



Contents

Aims of Document	1
Introduction	1
Background	1
Work at a National Level	1
Task Groups	2
Development of Strategy	3
Structure	3
Definition of ASB	3
Extent of ASB	4
Process	4
Work of Group	5
Information Sharing	6
Evidence Gathering	6
Links	6
Racial Harassment	6
Communications	7
Responses	7
Thematic Groups	8
Graffiti and Flyposting	9
Alcohol Abuse	13
Aggressive Begging	13
Disruptive Young People	15
Misuse of Public Toilets	16

Aim of Document

The aim of this document is to show how Anti-social Behaviour in Cambridge City will be tackled. The document is supported by a wide range of local agencies and was prepared by the Cambridge City Anti-Social Behaviour Task Group ("the Task Group"), a multi-agency forum.

The Cambridge City Anti-Social Behaviour Task Group was formed to:

"reduce the incidents of serious and persistent anti-social behaviour in the City of Cambridge by working in partnership with local people and agencies"

Introduction

Anti-social Behaviour by individuals or groups of people can be anything from low level persistent nuisance to serious violence and criminal behaviour. It can include aggressive and threatening language and behaviour, violence against people and property and hate behaviour that targets members of identified groups because of their perceived differences.

Anti-social behaviour is a problem that can affect the quality of life for all residents in Cambridge regardless of their type of tenure.

When anti-social behaviour problems are referred to Problem Solving Groups they will look to assess their seriousness and respond at the earliest possible opportunity, before the problem develops and further distress is caused to victims.

If perpetrators of low level persistent nuisance, such as young people routinely gathering around a shop entrance to intimidate users, continue with their behaviours after being warned about their conduct or fail to take up positive alternatives offered the Task Group will look to take tough action against them using the range of enforcement powers currently available.

The Task Group wishes to work with local communities in preventing anti-social behaviour and wants to achieve a balance between prevention and enforcement actions.



This document outlines a strategy for reducing serious anti-social behaviour in Cambridge. The Task Group will seek to promote the involvement of local people, as a key part of resisting anti-social behaviour, and will look to inform vulnerable communities that anti-social behaviour need not be tolerated. The communication of the message to potential perpetrators, that if they behave badly there will be uncomfortable consequences for them, will be vital to the success of an Anti-social Behaviour strategy.

Background

Crime and Disorder Partnerships have been set up across England to bring together local people, the police, local authorities and other public agencies to reduce crime and help tackle its causes. Each partnership has produced a Crime and Disorder Reduction Strategy and set local targets. The Cambridge Community Safety Partnership ("the Partnership") was formed in 1998. The Partnership produced its second 3 year strategy for reducing crime and disorder in Cambridge on 1 April 2002. Anti-social Behaviour is one of the priority areas contained within the Partnership's strategy and this document expands upon the aims and actions shown in it.

Work at a National Level

At a national level the government has provided legal tools to help local authorities and the police to combat incidents of serious and persistent anti-social behaviour. One of these tools is the Anti-social Behaviour Order. Proposals for increasing the effectiveness of Anti-social Behaviour Orders, which are civil orders made by a court, have been included within the Police Reform Bill. When these improvements become available the Task Group will look at how they can be used to further protect communities in Cambridge.

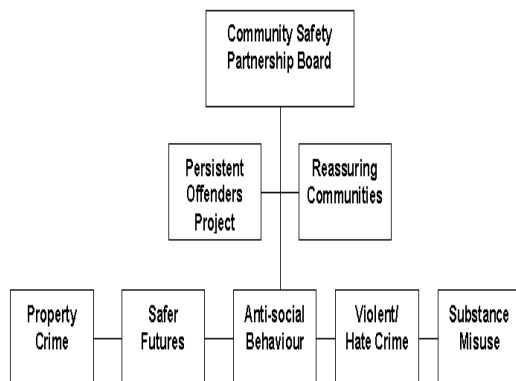
The Task Group will also review best practice as it is disseminated and revised guidance to improve the operation of Anti-social Behaviour Orders locally. Landlords who are a part of the Task Group will have regard for the Consultation Paper on Tackling Anti-social Tenants and will follow the Code of Practice for Social Landlords on Tackling Racial Harassment.

The Government's Crime Reduction Strategy and Neighbourhood Renewal Strategy recognise that a wide range of measures can be used to reduce levels of anti-social behaviour in communities. The Task Group will take these approaches into account. A "toolkit" has been prepared on the Government's Crime Reduction website, which will be referred to by the Task Group.

Task Groups

For each of the priorities areas set out by the Cambridge Community Safety Partnership Task Groups, consisting of local agencies and local people, have been set up to develop action plans to reduce crime and disorder.

Task Group Priority Areas



Cambridge Anti-social Behaviour Task Group

The Task Group consists of people from the public, voluntary and commercial sectors in Cambridge who have an interest in tackling anti-social behaviour. The current membership includes:

Membership of Task Group

- Cambridge City Council City Homes
- Cambridgeshire Police Service
- Cambridgeshire Probation Service
- Cambridge Chamber of Commerce
- Cambridgeshire County Council Education Service
- Cambridgeshire County Council Social Services
- Representative of Registered Social Landlords
- The Cambridge Federation of Tenants, Leaseholders and Residents
- Cambridge and District Community Mediation Services
- Cambridge Victim Support Service
- Cambridgeshire Youth Offender Team
- Government Office for the Eastern Region
- Cambridge City Council Youth Development Service
- Cambridgeshire Connexions Service
- Cambridgeshire Fire and Rescue Service

The main responsibilities of the Task Group are shown in below.

