The Respect programme is a cross governmental and wide ranging response to anti-social behaviour and its causes. It means promoting good behaviour – for example in work with young people. It means councils, police, social landlords and others tackling anti-social behaviour head on. It means getting schools, social and children’s services more involved in tackling bad behaviour. It means challenging key causes of anti-social behaviour like poor parenting. It means mainstreaming those changes across all services through Local Area Agreements (LAAs). Ultimately, it means a broad approach to help build a modern culture of respect.

That broad approach is about making services better at managing behaviour – tackling bad and promoting good. Doing that is central to delivering on issues like social justice and child poverty, as well as dealing with anti-social behaviour that blights people’s lives. For example parents who are too scared to leave the house will not be able to use services like Sure Start, whilst children growing up in homes where anti-social behaviour is the norm are unlikely to fulfil their potential. The goals of the Respect programme contribute to the Every Child Matters and Youth Matters agendas, and other policy priorities such as tackling child poverty, social exclusion, neighbourhood renewal and homelessness strategies and with the aims of the recent Local Government White Paper.

The Respect programme is also about improving the response to issues that matter most to the public. Most areas are good places to live but evidence shows that anti-social behaviour – like vandalism, intimidating groups hanging around and rowdy behaviour are the number one concerns for communities. Those concerns may vary, for example problems in rural locations will often differ from those in large cities. But these quality of life issues come up everywhere – and can have serious consequences – raising fear of crime, weakening community ties, limiting children’s achievement and costing a fortune.

All of us in public service, including those at local level – where perceptions of anti-social behaviour are closely linked to satisfaction with area and public services – should be focussed on tackling these problems. Effective responses to anti-social behaviour and its causes improve outcomes for the community, the perpetrators and their children. They can also be highly cost effective. Neither Government nor local services can impose a culture of respect. However, by delivering on the Respect programme and tackling anti-social behaviour and its causes, and by engaging the community we can set the boundaries of acceptable behaviour and create the conditions where people can get on with, and take responsibility for, their own lives.

We are not starting from scratch. We have learnt a great deal from working together with local authorities, police, housing and other professionals across the country. Much has already been achieved. Frontline staff have made use of tools and powers to tackle anti-social behaviour. Provision of parenting support is increasing rapidly. Family intervention projects are changing the behaviour of some of the most anti-social families. Public perceptions of anti-social behaviour as a problem in their area have fallen. Building on the work of practitioners from a wide range of services we...
know what works. The challenge is to ensure effective approaches are used everywhere.

In many ways the Respect programme is easiest to understand as a set of principles which apply regardless of service context.

**Respect is the public’s responsibility too:** Engaging the public in action to tackle anti-social behaviour means problems can be solved more easily, and helps to build pride and set standards. It is also important to ensure that people are clear about their responsibilities – to behave well towards others and bring up their children the same way, and where needed, get help to do so.

**Challenging and changing bad behaviour:** Everyone – rich or poor, young or old – should be expected to uphold basic standards of decency towards others. If behaviour is unacceptable, support should be accompanied by challenge to change. Most people will take help when it is offered, but some may not. The more reluctant people are to take help, the more persistent services need to be in getting them to do so, including using formal action where necessary.

**Promoting good behaviour:** Local services can play a key role in promoting good standards of behaviour, for instance; by the example staff set; by giving residents the opportunity to agree standards through community contracts; by rewarding those who are behaving well or giving public credit to those who have changed their ways from bad to good.

A ‘twin-track’ of enforcement and support: Providing support to help change behaviour and taking enforcement action to stop harm to others are two sides of the same coin – both may be needed to protect the community and help individuals and their family.

**Intervene early...** early action can pay dividends later on. For example offering help to parents who are struggling with the behaviour of their children can not only improve family wellbeing, but can act as a protection against adverse effects later in life including anti-social behaviour, crime and other outcomes.

...**but do not give up:** It is never too late to intervene. Everyone can change, and situations can always be improved. By tackling the most difficult cases in your area you can start to change the culture, showing that action can be taken and that problems can be solved.

**Let people know what you are doing:** The public need to be informed about action being taken if they are to have confidence in services and to feel safe in their community. A visible service can also help build public support and backing as well as encouraging people to play their part – for example by challenging unacceptable behaviour by others.
The Respect Handbook identifies the key principles that underpin the programme – in whatever service context. These provide a framework for identifying common ground and objectives across service boundaries, whether local authority, police, social landlord, health or any other agency. Much of the Handbook reflects learning from around the country of many colleagues in those agencies, and is designed to help everyone implement the Respect programme locally.

The Handbook also sets out Government’s view on the key features of service delivery that evidence suggests are needed to meet the goals of the Respect programme. This is a guide and does not provide comprehensive summaries of statutory requirements on councils, police and other services or information provided elsewhere in guidance.

It is intended as an easy to use document that elected members, senior police officers and strategic managers in councils as well as a wide range of other local services can use to assess the services they provide. We hope the Handbook will help agencies come together to consider the local partnership response. Certainly Crime and Disorder Reduction Partnerships (CDRPs), Local Strategic Partnerships (LSPs), and Children’s Trusts will find this relevant to their priorities and it will be important to developing and refreshing Local Area Agreements (LAAs) to deliver against the mandatory outcome on Respect and anti-social behaviour. It will also be of interest to bodies like Housing Market Renewal Pathfinder boards and New Deal for Communities boards and others who are involved in shaping communities locally.

However, partnership discussion is not an end in itself. All organisations, but especially key partners like police and local councils, have a responsibility to their communities to show strong leadership to ensure that decisions are taken and quickly translate into effective action on the ground.

