NHS as a good place to work.
- One of the consequences of ASB, in addition to increased A and E attendance and demand on ambulance services, is the impact of violence towards NHS staff both from patients and their relatives. Alcohol can be a contributory factor. We see reducing violence as a key part of improving the working lives of staff. For a number of years we have been running the 'Zero Tolerance' campaign highlighting the unacceptability of abuse and violence to staff doing their jobs. We have been working closely with NICE on their Children's workforce strategy. It is critical that the Respect agenda works as a dynamic, two-way relationship: staff must respect patients in all aspects

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of their professional conduct in order to expect the same in return. There may be scope for DfES to develop the importance of 'respect' as a key responsibility for this important workforce.

CAMHS (Children and Adolescent Mental Health Services)

- By providing greater understanding of / respect for people with mental health problems, and by improving services to children, young people, pregnant women and people with mental health problems so that they are able to interact successfully and constructively with others in the community.
- DH has a key role to play in delivering the PSA Target of access to comprehensive CAMHS (Child and Adolescent Mental Health Services) to all who need them by the end of 2008.
- In particular, health services will play a key role in the range of services offered through Sure Start children's centres. The role of health visitors and other professionals in children's centres and other settings in supporting parents to form strong attachments to their children is an important element in both the development of children who are able to interact with others confidently and respectfully.
- DH, after discussions with Treasury, is tracking progress towards the PSA Target by using a number of proxy indicators. These cover the availability of CAMHS for 16 and 17 year olds, the provision of 24/7 emergency access to CAMHS, and appropriate services for those requiring CAMHS who also have a learning disability. The latest data indicates that good progress is being made in increasing the availability of these services. DH also works closely with DfES and the Home Office in the delivery of a programme of action targeting substance misuse by young people as well as programmes such as Healthy Schools which seek to improve children's

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skills in making decisions about their health. Early intervention can inculcate behavioural habits of respect in children, enabling them to become effective agents for harm reduction. DH funds local authorities children services to provide prevention treatment services, disseminating the evidence base for effective practice through a National Collaborating centre. It jointly provides the Health Schools Programme with DfES and FRANK, a popular national substance misuse Help-line for young people and their parents, with the HO and DfES.

- National Institute for Mental Health in England, in collaboration with the Disability Rights Commission and mental health voluntary organisations, run 'Shift' which is a new five year initiative (2004-2009) in England to tackle stigma and discrimination surrounding mental health issues. Our work is set out in a plan called "From Here to Equality" and our aim is to create a society where people who experience mental health problems enjoy the same rights as other people. To work towards this, we will work with young people, public services, private, voluntary and professional organisations, and the media, drawing on expertise in public health and mental health promotion, communications, disability rights, service redesign, research and evaluation. Shift builds on the 'Mind out for mental health' campaign, which ran from 2001 to April 2004.

Alcohol

- Alcohol use can affect antisocial behaviour in two ways - binge drinking and dependent drinking. Binge drinking is often associated with noisy and threatening behaviour at night and affects younger people who would not benefit from drug treatment offered by the NHS. 1 in 3 admissions to A&E are alcohol-related. There is an urgent need to identify interventions which

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would encourage people to moderate their behaviour, reducing the risk they are creating to themselves and others.

Dependent drinkers mostly over the age of 30 include much of the older rough sleeper population as well as many others whose use of alcohol is much less visible outside a close circle of friends and family, and is unlikely to impact significantly on visible anti-social behaviour. Identification and support of this latter group takes place through general practice and a range of treatment agencies and rough sleeper initiatives. The Alcohol Harm Reduction Strategy, the implementation of which DH is jointly responsible for with Home Office, is intended to tackle both binge drinking and dependent drinking. The Department has asked the National Treatment Agency to prepare a framework for best practice on alcohol treatment, which is currently under consultation. The Department has asked Primary Care Trusts to look at how individuals with alcohol problems can be identified and given practical support. The Department is also developing new training for healthcare professionals and conducting a nationwide pilot programme exploring how screening and brief intervention methods can work in both primary and secondary health care as well as criminal justice settings. All of these actions will form part of an overall programme of improvement for alcohol treatment which is to be launched in the autumn.

Substance Misuse

- Visible drug dealing and the impact of drug addiction on families undermines communities and creates an atmosphere of fear and neglect. Primary Care Trusts working alongside the criminal justice system have created a real alternative for drug users with 154,000 offered fast access to effective treatment throughout the year ending in April 2004. Waiting

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times for drug treatment are now less than three weeks in England and less in many areas, particularly in areas of highest crime.

Seeing groups of children of school age smoking illegally may significantly contribute to people's concerns about the safety of their environment.

Following the Publication of Choosing Health the Department is taking further action to stop smuggling, to further restrict the sale of tobacco to children under the age of 16 and is consulting on banning its use in public places, including bus stops, where children often congregate

What elements of your mainstream work could be re-focused or developed to contribute more directly to this agenda?

Workforce

- Many local NHS organisations (particularly those with labour market pressures) undertake work with schools and socially excluded groups. Perhaps they could be supported with 'Respect Campaign' material?
- We have produced an 'Improving Working Lives' pack for volunteers, however, more could be done on encouraging volunteering by 'respected' health professionals in the community.

CAMHS (Children and Adolescent Mental Health Services)

- The integration of services for children, young people and parents, including health services, will enable practitioners to offer more comprehensive and better tailored packages of support to people with (or at risk of) behavioural problems. Implementation of the National Service Framework for Children, Young People and Maternity Services as part of the wider cross-Government Change for Children Programme will embed a truly holistic and integrated set of services that will support children, young people and parents from conception to adulthood.

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Alcohol

In relation to alcohol policy, we need to make links across public services with the 'Respect Campaign'.

- The Department is also in discussion with HO on the possibility of other kinds of interventions being offered by the criminal justice system or through other community settings. However the challenge in developing and testing an effective interventions should not be under-estimated.
- Current mainstream work by the NHS on alcohol treatment, which is currently not supported by a national PSA, needs to be refocused to contribute more directly to the Respect agenda.

Substance Misuse

As regards drug policy, the challenges for the future are:

- to continue the increase in treatment places
- to improve the retention of drug users in treatment,
- improving treatment for prisoners, many of whom resume drug use on release
- working with other Government Departments and improving access to training, employment and proper housing for recovering users and their families.

These form part of a new treatment effectiveness strategy to be considered at the next meeting of Serious Organised Crime (SOC).

3. Are there policy tensions? What might be the unintended negative implications for respect agenda?

- Overall there are few areas where the Department's strategy conflicts with the Respect agenda. The key issue in all joint work is to ensure that there

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is effective communication between departments especially on joint/similar initiatives and that when there are possible conflicts/overlap they are debated and resolved at the planning stages. However, we have identified some possible tensions in the CAMHS programme

CAMHS (Children and Adolescent Mental Health Services)

- Although many initiatives are socially desirable, we have to ensure that any resources we allocate do not dilute the focus on delivering health service activity. DfES is actively engaged with other Departments, eg. DfES and the Youth Justice Board, about the improvement of CAMHS services.
- A word of caution about the limited impact improving CAMHS can have on the ASB agenda. The primary focus for specialist CAMHS is to assess and treat children and young people with mental health disorders. Referrals into these services come from a range of agencies including the Youth Justice Service. All services are under considerable pressure and determine priorities on clinical grounds i.e. the presence of mental disorder, the urgency of the clinical problem based upon risk to the person or others should delay occur and the availability and likely effectiveness of a clinical intervention. CAMHS do give priority to 'people who have the most potential to cause damage' if these clinical grounds for determining the priority need for a service can also be satisfied. E.g. resources utilised on widening participation needs to be reconciled with improved service delivery.

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4. Where could you have the biggest impact? Are there any quick wins? What would the budgetary requirements be?

Workforce: Violence towards staff

- There are seldom quick wins when seeking culture and behaviour change. There may be some benefit in having a common 'Respect' banner across the public sector for issues such as violence towards staff. Our initiatives in this area are already reducing levels of violence to staff as demonstrated in the national staff survey.

5. What levers does your Department have to effect behavioural change in line with this agenda? Are there any barriers to delivery/implementation?

Workforce: Barriers

- In a devolved service we have limited workforce levers. We are reducing the number of targets and bureaucracy from monitoring. NHS Employers as a representative body for the NHS may have influence in the violence agenda. The DH Workforce approach would be by promoting issues as best employment practice. None of these suggestions require legislation. However, there are likely to be resource implications.

CAMHS: Barriers

- Delivery by PCTs and mental health trusts, concerning interest of general public and media in improving public health. The levers being NHS performance management system where it applies to national PSAs and Delivery Plan lines identified for delivery by PCTs through Authorities, and also through inspection by the Healthcare Com

Alcohol: Barriers

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The need to prove any barriers to reduce ASB are a) effective and b) if involving the NHS would make a wider contribution to the achievement of wider targets on access and choice in the absence of a specific PSA target for the Department and the NHS and hence the priority placed on it in respect of alcohol. The link between alcohol-related disorder and the achievement of A&E waiting times targets means PCTs may be persuaded to support interventions with binge drinkers if they could be proven successful – 70% of A&E admissions between midnight and 5 am on weekends are alcohol related.

CONCLUSION

- The Department of Health consults as widely as possible on the design and delivery of the services it provides, and we welcome this opportunity to collaborate with other government departments in considering how best to mainstream our public health work as a high impact contributor to the delivery of the Respect agenda.

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HOME OFFICE

Introduction

1. This note sets out the way in which the Home Office contributes to tackling ASB and building respect, in addition to the direct work of the ASB Unit, Together Campaign and associated activities (which is addressed in the main Committee paper). It also reflects initial discussions with officials around the Department about how our work could be developed further, but should be considered as representing ideas, rather than proposals and *has not been cleared by Ministers*.

What is the Home Office already doing which could be labelled as promoting 'respect' in its widest sense

2. A very significant proportion of Home Office business contributes to building respect in its widest sense, through our twin overriding roles of enforcing laws and borders and building active, cohesive communities. The specific programmes of work that are most important are:

Police reform

3. We are working with the leadership of the Service to ensure the police provide a more effective and responsive service at the neighbourhood level and more generally. Building public confidence and tackling anti-social behaviour are significant components of the neighbourhood policing approach. By 2008, every area in England and Wales will benefit from neighbourhood policing teams, enabled through 20,000 more CSOs (£340 million Neighbourhood Policing Fund), and releasing the equivalent of 12,000 officers from back-office bureaucracy. We are committed to giving the public greater influence over neighbourhood policing priorities and strengthen local engagement and

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accountability, for example through a local 'trigger' mechanism. Although a significant proportion of the expansion of CSOs is profiled for 2007/08, we are already building up considerable momentum within the Service to implement neighbourhood policing more generally. More broadly, we are increasing the user responsiveness of policing more widely, for example through easier reporting of non-emergency incidents.

Tackling alcohol related crime

4. The Violent Crime Reduction Bill will introduce new powers, including the Alcohol Disorder Zones, Drinking Banning Orders, and a new power for the police to exclude individuals at risk of carrying out alcohol-related disorder from a specific area for up to 48 hours. We continue to build on our alcohol enforcement campaign.

Juvenile Offending/ Youth Justice Prevention and Early intervention

5. A number of youth programmes focus on addressing anti-social behaviour and minor criminality before it escalates, including supporting parents in taking responsibility for their child's behaviour. These programmes are targeted at those at greatest risk, rather than promoting respect among a very significant proportion of the population.
 - *Youth Inclusion and Support Panels* aim to prevent anti-social behaviour and offending by 8 to 13-year-olds who are considered to be at high risk of offending and develop multi-agency support programmes (currently 106 YISPs). *Youth Inclusion Programmes* (13-16 yr olds) and *Junior YIPs* (8-12 yr olds) target the most at risk young people in an area providing tailor-made programmes including positive role models to help to change attitudes to education and crime. (YIPs currently operating in 72 most

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deprived/high crime areas). We are committed to increasing the number of YISPs and YIPs by 50% by 2008.

Parenting programmes delivered by YOTs as an early preventive intervention or when offending has occurred; on a voluntary basis or under a parenting order (8,000 interventions last year, rising to 11,000 by 2006).

- *Restorative justice* is at the heart of many youth offending interventions.
- *Child Safety Orders* can be made when a child under 10 commits an act that would have been an offence if he or she were aged 10 or over or the child has behaved anti-socially. A *Parenting Order* can be made alongside a CSO. *Parental Compensation Orders* are being piloted as part of wider early intervention pathfinders by children trusts/ social services.

Increasing the range of sanctions for low level offending and CJS effectiveness

6. We are significantly expanding the use of *Fixed Penalty Notices*, with the roll out last year of FPNs to all police forces and new offences now covered (e.g. minor criminal damage). We expect that numbers issued will rise from c. 60,000 in 2004 to over 80,000 in 2005.
7. *Restorative justice* specifically aims to foster a culture of respect by facilitating reparation and communication; schemes are expected to be extended in line with a manifesto commitment and we are committed to exploring how best restorative justice can be used in sentencing. *Conditional Cautioning* also provides a new tool to encouraging restorative acts and behavioural change.
8. Our new range of disposals, better tailored to the specific offences, are being complemented by wider developments in the CJS, including: specialist ASP prosecutors and court procedures, developing community justice and

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a range of wider work to build confidence, support victims and witnesses and enforce fines.

Civil Renewal, Active Communities and Citizenship

9. Alongside our direct preventative and enforcement work, our programmes to foster civil renewal, promote inequalities and build active and cohesive communities contribute to building respect more generally. Work includes:

- *Increasing volunteering and engagement among young people* (£45 million has been pledged for implementation of the Russell Commission proposals and seeking with matching private sector funds), including supporting young people to get involved in improving their local area. This is complemented by wider work to foster greater volunteering and support for national organisations that represent and support community organisations.
- *Promoting greater public involvement in shaping local policies and services*, including through 20 'Pioneer' local authorities, facilitating learning between neighbourhoods in public involvement and the 'Together We Can' Government action plan.
- A *Citizens Day* to encourage UK citizens to celebrate a sense of mutual respect, coupled with the recognition of their rights and responsibilities as members of British society (first in October 2005).
- *Citizenship ceremonies*, introduced in 2004, reinforce the sense of British citizenship as the final stage of the process of naturalisation for new immigrants.
- Work on race equality and cohesion, which includes tackling racism and extremism, combating discrimination and promoting equality – building respect for people from black and minority ethnic and faith communities.

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What could be refocused or developed to contribute more directly?

10. Given the range of interventions that already directly or indirectly contribute to tackling ASB and building respect, there is clearly scope for giving greater emphasis to these activities across community safety policy and the CJS, should Ministers wish to re-prioritise existing objectives (NB: not that there is always the need for a trade-off – there are frequently synergies between ASB and other objectives). In particular:

- We will wish to consider the **relative emphasis on tackling ASB within the national policing community safety plan and further guidance on neighbourhood policing** (in comparison to, for example, the overall crime reduction targets, sanction detection targets, prolific and priority offender programme or level two crime objectives). Ministers will also wish to consider the relative balance between committing police resources to meeting **national programmes and targets vs providing flexibility to respond to local community priorities** (the latter are more likely to focus on ASB). In the longer term, any changes to the role of police authorities and/or BCU and Force structures could also be an opportunity increase local responsiveness and accountability.
- In general, an emphasis on respect and ASB **increases the importance of the police developing strong partnerships with local authorities and other agencies**. For example, this includes jointly working with local residents to define standards of acceptable behaviour in public places and community safety priorities for action, and providing co-ordinated support for those residents who do take a stand against yobbishness in their community. The rapid development of the National Intelligence Model as a shared agency tool for identifying and acting on disorder will be important. We and the CJS also consider that greater benefits could be achieved by seeking to closely co-

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ordinate the roll-out neighbourhood policing team and local authority neighbourhood management arrangements (although considerable hurdles would need to be overcome in terms of defining approaches and leveraging action by local authorities and the police respectively).

- More specifically, whilst neighbourhood policing teams will certainly have a significant role in addressing low-level disorder, there are some choices about the way in which such policing develops a response to ASB. For example, the relative balance of responsibility for ASB between local authorities and policing teams, and whether the policing role focuses on *enabling* others to take action (e.g. providing support and training to wardens, housing associations, etc) or provides more direct enforcement against the lowest levels of disorder. Perhaps most importantly, it will be essential to further develop models to ensure that communities are empowered to tackle ASB and build respect themselves. There is clearly no one national approach, but it will be **important to rapidly disseminate approaches that are effective in different areas**. Within policing more generally, we can look further at how all police can help build a sense of respect as important authority figures in society.
- There is probably scope for **further promoting the use of Fixed Penalty Notices**, potentially to include an even greater range of offences (although these tend to be higher end offences, such as possession of class C drugs and very minor assaults on police), but also through simply further disseminating training, encouragement, etc. We should be aware that whilst this is a relatively easy policy given the enthusiasm of much of the police and low level of resource investment, it may have knock on impacts in terms of lower conviction rates among cases that come to courts, and the system

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generally relies on few recipients challenging their FPN in the courts. If **significantly more resources were available, we could consider developing other minor penalties**, such as fixed penalties of one or two hours unpaid work (however, note that FPNs represent the most cost-effective approach to minor sanctions and there is a strong argument for maintaining the current range of sanctions on the basis of simplicity). We could also give consideration to **prosecutorial fines** as exist in Scotland, although given the availability of FPNs it is uncertain whether these would add additional value.