Main Responsibilities of Group

- to investigate referrals of serious, persistent anti-social behaviour, using current powers, to change the behaviours of perpetrators
- to carry out preventative work around themes that are of concern to local people and in geographical locations where anti-social behaviour is concentrated
- to achieve realistic but challenging and sustainable targets for reducing anti-social behaviour in Cambridge City
- to publicise the work of the Group so citizens can gain confidence that anti-social behaviour is being taken seriously and potential perpetrators are deterred

In order to fulfil its responsibilities the Task Group has set out its “terms of reference”. These are shown below.

Terms of Reference

- To co-ordinate the work of the Task Group with other Tasks Groups set up by the Partnerships
- To manage the implementation of the Anti-social Behaviour Strategy
- To identify anti-social behaviour themes and trends as they emerge
- To respond to these themes and trends by setting up Thematic Groups, using the SARA approach, to reduce levels of anti-social behaviour
- To monitor the action plans set out by the Thematic Groups and to evaluation project outcomes
- To coordinate the work of the Thematic Groups
- To ensure the effective working of Problem Solving Groups

Development of the Strategy

The Anti-social Behaviour Strategy will be pursued along two main threads, reactive work through problem solving groups, and preventative work through thematic, issue-based groups. The outcomes of reactive work, such as protecting victims, will mainly occur in the short term whilst those for some of the preventative work, such as providing diversionary activities, may occur in the longer term, perhaps 15 to 20 years.

Responses to each of the themes will be developed at different speeds, depending on resources available. The Government has signalled that it may look for local authorities to set up “dedicated” anti-social behaviour teams. The City Council has recently completed a Best Value Fundamental Service Review of Community Safety and this is an option that may be discussed by partners in the future.

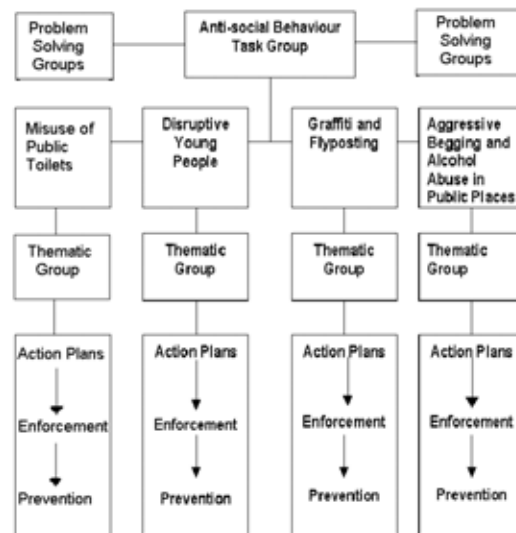
The Task Group will develop an action plan to show how the strategy will be implemented and then monitored.

Main threads of the Anti-social Behaviour Strategy

- Responses to problems or “outbreaks” of anti-social behaviour in the community using Problem Solving Groups; and,
- Themed responses to identified priority issues based on community concerns using sub-groups to draw up plans for each issue.

Structure of the Task Group

The structure of the Task Group, with Problem Solving Groups and Thematic Groups, is shown below.



Definition of Anti-social Behaviour

To set the boundaries for the Group’s work the following broad definition of anti-social behaviour has been agreed by the Group:

Definition of Anti-social Behaviour

“where there is persistent conduct which causes or is likely to cause alarm, distress or harassment, or an act or situation which is, or has the potential to be, detrimental to the quality of life of a resident or visitor to Cambridge City.”

The Group will further refine this definition, as categories for measuring anti-social behaviour are set out. Under the terms of the Crime and Disorder Act 1998 anti-social behaviour is understood by reference to the term “anti-social manner” which is defined in section 1 as “a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household”.

One of the core values of the Group is that:

Core Value Driving Task Group

“individuals, families and local communities in Cambridge City should be able to lead their lives freely and without fear in a safe and secure environment”

Fear of crime and disorder can affect the quality of life of people and is sometimes felt more strongly by vulnerable groups. Anti-social behaviour can be a barrier preventing local people leading full lives. All the public agencies involved with the Task Group wish to improve the quality of life for the citizens of Cambridge.

The Extent of Anti-social Behaviour in Cambridge

The extent of serious anti-social behaviour by individuals or groups in Cambridge City is difficult to assess. Certain categories of behaviour - such as intimidation by large groups of young people, noise, graffiti and vandalism, uncontrolled pets, and being drunk in public - are usually under-reported and not recorded in an accessible way. When these types of behaviours combine and are repeated over a long period of time they can become extremely distressing in their own right.

The Group is committed to improving the reporting of anti-social behaviour and the development and monitoring of suitable indicators. In the meantime referrals to the group and other data are being used as a guide to assess the extent of the local problem.



From surveys of local people it is known that there is a high level of concern about anti-social behaviours in the City. The City Council's Citizens' Panel revealed that one in ten people said they felt very concerned about anti-social behaviours. In some wards this level of concern is greater than in others. In the same survey eight out of ten people said that they felt safe or very safe in the neighbourhood they live in. Respondents in Kings Hedges and Arbury wards felt least safe in comparison to residents in other wards.

