



# **Anti-Social Behaviour Strategy**

Lincolnshire Community Safety Partnership

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## **1. Statement of Purpose**

This strategy sets out how agencies in Lincolnshire will work together to effectively manage and resolve reports of anti-social behaviour; building upon the excellent partnership work already operating across the county and ensuring together we continue efforts to reduce anti-social behaviour and provide every member of the community with the highest possible standard of service.

As a partnership we do not underestimate the impact anti-social behaviour can have on the lives of individuals and communities. The primary focus of our strategy is to put the needs of victims first; to provide effective support and ensure processes are in place to protect them from further harm. Key to this approach is the identification of repeat and vulnerable victims.

We also recognise the importance in effectively tackling perpetrators of anti-social behaviour and the benefits of early intervention methods to achieve long-term sustainable outcomes.

This strategy does not sit in isolation but is intended to run alongside existing anti-social behaviour policies as a framework of activity adopted by agencies in Lincolnshire as an overarching approach to tackling anti-social behaviour.

## **2. Introduction**

The Lincolnshire Community Safety Partnership is a strategic multi-agency group set up to tackle countywide community safety issues. It is made up of both statutory and non-statutory organisations such as the Police, County Council, District Councils, Fire and Rescue, Probation Trust, Clinical Commissioning Group and the Youth Offending Service. Collectively they are required to identify community safety priorities and develop strategies to deal with them effectively. Each priority area is supported by a Strategic Management Board, which is responsible for delivering all actions set within their delivery plan.

The Lincolnshire Community Safety Partnership recognises the huge effect anti-social behaviour has on victims and communities and has therefore made it one of their key priorities.

The Anti-Social Behaviour Strategic Management Board is made up of the following agencies:

Lincolnshire County Council Safer Communities  
Lincolnshire Police  
Lincolnshire Fire and Rescue  
Lincolnshire Youth Offending Service  
Lincolnshire County Council Troubled Families  
Humberside, Lincolnshire and North Yorkshire Community Rehabilitation  
Company (Provider of Probation Services)  
West Lindsey District Council  
East Lindsey District Council  
City of Lincoln Council  
North Kesteven District Council  
South Kesteven District Council  
Boston Borough Council  
South Holland District Council  
Longhurst and Havlock Homes  
Waterloo Housing  
Boston Mayflower  
ACIS Group Ltd

This strategy is intended to support the actions outlined in the Anti-Social Behaviour Delivery Plan (see Appendix 1). All activity in relation to this document will be led by the Anti-Social Behaviour Strategic Management Board and overseen by the Lincolnshire Community Safety Partnership. Any agency that fails to engage will be held to account by the Anti-Social Behaviour Strategic Management Board and if not resolved will be taken to the Lincolnshire Community Safety Partnership.

### **What is Anti-Social Behaviour?**

'Anti-social behaviour' is the broad term used to describe a range of nuisances, disorder and crime that affect people's daily lives. It covers many types of behaviour that vary in nature and severity, many of which are open to interpretation. Thus what is considered anti-social by one person can be acceptable to another.

Issues that could constitute as anti-social behaviour include (this is by no means an exhaustive list);

- Noise nuisance
- Intimidation and/or threatening behaviour
- Littering or Fly-tipping
- Vandalism, graffiti and other deliberate damage to property or vehicles
- Using or dealing drugs
- Street drinking
- Rowdy behaviour in public
- Abandoned or burnt out cars
- Neighbour disputes

There is no single definition of anti-social behaviour but instead a series of different definitions for different purposes; introduced through the [Anti-social Behaviour, Crime and Policing Act 2014](#). These definitions encompass a variety of behaviours covering a whole complex of activities which may be unacceptable in different contexts.

Agencies (Police, Local Authorities and Registered Providers) will use these definitions to determine whether anti-social behaviour has occurred and if so, take the necessary action.

We acknowledge that anti-social behaviour does not exclude other criminal offences and understand that any act of anti-social behaviour associated with a crime will be dealt with accordingly; incorporating the required criminal sanctions into the intervention process.

### **National Context**

This strategy has been developed in response to the government's White Paper: Putting Victims First: More Effective Responses to Anti-Social Behaviour (published in May 2012) and the subsequent Anti-Social Behaviour, Crime and Policing Act 2014.

The White Paper highlighted the failure of systems to adequately deal with complaints of anti-social behaviour and emphasised the need to protect the most vulnerable in society. It proposed a series of reforms to improve how agencies tackle anti-social behaviour; focusing on the needs of victims and introducing new legislation to allow professionals to take swift, effective action against perpetrators.

## Anti-Social Behaviour, Crime and Policing Act 2014

The Anti-Social Behaviour, Crime and Policing Act 2014 contains various measures to protect the public from anti-social behaviour, dangerous dogs, forced marriage, sexual harm and illegal firearms used by gangs and in organised crime. It also includes changes to improve the provision of services for victims and witnesses.

The key provisions to tackle anti-social behaviour include:

- Simpler, more effective powers to tackle anti-social behaviour that provide better protection for victims and communities.
- Replace 19 powers to deal with anti-social behaviour with 6 broader powers, intended to streamline procedures to allow for a quicker response.
- Introduces the Community Trigger and Community Remedy to give victims and communities a greater say in how agencies respond to their complaint and in the punishment of offenders out of court.
- Gives landlords power to swiftly evict anti-social tenants.

To demonstrate our commitment to tackling anti-social behaviour and to ensure the measures introduced by the Anti-Social Behaviour, Crime and Policing Act 2014 are used effectively throughout Lincolnshire, the Anti-Social Behaviour Strategic Management Board have developed countywide procedures for each of the new powers and tools, which have been adopted by all members.