- More generally there is the potential to ensure that our **mainstream programmes target the highest ASB areas**. We assume that there is already considerable overlap, given that most of our programmes target high crime areas, but we need to make sure so that areas benefit from, for example, the roll-out of YIPs and YIPs and neighbourhood policing teams. The roll-out of **Local Area Agreements to a large number of further areas** provides us with a significant opportunity to ensure that ASB/Respect is given greater priority as we negotiate the agreements of the forthcoming months, within our nationally identified target areas more generally. We may also be able to collaborate with the **community sector and civic pioneer local authorities** to play a greater contributory role in tackling ASB in identified priority areas, although our levers are relatively weak given our lack of direct funding for local organisations and Neighbourhood Renewal Funding may have a more significant role.
- There may be scope for giving increased emphasis to building public confidence in enforcement services by **more visibly demonstrating action in local communities**. This is not just about policing, but also the work of prosecutors, probation service, etc., for example, by building on the lessons of

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the Clean Up campaign to ensure greater community input into the type of work undertaken by offenders. Again, significant developments would inevitably require difficult decisions on re-prioritisation from other activities.

In building respect in its wider sense, there is scope for increased emphasis on fostering mutual understanding within and between communities, to tackle prejudice and hate, foster greater cohesion and prevent and address hate crime.

Potential policy tensions and unintended negative consequences of other policies on the respect agenda

11. As noted in the previous section, there are clearly some simple resource/priority choices between programmes aimed at addressing ASB and Respect and other types of crime and insecurity (again, notwithstanding the evident synergies that also exist). In particular, there are significant pressures across a range of policing demand which could compete for ASB-focused resources. We are aiming to, where possible, defuse anti-social behaviour early, before court action becomes necessary and where court action is necessary, reduce the use of custodial sentences. The evidence we have indicates that ASBOs on young people do not lead to a greater use of custodial sentences as a consequence of breach. However, parts of the CJS and NOMs will continue to want to be reassured that we have costed the downstream impact of all enforcement activity, including that to tackle ASB, particular involving adults.

12. We will clearly want to ensure that we effectively communicate the combination of support and enforcement we are offering to vulnerable groups who engage in ASB. Some people see a tension between support and

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enforcement (although most theories of behaviour change would emphasise the importance of both, in combination). We will also need to ensure that our package of measures is developed and communicated in ways that take effective action against low level disorder, but do not alienate the generally law abiding public from working with the police by generating a sense of grievance against being 'unfairly penalised for minor misdemeanours' whilst more serious offenders evade justice.

Biggest impact, quick wins

13. A number of the measures for development outlined in paragraph 11 above could be developed relatively rapidly.

- **Neighbourhood Policing.** If HMT were to provide additional resources, the greatest quick win would probably come from investing in additional training/capacity building within neighbourhood policing teams that are already developed or will be put in place within the next few months. A significant injection of additional resources could also enable the rolling forward of CSO recruitment plans and expansion of teams more generally (although would also carry some risk of recruitment prior to effective management capacity).
- **Community Safety.** Quickest wins are probably available in the 60+ areas just identified for Local Area Agreements.

Legislation required

14. Further expansion of FPN scope would require secondary legislation. We already envisage that the forthcoming police reform Bill will include provision

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for a local trigger mechanism to increase local accountability and co-terminosity between BCUs and local authority boundaries.

Lever for behavioural change

15. We obviously have significant levers in regard to developing criminal law and the role of the police and other enforcement agencies in upholding the law.
16. We potentially have greater scope to influence behaviour through the interaction between our services and both offenders and the public. For example, there may be more scope to disseminate information about the negative consequences of ASB to perpetrators as part of enforcement activities (e.g. issuing of FPNs). There may be opportunities associated with the use of new technologies to provide greater information to the public on the level of ASB in their areas and steps they can take to address it.
17. Finally, there may be scope for thinking more about how we can lever the actions of third parties who have a significant influence over how easy it is to perpetrate ASB (e.g. licensees, those responsible for public spaces, product designers), building on our experience with working with the licensed trade and other businesses.

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OFFICE OF THE DEPUTY PRIME MINISTER

The ODPM 5-year plan, *People, Places and Prosperity*, sets out the actions we will take to ensure that everyone has a decent place to live - places that they are proud of and respect and where anti-social behaviour and misuse of local environments are not tolerated. This note summarises our main actions and our initial response to the six questions posed by ASBU.

1. What ODPM is doing that could be labelled as 'Respect'

Joining up and supporting delivery on Respect/ASB

- Leading across government on Cleaner, Safer, Greener Communities to join-up actions at the national level in order to improve collective local outcomes. We are leading delivery of the national strategy for reducing abandon vehicles, to speed up removal and make enforcement sustainable so that nuisance vehicles and those responsible are not tolerated.
- Supporting local and public authorities to make better use of resources through Local Area Agreements and Safer and Stronger Communities Fund; prioritising action on CSG issues through Sustainable Community Strategies and LSPs, and revised CPA and Best Value drivers; and aligning public and private investment, for example, through Business Improvement Districts.
- Spreading best practice through the "How to" programme, for improving the management to prevent and tackle persistent ASB problems that affect town centres, parks and open spaces, and streets and residential areas.

Neighbourhood renewal

- Neighbourhood management based approaches (including NM pathfinders and New Deal for Communities) and neighbourhood wardens are helping to improve

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services and opportunities for people; are involving residents (of all ages and ethnic groups) and service providers in developing strategies for neighbourhoods and restoring respect in the area; and are working with neighbourhood policing teams to improve community safety. Direct funding for wardens will end in March 2006 – further funding is being made available through the Safer Stronger Communities Fund for neighbourhood management and wardens in 100 of the most deprived neighbourhoods from April 2006.

- ODPM has set up a youth engagement project to ensure that more young people are supported and involved in their communities. The project will focus on: the need for early intervention in a child's development; engaging young people; and improving relations with statutory youth services.

Neighbourhood arrangements

- Developing the ideas on neighbourhood arrangements in the discussion document *Citizen Engagement and Public Services: Why Neighbourhoods Matter* – including charters or agreements which could set out what service providers and people in a neighbourhood can expect from each other, mechanisms that individuals and groups could use to trigger action where the service standards fall below expectations (a manifesto commitment); and empowering parish councils and neighbourhood bodies to levy fixed penalty notices and apply for ASBOs.

Housing related ASB

- We are encouraging social landlords to deliver local approaches that involve prevention, support and enforcement to tackle ASB. We are making explicit tenants and the communities' rights and responsibilities, and providing the tools to ensure that the actions of a small anti-social minority are not tolerated. Measures such as the introduction of a duty on social landlords to publish their policies and

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procedures on ASB seek to ensure that landlords engage fully with the communities they serve in establishing 'community standards'; and tools like flexible new housing injunctions, demoted tenancies, and the right to suspend tenants' right to buy in certain cases on anti-social behaviour grounds will help them to tackle persistent problems.

Creating decent places – pride and respect of place

- Quality places deter anti-social behaviour. ODPM plays a big part in creating high quality spaces and places through its planning functions and guidance (getting the right provision in the right places) and by 'designing-out' crime and ASB. We are working with Defra on programmes that are delivering the ODPM PSA8 commitments to make places cleaner and maintain them better.
- ODPM supports community based programmes which engage and empower local people to improve and care for their local environments, and deliver wider social gains (community ownership, pride of place, and social cohesion). These include: sponsorship of Groundwork; the £30m Living Spaces programme; housing market renewal pathfinders; and the Special Grants Programme.

2. What elements of ODPM's mainstream work could be re-focussed or developed to contribute more directly to this agenda?

Our programmes are working predominantly with mainstream activities to improve their outcomes. Through the CSGC programme, we have sought to join-up and focus ODPM activities that contribute to ASB, especially in deprived areas, and to support local and public authorities, RSLs, voluntary and community groups, local business and practitioners to focus action on cleaner, safer, greener issues. There is scope to consider:

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Work to locate respect and ASB within the wider context of place: neighbourhoods, town and cities.

Joining up HO's work on neighbourhood policing with the wider neighbourhoods agenda. We should consider combining some of the 43 neighbourhood policing pathfinders that are due to 'go live' in September 2005 with some of the neighbourhood agenda ideas.

- Developing the How To Programme to engage with a wider range of practitioners in sharing good practice and innovations in tackling ASB in real places.
- Extending the youth engagement programme beyond the neighbourhood renewal areas.
- Encouraging greater take up of Business Improvement Districts and similar partnership models to facilitate a greater contribution from the private sector to cleaner, safer, greener issues.

3. What might be negative consequences of the 'respect' agenda?

The new language needs to be presented with greater clarity, or we could confuse the public. It would be helpful to clarify links with the quality of place, deprivation (physical capital), creating thriving and inclusive communities, and the 'together we can' programme.

We should anticipate a need to set out work on respect and anti-social behaviour in a wider context in order to counter current negative press coverage.

The balance between preventative and enforcement, and short and long term actions needs to be considered, in order to safeguard current investment and improvements made.

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The potential for generating new powers and measures without thorough assessment of need and efficacy should be avoided. In many cases local and public authorities already have the tools they need - we should stress this message and play up the need for good practice in making best use of them.

4. Where could you have the biggest impact? Are there any quick wins? What would the budgetary requirements be?

CSGC Programmes: In the short term by successfully engaging with practitioners to inspire a step change in action on CSG issues that affect town centres, residential areas and parks and open spaces. There is scope for other departments to use the How To framework to develop and disseminate good practice, and together create a wider climate of good practice and innovation on respect and ASB issues. There are also potential quick and cost-effective wins from getting buy-in from key national organisations and VCS to adopt and promote action more widely.

Neighbourhoods Wardens: Neighbourhood management and caretaking has major potential in delivering better places but the revenue need is a major barrier. Independent evaluation found that the overall rate of crime in warden areas declined by 27% compared with a slight increase in comparator areas. Spending some of the funding allocated in the autumn statement for 20000 new PCSOs and wardens, on 5,000 wardens that could be rolled out quickly.

Neighbourhoods agenda: The biggest impact of the neighbourhoods programme would lie in joining up HO's work on neighbourhood policing with the wider neighbourhoods agenda could provide 'quick wins'. Developing charters (or agreements) to set out the service standards people can expect. Triggers for action could also give local people the power to get something done about persistent problems.

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Housing: We are committed to a review of the effectiveness of housing based powers (notably housing injunctions). This may involve legislative 'tweaks' / further amendment. We now have the power to make Orders which would allow local authorities to specify bodies delivering services on their behalf. We are committed to considering in the near future on enabling authorities to contract out their ASBO functions to AEMOs (and other bodies who undertake housing management). We may wish to consider other bodies to which it would be appropriate for authorities to contract to in the interests of ensuring agencies respond better to the needs of the communities they serve. We may also wish to consider further work on intensive interventions aimed at rehabilitating perpetrators of ASB, by extending schemes like the Home Office funded Nuisance Neighbour Funding for action areas.

5. What would require legislation?

Introducing trigger mechanisms may require legislation - Home Office are developing triggers in the policing context and we will work with them to ensure consistency and integration. Giving neighbourhood bodies the power to issue fixed penalty notices and to allow parish councils and neighbourhood bodies the power to apply for ASBOs would also require legislation.

6: What levers does ODPM have to affect behavioural change in line with this agenda? Are there any barriers to delivery / implementation?

ODPM works with a range of delivery partners on cleaner, safer greener issues, and supports complementary action by the voluntary and community sector. These alliances encourage focus and greater action of cleaner, safer, greener issues, and reach out to hundreds of communities and thousands of people across the country. We are currently mapping the contribution that about 25 organisations are making, and what more they can do to help.

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Local Strategic Partnerships (LSPs) are already being encouraged to use NRF to support NM type approaches in other disadvantaged neighbourhoods. The wider neighbourhoods work also provides opportunities to extend such approaches. Barriers could include failing to joined-up approach from government departments – LSP, CDRPs and PCTs.

The increasing proportion of social housing stock owned /managed by RSLs means that leverage over the social sector's performance in tackling ASB is set to decrease.

A healthy civil society must by definition be inclusive. Faith communities are increasingly recognised as significant contributors to civil society, not only through their extensive networks, but also as 'carriers' of the values which support cohesion through respect for others and for the environment.

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DEPARTMENT FOR WORK AND PENSIONS

The whole DWP agenda is built upon a rights and responsibility agenda – providing something for something. This philosophy is central to our vision of welfare reform – a new relationship between the individual, the family, the wider community and the state – a 'something for something contract'.

2. The provision of help or guidance will be in return for a clear commitment to self-help and an endeavour to accept responsibility. The right to financial or other support should go hand in hand with an obligation to take steps to avoid long-term dependency and to contribute positively to society.
3. But we must not fail to recognise that for some people the state will need to continue to offer ongoing support and that their aspirations and opportunities should similarly be encouraged. People requiring ongoing support must not be written off by the welfare state.
4. By promoting a rights and responsibility agenda the DWP recognises the mutual interdependence between society and individuals and their families. It combines the respect of individuals both for themselves and their families and for society with the respect of society for individuals.

A: WHAT IS DWP ALREADY DOING WHICH COULD BE LABELLED RESPECT?

5. In return for the provision of help and support in times of need, society is entitled to expect that the individual has enough respect for themselves to try to improve their lives and the prospects for them and their families. For a large proportion of people this will involve work as the best route out of welfare and so the best route to independence.
6. There is now in all benefits a requirement to have a meeting to discuss work. For people on JSA there is no option of spending a lifetime on benefits. At a certain point – 10 months for young people and 22 months for adults – they have to choose an activity that aims to improve their employability or they are sanctioned. For people on lone parent and incapacity benefits there is a mandatory discussion built around ways of improving the lives of the customer – particularly through work.
7. As a quid pro quo the DWP and DfES agendas on Surestart and childcare gives greater opportunities for parents with children to take up work. Not only does it provide high quality and affordable support for the children whilst the parents are at work it also, by turning workless families into working families, provides role

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models for the children to follow. It also provides a stable and structured environment, which in itself builds respect for others.

8. However, child policy is not just based around trying to ensuring that resident parents do the best for their children. It is also designed to ensure that non-resident parents do not abdicate responsibilities. Through the CSA, parents show respect for their children by providing the financial support to which their children are entitled.
9. Fraud is a key example of failure to respect the support that society has pledged to the most needy. We have halved levels of fraud in Income Support and Job Seekers Allowance since 1997.
10. But society must also show respect for the individual and their family by ensuring that the most vulnerable are supported and that pensioners and families with children do not fall into poverty and social exclusion. This is the fundamental basis of the welfare state.
11. And a shift from a passive to an active welfare state signifies that society recognises and respects the ability of individuals to make the most of their lives by liberating them from welfare dependency and enabling independence and self-determination. Through Jobcentre Plus, the Jobseeker's Allowance (JSA) intervention regime and the JSA New Deal we have made major strides, and the Disability Discrimination Act has tackled the barriers disabled people faced in getting into work.
12. In addition the support needs to be delivered in ways that suit the customers not the providers and based around the individual as a customer not a problem. The modernisation and upgrading of the Jobcentre Plus and Pension Service estate are good examples of this process.
13. DWP delivers financial support and services to virtually every family in the land. We can best show respect by delivering support speedily and accurately.

B: WHAT ELEMENTS OF YOUR MAINSTREAM WORK COULD BE REFOCUSSED OR DEVELOPED TO CONTRIBUTE MORE DIRECTLY TO THIS AGENDA?

14. Welfare reform is being taken forward across a whole range of areas. Further work is needed to provide the service that individuals and their families are entitled to expect. Reform of the overall benefit system, housing benefit and state

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pensions aim to introduce greater simplicity, clarity and transparency about both the rights and responsibilities that people face. Specific reforms include:-

For people on lone parent benefits and incapacity benefits we are currently devising an intervention regime which maximises the chances that they will enter or re-enter the labour market and look for work.

- In addition, we wish to explore the option of engaging young people, who have rejected education and training as a first option, in the world of work so that they can develop as citizens through socialisation in the work place and a structured environment in which self-esteem and aspiration can be developed.
- We are piloting housing benefit reform that give people greater choice over their form of housing and consequently greater responsibility over their income and are aiming to secure agreement across Whitehall for the roll-out of the Local Housing Allowance across the private sector.
- Reform is under way to make sure that the non-residents fulfil their responsibility to their children and do so speedily and accurately.
- Similarly, the Link-age programme is simplifying access to a range of services by reducing the need for older people to give the same information several times.
- Finally, we are having discussions across Whitehall on the broad issues relating to anti-social behaviour and how it may affect the benefits and pension systems.

C: WHERE COULD YOU HAVE THE BIGGEST IMPACT? ARE THERE ANY QUICK WINS?

15. The theme of the welfare reform agenda - with a proposed Green Paper on reforming incapacity benefit in the Autumn - will be actively to encourage self reliance, to promote work as the best route out of welfare and to balance rights with responsibilities. While it may take time for legislation to kick in, the key messages of the reforms and the debate that surrounds them should help contribute to a cultural change in how the welfare state is perceived.

16. And if successful our welfare reforms will provide full employment with an 80% employment rate and remove the scourge of child and pensioner poverty. Most of these will result in a gradual improvement in the fabric of society.

D: ARE THERE POLICY TENSIONS? WHAT WOULD THE BUDGETARY REQUIREMENTS BE? WHAT WOULD REQUIRE LEGISLATION?

17. Policy tension would include ensuring that changes would not result in a more complicated, slower and more bureaucratic administration of benefits.

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18. We would also have to ensure that, while work is the best anti-poverty strategy, we do not fail to support and protect those who need our help most.