Finally the Handbook outlines how the Respect programme is being incorporated into mainstream performance frameworks – emphasising not just Government’s commitment to delivery on this issue, but how action to tackle anti-social behaviour can help a wide range of partners deliver on their own objectives – even where this may not be immediately obvious.
We have made available a wide range of tools and powers to tackle anti-social behaviour – and local practitioners have made use of them. Since October 2003 over 18,000 acceptable behaviour contracts (ABCs), over 3,500 housing injunctions and over 700 crack house closure orders have been issued. Since April 1999 almost 10,000 ASBOs have been issued. Each of those actions has brought respite to communities. And they have also helped change the culture around anti-social behaviour – making clear that it is a serious issue, involving services who traditionally would not have seen this as their problem, and toughening the culture so that anti-social behaviour is tackled not tolerated.
An effective response to anti-social behaviour is at the heart of the local response to the Respect programme. We know that means:

uderstanding of the problem, the strategy and what a solution would mean to the public. All local services - anti-social behaviour teams, housing staff, environmental services, police, courts, children’s services, youth offending teams (YOTs), drug and alcohol treatment, mental health services and third sector providers should be involved in and signed up to the approach to tackling anti-social behaviour. Incidents and perceptions of anti-social behaviour are inter-linked and the aim should be to tackle both. Anti-social behaviour is often not only about individuals or groups, but about a specific geographical area, shopping precinct, street, park or indeed house. Therefore the action needs to take account of the whole problem, from people to environment, in order to be effective and with the full range of relevant agencies.

Using tools and powers: acting early. In the majority of cases, an early warning following an incident of anti-social behaviour, conducted face to face where possible, will be sufficient to nip problems in the bud. Warnings may be followed by an ABC or a fixed penalty notice depending on the circumstances, although the appropriate tool will depend on the seriousness of the problem and the risk to the community. What is important is that early warnings are acted upon so that it is clear both to the perpetrator and the community that there are consequences for anti-social behaviour.

Using tools and powers: taking further action. It is also important, where individuals continue to break the rules or do not comply with the conditions of enforcement, that they and the wider community see there are consequences. A very small proportion of people engage in persistent anti-social behaviour – sometimes just one or two individuals or a family can cause misery to the community around them. In such cases, the protection of the community should be prioritised using the wide range of tools and powers available, including injunctions, ASBOs and the use of housing powers such as demotion and possession actions. This action should be publicised appropriately.

Effective use of support services. Parenting programmes, drug or alcohol treatment, counselling, mental health services or educational support are powerful ways to help individuals change and manage their behaviour. Those tackling anti-social behaviour should be aware what services are available and how to access them, and these services should engage in the strategy to tackle anti-social behaviour. However, support to change behaviour must not mean anti-social behaviour is allowed to continue. Protection of the community should also be a priority. Support and enforcement action should be seen as mutually reinforcing rather than alternative approaches.

Enforcement can be a lever for engagement with support, while support can help an individual comply with the terms of any contract or agreement.

Tackling anti-social behaviour by children and young people. Anti-social behaviour is not a youth issue. However, there are particular considerations with anti-social behaviour by children and young people. Contact with parents or carers should be the first response where young people are getting into trouble. Interventions could involve parenting support where families are struggling. Where action is taken – a warning or ABC – conditions and prohibitions should be clear to give the best chance for the young person to change their behaviour. Tools such as parenting orders and individual support orders (ISOs) should be considered alongside ASBOs. Many agencies can help tackle anti-social behaviour by young people, for example youth offending teams have significant expertise on interventions for youngsters involved in crime or anti-social behaviour, whilst targeted youth support (currently being rolled out nationally) provides a single point of contact to co-ordinate the support package for those with additional needs. More information is included in Constructive activities for young people.

Victims and witnesses of anti-social behaviour are encouraged and supported to come forward to report problems. The way that people who report issues are treated, particularly at the first point of contact, is a key influence on satisfaction – regardless of the outcome of the case. It also influences wider community confidence to report issues. That means making reporting easy – for example via a dedicated phone line or drop in sessions. That approach must follow through to any enforcement action or court case – for example, installing protection measures at the witnesses home, arranging familiarisation visits to the court or making regular courtesy calls to provide updates and check on their welfare. It may mean staying in touch after a court case. Helping victims of anti-social behaviour also means building community confidence – for example through award schemes celebrating those who have taken action, encouraging discussions at residents’ meetings or leafleting when a case has been dealt with effectively so that others can see that action can be taken.

Effective communications strategy to let residents know what action is being taken and why and also to provide reassurance. Targeted communications such as ASBO leaflets, posters and postcards using local information are useful ways to get information across. Wherever possible visible reparation should be made to the community by those who have broken the rules. More information can be found in Communicating with the public.
Practitioners have radically improved the local response to anti-social behaviour in recent years – and the public have noticed the response. But many people are still unclear who is responsible, they lack confidence that their priorities are being acted on or have unrealistic expectations of what can be done in the neighbourhood. The Respect programme is about a cultural change in the way that public services are delivered so that services face the people – ask them about priorities, take visible action in response, provide reassurance to local people and get them involved in solutions. Essentially this means a two-way dialogue with the public. There will always be competing views among residents, and it will not be possible to please everyone but it is important that services make a decision and then are accountable for that decision.

The recent growth of anti-social behaviour teams, the new neighbourhood policing teams, community justice and the measures outlined in the Local Government White Paper, including the development of neighbourhood management, provide the basis for this.
The key features of an effective approach are outlined below:

➤ **Consult the community about priorities.** Successful approaches might include: public meetings; setting up a regular community advisory group; neighbourhood policing meetings; neighbourhood or parish planning; street meetings; surveys or placing questions in newspapers or letters. These should be complemented by less formal methods like door knocks, attending community and youth groups or engaging local shopkeepers. As well as helping to identify priorities, less formal methods can also break down barriers between the public and services. It is important to engage disadvantaged or marginalised groups who may not otherwise get involved. Often this will require tailored approaches. Action taken as a result should always be fed back to communities.

➤ **An active role for the local councillor.** Councillors should be champions for their community. That means listening to concerns – for example through drop in surgeries or by attending neighbourhood policing meetings and other neighbourhood forums. It also means taking up issues with service providers and letting the community know what has happened as a result. The Community Call for Action will strengthen councillors’ ability to act as community champions.