Reports about anti-social behaviour are received from a variety of sources. These include direct reports from consultative forums - such as the police and community consultative groups or residents groups – or individuals who have to live with these problems. Complaints about perpetrators are usually made to a front line service, such as the City Council's Housing Department or to Street Wardens patrolling neighbourhoods, who will initially record and investigate problems directly.

Process

Where it is felt that the behaviour of individuals cannot be changed using the existing powers available to agencies, such as the enforcement of tenancy agreements, or that the behaviours require the attention of a number of different agencies, such as the police or social services, the case will be referred to either the City Council or Police lead officer for anti-social behaviour.

The lead officer will decide if the behaviour falls within the definition agreed by partners for anti-social behaviour. This will be considered in terms of whether the behaviours are serious, causing or likely to cause harassment, alarm and distress, and are persistent over a period of time and cannot be dealt with adequately through the prosecution of perpetrators for a single one-off incident or criminal act.

To assist the gathering of evidence the lead officer will provide incident report forms to the contact officers dealing with the case for issue to victims and witnesses. Depending on the type of anti-social behaviour being considered the lead officer may seek to initiate early interventions to try and prevent the behaviours from continuing.

The lead officer will be able to draw on a “treasure chest” of £10,000 which was allocated as a one off grant from the City Council’s Safer City Grant. This will be used to deploy detached youth workers to areas where young people are gathering and causing nuisance. The detached youth workers will seek to define the problem with the young people and advise the lead officer of possible solutions. Mainstream services, such as Community Development, will be consulted and in some cases funding for diversionary projects targeted at specific individuals to modify their behaviours will be provided. Targeted work with young offenders will usually involve the Youth Offending Team. If the behaviours of individuals do not change the lead officer will, after consulting key agencies, authorise the issuing of Acceptable Behaviour Contracts.

Where it is thought that it is necessary to protect an individual, a group of people or a community, and it is a proportionate step to take, the lead officer will convene a Problem Solving Group (“PSG”) to consider an application for an Anti-social Behaviour Order.

Work of the Task Group

The main focus of work so far has been through Problem Solving Groups. PSG’s in Cambridge have been dealing with serious incidents of anti-social behaviour for nearly two years. In the past year the behaviour of 42 people has been referred to PSG’s for formal investigation.

To date one Anti-Social Behaviour Order has been obtained by the Task Group. An Order prevents the defendant from doing anything specified within it. A breach of the Order is a criminal offence attracting stiff penalties of up to five years imprisonment.



In the other cases considered, the behaviours of individuals were changed sufficiently for Orders not to be pursued. These cases were also successes for the Group. Progress is monitored by the PSG and, where no further significant instances of anti-social behaviour occur within a six month period, a close down report is written and the case is closed.

Case Study 1: Problem Solving Group Approach

In late 1999 Cambridgeshire Constabulary received reports from local people of serious and persistent nuisance and disorder caused by a group of young people in the Buchan Street area. Initially the police sought to make use of the new Anti Social Behaviour Order (ASBO) to prevent the perpetrators from continuing with the behaviours. As the police began to gather evidence and talk to other local agencies, such as the City Council, Registered Social Landlords, Youth Development Team, Student Support and the Youth Offending Team, it was found that each had a knowledge of the individuals involved and could contribute towards a solution. A problem solving group was quickly formed and as a result of the actions implemented by the group the problems in the area ceased by the close of 1999.

Around 20 incidents of anti-social behaviour investigated by PSG's have been concentrated in nine areas of the City. The perpetrators to date have been, in the main, young people (under 25 years of age). The behaviours have involved, racial harassment, intimidation, criminal damage and graffiti. In combating anti-social behaviour, the Group has mostly been concerned with effective enforcement. This balance will change as the Group widens its scope to include preventative work.

Information Sharing

The multi-agency Problem Solving Group approach enables agencies to better share information to evaluate community safety needs. For each case an individual action plan is prepared to which agencies jointly commit resources. It is the responsibility of delegates to the Problem Solving Group to ensure they have the authority to disclose information held by their respective organisations on their behalf.

An Anti-social Behaviour Protocol has been developed for Cambridgeshire and has been adopted by the Cambridge Anti-social Behaviour Task Group. It allows each district group some flexibility in responding to anti-social behaviour problems but recognises that “drift and delay” does not occur, prolonging the problem for victims.

Evidence Gathering

The Group has improved the way evidence is gathered and gained a knowledge of the enforcement options available and how to use them. The Task Group will continuously review the way it operates through the application of the principles of “Best Value” and follow examples of “Best Practice” and national guidance.

The Problem Solving Group will also work with victims of anti-social behaviour and provide incident report forms to ensure that evidence is gathered systematically to a standard that will be acceptable for use in the preparation of orders, etc. Victims will be advised of or referred to support bodies in the first instance, such as Victim Support, and some short term measures carried out, such as “Home Safe” if appropriate, to secure dwellings. Where the perpetrators are unknown to the victim, investigations will take place.

By encouraging the early reporting of incidents such as racial harassment, victimisation of children and young people, and domestic violence, the Task Group will be better placed to take action against perpetrators.