19. The budgetary requirements cannot be calculated at this stage as proposals are not sufficiently worked up. However, they are likely to result in long-term savings across government resulting from fewer people on benefits, more people in work and contributing to the economy, with the resulting effects on health, crime and social capital.

20. Benefit and pension legislation is largely prescribed in legislation so most reform will require legislation. For example, there is currently legislation planned to reform Incapacity Benefits, Housing Benefit, and, there is likely to be further legislation on pensions at a later date.

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CABINET

MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

DELIVERING ON 'RESPECT' AND ANTI-SOCIAL BEHAVIOUR

Paper by the Anti-Social Behaviour Unit, Home Office

Summary

1. This paper sets out initial thoughts on what needs to be done to ensure the 'respect' campaign gathers momentum and delivers results. It describes:
 - The structures needed to deliver in Whitehall and on the ground.
 - Key policy priorities that the 'respect' agenda would address.
2. The Prime Minister will outline his thinking on 'respect' in a key-note speech on 12 July. This will coincide with the launch of the third year of the Taking A Stand awards¹. Ministers have been asked to support this with a programme of visits to last year's winners.

Recommendation

3. Ministers are asked to agree the proposed structure of a small new interdepartmental Unit.

¹ The Taking A Stand awards are run in partnership with the Co-op and Crime Concern to recognise and reward individuals and local groups who have taken a stand against anti-social behaviour in their communities. Examples include giving evidence in court, organising litter picks / clean ups, setting up a residents' association or cleaning up graffiti. Winners receive £1,000 to spend on tackling problems in their area and will be invited to a regional awards ceremony in December 2005.

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Ministers are invited to endorse the broad themes of work as set out in paragraph 8 and consider whether the list of proposals in Annex A are the right set of policies to deliver the 'respect' agenda.

Consideration

How would 'respect' operate in Government

5. Establish a small inter-departmental steering group, chaired by Hazel Blears, comprising relevant Ministers, officials and external stakeholders and practitioners.
6. The cross-departmental Respect Unit will be led by Louise Casey and report through Hazel Blears and the Home Secretary to the Prime Minister's Cabinet Committee. The Unit will also work and support Secretaries of State across those Government departments which have a key role to play in delivering the Government agenda on 'respect'.
7. It will have three functions:
 - **Delivery** in communities: Ensure action is taken on the ground so that 'respect' is defined in the public's mind as making a difference in their street in real time. The Unit would work in particular towns in order to deliver change.
 - **Communications**: Defining the agenda in the public mind and ensuring coherent and consistent messages where Government has credibility. This will be based on the narrative agreed by Ministers (see paper two) and will work on the following levels:

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- A strong campaigning focus
- Engaging the public through the media and other sources.

- An overview and monitoring role for delivery of the 'respect' agenda across Whitehall departments on behalf of Ministers to ensure that the principles of enforcement and support, reward and sanction and rights and responsibilities are embedded into Government work.

Possible policy priorities for the 'respect' agenda to address:

8. The key success of the TOGETHER campaign has been its focussed and relentless campaigning approach and this needs to be carried through to the 'respect' campaign. The overall end point is to promote self-respect, respect for others and respect for the community. In order to achieve this we will begin the process with a limited number of challenging and robust measures that will make an impact: the 'Tipping Point' approach to change.

- **Communities drive:** an inspirational drive to get individuals and communities to understand what they can do to tackle anti-social behaviour themselves; what remedies are available and who should help. Everyone in the country must be clear about what their role is and what is there to support them. This will be complemented by continued work on tackling anti-social behaviour with front-line agencies.
- **Families:** a strong family/parenting drive with particular focus on those whose children are involved in anti-social behaviour. Where parenting interventions are sustained and structured we have evidence of positive outcomes. An approach could be focussed on identified families in specific areas / neighbourhoods with concentrations of anti-social behaviour.

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truancy, teenage pregnancy and other problems. We will work closely with DfES and ODPM.

- **Children on the margins:** truancy, exclusion and school discipline are closely linked to anti-social behaviour; truanting is associated with the onset of anti-social behaviour/youth crime. It will be important to look again at how we can ensure children are fully engaged by using structured methods that keep them out of trouble, working closely with DfES.
 - **Regeneration/renewal:** any programmes developed on 'respect' need to ensure they make an impact in the most deprived areas. We should also use the opportunity of the 'respect' drive to make tackling bad behaviour a more significant component of regeneration, renewal and housing work. We will work closely with ODPM on this.
 - **Public sector staff:** A survey of Unison staff showed 50% experienced threats and verbal abuse in the workplace. A strong drive on 'respect' for workers delivering public services should run alongside a complementary campaign that emphasises their role and responsibilities as public ambassadors for 'respect'.
9. These are the themed headings for action that could be taken forward over the coming months and years and require the Cabinet Committee's endorsement. Attached at Annex A are some policy proposals which are potentially ready for immediate action (these are marked in the table). Other proposals will require further detailed policy analysis and costings (again, these are clearly marked in the table). It should be stressed that these

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proposals are initial thoughts only and are included only to aid discussion within the committee.

Practical Issues:

10. Resources: The Home Secretary has agreed to find a small amount of additional resource for the Unit and an operating budget. Further discussions will need to be had by Ministers about finding additional resources.

11. If not already arranged, Louise will need to meet relevant Secretaries of State to consider how best she can support their 'respect' work.

Home Office

28 June 2005

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APPENDIX

TABLE 1: IMMEDIATE ACTION

General ASB Neighbours from hell/binge drinking	Set up 'Respect' unit and steering group
	Continuing ASB TOGETHER campaign - Communities drive to empower individuals and communities to understand their role in taking a stand against ASB. - Establishing who uses current ASB powers and who does not.
	Neighbourhood renewal and behaviour Work with ODPM to ensure current regeneration policies directly support the 'respect' agenda (eg via LAAs?) Ensure that all initiatives to promote 'respect' are routed through deprived areas.
	One-city blitz on ASB and late night alcohol disorder Home Office demonstration campaign in one city to make maximum use of existing enforcement tools, including AMEC.
Schools and young people	One-city truancy crackdown Demonstration campaign in Manchester, making maximum use of current truancy policies with aim for zero tolerance.
	Youth services Ensure Youth Green Paper covers challenge and support, sanction and reward and rights and responsibilities.
Parents	Parenting High profile public campaign on importance of parenting with 'super-nanny' type figure.
Public services	Zero-tolerance on abuse of public servants Extend NHS campaign on abuse of staff to other public services, eg. refuse collectors, transport workers etc.

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TABLE 2: PROPOSALS TO BE WORKED UP IN FURTHER DETAIL

General ASB: Neighbours from hell/binge drinking	New powers for authority figures to tackle low-level disorder • Mini ASBOs: speedy new low-level sanctions avoiding court used by authority figures, eg. CSOs/wardens. • ASBIs: lower-level court action to tackle ASB. • Immediate community service equivalent of fixed penalty notices (FPNs). • Extension of existing rapid justice powers, eg. FPNs to more authority figures, building on manifesto commitment.
	Expand range of punishment for breach of ASBO powers, eg: • Innovative sanctions tailored to hit the individual where it hurts, eg. withdrawal of rights (passport/driving licence/football matches). • Conditions on benefits, eg. JSA or child benefit held in trust by probation/social workers for offenders.
	Targeted 'tough love' • Sanctions and support for severely disruptive families – roll out last chance projects such as Dundee Families Project. £
	Punishment directed by the community, eg: • Local community justice punishments chosen by local citizens (cf. Liverpool Community Justice Centres) • Improved publicity/visibility of community justice.
	Trigger powers, eg: • Local residents able to force police to take action in certain circumstances. • Join up neighbourhood policing proposals with wider neighbourhood accountability agenda.
	Extend 'tough love' tenancy contracts • Roll-out of Irwell Valley Housing Association-style rights and responsibilities approach to other social housing providers
Schools and young people	Ensure all schools have a behaviour strategy with a combination of rewards and sanctions.
	Toughen parental responsibility over pupils, eg: • Option to make it an offence for parents to allow a child out on the streets during school hours.
	Tackle problem behaviour outside school hours, eg. • Extended schools to focus on hard to reach pupils and parents. • Encourage focus of Children's Trusts on ASB. £

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Parents	Extend parenting orders to target high-risk groups, eg: • Earlier/easier application of parenting orders for problem families. • Automatic parenting order for all families containing offenders, and all high-harm drug users with children. £
	Increase universal parenting support, eg: • Extend parenting advice role of existing services, eg. Children's Centres. • Build service capacity to cope with additional demand. £
Public services	Visible local leadership on ASB ('sheriffs') • Invest new powers and visibility within Mayor's or Cabinet Councillor's responsible for community safety to replicate the 'Middlesbrough effect' of strong local leadership harnessing local concern on ASB.
	Extend protection for public service workers, eg: • Abusing public servants as an aggravating factor in trials. • Compacts for acceptable behaviour by both staff and citizens when using public services.
	Duty on all public services to share information on offenders • Current ability to share information is insufficient and should be strengthened
	Further push on speeding up and simplifying court system, making better use of existing criminal law for border-line criminal/ASB activity.

£ - cost implications

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CABINET

MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

RESPECT ACTION PLAN

Paper by the Minister of State, Home Office

Attached is the draft Respect Action Plan for discussion at the forthcoming meetings of the Anti-Social Behaviour Cabinet Committee.

Home Office
16 December 2006

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PM FOREWORD

MINISTER'S FOREWORD

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SUMMARY:

Vision: A society characterised by respect between citizens, where anti-social behaviour is rare and effectively addressed.

Problem: Anti-social behaviour rose through the 1980's and early 1990's, reflecting deeper changes in society and limited enforcement. Anti-social – and pro-social – behaviour is affected by the presence of authority figures, parenting and peer group influence, environmental cues, and wider social values.

Progress: We introduced new powers to enable proportionate and rapid enforcement, such as the Anti-Social Behaviour Order, have radically speeded up the justice system, and have increased numbers of police, PCSOs and neighbour hood wardens. At the same time we have provided support to help people turn around their bad behaviour and promoted a positive agenda of heavy investment in neighbourhood renewal, education, and civic renewal to tackle the drivers of unacceptable behaviour. Crime and anti-social behaviour has fallen dramatically, and especially in Action Areas.

Actions: **Families.** We will develop a cross government parenting strategy, expand practical parenting classes; parent contracts and, for a small minority; parenting contracts. We will roll out intensive family support in 50 areas over the next year, and ensure that effective parenting interventions are a core part of children's centres and extended school.

Schools There will be a national roll out of school behaviour and truancy collaborations and targeted action on truancy, and we will take action against illegal and unofficial exclusions and those who are not on school rolls and improve provision for those who are not in school

Young people we will develop Britain's first national youth volunteering service, we will expand provision of peer mentoring, we will make available funds for young people to spend on activities in their area, we will work with sport Governing bodies to engage young people, we will engage young people through Children's Trusts, the Big Lottery Fund will make available £100m for activities for young people

Strengthening communities we will reconfigure services so that they deliver better for local people, we will roll out neighbourhood policing nationwide, will give citizens a 'trigger power' to demand rapid action on anti-social behaviour; create a single national non-emergency telephone number to report nuisance issues and help services to respond more effectively; we will roll out neighbourhood wardens and neighbourhood management to our most deprived communities.

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Stronger enforcement. We will further extend the menu of powers available to address 'low level' anti-social behaviour; extend the range of people able to use existing powers including strengthening the powers for pre-court disposals; streamline the case management of ASBOs within the courts; and roll out a national 'community payback' scheme of visible and constructive punishment.

CHAPTER 1: RESPECT AND THE CASE FOR CHANGE

What is respect?

Respect is something that is difficult to define, yet virtually everyone intuitively understands. Mostly 'respect' is automatic and ingrained in the habits of our everyday lives. At its core, it is about being considerate of the consequences of our behaviour for others. The public share an understanding about what respect means:

Not causing damage to property or people, physically or emotionally, and general concern for the well-being of those around you.

Valuing others and self...I think it requires you being aware of someone else's feelings.

How you treat people as of how you want them to treat you, whether they're black or green or yellow or orange...

I think it's caught well in a word

When respect for self, others and the community breaks down, anti-social behaviour takes hold. Throwing bricks through a neighbour's window; making offensive and threatening remarks; dumping litter; playing loud music in the early hours of the morning in a residential area and so on – is clearly inconsiderate or disrespectful by any definition.

But respect and the lack of it are on a much wider continuum. An understanding of appropriate and inappropriate behaviour is what makes society work.

The way we live our lives is changing. As a society we enjoy material wealth only dreamt of by previous generations – giving people huge freedom. Family structures have altered and the large extended families of previous generations are largely a thing of the past and the social influence of the church, trade unions and other organisations has declined. One result is that informal social controls have declined and this provides the space for people to break the rules without challenge.

We have no desire to 'turn back the clock' but a loss of deference does not mean a loss of respect.

While contemporary lifestyles have brought us great freedoms, it has also brought challenges that we need to respond to.

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It is the most disadvantaged neighbourhoods and the most disadvantaged individuals who are most affected by lack of respect and anti-social behaviour. In 'hard pressed' areas (low income, social housing and inner city) around one in three people perceive the area as suffering from high levels of anti-social behaviour. In contrast, in 'wealthy achiever' areas only around one in twenty describe their area this way. Controlling for other factors, people in disadvantaged areas are four times more likely to perceive their area as suffering from high levels of anti-social behaviour.

However, the vast majority of us behave respectfully and support each other. It is a minority who commit anti-social behaviour, Only a minority of people commit anti-social behaviour. For example we estimate there are around 7,500 families nationally who cause significant problems in their communities. Their impact and the costs they impose on the rest of society is out of all proportion to their numbers.

In this plan we are committing considerable investment to tackling poor behaviour - but respect is not just about spending more. We need to make public services work more effectively so they respond better to the problems caused by a minority and to respond to and be driven by the respectful majority.

A great deal has already been achieved.

Progress so far

Since 1997, we have focussed on building respectful communities and strengthening the response to disrespectful behaviour n[*DN need to strengthen the 'story so far' to make sure we have covered all the key achievements*]

We are tackling disadvantage:

- **Neighbourhood Renewal** and New Deal for Communities programmes - achievements
- 2.3 million people more people are employed compared with 1997 and almost three-quarters of a million who were dependent on benefits and of working age, are now independent, self-determining, and contributing financially to the success of our economy.
- **Sure Start** is providing providing additional support to children in deprived areas to get a better start in life through learning and other structured activities. [DN Early evidence shows XXXX]
- **Youth Justice** reforms

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We have introduced and strengthened powers to tackle anti-social behaviour

We have introduced new powers and tools to make the Police, other local agencies and Courts more responsive to the problems and needs of communities including:

- **Acceptable behaviour contracts** – voluntary contracts made between the individual and the local agency (often the police, local authority or youth offending team) and the individual. They are really effective at nipping anti-social behaviour in the bud at an early stage and getting people to sign up to a list of acceptable behaviour. Over 6,000 have been issued to date.
- **Anti-social Behaviour Orders** – these are powers for the Courts to prevent an individual engaging in specific forms of ASB. Over 5,500 have issued so far.
- **Penalty notices for disorder (PNDs)** – These are pre-court powers for the police to crack down on unacceptable behaviour. They minimise bureaucracy and free up the time of police and the courts – over 170,000 have been issued in the last 2 years. Over 170,000 have been issued in the past 2 years.
- **Dispersal orders** – These allow the Police and Local Authority to designate an area where gangs or individuals are prohibited from gathering for a specified period. They are used to claim back public spaces for the community. Over 400 have been issued.

[DN – figures to be updated]

Changing the culture

We have started to change the way that our local communities are organised to tackle ASB and promote respect. This is based on partnership between central government, local agencies and local communities.

- **An increased uniformed presence in every community through programmes** such as neighbourhood policing; and neighbourhood wardens etc
- **Together We Can** – a cross government campaign to promote civil renewal and strengthen communities
- **'Together' campaign** – to create a culture that tackles rather than tolerates anti-social behaviour.

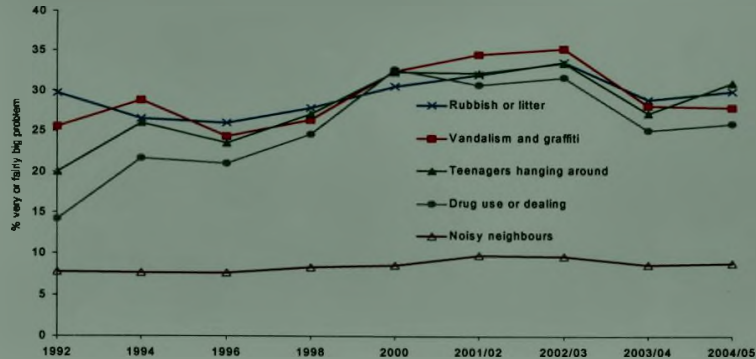
The Actions of central government, local agencies and communities is working but we must do more

[BOXED SECTION] Recent trends in anti-social behaviour

The British Crime Survey shows that the proportion of people perceiving various forms of anti-social behaviour as a problem in their local area rose significantly between 1996 and 2002/3 but has fallen over the last two years – from one in five (21%) in 2002/3 to 17% over the past year.

