

Promoting Positive Outcomes:

Working Together to Prevent Antisocial Behaviour in Scotland



Prevention
Integration
Engagement
Communication

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Foreword

The vast majority of Scotland's communities are good places to live - 93% of adults in Scotland say so. However, too many are blighted by fear of crime and disorder, lack of opportunity, a feeling of being cut off from services and facilities, and the pervasive effects of drink, drugs, and deprivation.

Antisocial behaviour is a very visible symptom of these deep-rooted problems and remains a significant concern for communities across the country. Its effect is corrosive, undermining communities, damaging the lives of victims, both young and old, and preventing perpetrators from realising their true potential.

As elected members, we are all too aware of the misery such behaviour can cause. We represent communities on opposite sides of the country, in different democratic institutions and through different political parties, yet the problems people bring to us, the challenges we face, the solutions we seek and the outcomes we desire are the same. We stand united in our belief that prevention, through meaningful community engagement, gives us the best chance of success.

This Framework for *preventing* antisocial behaviour in Scotland is the product of an inclusive, consensual and evidence-led review of national policy. It is owned - and will be delivered - by all of the key partners involved in tackling antisocial behaviour in Scotland.

We believe that the overriding focus on Antisocial Behaviour Orders has not been helpful: they are a useful tool, but they are only one of the tools in the box. Enforcement measures alone will not solve the deep-seated problems that fuel disorder in our communities. So, while the Scottish Government will

not seek to repeal the measures in the 2004 Act, this Framework marks a significant shift in policy away from simplistic quick-fixes towards smarter solutions. We will focus on protecting communities by preventing antisocial behaviour occurring in the first place.

We realise that problems cannot be turned around overnight, but by **promoting positive outcomes** and tackling the causes of antisocial behaviour we will improve the quality of life of everyone in our communities for the long term and, as a result, help Scotland to flourish.



Fergus Ewing MSP
Minister for Community Safety



Councillor Harry McGuigan
COSLA Spokesperson for Community Wellbeing and Safety

Preface

We are delighted to commend this Framework to all of our stakeholders and to the people of Scotland. It represents our shared vision for how antisocial behaviour should be tackled and we are committed to championing its principles through the work of our diverse yet complementary organisations.

As national partners responsible for building **safer and stronger** communities, we will work together to deliver the commitments set out in this Framework. We will also encourage and support our local partners to deliver the recommendations we have made collectively within these pages.

The review of national antisocial behaviour policy has been a welcome and constructive process. Some three years after the key measures within the Antisocial Behaviour etc. (Scotland) Act 2004 came into force it was time to take stock and see where national and local approaches could be improved.

We have arrived at this Framework for *preventing* antisocial behaviour in Scotland through an inclusive, consensual and evidence-led process. The Framework's strength lies in the fact that it is a shared vision: we all believe strongly in the principles it establishes and are committed to working together to deliver the positive outcomes that adopting them will bring.

Importantly, this Framework does not abandon what has gone before; it builds on past success. The antisocial behaviour legislation passed by the Scottish Parliament in 2004 has improved the lives of many people and we are pleased that the measures it provides are still available for use, but as part of a much more balanced approach.

A strong consensus exists on the Expert Advisory Group that a change in focus is necessary, something many local agencies have already recognised. For too long there has been a narrow focus on enforcement action at all costs, which has deflected attention away from the need to address the root causes of the problem.

We fully endorse the shift in emphasis this Framework signals by placing prevention and early and effective intervention at the heart of action to tackle antisocial behaviour. It is only by addressing underlying issues such as substance misuse and poverty, and by creating more choices and chances for people to make a positive contribution to society, that we will provide long-term sustainable solutions for our communities.

Antisocial Behaviour Review Expert Advisory Group

Alan Johnston, Deputy Director Drugs and Community Safety Scottish Government (Chair); **Councillor Harry McGuigan**, Convention of Scottish Local Authorities; **Chief Constable Norma Graham**, Association of Chief Police Officers in Scotland; **David Hume**, Society of Local Authority Chief Executives and Senior Managers; **Jim Sweeney**, YouthLink Scotland; **Sheriff Frank Crowe**, Judicial Studies Committee; **Professor John Flint**, Centre for Regional Economic and Social Research; **David McKenna**, Victim Support Scotland; **Paul Morron**, Safeguarding Communities - Reducing Offending; **Tom Philliben**, Scottish Children's Reporter Administration; **Andrew Girvan**, Action for Children Scotland; **Gordon Ellis** MYSP, Scottish Youth Parliament; **John Logue**, Crown Office and Procurator Fiscal Service; **Neil Turnbull**, Chief Fire Officers' Association Scotland; **Michelle Miller** Association of Directors of Social Work.

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The Scottish Government and COSLA wish to thank the following people for their contribution to the review:

- members of the Expert Advisory Group and its four sub-groups for the integral role they played in developing this Framework. Their considerable contribution has resulted in a shared vision, co-owned by central and local government and key partners from across the public and third sectors;
- the Expert Advisory Sub-Group Chairs - Councillor Harry McGuigan (community engagement), Chief Constable Norma Graham (PIER¹ balance), David Hume (integrated services) and Jim Sweeney (media and communications) - for their commitment and leadership throughout the review process;
- the councillors who sit on COSLA's Community Wellbeing and Safety and Community Safety Executive Groups and the Community Justice Authority Convenors and Chief Officers for their positive input;
- the Community Safety Partnerships and voluntary organisations that hosted Ministerial visits during the review and those who met the Minister for Community Safety to discuss their views on antisocial behaviour policy, including Scotland's Commissioner for Children and Young People and the Chief Executive of the Scottish Federation of Housing Associations;
- the Scottish Community Safety Network, the Antisocial Behaviour Officers' Forum, the Antisocial Behaviour Lawyers' Forum and the Community Wardens' Network, for their input through regular dialogue, consultation events and written submissions;
- the many local antisocial behaviour coordinators and police officers who fed in their views and experiences through in-depth interviews conducted by the Scottish Government's Justice Analytical Services Division;
- Keith Hayton of Hayton Consulting and Research Resource for conducting and analysing the results of the adult focus groups with members of the public and for analysing the results of the interviews Young Scot conducted with young people. We are grateful to the members of the public who participated in the focus groups, interviews and video blog produced by Young Scot; and
- everyone who participated in, and presented at, the Good Practice Day held in July 2008. The event was attended by around 100 experts working in the field of antisocial behaviour and enabled the Expert Advisory Sub-Groups to take evidence from almost 50 successful examples of good practice from across Scotland and beyond, many of which are detailed in these pages.

1 PIER stands for Prevention, early Intervention, Enforcement and Rehabilitation.

This is the first of **3 volumes** that will make up *Promoting Positive Outcomes: Working Together to Prevent Antisocial Behaviour in Scotland*, the output from the review of national antisocial behaviour policy. It constitutes the main findings of the review, providing a new strategic framework based around 25 National Actions and 25 Local Recommendations for tackling antisocial behaviour more effectively.

Volume 2 of the Framework, published alongside this volume, constitutes the supporting evidence-base. It includes the findings of the research and consultation undertaken specifically for the review and contains links to other relevant evidence.

Volume 3 of the Framework, to be published in summer 2009, will form the detailed implementation plan for *Volume 1*, setting out in detail how, why, when and by whom the National Actions and Local Recommendations will be delivered.

There are **four pillars** to this new Framework - **prevention, integration, engagement** and **communication** - covered in chapters 3 to 6. Within each of these chapters we outline a set of Strategic Aims, National Actions, Local Recommendations, Good Practice Examples and Service-User Case Studies, as described below. All of this has been endorsed by the review's Expert Advisory Group, the National Community Safety Strategic Group², the elected members who sit on COSLA's Community Wellbeing and Safety and Community Safety Executive Groups, COSLA Leaders and the Scottish Government Cabinet. It forms a crucial element in the process of delivering Government's single unifying Purpose of a successful, flourishing Scotland.

- **Strategic Aims** - these represent a statement of what the Scottish Government, COSLA and the other national partners on the review's Expert Advisory Group are trying to achieve in implementing this Framework. There are 10 Strategic Aims across the four pillars of the Framework.
- **National Actions** - these are the commitments made by the Scottish Government, COSLA and the other national partners on the review's Expert Advisory Group in light of the findings of the review. There are 25 National Actions across the four pillars of the Framework.
- **Local Recommendations** - these are the actions the Scottish Government, COSLA and the other national partners on the review's Expert Advisory Group agree local agencies should take to implement this Framework in light of the findings of the review. The national partners will support local agencies to implement these recommendations in compliance with the Concordat between central government and the local government family. There are 25 Local Recommendations across the four pillars of the Framework.

² The National Community Safety Strategic Group is chaired by the Minister for Community Safety and comprises the Scottish Government, COSLA, ACPOS, SOLACE, the Chief Fire Officers' Association Scotland, the Scottish Business Crime Centre, the Scottish Community Safety Network, the Royal Society for the Prevention of Accidents, and the Violence Reduction Unit.

- **Good Practice Examples** - these are the initiatives and practices the Scottish Government, COSLA and the other national partners on the review's Expert Advisory Group believe are illustrative of what we are trying to achieve under each of the four pillars of this Framework. There are 45 Good Practice Examples in this Framework, 19 across the four pillars of the Framework, a further 25 in Annex F and one in Annex K. We will also link with other relevant initiatives, such as the Equally Well test sites and the GIRFEC learning partners, to ensure that learning is captured, shared and replicated.
- **Service-User Case Studies** - these demonstrate the difference progressive, well-managed services can make to the lives of service-users. Each of the four core chapters of this Framework (chapters 3 to 6) opens with a service-user case study.

Chapter Guide for Volume 1

Chapter 1 - Introduction - sets the scene and provides a list of 10 key things we are looking to achieve through the implementation of this Framework.

Chapter 2 - Context - places this Framework in the context of the wider policy landscape, showing how work to tackle antisocial behaviour contributes - through the National Performance Framework - to the overall Purpose of Government.

Chapter 3 - Prevention - sets out, through 2 Strategic Aims, 7 National Actions, 5 Local Recommendations, 7 Good Practice Examples, a service-user Case Study and a revised PIER³ model, how we can deliver better outcomes for communities by focusing on prevention.

Chapter 4 - Integration - sets out through 3 Strategic Aims, 5 National Actions, 7 Local Recommendations a, service-user Case Study and 6 Good Practice Examples how we can make sense of a cluttered organisational landscape and work together better as partners to achieve shared outcomes.

Chapter 5 - Engagement - sets out through 2 Strategic Aims, 4 National Actions, 7 Local Recommendations, a service-user Case Study 2 Good Practice Examples and a new community engagement model, how we can involve communities more meaningfully in developing local solutions to antisocial behaviour problems.

Chapter 6 - Communication - sets out through 3 Strategic Aims, 10 National Actions, 6 Local Recommendations, a service-user Case Study and 4 Good Practice Examples how we can encourage more positive, balanced and evidence-based reporting and improve coordination between national and local partners.

Chapter 7 - Delivery - sets out 6 National Delivery Actions covering the dissemination, implementation, monitoring and reporting of this Framework.

Chapter 8 - Outcomes - provides a picture of what success will look like.

Chapter 9 - Conclusion - provides a summary of this Framework's key messages.

3 PIER: Prevention, early Intervention, Enforcement and Rehabilitation

6 Acronyms and other abbreviations

2004 Act	- Antisocial Behaviour etc. (Scotland) Act 2004
ABA	- Acceptable Behaviour Agreement
ABC	- Acceptable Behaviour Contract
ACPOS	- Association of Chief Police Officers in Scotland
ACS	- Action for Children Scotland
ADAT	- Alcohol and Drug Action Team
ADSW	- Association of Directors of Social Work
ASB	- Antisocial behaviour
ASBET	- Antisocial Behaviour Enforcement Team
ASBO	- Antisocial Behaviour Order
ASBOF	- Antisocial Behaviour Officers' Forum
ASBLF	- Antisocial Behaviour Lawyers' Forum
CCTV	- Closed Circuit Television
CfE	- Curriculum for Excellence
CFOAS	- Chief Fire Officers' Association Scotland
CHS	- Children's Hearings Systems
CIH	- Chartered Institute of Housing
COPFS	- Crown Officer and Procurator Fiscal Service
COSLA	- Convention of Scottish Local Authorities
CPP	- Community Planning Partnership
CrASBO	- Criminal Antisocial Behaviour Order
CSP	- Community Safety Partnership
CV	- Curriculum Vitae
CWN	- Community Wardens' Network
EAG	- Expert Advisory Group
ECHR	- European Convention of Human Rights
FPN	- Fixed Penalty Notice
GIRFEC	- Getting it right for every child
GP	- General Practitioner
ISP	- Information Sharing Protocol
JSC	- Judicial Studies Committee
NHS	- National Health Service

NIM	- National Intelligence Model
PIER	- Prevention, early intervention, Enforcement and Rehabilitation
RoSPA	- Royal Society for the Prevention of Accidents
RTA	- Road Traffic Act 1988
SACRO	- Safeguarding Communities - Reducing Offending
SOA	- Single Outcome Agreement
SOLACE	- Society of Local Authority Chief Executives and Senior Managers
SCRA	- Scottish Children's Reporter Administration
SCVO	- Scottish Council of Voluntary Organisations
SCSN	- Scottish Community Safety Network
SFHA	- Scottish Federation of Housing Associations
SHP	- Safer Hastings Partnership
SHS	- Scottish Household Survey
SIMD	- Scottish Index of Multiple Deprivation
SYP	- Scottish Youth Parliament
UBC	- Unacceptable Behaviour Contract
UBN	- Unacceptable Behaviour Notice
VSS	- Victim Support Scotland
YLS	- YouthLink Scotland

1. Introduction

KEY POINTS

- Antisocial behaviour (ASB) is one of the biggest concerns for communities across Scotland.
- This Framework provides the strategic direction nationally and locally for tackling the problem and provides a platform for future work.
- This Framework aims to **promote positive outcomes** - through more prevention, better partnership working, enhanced community engagement and improved communication.
- In line with the review's terms of reference, past success will be built on and we will seek to improve the Antisocial Behaviour etc (Scotland) Act 2004 ('the 2004 Act') rather than seek to repeal it.
- We need to be smarter in the way we tackle ASB and the four pillars of this Framework set out how we will do that.
- By implementing this Framework we will contribute directly to the achievement of the ultimate Purpose of Government - to create opportunities for all of Scotland to flourish, through sustainable economic growth.

1.1 This Framework for tackling antisocial behaviour in Scotland is about **promoting positive outcomes**: by preventing ASB before it occurs; by encouraging agencies to work together more effectively; by involving communities more closely in developing local solutions; and by communicating positive, evidence-based messages about our people and places. Overall, it is about building on success and spreading good practice across Scotland.

1.2 By delivering positive outcomes, we will contribute directly to the single, overarching Purpose of the Scottish Government - to create a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. If we fail to tackle ASB effectively, our ability to create strong, resilient and supportive communities will be weakened, along with our chances of fulfilling our overall Purpose.

1.3 All of the partners involved in developing this Framework recognise that ASB is one of the biggest concerns of communities across Scotland and that its effects are unevenly felt by those in our most deprived communities - only 26% of those living in these communities rate their neighbourhood as very good, compared to 58% for the rest of Scotland. Living in an area blighted by ASB can place significant pressure on individuals, affecting their mental health and wellbeing, in turn impacting on their capacity to participate actively in the community and the economy. That is why we are determined to work collectively to build on what's been achieved since the 2004 Act received Royal Assent.

1.4 The tools provided by the 2004 Act have clearly made a difference to the lives of people across Scotland: they empowered local agencies and communities to take a stand against ASB and provided those who had suffered in silence for too long

with some much-needed respite. For that reason, we will not seek to repeal the legal measures within the Act. However, as our review has confirmed, there are opportunities to strengthen national policy and be smarter in the way we tackle the problem.

1.5 The opportunities that this review has identified to further reduce levels of ASB in Scotland means we need to:

1. focus more on prevention and early and effective intervention and move away from the narrow focus on enforcement;
2. address the causes of ASB, such as drink, drugs and deprivation, and not just the symptoms;
3. promote positive behaviour and the work of role-models and mentors, as well as punish bad behaviour in an appropriate, proportionate and timely manner;
4. create more choices and chances for people to succeed, thereby reducing the likelihood of them being involved in ASB;
5. work better together locally to meet the needs of individuals and communities by integrating services: sharing resources, information and outcomes;
6. involve communities more usefully in tackling ASB, empowering them and building their confidence through regular and meaningful dialogue;
7. offer a better service to victims by ensuring adequate support and information is available and by promoting restorative practices where appropriate;
8. encourage more balanced, evidence-based reporting and counter negative stereotypes and the demonisation of young people in the media;
9. communicate better as national and local partners to ensure policy-making and marketing activity is joined up;
10. judge the success of local agencies on the delivery of positive outcomes and not on how many times a particular enforcement measure is used.

1.6 The priorities outlined above are encapsulated in the four pillars of this Framework: **prevention, integration, engagement** and **communication**. It is through the delivery of a set of National Actions and Local Recommendations under these strands, as agreed by all of the partners involved in the review of national ASB policy, that the desired outcomes of this Framework will be met. A reduction in ASB is what we are trying to achieve and this Framework provides the foundation upon which we will build.

2. Context

KEY POINTS

We need to:

- recognise that our ultimate Purpose is to create a more successful country with opportunities for all to flourish through increasing sustainable economic growth;
- see the pathway between our everyday action and the overall Purpose of Government: implementing this framework → reducing antisocial behaviour (ASB) → achieving National Outcomes 9 to 11 → creating a **safer and stronger** Scotland → contributing to the overarching Purpose;
- be smarter in how we tackle ASB through the four pillars of this new Framework - **prevention, integration, engagement and communication**;
- realise that the Antisocial Behaviour etc. (Scotland) Act 2004 ('the 2004 Act') is only part of the solution and that we will only be successful if we tackle the underlying causes of ASB and engage meaningfully with communities; and
- recognise that this Framework cannot solve the problem of ASB on its own, and make the links with other relevant national social policy frameworks.

Defining antisocial behaviour

2.1 Section 143 of the 2004 Act sets out the interpretation of antisocial behaviour for the purposes of the Act (except Parts 7 & 8). The legislation provides that a person engages in ASB if they:

- act in a manner that causes or is likely to cause alarm or distress; or
- pursue a course of conduct that causes or is likely to cause alarm or distress to at least one person not of the same household as them.

In this definition "conduct" would include speech; and a course of conduct must involve conduct on at least two occasions. The expression "likely to cause" means that someone other than a victim of the ASB is able give evidence about whether behaviour is antisocial or not.

A unifying Purpose

2.2 The Scottish Government has an overarching Purpose: *to focus Government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth*. Everything that the Government does or supports others in doing should contribute directly to this Purpose. Our success in delivering it will be assessed by reference to the Purpose Targets, which relate to growth, productivity, participation, population, solidarity, cohesion and sustainability.