### **Local Context**

Current analysis of anti-social behaviour in Lincolnshire is conducted using data recorded by the Police on reported incidents of anti-social behaviour. We acknowledge that anti-social behaviour is reported to a number of agencies and organisations, however at present there is no consistent approach to the storing and sharing of information in order to include all data within our analysis. As a result there are areas of under reporting, particularly in those categories which affect households or the environment when the victim is more likely to report the incident to the Local Authority or Registered Providers.

Since April 2011 Lincolnshire Police have seen a continued overall reduction in incidents of anti-social behaviour. Latest figures for 2015/16 show that anti-behaviour reduced by 4.3% that is 931 fewer incidents compared to the previous

year. Analysis of this sustained decrease has revealed a correlation between improved partnership processes for tackling anti-social behaviour (especially in the area of case management) and the reduction in incidents. Although this presents a positive picture for Lincolnshire we are not complacent and understand the challenges ahead to sustain this trend. Key to our continued success lies within this strategy and the effective delivery of actions set within our delivery plan.

### **Links with other relevant strategies and initiatives**

This strategy links with a number of existing countywide strategies, policies and initiatives that contribute to tackling anti-social behaviour. These include:

Police and Crime Plan for Lincolnshire  
Community Safety Partnership Plans  
Lincolnshire Troubled Families Programme  
Lincolnshire Restorative Justice Programme  
Lincolnshire Health and Wellbeing Strategy  
Lincolnshire Domestic Abuse Strategy  
Lincolnshire Hate Crime Strategy  
Lincolnshire Adult Safeguarding Multi-Agency Policy and Procedures  
Lincolnshire Children's Safeguarding Policy  
Lincolnshire County Council Public Protection Strategy  
Victim Charter

### **3. Aims and Objectives**

#### **Aims**

We aim to reduce instances of anti-social behaviour and the numbers of people who are involved in or at risk from anti-social behaviour (both victims and perpetrators). Where anti-social behaviour does occur, we are committed to putting the victim first, particularly if they are vulnerable or a repeat victim.

#### **Objectives**

- Deliver a consistent response to anti-social behaviour across Lincolnshire, irrespective of location or service provider.
- Provide improved service and protection to the public through the use of swift efficient processes.

- Manage reports of anti-social behaviour more effectively across partners in Lincolnshire.
- Improve the experience for victims and witnesses of anti-social behaviour through better engagement and understanding.
- Identify repeat and vulnerable victims effectively and respond more efficiently.
- Identify repeat perpetrators of anti-social behaviour and explore opportunities to implement interventions to reduce their negative impact on communities.
- Tackle problem locations where anti-social behaviour is occurring.
- Facilitate effective information sharing including the use of a shared IT system to allow for a more joined up approach in managing high risk cases.

#### **4. Our Approach**

##### **Working in partnership**

We know that anti-social behaviour cannot be tackled by one agency alone and that to provide an effective response we must work together. Working in partnership is key to our approach and by doing so allows us to:

- Share appropriate information to identify anti-social behaviour trends and deliver proactive targeted responses.
- Improve co-ordination across agencies to support and protect victims of anti-social behaviour, particularly the most vulnerable.
- Increase and improve the sharing of good practice, skills, and experience across the county amongst both statutory and non-statutory agencies.
- Train staff to effectively deal with reports of anti-social behaviour; utilising all the powers and tools available to them.

##### **Anti-Social Behaviour case management**

To support our partnership response to anti-social behaviour partners (Police and Local Authorities) have jointly purchased a multi-agency case management system, which can also be accessed by four of the counties main Registered Providers and Lincolnshire Fire and Rescue. It is predominately used to manage and co-ordinate all activity in response to high risk cases of anti-social behaviour e.g. repeat/vulnerable victims, persistent perpetrators and hotspot locations, however a number of Local Authorities now use it to record all complaints of anti-social behaviour. An Information Sharing Agreement is in place to allow users to

view the collective information that has been input by the different agencies and by doing so tackle anti-social behaviour more efficiently.

**To ensure the effective and consistent identification of vulnerable and repeat victims and ‘hot spot’ locations the Anti-Social Behaviour Strategic Management Board has agreed the following definitions.**

### **Vulnerable victims**

‘A vulnerable victim is a person whose experience and/or effect of harm as a result of an incident is likely to be more significant because of their individual personal circumstances’.

This definition of vulnerability puts the emphasis on how the complainant is effected by a particular problem to determine risk, rather than assuming personal demographics automatically place them in the vulnerable or high risk category. Although we must consider the nine protected characteristic of the Equality Act 2010 (age, disability, marital status, gender assignment, pregnancy and maternity, race, religion or belief, sex or sexual orientation) it is the impact the anti-social behaviour is having on the individual or community that is important when identifying vulnerable victims of anti-social behaviour.

### **Repeat victims**

‘Repeat victimisations occurs when a person is subjected to three incidents of anti-social behaviour within a rolling 12 month period’

It is widely recognised that victims rarely report their first experiences of anti-social behaviour, often waiting until it begins to impact upon their life. This definition, therefore, includes both reported and unreported incidents of anti-social behaviour within the 12 month time frame. It is the agencies responsibility to establish whether any previous incidents have occurred and consider this in their response.

### **‘Hot spot’ locations**

‘A ‘hot spot’ location is an area where 3 or more incidents of anti-social behaviour have occurred in the same locality within a one month period, reported by more than one person’.