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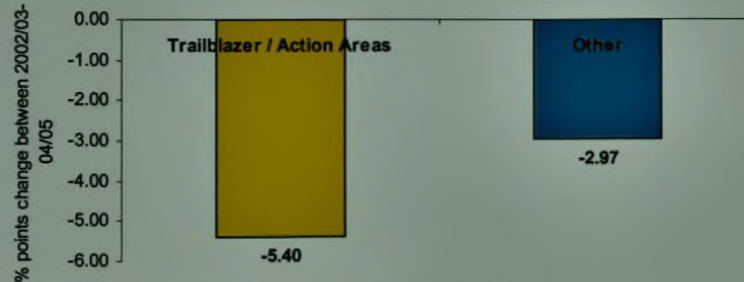
Fig 1: Proportion of people perceiving very or fairly big problems, 1992 to 2004/05



Where we have worked intensively progress is encouraging: The British Crime Survey also shows that between 2002/03 and 2004/05 the percentage of people perceiving there to be high levels of anti-social behaviour in their area fell at a greater rate in trailblazer and action areas (from 25% to 19%) than other areas where the percentage of people perceiving there to be high levels of anti-social behaviour fell from (19% to 16%) over this period.

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Change in % of people identifying high level of perceived anti-social behaviour
in their local area between 2002/03 and 2004/05



Source: British Crime Survey 2002/3; 2004/5

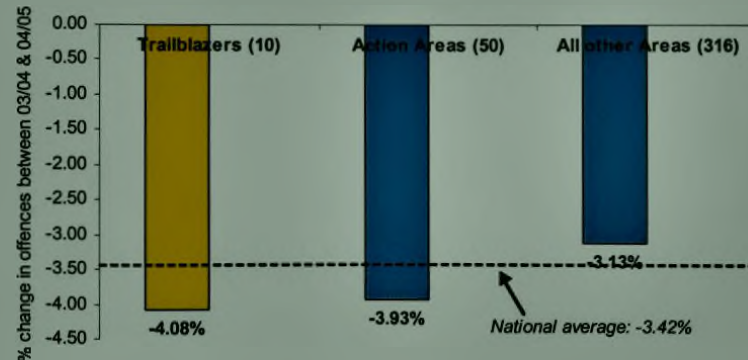
A similar picture of encouraging improvement emerges from a recent research study of residents' perception of anti-social behaviour in the 10 Trailblazer areas.

Within Trailblazers, those living in deprived areas were far more likely than those in affluent areas to think that these problems had improved over the past year. For example, a quarter (25%) of those who live in the most deprived local areas think problems of anti-social behaviour got better in 2004/5, compared to only eight percent of people living in the least deprived areas.

Recorded criminal damage has recently decreased at the national level. Between 2003/04 and 2004/05 there was a 3.4% decrease in the number of recorded offences nationally. Again, reduction in the anti-social behaviour related forms of criminal damage (for example, graffiti) in the 10 Trailblazer and 50 Action areas was above the national average in 2004/05.

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% change between 2003/04 and 2004/05 in non-car / race related criminal damage offences by CDRP area type (Recorded Crime data)



Source: Recorded Crime Stats, 2003/4 and 2004/5

Measuring anti-social behaviour is complicated by a number of factors, such as the willingness of the public to report the problem and local and national media coverage. It is also possible that, when extra resources are focused on a service, more incidents are reported. Despite these complexities, it is clear that evidence that supports the Government approach is emerging. **[END BOXED SECTION]**

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We have listened to community representatives in many parts of the country and we have got a better understanding of what is driving a decline in respect. We will act to ensure that communities get the support they need.

The Respect programme builds on the Government's drive to tackle and not tolerate anti-social behaviour that has focused on reclaiming communities for the law-abiding majority to enable them to live in peace. But respect and the lack of it are on a much wider continuum. It requires us to sustain action on anti-social behaviour, but also deepen the approach through tackling the causes of anti-social behaviour, intervening early where problems occur and broaden the work to address new areas of behaviour.

We will increase focus on the key drivers

[DN to rework this section – enforcement action alongside /support and diversion; refocused public services which responsive]

While anti-social behaviour is associated with young people, anti-social behaviour is not predominantly caused by young people. For example, over half of all ASBOs are issued to adults, and the young people themselves (aged 16-24) are more likely than other age groups to perceive anti-social behaviour in general and 'teenagers hanging around' in particular as a significant problem in their local area.

There is no one single factor that causes anti-social or criminal behaviour. Various studies have identified a series of factors which, while they do not cause criminal or anti-social behaviour, have been found to increase the risk. In addition, risk factors tend to cluster, so the chances that people become drawn into anti-social behaviour increases as more risk factors are present (Rutter, 1980).

- **Family factors** We know that poor parental supervision, weak family structures and parent/child relationships as well as parental involvement in crime or anti-social behaviour are drivers and our proposals on supporting parents and tackling the most challenging families will help this.
- **Schools factors:** poor attendance and poor school environment is strongly linked to anti-social behaviour and we will build action to tackle persistent truancy in targeted schools as well as improving behaviour in school
- **Community factors:** Living in deprived areas where there is high disorder and neglect and poorer services. Our proposals to refocus services in neighbourhoods so they are more responsive and meet the needs of citizens through neighbourhood policing, management, wardens
- **Individual factors:** peer involvement in anti-social behaviour, drug and alcohol misuse and early involvement in ASB are all key – through our targeted approach to tackling anti-social behaviour through a twin track approach of enforcement and support

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We will also provide more for young people to do, work to tackle the causes of anti-social behaviour through our family support projects ; promote opportunities for young people to contribute to their community through volunteering and promote peer mentoring as well as providing structured activities such as sport and arts and drama.

CHAPTER 2: FAMILIES

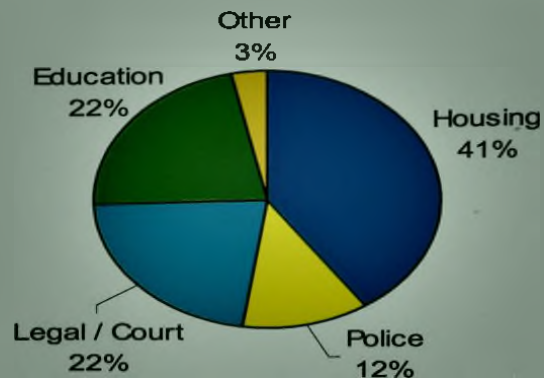
The most challenging families

What is the problem?

What is the problem?

The Anti Social Behaviour strategy has shown how the persistent anti social behaviour of 'nuisance neighbours' or 'problem families' can disrupt the quality of life of whole communities. Not all of the households that fall in this category will contain children, although a large proportion of them do. Of the cases nominated to the Home Office Nuisance Neighbour Expert Panel over a third were single adult households. These households have multiple problems in addition to their anti social behaviour. Mental health, alcohol, and drug problems, poor basic and life skills, domestic violence, poor school attendance and poverty/worklessness are recurrent issues. The current service response to these households is inadequate and uncoordinated.

Fig 3.1 Breakdown of expenditure on problem family by service sector (Case study Leicester New Start Families project)



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Problem households often first come to the attention of housing departments as a result of nuisance complaints. Housing officers often struggle to get other agencies such as social services, education and health involved and households do not always get the services they need. When agencies are involved they do not always work in the best way. We know that parents' behaviour, poor parenting skills and anti-social behaviour by young people are linked, yet services still tend to work with individuals and not whole families. Agencies also fail to communicate properly, and to establish shared objectives. There is often a dislocation between support and enforcement agencies, leading to inconsistency in approaches and a failure to find lasting solutions. For example, a housing department might be pursuing eviction proceedings against a family after many complaints from the local community, whilst youth workers are trying to improve the self esteem of children in the household. Agencies sometimes work with these families for years without resolution.

This situation is in no-one's interest. It causes misery for local communities; rarely solves families' problems satisfactorily and wastes public resources.

Measure – Ensure an intensive Family Support service to work with the most difficult families is available in at least 50 areas over 2 years

We know that intensive family support projects with tailored support, supervision and sanctions can be effective in improving the behaviour of the most problematic households. These projects pull together enforcement action to set boundaries around anti social behaviour whilst also ensuring members of these households get the support they need. This often involves project workers providing a 24 hour service working with these families in their own homes, when they are needed. They also negotiate with local agencies on the family's behalf to ensure they get the necessary services. A small number of these projects are currently operating. They were all developed to provide a more effective response to persistent anti social behaviour. These projects do not usually provide new interventions. Projects differ in some ways, for example whether they work with families in a residential setting or in their own homes, but they all share key features. These are:

- Assessment of the needs of the whole household, giving all members a strong say in identifying their own priorities;
- Development of and adherence to a 'contract' between the household and agencies which balances support with sanctions and supervision;
- A single key worker is responsible for ensuring the delivery of the multi-agency action plan and ensuring shared objectives and a 'common endeavour' between agencies
- Key workers with an assertive and persistent working style to ensure families stick to agreements and keep appointments

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We will roll out this model in tranches, and we will set up 14 new projects in early 2006 with a total of 50 projects by the end of the year. These will be mainly resourced through existing funding streams using Local Area Agreements. These projects will be in large urban areas with large populations and incidence of ASB. Projects will work with up to 40 families in an area and a total of X overall.

The family support projects will be led from the Respect Taskforce in the Home office and managed by a cross departmental steering group, comprising ODPM, DFES, DH and DWP. Expert practioners will provide advice on start up and delivery. A comprehensive evaluation of these projects will be commissioned so that learning can be integrated within local mainstream delivery.

Some of the existing projects are very new, but evidence shows some early signs of effectiveness:

Evidence of effectiveness

The Dundee Families Project has achieved an 84% success rate. Without the project in 2004-5: Adults of 13 families would have been subjected to ASBOs, 10 families would have been evicted and 19 children may have been received into Local Authority Foster or Residential Care.

Preliminary findings from Sheffield Hallam University's evaluation of six similar projects found that in 82% of cases studied there was a reduction in the level of complaints, and that 95% of families where data is available achieved housing stability.

Monitoring data from the first quarter of 2005-06 for eight of the Trailblazer projects shows promising evidence of impact in a short period. 74% of families involved with Trailblazer projects were reported to be experiencing at least one positive outcome.

Reduction in incidents of anti-social behaviour for almost half of the families (45%). Behaviour improvement by the young person, improvement in parenting and family relationships and reduction in complaints to the local authority were also reported.

The costs of a family support project varies between £3,000 - £16,000 per family, projects intervene for an average of 9 months. The average cost of placing a child in residential care of £2,000 per week.

"They helped me manage things myself instead of turning to the bottle...so that I'd be off my head and shouting at the kids when they hadn't done anything...I am not a baby anymore I am a mother...They made me open my eyes. If it hadn't been for them I would have been dead or in prison and my kids in care because it was getting to that"

Fig 3.2 Case study example: Leicester New Start Families project

The Leicester New Start Families project (established in 2004) is run by the NCH charity to provide intensive family support to those evicted or at risk of being evicted due to Anti Social Behaviour. It was felt that a programme providing intensive family support could help avoid the costs of eviction

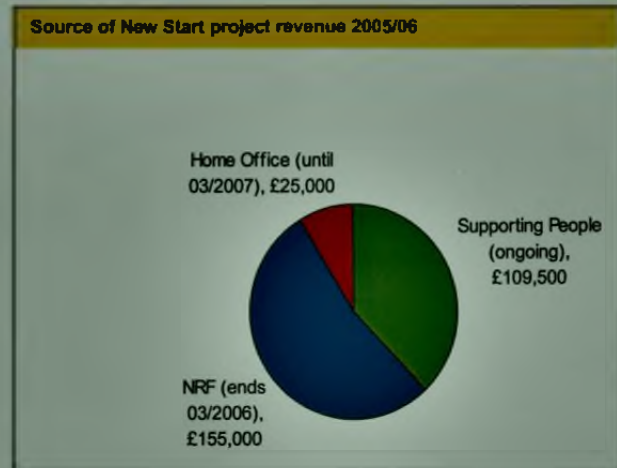
The project team use a whole family approach. An individual support plan is drawn up with each household member.

The project works with:

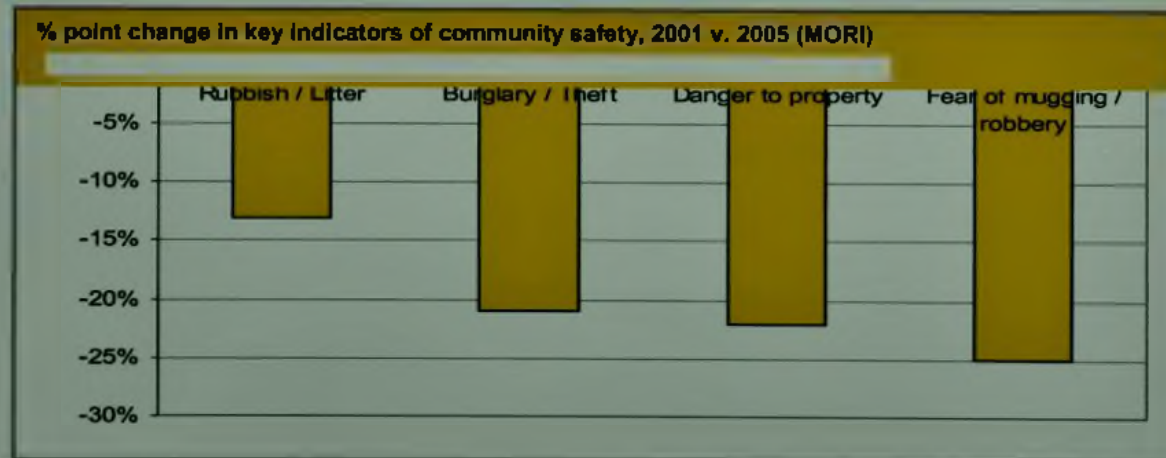
- 9 'families at risk of eviction' who have been served with a possession order (in their own home)
- 3 families who have already been evicted (in residential units).

Since the project first started working with problem families in February 2005 there has been considerable success. Before the project, there were on average 7 evictions a year from social housing due to ASB.

- **Since the project started there have been no evictions caused by ASB**
- **Two problem families have had their cases 'closed' by the Leicester ASB Unit and are no longer considered at risk of eviction.**



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Recent MORI data shows significant decreases in the perception of indicators of community safety. The intensive support given by the New Start project is seen as a contributory factor to these decreases.

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Measure - We will develop a cross government strategy on problem families.

We need to deal with problem families now through the dedicated projects described above, but over time learn the lessons of this for mainstream services. We will develop a cross government strategy to improve the service response to problem households. A range of government departments, and the services they control, have a role to play in meeting the multiple needs of these households. We will set out how we can ensure that mainstream adult and children's services will work better with challenging families and how gaps and duplications in provision can be identified and resolved. This will ensure that assertive ways of working with whole families, as demonstrated by Family Support Projects, are mainstreamed.

This strategy will consider:

- How to ensure sufficient resources are used to fund key workers to co-ordinate local services for problem households – e.g. through local area agreements
- How to ensure that strong governance arrangements so that responsibility from problem families is clearly located in one place for example the Crime and Disorder Reduction Partnership.
- How to fund and put in place assertive key workers who are responsible for coordinating the service package to problem households at local level
- How we can fill gaps in service provision that these families need particularly parenting provision, mental health and drug treatment services

The strategy will focus particularly on increasing the responsiveness of services to ensure members of these households receive the services they need. For example:

- **Parenting support:** will be in place as a result of the expansion of parenting provision for the most problematic families (see next section)
- **Employment related services:** Adults from these households will be prioritised to receive Job centre plus intensive services to help move disadvantaged adults into work. For example where they have health problems they will be fast tracked into intensive Pathways to work projects which include mandatory work focused interviews and condition management programmes.

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- **Mental health services:** We will ensure that, through the Care Services Improvement Partnership, all providers and commissioners of mental health services focus as a clear priority on the needs of the family and the wider impact of the illness of the individual. In the first instance, on the 50 areas we will, from 2006, monitor through the local authority performance indicators the extent to which agencies are working together to meet the needs of children with very complex needs.
- **Mainstream health services:**
 - **Will take a more holistic view of needs in the context of family and community**
 - **We will do more to deliver health services where people want to access them.** Midwives and health visitors, often working as part of multi-agency teams, will increasingly use outreach and one-to-one working with individual families to increase initial access to services and to ensure access to mainstream services is maintained. Providers will increasingly consider how health services could be accessed through community based settings such as children's centres and extended schools.

CHAPTER 3: THE ROLE OF PARENTING IN PREVENTING ANTI-SOCIAL BEHAVIOUR

Measure – Expansion of parenting programmes in targeted areas

Whilst the most socially disruptive families in any local authority create a disproportionate nuisance and require immediate attention, we must also support and challenge families who are showing early signs of difficulty.