“by making our communities safer and stronger, we will increase the attractiveness of Scotland as a place to live and work, attract talented migrants and high quality businesses, reduce out-migration and secure the productive engagement in proactive activity of an even higher proportion of the population”

Government Economic Strategy, November 2007

The Concordat

2.3 The Government's Purpose is what we are all ultimately trying to achieve. As a result of the historic Concordat agreed between central and local government on 14 November 2007, the Scottish Government and the wider public sector are now facing in the same direction. Working together as equal partners in a relationship based upon mutual trust and respect, the activities of all public sector partners should now contribute collectively to this one central national Purpose.

2.5 The answer to the question *“how can tackling antisocial behaviour contribute to Government's overall Purpose?”* is *“by making our communities **safer and stronger**”*. Conversely, the answer to the question *“why are we trying to create **safer and stronger** communities?”* is *“to fulfil the ultimate Purpose of government - to create a successful Scotland”*.

2.6 A **safer and stronger** Scotland for our families and communities will be a more successful Scotland. We want communities to thrive, becoming better places to live and work, contributing to a more economically-cohesive Scotland, higher rates of labour market participation and sustainable economic growth.

Strategic Objectives

2.4 Our Purpose, introduced by *The Government Economic Strategy* in November 2007, is underpinned by five strategic objectives - to make Scotland **wealthier & fairer, smarter, healthier, safer & stronger, and greener**. Tackling ASB can contribute to all five of these strategic objectives, but, clearly, the heart of our business lies in making our communities **safer and stronger**.

2.7 By making our communities **safer and stronger** for those who live there, we will also increase the attractiveness of Scotland as a place to live and work - drawing in talented new people and investment. This will improve our quality of life, create strong communities that we are proud and happy to be a part of, help to increase Scotland's population and allow us all to fulfil our potential.

National Outcomes

2.8 But “*how will we deliver a **safer and stronger** Scotland?*”. The principal answer is “*by achieving National Outcomes 9, 10 and 11*”.

NATIONAL OUTCOME 9:

We live our lives safe from crime, disorder and danger.

NATIONAL OUTCOME 10:

We live in well-designed, sustainable places where we are able to access the amenities and services we need.

NATIONAL OUTCOME 11:

We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.

2.9 These three outcomes are the focus of the **Safer and Stronger** strategic objective and are part of a set of 15 National Outcomes (and 45 National Indicators) which form the basis of the National Performance Framework⁵.

2.10 This Framework was introduced as part of the 2007 Scottish Budget Spending Review to provide a unified vision and quantifiable benchmarks against which future progress can be assessed. The 15 National Outcomes and 45 National Indicators reflect the real improvements in public services and quality of life for people in Scotland that the Government wants to see delivered over the next 10 years.

2.11 All of the 15 National Outcomes have relevance to our work to tackle ASB to some extent. The relevant linkages can be seen in *Table 1* and will be highlighted further throughout this Framework. However, our efforts to reduce ASB most clearly contribute to the achievement of Outcomes 9 to 11.

2.12 There is a two-way causal relationship between **safer and stronger** communities and reduced ASB, via the National Outcomes. In other words, not only does a reduction in ASB lead to **safer and stronger** communities, but increases in community safety (by whatever means) can lead to a reduction in ASB. (*Table 1* illustrates this point.)

A new focus for reducing antisocial behaviour

2.13 So, by reducing levels of ASB, we are helping to achieve the National Outcomes, and particularly numbers 9 to 11. “*But how do we reduce levels of ASB?*” **That is what lies at the heart of this Framework.**

2.14 As previously indicated, this Framework is not about abandoning what went before but about being smarter in how we tackle the problem of ASB.

The main change signalled by the Framework is a change in emphasis:

- rather than focusing on tackling the symptoms of the problem, we should be focusing on addressing the causes of the problem through preventative work;

⁵ See Annex A for an overview of the National Performance Framework

- rather than fighting philosophical battles in a polarised debate about needs vs deeds; victim vs offender; individual vs community; and prevention vs intervention, we should be working together better to achieve shared outcomes;
- rather than involving communities in an ad hoc and tokenistic fashion, we should be engaging them in a meaningful way in the development of national and local strategies and keeping them informed of progress; and
- rather than allowing scaremongering and negative stereotypes to go unchallenged, we should communicate better as partners to ensure positive, coordinated and evidence-based messages are shared with the public.

The four pillars of this Framework

2.15 These, then, are the four pillars of this Framework: **prevention, integration, engagement and communication**. The four core chapters of this report (chapters 3 to 6) set out how we intend to make progress in each of these areas, through delivering on the Strategic Aims, National Actions and Local Recommendations, and spreading good practice.

From Strategic Aims to Good Practice

2.16 It is by achieving the Strategic Aims in chapters 3 to 6 that we will make progress against the four pillars of this Framework. In turn, the Strategic Aims will be achieved through the delivery of the National Actions and Local Recommendations also set out in these chapters. And, finally, these actions and recommendations will be achieved by spreading good practice (of the type illustrated throughout this Framework) as widely as possible across Scotland.

2.17 The National Actions, Local Recommendations, Good Practice Examples and service-user Case Studies in chapters 3 to 6 are where the 2004 Act comes into play. This legislation provides for local ASB strategies, information sharing and a range of enforcement measures, amongst other things. It is, however, only part of the solution and, in addition to the legislative and associated practice changes recommended in this Framework, much wider work than is stipulated in the 2004 Act is required if we are to successfully deal with the problem of ASB.

Table 1:
The two-way relationship between reduced ASB and **safer and stronger** communities

	National Outcome ⁶	Reduced ASB → Safer & Stronger	Safer & Stronger → Reduced ASB
Key national outcomes	9: We live our lives safe from crime, disorder and danger	Reductions in ASB lead to more people living their lives safe from crime, disorder and danger, through a reduction in disorder and a reduction in likelihood of ASB escalating into criminal behaviour	Increases in community safety can lead to lower ASB because those who are protected from crime, disorder and danger are less likely to get involved in ASB themselves because victims can be more likely to become perpetrators
	10: We live in well-designed, sustainable places where we are able to access the amenities and services we need	Reductions in ASB can promote sustainability because there is less likely to be damage and decay to property and amenities, and services and amenities are more likely to be utilised and retained	Increases in community safety can lead to lower ASB because well-designed and sustainable communities discourage disorder. Secured by Design ⁷ and environmental engineering ⁸ can help prevent ASB
	11: We have strong, resilient and supportive communities...	Reductions in ASB can promote more resilient, supportive and responsible communities because the associated positive outcomes will encourage more residents to get involved in collective action	Increases in community safety can lead to lower ASB because those in strong, resilient, supportive and responsible communities are less likely to act negatively or unilaterally, neglect problems or tolerate serious ASB
Other relevant national outcomes	2: better employment opportunities 3: better educated, more skilled 4: four capacities for young people 8: improved life-chances for young people and families at risk 13: strong, fair and inclusive national identity	Reductions in ASB can promote the development of more successful individuals and a more equal society because it can relieve a source of stress and pressure on victims, who are more likely to come from deprived communities. Diversionary activities for potential perpetrators can reduce social exclusion and improve life chances by providing access to education and training and by developing skills, employability and self-esteem	Increases in community safety through reduced poverty can lead to less ASB because a more equal society with higher employment is less likely to generate ASB as people are less likely to be bored or disillusioned and are likely to have more disposable income, enabling access to a greater range of amenities
	8: improved life chances for young people and families at risk	Reductions in ASB through diversion and intensive family support can improve the life chances of those at risk by encouraging them to make more constructive use of their time and addressing the underlying causes of disruptive behaviour	Increases in community safety can lead to a reduction of ASB because stable families with organised daily routines and an absence of substance misuse are less likely to cause ASB, which is often borne out of chaotic lifestyles
	15: our public services are high quality, continually improving, efficient and responsive to local people's needs	Reductions in ASB can lead to improved public service delivery because, as ASB is brought under control, local agencies can be freed up to deal with more serious matters and work more proactively	Increases in community safety can lead to improved public service delivery as agencies are freed up to develop more sophisticated and sustainable approaches and learn from good practice in other areas

6 The numbers in this column refer to the numbers given to the 15 National Outcome in the National Performance Framework. See Annex A for further details.

7 For further information on Secured by Design see www.securedbydesign.com

8 Environmental engineering could include: removing low walls, improving street lighting and planting prickly vegetation.

Complementary national social policy frameworks

2.18 This Framework does not exist in isolation but forms part of a set of national social policy frameworks⁹. Together, these complementary frameworks provide a platform for action to make Scotland **wealthier & fairer, smarter, healthier, safer & stronger, and greener.**

2.19 The focus of this Framework is to prevent ASB and thereby improve the quality of life for people across Scotland. As already indicated, it will not be possible to do this without addressing the underlying causes of unacceptable behaviour, such as drink, drugs and deprivation.

2.20 While this Antisocial Behaviour Framework will help create the right strategic direction, policy linkages and local actions necessary to allow prevention to become the focus when tackling ASB, it cannot on its own resolve all of the deep-seated problems of society. That is why linkages will be made throughout this Framework to the other national social policy frameworks and policies that are focused particularly on addressing these issues.

2.21 By implementing this and related frameworks in a coordinated way, we will help reduce ASB and, ultimately, help Scotland to flourish.

⁹ *The Road to Recovery: A New Approach to Tackling Scotland's Drug Problem*, published May 2008; *Equally Well: Report of the Ministerial Task Force on Health Inequalities*, published June 2008; *Preventing Offending by Young People: A Framework for Action*, published June 2008; *Achieving Our Potential: A Framework to tackle poverty and income inequality in Scotland*, published November 2008; *Early Years Framework*, published December 2008; *Changing Scotland's Relationship with Alcohol: A Framework for Action*, published December 2008; *Youth Framework*, to be published in early 2009.



Pillar 1: **Prevention**

Prevention

“As Chair of the PIER¹⁰ Balance Sub Group I welcome the opportunity to introduce and promote this Framework for addressing antisocial behaviour. The Framework acknowledges the wide range of successful partnership initiatives that are established across Scotland and promotes a shift of emphasis from enforcement to prevention and early intervention. The adoption of this approach will help deliver long-term, sustainable solutions our communities expect and deserve. Prevention rather than cure.”

Norma Graham, Chief Constable, Fife Constabulary

¹⁰ PIER stands for Prevention, early Intervention, Enforcement and Rehabilitation

Service-User Case Study 1: Breaking the Cycle – the ‘Campbell’ Family

The ‘Campbell’ family have had many ups and downs but one of the most serious low points came when all five children were taken into care after their mother fell ill.

If it had not been for the support provided by the Perth Families Project, the situation would have been a lot worse, leading perhaps to the permanent break-up of the family.

The project, run by the charity Action for Children Scotland, is one of three in Scotland that has been funded by the Scottish Government to explore the most effective way to address antisocial behaviour problems. It provides intensive support to families to help them change, together with clear rules about what is expected of them in return.

The Campbells had multiple problems. There were complaints from neighbours about the behaviour of the children, conflict within the community as a result of Mrs Campbell’s sometimes aggressive behaviour and the untidy state of the garden. Mrs Campbell had a history of drug use, depression and self-harm, while Mr Campbell had alcohol problems and was often away for long periods. The children had poor school attendance and some were involved in antisocial behaviour. All had been placed on the Child Protection Register in the past and were subject

to Home Supervision Orders due to concerns about their well-being. In November 2007, the children had to be taken into care temporarily when Mrs Campbell was ill and their father was away. It was nine days before they could return home. The project was already working with the family at this time and the support helped them all pull through.

Emotional and practical support was provided to Mrs Campbell to help her cope better at home. The project developed routines for the children and encouraged Mrs Campbell to stick to these and to set boundaries for the children. She was also given help to manage debts. Project workers visited the home in the early morning for a time to help get the children ready for school and in the evening to support homework and bedtime routines.

One-to-one support was provided for the eldest boy. He was 14 but was already getting into trouble and had gone months without attending school. The other children received weekly support from the project where they were encouraged to follow the routines and boundaries that had been set.

The family’s problems have not gone away but there have been marked improvements. Complaints from neighbours have reduced; Mrs

Campbell has begun to participate in local community activities, recently helping at a Hallowe'en party. One of the children has been nominated for a Young Achiever's Award and attendance at school has improved for them all. Mrs Campbell is getting help to remain drug-free, to stabilise her mental health and is managing the family's finances and her children's behaviour better.

She is full of praise for the help the Perth Families project has given. Mrs Campbell said: **"The Perth Families Project has really helped the whole family. Staff have been there for us when we have needed them and**

they have always listened to us without judging us. The children and myself would not be doing as well as we are now without the support of the project."

The family's social worker, Theresa Stewart, has also seen the benefits.

"The input from the Perth Families project has been excellent and very supportive to the family. Staff have always been available, often at short notice, to assist and support social work staff."

Note: The family name has been changed to protect the family's identity and they are not represented in the photograph below.



3. Prevention

KEY POINTS

- Our aims are to **create more choices and chances** for people to engage in positive activities and to ensure action taken to prevent and tackle antisocial behaviour (ASB) is **appropriate, proportionate and timely**.
- We have revised the PIER* Model to put extra focus on **prevention** and **early and effective intervention**, reduce the emphasis on enforcement and place **education** and **support** at the centre.
- We will only deliver long term solutions for communities by **addressing the root causes** of ASB, such as drink, drugs and deprivation, and not just the symptoms.
- Legislation is only a small part of the answer; we will deliver greater success by spreading **good practice** across Scotland.
- The overriding focus on Antisocial Behaviour Orders (ASBOs) has been unhelpful. **We will ensure that support is available alongside enforcement where appropriate** by, for example, consulting on the best way of requiring support packages alongside ASBOs.

Introduction

3.1 The statutory guidance on local ASB strategies, published in 2004, set out four types of measures local agencies should consider using to address ASB in their areas: **p**revention; **e**arly intervention and diversion; **e**nforcement; and **r**ehabilitation. This became known as the PIER model, which has been used and adapted by local agencies across Scotland.

3.2 The balance between the four elements of the PIER model was quickly identified by the Expert Advisory Group (EAG) as a key consideration for the review. A sub-group was established, chaired by Chief Constable Norma Graham, to consider the evidence available and propose a new strategic direction.

* PIER stands for Prevention, early Integration, Enforcement and Rehabilitation.

Membership of the PIER Balance Sub-Group

Norma Graham, Association of Chief Police Officers in Scotland (ACPOS) (Chair)

Fiona Barker, ACPOS

Tom Philliben, Scottish Children's Reporter Administration (SCRA)

Andrew Girvan, Action for Children Scotland (ACS)

Frank Crowe, Judicial Studies Committee (JSC)

John Logue, Crown Officer and Procurator Fiscal Service (COPFS)

John Evans, Victim Support Scotland (VSS)

Scottish Government (*leads for: community safety; youth justice; children's rights; alcohol and drugs misuse; anti-poverty; early years; and antisocial behaviour research*).

controlling one's social, emotional and cognitive behaviours are important in ASB. Activity to prevent ASB should consider both mental well-being and mental illness.

- Enforcement measures were regarded by practitioners interviewed as useful for encouraging partners to find alternative approaches and as a last resort in providing short-term relief for communities. However, practitioners indicated that they should not be seen as a vehicle for addressing the underlying causes of ASB.
- Research into intensive family support projects indicates that this type of rehabilitative approach can provide long-term public expenditure savings and, by tackling deep-rooted problems, can have significant impacts in terms of reducing ASB.
- Support was seen to be crucial by practitioners and something that should be provided to perpetrators before and alongside enforcement action.

“[ABSOs] work a lot better if you address support needs as part of the process... support and enforcement go hand in hand. If you just do the enforcement, you really are fighting with one hand tied behind your back.”

Local antisocial behaviour practitioner

- The data on the use of the ASB measures indicate that, although many of the same powers are available in Scotland as in England and Wales, Scotland's approach has been much less enforcement-focused than that south of the border.

What the evidence tells us¹¹

- The general public believe that drink, drugs and a lack of respect are the key causes of ASB and that a long-term strategy is required to address this; one that includes building resilience, education on responsibilities, a focus on parenting, more diversionary activities and improvements to the physical environment.
- Practitioners believe there is a need for a holistic PIER approach and there are a range of interventions in place focused on the four approaches of PIER with diversionary activities and early intervention being an increasing priority for both local authority and neighbourhood-level ASB strategies.
- Mental health problems (e.g., depression or schizophrenia) or poor skills in organising, managing and

¹¹ For more information about the evidence that informed the review and the sources of that evidence, see Volume 2 of this Framework

Good Practice Example: Breaking the Cycle

Breaking the Cycle is an intensive family support outreach project, developed by the Scottish Government and managed by Action for Children Scotland (ACS). It works with families involved in persistent antisocial behaviour (ASB), including those at risk of eviction as a result of their behaviour.

With funding from central government, three demonstration projects were set up in Falkirk, Perth and Kinross and South Lanarkshire, modelled on the successful Dundee Families Project run by ACS.

In an attempt to reduce ASB, Breaking the Cycle has worked with families to address the problems at the root of their behaviour, including drug and alcohol abuse, learning difficulties, lack of parenting skills and low self-esteem.

Local housing, social work and ASB teams have worked in partnership to establish family outreach activities including classes in domestic budgeting, cookery, anger management and parenting skills.

An independent evaluation found that 81% of families were at reduced risk of eviction, 50% of families were at reduced risk of family break-up and 94% of families were the subject of less ASB complaints following involvement in the projects. The evaluation estimated that potential cost savings are considerable and

could easily amount to £100,000 per family per year.

Andrew Girvan, Director of Children's Services for ACS, explained the project's success:

“Identifying and addressing the underlying causes of antisocial behaviour is the only way to help people to change. Our work has helped to strengthen families, secure a better future for children and create more peaceful communities. It has also reduced the need for evictions and prevented children being taken into care, resulting in substantial financial savings for local authorities. Part of the success of these projects is down to the consistency and commitment of staff who can challenge and confront negative behaviour, while offering real support to individuals at the same time. Ultimately, these programmes can stop the children of problem-families today becoming the parents of problem-families tomorrow.”



Strategic Aims

3.3 The EAG identified two strategic aims which underpin a more balanced approach to prevention:

STRATEGIC AIM 1:

Create more choices and chances.

A greater focus, politically, strategically and operationally should be placed on education, prevention and early intervention by developing resilience and creating more choices and chances for all, with the aim of diverting people away from being involved in ASB and from other behaviours likely to increase the risk of being involved in ASB, such as alcohol and drug misuse. ASB is most likely to occur in areas which suffer from multiple deprivation. Therefore, providing targeted opportunities and improved accessibility in education, employment and training, as well as in sport, culture and other “diversionary activities”, will improve the life chances of both potential perpetrators and victims and provide sustainable reductions in the level of ASB in our communities.

STRATEGIC AIM 2:

Appropriate, proportionate and timely interventions.