'Hot spots' locations tend to be those areas most accessible to the public, for example shopping precincts, children's play parks, or public car parks, and can even expand to cover entire housing estates. They often involve multiple offenders and more than one victim, resulting in a wider impact on the community.

Partners will work together to identify and tackle area 'hot spots'; considering the needs of the community as a whole, as well as individual victims affected.

## **Hate Crime**

This strategy is underpinned by a commitment to provide equality of access to services and support to every member of our communities; regardless of – age, disability, marital status, gender assignment, pregnancy and maternity, race, religion or belief, sex or sexual orientation. It is widely understood that those most vulnerable in our society, or those from diverse backgrounds are proportionally more likely to become victims of anti-social behaviour or hate crime. Incidents of hate crime often manifest themselves in low level forms of anti-social behaviour, which on the surface may appear minor but the impact on the victim and their family can be devastating if not dealt with quickly and effectively. This was clearly highlighted in the case of Fiona Pilkington who killed herself and her disabled daughter, Francesca Hardwick, after suffering years of anti-social behaviour and hate crime. In recognition of this, this strategy has been integrated with the Lincolnshire Hate Crime Strategy and the priorities set within it.

## **Understanding the Needs of Our Communities**

We recognise that understanding communities and underlying tensions is key to responding effectively. It is therefore important that we listen to our communities and ensure they are included in the decisions making process. It has also been found that by involving the public in crime prevention work generates ownership and encourages residents to take responsibility for their own problems and improve their capacity for self-help, subsequently resulting in long-term sustainable outcomes (Liddle & Gelsthorpe 1994; Thomas 1999).

## **5. Our Response**

It is important to record anti-social behaviour based on the perception of the complainant. If the complainant believes their report is anti-social behaviour it

should be recorded and investigated as such. The investigation may conclude that it is not anti-social behaviour but the complainant's initial perception is paramount. It is also essential to identify repeat or vulnerable victims at the earliest opportunity to protect them from further harm.

This strategy lays out the appropriate initial response in respect of recording, risk assessing and managing complaints of anti-social behaviour. Partners agree that they will respond to reports based on their assessment of risk; prioritising incidents based on the levels of harm and risk to those affected, rather than selectively attending or categorising incidents. The police will always tackle issues of crime that may be a symptom of anti-social behaviour but will do so in partnership with other agencies to ensure all action is being taken to address the problem.

Consideration should also be given to any possible mental health or learning disability when responding to incidents of anti-social behaviour. If it is believed that the victim or perpetrator have a mental illness or learning disability efforts must be made to establish whether the person is subject to mental health services or adult social care and ensure appropriate information is shared with the agency.

When a complaint of anti-social behaviour is received the following principles will be employed:

- Record the complaint.
- Treat the complaint seriously and act professionally.
- Conduct an initial dynamic risk assessment to establish the required response based on threat, risk and harm.
- Cross reference previous complaints relating to the victim, perpetrator or location and use this information to tailor the response.
- Ensure all victims identified as vulnerable and/or repeat are managed appropriately (in line with each agencies internal policies and procedures) and additional specialist support services are offered, if required.
- Victims identified as high risk will be referred (with their consent) to the Anti-Social Behaviour Risk Assessment Conference (ASBRAC) for multi-agency intervention and support.
- Agree an action plan with the victim, outlining how they aim to investigate and resolve their complaint.
- Provide the victim with a reference number (if possible) and a point of contact.

- Keep the victim up to date with the progress of their case and give regular feedback.

### **Anti-Social Behaviour Risk Assessment Conference (ASBRAC)**

The Anti-Social Behaviour Risk Assessment Conference is a process that brings local agencies together to manage **high risk** victims, perpetrators or locations of anti-social behaviour. It provides a structured meeting to share information and consider and implement the required actions to reduce the risk of harm, using a multi-agency approach.

For further information please refer to the Lincolnshire ASBRAC Guidance and Operating Procedures.

### **Supporting victims and witnesses**

We understand that victims can often have complex needs and therefore require specialist support, beyond the practical support provided by anti-social behaviour professionals. In Lincolnshire, Victim Support have a Complex Case Worker and series of volunteers employed specifically to support victims of anti-social behaviour, offering emotional support and advocacy to help victims cope with the stress caused by the incident/crime. The Complex Case Worker and volunteers are trained to listen, give information and offer feedback. They help victims make sense of what they've been through, tell them about the choices they can make and help them feel like they are getting their lives under control again.

When action is taken to tackle an anti-social behaviour problem, whether informal or formal, we recognise the importance in ensuring that anyone experiencing anti-social behaviour, whether a victim or witness, is supported and kept informed. We also understand that the responsibility to support victims and witnesses does not end after the completion of court proceedings and we are committed to providing support for as long as required, whether it be directly or through other agencies.

### **Perpetrators of Anti- Social Behaviour**

A proportionate response is always important in tackling anti-social behaviour. Our strategy emphasises the use of preventative programmes and early intervention methods as an initial response (in most cases) to not only address the behaviour but also the causes behind it. It is understood, however, that such action is not always appropriate and immediate enforcement may be required.

Action taken to deal with perpetrators of anti-social behaviour will be aimed at achieving long-term solutions that reduce the impact on victims and enhance the opportunity for perpetrators to migrate towards a positive contribution within their community.