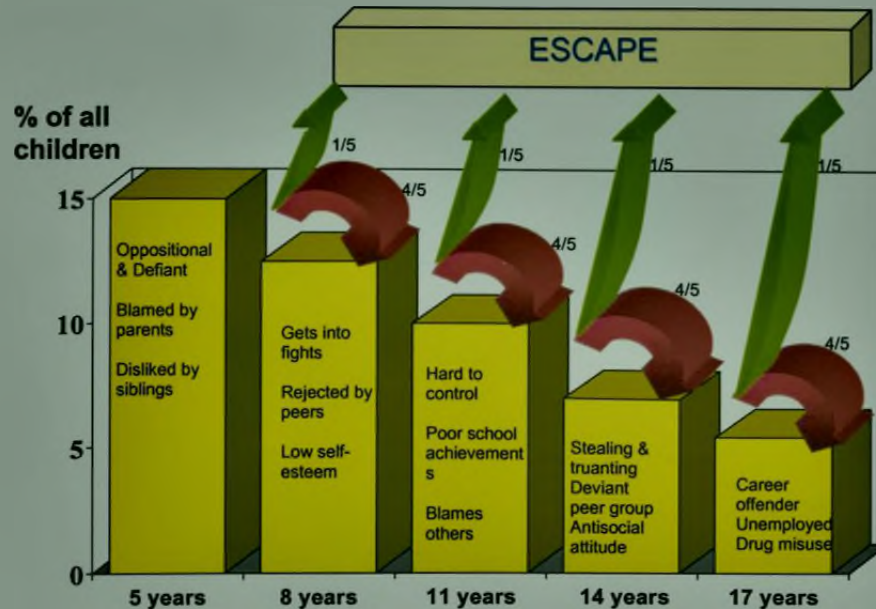
Why Parenting matters

Poor parenting, lack of parental supervision and weak parent child relationships mean children are more likely to engage in anti social behaviour. Parents can encourage child antisocial behaviour by giving it attention and often discourage desirable behaviour by ignoring it. While not all children who experience poor parenting will develop problems, the case for supporting parents of vulnerable children and teenagers earlier is strong: it improves the outcomes for children and families; it improves outcomes for communities and it represents good value for money.

Not all anti social children become anti social adults, but as **Fig 3.3** shows for a significant proportion, the risk is high. Serious disrespect and pervasive offending by males have their origins in early childhood in 90% of cases.

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Figure 3.3 Continuity of Antisocial Behaviour from age 5 to 17



Children who move from ASB to offending face a lifetime of social exclusion and at age 21 cost the tax payer ten times more than those who do not offend. The numbers of children and young people who go down this path shows we could do more to support parents in their critical role.

Public perceptions are in line with this evidence. 85% of people in the UK think that parents not bringing up their children properly is the biggest reason for the perceived rise in Anti Social Behaviour. Better parenting is also valued more highly than more police officers as a way of reducing crime.

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Many parents want help in bringing up their children. The demand for greater parenting support is high and continues to grow as society changes. But too often support is not available when people need it, or is delivered in ways that can make it difficult to access for those who need it most. We want to ensure that there is support for those parents who need it, when they need it. But where parents are unwilling, or unable to meet their responsibilities we must ensure that they are challenged and supported to do so.

We will increase parenting programmes for the parents of at risk children and young people

We will invest an additional [£53m over the next two years] [DN dependent on agreement of the cross govt strategy] to start a national programme of change in the availability of support with parenting. This includes:

- **21.5 million (over 2 years)] to deliver intensive parenting support** to parents from households causing the most anti social behaviour. These will be delivered by specialist providers and will be one part of the service package put together by the family support projects outlined above. In the longer term this support will be part of the cross government strategy on tackling problem households, where we will ensure that the needs of all members of the household are addressed in order to reduce their involvement in anti social behaviour. [DN subject to agreement with DFES]
- **Investing a further £20m over 2 years to invest in local parenting provision in X areas** for parents who need help earlier. From April 2006, we will deliver a series of pathfinders in areas of deprivation and ASB hotspots to provide targeted support to at risk children and young people that will have a specific focus on intervening early with parents of young people at risk of committing anti-social behaviour. Upon assessment of the child, if a parent is deemed in need, they will be referred on to a parenting programme. Local authorities will lead the pathfinders, commissioning provision as required. They will also examine the links between childrens' and adult services to ensure that wider parental needs are being addressed. Further details about the pathfinders will be announced in the New Year.
- These measures build upon the parenting support provided by universal services like **Children's Centres and Extended Schools** which are currently being rolled out. These will play an important role in providing support to parents who are most in need and meeting the needs of the most vulnerable families. The Children's Centres practice guidance provides specific direction on how they may identify and intervene with the parents of the most vulnerable children. All extended schools are required to provide access to parenting support for those who need it (for example, information sessions for parents and parenting programmes), with more specialised support for those in greatest need.

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- **New Youth Justice Board funding of an extra £45 Million over 3 years (2005/06-07/08)** to increase the emphasis on preventing youth crime and anti-social behaviour through a range of programmes will also provide new resources for parenting interventions. Youth offending teams are currently developing plans for how they will use this money, some of which will be used for preventative parenting interventions. We will ensure that the planning and commissioning of parenting services by Youth Offending Teams will be coordinated with the expansion of DfES-led provision which will be delivered through Children's Trusts.

Measure – We will equip and incentivise all Local Authorities to drive improved delivery of parenting services. We will introduce new levers on local authorities to improve planning, commissioning and funding of parenting support services in every area.

To achieve this we will:

- Set out clear expectations that Directors of Children's Services working through Children's Trusts will commission parent and family support services that meet local needs and that every Local Authority will have a senior 'parents champion' who is a co-ordinating point for work across local agencies and to ensure both that there is a strong culture of encouraging parental involvement across children's services.
- Ensuring that services for parents are a key part of Children and Young People's plans
- Monitoring progress through integrated inspection arrangements

DFES will develop a comprehensive database of evidence-based parenting interventions which will be available online. This will be available in **2006/7** providing a single reference point to assist commissioners of parenting programmes to identify the most appropriate interventions.

Measure – Develop the workforce both to identify need and deliver effective interventions

Children's Workforce

It is crucial that the children's workforce is equipped to identify the early signs of parental need. Through the National Occupational Standards we will require all members of the children's workforce to improve their skills in working with parents. This will enable frontline workers to identify parents who are struggling and to refer them to appropriate services before problems escalate.

Establishment of a National Training Facility

Evidence shows that the level of skill of the member of staff delivering a parenting intervention is key to its success. To help build the capacity of local services **we will establish an X million national facility for specialist training**. This will train staff from a range of relevant professions for example social workers, clinical psychologists and youth justice. It will ensure they have the skills necessary to deliver high quality parenting support and receive the ongoing supervision which is needed to maintain quality. [need figures from DFES]

Measure – We will legislate to expand Parenting Orders and make them easier to obtain so that those who need support get it

Most parents accept help when offered it appropriately. But where parents are not willing to engage, we will use parenting contracts and orders to secure their engagement.

Parenting contracts are voluntary written agreements that are used by a range of agencies to gain co-operation of parents in relation to the supervision of their child. Parenting orders are court orders used to gain compliance from parents on a range of specific requirements such as attending a parenting class. Parenting Orders were introduced nationally and have been generally well received. Whilst parents are initially resistant when made subject to Parenting Orders, after attending the first few classes they begin to value the support they receive and generally comply with the order.

We will legislate to introduce a new trigger of 'serious misbehaviour' to be added to existing triggers of exclusion from school. This is likely to be included in the forthcoming Education Bill. Local authorities and Registered Social Landlords will be given new powers to extend the range of agencies that can enter into parenting contracts & orders for example, community safety officers and housing officers – those on the frontline of tackling anti-social behaviour.

Measure – We will improve the incentives for teenage parents to participate in parenting classes and education

The Government's 10 year Teenage Pregnancy Strategy is making progress in meeting its target of a 50% reduction in under-18 conception rates by 2010, with a 9.8% decline between 1998 and 2003. This is a very challenging target and we are asking all areas to redouble their efforts to strengthen their local strategies to reach high rate neighbourhoods and vulnerable young people at

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risk. Teenage parents are at much greater risk of social exclusion and we are ensuring through Every Child Matters reforms that young parents receive the support they need to avoid poor health and educational outcomes.

Teenage parents are disproportionately more likely to face poverty, live in the most deprived communities and experience social exclusion. In the poorest areas in England teenage conception and birth rates are up to five times higher than the most affluent areas. This and the evidence on the poor outcomes for children of teenage parents means that we now need to do more to help them overcome these disadvantages and manage their responsibilities.

In addition to the programmes of support for teenage parents available through Children's Centres and other aspects of local children's services, we will take further steps to address their particular needs.

We will:

- Ensure that the Activity Agreement Allowances being piloted from April 2006, (£60m over 2 years) include teenage parents.
- Extend eligibility for the Care to Learn scheme, which contributes to childcare costs while young parents learn, to 19 year olds
- EMAs (or a variant) will be made available to teenage parents taking part in parenting classes if they are not already covered by EMAs.
- Reinforce existing sanctions on Income Support (IS) for 16 and 17 year olds – 20% reduction in IS if they do not attend a learning focused interview with Connexions in Jobcentre Plus areas (equivalent to work focused interview with JC+ for adult lone parents)

Measure – We will ensure that parenting support is considered as part of any pre-sentence report for all young offenders

We will work with the Youth Justice Board and other practitioners to ensure that recommendations on parenting are built into pre-sentence reports and national standards for young offenders. This will ensure that youth offending teams and the courts always actively consider whether the parent of a young person would benefit from any form of parenting support when the court is sentencing a young offender. This will include considering how we can increase the availability of parenting interventions in Youth Offending Institutes.

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Measure – We will ensure effective parenting interventions are a core part of the offer in children's centres and extended schools [Do we need this section?]

Children's Centres

Children's centres are a key part of the Government's commitment to reduce the gap in outcomes between children growing up in disadvantage and their peers through providing high quality learning, health services, family support, training and employment advice. There will be 1,000 Children's centres operational by September 2006, all of which will be providing parenting interventions for families of 0-5 year olds. We expect these centres to reach 1m children and their families. A further 2,500 Centres will be rolled out by 2010. We have issued detailed practice guidance emphasising that parenting support in children's centres is a priority and should be high quality and evidence-based.

We will also ensure that frontline children's centre workers are trained and supervised to deliver high quality parenting interventions via the National Training Facility outlined above.

Extended schools:

Schools already have a vital role to play in combating the causes of anti-social behaviour. The next section outlines our specific proposals for reinforcing their contribution. This will be further enhanced and supported through the expansion of extended services that are accessible to parents through all schools

- All schools will be extended by 2010; by 2008 we expect 1,700 secondary schools and 5,800 primary schools will be extended schools
- All extended schools are expected to deliver parenting groups, using well-evidenced parenting programmes; plus more specialised support for parents who might need it, including those whose children are having problems with behaviour or attendance at school, and who might need targeted support from children and youth services as part of a parenting contract.

CHAPTER 4: SCHOOLS – BEHAVIOUR AND TRUANCY

Good discipline and behaviour in schools are vital if teachers are to teach and children are to learn. Indiscipline - back chat, rudeness, calling out in class - makes teaching and learning more difficult, saps morale and is widely cited by teachers as a key reason for leaving the profession. Behaviour was satisfactory or better in over 99% of the primary schools and 94% of the secondary schools inspected by OFSTED in 2004/05. But overall standards of behaviour were unsatisfactory in 6% of secondary schools and challenging behaviour can occur in any school.

Tackling poor attendance and behaviour is of particular importance to the Respect agenda since truancy and exclusion can often be key indicators of actual or potential engagement in anti-social behaviour.

The Government has recently set out a national strategy for improving behaviour in schools in the Schools White Paper *Higher Standards, Better Schools for all*. This took forward many of the recommendations put forward by the taskforce led by Sir Alan Steer which examined these issues in detail. The Education Bill to be published early in 2006 will include a series of new provisions:

There are important provisions in the Schools White Paper which will:

- Give a clear and unambiguous legal right for teachers to discipline pupils, backed by an expectation that every school has a clear set of rules and sanctions
- Requiring parents, schools and local authorities to arrange supervision for excluded pupils; and
- Make discipline a key factor in evaluating school performance via School Improvement Partners and Ofsted
- enabling schools and local authorities to make earlier use of parenting contracts, enabling both contracts and orders to be used where the pupil has not been excluded; and empowering schools to apply for parenting orders.

However, we want to go further:

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schools attended by 8,000 known persistent truants. These schools are
From January 2006 the group of 146 targeted schools will be
persistent truants in total. There are new targets for these schools to
will assess schools against known effective practice and provide

work system. They will be assigned a dedicated truancy officer to draw
dance

work from social and youth services to tackle wider issues such as
contributing to their truancy;

ability notices or prosecution.

and Truancy Collaborations

collaboration to manage behaviour and truancy. They will organise
and agree a plan based on clear attainment goals (be they academic
they will devolve substantial funds to schools to purchase whatever
a range of public, private and voluntary sector providers. Early
significant freedoms.

school

illegally (unofficially) excluded, these can include the most
teachers sending pupils home for disciplinary reasons, but not
be because a young person has been sent home after an instance
school until the parent/carer has made an appointment to discuss
as an authorised absence, or in some cases marked as attending,
other school place.

Measure - Targeted action on Truancy

Targeted action began in September in the 146 secondary schools responsible for almost one fifth of all unauthorised absence. This has now been extended to around 200 schools with an estimated 13,000 pupils. The aim is to detect and prevent truancy in its earliest stages. This action is supported by a range of support for them to improve. Key elements include:

- Putting truants, together with their parents on a *Fast-track* to develop an individual action plan to improve their school attendance.
- Truants and their parents will receive co-ordinated support including drugs, mental health or parenting skills that might be contributing to the problem.
- Non-cooperation or insufficient progress will lead to penalties.

Measure – National roll out of Secondary School Behaviour

By September 2007 all secondary schools will be part of a collaborative effort to target pupils in this group; assess their needs and develop a plan (academic, social or vocational). Once they are ready to do this, the local authority will provide packages of educational support and provision they need from a range of sources. Evidence shows that these are highly effective and give schools

Measure – Preventing Illegal and unofficial exclusions from

Some children may be missing school because they have been excluded. Unofficial or informal exclusions refers to the exclusion of children following the procedures required for formal exclusion. This may be a result of poor behaviour, where they have been asked not to return to school. It is a matter with a senior member of staff. The pupil may be marked as absent and eventually taken off the school roll, although not having any

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This practice is illegal and we are taking strong action to prevent it. Guidance on exclusions will be strengthened to include a full explanation of the legal implications for schools if they use unofficial exclusions. We will produce good practice guidance in spring 2006, promoting stringent procedures and a positive climate in schools to prevent unofficial exclusion. In addition we will agree a plan to work with our partners such as local authorities and head teachers during 2006 to check progress on stopping unofficial exclusions

Measure – Action on those who are off the School Roll

'The Schools White Paper Higher Standards, Better Schools for all – more choice for Parents and Pupils signalled the Government's intention to introduce a **new statutory duty** on all local authorities to make arrangements to identify children missing education. This will be included in the Education Bill in the New Year.

All local authorities will have a named individual responsible for identifying children missing education and, once found, they will broker support for them through the most appropriate agencies so that suitable provision can be made for them. The support may be focused on facilitating re-entry into mainstream education or entry to alternative or vocational provision where appropriate.

Measure – We will improve provision for those who are out of school

We will introduce a new regime for suspended and excluded pupils. Provisions requiring legislation will be included in the Education Bill in the new year. This new regime will include:

- A new expectation that parents/carers will take responsibility for excluded pupils in first 5 days of an exclusion. This will be underpinned by a new offence for parents where an excluded pupil is found in a public place during normal school hours (without reasonable excuse).
- Local authorities required from September 2007 to provide permanently excluded pupils with a full time education from the sixth day of their exclusion (rather than the sixteenth).
- Schools required from September 2007 to provide fixed period excluded pupils with a full time education from the sixth day of any exclusion in the academic year. All secondary schools are expected to be working in partnership by then, with shared funding devolved from local authorities to enable them to develop off-site alternative provision. Funding will also be available for primary schools.

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- Mandatory reintegration interviews after any exclusion of five days or more from secondary schools and after any exclusion from primary schools.
- Better professional development of staff in Pupil Referral Units (PRUs) and increased use of effective alternative provision as part of the drive to improve quality.

CHAPTER 5: ACTIVITIES FOR YOUNG PEOPLE

Most children and young people deal successfully with the challenges associated with growing up and the transition to adult life.

Most children and young people behave well and are involved in constructive activities. For example, 64% of young people gave money to the Tsunami appeal and 45% of 16-24 year olds participate at least once a month in informal volunteering - the highest level for any age group.

A minority of young people, however, face more serious problems. They may have differences with their parents, which may lead to them missing school. They may have health problems which can affect their ability to learn and to achieve. Difficulties at home or at school may lead to the development of bad behaviour and habits of drug and alcohol misuse or offending. A minority of young people can get involved in behaviour that is a serious problem for the wider community, including anti-social behaviour and crime. 29% of young people committed a single act of anti social behaviour in the last year and 4% of young people committed three or more acts of anti social behaviour. But equally, young people are also at greater risk of perceiving high levels of anti-social behaviour.

In order to tackle and prevent anti-social behaviour and create a culture of respect, we need to provide more opportunities and support to young people and to challenge poor behaviour where it occurs. We need to strike the right balance between rights and responsibilities, appreciating the enormous contribution that young people make while expecting them in return to appreciate and respect the opportunities available to them.

We know that taking part in sport, constructive activities and volunteering has a long-term beneficial effect on young people's lives in helping them to develop as individuals, find new perspectives, interests and aspirations and to make a positive contribution to their communities. The Government believes that it is crucial that all young people – and especially those who face disadvantage – are able to access a range of good quality opportunities and activities in their free time.

We know also that giving young people access to structured activities is an important element in both preventing and tackling their engagement in anti-social behaviour and promoting a greater sense of respect for themselves and others. Around 7 in 10 parents and young people think that young people commit crimes because there is not enough for them to do.