All approaches to tackling ASB, and particularly enforcement action, need to be appropriate, proportionate and timely, relative to the circumstances presented to local agencies at any specific time. In order to achieve sustainability, enforcement is dependent on support and education measures, introduced in tandem, which are tailored to meet the needs of both individuals and communities, with the aim of preventing future ASB and providing long-term solutions.

3.4 Strategic Aim 1 has been developed as a result of evidence that our communities want “more things to do” - and that providing such positive opportunities is one of the most effective ways of preventing offending and other negative outcomes. There is a great deal of activity already provided nationally and locally, but more is needed, in particular for young people. That is why the Scottish Government announced in 2007 that it will use the funds recovered from criminals under the Proceeds of Crime Act in a positive way to expand young people’s horizons and increase the opportunities they have to develop their interests and skills in an enjoyable, fulfilling and supported way.

3.5 Through the CashBack for Communities programme we are expanding the range of activities for children and young people in the areas of sport, culture and the arts to help them develop personally and physically. The initiatives provided are open to all children and young people, although resources will focus on areas with high levels of crime and ASB. They will address both participation and diversion and will provide education and support with the aim of increasing the likelihood of positive long-term outcomes for those who take part.

3.6 To date, we have invested £11 million in a range of projects for young people. This represents £2.5 million to the Scottish Football Association, £3 million to YouthLink Scotland, £1.4 million to Scottish Rugby Union, £1.7 million to BasketballScotland, £2 million to the Sports Facilities Fund and £0.6 million to Arts and Business Scotland. Thousands of children and young people are already benefiting from projects across Scotland and further investments will be made in the coming months and years.

“This is a fantastic scheme that shows what can be achieved when everyone in Scotland pulls together. We all want our young people to be healthier, more confident and full of ambition and aspirations.”

“There is something incredibly satisfying to know that money is being taken from criminals and being invested in our young people and our communities.”

Gordon Smith, Chief Executive of the Scottish Football Association

CASHBACK FOR COMMUNITIES: PERSONAL AND SOCIAL DEVELOPMENT PROJECT

We will develop a personal and social development project aimed at improving the life-chances of vulnerable young people. This project will be developed in partnership with local authorities, Skills Development Scotland and the voluntary sector. We have set aside a provisional budget of £1 million for this project from the CashBack for Communities scheme.

3.7 Prevention and early intervention should be based on an assessment of risk, and support provided should be based on an assessment of the needs of the individual, taking into account issues including mental health, drink and drugs. We are making a record investment of £120 million over 2008-11 in tackling alcohol misuse, the vast majority of which will go on improved prevention, treatment and support services.

3.8 Strategic Aim 2 has been developed in line with the principles of the *Getting it right for every child*¹² (GIRFEC) programme and the Youth Justice Framework, *Preventing Offending by Young People: A Framework for Action*¹³, which call for intervention to be appropriate,

proportionate and timely. We believe that all approaches within the PIER Model should be used in an appropriate, proportionate and timely manner, though this is particularly important for ASB enforcement action, given the shift in focus that this Framework signals.

Good Practice Example: Operation Floorwalk

Operation Floorwalk was launched in West Lothian in 2007 and is designed to target underage drinking and associated alcohol-fuelled ASB.

The operation involved small teams of community police officers being deployed to 'hotspot' areas to identify under-age young people under the influence of alcohol. The young people were then brought back to a police station where their parents were contacted and they were given a formal warning.

It has since evolved into a large-scale multi-agency initiative involving the police, West Lothian Council and health and education workers.

A recent survey examined the impact of Operation Floorwalk on a group of 100 children ranging from 12-16 years old. It found that 74% of young people had reduced their alcohol consumption since their initial contact with the police.

Hilary Smith, Project Officer with West Lothian Drug Action Team has praised the initiative, saying:

“Under-age drinking and related risk-taking behaviour is a priority for West Lothian Drug Action Team. We are fully supportive of the police-led strategy to tackle under-age drinking and welcome the positive findings of reduced alcohol consumption and behaviour change.”

¹² www.scotland.gov.uk/Topics/People/Young-People/childrenservices/girfec/

¹³ www.scotland.gov.uk/Publications/2008/06/17093513/0

3.9 We believe that enforcement measures should be available for use when appropriate, but given that prevention and early and effective intervention should be the key focus of our efforts, the circumstances in which enforcement measures are required should become more limited. Unlike the last administration, which saw low use of enforcement measures as a sign of failure, we believe limited use can often be a positive thing. For example, it can signal that offending behaviour is being dealt with effectively before it gets to the level where enforcement action is required.

3.10 In the case of ASBOs for 12-15 year olds, the fact that there have been a very limited number granted in Scotland, as opposed to the thousands in England and Wales, is certainly a good thing. This is because the welfare-based Children's Hearing System remains the primary forum for dealing with offending by young people and because they are short-term measures which do not in themselves address the underlying causes of unacceptable behaviour. The focus of action should be prevention and early intervention and we plan to undertake further research to consider the effectiveness of the range of positive interventions available for working with young people.

3.11 Education and support are now at the heart of our new approach. The major flaw of ASBOs is that, despite original intentions, they are in themselves purely prohibitive measures that do not require accompanying support to change the underlying causes of offending behaviour. Where appropriate this may include, for example, support with alcohol, drug or mental health issues. **We propose to ensure that, where appropriate, support is provided alongside enforcement** and National Action 2 towards the end of this chapter outlines our plans to ensure that adequate support is provided before and alongside ASBOs, when required. This will increase significantly the chances of long-term success.

3.12 The Antisocial Behaviour etc. (Scotland) Act 2004 ('the 2004 Act') has made a real difference to the quality of people's lives across Scotland but it is only part of the solution. We will not solve ASB problems through legislation; we will only do that by tackling its root causes through education and support, by instilling a culture of respect, and by spreading good practice across the country. We want to create a holistic multi-agency approach to tackling ASB which does not rely on a small number of short-term, superficial measures.

Good Practice Example: Renfrewshire Primary Support Project

The Renfrewshire Primary Support Project offers support to children aged between five and 11, targeting eight primary schools in one of Scotland's most deprived areas. Part of the Scottish Government's youth crime prevention programme, the project was funded initially for three years and extended for a further two. It is now in its sixth year, funded by the local authority.

Children referred to the project have usually been identified by behavioural indicators, including aggression or problems with self-esteem. Project Manager, John Duffy, indicates that a difficult home environment is often a factor: **"The children we're targeting come from deprived areas. Parents may be affected by poverty, domestic violence or alcohol issues, limiting their ability to help their children get the best out of the education system."**

The project supports around 35 children, employing a variety of approaches, including one-to-one sessions and group work. It also engages parents in work to improve their parenting ability and build more positive relationships. One example is the 'Action Man' group, which brings together children and their male carers in an activity based group, enabling workers to support the relationship and parenting in action. Involvement with children typically lasts for around one year, but this will depend on progress made.

An independent evaluation by Edinburgh University has shown that the project has resulted in reduced school exclusion, improved behaviour, improved parental relationships and increased parenting capacity. This has resulted in significant net benefits for Renfrewshire Council and the community. At the end of the project, 91% of parents reported a positive impact on their children.

Good Practice Case Study: Fife Youth Justice Model

The Fife Youth Justice Youth Offender Management Team is a partnership between the police, social working, Safeguarding Communities - Reducing Offending (SACRO), the Safer Neighbourhoods Team, the Education Service, SCRA and the Health Service. They meet twice a week to discuss all juvenile detections for the previous 48 hours and agree on an appropriate intervention for each young person.

The partnership encourages information sharing and communication exchange between partners. It reduces bureaucracy, resulting in early intervention and an immediate response to an offence. It has resulted in a reduction of Persistent Young Offender numbers and re-offending rates. In addition, in its first year it saved Fife Constabulary £174,060.

The partnership was the overall winner of the 2008 Fife Constabulary Problem Orientated Partnership (POP) Awards, which recognises innovative schemes that have played a major role in making Fife a safer place.

Chief Constable Norma Graham commented:

“This is a collaborative approach between key partners to provide an appropriate response to young people in an effort to divert them away from future offending. Through effective partnership working this initiative has delivered a 56% reduction in the number of young people re-offending and demonstrates how meaningful partnerships targeted towards addressing real concerns can benefit young people and communities, reflecting the strong commitment to partnership working in Fife.”

Good Practice Example: Safe Base

Safe Base is a seasonal initiative being piloted by Stirling's Night Time Economy Group to tackle the increase in alcohol-related ASB in the city centre during the festive period.

The facility is located in the city centre and is open each Friday and Saturday night for five weekends before Christmas. It offers a warm, comfortable place for people to go for help if they are feeling vulnerable while out and about in Stirling. Trained staff from eight agencies are on hand to offer tea and coffee, administer first aid and provide information on transport options and support services. They are in regular contact with licensed venues and police via a radio link.

Safe Base is one of a number of initiatives developed and implemented by Stirling's Night Time Economy Group. Improved lighting, enhanced night transport provision and upgraded CCTV have complemented the now well-established festive-season taxi-marshalling scheme. Stirling council's spokesperson on Communities, Councillor Steven Paterson has given his full support to the initiative:

“I welcome this initiative, which aims to prevent individuals feeling vulnerable through antisocial behaviour, or feeling unsafe or that there is a threat of violence when they have been out drinking.”



Good Practice Example: Youthbuild

Developed by ACS, Youthbuild is an innovative project which helps disadvantaged young people aged 16-25 gain access to work in the construction industry. Trainees undertake detailed work preparation followed by a six-month fully-paid work-placement on a building site.

Since 2006, Youthbuild has supported over 75 young people in Glasgow and Inverclyde, with around one-fifth of those moving on to modern apprenticeship schemes. The project has developed strong links with housing associations and the construction industry, allowing them to offer quality work experience at firms like McTaggart. Three-quarters of young people on the programme have gone on to find permanent jobs or training in the construction industry.

The project offers the construction industry a supply of new workers, whilst building the confidence, skills and employability of young people.

“Youthbuild has opened up a whole new future for me. Getting an apprenticeship has been fantastic and I’m really enjoying learning the skills you need to be a joiner. It’s helped me to start building a career in the construction industry and I would like to have my own business in the future.”

Danny McCallum, runner-up in the UK National Youthbuilder of the Year Awards.

“In my experience Youthbuild is unique because of its short training period and the promise of a waged placement. It is a short-term goal and that is what most of my client-group need to kick-start them on a good path.”

John Killen - Employment Development, Care Leavers’ Employment Services.

Youthbuild plans to forge further links with local partners and a wider range of employers, to ensure sustainable opportunities for young people to develop and promote economic growth in some of Scotland’s most deprived areas.



Good Practice Example: Street Base

Street Base is an alcohol diversionary project for young people in South Lanarkshire which aims to engage young people (aged 10-18) who are involved with or in danger of misusing alcohol on the streets. These young people are often cut off from mainstream services and may be involved in ASB as a result of their drinking. The organisation works closely with partners in Lanarkshire Alcohol and Drug Action Team (ADAT), Liber8 (the alcohol counselling service for South Lanarkshire), Changing Places, and the Community Safety Partnership.

Street Base works in 14 areas in South Lanarkshire and is made up of a team of 16 street workers from a variety of professional backgrounds, including addiction nursing, careers management, social care, police, youth development and alcohol counselling. Their remit is to deliver education and group work and offer support to young people to help them break the cycle of alcohol abuse. They have developed and implemented a range of diversionary activities, including driving lessons on Saturday evenings and camping and cycling expeditions. Young people have also had the opportunity to complete John Muir conservation awards. Concurrently, the project

works with schools to raise awareness of the issues surrounding alcohol misuse.

In 2008, Strathclyde Police crime figures revealed that in some areas of Lanarkshire where the project operates, there had been a reduction in street drinking by 67% and vandalism by 63%. As a result of Street Base's educational outreach work, 534 young people have voluntarily signed up to a 6-week support programme.

The project has been praised by its partners:

“Street Base is valued as a key partner agency in addressing the issues associated with alcohol misuse by young people and is considered as having an integral part to play in its approach to tackling antisocial behaviour.”
Ian English - Community Safety Officer, South Lanarkshire Council

“For the first time in 28 years of teaching, I have seen an effective method of alcohol education and delivery which young people are engaging with and learning from.”
South Lanarkshire Teacher

A New PIER Model

3.12 Key to achieving the strategic aims for the prevention pillar is a revised PIER Model (see *Figure 2*). The evidence indicates a need to revise the model to make it more effective and set a new direction for local action. The revised PIER Model has two key principles that are essential if long-term solutions to ASB are to be provided for local communities:

1. **Emphasis should be placed on the prevention and intervention components.** Service delivery should be reconfigured so that these elements are at the heart of local agency business. All relevant local agencies, such as local authorities, the NHS, the police and the third sector should be involved. Prevention should be the prime focus, followed closely by early intervention with those at particular risk, with enforcement and rehabilitation only used when necessary. Enforcement, while it has its place and can be used when appropriate, proportionate and timely, should be attributed less weight within the model and the

circumstances in which it is used will be more limited than the other components. This, in any case, should be a natural trend - as prevention action and early and effective intervention stop ASB occurring in the first place or prevent it from escalating, there should be less need for enforcement measures.

2. **Education and support should be at the centre of all action to tackle ASB** and should accompany action at each of the four stages of the model. Education and support are the two crucial new elements of the model and their place at the centre of the model is significant. Education and support should not be provided only at certain points in the process but should be provided alongside all action. It should be amongst the first steps taken to tackle ASB and should continue to be provided throughout the process. It should not stop when it becomes necessary to take enforcement action nor be postponed until after other options have been tried and failed. Education also needs to cover risk factors such as alcohol and drug misuse.

Figure 2: The revised PIER Model

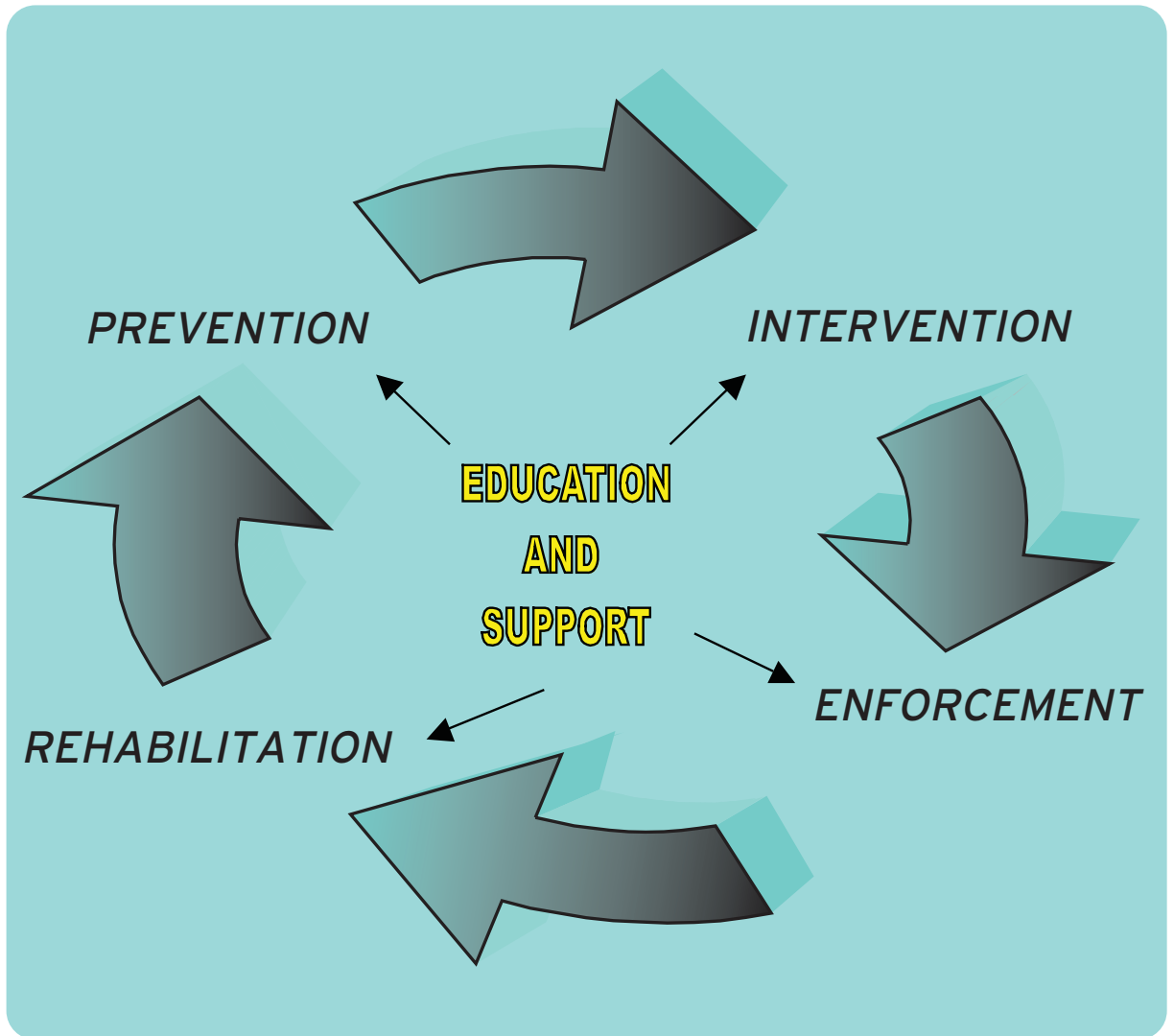


Table 2:
Key components of the revised PIER Model

Component	Description	Key policy linkages and approaches
Prevention	Prevention is better than cure and requires foresight and planning in terms of putting in place measures which are likely to create a physical and social environment where ASB is less likely to arise. Such measures can start before the ASB is evident through a programme of proactive elements such as CCTV and a strong focus on education, support, community engagement and the creation of strong sustainable family environments	<ul style="list-style-type: none"> ◆ GIRFEC ◆ <i>Early Years Framework</i>: aim of building parenting, family capacity and communities to secure improved outcomes ◆ <i>Achieving Our Potential: A Framework to tackle poverty and income inequality in Scotland</i> ◆ <i>Changing Scotland's Relationship with Alcohol: A Framework for Action</i> ◆ <i>The Road to Recovery: A New Approach to Tackling Scotland's Drug Problem</i> ◆ <i>Equally Well: Report of the Ministerial Taskforce on Health Inequalities</i> ◆ <i>Preventing Offending By Young People: A Framework for Action</i> ◆ <i>Towards a Mentally Flourishing Scotland</i> ◆ <i>The Mental Health of Children and Young People: A Framework for Promotion, Prevention and Care</i>
Intervention	Early and effective intervention includes putting in place measures that will help to address problems at the earliest opportunity both in relation to individuals and communities. A variety of approaches and services from a range of statutory and voluntary agencies are needed to provide the choices and chances required to offer opportunities to divert people away from ASB	<ul style="list-style-type: none"> ◆ GIRFEC ◆ 4 principles from the Early Years Framework: universal ambitions, identify those at risk, sustained and effective interventions where risks materialise, and shift focus from service provision as vehicle for delivery of outcomes to building the capacity of individuals, families and communities to deliver outcomes themselves ◆ <i>Preventing Offending By Young People: A Framework for Action</i> ◆ Sure Start Scotland ◆ Intensive family support projects ◆ <i>The Mental Health of Children and Young People: A Framework for Promotion Prevention and Care</i>
Enforcement	Enforcement should be considered when effective interventions have been tried, failed or deemed not appropriate. Enforcement requires to be appropriate, proportionate and timely and supported by intervention, education, support and rehabilitation	<ul style="list-style-type: none"> ◆ Measures in the 2004 Act ◆ Children's Hearing System ◆ UN Convention on Rights of the Child

Table 2: (cont'd)

Key components of the revised PIER Model

Component	Description	Key policy linkages and approaches
Rehabilitation	There is a need to understand and assess the needs of individuals and communities in order to provide long-term solutions. An understanding and perception of the impact of ASB is necessary to fully break the cycle of offending and to provide the focus for services to fully integrate to deliver long-term solutions	<ul style="list-style-type: none"> ◆ <i>The Road to Recovery: A New Approach to Tackling Scotland's Drug Problem</i> ◆ <i>Changing Scotland's Relationship with Alcohol: A Framework for Action</i> ◆ Intensive family support projects such as Breaking the Cycle and the Dundee and Aberdeen Family Projects
Education and support (crucial to all 4 components above)	Education and support form a vital thread throughout and are critical to the success of each component of the revised PIER Model. Education can be delivered in the academic sense through the school curriculum or in a more theoretical context through community engagement and communications. Education can be provided to those involved in ASB with a view to addressing their behaviour and also to individuals and communities affected by ASB to empower them to access services and take action where appropriate. Support provides the means to deliver sustainable solutions within communities explicitly through targeted support measures for perpetrators	<ul style="list-style-type: none"> ◆ GIRFEC ◆ Curriculum for Excellence's 4 capacities: successful learners, confident individuals, responsible citizens and effective contributors. ◆ <i>Early Years Framework</i> ◆ Intensive family support projects ◆ Unified Voluntary Sector Fund ◆ Youthbuild and similar projects that support those furthest from the job market (including care leavers, young offenders and young people involved in ASB) to develop skills and gain employment and apprenticeships

National Actions and Local Recommendations

3.13 The following National Actions and Local Recommendations relate specifically to the prevention agenda and our new PIER Model.