This will be done by:

- Considering all aggravating and mitigating factors, including the view of victims.
- Assessing each case individually to determine the most appropriate action.
- Refer persistent perpetrators to the Anti-Social Behaviour Risk Assessment Conference (ASBRAC) for multi-agency intervention.
- Considering the use of Restorative Justice to enable perpetrators of anti-social behaviour to recognise the consequences of their behaviour and in doing so aim to change their behaviour.
- Work closely with parents and the Youth Offending Services to ensure young perpetrators of anti-social behaviour receive appropriate interventions and support.
- Utilise support services such as Lincolnshire County Council Early Help teams to tackle the underlying causes of a perpetrators anti-social behaviour, considering the needs of the whole family not just the individual involved.
- Use the full range of legislative powers where appropriate to resolve the most serious cases of anti-social behaviour.
- Use education through schools as a primary method of preventing young people from committing or becoming victims of anti-social behaviour.

## **Remedies for Anti-Social Behaviour**

### Mediation

In certain cases of anti-social behaviour, in particular neighbour disputes, mediation can be a useful approach to resolving the issue. Mediation empowers people to work together to resolve their problems. Solutions are offered by the

parties themselves, enabling them to remain in control of any outcomes. While agreements made are not legally binding, parties are more likely to adhere to them because they have created them themselves. Mediation should not be regarded as a last resort when all else has failed, and should be used at the earliest opportunity.

Where there is a case that could possibly be resolved through mediation, the agency will speak with both parties to obtain their agreement before submitting a referral to the mediators. In Lincolnshire, Restorative Solutions deliver mediation through Restorative Conferencing, which is available to police and local authorities.

### Restorative Justice

We are committed to using innovative and creative solutions to tackle anti-social behaviour and promote the use of Restorative Justice as an out of court method to resolving complaints of anti-social behaviour.

'Restorative processes bring those harmed by crime or anti-social behaviour, and those responsible for the harm, into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward' (as defined by the Restorative Justice Council)

Importantly, it also enables offenders to face the consequences of their actions and make amends; which has shown to be effective in motivating change and stopping future offending.

There are two Restorative Justice Services available in Lincolnshire, which are delivered by Restorative Solutions; Restorative Community Resolution and Restorative Justice Conferencing. Although the principles are the same with both methods, a Restorative Resolution allows officers to deliver Restorative Justice immediately in response to incident (with the willing participation of both the victim and perpetrator). Whilst a Conference is a more structured process that can involve the victim, perpetrator, community members or criminal justice agencies, which is led by a trained facilitator whose role is to help those involved understand how others have been affected and find a resolution.

It is important, when using Restorative Justice that it is formally recorded (in accordance with Lincolnshire Restorative Justice Guidance) and the relevant partner agencies are informed.

Emphasis on Restorative Justice, particularly in response to anti-social behaviour, continues to grow and is strongly advocated within the Anti-Social Behaviour Crime and Policing Act 2014 through the introduction of the Community Remedy (a document that sets out a list of activities considered suitable when delivering a Restorative Resolution). It is the responsibility of the Police and Crime Commissioner (PCC) to produce the document and in doing so must consider the views of the public and the agencies delivering Restorative Resolutions (e.g. Police and Local Authorities). The Lincolnshire Community Safety Partnership and Anti-Social Behaviour Strategic Management Board are supporting the PCC to ensure the Community Remedy is implemented effectively and incorporated into current practice.

### **Prevention and Early Intervention**

Often there may be significant underlying problems which contribute to a person's engagement in anti-social behaviour, such as abuse or neglect at home, alcohol and drug misuse or physical and mental health problems. Supporting perpetrators to identify and resolve their problems is key to helping them improve and change behaviour and must therefore form part of our response (alongside formal intervention measures, if necessary).

There are a range of services available in Lincolnshire that can be used to assist in tackling anti-social behaviour, however there are two in particular that have proven very successful; the Youth Offending Service Prevention and Early Intervention and the Troubled Families Programme.

#### Youth Offending Service Prevention and Early Intervention

Prevention and Early Intervention is available to young people aged 8 to 17 who are at risk of being involved in crime and anti-social behaviour. They offer a variety of programmes catered towards addressing various needs, including social skills, anger management, peer pressure, victim awareness, substance misuse and unacceptable behaviour. They also provide parenting support and can refer to other professionals for specific help outside of their expertise.

#### Troubled Families Programme

The aim of the programme is to use a multi-agency approach to addressing family problems, which may be the root cause of offending behaviour. This is

done through a lead professional that works intensively with the family to help draw up an action plan that tackles the family's problems as a whole using a range of specialist services. Plans will include a number of incentives to reward positive behaviour along with sanctions to discourage deviation.

Clear referral pathways for both services have been established in Lincolnshire allowing for effective multi-agency intervention that provides long-term sustainable solutions.

### **Intervention - An Incremental Approach**

The Anti-Social Behaviour Strategic Management Board support an incremental approach to tackling perpetrators of anti-social behaviour. While this method is usually appropriate, we understand that there will be occasions when, in order to deal swiftly and effectively with anti-social behaviour to provide immediate protection to individuals and the community, direct enforcement action may be taken instead.

The options outlined below are not fixed and may vary slightly between organisations, in how they are used and at what stage of the investigation.