➤ **All key agencies involved at neighbourhood level.** No single agency can tackle all the issues which concern communities. However, it is important that difficult issues are not left unaddressed. Approaches such as neighbourhood management, inviting a wide range of agencies to neighbourhood policing meetings or utilising community organisations or parish and town councils can help deliver a multi-agency response. A lead co-ordinator to take forward action on community safety can also help maintain focus. That lead and the neighbourhood structures can vary. The key is that all relevant services – for example police, community safety teams, courts and judiciary, housing, environmental and parks services and children’s services are committed to responding to issues raised at neighbourhood level and open to new ways of working.

➤ **Visible action to tackle identified local problems.** To win public confidence and reduce perceptions of anti-social behaviour people need to see action being taken. Local authorities have invested heavily in setting up anti-social behaviour teams across the country, neighbourhood policing teams are now being rolled out nationwide and over 16,000 police community support officers (PCSOs) will be active in communities by April 2007. Many areas already have neighbourhood wardens. These services are at the heart of providing a visible response to local problems. But other services such as youth workers, housing managers, environmental teams, the parks service and the probation service are active in communities and can provide reassurance by making their actions visible. For example through high visibility clothing or through signage explaining work that is being done, by on-street tasking, by action in public areas such as shopping centres or by well publicised Face the People sessions.

➤ **Involve the community in tackling local problems.** Involving residents of all ages and ethnic and faith backgrounds in the response to local problems can help build pride and make links within the community as well as tackling issues. It can also help send a clear signal that the neighbourhood is under control – providing reassurance to the community. This might include community clean-ups, walkabouts, ‘citizens on patrol’; junior wardens or neighbourhood watch schemes/ community champions. At the very least it should be as easy as possible for the community to report problems – for example through regular ward level meetings, by widely publicised phoneline or through drop in sessions in community locations. Good neighbour agreements, community contracts and neighbourhood charters can also be a good way of engaging the community.

➤ **Commitment goes all the way to the top.** People are most concerned about the immediate area in which they live – and most issues can be resolved at this level. However, some issues will need a more strategic response. Neighbourhood structures should feed into area-wide structures – for example CDRP or LSP sub-groups or the CDRP or LSP itself. The culture of open and responsive services should also be mirrored at political and senior official levels and in sustainable community strategies and Local Area Agreements (LAAs). If staff know that leaders are committed to listening and responding to community problems they are more likely to do so themselves.

➤ **Face the People sessions.** National Standards for CDRPs will require regular Face the People sessions. These will be open to the media and local public and require senior representatives of agencies like police and councils to attend. These should take place in the community rather than at the town hall or council offices – you could use a shopping centre, town square, community centre or leisure facility. This is just one example of the open and accountable leadership the Respect programme promotes. Others might include the lead member for community safety writing a regular column in the local paper or a senior officer making clear to staff and the public that they lead on community safety issues.

➤ **Let communities know what you have done.** Communicating action taken is as important as taking action. Information on outcomes, including court sentences, can be provided to the local media. Newsletters, websites, text messages, leaflets, posters, local media and staff working in neighbourhoods can also be good ways of doing this. It is important to link outcomes back to the priorities that the community originally identified to show that you have listened and responded. There is more information in Communicating with the public.
Perceptions of anti-social behaviour are mostly based on actual experience. However, high levels of worry or fear about anti-social behaviour can be as damaging to communities as incidents themselves\(^\text{18}\). A successful strategy will therefore need to address both incidents and perception of anti-social behaviour. Data from service providers and residents’ views allows an assessment of levels of anti-social behaviour versus public perceptions. Effective communication is critical to this – providing reassurance, ensuring people are aware about action being taken and challenging myths that if left unchecked become accepted\(^\text{19}\). Through Local Area Agreements (LAAs) all areas will need to set targets to lower residents’ perception of anti-social behaviour as a problem in their area.

The public need to know what is going on, from parenting classes to ASBOs. Communication is at the heart of delivering accountable local services. Anti-social behaviour is often the number one local issue\(^\text{20}\) and evidence shows that people who feel informed about efforts to tackle anti-social behaviour have significant confidence in public services whilst those who do not feel informed do not\(^\text{21}\).
COMMUNICATING WITH THE PUBLIC

This section sets out practical tips on communicating action to the public. The advice applies to all the policy areas outlined elsewhere in the Handbook.

- **Communicate activity rather than success.** People can be sceptical about general messages such as ‘crime is down’. Letting people know about specific action taken in response to identified problems, for example an abandoned car removed or a ‘crack house’ closed, can help overcome this. It is important to present this as part of ongoing activity rather than as a problem that has been solved. Similarly, deal with specifics – for example if the public thinks there is nothing for young people to do and yet the partnership is investing in activities, list them out, let the public know what is going on and where. Reporting back on reparative work by offenders can help boost confidence that offences are punished and restore confidence that agencies are there to protect the public.

- **Present information clearly and informatively.** Material presented in a direct, matter of fact way gets the point across. Public meetings, leaflet drops, information in local shops, door knocks, newsletters, adverts in the local paper, and ASBO leaflets are low tech but accessible ways of feeding back information. Make it clear what a meeting is about and its purpose – Face the People or Chiefs’ Challenge – the public need to think it is worth giving up their time.

- **Use local information.** People are most concerned about what is happening in their neighbourhood, even their street, rather than across the town or district as a whole, so the more local the better. Information like ‘we issued two injunctions on residents in your street’ can really make it clear that action is happening. It is worth remembering that many people do not know the name of their ward or neighbourhood management area, so referring to street names, using landmarks and maps will often be more effective.

- **Using local media.** More people believe what they read in local than national papers2. A good starting point might be a joint campaign on a particular issue like nuisance neighbours or mini-motos in the newspaper or free paper. A regular column by the leader, lead member or officer, or providing regular case studies and sentence outcomes from the local court are also good ways of communicating action to residents. On the wider strategy consider asking your parenting specialist to offer a column to the papers with tips and help to parents. Local and regional television and radio will also be interested in action and can be a good way of reaching a wider audience.