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We are committed to ensuring that young people are empowered to reclaim their public spaces and facilities for themselves. Wider activities for young people are largely delivered through youth work and leisure provision run by the local authority and voluntary sector. Although there are many examples of good and ground-breaking practice, at present the availability of these structured activities is patchy and of variable quality across the country. Many young people feel there is nothing for them to do locally, or nothing they want to do. This is particularly the case for disadvantaged young people: for example participation in sport is around 25% lower amongst 16-19 year olds in the lowest socio-economic groups compared to 16-19 year olds in the highest socio-economic groups. Among those perceiving young people hanging around as a problem, the proportion who had a high frequency of experiencing incidents in hard-pressed areas (at 63%) was considerably higher than those in wealthy achiever areas (at 40%).

We also know that children who exercise find it easier to concentrate in school, and playing sport with their peers can help develop valuable social skills. So we are investing £1 billion in a school sports programme that will guarantee two hours of high quality PE for the vast majority of school children. By 2010 our ambition is that all schoolchildren will be offered at least four hours of sport a week, including two to three hours outside the school day. We have also put in place a number of national programmes to provide high quality modern sports facilities across the country. By the end of this year, the Government and the National Lottery will have channelled over £1 billion into developing new or refurbished public sports facilities. By 2008 almost no one will live more than 20 minutes travel time away from a good multi-sports environment, such as schools, sports clubs and leisure centres.

Sport in particular can provide an attractive alternative means of making early interventions with 'hard to reach' and disadvantaged young people, whilst increasing opportunities to address the multiple issues associated with anti-social behaviour, offending and substance misuse.

The successful cross-Government *Positive Futures* programme has highlighted the way in which sport can be harnessed to enhance the opportunities available to young people at risk and from deprived backgrounds. It is not concerned with sport as a physical activity in itself nor as a simple diversion or alternative to anti-social behaviour, crime and substance misuse. Rather it is the hook to reach the most 'hard to reach' young people through the provision of access to popular activities with proven market appeal.

We know that even though families provide initial role models for children other role models, especially in sport, provide a strong influence on children.

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Positive Futures, Battersea

Ali leads football sessions on the Surrey Lanes Estate in Battersea. He has a particularly good rapport with the young people. He lives locally and, prior to the session, was already known by any of the young people living on the estate.

As Ali arrives at the community centre, which hosts a local youth group, several young people eager to be, and be seen, in his company approach him. Ali engages with the young people by using language they relate to and by talking about issues that are of interest to them. By doing so, he breaks the ice with those who had been too cool to join in the sessions and they too get involved.

Ali's rapport is combined with a motivational style that focuses on incentives rather than punishments. This ensures that the young people respond positively to requests about their behaviour. As one girl drops out of a session because some of the others call her names, aware of the audience, Ali asks the group, 'What impression do you think you have made on people coming in from the estate?' He then suggests how this perception might discourage people from organising activities for them on the estate. In this way, Ali promotes more positive behaviour by encouraging the young people to reflect on what they might be losing as a consequence of negative behaviour.

We have also introduced free entry to the national museums and galleries doubling visitor numbers as well as doubling the arts council's funding in real terms since 1997. By the end of 2007/08 we will have invested almost £155m in our flagship cultural education programme, Creative Partnerships. This will provide children and young people in some of our most deprived areas with opportunities to develop the creative and communication skills that will allow them to become more positive citizens. Across the country as a whole, the roll-out of our Arts Award for young people will develop and encourage leadership and team working skills.

English Heritage now have a policy of free entry for children to their 400 historic sites (with an EH member) and their membership has increased to 600,000. They host more than 1/2m free educational visits to their sites a year.

Measure – Targeting disadvantaged young people through sport and arts

DN – The following section has been provided by DCMS and needs much more work in terms of the targeted offer.

The Big Lottery Fund has announced it will make available an additional £100M for the Young Peoples Fund which aims to support young people at the centre of training, planning and delivering places to go and things to do. The Young Peoples Fund supports

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projects which provide positive activities for young people and includes some which aim to tackle anti-social behaviour, crime and promote community safety. The Big Lottery Fund will respond to young people's needs through all its new programmes and encourage innovative ways of involving them in projects. Its Parks programme also includes opportunities for young people to get involved in improving and looking after their local areas, creating opportunities for learning, physical activity and recreation.

The Government has tasked Sport England and Arts Council England to give particular focus to these age groups in meeting a Public Service Agreement target on participation in sport and the cultural sector for those over 16. This will be achieved through a partnership with local authorities in identifying and providing the right opportunities that engage those at risk of committing antisocial behaviour. For example, Sports Development Officers working through Community Sport Networks - partnerships of schools, Primary Care Trusts, local sports clubs as well as local authority sports providers - working to ensure that there are the right sorts of sports opportunities and coaching support at the right times that appeal to young people, and to develop not just their skills in a sport but their social skills in team participation, leadership and making a regular commitment.

The National School Sports Strategy will cover every school in the country from next September, had an early focus on our inner city areas, where our sports infrastructure, needed the greatest support. All our major inner city areas now have School Sport Partnership and nationally 75% of secondary pupils are now getting at least two hours of high quality of PE and Sport a week. Within that we also focus on those young people most at risk, through initiatives such as:

- We will work with Sport England and Regional Sport Boards to target and lever in additional funding for community sport initiatives that will directly support the delivery of social outcomes, including building stronger and safer communities.
- We will continue to work with the Youth Sports Trust and BSKyB to further develop the Living for Sport programme, which uses sporting projects to re-engage disaffected secondary pupils. The programme will be extended to a total of 500 secondary schools.
- We will work with the National Governing bodies to use the power of sport to engage disadvantaged young people who may be at risk of committing anti-social behaviour. This will include supporting campaigns which promote positive Respect principles.
- Step into Sport, which is a sport volunteering and leadership programme for young people aged 16 and over where they can gain a qualification. Again part of the School Sport Strategy and that has a particular emphasis on young people at risk. We are now intensifying our focus on 14 and 15 year olds in urban and deprived areas.

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- Street Games — work that Sport England do with the Neighbourhood Renewal Unit in the 88 most deprived areas, operating particularly during the school summer holidays
- Nike Girls is part of the National School Sports strategy that is funded by Nike, and operated by the Youth Sport Trust under Government sponsorship (but not Government funding). Looking in a small number of areas at girls who are not doing well at school, who are at-risk and not participating in sport. Through innovative breakfast sport clubs and then linking that to education it is proving successful in engaging young women at risk
- Playing for Success — a DfES initiative that we had hoped they would push but has not appeared in the draft. It works through leading football clubs that offer facilities in their grounds for primarily literacy catch-up for children and young people not doing well at school

Similarly, engagement with the arts and culture can provide young people with the skills and attitudes to explore and make sense of the world around them. It can teach them how to engage and communicate with others of different backgrounds and experience, and promote positive and constructive attitudes and behaviours

- Arts Council England's joint work with the Youth Justice Board PLUS programme where £2 million has been committed. The aim is to improve literacy and numeracy skills of children and young people up to 18 years who have offended or are at risk of offending
- Creative Partnerships is a major £110 million arts and creativity education programme working in 36 places (many in the same areas of the Home Office's areas for primary focus). Although working mainly with schools we are currently using DfES funding to disseminate the learning from Creative Partnerships more widely, and there is work within Pupil Referral Units in some CPs
- Youth Music is ACE's delegate lottery distributor and with its £10 million annual funding has initiated a number of Youth Music Action Zones many in the areas of the Home Office's primary focus. Youth Music is hoping to develop this work with other partners and Big Lottery Fund support over the next three years. A parallel project to be run by Artswork, a youth arts agency and the Prince's Trust is also likely to be funded by the Big Lottery Fund
- ACE's Children, Young people and the arts strategy specifically addresses Young People at risk of (re) offending. This work covers a range of settings from prevention to community sentences through custody and into resettlement. This strategy informs all activity organised by ACE's nine regional offices

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Measure – Developing Football Association Premier League Respect programmes

[DN – drafting being cleared with FAPL] We will work with the FA Premier League to develop Respect programmes centred on Premier League clubs. Using the attraction of football, the profile of the Premier League and working closely with other local agencies, efforts will be focused on engaging young people, particularly those most at risk of sliding into anti-social behaviour and crime and those who live in the more disadvantaged neighbourhoods. This will help those youngsters challenge and overcome the draw of such lifestyles and through mentoring, coaching, peer group support and exposure to different role models etc grasp the opportunities of a more positive lifestyle instead.

Measure – Shaping opportunities and facilities

Through the Green Paper, *Youth Matters*, the Government set out to ensure that all young people have access to activities that they find interesting and exciting in their local area. This should include a full range of cultural, arts, sport, environmental and community-based activities which are popular with young people.

To facilitate this, *Youth Matters* put forward a series of proposals, including the introduction of a new Youth Opportunities Fund and Opportunity Cards to empower young people and encourage them to engage in activities in their free-time. It also proposed new legislation and national standards to support the increased provision of activities. At the same time, *Youth Matters*, also highlighted the need to strike a sensible balance between rights and responsibilities – supporting young people to take up the opportunities that are available while at the same time challenging them to behave in a way which does not adversely effect while at the same time challenging them to behave in a way which does not adversely affect other people or their community.

We are already asking local authorities, working with their partners in children's trusts', to look closely at the provision available for young people in their areas and to ensure that services are appropriate and accessible to all local teenagers. To help with this, we have also proposed to devolve funding streams to local level and to provide additional funding to support young people's engagement and the development of improved facilities. We are also planning to pilot the Youth Opportunity Card to test whether giving young people money encourages them to take up activities.

We have also recently made available an additional £53 million to expand **Youth Opportunity Funds** enabling young people to run their own projects to improve the activities available. This will mean an average local authority receiving £500,000 over the next two years to make a budget available to be spent at young people's discretion on projects to improve things to do and places to go in their area.

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Opportunity funds would enable young people to establish their own small-scale projects, for example renting space in a community centre to put on activities, establishing a neighbourhood council or youth cafe, or running sports leagues and tournaments. Each Local Authority would be expected to advertise how young people could access their local opportunity fund and what criteria would be used to allocate money. This might be different in different areas – for example, allocation might be through existing young people's councils or a bidding process. Initiatives will need to be accompanied by proper support to young people if they are to be successful as well as ensuring projects engage disadvantaged young people.

Measure - Britain's first national youth volunteering service

There is no better example of respect than voluntary activity. Individuals giving their time to the wider community benefits both the recipients of that help and those who give. However, the importance of voluntary activity goes wider than the impact on individuals - it brings people together creating common values and strengthening our society

The Government has already accepted the recommendations of the Russell Commission to boost the numbers of young people volunteering by 1 million over the next five years including.

- raising the numbers of full-time volunteers by 12,000 per year
- delivering 80,000 more part-time volunteering opportunities and
- delivering 300,000 more short-term taster opportunities each year.

This will be Britain's first national youth volunteering service scheme and will fund gap year volunteering – at home and abroad – for young people who would otherwise not be able to afford this. There will be full and part time voluntary community service in every constituency in the country

In all of the Russell Commission work there will be a particular focus on involving volunteers from disadvantaged backgrounds – giving to these young people the opportunities and experiences that many of us have been lucky enough to enjoy.

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We have already committed up to £100m to make this happen, with a fundraising strategy in place to raise an additional £50m from private sector supporters. We have committed to establishing an implementation body to take forward the Russell Commission recommendations on youth volunteering. £3.5 million has already been committed by seven corporate Founding Partners

Measure – Mentoring and the expansion of peer mentoring

Mentoring projects have been proved to change the expectations of many young people who were often at crisis point in their lives and may have otherwise been lost to drugs or crime in later life. A good mentor can help encourage their mentee to take real strides forward in their life through the benefits of neutral, impartial advice, and the mentors themselves find that the coaching and communication skills they develop can be of real benefit in their own lives. Mentoring is usually combined with activity and leisure opportunities which help mentoring relationships to develop by enabling the young people to use services they would not normally be able to access. Mentoring can improve self-confidence and self esteem, increase motivation, broaden horizons and experience, offer friendship/companionship and raise achievements and aspirations. The Government is already putting £4.1 million into mentoring and befriending programme which is focusing on the development of The National Mentoring and Befriending Foundation.

"I am 18 years old. I've been a member of Bolton Lads & Girls Club since I was 13 years old. I had problems at home with my family and I was asked to leave home at 13. I lived with my Dad for a bit but he got fed up of me and threw me out when I was 15. By this time I didn't go to school, because I found a job in a garage, as all I wanted was to be a mechanic. I just stayed where I could, at friends and in the bus station. I was asked if I wanted to be on the Mentoring Project, at first I said no but after a few days I went back and thought I'd give it a go. I've worked through problems around my education, accommodation and am now on speaking terms with my Mum as well. I couldn't have sorted all this lot out without the mentoring project. My life could have been so different if I hadn't had the support. I seriously think I could have ended up dead because I had had enough of the situation I was in and couldn't see a way out, but my mentor was a top bloke and I will never forget what he and the team have done for me."

The Government will also continue to support Peer mentoring projects which are an effective way of developing positive role models for young people. We will be investing a further £53 million for support for children, which will include a new pilot project to

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establish **peer-mentoring** schemes in 180 secondary schools over two years to deliver 3,600 matched mentor and mentee pairs. There will also be a further pilot of a mentoring scheme for 600 looked after children aged 10 to 15.

A Year 8 pupil started at their school in September 2002 with an attendance rate of 67%. After being matched with a peer mentor because of their shyness and isolation, the mentee's rate of attendance had risen to 96% by the end of January 2004. As a result of this improved attendance, the mentee's test scores improved steadily from an average of 20% in the early part of Year 7, to just over 50% in the first term of Year 8.

Further to this, given the success of Sport England's "Sporting Champions" scheme we are considering ways of involving world class athletes, who have faced and overcome many difficult situations, as part of our mentoring schemes to inspire and motivate young people more positively.

CHAPTER 6: STRENGTHENING COMMUNITIES

Most people care deeply about the area they live in - whether they feel safe walking the streets, what the area looks like, how good the local schools are.

It is in local neighbourhoods that the consequences of disrespectful behaviour are felt- noisy neighbours keeping people awake late into the night, graffiti spoiling the local environment and people using abusive language all reduce others' enjoyment of their area

People's expectations of public services have rightly risen as incomes have gone up and lifestyles have changed.. We know that residents want more community involvement in public services and that where people have worked with agencies to set local priorities the result has been better services. We want to reconfigure public services so that they deliver on local priorities and are responsive to the way that people live their lives today - bad behaviour. Effect and Local people should be able to set the priorities for services in their area and be able to hold services accountable for the quality of services they provide - giving real control over the area they live in

We have already made progress in developing the infrastructure for tackling anti-social behaviour and making services more accountable to residents but there is more we can do - too many peoples' lives, especially in poor areas, are still ruined by the unacceptable behaviour of others.

- Only around half of all Crime and Disorder Reduction Partnerships (CDRPs) currently have a dedicated anti-social behaviour team whilst around a quarter of CDRPs do not operate any form of service for victims and witnesses - significantly hindering their ability to tackle anti-social behaviour.
- The assessments of anti-social behaviour reported as part of the Home Office / HMIC publication 'Police Performance Assessments 2004/05' show improvement but more is needed.
- Many local authorities have provided strong leadership to their communities but more can be done - in a survey of local Government 65% of respondents said that anti-social behaviour was a very or fairly big problem in their area. The same survey showed that whilst 43% of respondents felt they had achieved a lot in creating safer communities over the past 2 years 56% felt that their council had achieved little or nothing towards that goal over the same period.

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- Too much anti-social behaviour goes unreported as people are too scared to report it, don't know how to report it or feel that nothing will be done about it if they do report it.
- Many people – especially the most disadvantaged - find it difficult to engage with services meaning that their voice goes unheard.

Measure x- We will introduce a mandatory respect in outcome in Local Area Agreements (LAAs).

By 2007 all upper tier local authorities will be eligible to have an LAA including a mandatory outcome on respect This will ensure that local agencies take the lead on respect and that mainstream services and funding streams are focussed on delivering respect for the communities they serve. It will also empower local people, giving them a way of measuring performance and progress.

Measure x - We will roll out Neighbourhood Policing everywhere by 2008

We have committed that, **by 2008, every area will benefit from its own neighbourhood policing team.** Neighbourhood policing teams will forge a new relationship with local people based on active co-operation rather than simple consent, providing communities with:

- **Access** – to policing services through a named point of contact
- **Influence** – over policing priorities in their neighbourhood
- **Interventions** – joint action with partners & communities
- **Answers** – sustainable solutions & feedback

International evidence shows that neighborhood policing works in reducing crime, increasing feelings of safety and increasing public confidence in the police. When the Metropolitan Police introduced their Safer Neighbourhoods Programme in April 2004 they saw a 2.9% reduction in crime levels compared with a 0.8% reduction in comparator areas. A Home Office evaluation of the National Reassurance Policing Programme, a model of neighbourhood policing, which will be published in January 2006, will show that neighbourhood policing can lead to positive change in a range of key outcomes including crime, perceptions of anti-social behaviour, feelings of safety after dark and public confidence in the police.

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The Volunteer Police Project in Lancashire is an exciting and challenging way of engaging with the local community by inviting local people to apply to become involved in policing their communities. Volunteers are given uniforms, job descriptions/hours along with proper training and supervision. The volunteers are an important part of the extended police family and operate in support of police staff in a range of interesting and useful policing roles, not just in the backroom. The Constabulary has since attracted 390 volunteers undertaking a wide range of activities in support of police colleagues.