<b>Verbal Warning</b>	<p>A verbal warning is often used as an immediate response to an incident of anti-social behaviour when the perpetrator is found to have no previous involvement in such activity. In issuing a verbal warning it should be made clear to the individual what behaviour is causing the issue; what effect it is having on the victim or community and the consequences should the behaviour continue.</p> <p>This face to face contact with the perpetrator also provides an early opportunity to identify any contributing factors, such as substance misuse, mental health problem or learning disability, and provide the necessary intervention by means of a referral to the required agency for additional support.</p> <p>Each agency needs to ensure that it keeps a record of when a verbal warning is given and should share such information with relevant partners.</p>
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<p><b>Advice letters</b></p>	<p>Advice letters are used to alert a person that their behaviour is of concern and request that it stops. It is a particularly useful tool to inform parents/guardians that their child has been identified as being involved in anti-social behaviour and provide details of the circumstances surrounding the incident.</p>
<p><b>Unacceptable Behaviour Warning</b></p>	<p>An unacceptable behaviour warning contains specific details about what behaviour has occurred and why it is not acceptable, including the impact on any victims or local community. It also stresses the seriousness of the matter and details what further action will be taken should the person continue to engage in such behaviour. Local agencies should alert each other that the warning has been given so that it can be effectively monitored.</p> <p>Best practice has found that when a warning is issued in person, the impact on the perpetrator is more significant. Furthermore, it also allows for discussion between the issuing officer, the perpetrator and their parent/guardian (if necessary). Although partners will endeavour to follow this approach it is understood that it is not always possible.</p>
<p><b>Acceptable Behaviour Contract (ABC)</b></p>	<p>An ABC is a voluntary agreement between the person involved in anti-social behaviour and the organisation e.g. Local Authority/Registered Provider or Police.</p> <p>A Local Authority or Registered Provider (often in company with a local Police Officer or Police Community Support Officer) will visit the subject in person to negotiate and agree the terms of the contract. It will contain a list of anti-social acts that they will agree not to continue to do.</p> <p>The contract may also contain offers of support to address any underlying causes of their behaviour, such as a referral to the Early Help team or the Youth</p>

	<p>Offending Service Prevention and Intervention Programme. A contract can be reviewed and altered at the discretion and agreement of all the agencies involved. An ABC is not legally binding but can be used as evidence to support enforcement action, for example an application for a Civil Injunction or Criminal Behaviour Order.</p>
<b>Civil Injunction</b>	<p>The Police, Local Authority or Registered Provider can apply for a Civil Injunction as a means to deal with anti-social individuals. The Injunction can offer fast and effective protection for victims and communities and set a clear standard of behaviour for perpetrators. It can also provide a sanction if an Acceptable Behaviour Contract is breached. There are two tests for a Civil Injunction; housing related and non-housing related. The use of either test will depend on the applicant and circumstances in which the anti-social behaviour has occurred.</p> <p>If an application for Civil Injunction is against someone under the age of 18 the applicant must consult the local youth offending team (YOT) before proceeding.</p> <p>A Civil Injunction can prohibit a perpetrator from carrying out specific anti-social acts or from entering defined areas and can also require the individual to engage in specified positive activities, aimed at addressing the root causes of their anti-social behaviour. Breach is not a criminal offence and is dealt with by as contempt of court.</p>
<b>Criminal Behaviour Order (CBO)</b>	<p>A Criminal Behaviour Order can be applied for by either the Crown Prosecution Service or Local Authority when a person has been convicted of any criminal offence. The order is aimed at tackling the most serious and persistent offenders where their behaviour has brought them to a criminal court. The court will not consider an application for a Criminal Behaviour Order at a hearing after the perpetrator has been sentenced therefore it is important agencies inform partners when they are aware a perpetrator of anti-social behaviour is being brought to a</p>

	<p>criminal court to ensure a Criminal Behaviour Order can be considered.</p> <p>If the offender is under 18 years of age the prosecution must find out the views of the local youth offending team (YOT) before applying for a Criminal Behaviour Order.</p> <p>Like a Civil Injunction the Criminal Behaviour Order can include both prohibitions and positive requirements. Breach (of either a prohibition or requirement) is a criminal offence.</p>
<b>Community Protection Notice (CPN)</b>	<p>A Community Protection Notice is intended to deal with unreasonable, ongoing problems or nuisances that are detrimental to the local community's quality of life. A Notice can be issued by the Local Authority or Police (following a written warning) to anyone over 16 or business/organisation and can require the subject to stop doing specific things, do specific things and/or take reasonable steps to prevent reoccurrence. Breach of a Community Protection Notice is a criminal offence punishable by a fine.</p>
<b>Public Space Protection Order (PSPO)</b>	<p>Public Space Protection Orders are only available to Local Authorities, however often form part of a wider problem solving plan with Police and other agencies. They impose conditions on the use of an area in order to address a particular nuisance or problem that is, or might become, detrimental to the local communities quality of life. They are designed to ensure the law-abiding majority can use and enjoy public spaces safe from anti-social behaviour. Breach of the order, without reasonable excuse, is a criminal offence punishable by a fine.</p>
<b>Closure Power</b>	<p>The Closure Power is a two stage process that allows Local Authorities or Police to close a premises. The first stage is the serving of a Closure Notice if the use of the premises has resulted in or is likely to result in serious nuisance to members of the public. This notice can last for 48 hours and once served, any person apart from those with a legal right to occupy the property must leave or they will be committing a criminal offence. Unless the</p>

	notice is cancelled, the case is then referred to the Magistrates Court to consider whether a Closure Order should be made. The Order prevents any person from entering the property (including the owner/occupier) and can last for up to 6 months. Breach of a Closure Notice or Order is a criminal offence and could result in a fine or imprisonment.
<b>Dispersal Power</b>	This is a Police power to disperse people causing harassment, alarm or distress. It allows officers to direct a person who has committed, or is likely to commit, anti-social behaviour to leave an area and not return for up to 48 hours. The Dispersal Power is a flexible power which the police can use in a range of situations to disperse anti-social individuals and provide immediate short term respite to a local community. Failure to comply with a direction to leave is a criminal offence punishable by fine or imprisonment.