National Actions

1. **A Revised PIER Model: The Scottish Government, Convention of Scottish Local Authorities (COSLA) and the other national partners will promote a revised PIER Model with support and education at the centre.** We will promote the use of the new PIER Model to ensure there is a focus on the use of prevention and early intervention and that methods such as diversion, mentoring, intensive family support (including, where appropriate, support with alcohol, drug and mental health issues), mediation, voluntary agreements such as acceptable behaviour contracts (ABCs) and community restoration are considered at the earliest stage possible, as part of a holistic multi-agency approach. Voluntary organisations and service-providers will be supported to further develop their work in this area and become the centralised point for training and support to local agencies.
2. **Support with ASBOs: The Scottish Government will consult with key stakeholders during 2009 on the case for introducing a requirement that, at the time of applying for an ASBO, local authorities and registered social landlords must demonstrate, where the circumstances of the case require it, that an adequate support package has been offered to the offender** (where applicable taking

account of the needs of his or her children and immediate family). Where the immediacy of the application for an ASBO has deemed this inappropriate, agencies should demonstrate how a support package will be put in place alongside the order, again where this necessary based upon the circumstance of the case. Such support packages should, where appropriate, involve NHS and third sector services. The introduction of support agreements/orders, on a statutory or voluntary basis, will ensure that those subject to them are given the support necessary to tackle the underlying causes of their offending behaviour. They will help ensure enforcement is proportionate, appropriate and timely and that it contributes to efforts to develop long-term sustainable solutions. In addition, they will provide a further basis upon which sentencing for breach of an ASBO can be judged.

3. **Amendments to the 2004 Act and related legislation: The Scottish Government will consult with key stakeholders by the end of 2009 on amendments to the 2004 Act and related legislation which this review has identified as supporting local partners to achieve successful outcomes for communities.** This will include, among other things: proposed changes to the list of offences eligible for police Fixed Penalty Notices (FPNs), following the outcome of research due to report in spring 2009; proposals for simplifying Seizure of Vehicle powers and extending them to cover stationary vehicles; and proposals for extending Closure Order powers to local authorities. Any changes made will be supplemented by guidance, which will also address inconsistencies in interpretation and implementation of the current legislation.

- 4. Community Wardens: The Scottish Government, COSLA and other national partners will promote and support the work of community warden schemes across Scotland, to support their efforts in tackling ASB.** Actions will include: funding the National Community Wardens' Convention, the National Community Wardens' Network and addressing associated training needs, for example by supporting the development of the relevant Scottish Vocational Qualification. This will contribute to the sharing of good practice on effective wardens' services and on their contribution, directly and indirectly, to the delivery of Single Outcome Agreements (SOAs).
- 5. Revised guidance: The Scottish Government, COSLA and the other national partners, will revise the guidance documents which currently support the 2004 Act by early 2010.** This shared guidance will reflect what has and what has not worked since the introduction of the 2004 Act as evidenced through this review. Key areas for which revised guidance will be produced include: ASBOs, Closure Orders, Seizure of Vehicle powers, Dispersal powers, ABCs and ASB strategies. The series of guidance manuals developed will support new National Policy Position Statements (see chapter 6 for more information) and contribute towards more effective and consistent use of remedies to tackle ASB.
- 6. Local Data Collection: The Scottish Government, COSLA and other national partners will, by the end of 2009, develop a framework for collating local information on measures used to tackle ASB to inform national policy direction and local service planning.** The framework, which will replace the previous six-monthly reporting regime, will be more outcome-focused and will ensure that all elements of the revised PIER model are appropriately reflected, rather than focusing solely on enforcement. The framework will bring together those data sets which best reflect local action to tackle ASB (and the success of this action) and support the development of partnership strategic assessments and the delivery of SOAs.
- 7. Further Research: The Scottish Government, COSLA and other national partners will develop a programme of research by summer 2009, which will be undertaken to support implementation of this Framework.** The review has identified the need for further research, including: assessing the longer-term impact of the 'Breaking the Cycle' intensive family support demonstration projects; the effectiveness of mediation; and the effectiveness of ABCs and restorative justice. Research will be scoped in consultation with relevant partners and will be developed to contribute to improved local service delivery and to assist in determining and evidencing national policy positions. Research will also help us evaluate the impact of this new Framework.

Local Recommendations

1. ***A revised PIER Model: The Scottish Government, COSLA and other national partners recommend that local agencies adopt the new PIER Model and structure strategic direction and service delivery around achieving a balanced, holistic and multi-agency approach that focuses on prevention and early intervention.*** The planning and delivery of services should be undertaken in a way which adopts the principles of the revised PIER model and ensures the most appropriate intervention is taken at the earliest opportunity. The creation of more choices and chances and the provision of support to the most vulnerable individuals and households should be key to reducing ASB. Such activity should also be supported by the ability to intervene at an appropriate time in a proportionate manner.
2. ***Support with ASBOs: The Scottish Government, COSLA and other national partners recommend that local partners ensure that, where appropriate, those being considered for ASBOs are offered comprehensive support packages at the earliest possible stage and are continued to be offered support where required after any court order is in place.*** This will help to ensure that the underlying causes of the negative behaviour are addressed so that long-term positive outcomes are realised.
3. ***Community Wardens: The Scottish Government, COSLA and other national partners recommend that local authorities consider how best to integrate their wardens services to ensure increased efficiency and consistency of service.*** With the removal of ring-fenced funding, local authorities can develop wardens' services, aligned to local needs, that are more generic than the current structures. Integrating the work of community wardens, environmental wardens, night-time noise nuisance teams and other localised warden services, including city centre ambassadors and housing caretakers, can provide cost-savings and provide the public with a more consistent level of service.
4. ***Performance Management Information: The Scottish Government, COSLA and other national partners recommend that local agencies standardise their performance management information in line with the national framework that will be developed.*** This will ensure consistency in data collection methods and provide local agencies with the ability to benchmark their performance with other areas. It will also enable the development of local outcomes and indicators which will assist in providing a more balanced reporting framework, through SOAs, on the work being undertaken to tackle ASB.
5. ***New Guidance on the 2004 Act: The Scottish Government, COSLA and other national partners recommend that local agencies revise their ASB strategies, policies and procedures in line with revised national guidance on the 2004 Act.*** The guidance will be developed in consultation with key stakeholders, reflecting what has and what has not worked since the introduction of the ASB legislation. Nationally developed practice-based guidance on current policies and procedures that deliver effective outcomes should be adopted in line with local needs.

Conclusion

3.14 The National Actions and Local Recommendations above represent a significant programme of work that will take time, effort and the redeployment of staff and resources to deliver. Further information on delivery can be found in chapter 7.

3.15 Results will not be delivered overnight but we are committed to persevering. We will develop a framework for monitoring success based around the delivery of the above commitments and recommendations and the realisation of **positive outcomes** for people in our communities.

3.16 The shift of emphasis to place prevention and early and effective intervention at the heart of action to tackle ASB is the most significant strategic message within this Framework and it is vital to all of the other key strands: integration (chapter 4), **engagement** (chapter 5) and **communication** (chapter 6).

Further information

- A summary of commitments in respect of legislation, guidance, research and consultation can be found at Annex E.
- Further Good Practice Examples related to the prevention agenda and the revised PIER Model can be found at Annex F.
- Further information about our policy in relation to young people can be found at Annex H.
- Our plans for ASBOs can be found at Annex I; for police FPNs at Annex J; for Seizure of Vehicle powers at Annex K; and for dealing with high hedge disputes at Annex L.

Please note annexes are available in a separate document - see www.scotland.gov.uk



Pillar 2: **Integration**

Integration

"I am delighted to endorse this Antisocial Behaviour Framework. The Framework and its recommendations draw on the best of the good practice which exists across Scotland. The evolution of the Framework benefited hugely from the active contribution of practitioners, policy makers and experts working in the public, private, community and voluntary sectors. As the Chair of the Integrated Services Sub Group, I hope that the Framework and its recommendations will promote, encourage and facilitate cooperation, collaboration and shared solutions amongst the agencies and organisations working in the field of antisocial behaviour reduction."

David Hume, Chief Executive, Scottish Borders Council and Community Safety Spokesperson for the Society of Local Authority Chief Executives and Senior Managers

Service - User Case Study 2: Integration

Campus Fire Officer - Irvine Royal Academy, Ayrshire

Irvine Royal Academy in Ayrshire is a non-denominational, comprehensive secondary school which serves Irvine, an area with one of the highest levels of deprivation in Scotland. Between 2005 and 2008, the school took part in an innovative Campus Fire Officer pilot.

Prior to the pilot, there were high levels of antisocial behaviour (ASB) activity in and around the school, including hoax calls to the Fire Service for fire, vandalism, and heath and grass fires. The disruption had a detrimental impact on the personal development and education of young people in the school and surrounding area. There was also a lack of positive engagement between Strathclyde Fire and Rescue personnel, police, community groups, and young people living in the area.

Strathclyde Fire and Rescue approached North Ayrshire Council with the idea of placing a Fire Officer in Irvine Royal Academy, who would work with staff, pupils and feeder primary schools to implement a community fire safety programme. The school has a history of positive partnership working and was seen as the perfect choice for the pilot project.

The fire officer quickly integrated into the school, working alongside pastoral staff such as guidance teachers. He organised fire safety events and input to certain aspects of the curriculum, including science and citizenship. The officer delivered presentations to pupils on various fire safety issues as well as personal safety, risk-taking and fire service career opportunities.

“*I felt safer having the officer in the building.*”

Irvine Royal Academy pupil

To encourage positive interaction between pupils and fire-fighters, the school participated in a range of experimental learning events and work experience programmes. The fire officer also worked closely with particularly vulnerable pupils on programmes such as the Duke of Edinburgh Award and Prince's Trust XL, in an attempt to improve their self esteem and their engagement with their school and local community.

“*I was really 'chuffed' that I could do things I didn't think I could, such as first aid.*”

Irvine Royal Academy pupil

The Campus fire officer had a positive impact on the pupils, staff and local community. Over the course of the pilot malicious fire alarms to the school fell dramatically. In the local community, malicious calls and instances of malicious fire-raising also reduced significantly.

“ It made you realise it was stupid to set off fire alarms.”

Irvine Royal Academy pupil

There was a marked improvement in attendance, behaviour and results of pupils on the fire reach course. Young people gained an insight into the important role of the fire service and the range of partners with whom they work. This resulted in better relations between the school, pupils, fire and rescue service, local authority and local groups.

“ I really learned to respect the fire service”

Irvine Royal Academy pupil

The project also had a positive impact on staff at the school. Irvine Royal Academy headmaster, Stirling T Mackie, said of the pilot:

“ I believe that the pilot was a great success. The officer played an important role in improving many pupils' self esteem and confidence, not just by involvement in the Fire Reach scheme, but more generally with the work he did with vulnerable and underachieving pupils. By improving these pupils' engagement with school, he also contributed to raising their achievement and attainment, and thereby their life-chances post school.”

The success of the pilot at Irvine Royal Academy has resulted in a roll-out programme which will see fire fighters from Strathclyde Fire and Rescue deliver fire and road safety advice to all mainland school children across North Ayrshire.



4. Integration

KEY POINTS

- There is already a good deal of **partnership working** between and across agencies and efforts to tackle antisocial behaviour (ASB) have strengthened such integration.
- A **holistic approach** based on the revised PIER* Model is needed to ensure tensions between agencies and approaches are overcome.
- The **sharing of information and intelligence, resources and outcomes** is key to successfully tackling ASB.
- Approaches for tackling ASB should be **intelligence-led** and based on **problem-solving**.
- The **days of old polarised debates** that see tackling ASB as a battle between meeting the needs of the individual and meeting the needs of the community **are over** - we need to work together to protect everyone in our communities.

Introduction

4.1 Early in the review process it was identified that policy integration and effective partnership working between justice, education, health and other policy areas was critical to success in preventing ASB. A sub-group to the Expert Advisory Group (EAG), chaired by David Hume, the Society of Local Authority Chief Executives and Senior Managers (SOLACE) lead for Community Safety spokesperson and Chief Executive of Scottish Borders Council, was established to consider the issue in greater detail.

4.2 The remit of the sub-group was to develop a set of strategic aims that encouraged good practice to be shared between partners and ensured that local service provision is delivered in a way that maximises local resources and the shared use of intelligence.

* PIER stands for Prevention, early Integration, Enforcement and Rehabilitation.

Membership of the Integrated Services Sub-Group

David Hume, SOLACE (Chair)

Michelle Miller, Association of Directors of Social Work (ADSW)

John Flint, Centre for Regional Economic and Social Research

Neil Turnbull, Chief Fire Officers' Association Scotland (CFOAS)

Nadya Stewart, Crown Officer and Procurator Fiscal Service (COPFS)

Scottish Government (*Leads for community safety, youth justice, drugs policy*).

What the evidence tells us¹⁴

- There is already a good deal of inter-agency working to address ASB and enhanced partnership working is leading to more effective operational planning and resource deployment.
- Regular problem-solving and tasking and coordinating meetings hosted by the police and/or ASB units are an opportunity to discuss emerging problems and to share information about perpetrators and 'case management' discussions were credited with opening up new communication lines and options.
- ASB co-ordinators believed that inter-agency working was enhanced by services sharing the same premises and by building up trusting relationships between the professions - something that could be facilitated by consistency in those who attend multi-agency meetings.
- There is still room for improvement in integrated working. Although improvements had been achieved (partly through adopting a more holistic approach in line with the revised PIER Model), the agencies that were most frequently mentioned as yet to become fully engaged were Health, Education, Social Work and Youth Offending.
- The neighbourhood studies evaluation found evidence that the quality of information about ASB being pooled between agencies was improving. Previous barriers, including a lack of trust, fears of breaching Data Protection legislation, and the absence of mechanisms for information exchange, were being resolved. There were still, however, some difficulties arising from the compatibility of electronic databases, and from differing definitions and categorisations of ASB.
- Organisational restructuring and new initiatives aimed at tackling ASB had resulted in some confusion and ambiguity about the roles of *local authority level* and *neighbourhood* agencies. The concentration of expertise and knowledge within strategic partnerships and dedicated central ASB units was broadly welcomed. However, many local officers were concerned that there was a risk that frontline staff could become disempowered and lose ownership of local problems.

¹⁴ For more information about the evidence that informed the review and the sources of that evidence, see Volume 2 of this Framework

Good Practice Example: Inverclyde Joint Enforcement Unit

In 2007, Inverclyde Council and Strathclyde Police joined forces to create a dedicated Antisocial Behaviour Enforcement Team (ASBET) to tackle low-level crime and ASB in Inverclyde.

Since its introduction, recorded crimes of vandalism in Inverclyde have dropped by 16% and 'youth disorder' related calls to the police have reduced by 35% against the five-year average. There has also been a significant improvement in the public's perception of the frequency of ASB in Warden-patrolled areas in Inverclyde. In 2007, 16% of respondents in a Council survey said they felt very worried about ASB

compared to 3.7% after ASBET's introduction.

The Team has received support at a senior level in the council and the police. Chief Superintendent John Harkin, Divisional Commander for Renfrewshire and Inverclyde said that performance results showed **“a sustained reduction in violent crime, significant rises in detections for antisocial behaviour offences, downward trends for vandalism offences and the best reduction in acquisitive crime rates anywhere in the force”**. He has since approached Renfrewshire Council to ask for funding to establish a similar team there.

Strategic Aims

4.3 The EAG agreed the following three key Strategic Aims, which are designed to help people navigate and join up what at first glance appears to be a fragmented and cluttered organisational landscape.

STRATEGIC AIM 1:

Better information sharing.

Integrated services require the effective sharing of information and intelligence which allows policy implementation and intervention to take place on an evidence and intelligence-led basis.

STRATEGIC AIM 2:

Better sharing of resources.

Integrated services require the flexible and effective use of staffing, finance and property free from the constraints and limitations imposed by organisational and bureaucratic boundaries.

STRATEGIC AIM 3:

Clear shared outcomes.

Integrated services require commitment to the achievement of agreed and common outcomes across all partner agencies and stakeholders.

4.4 Strategic Aim 1 is intended to develop information sharing to aid partnership working and, in turn, deliver **positive outcomes** for communities. While there is obviously a need to respect an individual's right to privacy (under Article 8 of the European Convention of Human Rights and Article

16 of the UN Convention on the Rights of the Child) and protect data (under the Data Protection Act 1998), good information sharing is a useful tool to allow crime and disorder trends and patterns within an area to be profiled and ensure action to tackle ASB is intelligence-led.