The way that police officers and other members of neighbourhood policing teams go about their work is also important and neighbourhood policing teams are well placed to respond to community concerns and provide proactive, reassuring policing to local people. **We will work with ACPO and other partners to ensure that neighbourhood policing is fully joined up with other services at local level.**

Street Roll-Calls in Bexley and other MPS Safer Neighbourhood sites: This concept has been developed by Bexley borough. Street Roll Calls are held in locations which are experiencing problems such as anti-social behaviour, graffiti or speeding cars and are pre-advertised by leafleting every household in the area. The leaflet contains a survey into the area's problems. The local community team meet with local councillors in front of the community. The residents are invited to tell the Police and Councillors what their problems and priorities are and whether they would like to assist the Police in problem solving. The Police team then undertake to tackle the problem and return to the venue of the street parade at a later date to update the community on progress. In order to reach all members of the community, the leaflet can be placed in a window at the time of the street parade and a member of the Safer Neighbourhood team will call to speak to the resident and collect the completed survey. The team's experience is that they achieve greater engagement and numbers attending using this approach.

Measure x - We will work with stakeholders during the first half of 2006 to develop a clear and demanding 'Respect Standard' for housing management.

In 2004 there were 3,784,000 households renting from social landlords, 18% of all households, including over eight million people. We know that these people are more likely than others to be affected by anti-social behaviour

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the quality of lives of tenants and those living in the wider
be the first to identify problems and the first agency that victims

landlord will act quickly and decisively to tackle anti-social
enforcement tools (for example, ASBIs, demotion and possession)
people, where a landlord seeks a demotion order we will expect
scheme in parallel to help stop anti-social behaviour and sustain the
working in partnership with them to define and uphold standards of
lengthen the bond between communities and the agencies that
sense of shared purpose.

the landlord and partners to:

them
to respect their neighbourhoods and community

resolution

the most effective tool from a range of measures such as

ible

our to empower and reassure

anti-social behaviour and help people get their lives back on

activities for young people and designing out crime

Strong housing management can make a real difference to both the community. In terms of tackling ASB, housing managers will often approach.

We want every tenant - including social tenants - to know their landlord's behaviour. We will seek to make a direct link between housing enforcement and provision of support and rehabilitation programmes. For example, we want them to work with partner agencies in delivering a support programme for tenants. We want social landlords to be accountable to tenants, with regard to their behaviour. By strengthening these management functions we strengthen the way we serve them in a tangible way that builds trust, confidence and a sense of security.

The 'Respect Standard' will include commitments on the part of the housing manager to:

- Involve the community in setting standards and enforcing them
- Reward responsibility by providing incentives for those who do the right thing
- Handle complaints quickly and with sensitivity
- Protect complainants and witnesses from first complaint to resolution
- Deliver early interventions to stop problems escalating
- Take swift enforcement action where appropriate selecting the most appropriate action
- Enforce any breaches where they occur as quickly as possible
- Publicise action taken to tackle anti-social behaviour
- Deliver a spectrum of support provision to tackle causes of ASB - from early intervention to track - tenancy support, floating support and rehabilitation.
- Deliver preventative approaches - for example diversionary activities

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Once established we will encourage landlords to adopt the standard. In doing so they will make a public commitment to do all they can to create clean, safe and peaceful places in which to live. In return tenants and others will be clear that they have a responsibility to act respectfully towards their neighbours.

We already have developed proposals to tackle anti-social behaviour in the private rented sector. From April 2006, local authorities will have the powers to licence privately rented properties, and also to designate certain neighbourhoods as Selective Licensing Areas so that they can tackle anti-social behaviour more effectively. We expect to designate selective licensing schemes early in 2006/07.

Measure x – By 2008 we will roll out nationwide a single non-emergency number – 101 to reduce the pressure on 999 to increase the public's access to community safety advice, information and action.

We recognise that non-emergency services cannot be expected to be more responsive unless they have good quality, up-to-date, information about where action is needed. We want to make it much easier for the public to access these services. The majority of people know that the 999 service is there for emergencies: but it is overloaded with inappropriate calls because people do not know who to call for issues that are not emergencies.

We are therefore introducing a new national non-emergency number so that people can easily gain access to community safety advice, information and action. This will improve the delivery of non-emergency services through active cooperation between Police and Local Authority service providers and by giving them better intelligence on community safety issues. This service will use the number 101. *[DN subject to Ofcom's consultation]*. Early adopters will launch the service in 'Wave 1' areas during 2006, and we intend it to be rolled out across the country by 2008.

101 offers a real opportunity to reconfigure the way that public services are delivered. In Baltimore, USA the 311 non-emergency number has been instrumental in dramatically improving the city's services. This was achieved by using the information gathered to better coordinate, manage and target resources. Bad behaviour doesn't only occur in office hours we need to ensure that services are available at the times that local people need them.

[DN: insert Birmingham Housing longer hours case study]

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Measure x – We will legislate to introduce a ‘community call for action’ so that local people can trigger a response where they are not satisfied with action on community safety issues

Too much anti-social behaviour goes unreported as feel that nothing will be done about it if they do report it. Services need to be held to account where they are failing to deliver for communities who are being tormented by bad behaviour

We will place a duty on district-level ward councillors to consider a ‘trigger’ issue, and to respond within a prescribed timescale. . More difficult issues will be considered by council scrutiny committees who will set out the action that they will take to address the problem, or the reasons why they will not take action.

Measure x - Neighbourhood Charters

We know that people want more influence over services and that this can lead to better outcomes. Neighbourhood charters or agreements are an important way of empowering communities and driving up service standards. This was an idea discussed in *Citizen Engagement and Public Services: Why Neighbourhoods Matter* was. The Government envisages that these charters or agreements could set out priorities for what people in a neighbourhood should expect from each other and from service providers. Agreements might include acknowledgement of basic principles, including a commitment that people will recognise and respect the diverse views and culture of their neighbours; and could reflect the community’s priorities for action on respect.

Neighbourhood charters will be an important part of the respect agenda and of the Government's broader programme of public service reform improvement. Charters will form part of the Together We Can strategy and will be featured in the Together We Can conference in March 2006. We are committed to the idea of neighbourhood charters and will be encouraging communities to draw up simple documents in consultation with local government

[DN On current text this doesn't feel like a vehicle for reshaping and refocusing public services in the way that has been implied in discussion with ODPM. David Miliband aware and will consider]

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Measure x – Over the next 12 months we will continue work to mainstream tackling behaviour into our regeneration programmes

Left unchallenged bad behaviour can undermine the positive impacts of the investment we are making to regenerate the infrastructure of our neighbourhoods. Over the next 12 months we will continue work to mainstream liveability principles into our regeneration programme. In addition, English Partnerships will explore mechanisms for improving the sustainability of regeneration spend by managing behaviour issues. This will include:

- considering ways to incorporate area management arrangements in major regeneration projects;
- developing perception of anti-social behaviour and wider respect issues as key performance indicators of regeneration partnerships, and as part of performance management backed up with incentives and sanctions; and
- promoting the principles of "secured by design" and "designing for respect".

[DN not clear what this will deliver - . David Miliband aware and will consider]

Measure x - We will put a commitment to support the Respect agenda into Pathfinder's funding agreements

Housing market renewal pathfinders funding is largely directed at physical interventions to help rebuild communities in places that have become disconnected from the mainstream housing market. But Pathfinders must also tackle issues such as skills, education, poor landlords, crime and anti-social behaviour which contribute to, and feed on, the unpopularity of these places. Some Pathfinders and their local authorities are already at the forefront of tackling anti-social behaviour

[DN not clear what this will deliver. David Miliband aware and will consider]

Measure x -By the end of March 2006 we will develop, in consultation with Pathfinders, a protocol on delivery of Respect

This will ensure that Pathfinders have in place schemes to tackle behaviour alongside their capital spending

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[DN not clear what this will deliver David Miliband aware and will consider.]

Measure x We will build delivery of the Respect agenda into performance monitoring arrangements for the pathfinders and take that delivery into account in future funding decisions

This will ensure that Pathfinders are incentivised to tackle problem behaviour

[DN not clear what this will deliver. David Miliband aware and will consider]

Measure x – We will roll out neighbourhood management and neighbourhood wardens schemes to 100 areas during 2006/7

People in deprived neighbourhoods experience up to four times as much anti-social behaviour as others. They also often find it hard to engage with services. That is why we will roll out neighbourhood management and neighbourhood wardens

There are a number of models of neighbourhood management. However, in all the manager is accountable to local people - engaging them in setting priorities for their area and championing those priorities to service providers to ensure that they deliver on the issues that matter to residents. They have a small budget and support team but their main focus is on influencing mainstream providers to deliver on local priorities and accelerate change in some of our neediest communities. Experience shows that making one person visibly accountable to local people and responsible for delivery in an area can have a disproportionate impact for relatively little cost by focusing key mainstream services on the real needs and priorities of local communities.

Neighbourhood wardens have been shown to have a positive impact on people's fear of crime. There has been a 27.6% drop in crime in warden areas compared with a 4.7% increase in comparator areas. Even if only 10% of this reduction was due to wardens evaluation shows that they represented an overall saving. When benefits such as improvements in quality of life neighbourhood warden schemes are considered neighbourhood warden schemes have been shown to represent value for money.

The Seedley and Langworthy Community Wardens scheme became operational in July 2003, but is already doing much important work with the community in the inner city residential area of Salford, an important and friendly presence on the street.

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The Community Wardens deal with the effects of fly-tipping, reporting defective street lighting, and ensuring that unoccupied properties are secured in order to prevent problems such as arson. Entrance to void properties has reduced from 1,300 to only 173 in a one year period.

Wardens also visit members of the community who may be vulnerable due to age, illness or isolation and operate a junior warden scheme which has improved the image of young people in the community.

Measure x – We will introduce a standard set of powers for all PCSOs

In addition to visibility it is important that local people know what they can expect from services. It is intended that the vast majority of PCSO powers, will be made standard, leaving only a small number to be designated at the discretion of the chief constable. This will also ensure that PCSOs in all areas have the powers they need to deal with the issues of anti-social behaviour and low level crime as part of neighbourhood policing teams and free up police office time. It will also make it easier for the public to understand what they can expect from PCSOs.

[DN announcement of the powers that will be standardised – including the power to detain (which is the most significant) is scheduled with No 10 for 18 Jan. We will need to re-arrange this if we want to announce that in the respect action plan]

Measure x - We will also strengthen PCSOs authority by giving them a new power to enable them to take part in 'truancy sweeps' with police officers.

At present, PCSOs have no powers to take part in these 'truancy sweeps', although they are well placed to do so due to their local knowledge of the young people in their areas.

Measure x - We will give Trading Standards officers powers to issue Penalty Notice's for Disorder (PNDs) for certain offences

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This will Strengthen their ability to enforce acceptable behaviour and add another profession to the range of authority figures that local people will see enforcing standards of behaviour in their communities. We will consider whether there are others who could be given powers to issue PNDs - empowering them to provide visible support to local people.

Measure x Public service workers and the public

[DN – new policy to be discussed and agreed at committee] Two-way respect between workers serving the public and the individuals and communities to whom they provide a service is an important area of concern within the overall respect agenda.

Attacks on public sector workers are already an aggravating factor that makes a crime more serious but we are considering further measures and are currently looking at options to create a new offence of obstructing the progress of ambulance workers, when they respond to emergencies. This would go with existing offences that deal with the obstruction of police and fire officers.

We will also be working with the Sentencing Guidelines Council to ensure that the courts have guidance to deal severely with assaults on public sector workers and with the Crown Prosecution Service to ensure that prosecutors remind the court of the guidelines in cases where these considerations might apply

A forthcoming agreement of a Memorandum of Understanding between NHS Security Management Service and the Association of Chief Police Officers will develop and ensure a good working relationship at a local level for NHS Trusts and the police to deal with issues such as violence against staff in areas, in their A&E Departments for example. We will also consider whether NHS Trusts need additional powers to remove individuals from areas, such as A&E Departments, in circumstances where they are not at medical risk but where their anti-social behaviour is impacting on the ability of staff to deliver healthcare or is causing distress to staff and other patients.

This will be complemented by a major public campaign aimed at countering disrespect (physical violence, threats / intimidation, verbal abuse) against workers serving the public. The campaign will encompass workers serving across a wide range of areas and not just confined to those formally in the public sector. We will engage public support for tackling the problem and aim to build a culture of intolerance, stimulate action by the public and workers against it (for example through reporting of incidents) and reduce its incidence. In doing so will build on existing valuable initiatives and campaigns, including with trade unions, employers and the Scottish Executive.

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Measure x – Senior representatives of all CDRP's to hold regular public briefings on action to tackle community safety issues

Community safety is often the most important issue locally and are the public are keen for greater opportunities to have a say in this area. But people are also often confused about who is responsible for tackling community safety problems. Neighbourhood policing will transform the way in which the community safety is tackled but it is also important that local agencies provide high level leadership on this issue. We will place a duty on CDRPs to communicate with the public in their area. Through guidance we will make clear that we expect this duty to be delivered by senior representatives of all CDRP's to hold regular public briefings, open to the local media, to inform any member of the community about recent action taken to tackle anti-social behaviour and inform them of other activity on the respect agenda and giving local people an opportunity to feedback to service providers on local issues and priorities.

CHAPTER 7: 21ST CENTURY JUSTICE

Low level crime and disrespect are consistently seen as both needing 'most improving' and being of most importance to communities locally. While action is being taken and attitudes are beginning to shift, the public's concern is not yet adequately reflected in the priorities of all our services.

We must remember as well that this is not all about young people. Anti-social behaviour is often largely associated with groups of young people but, over half of all ASBOs are made on adults. Young people themselves (16 – 24 year olds) are more likely to perceive anti-social behaviour in general and 'teenagers hanging around' in particular as a significant problem in their local area. They are also most likely to be the victims of anti-social behaviour.

We face these new challenges and as the problems and nuisance evolves so too must our responses. We need to maintain the momentum, continue to tackle anti-social behaviour, build on what is working by using the tiered approach to enforcement alongside support and diversion, and go further.

We need new tools and a criminal justice system which must be connected to the communities they serve. We need speedy, visible and reparative justice. We also need to support and help those people where their anti-social is fuelled by their drug and alcohol problems.

Measure - Reforming Anti-Social Behaviour injunctions

ASBIs are civil orders obtained from the civil court which place prohibitions on a person to prevent them from engaging in a range of behaviours and activities. They are quick to obtain and bring immediate relief to communities.

In their current form ASBIs allow perpetrators to cause nuisance elsewhere on estates because they are narrowly defined by the courts to protect specific individuals and not the community at large.

We will legislate to ensure that ASBIs can be applied to protect whole communities and also protect witnesses from being named in applications. This will radically curtail the capacity of perpetrators of ASB to go on causing difficulties.

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Measure – Reforming Local Government (1972) injunctions

Local government injunctions are powerful tools which bring relief to communities suffering from severe nuisance. They have been successfully used to break up major drug activity and the related disorder that is associated with it.

Currently, when these injunctions are breached there can often be a delay before a Court hearing which clearly sends negative signals into the community and allows perpetrators to continue causing problems.

We will legislate so that those suspected of breaching an injunction can be brought before the courts within 24 hours of arrest. This will ensure swift action so a person suspected of a breach can be held in custody until the hearing and will give greater confidence to communities.

Measure – Extending ASB Co-ordinators to Civil Courts

Civil courts often hear ASB cases such as injunctions and can make ASBOs. However ASB cases tend to be a small proportion of that work. Whilst 5,765 ASBOs have been made in the Magistrates' Courts only 67 have been made in the county court.

We need to ensure that there is a good relationship between the civil courts and ASB practitioners, in order that ASB practitioners understand what the court can do and the court understands the problems that agencies and local communities are facing. We know of good examples of effective working with the county courts in Birmingham and Manchester. If local agencies have effective relationships with their local court they are more likely to be confident in making more applications to the court.

To assist with this, the Government will in the 14 areas with the highest level of ASB test the concept of ASB Co-ordinators. Co-ordinators will be nominated from court staff and will act as advocates in building relationships and understanding of the needs of cases involving anti-social behaviour (e.g. the particular needs of victims and witnesses). The aim is to facilitate strong and effective working relationships with the county courts and it will build on a similar existing programme in the Magistrates Courts. If this proves to be effective we will seek to spread this in further areas.

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Measure - Rights of audience in Court for ASB Practitioner experts

The Government is determined to ensure that those presenting their cases effectively in court are able to do so. At present Rights of Audience are reserved to those who have been permitted to present a case in court or in tribunals. However, Judges have discretion to allow persons, who do not have a Right of Audience, to appear before them.

We are aware of some cases in which expert practitioners have presented their own ASB cases in the civil courts without the need to employ a legal representative. We consider that this makes good sense, because front line practitioners can often be the people who most understand the detail of the case. However although this makes sense this is not widespread.

The Government will therefore legislate to ensure that, subject to having the right training and expertise, ASB practitioners have rights of audience in the civil courts (e.g. for ASB injunction cases).

Measure - Extending the number of organisations that can apply for ASBOs

Preventing anti-social behaviour and taking action on behalf of communities is not limited to police - a range of agencies already enjoy a significant enforcement powers. We are committed to ensuring that appropriate and proportionate use is made of ASBOs, that they are available to agencies which require them to protect communities.

The **Environment Agency** will shortly be able to apply for ASBOs to complement their existing powers to tackle enviro-crime. Over a million incidents of fly-tipping were reported from April 2004 to March 2005 and cleaning and disposing of these incidents cost local authorities over £44 million.