### **Further Intervention Methods**

Local Authority Housing Departments and Registered Providers have a range of powers and tools available to them to effectively tackle anti-social behaviour in relation to their tenants. This includes:

<b>Introductory Tenancies</b>	Introductory and starter tenancies provide landlords (Local Authorities and Registered Providers) with greater flexibility to offer new tenants an appropriate level of security during the early stages of their tenancy, which will later be enhanced if the tenant has not in the meantime breached the terms of the agreement. Tenants must satisfy the landlord that they are able to abide by all conditions of tenancy, including those regarding acceptable standards of behaviour. Both introductory and starter tenancies enable a landlord to gain possession of a property more easily against tenants who behave anti-socially. These tenancies can only be granted where a Local Lettings Policy exists, for example; in an area with high crime or anti-social behaviour and must be agreed by the local District Council. These can cover a street, a
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	<p>block of flats right up to a whole estate. These tenancies are for a fixed period of 12 months but can be extended for a further 6 months.</p>
<b>Demotion Orders</b>	<p>Local Authorities and Registered Providers have the power to apply for a demotion order on secure tenancies, where tenants or other residents of a dwelling, or visitors to a tenant's home, have behaved in a way that is capable of causing nuisance and annoyance, or where such a person has used the premises for illegal or immoral purposes. A demotion order has the effect of ending the existing tenancy and replacing it with a less secure demoted tenancy and mandatory possession. This removes the tenant's Right to Buy (where it applies) and their security of tenure for at least a year. These orders can be extended for a further 6 months if necessary.</p>
<b>Absolute Grounds for Possession</b>	<p>Landlords will be able to choose to use the Absolute Ground for Possession, in addition to or instead of the existing discretionary ground for anti-social behaviour, where any of the following five conditions are met:</p> <ul style="list-style-type: none"> <li>• the tenant, a member of the tenant's household, or a person visiting the property has been convicted of a serious offence;</li> <li>• the tenant, a member of the tenant's household, or a person visiting the property has been found by a court to have breached a Civil Injunction;</li> <li>• the tenant, a member of the tenant's household, or a person visiting the property has been convicted for breaching a Criminal Behaviour Order;</li> <li>• the tenant's property has been closed for more than 48 hours under a Closure Order for anti-social behaviour; or</li> <li>• the tenant, a member of the tenant's household, or a person visiting the property has been convicted for breaching a Noise Abatement Notice or order.</li> </ul> <p>Where a landlord applies for possession under the absolute ground the court would have to grant an order for possession, subject to considerations of proportionality (where the landlord is a public authority) and the landlord having followed the correct procedure.</p>

<b>Tenancy Injunction</b>	Local Authorities and Housing Providers can apply for an Injunction against a tenant for any breach (or anticipated breach) of their tenancy agreement. Failure to comply could result in up to 2 years imprisonment.
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## 6. Performance Management

The Anti-Social Behaviour Strategic Management Board is responsible for monitoring performance at a countywide level. Our performance will be measured through the anti-social behaviour delivery plan and reported to the Lincolnshire Community Safety Partnership every quarter.

### Community Trigger

The Anti-Social Behaviour Strategic Management Board will also use the Community Trigger as an indicator of how well agencies are responding to reports of anti-social behaviour and utilising a partnership approach. The Community Trigger gives victims and communities the right to request a review of their anti-social behaviour case. It is a problem solving process that aims to find solutions for the victim as well as providing a mechanism for multi-agency accountability, which cannot be achieved through a single agency complaints procedure. Delivery of this strategy should ensure that Lincolnshire's communities are satisfied with the response they receive to a reported anti-social behaviour issue. However, if a Community Trigger does occur we need to ensure valuable lessons are learnt and acted upon to prevent reoccurrence.

An application for Community Trigger in Lincolnshire will be judged as met if:

The application for a review is received within **6 months** of the last report of ASB and

The victim has reported the same problem **3 or more times in the past 6 months** to the Council, Police or their landlord

OR

Different victims have made reports about the same problem **3 or more times in the past 6 months** to the Council, Police or their landlord

If a Community Trigger request does not meet the threshold, it may be decided to carry out a review due to:

- The persistence of the anti-social behaviour
- The harm or potential harm caused by the anti-social behaviour
- The adequacy of the response from agencies

## **7. Monitoring/Review**

This Strategy will be monitored by the Anti-Social Strategic Management Board and reviewed annually by the Anti-Social Behaviour County Co-ordinator.

Lincolnshire Community Safety Partnership

## **Community Safety Agreement**

### **Appendix 2 - Anti-Social Behaviour Delivery Plan 2015-18**



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## Introduction

This document supports the 2015-18 Community Safety Agreement for Lincolnshire. As reported in the Community Safety Agreement, following the completion of a Strategic Assessment process and priority setting event, the Lincolnshire Community Safety Partnership have agreed to focus on the following priorities:

- Anti-Social Behaviour and Hate Crime
- Domestic Abuse
- Reducing Offending
- Serious and Organised Crime
- Sexual Violence
- Substance Misuse

In putting together this delivery plan, the Anti-Social Behaviour and Hate Crime Strategic Management Board have taken in to account the findings and recommendations of the County Strategic Assessment and considered the following brief, used by the Lincolnshire Community Safety Partnership when determining the priorities:

- Do we add value as a partnership?
- Do we, together, make a difference?
- Do we recognise and tackle the emerging?
- Do we tackle 'cause' and prevent more?
- Do we increase effectiveness and efficiency?

As such, the delivery plan does not capture existing activity but those tasks which will drive sustainable change for the better in tackling anti-social behaviour for Lincolnshire.