Good Practice Example: Glasgow Community And Safety Services' Strategic Assessment

The Glasgow Community Safety Strategic Assessment was commissioned to provide the Community Safety Partnership (which consists of representatives from the local authority, police, fire, community planning partnership, Glasgow Community & Safety Services, NHS, the Royal Society for the Prevention of Accidents, and the Violence Reduction Unit) with strategic analysis of key safety priorities in the city. It brought together a wide range of information from the partners including police crime and incident data; NHS data on hospital admissions for accidental injury, road accidents and assaults; as well as fire data on deliberate and accidental fires.

One of the priorities highlighted by the Assessment was ASB and it showed the priority areas within the city for action. Analysis also showed that alcohol was a significant factor in incidents.

The Glasgow Strategic Assessment is a good model of partnership working and has helped the Partnership make informed decisions about how to successfully tackle ASB.

Assistant Chief Constable of Strathclyde Police, David Martin, who is Chair of the Glasgow Community Safety Partnership commented:

“**The evidence presented by this analytical product identifies areas of priority, quantifies the scale of antisocial behaviour and establishes precisely what the key safety related issues are for the city. It is an invaluable resource, which allows evidence based decisions to drive service delivery across the agencies involved in the Community Safety Partnership.**”

4.5 Under Section 139 of the Antisocial Behaviour etc. (Scotland) Act 2004 ('the 2004 Act') any person has the power to release information to a relevant authority where that is necessary for the purposes of any measure in the 2004 Act or any piece of legislation which relates to tackling ASB. Clearly this includes exchanging information in relation to Antisocial Behaviour Order (ASBO) investigations, applications and other relevant matters. The relevant authority means a local authority, a chief constable, the principal reporter, a registered social landlord, and any authority managing Housing Benefit.

4.6 The first step to ensuring that information sharing is robust and legitimate is the preparation of an information sharing protocol. As this is an agreement between local partners it should be prepared locally to reflect local circumstances but should include the following sections:

- signatories;
- processes for disclosure and storage of different kinds of information (non-personal, depersonalised, personal, sensitive);
- data sets covered;
- names of designated liaison officers for the responsible authorities; and
- review dates for the protocol.

Good Practice Example: South Ayrshire Problem-Solving Approach

A problem-solving approach is being used by South Ayrshire Community Safety Partnership (CSP) to help reduce ASB in Prestwick. The multi-agency problem-solving group, made up of police, fire services, community development and voluntary agencies, was established after a series of complaints about large groups of young people congregating at the Oval area in Prestwick. Complaints centred on ASB such as vandalism, high noise levels, underage drinking and littering with broken bottles.

The group developed a programme of diversionary activities to encourage young people to use the area positively. Activities included an environmental clean-up, shrub planting, a BMX time trial and a 5K running event. The approach successfully engaged both young people and the wider local community. For example, a local woman donated money to provide sports equipment for young people to use in the area. The initiative has resulted in an 84% reduction of ASB complaints and a 57% reduction in police complaints.

4.7 The Scottish Government, COSLA and the other partners on the EAG believe all should sign up to information sharing protocols, including health partners. To aid the development of information sharing, the Scottish Government, COSLA and other national partners will review provisions, including the use of information sharing protocols, with the aim of producing guidance for local partners to help them improve

practices in this area. This guidance will be informed by consultation, research and legal analysis as necessary. As above, it is recognised that information sharing protocols are the first step and need to be accompanied by long-term changes in culture, systems and practices to encourage practitioners to share information appropriately and securely on the basis of informed professional judgement.

Good Practice Example: Unight

UNIGHT is a partnership between 41 nightclubs in Edinburgh, which aims to promote a zero-tolerance stance against drugs, assaults, weapons and ASB. With full support from Lothian and Borders Police, it has been in operation for over a year and is working hard to champion a safe and secure environment in Edinburgh's nightlife.

Varying levels of bans are imposed for different offences, for example possession of drugs results in a 3 month ban and assault results in a ban of up to a year. When a member of the public is barred from one club, they will automatically be prohibited from entering all other 40 clubs in the partnership. UNIGHT members hold regular meetings to exchange information, including CCTV footage of banned individuals.

Since its creation, there has been a 21% reduction in crime in participating nightclubs, the number

of serious assaults has halved and drug offences have dropped dramatically, from 284 to 128.

Lothian and Borders Police have provided support and guidance to UNIGHT members on legal matters and specific criminal offences. Constable Mark Pickavance, Edinburgh Licensing Standards Initiative, Lothian and Borders Police commented:

“There is a real willingness amongst licensees and club owners to recognise the impact their business has on the local community. UNIGHT members are taking appropriate and responsible action to reduce crime for the benefit of local residents and members of the public.”

4.8 Strategic Aim 2 calls for services to be located together and for resources to be shared. The benefits of doing this are greater than just resource efficiency, important though this is: by locating services together agencies will be better able to prevent and tackle ASB. Some of the benefits of locating together include:

- early identification of emerging problems, allowing faster intervention;
- better communication and information exchange;
- prompt, coordinated and expert advice to the public;
- more effective targeting of resources;
- prompt support for victims;
- more effective case referral and management; and
- Best Value through shared accommodation and overheads.

4.9 The Scottish Government, COSLA and the other EAG partners believe that services related to tackling ASB should consider locating

together to realise the benefits outlined above when they next undertake a strategic review of services. In furtherance of this, the Scottish Government and partners will develop national guidance on partnership working.

4.10 Strategic Aim 3 is about different services and agencies developing shared outcomes and working together effectively to deliver them. We want services and agencies to move away from seeing themselves as representing different interests from their partners and instead see themselves as representing everyone in their communities. If services and agencies have shared outcomes they are far more likely to deliver successful results. No one agency can tackle ASB alone and much strength is delivered through partnership working. Community Planning Partnerships (CPPs) and CSPs provide a useful means for bringing partners together and for developing shared outcomes. NHS Boards and Community Health Partnerships have an important contribution to make to such groups.

Good Practice Example: Fife Safer Neighbourhood Team's Shared Location of Services

Fife Safer Neighbourhoods Team (SNT) is an intelligence-led partnership initiative that uses the PIER Model to co-ordinate the delivery of Fife's ASB strategy. It consists of an ASB help-desk, analysts, a police team, an investigation team and victim support staff. The SNT includes over 50 staff from a range of organisations including Fife Council, Fife Constabulary and Fife Fire and Rescue Service, who share open-plan offices at the Safer Communities Centre. This enables staff to communicate regularly and effectively.

An essential element of the partnership is its ability to exchange and share information, enabling the

early identification of vulnerable victims and communities and the opportunity to develop associated intervention and enforcement programmes. The approach has led to faster intervention, more effective case referral and prompt support for victims of ASB.

The Chair of Fife Police Fire and Safety Committee, Councillor George Kay, commented:

“**Tackling antisocial behaviour is for everyone's good and is a key priority for Fife Council. It's been proven that when problems are resolved, the confidence, morale and spirit of communities is boosted.**”

Good Practice Example: Street Pastors

Street Pastors are volunteers from local churches who offer help to late-night city-centre revellers who may have become separated from friends or may just need someone to speak to. They are on hand for everything from distributing space-blankets and flip-flops to women in high heels, to arranging taxis for those too drunk to get home.

The scheme began in London, pioneered by Revered Les Isaac. It now operates in cities throughout the UK, including Glasgow, Inverness, Aberdeen and Perth. It is estimated that in some areas where they operate crime has fallen by 84%. The pastors undertake a 12-week training programme covering issues like drug awareness and first aid.

Street Pastors are now working in Dunfermline as part of the city's Seasonal Safety Initiative. In partnership with the local police, they are already proving successful in their mission to bring reassurance and practical support to the people of Dunfermline.

Chief Inspector Scott McCallum from Dunfermline Police said of the Pastors:

“The Street Pastors are not employed by the Police however, there is a common purpose to our roles. They have already proved to be an asset to city-centre users and we look forward to working with them in the future.”



National Actions and Local Recommendations

4.11 There follows five National Actions and seven Local Recommendations for integrated services, contributing to the 25 National Actions and 25 Local Recommendations across the entire Framework.

National Actions

1. *Guidance on Partnership Working: **The Scottish Government, COSLA and other national partners, will produce shared strategic guidance on partnership working on ASB by the end of 2009.*** The guidance will set ASB within the context of the National Performance Framework and will build on guidance and advice on Single Outcome Agreements (SOAs). This guidance will address how partnership working can best be achieved through the sharing of information, resources and outcomes. The guidance will address the links between ASB, community safety, education, social work, health, Community Justice Authorities and, specifically, will advise partnerships on how to achieve partnership working through the use of the National Intelligence Model (NIM) and multi-agency groups. It will address the strategic infrastructures required nationally and locally to deliver the revised PIER Model and improve links between partners.
2. *Guidance on Strategic Assessment: **The Scottish Government, COSLA and other national partners will produce shared guidance on the use of strategic assessments and***
3. *Guidance on Criminal Antisocial Behaviour Orders (CRASBOs): **The Scottish Government, in conjunction with COPFS and other partners, will publish guidance by the end of 2009 clarifying the procedure to be used to aid the drafting - and inform the granting - of criminal ASBOs by the courts.*** This guidance will be informed by the good practice used within the Scottish Borders local authority area.
4. *Review of Information Sharing: **The Scottish Government, COSLA and other national partners will, during 2009 review information sharing practice in relation to ASB, which will include considering the use of information sharing protocols (ISPs). They will, through further consultation, consider the potential role of other partners such as General Practitioners within ISPs.*** On conclusion of the review of these practices, the Scottish Government will produce guidance, which will respond to the findings and recommendations of that review.
5. *Housing Allocation Policy: **The Scottish Government will work with housing stakeholders to conduct a review of housing allocation issues during 2009, and expect to publish revised guidance***

for local authorities and Registered Social Landlords on allocations issues. The review and the guidance will be aimed at assisting social landlords to navigate the different statutory requirements and policies in this area, from use of the Short Scottish Secure Tenancy (SSST) to general allocation issues. The review will also consider ASB issues with a view to providing guidance on the role allocations can have in supporting social landlords to minimise and manage ASB in their communities.

Local Recommendations

6. *Annual Strategic Assessments: The Scottish Government, COSLA and other national partners recommend that local partners should develop, annually, a joint strategic assessment to aid them in prioritising their local needs and deploying their services appropriately and proportionately.* This should allow partners to jointly allocate resources to areas of most need based upon intelligence. This will assist agencies fulfil their other reporting requirements and ensure meaningful performance management information is available.
7. *Multi-Agency Groups: The Scottish Government, COSLA and other national partners recommend that local partners should establish a multi-agency group consisting of not only traditional partners such as the police but also including non-traditional partners from the health and education sectors.* These groups should meet monthly and should use an intelligence-led assessment approach to manage the appropriate delivery of services.
8. *Problem-Solving Approach: The Scottish Government, COSLA and other national partners recommend that all local partners adopt a problem-solving approach. Implementing such an approach should allow partners to identify the appropriate lead agency in each case and react to emerging issues.* We recommend that **all** partners within the CPP are trained in and conversant with a problem-solving approach and that they adopt this approach when tackling ASB issues.
9. *Review Statutory ASB Strategies: The Scottish Government, COSLA and other national partners recommend that local authorities and the relevant Chief Constables should review and update their ASB strategies in line with this Review by 2010.* Such reviews should be informed by consultation with local partners and consideration should be given to linking ASB strategies with wider community safety priorities.
10. *Information Sharing Protocols (ISPs) and Referral Procedures: The Scottish Government, COSLA and other national partners recommend that all local partners should sign an ISP to aid the speedy sharing of information, resources and outcomes.* This will strengthen their referral procedures to ensure people receive appropriate education and support.

- 11. Information Sharing Standards and Training: The Scottish Government, COSLA and other national partners recommend that, to underpin any ISP, partners support and promote information sharing by ensuring the use of effective standards and training on the gathering, recording, monitoring and sharing of information.** Where possible and practicable, we recommend that partners link in with each others' IT systems to aid this process.
- 12. Shared premises: The Scottish Government, COSLA and other national partners recommend that as part of a strategic review of local ASB services, specific consideration should be given to sharing premises with other services that might aid the tackling of ASB.** Local authority departments should integrate better to coordinate links with external partners to achieve effective joint working.

Conclusion

4.12 By sharing resources, information and outcomes, services aimed at tackling ASB will deliver better results for individuals and communities. It is inevitable that there will be tensions between different

services but, while this can bring a healthy balance between different perspectives, we want to see partners overcome these tensions. The days of old polarised debates that saw tackling ASB as a battle between protecting the needs of individuals and the wider community should be consigned to history. Every individual is part of a community so the distinction between the two is both unnecessary and unhelpful.

4.13 Different agencies and departments should work together to agree shared outcomes that are in the best interests of everyone in their communities. If they do this by sharing information and premises, they are more likely to adopt an intelligence-led approach and deliver **positive outcomes** for everyone in their communities.

Further information

- Further Good Practice Examples on integrated services can be found at Annex F.
- The results of a local authority service mapping exercise can be found at Annex G.

Please note annexes are available in a separate document - see www.scotland.gov.uk



Pillar 3: **Engagement**

Engagement

“This Antisocial Behaviour Framework sets the context for enhancing community engagement through early intervention and prevention. As Chair of the review’s Community Engagement Sub-Group, I wholeheartedly endorse this new Antisocial Behaviour Framework – it’s a valuable resource, which underpins a positive new approach, supported by successful practice from around Scotland and further afield.”

Councillor Harry McGuigan, COSLA Spokesperson for Community Well-being and Safety and elected member for North Lanarkshire Council

Service User Case Study: Engagement

Bolt FM - 'Claire'

Claire has been involved with Bolt, a youth-led community radio station operated in association with Fablevision, since 2004 when she was 13. Growing up in the Blackhill area of Glasgow, she had an eventful upbringing. This has included dealing with an alcoholic parent, coping with the separation of her parents and helping her younger siblings to manage through all of the turmoil. Friday nights were regularly spent drinking with friends in the local park. Fights were a regular occurrence and Claire was well known to the local community police.

Claire got involved with Bolt when the youth group she was attending did some training with Bolt FM for one of their broadcasts. At Bolt she found a place where she had a voice and something different to get involved with: "It was great fun and the music was everything we wanted to listen tae"

When asked what she would have been doing if she was not involved with Bolt, Claire said: "**I've seen people knifed in the street, people wae nae hope, nuthin' tae dae. A could be wan o' them. Wae Bolt there wis always sumthin' tae look forward to, an' if sumthin' was too hard then there was always someone to help.**"

Bolt's cultural planning approach enables everyone in the project to take ownership in the running of the organisation. Claire was very good at getting her peers involved and when asked if she wanted to be part of the Board of Directors she jumped at the chance: "**Being involved wae the Board has given me skills and opportunities that I wouldnae normally have.**"

Claire is now training full time on the Bolt TV film course. She is breaking new ground, learning filming and production skills with a view to setting up her own enterprise company with other trainees. "**I have learned loads and wae the qualifications from North Glasgow College I hope that I will have a different future tae many o' the others in my area.**"

One of the talents that was spotted on Bolt FM is Claire's incredible singing voice. She has been put in touch with one of Bolt's partners, Northern Rock Festival Group, which is able to help her develop her skills further. Claire volunteers with a local youth project, sharing the skills that she has learnt. "**I feel that I've had a break and if I can help others then that's great.**"

Claire's story is not unique for Bolt FM. It has worked with almost all the young people in the local area and, because it is youth-led, young people who would not normally be attracted to youth projects want to take part. Many of the participants are well known to both social services and the police and agree that Bolt provides positive opportunities to do something different and exciting. When the first text message from a listener comes in, Bolt

FM's young participants feel like they have gone from being a 'no-one' to a 'someone'. They no longer feel a need to prove their kudos in the local area, as the radio provides them with all the recognition they need.

Note: The name of the service-user has been changed to protect her identity and she is not represented in the photograph below.



KEY POINTS

- Consultation with a sample of adults from areas hardest hit by antisocial behaviour (ASB) revealed that ASB is under-reported. Of those who do report it, **most are dissatisfied with the response they receive from local agencies**, particularly when there is a poor initial response and lack of follow-up information.
- **Communities need to take responsibility** for their own actions and take steps to directly challenge and deal with local problems.
- Both adults and young people interviewed acknowledged a **lack of respect between generations** and thought agencies need to engage different generations in joint activity aimed at improving community life.
- There is **confusion amongst the public** about the roles of different agencies; about what interventions are used, when and how; and the role the public should play in tackling ASB.
- Community engagement activities should be used at the **earliest opportunity** and this activity should be focused around prevention and early and effective intervention.
- Agencies need to capture community voices, utilise community intelligence and realise that **communities can offer useful insights** when it comes to understanding community dynamics, identifying problems, developing workable solutions and judging the success of outcomes.
- The **National Standards for Community Engagement** (see the Further Information section at end of this chapter for a link) have not been sufficiently embedded in local approaches but should be the foundation upon which community engagement activities are based.

Introduction

5.1 The need to involve communities more usefully in developing local solutions to ASB problems was identified in the Government's 2007 Manifesto. It was also quickly identified as a key issue by the review's Expert Advisory Group (EAG) and a sub-group, chaired by Councillor Harry McGuigan, Convention of Scottish Local Authorities (COSLA) Spokesperson for Community Well-being and Safety and elected member for North Lanarkshire Council, was established.

5.2 The remit of the sub-group was to develop a set of strategic aims that would help direct national and local action aimed at empowering communities, providing community-based justice, supporting victims and witnesses and building the capacity of elected members to act as champions for the implementation of this Framework.

5.3 Demonstrating true partnership working under the new Concordat, a COSLA official was seconded into the Scottish Government to lead on this particular strand of the review.

Membership of the Community Engagement Sub-Group

Cllr Harry McGuigan, COSLA (Chair)

Mike Callaghan, COSLA

Paul Morron, Safeguarding Communities Reducing Offending (SACRO)

David McKenna, Victim Support Scotland (VSS)

Jim Andrews, (VSS)

Neil Turnbull, Chief Fire Officers' Association Scotland (CFOAS)

Jon Harris, COSLA

Fiona Barker, Association of Chief Police Officers in Scotland (ACPOS)

Jim Neil, Scottish Community Safety Network (SCSN)

Scottish Government (*Leads for community safety, victims and witnesses, community planning, youth work, community regeneration, community justice, police capacity and management*).

What the evidence tells us¹⁵

- There remains a problem with the under-reporting of ASB and a general dissatisfaction with agency responses to complaints about ASB.
- The research suggests that under-reporting is due to four key factors:
 - a perception that local agencies are not interested or are unable to do anything;
 - a concern that reporting an incident would antagonise the perpetrators;
 - fear of retaliation and;
 - a deep-rooted culture of “keeping yourself to yourself” and a reluctance to ‘grass’ to the police about other residents.
- Among those who had reported ASB, there was frustration at the speed of initial response and the amount of evidence that enforcement authorities had to collect before action could be taken. However, some of the dissatisfaction with agency response seemed to be based upon unrealistic expectations that they alone can resolve deep-rooted problems.
- There was limited interest among the public in being involved in applying sanctions and sentences to those involved in ASB. This was because they were fearful of retribution, believed that it was the role of government agencies rather than the community and/or that their role would have little impact on rates of ASB.