- **A figure associated with the issue.** People want to know that their concerns are taken seriously and that someone senior or expert is focussed on tackling problems. The Borough Commander or Chief Constable in large areas, the Mayor, lead member for community safety, senior officer or local staff and specialists can help provide that reassurance. This person might appear at Face the People sessions, other community events, in media opportunities or in promotional campaigns.

- **Give a voice to key members of the public.** Trusted sources – for example those who have won awards for standing up to anti-social behaviour or tenants and residents’ leaders can be effective in illustrating action that is being taken and how it is making a difference. If they are willing to speak to the media, attend public meetings or other public events they can be really powerful advocates for your service and help confirm to residents that coming forward can make the difference.

- **Be up front with people.** It will not always be possible to resolve communities’ issues – for example wanting graffiti cleaned off within 24 hours. However, to maintain public confidence it is important to address the concern. For example by agreeing locally what is reasonable. Similarly, it may be important to challenge perceptions. What is important is to communicate what has been done in response to concerns, or, if action is not being taken, the reasons why. It is really important to be frank and up front, and in this context letting people know where action so far has not solved problems and what the next steps will be is as important as communicating success stories.

- **Invite the community to help.** Put out the message that you want the community’s help. Feeding back action that has been taken in response to local problems is an ideal opportunity to make clear to the community that they can make a difference, and you should always provide details of how to report anti-social behaviour23. For example, if an ASBO has recently been secured, say that ‘someone in your street stood up and gave evidence and we secured an ASBO. If you have a problem with anti-social behaviour we want to help you tackle it. We want to hear from you!’
MANAGING ALL TYPES OF HOUSING STOCK

Where people live is central to perceptions of anti-social behaviour. It is difficult to underestimate the anguish caused when people do not feel secure in their own home or neighbourhood. Within effective neighbourhood management it is therefore particularly important to tackle place related anti-social behaviour issues – like nuisance neighbours, noise, rubbish and other housing issues. That means engaging social landlords and others. However, the tenure mix in local areas is becoming more and more complex – and problems do not only occur in social housing. Problems can arise in private rented and owner occupied properties and these must also be tackled effectively.
Effective management means:

→ Social landlords signed up the Respect Standard for Housing Management. Almost one in five people live in social housing⁹ and they are up to four times more likely to perceive high levels of anti-social behaviour than other groups³⁹. The Respect Standard for Housing Management has been introduced to drive up good practice in housing management. It sets out six commitments which are at the heart of effective housing management and which all social landlords, particularly key providers in an area, should be able to meet. The standard makes clear what social landlords can deliver themselves and what they will need to work with partners to deliver. Sign up of social landlords operating in an area can therefore be a helpful way of improving partnership working (for example where a number of Registered Social Landlords manage housing in a neighbourhood) and neighbourhood management. For more information see the Services that Face the People chapter. Social landlords can sign up to the Standard at www.respect.gov.uk

→ Effective housing representation on CDRPs. Council landlords and Arms Length Management Organisations (ALMOs) are often represented on CDRPs. However, effective CDRPs need other RSLs represented. It will not always be possible, or sensible, for all RSLs to have a seat at the table. However, RSLs can achieve that representation in a number of ways – for example by key landlords attending if a small number hold the majority of stock in an area or by a consortia approach where RSLs nominate representatives to represent them. Areas may also invite large private landlords or representatives of the private rented sector to attend CDRP meetings.

→ Effective management of the private rented sector. Many problems will occur outside of the social rented sector but this does not reduce either the responsibility or the ability of councils and the police to tackle problems when they arise in the private sector, especially given that many private landlords are benefiting from housing benefit. Most tools to tackle anti-social behaviour – such as ABCs, ASBOs and fixed penalty notices are tenure neutral. In addition the Housing Act 2004 gives local authorities powers to designate neighbourhoods where there is low housing demand and/or significant anti-social behaviour as selective licensing areas. This will require the licensing of all landlords in the area and management standards for their housing. In areas without significant problems authorities can consider voluntary regimes, such as accreditation, to ensure good practice amongst private landlords. Robust tenancy management could form part of accreditation criteria. The Act also provides local authorities with powers to make special interim management orders (SIMOs) on individual properties in areas where a licensing scheme is not in operation. SIMOs enable the local authority to take over management of individual properties with a significant anti-social behaviour problem which the landlord or manager is failing to tackle.

→ Tackling problems in the owner occupied sector. As noted previously, many powers to tackle anti-social behaviour are tenure neutral and, where appropriate, can be used to tackle problems associated with owner occupied properties. The Government is also consulting on plans to introduce a premises closure order (similar in operation to the successful ‘crack house’ closure order but applicable in cases of anti-social behaviour not associated with the sale of class A drugs) which is tenure neutral.

→ Managing the process of regeneration. Although beneficial, physical regeneration can create opportunities for anti-social behaviour to develop. For example transferring responsibility for management of housing stock may destabilise long-established patterns of partnership working. Even smallish schemes might take five years from start to finish, with phased development coming into use throughout the project’s life, and issues like phased decanting of tenants can leave communities isolated. As well as effective community engagement and good design, for example adherence to ‘secured by design’ principles, it is important to manage this transition to ensure that community safety problems are not exacerbated. This might mean deploying additional, visible on-street staff like wardens to provide reassurance at key periods, effective management of empty properties – for example by making them look occupied or by keeping up repairs on properties right up to the point they are demolished to maintain pride in an area. House builders and developers can also contribute through community investment, dowries and trust funds to leave behind a sustainable infrastructure and neighbourhood management which will help neighbourhoods remain successful once they have gone. In 2007 Communities and Local Government (CLG) will be consulting on a Respect Standard for Regeneration which will cover best practice in managing regeneration programmes from start to finish. It will build on the principles set out here.
All the evidence shows that good parenting is really important in determining children’s life chances, protecting against poverty, social exclusion, poor academic attainment as well as crime and anti-social behaviour. The public are clear on the links between anti-social behaviour and parenting. Over 50% of people say that parents not bringing their children up properly is a cause of anti-social behaviour.