Links with other Groups

The Group will work closely with other task groups set up within the Cambridge Community Safety Partnership, particularly the young people and community safety task group (Safer Futures) and the task groups looking at reducing hate crimes and substance misuse. The Task Group will also look to make links with other strategies and policies, such the Single Homelessness and Rough Sleeping Strategy and those involving pupil support and the future cultural strategy.

Racial Harassment

Tackling racism is a priority for the Cambridge Community Safety Partnership. The Task Group will assist the Hate Crime Task Group in dealing with racial harassment by taking tough action against anti-social behaviour where it is racially inspired. In determining whether an incident of anti-social behaviour is racially inspired the Task Group will take into account the recommendation of the Macpherson Report, that the victim's perception is central.

The Cambridge Racial Harassment Service in partnership with Cambridgeshire Constabulary and CRISP has recently launched a number of self-reporting centres around Cambridge and Cambridgeshire Constabulary have formed a Hate Crime Task Force involving specialists from a variety of agencies to assist in the investigation of hate crimes in neighbourhoods. Racial incident surgeries have also been set up to assist in the reporting of incidents.

Last year 245 racial incidents were reported in Cambridge. This compares to 144 reported incidents in the previous year.

Case Study 2: Open Out Scheme

The Racial Harassment Service with the Police and the Cambridge Racial Incident Support Project have set up self reporting centres around Cambridge to make it easier for citizens to report incidents of racial harassment. A centre in a local Sainsbury's was opened recently.

Trained staff at each of the centres can talk to victims and outline the options that are available to them. The purpose is to make it easier for victims of racial harassment to report problems. The incident reports are then forwarded to the Police as well as C.R.I.S.P for appropriate action to be taken and fed into a secure database to help form an overview of racial harassment in Cambridge.

In the first month of the service operating 13 reporting centres were opened and 22 reports were received.



Purpose of a Problem Solving Group

- review the evidence provided and ascertain if anti-social behaviour has taken place
- ensure that a complaint has not been made out of malice or discrimination and that all procedural and substantive rights under the European Court of Human Rights are complied with
- agree an action plan aimed at supporting victims and witnesses of anti-social behaviour to prevent further anti-social behaviour
- consider if it is appropriate to apply for an Anti-social Behaviour Order and to seek an order if necessary

Communications Plan

A communications plan is being developed to raise awareness of actions taken to tackle anti-social behaviour in the City. This will look to build the credibility of the Task Group and Community Safety Partnership with local people and other target audiences to encourage the reporting and collection of evidence of anti-social behaviour so that it can be "resisted" within communities. A key message will be that anti-social behaviour does not have to be tolerated and that the Group can make a difference. Care will be taken to ensure that levels of "fear" about the extent of anti-social behaviour are not increased as a result of the communication of information.

Responses to problems or "outbreaks" of anti-social behaviour in the community using Problem Solving Groups

The Cambridge Anti-social Behaviour Task Group supports the Cambridgeshire Protocol for Anti-social Behaviour.

A wide range of partner agencies will participate in Cambridge City Problem Solving Groups (PSG's). The lead officer for anti-social behaviour from either the City Council or Police will chair a PSG. Membership will include representatives from Legal Services, Police, Housing, Youth Offender Team (when a person is under 18), Social Services, Education, Social Landlords, Probation Services and voluntary agencies where appropriate. Where vulnerable individuals are concerned, with significant health or social problems (including those due to alcohol, drugs or mental health) the relevant health agencies will be involved.

Where anti-social behaviour is racially motivated the PSG will consult with the Cambridge Racial Harassment Service and Hate Crime Task Group to assess whether an Anti-social Behaviour Order is appropriate. If a decision is taken to apply for an Anti-social Behaviour Order a certificate of consultation will be produced. The perpetrator concerned may be informed that an order is being considered to address the behaviour. Evidence will then be prepared in support of an application.

The purpose of seeking an Anti-social Behaviour Order will be to resolve the problem or provide means for criminal prosecution if the anti-social behaviour does not stop. Alternatives will be considered if they can bring action forward. The majority of people considered to date have been young people. The Group is seeking to develop a local "toolkit" of practicable alternatives "that work" to nip anti-social behaviour in the bud. This will be reinforced by national research findings.

Case Study 3: The Use of an Anti-social Behaviour Order

During the summer of 2000 it was found that preventative work to counter the serious anti-social behaviour of a group of young people in the Castle Ward area of the City was failing to change their behaviours. The view of the Problem Solving Group, set up to investigate this matter, was that one person was the main protagonist and that an Anti-social Behaviour Order for this individual should be sought.

Evidence was compiled and application for an Order made. On the 28th November 2000 an Order was finally obtained.

Responses to identified priority issues based on community concerns by thematic groups

The Task Group has set up thematic groups to respond to anti-social behaviour for selected issues. These issues, shown below, have emerged from recent work, research, and the concerns of the local community.

Thematic groups based on issues

- *Graffiti and flyposting*
- *Disruptive young people*
- *Aggressive begging and alcohol abuse in public places*
- *Misuse of public toilets*

Each thematic group will set up projects for tackling and reducing anti-social behaviour for these issues and contribute to the Task Group's Action Plan. In preparing projects each thematic group will have regard for the problem analysis triangle in defining the problems and identifying interventions.