¹⁵ For more information about the evidence that informed the review and the sources of that evidence, see Volume 2 of this Framework

- Other research suggests that a balance does need to be struck between the responsibilities of local agencies and those of residents. One resident stated:

"My concern is that more and more responsibility for the area is being taken away from us. Then some people feel they don't need to have any responsibility to look after the areas as someone else will come along and do it!"

- Young people interviewed believed that there is a lack of mutual respect between the generations and this was

in part due to limited contact between the generations. One way of helping to bridge this was seen to be joint involvement in running community projects such as youth clubs.

- Despite the considerable efforts of local agencies to inform residents about new initiatives and legal powers, there continued to be a great deal of confusion within communities about the powers and interventions, the actions that agencies would be willing and able to take, what constituted an 'appropriate' complaint, and to which agency these should be reported.

Good Practice Example: Bolt FM

Bolt FM is a youth-led community radio station run by the Royston Road Project in the deprived north-east of Glasgow. The area is made up of distinct communities and gang violence between different territorial areas is a huge problem. Since its first broadcast in 2001, the project has empowered young people to own and operate their own radio station - giving them a unique voice in their community.

In partnership with Fablevision, Bolt FM runs a training programme for young people in DJ skills, arts development, drama and music, participation and broadcast radio production. These projects work in discrete territorial areas but are designed to enable young people to share experiences and break down barriers between geographical, sectarian and racial divides. The work has been highly effective in reaching some of the most troubled young people in the Royston Road area, and

police-recorded ASB plummeted during the period of the broadcast in October 2006.

When asked about the impact on recorded youth crime during the October 2006 broadcast, Sergeant Gwen McEwan from Strathclyde police said: **"unusually there has been no crime recorded during this period"**.

The project works closely with partners in a wide variety of organisations including North Glasgow College, local community police, drugs services, youth workers, community education groups, libraries and churches.

It has recently expanded to encompass Bolt TV - a video training programme to engage young people with an interest in film. There are plans to turn this into an internet broadcast enterprise company with young people at the helm.

Strategic Aims

5.4 The EAG agreed the following two key strategic aims, which are designed to encourage communities to be more usefully involved in the development of local solutions.

STRATEGIC AIM 1: Involving and empowering communities to address ASB.

To create a **safer and stronger** Scotland we need to ensure that community engagement (in relation to the ASB agenda) is carried out consistently and to the highest possible standard, to enable communities to be effectively involved and empowered at an early stage. This is vital because, when local people are actively engaged in tackling issues within their community, they can be empowered to help realise their community's potential.

This can be achieved through earlier involvement in the planning of services to tackle ASB, continuous involvement in the identification of local problems and the opportunity to participate and influence local decision-making through local capacity building. These activities within Community Planning Partnerships (CPPs) should be overseen by local elected members with a designated remit to ensure all community groups engage, particularly young people, victims, ASB offenders and other "hard-to-reach" groups.

STRATEGIC AIM 2: Partnership working for communities and with communities.

Effective multi-agency action at a local community level is the key to ensuring that a broad range of approaches can be deployed against ASB issues. These should have an emphasis on early intervention and prevention through community participation, mediation and reassurance activities. This is instead of resorting to enforcement measures as a first course of action that do not always resolve underlying problems or can be more costly.

It is vital that CPPs engage local communities and deliver sustainable local solutions to local problems. These solutions should be informed by effective community engagement to ensure responses are appropriate and proportionate based on accurate information from communities. Therefore, all communities should be actively engaged by partner agencies through easily accessible means of community dialogue. Communities should feel a sense that their participation is welcome and that their concerns are taken seriously and acted upon. The outcomes of any action should be reported back to them.

5.5 The community engagement Strategic Aims recognise the importance of capturing community voices (including those of young people), utilising community intelligence and realising that communities have useful insights when it comes to understanding community dynamics, identifying problems, developing workable solutions and judging the success of outcomes.

5.6 Strategic Aim 1 builds upon the Involvement Standard within the National Standards for Community Engagement¹⁶. It recognises that communities must be involved at the earliest possible stage in the design of their communities and in the planning of services to address ASB. They should also be given adequate time to make considered choices. It also recognises that methods of community engagement must be fit for purpose to address the specific problem and must be appropriate to the victims and witnesses of ASB.

5.7 It was clear during the review that while there was some awareness of the National Standards of Community Engagement they were not yet embedded in local service delivery and further work would be required to raise awareness of the principles the Standards set.

5.8 To help raise awareness of the Standards and ensure community engagement activities are coordinated and given an appropriate profile, the Scottish Government, COSLA and other review partners believe that elected members should help to facilitate such activities with the support of council officials. COSLA and the Improvement Service will provide training to elected members to help them fulfil their role as 'community champions'.

5.9 Strategic Aim 2 emphasises the importance of working in partnership with communities to solve underlying problems through prevention and early intervention. It also recognises the importance of providing sufficient information to communities to ensure that they feel they are a key partner in the process and that it is worth them reporting ASB and participating in action to tackle it.

5.10 If communities do not feel their concerns will be acted upon or are not told the results of actions they will feel their opinions are not valued and will be less inclined to engage in the upkeep of their communities. Communities will feel most reassured and engaged if they are consulted and contribute to decisions on how resources should be directed and on what **positive outcomes** community sentences should deliver in their areas.

16 www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/otcs_008411.pdf

Good Practice Example: Sighthill Library

Sighthill library is in one of the most disadvantaged areas of Edinburgh. In recent years, the library has been a focal point for young people's ASB, including graffiti, vandalism, under-age drinking and threatening behaviour to staff.

To combat this, a new model of working was introduced with emphasis placed on positive interaction with young people and on developing programmes of activities aimed at providing alternative pursuits to ASB.

Staff received specialist training and developed a programme of activities in partnership with organisations like the Safer Communities Unit, Edinburgh Council; Housing Department and Children and Families Department, Lothian and Borders Police and the Duke of Edinburgh's Award.

Projects included curriculum vitae (CV) workshops and career sessions, a photography competition and "Reading the game", an award winning football and literacy project for young men.

The result has been a significant reduction in the number of ASB incidents, resulting in a more accessible library service and a safer community. The work has had a dramatic impact on the lives of young people with whom the staff have been working. Several teenagers who received help on the preparation of their CVs and interview skills practice are now employed, and others are attending college.

In 2005, the library won one of the then Scottish Executive's Standing Up to Antisocial Behaviour Awards.

Donald Urquhart, Chair of the Scottish Community Safety Network, said at the time:

"This award reinforces the fact that dealing with antisocial behaviour is about much more than using enforcement powers. Preventing antisocial behaviour before it has a chance to develop is key to solving the problem."



Antisocial Behaviour Sphere of Community Engagement



5.11 The ASB Sphere of Community Engagement outlines the four stages of community involvement relating to the provision of information, consultation, participation and empowerment to assist in identifying where communities are now in terms of community engagement on ASB related issues.

5.12 The Sphere is based upon Arnstein's 'Ladder of Participation' (1969) and has been adapted to outline the different levels of community engagement from the extreme stage of no community input through consultation and participation to citizen empowerment, where the community make their own decisions on issues that affect them.

5.13 The Sphere also emphasises the ethos of our approach to community engagement as part of this Framework in terms of being based on the tenets of early intervention and prevention, as well as with working in partnership with communities.

National Actions and Local Recommendations

5.14 The following three National Actions and seven Local Recommendations on community engagement contribute to a total of 25 National Actions and 25 Local Recommendations across the Framework.

National Actions

1. Training for Elected Members: COSLA and the Improvement Service¹⁷ will provide training and

support to new and existing elected members from summer 2009 to encourage them to engage and facilitate in their role as "Community Champions", new approaches for involving citizens and communities in addressing ASB. These activities will be supported by local partner agency officers and be in line with the National Standards for Community Engagement.

2. Participatory Budgeting Pilot: The Scottish Government and COSLA will establish, by autumn 2009, a participatory budgeting pilot exercise across three CPP areas as part of the community empowerment agenda. Participatory budgeting should enable local community and neighbourhood groups to influence local action by helping to direct how small action funds are spent to develop solutions to local ASB problems. This pilot exercise will be supported by COSLA and the Scottish Government through the provision of training, guidance and match-funding.

3. Guidelines on Dispute Resolution: The Scottish Government, COSLA and other national partners will consult, by autumn 2009, on the development of shared guidance aimed at encouraging local communities and agencies to build their capacity in addressing ASB problems through community engagement and empowerment activities. The focus will be on developing guidelines to promote positive behaviour and good neighbour relations, and to help agencies and neighbours resolve disputes at an early stage through the use of mediation and other forms of third-party intervention.

¹⁷ www.improvementservice.org.uk/

¹⁸ For further information about participatory budgeting see: www.participatorybudgeting.org.uk/

Local Recommendations

1. *National Standards of Community Engagement: The Scottish Government, COSLA and other national partners recommend that local agencies ensure that ASB services are compliant with the National Standards of Community Engagement.* We recommend that, following the provision of national training and guidance in summer 2009, elected members should be responsible for overseeing community engagement activities and ensuring they are fit for purpose to address the problem at hand and to serve the community concerned.
2. *Community Feedback: The Scottish Government, COSLA and other national partners recommend that local partner agencies establish formal mechanisms to ensure participants in community engagement activities receive feedback on the outcome of their involvement and the wider community receives relevant feedback on the outcome of action to tackle ASB.* These activities should be overseen by local elected members in line with the National Standards for Community Engagement.
3. *Victim and Witness Services: The Scottish Government, COSLA and other national partners recommend that local agencies strengthen their community engagement activities aimed at providing support and reassurance to victims of ASB, where required or appropriate.* These activities, which should be undertaken in cooperation with existing providers of services to victims, could include the provision of information to individual victims, ensuring that all relevant staff in frontline services are appropriately trained, general public reassurance work (such as involvement in ASB initiatives and providing feedback on results) and, if appropriate, the implementation of marketing campaigns aimed at promoting local services for victims.
4. *Community Reparation: The Scottish Government, COSLA and other national partners recommend that local agencies involved in providing community reparation as part of criminal justice intervention should consult with local groups, organisations and victims, on the types of activities that would be appropriate to be undertaken.* This will help deliver community empowerment and ensure that appropriate payback to the community and/or victim is provided by the offender.
5. *Rationalised Engagement: The Scottish Government, COSLA and other national partners recommend that local agencies rationalise their community engagement activities where appropriate to prevent consultation fatigue and promote the sharing of information and resources.* As such, councils, police, fire and rescue and other partner agencies should work together to ensure that they are not separately asking the same questions of the same communities at different times in relation to ASB issues.
6. *Early and Effective Engagement: The Scottish Government, COSLA and other national partners recommend that, wherever possible, local partner agencies involve communities at the earliest possible stage in the planning of services to give them adequate time to make considered choices.* As

part of these activities, local partner agencies should use a wide range of consultative mechanisms and innovative techniques, such as participatory appraisal, to engage with communities.

- 7. Participatory Budgeting: The Scottish Government, COSLA and the other national partners recommend that local partner agencies consider the merits of participatory budgeting, whereby local community and neighbourhood groups are empowered to help direct the distribution of small pots of funding to tackle and address local ASB problems.** A small nationally-supported pilot exercise will help to inform these considerations.

Conclusion

5.15 Community engagement must be mainstreamed as an intrinsic part of the core work of all staff in local agencies but will take time and effort to develop. It is vital that communities are empowered to participate in the planning of local strategies and feel a sense of ownership for the process.

5.16 There is no 'one-size-fits all' approach to community engagement in relation to ASB. However, by engaging with communities early; giving them a say in the development of local strategies, the direction of resources, and the outcomes to be delivered by community sentences; ensuring victims and witnesses are supported; and ensuring communities are well informed about evidence and action, we will help to ensure communities retain a sense of pride for their area and engage actively in its upkeep.

Further information

- Further Good Practice Examples on community engagement can be found at Annex F.
- The National Standards for Community Engagement can be accessed at: www.communitiesscotland.gov.uk/stellent/groups/public/documents/webpages/otcs_008411.pdf
- The Scottish Community Improvement Action Plan, published March 2009, is available on the Scottish Government website at: www.scotland.gov.uk

Please note annexes are available in a separate document - see www.scotland.gov.uk



Pillar 4: Communication

Communication

“It is with pleasure that I endorse this new Antisocial Behaviour Framework and particularly the aims, actions and recommendations of the Media and Communications Sub-Group. Together, they will help us reduce antisocial behaviour and counteract the demonisation of young people by promoting positive opportunities, role-models, evidence-based reporting, action to lessen fear of crime and disorder and clear coordinated communications. I commend this approach to you.”

Jim Sweeney, Chief Executive YouthLink Scotland

Service User Case Study 4: Twilight Basketball

Profile of a peer-mentor

Twilight Basketball - Stefan Caldwell

As a teenager, Stefan Caldwell lacked positive role-models and had little direction in his life.

“I mostly hung around the streets, looking forward to getting drunk at the weekend. The people I hung around with were not very good characters - violent, uneducated and very unpleasant people. I had bad family relations and didn't get on with my mum. I was stuck in a circle, getting drunk, and messing about.”

Four years ago Stephen started going to Twilight Basketball, a project for young people run by Scottish Sports Futures in parts of Glasgow and Renfrewshire that suffer from acute ASB and deprivation. Using basketball as a hook, the project addresses many issues, including healthy lifestyles and good citizenship. Working in partnership with the Scottish Rocks basketball team, it uses positive role-models to engage and inspire young people. Participants can work towards basketball coaching certificates and can then go on to become peer-mentors on the programme.

“Twilight gave me somewhere to go just to chill and get away from the trouble at home.”

Stefan is now a fully qualified Level 1 basketball coach, has made lots of good friendships and feels positive

and confident about his future. He rents his own flat, is holding down a permanent job with the local council and is relishing his independence. Stefan has shown a great deal of determination and desire to continue his personal development and is seen as an inspiration to other Twilight participants. He is now a mentor to other young coaches.

“Twilight Basketball not only got me off the streets, but after a few sessions the message that the coaches tried to get across to the children eventually started to get through to me and not only did I not drink as much but I started studying more and realised that I had to do something with my life, that no-one else was going to do it for me.”

It is hoped that in the future Stefan will continue to gain qualifications and inspire many more young participants to make an effort to change their lives.

Profile of a role-model

Scottish Rocks - Rob Yanders

Rob Yanders is a professional basketball player for the Scottish Rocks. He is also a mentor for the Scottish Sports Futures Twilight Basketball project.

Rob grew up in the inner-city of Milwaukee in Wisconsin (near Chicago), once considered to be one of the most violent cities in America. The oldest of five children, he was forced to grow up fast.

“When I was young I had to grow up tough because only the strong survived. My home life was not very stable with both my parents being on drink and drugs. I joined a gang when I was 10 years old and shot my first gun when I was 11. I’m not telling you these things because I’m proud - I’m telling you because it’s the truth. I joined a gang because I had no guidance or understanding of a decent life.”

At 14, after some terrible experiences, Rob started to turn his life around through involvement in the Salvation Army’s youth project and the Boys and Girls Club of Greater America. They helped him to focus his energies on his passion - basketball.

“I got involved with basketball because it was the one thing I could do to take my mind somewhere more positive and constructive. Basketball in America is a kids dream, just like football here. I knew basketball would be my ticket away from the violent streets of Milwaukee and, knowing this, I did everything in my power to succeed at it.”

Rob gained a scholarship to university to study community recreation and education and moved to the UK in 2003 as a professional basketball player.

When Rob joined the Scottish Rocks in 2005, he was excited to be asked to become a mentor for the Twilight Basketball programme. He could see that the project had the same aims and ideals as the programmes he took part in as a teenager; **“promoting respect and helping to build confidence from within.”** It was an opportunity for him to give something back to the community. Rob leads basketball skills sessions and ‘educational time-outs’. These

can range from a session on healthy lifestyles to looking at sport as a route to further education. The project is popular with both males and females and young people from different ethnic backgrounds.

Rob is an enthusiastic advocate of the benefits of mentoring. He is in no doubt that his status as a professional basketball player, coupled with his life-experience helps him to communicate with young people. They can relate to him and he can relate to them.

He has seen at first-hand the long-term benefits of the programme on young people, explaining that one boy has gone on to become a semi-professional basketball player and is now a peer-mentor for other young people. Rob’s own success provided the catalyst that got his mother to quit drink and drugs.

Rob believes that being a role-model for young people has also helped him, offering him new opportunities, the chance to develop his skills and share his life-experience.

“Mentoring has helped me to change lives but most of all it gives me a purpose for living.”



6. Communication

KEY POINTS

- Previous communications strategies and publicity has raised awareness of antisocial behaviour (ASB), the commitment to tackle it and the need for communities to stand up to it; but they may have also increased fear, fuelled a lack of understanding of the range of solutions available, raised unrealistic expectations and promoted negative stereotypes.
- A majority of the public report having no recent direct experience of ASB, yet there is a gap between their perception of the problem and the reality of the situation locally.
- There is uncertainty amongst members of the public about which agencies they should report problems to, what represents an appropriate complaint and the procedures and actions that follow a complaint.
- We need to tackle negative stereotypes about young people and encourage more people to act as role-models and mentors.
- National and local partners need to work directly with the media to increase mutual understanding and increase the likelihood of positive, evidence-based success stories being reported.
- There is a need to coordinate national and local communications activity to ensure consistent messages are relayed to the public.

Introduction

6.1 Much has been done over the years since the Antisocial Behaviour etc. (Scotland) Act 2004 ('the 2004 Act') came into force to raise public awareness of ASB and the powers available to tackle it. This has helped to demonstrate the commitment of national and local agencies to address the problem and has also encouraged communities to stand up to and report ASB.

Membership of the Media and Communications Sub-Group

Jim Sweeney, YouthLink Scotland (YLS) (Chair)

Gordon Ellis MSYP, Scottish Youth Parliament (SYP)

Alan Johnston, Scottish Government

Mike Callaghan, Convention of Scottish Local Authorities (COSLA)

John McFarlane, Ministerial Special Adviser

Jim Littlejohn, Association of Chief Police Officers in Scotland (ACPOS)

Scottish Government (*leads for community safety, justice communications, marketing, youth work, noise nuisance*).

6.2 The awareness-raising about ASB has also had some negative outcomes. There has been an unhelpful overriding focus on Antisocial Behaviour Orders (ASBOs), which has led to a limited public understanding about the full range of measures available to tackle ASB. Unrealistic expectations have been built whereby the public expect an ASBO for any type of misdemeanour and expect the measure to solve what are often deep-rooted problems. More worryingly, the focus on ASBOs has led to the incorrect perception that young people are largely responsible for ASB and to the development of negative stereotypes and stigma. This links into the concerns of a number of partners that media reporting is overly negative and that success stories are rarely covered.