Parenting programmes work. A study of parents with children who had been referred to Children and Adolescent Mental Health Services (CAMHS) with conduct disorder found that problem behaviour decreased by more than half, and this remained the case a year later. Preventing and tackling problem behaviour early on means we can reduce anti-social behaviour in the future.

But in a lot of areas anti-social behaviour teams are not referring to parenting programmes. We need to ensure parenting support is available – from those who seek out help voluntarily, through to more targeted support for those at risk, to use of formal tools to ensure that help reaches those who need it most but may be reluctant to accept offers of support.
This section sets out the practical steps that services might take to ensure that good quality parenting services are available in their area:

- **Develop a parenting strategy.** Parental and family support is currently delivered by a multitude of organisations and all typically have their own commissioning, personnel and decision-making processes. A systematic look at current provision alongside evidence of local needs will help identify gaps and overlaps and will be the first step in planning and commissioning the right services. A strategy should set out the overall objectives of parenting provision and the levels of support that are or will be available, ranging from general information through to specialist services including access to good quality parenting programmes. Services should be on a continuum so that early intervention and targeted or enforcement measures are linked and there are clear triggers or access routes to ensure those who need help can access it.  

- **A single commissioner of parenting support services/senior parents champion.** Having one person who takes the lead on coordinating and promoting parenting services locally has been viewed as critical to success in local authorities whose parenting services are most advanced. Local authorities have been asked by DfES to appoint a single commissioner of parenting support to co-ordinate the work of different agencies involved, lead strategic planning of parenting and family support services across the local authority and ensure that parenting services are clearly set out in children and young people’s plans.

- **Dedicated support and parenting programmes for those involved in or at risk of anti-social behaviour and crime.** A priority for parenting services in the context of the Respect programme is the provision of parenting programmes to families who are worried about or struggling with their children’s behaviour. Courses and interventions must be available to the police, anti-social behaviour officers and others where there is cause for concern – for example when children are found wandering the streets late at night, or schools know that someone they have excluded is roaming the streets. There must be clear and quick ways to make it possible for those staff to refer the parents to support to avoid the escalation of problem behaviour. They should also be available alongside enforcement measures, for example, where a young person is issued with an ASBO, a parenting order must be considered. Where a young person is convicted of an offence then the need for parenting interventions should always be considered as part of pre-sentence reports.

- **Ensuring help reaches those who need it.** Problem behaviour by a child or young person should always prompt practitioners to ask questions about a child’s parents or carers. Parents may be anxious for help but unaware how to find it. While parenting interventions should always first be offered on a voluntary basis, for those reluctant or in denial about the problems facing their family, persistence and assertive approaches will be necessary. Anti-social behaviour teams, YOTs and others should be willing to repeatedly push those they think would benefit from parenting support. They should be prepared to use parenting contracts and orders where voluntary approaches are not working. Parents who are compelled to go on parenting classes by court order benefit just as much as those who attend voluntarily.

- **Evidence based parenting programmes.** Research shows that programmes are more likely to change behaviour when they include essential characteristics such as following a model shown to be effective and delivery by properly trained workers. For example the Webster Stratton Incredible Years programme and the Triple P Positive Parenting programme. Commissioners of services should consider the recent National Institute for Health and Clinical Excellence guidance and DFES commissioners toolkit www.toolkit.parenting.co.uk.

- **A well trained workforce.** Parenting programmes should be delivered by practitioners who have been properly trained to deliver specific evidence-based programmes and whose practice is subject to appropriate supervision and accreditation. Poorly trained practitioners can actually make things worse. Staff should also build their generic skills and competencies in working with parents. Parenting UK, for example, run a course designed for this purpose. The National Academy for Parenting Practitioners to be launched in autumn 2007 will provide further training for parenting practitioners.

- **Build senior level commitment and backing.** The parenting strategy will need senior level buy in. A parenting board chaired by the parenting lead involving key partners involved in commissioning and delivering parenting support may be a suitable forum for agreeing and delivering the strategy.
Some households are responsible for a very high proportion of anti-social behaviour, causing major problems for their community. These families also often have multiple problems including mental health problems, drug and alcohol abuse, low educational achievement, poor basic and life skills, low income, homelessness and difficult family relationships. These will be families who are well known to agencies and can cost services up to £250,000 – £333,000 per family per year\textsuperscript{31}. However, the way services sometimes currently intervene with these families does not always improve things for the children in the family, the family themselves or equally importantly the community around them.
DEALING WITH THE MOST CHALLENGING FAMILIES

More effective ways to respond to these families are outlined below. As well as reducing anti-social behaviour, these approaches also help deliver Every Child Matters outcomes for children in these families.

→ **Most problematic families first.** These families may have members who are intimidating, threatening and difficult for services to work with. This can make it difficult for services to see how progress can be made and tempting to focus on cases where it is easier to make an impact. However it is important both for these individuals, their children, the wider community and staff confidence that services prioritise action to tackle the ‘worst’ cases first, make a difference and show that change is possible to everyone. Referral mechanisms must ensure it is these families who are prioritised.

→ **A common endeavour.** Families will often be engaged with a large number of services, many of whom are dealing with just one member of the family or one problem on a piecemeal basis – up to twenty is not uncommon. This can mean that agencies, like anti-social behaviour teams and support services, can be played off against each other, or that the families are confused as to which agency they need to listen to. This leads to an overall lack of progress, allows problems to continue and the wider community to see much activity going on but with little effective results. Overcoming these problems typically involves agreeing a set of shared objectives between services working with the family and then making sure the family know where they stand and what they have to do. The priority should be stopping the anti-social behaviour and achieving stability for the family.