This is a 'live' delivery plan and will be updated regularly by the Anti-Social Behaviour and Hate Crime Strategic Management Board over the course of the 2015-18 period.

## Summary of Strategy:

### Year One

- Improve the case management of vulnerable and repeat victims of anti-social behaviour.
- Train frontline staff to better understand mental illness, disability and personality disorders.
- Ensure countywide procedures to tackle anti-social behaviour are being employed across all partner agencies.
- Understand the needs of perpetrators of anti-social behaviour.
- Identify anti-social behaviour priority locations.

### Year Two

- Understand the effectiveness of anti-social behaviour victim case management.
- Improved understanding, amongst professionals, on how to access mental health services and support in Lincolnshire.
- Evaluate the use of the new powers and tools to tackle anti-social behaviour across Lincolnshire.
- Provide a tailored approach to perpetrators of anti-social behaviour, using all the support and enforcement tools available to find the best solution.
- Deliver a targeted response to anti-social behaviour priority locations.

### Year Three

- Deliver a robust, partnership response to vulnerable victims of anti-social behaviour.
- Provide a standardised approach for Police, Local Authorities and Registered Providers when dealing with anti-social behaviour cases with a mental health dimension.

## Overarching Outcome: Lincolnshire experiences less anti-social behaviour

Indicator	Source	Last Year	Q1	Q2	Q3	Q4	Commentary
Reduction in Police recorded ASB incidents	Community Safety Analysts – NSPIS Command & Control	<b>2016/17</b>					
		<b>2015/16</b>					
		<b>2015/16</b> 20,301	5,269	5,846	4,732	4,454	
		<b>2014/15</b>					
		<b>2014/15</b> 21,232	5,766	6,372	4,704	4,390	

## Sub Outcomes:

1. Improved response to vulnerable victims of anti-social behaviour.
2. The use of the new powers and tools introduced by the Anti-Social Behaviour, Crime and Policing Act 2014 are embedded within partner organisations.
3. Provide a balanced response to perpetrators of anti-social behaviour based around rehabilitation and enforcement.
4. Encourage a problem solving approach to identified locations affected by anti-social behaviour.

## Outcome 1: Improve response to vulnerable victims of anti-social behaviour

Ref	Task	Responsibility	Target Dates		Progress Update
			Start	End	
<b>Year 1</b>					
1.0	Implement the Duplicate Names function on Sentinel.	Sentinel Administrator/Configuration Group	April 2015	May 2015	<b>Complete</b>
1.1	Implement a solution to Complex Triggers on Sentinel.	Sentinel Administrator/Configuration Group	April 2015	May 2015	<b>Complete</b>
1.2	Partnership to review the use of Sentinel prior to annual contract renewal in September 2015.	ASB Delivery Group/ASB SMB	April 2015	September 2015	<b>Complete</b>
1.3	Implement performance monitoring of partnership case management activity to share with the ASB SMB and ASB Delivery Group.	Safer Communities Commissioning Team	July 2015	January 2016	<b>Complete</b>
1.4	Establish a process to monitor and evaluate the effectiveness of VoiceAbility Anti-Social Behaviour Advocacy Support Service, including partnership referral rate.	Safer Communities Commissioning Team	July 2015	August 2015	<b>Complete</b>

1.5	Improve awareness for frontline staff to better identify early signs of mental illness, disability and personality disorders.	County ASB Co-ordinator	May 2015	July 2015	<b>Complete</b>
1.6	Improve awareness for frontline staff to better identify victims of domestic abuse (linked to cases of anti-social behaviour).	County ASB Co-ordinator/Natalie White	October 2015	November 2015	<b>Complete</b>
<b>Year 2</b>					
2.0	Implement a vulnerable/repeat weekly briefing process.	Safer Communities Commissioning Team	June 2016	September 2016	
2.1	Identify a suitable solution to current ASB Information and Case Management issues.	Project Board	April 2016	September 2016	
2.2	Deliver ASB Case Management Training (including risk assessments) to ASB Practitioners and Neighbourhood Policing Teams.	County ASB Co-ordinator	June 2016	September 2016	
2.3	Review the effectiveness of the ASB Victim Support Service provided by Victim Support.	Alison Cathie (Victim Support) and County ASB Co-ordinator.	September 2016	March 2017	
2.4	Implement Performance monitoring for the Anti-Social Behaviour Risk Assessment Conference (ASBRAC).	County ASB Co-ordinator	April 2016	March 2017	
2.5	Establish a clear, simple referral route into mental health services – via Single Point of Access.	County ASB Co-ordinator	April 2016	March 2017	
<b>Year 3</b>					
3.0	Monitor and evaluate Single Point of Access into mental health services.	LCSP	April 2017	March 2018	
3.1	Monitor and evaluate the effectiveness of ASBRAC to manage vulnerable victims of anti-social behaviour.	County ASB Co-ordinator	April 2016	March 2017	

**Measures:**

Indicator	Source	Last Year	Q1	Q2	Q3	Q4	Commentary
<p>Proportion of repeat victims managed on Sentinel</p> <p>Proportion non-victim based open cases on Sentinel which contain an update within the last 28 days and action plan.</p>	<p>Community Safety Analysts</p> <p>Community Safety Analysts</p>						
<p>Proportion of victim based open cases on Sentinel that fully comply with the SOP's (ie all victims in the case have been risk assessed in the required timeframe, the case has been updated in the required timeframe and the case contains an action plan).</p>	<p>Community Safety Analysts</p>						

**Outcome 2:** The use of the new powers and tools introduced by the Anti-Social Behaviour, Crime and Policing Act 2014 are embedded within partner organisations