Problem Analysis Triangle



The Anti-social Behaviour Task Group recognises that prevention is crucial to reducing anti-social behaviour and will encourage investment in prevention to save enforcement costs at a later stage. The recent successful bid to the NRU Warden Scheme by the City Council for the extension of the Neighbourhood Ranger Service complements the ASB Strategy and Rangers will be a key early reporting mechanism.

Other initiatives include support for vulnerable individuals who may have difficulty in maintaining their tenancies because of anti-social behaviour and substance misuse. A county-wide strategy for Supporting People has been agreed. In Cambridge City the Housing Support Service has been expanded to provide greater support for tenants or prospective tenants.

In "hotspots" the Task Group will seek to promote the use of diversionary activities, such as youth events, so that positive protective factors are in place to help reduce the risks of serious anti-social behaviour occurring. It is hoped that through the provision of activities "pro-social" behaviour can be encouraged. Each thematic group will seek to involve the community to ensure responses are appropriate, timely and effective. The work of the thematic groups is shown on the following pages.

Work of Graffiti and Flyposting Thematic Group

The Graffiti Sub-Group is a multi-agency group. The main aim of the Graffiti Sub-Group is shown in Box 10.

Main Aim of Graffiti Sub-Group

“to eliminate indiscriminate graffiti, flyposting and personal tags from Cambridge’s buildings, streets and open spaces by working in partnership with local people and agencies”

Extent of the Problem of Graffiti and Flyposting in Cambridge

Cambridge has not suffered unduly from graffiti and flyposting in the past, however the number of incidents have increased recently to a point where citizens and elected members have voiced concern. The main increase over the past year has been in ‘tagging’ (personal graffiti identifiers) on walls, shop fronts, hoardings and street furniture. The majority of ‘tags’ originate from a small number of individuals.

It is apparent that some areas of the city suffer more than others. For instance, street furniture on main routes, the Kite Area (surrounding the Grafton Shopping Centre) and the area around Elizabeth Way Bridge are regularly targeted whereas there is virtually no graffiti in the estates of Kings Hedges and Abbey wards.

The main resource for removing graffiti in the City has been provided by the City Council. This consists of a specialist team of operatives removing graffiti throughout the city for 90 hours a week. No charge is made for removing graffiti from private property although owners or occupiers are required to sign a waiver form against damage liability.

Anti-graffiti treatments are applied to sites that suffer from frequent abuse to ease future cleansing, and the development or promotion of positive alternatives to reduce indiscriminate graffiti.

Zero Tolerance to Graffiti

The Thematic Group have taken a “zero tolerance” approach to tackling unwanted graffiti. It is recognised that this could conflict with projects set up using graffiti techniques to produce “public art” such as murals. The Group has agreed the policy statement below to help reconcile the approaches.

Approach towards graffiti

The approach is one of zero tolerance towards unwanted graffiti perpetrated by the 'artists' and the 'taggers' who operate in Cambridge City. It is criminal damage to property and costs the Council Tax payers of Cambridge a substantial amount of money to remove. The Group, however, recognises that “graffiti art” is a part of youth culture and can be considered a form of self-expression. The Group wishes to work with young people and will support supervised and structured projects in certain identified areas of the City where this art form can be carried out on a 'commissioned' basis to a given specification. In commissioning this work, discussions will take place with appropriate schools and colleges in the City. The Group considers unwanted graffiti to be a form of anti-social behaviour and will be dealt with as such.

Short Term Work Programme of Graffiti Work

Over the past year the Thematic Group have been working to achieve the work programme shown below to tackle the problem.

- *to increase the level of enforcement*
- *to rapidly remove graffiti, giving priority to the removal of hate messages*
- *to improve the level of removal from private property*
- *to encourage the reporting of outbreaks of graffiti by the general public and to develop systems for staff reporting*
- *to reduce the occurrence of graffiti in hotspots and ensure its rapid removal*
- *to improve the exchange of information, evidence and intelligence between the City Council and the Police*
- *to investigate the use of Acceptable Behaviour Contracts and Anti-social Behaviour Orders for prolific perpetrators*

The agencies involved with the thematic group have made a number of achievements against the work programme. These are shown below.

Achievements to date

- *the Police have been successful in identifying and taking action against two prolific perpetrators and have carried out a “sting” operation at a known hotspot*
- *the City Council have trebled the number of person hours allocated for cleaning of graffiti to ensure it is removed rapidly*
- *performance targets for removal have been set out and include: the removal of hate messages within 1 working day; the removal of graffiti from council property within 5 days of notification: and, the removal of graffiti from private property within 5 days of receipt of damage waver*
- *a help line and poster campaign have been launched to encourage the reporting of graffiti*
- *the City Council has abolished the charge for cleaning private property to encourage removal*
- *free anti-graffiti paint treatment to certain sites has been carried out to deter perpetrators and assist in the cleaning of high incident sites*
- *graffiti is recorded on site, incidents are being identified within Police records, and a data base is being assembled to help identify and prosecute perpetrators*
- *work with the Keep Britain Tidy environmental awards scheme to address graffiti*
- *a successful event was held at the Junction to promote the responsible use of “graffiti art” and to divert potential perpetrators or young people at risk into other activities*

Case Study 4: Improving Information about Graffiti

The Police get very little reporting of graffiti as criminal damage and information from the public about possible offenders. To improve this situation a help line and email address has been set up by the Council to encourage the reporting of incidents and to allow people to request the use of the cleansing service to get the graffiti removed.