→ **A key worker to ‘grip’ the problem.** Once common objectives are agreed one individual will need to take the lead. They also need to make sure agencies stick to what is agreed – for example commitments to deliver services to the family or share information. The key worker must be prepared to be accountable as the lead for reporting progress. Each agency should nominate a named person who is responsible for attending meetings or providing a substitute. Without this it is not possible to effectively share information and make an informed decision on action.

→ **A ‘whole family’ approach.** The underlying causes of anti-social behaviour are often linked to parenting and family relationships. It is particularly important to ensure that unresolved parental problems such as alcohol abuse do not undermine progress services make with children and young people. When assessing needs, agencies must think beyond their own remit and consider the whole household or family to provide a comprehensive package of support. For example, if a health service refers an adult known to have children to treatment for mental health problems or for drug addiction, action should also be taken to ensure any needs the children might have related to these problems are also being responded to. Information sharing between agencies is crucial to doing this effectively. It is also important to recognise the differing behaviour within families – for example to ensure that children who are behaving well are not sidelined by interventions to address siblings or parents’ behaviour.

→ **‘Gripping’ the family to change behaviour.** A contract between the family and services should set out the changes in behaviour that are expected, support that will be provided and sanctions that will be imposed if behaviour does not improve. The lead key worker should use persistence and assertive working to get families to keep to their agreements in the contract and change behaviour. This may mean collecting families for appointments or helping with cleaning to make the family home fit to live in.

→ **Sanctions are key.** Most services are offered on a voluntary basis, but this can mean people who need them most do not take the help on offer. The threat or use of sanctions can provide a lever to persuade people to accept and cooperate with the offers of help. The consequences of failure to abide by the terms of the contract should be made clear. For example a condition of an ABC could be attendance at counselling or drug treatment with an application for an ASBO resulting if the contract is regularly broken.

→ **Family intervention projects (FIPs).** These projects utilise the approaches above to work intensively with families whose behaviour is so problematic that they are often being threatened with eviction. The have shown impressive results – a recent evaluation found an 85% reduction in complaints about anti-social behaviour, a 36% improvement in school attendance, and an 80% reduction in the risk of homelessness and from families engaged with 6 of these projects.

The Respect Taskforce is setting up a network of 50 of these projects as a key commitment in the Respect Action Plan. It may be that areas other than these 50 wish to develop of project of this type – perhaps accepting referrals from a number of local authority areas. For more information on FIPs see www.respect.gov.uk
Key elements of an effective strategy are set out below. Tackling anti-social behaviour and building a culture of respect is everybody’s business, and schools have an important role to play in a wider approach to community safety.

There is a clear link between those missing school and those who offend – 45% of young people in mainstream education who have committed an offence say they have played truant from school\textsuperscript{33}. Those who are excluded are more than twice as likely to commit offences as children in mainstream education\textsuperscript{34}. Engaging schools in the response to anti-social behaviour can help both schools and others like the police and local authority – and improve the chances of delivering against the Every Child Matters and Youth Matters agendas.
ENGAGING SCHOOLS

Effective approaches include:

→ **Discipline in the classroom.** Children spend a significant percentage of their time at school. It is important that schools convey consistent messages – promoting good behaviour and challenging bad. For example through clear rules on behaviour about what is and is not acceptable, or through school schemes such as mentoring to help promote positive behaviour and tackle bullying.

→ **Engaging schools in the multi-agency response.** Children whose behaviour is causing concern at school may well be causing concern to the local council, police or housing provider and vice versa. Anti-social behaviour teams should have regular contact with those in schools (both primary and secondary) who are responsible for behaviour and attendance to identify how best to tackle the problem, bearing in mind problems in the community and in the school are likely to be linked to problems at home. As a starting point, agencies should nominate an individual to take the lead on engaging with local schools and encourage head teachers to do the same – for example a deputy head with responsibility for behaviour. By September 2007 all secondary schools should be working in partnership with other local services to improve behaviour and tackle persistent absence.

→ **Early intervention and enforcement.** Schools must have in place a behaviour strategy which promotes good behaviour and ensures early interventions to tackle bad behaviour before it escalates.

This should engage agencies such as council anti-social behaviour teams and support services outside of school like counselling and parenting support as well as professionals such as Education Welfare Officers and Special Educational Needs teams operating within school systems. In most cases, exclusion from school will be the last resort after a range of earlier interventions. New guidance was issued in September 2006 to prevent the use of unofficial or illegal exclusions. Other local agencies must therefore challenge any instance where they have concerns that unofficial exclusions may be operating.

→ **Focused action on persistent absence and truancy** – despite recent successes in targeting persistent truants there is still a small number of pupils who are persistently missing school. A new approach has been developed with dedicated support being provided to those local authorities and secondary schools with high rates of persistent absence (significant numbers of pupils with 20% or more absence). Agencies can support this by identifying the area hotspots and times of day when young people are missing school and causing problems. Multi-agency truancy action which involves, for example, the police, the local authority, the YOT and educational welfare are an effective way of promoting school attendance and deterring associated anti-social behaviour. Best practice guidance was issued by the DfES in July 2005.

→ **Engaging parents.** Parents are responsible for their children’s behaviour and should be engaged early on in cases of problem behaviour. Parents may be worried themselves, and not know where to turn for help. Parent, teacher and governor forums and newsletters are effective ways of disseminating information on help available to parents. Many local authorities across the country actively provide parenting classes and support to struggling parents as part of their parenting strategies. For more information see **Support for parents.**

→ **Use formal tools to deal with problems.** Where parents need help but are reluctant to take it, schools and education authorities have powers to take further action such as using more formal parenting contracts and orders. From September 2007 schools and local authorities will be able to make earlier use of parenting contracts and schools will also be able to apply directly for parenting orders. From September 2007 legislation will be in place to provide a new expectation that parents/carers will be responsible for making arrangements to ensure that their child is supervised during the first five days of exclusion. This will be underpinned by a new offence for parents where an excluded pupil is found unsupervised in a public place during school hours without reasonable excuse within the first five days of exclusion. From the sixth day the school or local authority will be required to make available suitable full-time provision.