Tackling anti-social behaviour is also a core **housing-management** role and we are committed to providing the relevant tools. As new forms of social landlords arise they need to be provided with the relevant powers available to other social landlords. We are currently consulting on proposals to delegate local authority anti-social behaviour powers to those bodies who manage their housing, including Arms Length Management Organisation (ALMOs), Tenant Management Organisations (TMOs) and those managing housing as part of a Private Finance Initiative Scheme. These organisations already manage large amounts of housing stock on local authority's behalf and it is right that they have the necessary powers. That consultation process is due to close in February 2006.

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Measure – Ensuring ASBOs are effectively managed once they arrive in Court

It is widely accepted that good case management can make a significant difference to the effectiveness of the way cases are managed.

At present although the courts have an express power to case manage criminal cases they have no such power in relation to ASBOs. This means that the courts have limited power to make directions to parties and set timetables. We also need to ensure that interim orders are dealt with swiftly, and that the time between the making of an interim order and the full ASBO is kept to a minimum.

We intend to introduce new rules to give that the magistrates and Crown Courts have clear power to case manage ASBOs and ensure they are handled efficiently and expeditiously. This will make a significant difference by ensuring cases are properly managed to: identify the real issues at an early stage; identify the needs of witnesses; set a timetable for the progress of the case; monitor the progress of the case and discourage delay. This will also help minimise unnecessary delay between the making of any interim ASBO and the full hearing. To accompany this we will encourage all areas to develop protocols between all the relevant parties to cover the end to end process and ensure that the length of time between an application, making of any interim order and final ASBO is kept to a minimum.

Alongside this we will run a take-up campaign to ensure that all agencies are aware and make full use of interim ASBOs to ensure that public confidence is addressed and that cases that matter to local communities are dealt with swiftly and effectively.

Under our proposals when a local authority applies for an interim ASBO the court will at that first hearing seek to identify the real issues. It may become clear to the court that the defendant disputes two particular aspects of the ASBO application and will ensure that the parties work together to resolve that dispute (leading to a non contested hearing) or seek to narrow the main points at issue. The court will also identify the fact that one of the witnesses is particularly vulnerable and may be eligible for a special measures direction – the court will also perhaps determine that other evidence can be given by way of written statement. The court will then set a timetable towards the efficient and expeditious disposal of the case and give directions to the local authority and defence as to what actions they must take to ensure that the timetable is met. If deemed necessary a nominated officer of the court may be identified to ensure that the court directions are complied with. The full ASBO hearing will then take place at the time

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scheduled (without the need for any adjournment), the hearing will then concentrate on the issues which need to be resolved.

Measure – Consultation on Property Closure Powers

In some communities, we know that there are particular premises which are a constant focus for anti-social behaviour and the lives of those living nearby are often made a misery. Those properties need to be taken out of action in order to tackle the anti-social behaviour of the resident or owner and often the frequent visitors around them.

The Anti-Social Behaviour Act 2003 introduced powers for the police to close down premises where nuisance is associated with the use of class A drugs, such as crack cocaine, as part of a range of powers to deal with drug related nuisance. The power has been widely welcomed and used across the country to bring rapid relief to communities.

However, severe nuisance and anti-social behaviour centred on a property is not always related to the use of class A drugs, but current powers limit the closure powers to only these cases. To that end, we will be consulting on a new power to allow the closure of any residential or licensed premises for a set period, regardless of tenure, which is causing significant, persistent and serious nuisance to local communities.

A range of powers are already available to tackle anti-social behaviour problems and we envisage that the new closure powers would be used only as a last resort and would be enforced as a court order with all the necessary safeguards. Agencies would have to have regard to their responsibilities when children and vulnerable people are involved.

This power is already proving to be highly successful in Scotland where closures have been implemented on ten occasions since the power came in to force in October 2004.

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The closure order in Montrose was the third such intervention in Scotland and involved an 18 year old single male who had been receiving the support of social workers and through care/after care provision following his move into his council flat. Soon after his arrival he disengaged from the support he was receiving and along with large numbers of visitors to his household, he embarked on a persistent course of anti-social behaviour, terrorising his neighbours with loud music, noisy parties, verbal abuse and threats of violence, faeces, litter and vomit on the common stairwell as well as damage and theft of property.

The tenant maintained this course of conduct despite numerous attempts by Housing staff and police to intervene and against the advice and guidance of his support workers. A number of elderly neighbours became seriously ill as a result of his actions; two were hospitalised and refused to return to their homes until the problem had been resolved.

Following consultation between the local authority and Tayside Police, it was agreed that swift and effective action was necessary and that the Closure Order provisions provided the best course of action in the circumstances. The tenant's personal and future welfare and support needs were a key part of the objectives.

A closure notice was served on 10 February 2005 with the court order the following day. The speed of the action was met with much praise and relief from the tenants. Following the closure action the young man subsequently surrendered his tenancy and was accommodated in a more appropriate and supportive environment where he re-engaged with the support provisions.

Measure - Rehabilitation for people on housing benefit evicted for anti-social behaviour

[DN – DWP/ODPM new proposal. To be agreed in committee]

We are intent on encouraging and persuading those who hold their neighbourhoods to ransom by their anti-social behaviour to take up offers of support and we are developing the kind of family support projects available.

In particular, we are considering ways to ensure that people who are evicted as a result of a failure to curb their anti-social behaviour undertake rehabilitation. One option would be to introduce sanctions on those people who refuse to take up the

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rehabilitation offered to them such as financial penalties or housing benefit measures. This would help to change the behaviour of a handful of tenants and residents whose ASB is persistent and who have refused other offers of help.

Measure – Consider the role of wider benefit sanctions

[DN – DWP new proposal. To be agreed in committee]

We are keen to explore whether wider benefit sanctions have a role to play in helping tackle anti-social behaviour. They could, for example, be used to ensure that people address problem behaviour that has been identified as limiting their chances of finding a job.

Measure – We will announce a new package of measures to tackle alcohol-related disorder by April 2006

The Licensing Act 2003 signalled our intention to treat the responsible majority as adults whilst coming down hard on the minority of drinkers and licensed premises who behave irresponsibly and contribute to alcohol related disorder. The Violent Crime Reduction Bill – currently before parliament will introduce a range of new tools so that local agencies are better able to tackle unacceptable behaviour. **Alcohol Disorder Zones** will require licensed premises to contribute to the cost of alcohol-related crime and disorder in specific areas where it has been identified as a problem. The Act also create powers to exclude individuals responsible for alcohol-related disorder from entering licensed premises by imposing “**Drinking Banning Orders**” which could run for up to 2 years, create powers for the police to **ban the sale of alcohol from licensed premises for up to 48 hours for selling alcohol to under 18s** and to **exclude individuals at risk of carrying out alcohol-related crime and disorder from a specific area for up to 48 hours**. We expect the Bill to become law in spring 2006.

Those who sell alcohol to drunks or who behave unacceptably when drunk can expect to be hit in the pocket by the increased PND fine of £100 (outlined below) whilst conditional cautions and drinking banning orders will give greater flexibility to tackle those who consistently behave badly when drunk.

We have already committed to an **initial review of the main statutory guidance** accompanying the Licensing Act 2003 - in partnership with licensing authorities and other Government Departments and will provide updated guidance reflecting experience in this transitional period by February 2006. A **full review of the Guidance** will be completed by the end of 2006. We are committed to ensuring that local agencies have all the tools they need to tackle alcohol related disorder .We will learn from the experience of the successful Alcohol Misuse Enforcement Campaign that we ran in the run up to Christmas - the biggest ever crackdown on alcohol related disorder and will announce a new package of measures to tackle this problem by April 2006.

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Measure – Increase in the level of Penalty notices for disorder (PND) and roll-out to under 16s

PNDs are an effective tool. They minimise bureaucracy – estimates suggest that each PND saves the criminal justice system up to £100 and free up the court's and the police's time. They also send a strong signal by delivering an immediate and visible penalty. We are making more use of PNDs as a swift response to low level anti-social behaviour, particularly in town centres. We will also be issuing revised guidance and expect further increases in levels of take up.

We will increasing the penalty fine for a range of PND offences from £80 to £100 – sending a strong signal that the boundaries and consequences of unacceptable behaviour have shifted but we will go further and consider the implications of a higher raise in the fine.

[DN NO 10 keen to consult on arise to £200 for more serious offences]

Police in Hull have established a robust protocol for issuing PNDs to offenders on the street

- Confirm the offender's identity and eligibility for a PND
- Endorse the PND with the offender's home and mobile telephone numbers to aid in follow up
- Take a Polaroid photo of the offender

Offenders can be processed in as little as 10 minutes in a way that is highly visible to the rest of the community.

We are also piloting PNDs for under 16s, which are paid by their parents. It is important that this is used as an opportunity to ensure parents are aware of what their children are getting up to. We will consider a national roll out of this scheme.

Kingston PNDs for 10-15 yr olds pilot - There had been reports made to the police of anti-social behaviour in the Hook Parade area of Chessington. The local Safer Neighbourhood Team used surveillance and CCTV to identify the group of young people involved in causing the problems. In consultation with the Kingston Youth Offending Team (YOT), the evidence was shown to the young people and their parents (who saw for themselves the offences that had been committed).

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All parties - attended the Kingston YOT Clinic. 12 youths attended in all. Each young person received an Acceptable Behaviour Contract (ABC). In addition, where applicable they received a PND, Reprimand or Final Warning. This was done for both 10-15 and those aged 16 and over.

Each young person was offered an intervention ranging from anger management, substance misuse advice and parenting classes. Social Services and Education checks were also made. Nearly half took up the offer of a programme, all signed ABCs. Following that intervention the YOT is aware of only one of the youths re-offending (which resulted in court action being taken)

Measure – Ensuring reparation through Conditional Cautions

To tackle crime and improve community safety we need to employ tools that tackle the individual's offending, while also giving clear signals about behaviour that is socially unacceptable. Conditional Cautioning, which is set to be rolled out across the country after a successful evaluation, can provide an effective and appropriate response to low-level offending, without requiring a potentially lengthy court process.

Currently the conditions which can be attached to a Conditional Caution are limited. Whilst these conditions have given some excellent results for victims and offenders and the local community has also derived indirect benefit; we want to go further

The Government believes that Conditional Cautions could involve the offender undertaking work that benefits the community that has suffered. Offenders would be giving something back to the community to make up for the harm they have caused. In addition to the direct benefit derived from the work we hope that this would ensure that offenders take responsibility for their actions, feel more involved in their community and thus reduce the likelihood of future offending. It would also send a visible message that anti-social behaviour is unacceptable and has serious repercussions for the perpetrator. The Government will provide funding to establish unpaid work schemes in around 10 areas around the country to test out the different models and work through any issues before consideration is given to expanding the schemes more widely. Work has already begun to identify suitable areas and we would expect to have all schemes in place and operational by the end of 2006.

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Seizure of the proceeds of crime

Police are able to seize cash suspected to be the profit of crime or cash which is currently being seized by law enforcement officers. In total £100.2m. The cash seizure threshold is currently set at £5,000 but we know that criminals who continue to destroy the lives and blight communities are being funded by the proceeds of crime. The cash being confiscated is being used to fund the fight against crime and to support the police.

£5,000. This would enable the police to widen their net to tackle this problem and protect the lives of the community. The proposal to lower the threshold is proof of the government's commitment to the rule of law and the values of the decent law abiding majority.

The new Criminal Justice Centre in Liverpool is up and running and ASB Response Courts are addressing the widespread misperception about what the courts are actually doing. We are addressing the true facts about what the courts are doing.

The government's ongoing work to find ways in which the criminal justice system can better fit for the 21st Century and in line with the needs of local communities is part of the Community Justice initiative and help improve the way in which the criminal justice system communicates with the public.

Local ASB prosecutors have already been identified in all 42 local communities, CJS partners and other agencies. The Government's commitment to a pre-court stage, including through the new CPS direct (including the new cautioning scheme) and incentivise early guilty pleas.

There may be a need to cover respect matters, for example on

Measure – Consulting on lowering the threshold for the seizure

Under the Proceeds of Crime Act (2002) police and customs officers can seize cash intended for use in crime. Around £1 million a week in suspect cash has been seized since the legislation was introduced in 2002. Around £126m has been seized since the legislation was introduced in 2002. We know that street corner drug dealers and other small-time criminals can be carrying amounts less than that. Much of the money already being seized can help support victims and crime reduction projects across the country.

We are now consulting on lowering that minimum threshold to £10,000, a lower level of criminality which is making some of our neighbourhoods safer. It is our sustained effort to ensure criminals can no longer ride roughshod over the law by openly flouting their ill-gotten gains.

Measure – Delivering 21st century justice

Much good work has already been done. The Community Justice Centres have been identified in 31 CJS areas. However too often there is a gap between what is being done. More needs to be done to ensure that communities are aware of what is being done.

We will ensure that Respect is an important driver behind the Government's system can deliver justice more simply and more speedily in a way that benefits communities. We will also consider how to mainstream the benefits of the new understanding of the work of the courts by requiring all areas to deliver a range of services.

Prosecutors will play a vital role in delivering swifter justice. Specialist criminal justice areas to take responsibility for liaison with local courts. The work will also consider how we can make best use of prosecutors' resources, the scheme, to encourage appropriate diversion (e.g. as with the conditional offer scheme).

At the same time we will consider what new performance measures we can introduce to improve timeliness in the courts.

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Measure - Delivering Community Payback

It is important that the public have confidence in community sentences.

One way that public credibility can be gained is for any unpaid work ordered by the court to be visible, and for the public to understand what work is carried out in their communities as part of a sentence.

'Community Payback' was launched throughout the country on 22 November 2005. It is a national project that makes unpaid work by offenders visible and promotes the engagement of local communities in selecting the work to be done by offenders. There has already been some imaginative work: in Avon and Somerset offenders have been helping with the refurbishment of Brunel's ship, SS Great Britain. Some offenders have acquired accredited qualifications (for example in carpentry).

Measure – Directing people to treatment and support through Intervention Orders

The Drugs Act 2005 introduced the Intervention Order (IO); a support order that can be attached to an ASBO for an adult where the underlying causes of their ASB is drug related. The IO will be able to direct the individual to services, treatment and support. The IO will be available in April 2006.

Measure – Tackling alcohol related problems

[DN To follow: how Alcohol Harm Reduction Strategy is delivering better support and treatment for those with alcohol misuse problems, and their families.]

CHAPTER 8: NEXT STEPS

This action plan sets out the tools and the overall approach that will enable local people and local agencies to work together to challenge unacceptable behaviour and give communities more control over the behaviour of their people.

To help make this happen we will work with stakeholders at both a national and local level to develop a rigorous delivery plan supported by an effective performance management framework – including embedding respect into existing performance management tools.

Our approach to delivery will build upon the approach we have taken to tackling anti-social behaviour. We know this approach works - the British Crime Survey shows that between 2002/03 and 2004/05 the percentage of people perceiving there to be high levels of anti-social behaviour in their area fell at a greater rate in our anti-social behaviour trailblazer and action areas (from 25% to 19%) than other areas where the percentage of people perceiving there to be high levels of ASB fell from (19% to 16%) over this period. **Initially we will work with 14 major local authorities – who have some of the highest levels of deprivation and will have a major influence on our ability to deliver on our objectives. We will begin work with these authorities before the start of 2006/07. During 2006/07 we will work with a further tranche of authorities. By the end of this process we will be working with up to a total of 50 authorities.**

We have been very clear throughout this action plan that respect cannot be delivered by central Government alone. Setting and enforcing agreed standards of behaviour in our communities will need active engagement and co-operation between local people and local services. This programme will provide an opportunity for structured discussion about the roll-out of the respect agenda across the country, listening to what local communities need from services, and understanding from frontline service providers how we can best do this in practice **In the first half of 2006 we will engage in dialogue with local communities and services across the country to explore further how we develop the respect agenda on the ground and help local communities become empowered to take action for themselves.**

Forging and promoting a public consensus on modern codes of acceptable behaviour is a crucial component of enabling us to actively engage in building a respectful society. This public debate will build on our work with communities by giving a high profile opportunity for the public to engage with the respect agenda. **During 2006 we will promote a national public debate about how we can define and promote a code of respectful behaviour for a 21st century Britain.**

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

RESPECT ACTION PLAN

Note by the Secretaries

1. Yesterday the Deputy Prime Minister chaired a meeting of ASB Committee. The Minutes of the meeting are now available.
2. The Committee considered the proposals in the draft Respect Action Plan and asked for further work on a number of areas prior to today's meeting, including the cross-government strategy on problem families, benefits sanctions, the youth offer, strengthening communities, and the balance between young people and adults in the plan. The minutes of the meeting are now available. At today's meeting, the Minister of State, Home Office, will update the Committee on progress.
3. The purpose of today's meeting is to agree the substantive policy proposals to be included in the Respect Action Plan. A further version of the plan will be circulated.

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to DA colleagues after the meeting for a factual check and drafting comments. The plan will then be finalised for publication on 10 January.

SIGNED

**DAVID LAMBERTI
JAMES CRAWFORTH**

**Cabinet Office
20 December 2005**

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MINISTERIAL COMMITTEE ON ANTI-SOCIAL BEHAVIOUR

MEMORANDA

SERIAL NO.	DATE	BRIEF DESCRIPTION
1	21.06.05	COMPOSITION AND TERMS OF REFERENCE
2	28.06.05	UNDERSTANDING THE PROBLEM
3	28.06.05	POLICY PROPOSALS TO DEAL WITH THE PROBLEM
4	28.06.05	DELIVERING ON 'RESPECT' AND ANTI-SOCIAL BEHAVIOUR
5	16.12.05	RESPECT ACTION PLAN
6	20.12.05	RESPECT ACTION PLAN