As part of joint working with the Police, the City Council are photographing graffiti cleaned by their operatives, whether on private or public sites. This data will be shared with the Police who will then be able build up evidence and follow-up incidents as criminal damage at a later time. This will also allow a clearer picture of graffiti throughout the City to be built-up over time.

Longer Term Graffiti Work Programme

Through the analysis of a graffiti database, once it has reached a certain size, the Thematic Group will gain an improved understanding of the type, and extent of graffiti in Cambridge. This will allow the number of incidents to be measured and performance targets to be set to reduce the number of these incidents.

Three categories of offender have been identified which require different responses. These are shown below.

Types of Offender

- *“the tag”*
- *“the artist”*
- *“the deliverer of hate messages”*

The longer term work programme of the thematic group is shown on the following page.

Longer Term Work Programme

- *to raise awareness of the impact of graffiti on the quality of life of people and the environment through work in local schools and sixth form colleges*
- *to work with suppliers of products that can be used for the purposes of graffiti to restrict their use*
- *to divert groups of young people, who may be at risk of carrying out acts of graffiti, through contact with detached youth workers and the provision of activities through community art*
- *to increase the number of detections through better intelligence so that the risks of “getting caught” are greater*
- *to promote enforcement successes so that it can be seen that graffiti is not a worthwhile activity and that there is “a price to pay”*
- *to set targets for the reduction of graffiti across the City*
- *to monitor and evaluate interventions*
- *to give priority to removing and detecting the perpetrators of “hate messages”*
- *to develop a proportionate reparation programme with the Probation Service to confront perpetrators with the implications of their graffiti*

Flyposting Work

Fly-posting definition

“...the display of advertising material on buildings and street furniture without the consent of the owner, contrary to the provisions contained in the Control of Advertisements Regulations.”

The Partnership regards fly-posting as illegal, unsightly and unwanted. It is considered detrimental to the quality of life of residents and visitors to the City and can have an adverse effect on trade and commerce. It is also a recognised contributor to the ‘fear of crime’. Removal of the offending items is both costly and time consuming.

Official advertising display boards located in strategic positions across the city offer alternatives to flyposting. Charges are made for the use of these facilities. The management, distribution and display of advertising at these sites is carried out by the City Council's

Marketing & Promotions Service. Alternatively, organisers of events may choose to advertise through media such as the local press, free press publications and free distribution points. As an example of the latter, the County Library Service provides a free distribution service to around 40 Libraries across Cambridgeshire.

It is recognised that there may be a limited awareness of the alternatives to flyposting. The group will be investigating positive alternatives to fly-posting. However a ‘zero tolerance’ approach is being adopted and enforcement and other measures will be used where these are considered appropriate in order to bring this activity under control.

Fly-posting is often a high impact, cheap way of getting publicity. Different types of fly-posting can be categorised into one of the following three groups:

Types of Flyposting

- *Adverts for local events, often put up in large numbers on a regular basis. These cover events such as bands playing in pubs and clubs, car boot sales etc. These are usually attached to lampposts, street furniture or pasted on buildings or protective boarding surrounding building sites.*
- *Posters advertising products of large organisations usually put up by professional poster ‘companies’. These advertise goods such as record releases and national events and are often pasted onto vacant buildings and signal control/telecom boxes.*
- *Posters displayed by pressure groups or political bodies. These are generally ad hoc and sporadic with no clear pattern to their location*

Enforcement Actions Against Flyposting

- *Where possible the known promoters of events/venue management will be written to/contacted prior to the initiation of the campaign to warn them of the impending action. Letters will be sent to all Public Entertainment Licence holders.*
- *The Rangers and Streetscene team will prioritise the removal of fly-posting when the campaign begins. For a period, the Rangers will focus on photographing posters, recording the date and time the photos were taken, and sending the information to the Planning Enforcement Officer who will issue letters of warning to all relevant venues. The Rangers will then revisit the sites after 24 hours to ensure removal of the posters had taken place. Failure to remove the posters may result in enforcement action being taken against those who benefit from the advertising.*
- *Where appropriate witness statement forms will be completed by the Rangers.*
- *Where appropriate, a 'name and shame' campaign will also run alongside the cleanup campaign, using the media.*
- *Letters will be sent to the owners of surface mounted communication boxes to request details of their policy with regard to maintaining the appearance of their property and, where necessary, owners will be reminded of their responsibilities. (They are responsible under the terms of their licence to keep these boxes clean.) It is hoped that they will co-operate but a failure to do so may result in the matter being taken further.*
- *A reparation initiative has been implemented by the Youth Offending Team and City Council that will involve supervised young offenders aiding the Rangers/ Graffiti Removal team.*

Prevention Actions Against Flyposting

- *Obscure posters where these cannot be removed immediately, to discourage the activity.*
- *Investigate the inclusion of a clause within Public Entertainment Licences issued to venues, detailing fly-posting legislation. It should be brought to the attention of organisers that when hiring out their venue, a condition of the contract must be that promoters will agree not to undertake any illegal fly-posting. A review will take place at the time of an application to renew the licence.*
- *Investigate inclusion of a clause within planning consent requiring that vulnerable premises/hoardings be coated in anti-fly-posting/graffiti surfaces.*
- *Explore the establishment of a media partnership. An advertisement detailing the campaign to be devised.*
- *Investigate whether or not areas in the City could be created where posters might be displayed free of charge and evaluate the use of these in Cities where this is in operation.*
- *Create of a directory of organisations who will undertake advertising events. Details to include the cost and contact points. Directory to be ready for issue at the time of the campaign.*
- *Raise awareness of the public about reporting offences of illegal fly-posting. The telephone number Cambridge 458282 will be used as the contact point for this purpose. Information to be passed onto the Rangers/Streetscene/Police as appropriate.*

Alcohol Abuse in Public Places and Aggressive Begging

The misuse of alcohol is a significant contributory factor to incidence of anti-social behaviour. There has been work undertaken by a number of partnership groups to tackle drinking in public places in Cambridge.