6.3 The review's Expert Advisory Group (EAG) quickly identified media and communications as key issues that needed to be addressed and established a sub-group, chaired by Jim Sweeney, Chief Executive of YouthLink Scotland, to consider them further.

6.4 The remit of the sub-group was to develop strategic aims that would help direct national and local action aimed at publicising local services, clarifying agency roles, communicating a new approach to ASB, reassuring the public, supporting practitioners to deliver **positive outcomes**, promoting the work of role-models and mentors, managing expectations, and counteracting negative stereotypes.

What the evidence tells us¹⁹

- Perception of the prevalence of ASB is not always driven by experience and the vast majority of the public report having no personal experience of various forms of ASB. Perception of ASB can be heavily influenced by media reporting in the national and local press.
- Although ASB is perpetrated across all age groups, the media tend to portray young people as being the main culprits. This was highlighted by young people themselves in interviews for this review. They pointed out that while some young people did behave antisocially, the majority did not and often contributed positively to their communities through involvement in charity events. These positive images were felt rarely to receive publicity.
- While adults believed that ASB was more prevalent today than in the past, there was a perception among the young people that the tolerance levels of adults were now far lower. This was in part attributed to the publicity around ASB by young people as well as 'zero-tolerance' campaigns.
- There is considerable variation in levels of awareness of initiatives and measures to tackle ASB. Research also suggests that a balance needs to be struck between what some residents termed 'propaganda' about the extent of progress being made and the perception of residents about the continuing problems within their neighbourhoods.

¹⁹ For more information about the evidence that informed the review and the sources of that evidence, see Volume 2 of this Framework

- The initial reaction and support that residents receive from agencies when they make a complaint can be almost as important as the efficacy of subsequent action taken to resolve the problem.
- There is a need for better communication among practitioners about the effectiveness of interventions to address problems. More consistent use of earlier interventions such as mediation and acceptable behaviour contracts (ABCs) could be encouraged if there was better dissemination of information about **positive outcomes**.

Strategic Aims

6.5 The EAG agreed the following three Strategic Aims, which are designed to promote positive, evidence-based and coordinated communications.

STRATEGIC AIM 1: Counter negative stereotypes and promote positive role-models.

National marketing campaigns should be focused on encouraging more balanced, evidence-based reporting on ASB with a particular emphasis on responsible reporting on young people's involvement. Raising the profile and involvement of role-models in people's lives will offer opportunities for young people and adults alike who are involved or at risk of being involved in ASB to realise their potential and become more responsible citizens.

STRATEGIC AIM 2: Reassure the public.

National organisations and local agencies must engage meaningfully with the public to improve their understanding of the issues that affect people's quality of life and sense of security. By working in partnership with local communities and communicating more regularly and effectively with them, public confidence in the effectiveness of local agencies tackling ASB will build and the fear of crime and disorder will reduce.

STRATEGIC AIM 3: Coordinate national and local communications.

National marketing campaigns need to be coordinated with local media and communication strategies. This will ensure a consistent message in respect of national and local priorities is given to communities, sufficient capacity can be made available locally to meet any increased demand for services and members of the public will become increasingly aware of their responsibilities in tackling ASB and how to access the services they need.

6.6 The review's EAG were concerned about sensationalism within the media and the rise this was giving to negative stereotyping of vulnerable groups, such as young people. There is a need to ensure media reporting is more reflective of reality, based upon sound evidence. The aim here is to reduce the gap between perception and reality, as it is clear from the Crime and Victimisation Survey²⁰ that fear of disorder is disproportionate to actual experience of it. We want the general public to be aware that the majority of ASB is not perpetrated by young people and to recognise the positive contribution young people make to their communities. We will work with the media to ensure that the evidence supporting this is publicised as widely as possible.

6.7 In addition to promoting the positive contribution people make to society, we want to encourage more people to make a positive contribution. We feel that role-models and mentors have a crucial role to play in supporting and encouraging both young people and adults to better themselves. There is currently a lack of role-models, and particularly young male role-models, and the Scottish Government, COSLA and other review partners will work together in an attempt to address this shortage. Together, we will announce a programme of activities to encourage a greater number of inspiring celebrities and peer-educators to volunteer to act as role-models and mentors.

6.8 An important role of communications work is to reassure the public in an effort to reduce fear of crime and disorder. Local agencies need to improve the frontline service they provide to the public so that victims of ASB feel that their concerns are taken seriously and are acted upon swiftly, with

feedback provided on the action taken and the results of that action. The ACPOS Public Reassurance Strategy²⁰ provides us with the principles for public reassurance work and the Scottish Government will work with ACPOS and COSLA to ensure all relevant frontline police and council staff are adequately trained in this approach.

6.9 Consultation with local agencies during this review indicated that previous unilateral national marketing campaigns and publicity tours organised by central government had caused local problems because local partners had not been adequately consulted on the appropriateness of the activity in their area, local services were not prepared to respond to the additional demand and messages sometimes conflicted with the messages that were being publicised locally.

6.10 It is clear that national and local communications need to be coordinated so that reinforcing messages rather than contradictory ones are relayed to the public. By coordinating our communications work, we will also be better placed to achieve shared objectives.

6.11 To address the disjunction between national and local communications, the Scottish Government, COSLA and other review partners will establish a media and communications network to oversee and coordinate communications activity. This network will be made up of national and local partners and, importantly, representatives from the media. It is vital that national and local agencies work with journalists to develop a mutual understanding of needs and a strategy for increasing the coverage of positive success stories for the benefit of both parties.

²⁰ www.acpos.police.uk/Documents/Policies/CRIME%20%20ACPOS%20Public%20Reassurance%20Strategy%2010.09.07.pdf

Good Practice Example: Role Models - Scottish Sports Future

Scottish Sports Futures delivers 'Education through Sport' programmes to 10 to 21 year-olds with a specific focus on those living in areas with acute ASB problems and high deprivation. Their core activity - the Twilight Basketball project - works with 400 young people across Glasgow and Renfrewshire.

The project uses positive role-models as a way to communicate with young people. Working in partnership with the Scottish Rocks basketball team they have access to impressive professional role-models who attend sessions to inspire and engage young people. Their association has also raised the media profile of the project.

In addition, past participants are trained to become peer-mentors, and community role-models such as local fire officers regularly deliver 'educational time-out' sessions. Phil Walker, Managing Director of Glasgow Community and Safety Services, has praised the project saying:

“Increasingly, agencies involved in working with young people regard Twilight Basketball as an essential part of the local youth diversionary strategy.”

Over the next three years CashBack for Communities will support Twilight Basketball, enabling it to be rolled out to an additional five cities and thereby engage with an additional 3,000 young people.



Good Practice Example: Safer Hastings Partnership

In 2001, the Safer Hastings Partnership (SHP) was ranked second worst of the 376 Crime and Disorder Reduction Partnerships in England and Wales for crimes per 1,000 population. Despite significant reductions in crime since then, public confidence remained low.

In 2004, the SHP implemented a communications strategy to reassure the general public that crime prevention measures were in place, and inform them of initiatives and achievements.

This included a regular news spread in the local paper, Hastings Observer, with crime prevention advice and success stories; the launch of a 12-screen Community TV network broadcasting public reassurance films across the town; an award-winning website with information on initiatives; a series of community safety competitions for schools involving 1,300 local school pupils and 'Meet the People Events' in shopping centres, where the public could discuss issues and concerns relating to community safety and ASB.

The campaign led to a 50% reduction of residents who feel that ASB is a threat and a prestigious Home Office award. Minister of State for policing, security and crime, Vernon Coaker, praised the SHP's work, saying, "**The Safer Hastings Partnership demonstrated how a local, tailored communication strategy targeted residents of Hastings and made them feel safer and more confident about crime reduction.**"



Good Practice Example: Clean Glasgow Campaign

The Clean Glasgow Campaign was launched by Glasgow City Council to improve the city's local environment by reducing the amount of littering, graffiti, fly-tipping, fly-posting, and dog fouling on pavements. The campaign encourages everyone in Glasgow to take ownership and responsibility for the appearance and cleanliness of their environment. It aims to encourage behaviour change and promote the attitude that littering is socially unacceptable. Targeted initiatives in specific areas encouraged local communities to be proactive by reporting problems.

To publicise the campaign the Council organised a direct mail campaign and worked in partnership with the Evening Times and Radio Clyde to communicate key messages and cover good news stories. A subsidiary under-16s strand was launched to reduce littering between schools and local shops. The campaign won a 'Keep Scotland Beautiful Award' and surveys have shown an overall improvement in levels of littering and dog fouling in the city.



Good Practice Example: Mental Health Anti-Stigma Campaign

'See me' is a national campaign to reduce the stigma and discrimination associated with mental health. It is supported by an alliance of five Scottish mental health organisations and is fully funded by the Scottish Government.

In 2002, the Scottish Public Attitudes Survey on Mental Health reported that half of all respondents would not want anyone to know if they developed a mental health problem and 67% of media reports about those with mental health problems were negative.

The campaign worked with the media to educate and inform journalists to reduce negative and inaccurate reporting about mental health. Journalists were given fact sheets and attended seminars and face-to-face briefings. Members of the public were encouraged to engage in 'stigma watch' - to speak out against negative reporting. There was also a public awareness campaign with TV and radio adverts, posters, fact sheets and a website.

A year after the launch of the campaign, media monitoring found that there was a 37% reduction in negative reporting about mental health in the Scottish media.



National Actions and Local Recommendations

6.12 The following 10 National Actions and seven Local Recommendations on communications complete the set of 25 National Actions and 25 Local Recommendations across this Framework.

National Actions

1. *National Communications Strategy: **The Scottish Government, COSLA and other national partners will develop, by early 2010, a shared national ASB communications strategy from which all marketing and communications activity will fall.*** The strategy, which will, where appropriate, pool the resources and expertise of national bodies to deliver shared outcomes, will be overseen by a new Media and Communications Network. It will support the development of proactive, positive campaigns aimed at promoting safer and stronger communities and tackling negative stereotypes and intergenerational barriers.
2. *Media and Communications Network: **The Scottish Government, COSLA and other national partners will, by summer 2009, establish a Media and Communications Network to oversee the development of a national ASB communications strategy and help design, plan and coordinate national and local marketing and communications activity.*** The network, which will involve national agencies, local practitioner groups, media and public relations representatives, voluntary organisations and young
3. *National Policy Position Statements: **The Scottish Government, COSLA and other national partners will, by the end of 2009, produce a series of National Policy Position Statements to provide clarity to stakeholders and the public on key ASB issues and measures.*** The series, which will be updated regularly, will be framed by the strategic direction outlined by this new Framework and supported, as necessary, by operational guidance and good practice examples.
4. *Practitioner Support Services: **The Scottish Government, in consultation with COSLA and other national and local partners, will, by autumn 2009, revamp central ASB practitioner support services to meet the changing needs of partners in the developing post-Concordat environment.*** This revision will see the national ASB coordinator role reconfigured and supplemented with additional roles, funding provided to consolidate and strengthen practitioner networks, the development of new web resources, and the creation of more responsive and effective channels of communication between national and local agencies.
5. *Online Good Practice Database: **The Scottish Government, COSLA and other national partners will, by the end of 2009, create a shared online database of good practice examples to encourage the replication of successful approaches across the country.***

This online portal will be a living resource, regulated by a small panel of experts and updated regularly. It will be designed in a way that encourages effective communication between partners, through the sharing of methodologies, results, practical advice and feedback, and the provision of robust evidence of positive outcomes.

6. *Presentation Plan for Centrally-Held Data: The Scottish Government will work with COSLA and other national and local partners to agree, by the end of 2009, a new presentation plan for the release of information gathered centrally about local action and outcomes related to tackling ASB.* The new Media and Communications Network will oversee the development of the plan, which will be aimed at ensuring the new representative, meaningful and outcome-focused data collected centrally is presented in a helpful fashion (in terms of design, frequency and timing) for stakeholders.
7. *Role-Models and Mentors: The Scottish Government, COSLA and other national partners will, by autumn 2009, outline a range of measures aimed at encouraging more people to act as role-models and mentors.* These measures, which will build on existing volunteer schemes, will include seeking the support of high-profile and successful individuals to endorse opportunities for engaging in positive behaviour and providing funding for the development and testing of new ways of recruiting, training and developing local role-models and mentors. Particular attention will be paid to addressing the lack of young male role-models and mentors.
8. *Public Reassurance Training: ACPOS, COSLA and the Scottish Government will work together to deliver, by spring 2010, a public reassurance training scheme for all relevant frontline police and council staff, (to be determined locally) based around the ACPOS Public Reassurance Strategy.* This course will be aimed at developing point-of-contact communication skills and promoting the regular sharing of information and intelligence with communities to help reduce fear of crime and disorder and improve public satisfaction with local agency performance.
9. *Communicating with Young People: The Scottish Government, COSLA and other national partners will develop, by early 2010, shared guidance for national and local agencies on how they can best communicate and engage with young people of all backgrounds on ASB issues.* To inform the development of this guidance, which will build upon the Young Scot Active initiative and the existing guidance *Engaging Children and Young People in Community Planning*, the Scottish Government will consult with youth organisations and young people; commission communications experts to develop a new strategic youth engagement plan; and look for opportunities to develop coverage of this issue within national public attitude surveys.

10. Short Guide for the Public on ASB: The Scottish Government, COSLA and other national partners will produce, by the end of 2009, a short guide on ASB for members of the public, to be written in accessible language and contain information of particular relevance to communities. A version for young people will also be produced. The guides will look to define ASB and the role of different agencies involved in tackling it; raise awareness of national policy and local services; and advise the public about action they can take. It will also set out how national policy on ASB takes account of diversity and promotes equality.

Local Recommendations

- 1. Communicating a revised PIER* Model: The Scottish Government, COSLA and other national partners recommend that local agencies, taking their lead from the new Media and Communications Network, look for ways to raise public awareness of the full range of methods they use to tackle ASB.** Marketing the benefits of prevention and early intervention (including long-term public expenditure benefits), in addition to enforcement, will help reassure the public that long-term solutions are being developed and foster realistic and proportionate expectations.
- 2. National Policy Position Statements: The Scottish Government, COSLA and other national partners recommend that local agencies take cognisance of the National Policy Position Statements to be launched by the end of 2009 and ensure local practice is tailored accordingly.** These statements will present a coherent cross-policy position agreed by key national organisations on often divisive ASB issues and measures and they should be seen as the starting point for developing local policy and practice, and resolving conflict.
- 3. Good Practice Examples: The Scottish Government, COSLA and other national partners recommend that local agencies develop good practice examples around their most successful work to tackle ASB and submit these for inclusion on the online database that will be developed nationally by the end of 2009.** Further guidance, templates and support will be provided closer to the launch of the online portal, but local partners should focus on ensuring projects or approaches are evaluated and that examples can be backed-up with meaningful data, third-party endorsement and guidance for those wishing to follow their example.
- 4. Role-Models and Mentors: The Scottish Government, COSLA and other national partners recommend that local agencies look for opportunities to support or establish services which provide role-models and mentors for young people and others.** Particular attention is required to encourage more young male role-models and mentors to volunteer and communications activity should highlight the positive impact of these roles through the media and within local communities. Advice on appropriate action should be sought from the Scottish Mentoring Network²¹.

²¹ www.scottishmentoringnetwork.co.uk/

* PIER stands for Prevention, early Intervention, Enforcement, Rehabilitation

5. *Public Reassurance Training: The Scottish Government, COSLA and other national partners recommend that all relevant frontline police and council officers - to be determined locally - who have regular contact with the public on ASB matters attend the new Public Reassurance training programme when it is established in spring 2010.* In addition, we recommend that senior officers champion the approach locally.
6. *Engaging with Young People: The Scottish Government, COSLA and other national partners recommend that local agencies explore new ways of engaging young people on their own terms to ensure they are able to input meaningfully into the development of local strategies, the design of local services, and the production of marketing activity.* Pending the production of national guidance in early 2010, advice on appropriate engagement methods for different situations should be sought from organisations in the youth sector such as YouthLink Scotland, Young Scot, Youth Scotland and the Scottish Youth Parliament, and outwith from the Scottish Centre for Intergenerational Practice and the Scottish Mentoring Network.

Conclusion

6.13 There has been too much media attention on the involvement of young people in ASB and on the use of ASBOs. There is a need to ensure media reporting on ASB and public understanding of community

problems and solutions are evidence-based. We want to focus on **promoting positive outcomes** by engaging the antisocial minority in positive activities and for working cooperatively with the media.

6.14 The lack of quality role-models and mentors for young people and adults has made **promoting positive outcomes** more difficult and concerted efforts are required to engage successful and influential celebrities and peer-educators in endorsing the choices and chances available for all and particularly those who need them most.

6.15 Public reassurance work is required to increase awareness of **positive outcomes**, reduce fear of crime and disorder and emphasise the benefits of focusing efforts on prevention and early and effective intervention.

6.16 Finally, there is a need for national and local bodies to work more closely together to achieve all of the above and to agree and coordinate marketing and communications activity around ASB.

Further information

- Further Good Practice Examples on communications can be found at Annex F.
- The Scottish Government's position on young people in relation to ASB and wider policy linkages is set out in Annex H.

Please note annexes are available in a separate document - see www.scotland.gov.uk

KEY POINTS

- A collective **commitment is sought from local partners** to implement this Framework. National partners stand ready to provide support.
- **This Framework is not isolated in calling for a more prevention-focused approach:** other social policy frameworks, namely the Early Years Framework, are already rebuilding the policy landscape in this regard.
- Funding will be delivered through **record levels of investment** in the police service, local government and fire and rescue services. We cannot rely on large amounts of new money to deliver this Framework: we **need to realign existing resources** from crisis-management to prevention and early intervention.
- There is not a “magic solution” not already being delivered somewhere by local partners so we are not prescribing new services but looking to **promote good practice and make excellence the norm.**
- The Scottish Government has a crucial role to play in providing **leadership, evidence and support** and is strengthening its central support function in relation to antisocial behaviour.
- We will develop an **implementation plan** by summer 2009, establish an **implementation group** to oversee delivery and present **progress reports** to Parliament annually until 2011-12.
- We will ensure antisocial behaviour is seen within the **wider community safety context** and utilise the principles of this Framework across the full range of community safety policy.

7.1 The review of national antisocial behaviour policy has been targeted, focusing on the areas of legislation and practice where improvements are most needed and where the most significant gains can be made. Seeking to repeal the Antisocial Behaviour etc. (Scotland) Act 2004 ('the 2004 Act') or abandoning wholesale what went before was never envisaged. In fact, the terms of reference for the review explicitly ruled this out. Nevertheless, in setting a new strategic direction, where

prevention rather than enforcement is the primary focus, this Framework marks a significant shift in policy away from the simplistic quick-fixes of the past towards the smarter solutions of the future.