Ref	Task	Responsibility	Target Dates		Progress Update
			Start	End	
<b>Year 1</b>					
1.0	Evaluate the use of the new powers and tools to tackle anti-social behaviour.	County ASB Co-ordinator/C/I Paul Timmins	April 2015	September 2015	<b>Complete</b>
1.1	Review new countywide procedures to ensure effective delivery of anti-social behaviour enforcement.	County ASB Co-ordinator	September 2015	November 2015	<b>Complete</b>
1.2	Produce a public report outlining quarterly review outcomes on the Community Trigger.	County ASB Co-ordinator	April 2015	March 2017	<b>Complete</b>
<b>Year 2</b>					
2.0	Monitor and evaluate the use of the new powers and tools across partners.	A/Supt Paul Timmins/County ASB Co-ordinator	April 2016	March 2017	
2.1	Deliver effective communication at both local and county level to ensure that professionals and communities alike have a better understanding of anti-social behaviour and are aware of the action that can be, or has been taken to address it.	Countywide Communications led by Lincolnshire Police (A/Supt Paul Timmins)  Local Communications is each agencies responsibility.	April 2016	March 2017	
2.2	Incorporate Community Remedy within the current Restorative Justice framework and promote its use in response to complaints of	A/Supt Paul Timmins/Restorative Justice Co-ordinator	April 2016	September 2016	

	anti-social behaviour.				
2.3	Explore the feasibility of aligning district multi-agency meetings e.g. JAG, JAM, ASBAG etc.	County ASB Co-ordinator	April 2016	July 2016	
2.4	Develop a best practice forum for ASB Practitioners to promote use of the new powers and tools.	County ASB Co-ordinator	May 2016	September 2016	<b>Complete</b>
2.5	Understand and address the challenges faced by ASB Practitioners accessing legal support.	A/Supt Paul Timmins/ Peter Hunn	April 2016	August 2016	
<b>Year 3</b>					

**Measures:**

<b>Indicator</b>	<b>Source</b>	<b>Last Year 2014/15</b>	<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>	<b>Commentary</b>
Performance reporting on the use of new powers and tools							

**Outcome 3: Provide a balanced response to perpetrators of anti-social behaviour based around rehabilitation and enforcement**

Ref	Task	Responsibility	Target Dates		Progress Update
			Start	End	
<b>Year 1</b>					
1.0	Establish a process to monitor and evaluate the effectiveness of the Anti-Social Behaviour Mediation Service, including partnership referral rate.	Safer Communities Commissioning Team	July 2015	August 2015	<b>Complete</b>
1.1	Continue to promote Early Intervention measures e.g. Troubled Families (Early Help) and Youth Offending Prevention Programme, and share quarterly review outcomes with the Anti-Social Behaviour Delivery Group and Strategic Management Board.	Clare Newborn/Andy Fisher Allan Lugin	April 2015	March 2016	<b>Complete</b>
1.2	Develop and evaluate a pilot project on the Youth Offending Service Mentoring Scheme as an additional measure to tackle young perpetrators of anti-social behaviour.	Jenny Wallace/County ASB Co-ordinator	April 2015	March 2016	<b>Complete</b>
1.3	Explore the feasibility of implementing a case management approach for persistent perpetrators of anti-social behaviour.	Anti-Social Behaviour Configuration Group	September 2015	April 2016	<b>Complete</b>
1.4	Work with the Substance Misuse Co-ordinator to ensure the Blue Light Project is integrated with ASB processes.	County ASB Co-ordinator and Substance Misuse Co-ordinator	June 2015	August 2015	<b>Complete</b>

Year 2					
2.0	Produce a weekly briefing on anti-social behaviour repeat perpetrator to share with partners.	Safer Communities Commissioning Team	September 2016	December 2016	
2.1	Improve awareness for frontline staff on the use of Restorative Justice in response to anti-social behaviour.	C/I Paul Timmins/Restorative Justice Co-ordinator	May 2016	March 2017	
2.2	Promote the use of Restorative Conferencing in response to anti-social behaviour neighbour disputes.	County ASB Co-ordinator/Suzanne McLardy	April 2016	March 2017	
2.3	Review diversionary activities available to tackle anti-social behaviour.	County ASB Co-ordinator	June 2016	October 2016	
Year 3					
3.0	Review and evaluate the use of Restorative Justice (including Community Remedy) for anti-social behaviour cases.	A/Supt Paul Timmins Restorative Justice Co-ordinator	April 2017	March 2018	

## Measures:

Indicator	Source	Last Year	Q1	Q2	Q3	Q4	Commentary
Performance reporting on early intervention measures (inc. Troubled Families -Early Help	Troubled Families Early help - number of eligible families in the ASB criteria						

Performance reporting on early intervention measures	YOS – number of referrals into the Prevention Programme						
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**Outcome 4: Encourage a problem solving approach to identified locations affected by anti-social behaviour**

Ref	Task	Responsibility	Target Dates		Progress Update
			Start	End	
<b>Year 1</b>					
1.0	Task transferred to year 2.				
<b>Year 2</b>					
2.0	Produce a weekly briefing on anti-social behaviour repeat location/hotspot to share with partners.	Safer Communities Commissioning Team	January 2017	March 2017	
2.1	Explore the feasibility of implementing a case management approach to anti-social behaviour hot spot locations.	Configuration Group	April 2016	September 2016	
<b>Year 3</b>					

**Measures:**

Indicator	Source	Last Year	Q1	Q2	Q3	Q4	Commentary
Number of Police recorded incidents of ASB that occur in priority areas	Community Safety Analysts – NSPIS Command & Control						