→ **Engage the wider community.** Schools should be a resource that help the community, whilst involving the community in schools can help deliver for pupils. Extended Schools work with local providers to provide a range of services and activities to help meet the needs of children, their families and the wider community. Over 3,000 schools are already delivering the core offer of extended services: childcare 8am-6pm and family support; activities including study support, sport and music clubs; swift and easy referral to specialist services such as speech therapy and health drop-ins and community use of facilities.
Through programmes like Every Child Matters and Youth Matters, Government is committed to giving all young people opportunities to develop, to make a positive contribution to their communities and to recognising that contribution. In particular sport and other activities, such as volunteering, are good things for young people to be involved in. They provide opportunities for young people to have fun, meet new friends, learn new skills and set themselves achievable goals.

Anti-social behaviour is not a ‘youth issue’. In fact young people are more likely than others to be victims of anti-social behaviour. Some teenagers and children are, however, responsible for anti-social behaviour and concern over ‘young people hanging around’ remains a driver of public perceptions of anti-social behaviour. There is also a perception that young people engage in anti-social behaviour because there is nothing for them to do.
CONSTRUCTIVE ACTIVITIES FOR CHILDREN AND YOUNG PEOPLE

It is important to adopt specific approaches to the provision of activities for children and young people. These include:

- **Positive activities for all young people.** All young people can benefit from engaging in positive activities. Local authorities are now under a duty to secure access to positive activities for young people. This could include provision such as homework or special interest clubs, volunteering or sports and physical activities as well as a wide range of cultural activities including music, performing and visual arts. This must be provided in consultation with local young people who should also be involved in service design) and should also pay specific attention to those who are at greatest risk.

- **Understanding the issues.** Agencies need to understand the levels of anti-social behaviour and local perception, and know what opportunities are available for young people. They should ask whether people perceive ‘youth nuisance’ to be an issue in their area. Anti-social behaviour hotspots should be identified as should times of day when problems occur. Views of the community including young people should be sought. Where anti-social behaviour is not a problem, but there is a perception that there is, ‘nothing for young people to do’, this also needs to be tackled.

- **Providing services at times when young people need them.** This is not just about providing ‘diversions’. Providing services at times when young people are likely to be free – after school, at weekends and in school holidays – makes it more likely they will engage in a meaningful way. This may mean re-structuring the contracts of youth workers, paying overtime or involving the voluntary sector to provide services outside ‘office hours’.

- **Publicising activities for young people.** Young people and adults often say there is ‘nothing for kids to do round here’ so it is important to publicise to both adults and young people activities that are available. This can be done through leaflets, by adverts in local papers and importantly by word of mouth, and alongside enforcement action such as dispersal orders. Local authorities are now required to publicise such information and keep that information up to date. For more information see Communicating with the public.

- **Spaces with ‘something to do’.** Young people may in the first instance be reluctant to access, or unable to travel to, formal activities on offer because of peer pressure or lack of money or cultural issues. However, in almost every area, there will be facilities that can be used to get activities of some sort up and running to engage young people. These include parks and open spaces, hard play areas, school, community centres and halls. Once a location has been secured, activities can start to be laid on. In addition parents and others in the community should be encouraged to help set up, maintain and run these facilities.

- **Targeting neighbourhoods where anti-social behaviour is a problem.** A lack, or perceived lack of activities is never an excuse for anti-social behaviour, but the provision of constructive and positive activities can have a positive impact in providing a hook to engage those most at risk of anti-social behaviour. However, these should not be seen as special treatment for bad behaviour. While it is right to ensure that these are targeted on neighbourhoods with particular problems, activities should be open to all in the area, to get a good mix of young people, whilst making particular efforts and persistence with those who would particularly benefit from attendance.

- **Promoting and rewarding good behaviour.** All work with children and young people, not just those engaged in or at risk of anti-social behaviour, provides an opportunity to promote and reward positive behaviour and discourage bad. For example by engaging young people in identifying solutions to problems or encouraging them to volunteer and take on responsibilities within activity sessions. Activities should place emphasis on the need for consistency and reliability, codes of conduct, the setting of appropriate boundaries relating to language and behaviour. With these in place inappropriate behaviour, either during activity programmes or in the wider community can more readily be challenged.

- **A gateway to other services.** As well as the benefits young people can get from taking part in constructive activities these can be an opportunity to engage them with other services they would not normally access. For example advice on careers and training or employment opportunities or support services like drug and alcohol treatment, mental health or educational support. These links often work best when they operate on an informal basis.
PERFORMANCE FRAMEWORKS

The Respect programme is a key Government priority and as such is reflected in performance frameworks for local agencies. These frameworks are complimentary and provide an ideal focus for common endeavour and delivery across agencies. The key areas where the Respect programme is reflected are summarised below.

Local Area Agreements (LAAs)
All LAAs include a mandatory outcome and indicators on Respect and anti-social behaviour in the Safer Stronger Communities Block. The cross-cutting and partnership nature of LAAs and the pooling of a number of relevant funding streams including Neighbourhood Renewal Fund and Safer and Stronger Communities Fund: the ability to align mainstream resources such as Revenue Support Grant, police, NHS and school funding; and the ability of non-departmental public bodies like Regional Development Agencies, Big Lottery Fund, Sport England and the Learning and Skills Council to bring their funding together with LAA funding locally, means that an area’s LAA should be at the heart of the local response to the Respect programme. Guidance on indicators and targets is available at www.respect.gov.uk.

The recent Local Government White Paper made clear that Government intends to build on the success of LAAs. The White Paper will create a sustainable framework for local action on community safety and the Respect programme, strengthening partnership working and ensuring greater clarity over who is responsible for agreeing and delivering local community safety targets. Our aim is for it to be easier for local authorities, chief constables, police authorities and other partners to work together, within existing accountability frameworks.