7.2 We do not underestimate the challenge that such a shift in strategic direction presents for local partners. Service delivery will need to change, as will partnership working, community engagement and communications activity. This will take time, effort

and the redeployment of staff and resources. Results will not be realised overnight and the speed of progress will vary across the country depending on how well-placed local agencies already are to deliver a prevention-focused, intelligence-led, partnership-based, community-driven and positively-communicated approach.

7.3 A collective commitment from local partners to implement this Framework through continuous improvement is needed. The national partners involved in this review recognise their responsibilities and stand ready to support local partners in delivering this Framework. By spreading good practice we can realise the goals within this Framework - delivering the National Actions and Local Recommendations; the Strategic Aims; the four pillars of better **prevention**, closer **integration**, enhanced **engagement** and improved **communication**; and the required reduction in antisocial behaviour (ASB). Through this we will contribute to National Outcomes 9 to 11; the **Safer and Stronger** Strategic Objective; and - ultimately - the Government's unifying Purpose of creating a successful, flourishing country.

7.4 This Framework is not isolated in calling for a more prevention-focused approach. Other national social policy frameworks are already rebuilding the policy landscape in this regard and laying the groundwork for the delivery of this Framework. For example, the *Early Years Framework* has already signalled the need to move from intervening when a crisis has happened to providing the right support at the right time to prevent crisis situations developing in the first place. Specifically, it calls for resources already available in the system to be realigned to the prevention agenda.

7.5 The *Early Years Framework* recognises that within the context of a modest projected growth in public spending, we cannot rely on large amounts of new money being available to implement its ambitious new agenda. Its aims will only be realised if existing resources are realigned and resources from crisis-intervention are transferred into prevention and early intervention. As already recognised in this Framework, the more successful we become at prevention and early intervention (building the capacity of people to secure **positive outcomes** themselves), the less need there will be for costly crisis-management and enforcement action, freeing-up significant resources for reinvesting in preventative work.

7.6 In delivering this Framework we aim to capitalise on the work local agencies should already be doing to realign their strategic outlook and service provision in fulfilling related social policy frameworks, such as the *Early Years Framework*. It is these frameworks that are driving the prevention and early intervention agenda.

7.7 The review of national ASB policy has confirmed that there is excellent practice underway throughout Scotland and our evidence-gathering has not uncovered a "magic solution" that is not already being delivered somewhere by local partners. So, we are looking to encourage a shift in practice to make the excellence the norm; we are not prescribing new services. This means significant additional funding to tackle ASB should not be needed.

7.8 Funding matters, but this will be delivered through the record levels of investment in the Scottish Police Service, local

government, and Fire and Rescue Services. This will all contribute significantly to the **positive outcomes** we are seeking. However, the Scottish Government is committed to specific additional expenditure through initiatives such as the CashBack for Communities programme. So no new central funding does not mean that the Scottish Government is unable to support local agencies in delivering this Framework. Far from it: under the Concordat, the Scottish Government has a crucial role to play in providing **leadership, evidence and support**. This includes strategic direction, guidance and advice, good practice information, an evidence-base, reliable data, analytical support, and support for test-sites and pilot initiatives.

7.9 The Scottish Government is strengthening its central support function in relation to ASB by bringing in a range of expert secondees who will coordinate the support that local partners need to implement this review. There are specific National Actions within Chapter 6 which set out what further commitments we have made to strengthen the support available for ASB practitioners.

7.10 The Scottish Government, the Convention of Scottish Local Authorities (COSLA) and the other review partners are keen to work closely with local agencies in delivering the 25 Local Recommendations outlined in this Framework. To ensure that the principles of this Framework are widely disseminated and adopted, and deliver **positive outcomes**, we have established six National Delivery Actions, as set out at the end of this chapter. These indicate that a specific implementation plan will be published in summer 2009, to be overseen by an implementation group, and that progress in implementing the Framework will be reported to

Parliament annually, at least until 2011-12.

7.11 Finally, to ensure that the benefits of this Framework are maximised, the principles and techniques it advocates will be adopted and developed for the delivery of the wider community safety agenda. We will ensure that ASB is seen within the wider community safety context and look to exploit opportunities to streamline - or replicate as appropriate - structures, approaches and activities across the full range of community safety policy.

National Actions for the Implementation of this Framework

- 1. Dissemination: The Scottish Government, COSLA and other review partners will, during the course of 2009, disseminate the findings of this review through national conferences and briefing events across the country for local practitioners, voluntary organisations and others.** The aim of these events will be to ensure the principles of the Framework are understood and adopted, the commitments and recommendations made are acted upon and the partnerships identified as necessary for successful delivery are developed.
- 2. Implementation Plan: The Scottish Government, COSLA and other review partners will develop a detailed implementation plan by summer 2009 to ensure the National Actions and Local Recommendations are acted upon in a coordinated and timely manner.** The development of the plan will be overseen by a new strategic and operational

Implementation Groups and its delivery will form the basis of annual progress reports to Parliament.

3. **Implementation Group: The Scottish Government, COSLA and other review partners will establish an Implementation Group by summer 2009 to take over the baton from the Expert Advisory Group (EAG) which oversaw the review process.** This group will include both strategic and operational components and will help drive forward the implementation of National Actions and Local Recommendations via a coordinated implementation plan. It will also help coordinate early-adopters and test-sites and oversee the production of annual reports to Parliament. Organisations on the EAG will be represented on the new Implementation Group along with new members from practitioner networks, Community Justice Authorities and the health, housing and education sectors. The EAG will continue to act in an advisory capacity during the transitional phase of this Framework, from dissemination to delivery, and it is expected that the National Community Safety Strategic Group and relevant COSLA Executive Groups will provide high-level oversight.
4. **Early-Adopters and Test-Sites: The Scottish Government, COSLA and other review partners will work with a number of local agencies across the country throughout 2009-10 and 2010-11 to pilot specific new approaches and demonstrate the effectiveness of realigning services with the principles of this Framework.** The agencies will include local authority, police and fire and rescue partners and will cover both rural and urban areas.
5. **Wider adoption and support: Member organisations on the review's EAG, such as COSLA, the Society of Local Authority Chief Executives and Senior Managers (SOLACE), the Association of Chief Police Officers in Scotland (ACPOS) and the Chief Fire Officers' Association Scotland (CFOAS) fully endorse the principles of this Framework and will work closely with their members to ensure they reconfigure their local services accordingly.** The commitments and recommendations made within this Framework are equally owned and shared by all partners on the EAG and will be delivered in partnership. The Scottish Government will assist local partners in delivering Local Recommendations and ensuring their Single Outcome Agreements (SOAs) fully reflect the new approach through targeted support for specific initiatives and national bodies and through the provision of a revamped practitioner support service.
6. **Progress Reports to Parliament: The Scottish Government, COSLA and other review partners will report to Parliament annually on progress (at least until 2011-12) on a collective basis.** The report will focus on providing an update on progress made in delivering the National Actions and Local Recommendations within this Framework, with a particular emphasis on the positive outcomes these actions have delivered.

8. Outcomes

KEY POINTS

- The success of this Framework should be measured in terms of whether there is a **reduction in antisocial behaviour** and an **increase in quality of life**.
- The **National Performance Framework** provides **shared outcomes** across the public sector and this Framework contributes particularly to **National Outcomes 9-11**.
- The **current economic climate** obviously provides an **additional challenge** for us all in delivering **positive outcomes** but the **structural change** being adopted through the National Performance Framework gives us the best chance of success.
- **Scotland Performs** (www.scotland.gov.uk/about/scotperforms) provides a means of tracking progress at the national level, while **Single Outcome Agreements** measure local progress.
- The Scottish Government has worked in **close partnership** with national bodies in developing this Framework and will continue to do so as we implement it
- The Scottish Government will not judge success on the number of times enforcement measures, such as Antisocial Behaviour Orders (ASBOs), are used. **It is positive outcomes that matter to communities** and preventing antisocial behaviour occurring in the first place is the best outcome of all.

What will success look like?

8.1 For most antisocial behaviour (ASB) practitioners and members of the public, the success of this Framework should be measured in terms of whether ASB reduces and quality of life increases.

The National Performance Framework

8.2 As already indicated, the National Performance Framework sets out the outcomes we are trying to achieve. It provides a set of 15 National Outcomes across the five strategic objectives (including the **Safer and Stronger** one), all of which are

relevant to the creation of **safer and stronger** communities. However, the six outlined below are particularly relevant to the **safer and stronger** objective and the three emboldened ones are the most critical. These outcomes express in generic terms what success will look like.

- **We live in well-designed, sustainable places where we are able to access the amenities and services we need.**
- **We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.**
- We have tackled the significant inequalities in Scottish society.

- **We live our lives safe from crime, disorder and danger.**
- We have improved the life chances for children, young people and families at risk.
- Our public services are high quality, continually improving, efficient and responsive to local people's needs.
- decrease the proportion of **individuals living in poverty**;
- improve **public sector efficiency** through the generation of 2 percent cash releasing efficiency savings per annum; and
- improve people's perceptions of the **quality of public services delivered.**

8.3 The above outcomes are subjective measures, and how successful we are in achieving them will depend on people's perceptions as well as on real improvements. In order to provide a quantitative measure of success against these outcomes, the National Performance Framework provides 45 National Indicators (which also cover perceptions). Of these, the delivery of the following 11 can be seen to have most relevance to those working in partnership to deliver **safer and stronger** communities:

- reduce overall **reconviction rates** by 2 percentage point by 2011;
- reduce overall **crime victimisation** rates by 2 percentage points by 2011;
- increase the percentage of criminal cases dealt with within 26 weeks by 3 percentage points by 2011;
- increase the rate of **new house building**;
- increase the percentage of adults who rate their **neighbourhood** as a good place to live;
- decrease estimated number of problem **drug users** in Scotland by 2011;
- increase positive public perception of the general **crime rate** in the local area;
- increase the overall proportion of **area child protection committees** receiving positive inspection reports;

8.4 The above outcomes and indicators are crucial components of the National Performance Framework, which provides a clear structure for all of our work. But the people of Scotland are entitled to ask themselves - "*what difference does the National Performance Framework make to me?*". The difference it will make will be if it encourages a better performance from the public sector and other partners as a result. If partnership working improves because we have a shared Purpose and a clear route towards achieving it through shared objectives and shared outcomes, then the public will see the results on their doorsteps.

8.5 By reducing ASB and contributing to the delivery of the 11 indicators highlighted above we will make our communities **safer and stronger**. This will provide the following picture of success, as defined by the Government Economic Strategy, which also illustrates how making our communities **safer and stronger** will lead to increasing sustainable economic growth:

- *By making our communities safer and stronger, we will increase the attractiveness of Scotland as a place to live and work, attract talented migrants and high quality businesses, reduce out-migration and secure the productive engagement in proactive activity of an even higher proportion of the population.*

- *Increasing social equity in Scotland has the potential to reconnect large numbers of people in disadvantaged groups and communities to the mainstream economy, fulfilling their potential, increasing participation and growth and building stronger and safer communities.*
- *An effective housing market, including a good supply of affordable housing is key. By ensuring that the housing and planning systems are responsive to demand, we will improve affordability and increase effective labour supply in growing areas.*
- *Effective regeneration, by linking opportunities with need, will increase participation and help realise the potential of our places.*
- *Effective and modern legal and criminal justice systems, underpinning a safer and stronger Scotland, provide an essential sound basis for conducting business and securing growth.*
- *Reducing crime and re-offending will improve life-chances of offenders, their families and communities, increasing their capacity to participate fully in the economy. An effective justice system contributes to reduced ASB and fear of crime, and our efforts to tackle discrimination and intolerance help to make life safer and to increase Scotland's attractiveness.*

8.6 The current economic climate obviously provides an additional challenge for us all in delivering these **positive outcomes**. Yet, while dealing with these more immediate challenges, we must remain focused on our overarching Purpose and

on delivering the structural change that will improve public services in Scotland over the long-term.

Scotland Performs

8.7 So, if the National Outcomes, National Indicators and a strong economy describe what success will look like, how will progress be measured? The answer is through Scotland Performs²², which allows us to track progress against the National Performance Framework and simultaneously provide transparent and accessible accountability, so that members of the public can see progress being made and judge the country's performance.

8.8 Scotland Performs draws on the success of the outcomes-based performance model used in the Commonwealth of Virginia in the United States. Its assessments of Scotland's progress are reliable and based on the best, most-up-to-date evidence, and are accompanied by a note explaining how our analysts have made their assessment, using clear and objective data. Information on Scotland Performs is continually updated as new statistical data comes in. Over time, and as more data become available, we will be providing further assessments of progress towards delivery.

8.9 The provision of Scotland Performs marks a strengthening of our accountability tools and allows members of the public to see the progress being made and judge our performance on the closest we can get to a real time basis. This marks a new and radical departure in the way we report on the progress made by government at all levels in Scotland.

22 Scotland Performs website: www.scotland.gov.uk/About/scotPerforms

8.10 We are also committed to improving data provision by developing the usefulness of national public attitude surveys to assist national and local partners determine public priorities and monitor success.

Single Outcome Agreements

8.11 Scotland Performs provides a means of tracking progress at the national level, but progress also needs to be measured at the local level. This will be done through Single Outcome Agreements (SOAs). These agreements mark a major change in the way local authorities in Scotland operate. They commit councils to contribute to our national outcomes, while freeing individual local authorities to make decisions about how to do this locally, based on local priorities.

8.12 A crucial challenge in the months and years ahead is to engage more actively with the rest of the public sector, beyond local authorities. Achieving that will be a real addition to our success with this new approach and our strength of focus on the Purpose.

8.13 The Scottish Government and the Convention of Scottish Local Authorities (COSLA) have worked together closely on the review of national antisocial behaviour policy and the development of this Framework, both at Ministerial and official levels. We want to build on that strong relationship in implementing this Framework, to ensure that the principles it sets and the recommendations it makes are translated into action that is recorded in future SOAs. The Scottish Government sees this as a crucial area of work and we will work closely with local authorities and other local partners to support them in turning theory into practice and recording their progress in this way.

8.14 A key challenge for local partners is linking SOAs and the national priorities they encapsulate with local community plans and the local needs they look to address. ASB outcomes are well represented in most local agencies' SOAs, but further work is required to improve the coverage and relevance of local indicators and determine priorities across and within the range of policy areas included. There is also a need to clarify the contribution and accountability of non-local authority partners through SOAs and how these agreements relate to other national performance frameworks such as the Scottish Police Performance Framework.

8.15 The Scottish Government will look for ways to engage local partners in developing the SOA process, to ensure it is as relevant and useful as possible. Where necessary, we will produce guidance to help partners understand how best they can accommodate ASB within their SOAs.

8.16 One thing we are clear about - unlike the previous administration, we will not judge success on the number of times enforcement measures, such as Antisocial Behaviour Orders (ASBOs), are used. **It is outcomes that matter to communities** and high use of legal measures could be as likely to signal failure as it is to signal success. While we want to see proportionate, appropriate and timely use of enforcement action, we think communities are better served if problems do not materialise at all or escalate to the level where enforcement becomes necessary. **Prevention and early and effective intervention should be the primary focus and success will be judged on the outcomes such an approach delivers, not on the inputs and processes used to deliver it.**

9. Conclusion

KEY POINTS

- This Framework is about **promoting positive outcomes** through the four pillars of **prevention, integration, engagement and communication**.
- We need to address the **underlying causes** of antisocial behaviour, including drink, drugs and deprivation, if we are to deliver **long-term sustainable solutions** for communities.
- We will **not seek to repeal the Antisocial Behaviour etc. (Scotland) Act 2004** given the useful tools it provides. However, enforcement action alone will not solve the deep-seated problems that fuel disorder. This Framework represents a much more balanced approach that provides **smarter solutions not short-term quick-fixes**.
- This Framework is the **springboard for action** and we are encouraged by the **commitment and support** there is for this new approach from all of the key partners involved.
- Our **primary focus will be on promoting positive outcomes** and contributing to the **unifying Purpose of government** - to create a flourishing and successful Scotland through increasing sustainable economic growth.

9.1 This Framework is about **promoting positive outcomes** - through **prevention, integration, engagement and communication**. It recognises that most communities are good places to live and work, but that too many, particularly those in our most deprived areas, still suffer as a result of antisocial behaviour (ASB). It believes that we will not fix this problem until we realise that it is a symptom of much deeper issues, including drink, drugs and deprivation.

9.2 The key message of this Framework is that communities are best served by not having to experience ASB in the first place and as such **prevention, through meaningful community engagement, should be the focus of local approaches**.

It is only by preventing problems before they occur, or intervening early when they do, that we will deliver long-term sustainable solutions for communities.

9.3 The media and political obsession with Antisocial Behaviour Orders (ASBOs) has been unhelpful. They are useful, but only one of the tools in the box. Enforcement measures alone will not solve the deep-rooted problems that cause ASB, and in some circumstances can be counterproductive. The focus on ASBOs has certainly fuelled the flames of the negative reporting and the demonisation of young people that we seek to overcome.

9.4 The enforcement measures provided by the Antisocial Behaviour etc.

(Scotland) Act 2004 will remain available for use, but as part of a much more balanced approach. **The change in emphasis, to place prevention and early and effective intervention at the heart of action to tackle ASB, marks a significant shift in policy: a shift away from a short-sighted approach of trying to use simple quick-fixes to solve deep-seated problems towards smarter solutions.**

9.5 We realise that the challenge still remains - this Framework only marks the beginning of the process and cannot be implemented overnight, or deliver instant results. But we are encouraged and reassured by the commitment and support there is for this new approach from all of the key partners involved in making our communities **safer and stronger**.

9.6 This new Framework provides the springboard for action. It has been designed in a way that means it cannot be put on a shelf and forgotten about. An implementation plan will follow in summer 2009 to detail how the numerous commitments and recommendations made within these pages will be delivered. A report on progress will be presented to Parliament annually for the next three years.

9.7 The commitment and support of key national bodies, such as the Convention of Scottish Local Authorities (COSLA), the Society of Local Authority Chief Executives and Senior Managers (SOLACE), the Association of Chief Police Officers in Scotland (ACPOS), the Scottish Children's Reporter Administration (SCRA), and the Chief Fire Officers' Association Scotland (CFOAS), means that local agencies will be encouraged and supported to change the way they tackle ASB. It will take longer for some to get there than others but we are committed to ensuring that all areas of Scotland benefit from this new approach.

9.8 Our primary focus will be on **positive outcomes**, and success will be measured through Single Outcome Agreements and Scotland Performs, not the number of times enforcement measures are used.

9.9 The Scottish Government is developing its support function to ensure local partners are assisted in delivering this Framework. **We want all local agencies to see the link between what they are doing daily to tackle ASB and the unifying Purpose of government - to create a flourishing and successful Scotland through increasing sustainable economic growth. It is only by seeing where our milestones are leading us that we can be sure of success.**



The Scottish
Government

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