Local research has been carried out looking at people who are chronically addicted to alcohol and other substances. Nearly 40 such individuals have been identified, many living on the street or in hostels. This research and consultation with agencies and local people lead to a successful bid for funding from the Government's Rough Sleepers' Unit. The funding will be used to provide a specialist out-reach worker as a part of the Contact and Assessment and Tenancy Sustainment Team, additional detox beds and supported housing. The measures are presently being implemented and fit within the Cambridge Homelessness and Rough Sleeping Strategy.

A Street Life Strategy is presently being prepared and a multi-agency steering group has been set up to facilitate this. The strategy will include street begging and provide a range of approaches to tackle the different types identified. It is likely that a positive enforcement approach will be used which differentiates between genuine rough sleepers and those pursuing criminal activities. The promotion of alternative forms of giving will also be considered by the group.

The Cambridge Primary Care Group is currently reviewing GP services provided to a local project to improve access for homeless people. This work is highlighted in the local Health Improvement Plan. The Cambridgeshire Drug Action Team is preparing an alcohol strategy and the local Drug and Alcohol Reference Group is implementing the National Drugs Strategy, which includes support to protect local communities who may experience anti-social behaviour problems with related to alcohol misuse in public places.

A number of initiatives are being put in place which include the provision of temporary taxi ranks to get people away from "hotspots" as quickly as possible, training to door staff and Pub-Watch. Further initiatives are planned. Central to work in the City Centre is the CCTV system, which can prevent incidents at an early stage and identify and track offenders. A mobile system is presently being investigated for use in residential areas.

The use of byelaws to ban drinking in public places has been the subject of consultation in the Cambridge Community Safety Partnership and in other forums. Concern was expressed that the byelaws would be inappropriate leading to a displacement of problems. The City Council and its partners agreed to wait until new powers become available, when the legislation has been made, which will give greater flexibility in putting in place alcohol free areas.

Drinking by groups of young people in some neighbourhoods can be a problem. Very young frequent drinkers are more likely to damage property and to be poorly supervised by their parents. This sub-group will work with partners to develop the anti-social behaviour part of the Partnerships Strategy for Tackling Alcohol.

The Communities Against Drugs Initiative has provided local crime and disorder partnerships new resources to disrupt local drugs markets and drugs related crime. The Thematic Group will be considering if it can make a bid for some of these monies.

Aggressive Begging Preventative Actions

An 'alternative giving' scheme is being developed in association with the Cambridge Retail and Commercial Association (CRACA) and the Holy Trinity Church. It is hoped that members of the association and other retail/commercial premises will participate and keep donation boxes in their shops etc. supported by a poster campaign to advertise the scheme. Advertisements will be placed within tourist leaflets, attached to CCTV hoardings etc making the public/tourists aware of the scheme.

Shops will advertise the presence of donation boxes, e.g. via posters in their windows, notifying the public that 'donations can be made here'. Representatives of CRACA will direct the scheme and perform audits. Funds will be allocated to groups within the voluntary sector, such as ECHG, Jimmy's, MAS, to support their work in removing homeless people from the street and assisting in their reintegration into mainstream society.

The Police have provided CRACA with incident reporting forms to be distributed to its members who can then notify the police of the ongoing presence of aggressive beggars near their premises and to 'hot spot' areas of disorder. The Police will take positive action through targeted patrols to reduce/eliminate the reported problem.

The development of the Local Connections Policy aims to prevent rough sleepers/beggars from coming to Cambridge. The policy outlines specific conditions, which must be met in order for a rough sleeper/beggars to receive the full range of support from both statutory and voluntary agencies. If unable to qualify they will, under controlled conditions, be offered a return to their place of last know residence.

Aggressive Begging Enforcement Actions

Plain-clothes police patrols on general police duties are now operational, tackling incidents of antisocial behaviour, including aggressive begging.

The Police currently make use of local bylaws to remove beggars/rough sleepers from carparks but there has been some delay in the issuing of summonses. The Police and Council therefore hope to implement a scheme similar to that in place in Nottingham, whereby beggars within specified geographical areas of the city are targeted with civil injunctions. Offenders are initially presented with a letter of warning, stating the geographical limitations on begging/rough sleeping and notifying them of the 14day period within which they must vacate their current location. If they fail to move on they are issued with an injunction that, if not sustained, may result in their arrest, a fine and, in certain circumstances, imprisonment.