Police Performance Assessment Framework (PPAF)
The police are a central agency for tackling anti-social behaviour. Within PPAF public perception of anti-social behaviour has been one of five ‘priority’ indicators for the 2004/05 and 2005/06 assessments (SPI 10b). Satisfaction with responses to anti-social behaviour calls is measured as a police key diagnostic indicator (KDI). Her Majesty’s Inspectorate of Constabulary (HMIC) have also assessed levels of criminal damage – a key indicator of anti-social behaviour. Delivering against the Respect programme will also help forces deliver on the citizen-focused policing agenda and related performance indicators. Going forward, the Home Office has committed to bringing together existing frameworks covering policing, drugs and partnerships into a single performance framework, which will better cover the contribution of all community safety partners and simplify reporting arrangements.

Comprehensive Performance Assessment (CPA)
Action by local authorities on community safety – including tackling anti-social behaviour is assessed through the Safer and Stronger Communities strand of the Corporate Assessment Key Lines of Enquiry (KLOE).

Every Child Matters Outcomes Framework (ECM)
Local children’s services taking forward the ECM: Change for Children programme are working to achieve the five ECM outcomes for all
young people – Be healthy, Stay safe, Enjoy and achieve, Make a positive contribution, Achieve economic wellbeing. The ECM Outcomes Framework includes aims relevant to tackling anti-social behaviour. Underlying the ‘Stay Safe’ outcome is for ‘children and young people to be safe from crime and anti-social behaviour in and out of school’, whilst ‘Making a positive contribution’ is underpinned by the aim of ‘children and young people engage in positive behaviour in and outside of school’.

**Joint Area Reviews (JARs)**
These will assess how all local services, taken together, contribute to improving outcomes for children and young people. The JAR covers the same breadth as children’s trusts – education, social care, health and criminal justice services provided across public, private and voluntary and community sectors. JARs synthesise information to give an assessment for each of the five ECM outcomes, and assess services’ overall contribution to improving each outcome.

**Housing Inspections**
KLOE 6 on Tenancy and Estate Management has recently been updated to reflect the content of the Respect Standard for Housing Management. To score highly on this element of the inspection social landlords will need to be delivering on the content of the Respect Standard even if they are not signatories. Other elements of the housing inspection and regulation regimes also encourage delivery on the Respect programme.

**Youth Justice**
Delivering on the goals of the Respect programme will go a long way to meet the youth justice system targets to reduce offending and improve outcomes for children and young people. For example, ‘to reduce the number of first time entrants by 5% by March 2008’, ‘protect victims and communities by reducing re-offending by young offenders by 5% by March 2008’ and ‘improve the assessment of risk and need for young people who have offended and improve their access to specialist and mainstream services that will address the factors identified’.

**Ofsted**
School inspections are required to arrive at an overall judgement on the effectiveness and efficiency of the school. This includes specific judgements on the behaviour and attendance of learners as part of the overall key judgement on the personal development and wellbeing of learners.

**Housing Market Renewal Pathfinder Assessments**
The Audit Commission monitor delivery by Pathfinders. There is a self assessment tool for Pathfinders to assess how they and their partners, such as councils, police, social housing providers and developers are delivering on their funding requirement to deliver on the Respect programme.

**National Standards for CDRPs**
The Police & Justice Act allows the Home Secretary to designate national standards for CDRPs. We expect that these will be in place from April 2007. National Standards will support delivery on the Respect programme.
www.parentinguk.org – national umbrella organisation for people who work with parents

www.familyandparenting.org – charity aiming to improve the wellbeing of children and families in the UK

www.dfes.gov.uk/behaviourandattendance – advice on improving behaviour and attendance at school

www.wearev.com – independent charity launched to champion youth volunteering in England

www.sportengland.org – responsible for promoting and funding sport in England

www.artscouncil.org.uk – national development agency for the arts in England

Finally the Respect Actionline – 0870 220 2000 offers practical advice for practitioners delivering the Respect programme

ENDNOTES

1 Audit Commission (2006) Neighbourhood crime and anti-social behaviour: making places safer through improved local working
4 Ruth Hayward and Clare Sharp (2005) Young people, crime and anti-social behaviour: findings from the 2003 Crime and Justice Survey Home Office Findings 245
6 Ipsos-MORI Crime and Justice Newsletter 2006
12 www.crimereduction.gov.uk
15 Home Office guidance ‘How to support a witness’ is available at www.respect.gov.uk
19 Ipsos-MORI (Forthcoming) The impact of communications on Public Perceptions of Anti-Social Behaviour. Home Office
21 Ipsos-MORI Crime and Justice Newsletter 2006
22 Ipsos-MORI (Forthcoming) The impact of communications on Public Perceptions of Anti-Social Behaviour. Home Office
23 Ipsos-MORI (Forthcoming) The impact of communications on Public Perceptions of Anti-Social Behaviour. Home Office
26 YouGov/Daily Telegraph Survey on Anti Social Behaviour – 31/05/2005
30 www.parentinguk.org/2/training
33 Ipsos-MORI Youth Survey 2004
36 The guidance can be accessed at www.dfes.gov.uk/behaviourandattendance/
37 As reported and published by the Department for Education on 21 September 2006. For more information see DIES (2006) Pupil Absence in Schools in England 2005/06 (Provisional)
38 As reported and published by the Department for Education on 21 September 2006. For more information see DIES (2006) Pupil Absence in Schools in England 2005/06 (Provisional)
39 The guidance can be viewed at www.dfes.gov.uk/schoolattendance
40 Section 507B of the Education Act 1996 – introduced through section 6 of the Education and Inspections Act 2006
41 Draft statutory guidance on these provisions was published in January for consultation – www.dfes.gov.uk/consultations. The consultation closes in April 2007
42 Under section 6 of the Education and Inspection Act. Draft guidelines can be found at www.dfes.gov.uk/consultations