Disruptive Young People

Young people have been formed the majority of the case work for the Task Group and Problem Solving Groups in relation to anti-social behaviour. The Safer Futures Task Group is considering a number of preventative approaches that could be used to stop anti-social behaviour from escalating or occurring. To help understand the approaches that can deliver the best results for given resources the Safer Futures Group will be looking at a number of existing projects in certain areas to assess their impact. A "toolkit" of measures, previously highlighted in the Process Section of this strategy, are being developed to respond to low level "outbreaks" of anti-social behaviour. This includes the deployment of detached youth workers to areas where groups of young people gather and targeted work with known young people at risk. The effectiveness of the "toolkit" in terms of preventing the escalation of problems will be appraised.

The following case studies show projects involving young people.

Case Study 5: Young People and Community Art

A local residents' group lead a project to brighten up a local subway, which was poorly used because of concerns about crime and the fear of crime. After gaining funding a local artist was commissioned to work with young people and residents to produce a mural covering for the subway walls using "graffiti techniques". The subway was officially opened on 9th October 2001. Participants in the work and the wider community considered the project to have been successful and at this early stage use of the subway has increased.

Case Study 6: Anti-Criminal Damage Reparation Initiative

The Cambridgeshire Youth Offending Team will be piloting a reparation agreement scheme with Cambridge City Council to deter young perpetrators from committing acts of criminal damage in the future. The placements will be in the Graffiti Removal Service. The young people will work alongside the team and will be expected to remove graffiti and flyposting using safe methods.

Misuse of Public Toilets

On Tuesday 18th June 2002, Cambridge City Council hosted a one-day seminar to discuss anti-social behaviour in the public toilets of Cambridge. A wide range of agencies and local residents attended and some priorities for action emerged from the discussions.

Recent public and urban management surveys have shown that the quality of toilets provided by Cambridge City Council varies greatly from very good to very poor. To use the British Toilet Association 2002 survey and their standards, only one of the twenty blocks received the highest award of 5 stars; two were awarded 4 stars and two more 3 stars. This equates to 75% of the stock in need of some form of improvements. Public surveys have also revealed that large numbers of people have high levels of concern about the misuse of public toilets.

A foundation statement was agreed which all parties present would sign up to and which would underpin this initiative.

Foundation Statement

It is the intention of Cambridge City Council to provide quality conveniences accessible to residents and visitors to the city. Anti-social behaviour in all its forms will not be tolerated in public toilets and the Council will work in partnership with stakeholders to eliminate it.

A workshop in the seminar felt that the number one priority was to tackle substance abuse and dealing. This type of misuse was felt to be the most common as it was present in practically all the units. Being confronted by a person using or under the influence of a substance or the litter left behind was felt to be intimidating.

Criminal damage, which includes graffiti, was considered to be the second priority. Damaged units cost the Council a considerable amount of money each year. Often whole units are left unserviceable, even minor damage, if left unchecked, can quickly lead to more damage.

Rough sleeping has increased in public toilets over the last two/three years. This may, in part at least, be due to action to reduce rough sleeping in multi-storey car parks in Cambridge. Predominantly, rough sleepers appeared to target units close to the City Centre, for example Jesus Green, Victoria Avenue (now closed completely), and Chesterton Road. It is a particular problem with accessible toilets, which offer more room and greater security.

Poor hygiene and personal safety were considered to be the fourth priority. This was due to a combination of factors, misuse as outlined earlier, amount of use and cleaning programme, the inside and outside environment.

The last priority for consideration was sexual activity in and near to toilet blocks. The one unit particularly prone to such activity was the Victoria Road site, which is now closed. Another site that has been targeted is on Coleridge Recreation Ground.

A workshop in the seminar considered the toilets buildings. There is little doubt a significant impact on discouraging anti-social behaviour in public toilets can be achieved through design.

The first priority was to consider whether there is a need for particular facilities and if there is, is it situated in the right location.

Where new units are built they are to be of cubicle style with vandal proof interiors. Consideration needs also be given to location, where possible they should be sited in well lit areas and, where practicable, visible from the street. Existing buildings pose a greater challenge for innovative solutions; there are alterations that could be done to impact on misuse. Priorities include a safe approach, well-lit interior, regular inspections, and appropriate cleaning regime to reflect usage but which includes a minimum of one visit per day.

Open times were seen as the second priority as that can have an important impact on reducing anti-social behaviour and misuse, which mainly occurs in the evenings and over night. However, facilities should not be just for the daytime economy, Cambridge is developing a healthy night time one as well with retailers extending normal opening hours, successful public entertainment venues, increasing number of restaurants and larger bars.

It is noticeable that, not surprisingly perhaps, attended toilets experience far less misuse and abuse, and therefore the third priority was felt to be that all city centre or high use units should be attended.

Accessible toilets were seen as the fourth priority issue. Presently access to all such facilities is with the use of a RADAR key. These keys are obtainable from a number of sources at the cost of £2.50p, often without having to meet any eligibility criteria. This has meant a large number of keys in circulation that has resulted in the wide abuse of these facilities, particularly for rough sleeping and substance abuse.

A further workshop considered prevention and enforcement activities for the priorities identified by the previous workshops. These covered a range of measures, some of them being implemented.

It is recognised that any meaningful and sustainable action to tackle the misuse of public toilets can only be achieved by a multi-agency approach and so a thematic group has been established to oversee the development and implementation of an action plan. At present there is an opportunity to consider innovative approaches to the longer-term provision of toilets available for public use in Cambridge, because of the provision of a four-year capital programme provided by the Council, and to reduce misuse.