



haringey strategic partnership

# Haringey's Anti-Social Behaviour

## Strategy 2009-11

## Foreword

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## Foreword

We are pleased to introduce Haringey's second Anti-social Behaviour (ASB) Strategy which covers 2009 – 2011.

In revising this strategy, we have held discussions with all key partners and colleagues, and have opened our findings up for public comment. We have established that our original priorities are still current and much of this strategy is a continuation of the good work already underway across the Borough.

We have re-defined our overall approach as striking the balance between prevention and enforcement. We have recognised the need to improve the co-ordination of targeted support to young people and to develop our approach within the context of area-based working, problem-solving and addressing the causes of anti-social behaviour at an early stage.

Our vision - which supports that of our general Safer for All Strategy - is to have 'a safer Haringey where residents, visitors and workers can have an improved quality of life without the fear of being subjected to anti-social behaviour'.

Members of the ASB Partnership Board – referred to as the Partnership in this document - will work together to ensure that the community in Haringey feels secure and protected from the negative effects of anti-social behaviour. This strategy sets out a programme of delivery which includes the following areas of work:

Improving the exchange of information about reported anti-social behaviour

Accessing partnership resources to increase service provision and improve responses to complaints of anti-social behaviour

Improving multi-agency working by developing common protocols, assessment pathways and joint service delivery

Utilising all the legal powers at our disposal

Dealing with local concerns about crime and ASB by the Council and Police

As always, we will seek to work constructively with residents. We will also prioritise and support victims and reward those who are willing to be courageous and take a stand.

Councillor Nilgun Canver  
Cabinet Member  
Enforcement & Community Safety  
Haringey Council

David Grant  
Borough Commander  
Haringey Metropolitan Police Service

Tracey Baldwin  
Chief Executive  
Haringey Teaching Primary Care Trust

John Brown  
Borough Fire Commander  
London Fire Service

## 1. DEFINITIONS OF ANTI-SOCIAL BEHAVIOUR

### 1.1 What is Anti-Social Behaviour?

The Partnership has to deal with a wide spectrum of ASB, including activities that call for different legal remedies and informal solutions. The Partnership definition is: "Anti-social behaviour covers the range of behaviours from low level nuisance to serious harassment, which can damage the quality of life and interfere with the ability of people to use and enjoy their home or community"

How each case is handled will vary on the specific circumstances of the victim and the perpetrator. We have, therefore, adopted a broad definition. The different types of ASB vary considerably in their seriousness and their potential impact upon victims. (See Annex A for the types of behaviour now classified as ASB).

The Crime and Disorder Act defines ASB in terms of its impact, or likely impact, on victims, as well as the actions of the perpetrators. A person is deemed to have committed ASB if he or she:

"...has acted in an anti-social manner, that is to say, in a manner that caused, or was likely to cause harassment, alarm or distress to one or more persons not in the same household."

## 2. STRATEGIC OBJECTIVES

The outcome of our evaluation, analysis, public consultation and partnership discussions has led to agreement on the following objectives for the coming two years. These are to:

Co-ordinate prevention and early intervention, especially in support of young people  
Co-ordinate responses to ASB using joint intelligence, a problem-solving approach and the area based working model

Deliver co-ordinated communication, publicity and reassurance activity in support of perception targets (see page 16)

Continue the strategic use of partnership enforcement tools

Progress will be reviewed regularly by the ASB Partnership Board, reporting to the Safer Communities Executive Board.

## 3. BACKGROUND

### 3.1 National context (since the last ASB Strategy of 2003)

Anti-social behaviour can blight the lives of residents and has been recognised as a serious issue for some time. For example, Anti-Social Behaviour Orders (ASBOs) were introduced by the 1998 Crime & Disorder Act (and developed further through the Police Reform Act 2002). In November 2003, the Anti-Social Behaviour Act came into effect and included new powers to close problem premises, extend the use of fixed penalty notices and dispersal orders.

The emphasis was on enforcement: Local Authorities and their partners including the police and courts were encouraged to use all the powers available to them to discourage and punish perpetrators of anti-social behaviour. In particular, there was a focus on ASB in the public realm and the problem of nuisance neighbours. More recently, the focus (through the Respect Agenda) has shifted towards young people (through the Youth Taskforce Action Plan) and our own strategy reflects this shift. See annex C for further information on Addressing Challenges.

### 3.2 Local Context (actions completed since the last ASB Strategy of 2003)

The priorities outlined in the previous ASB Strategy were:

Safeguarding the environment, focusing on enforcement  
Tackling anti-social behaviour across the range of tenures  
Reducing the opportunity for anti-social behaviour, focusing on youth  
Supporting communities and local neighbourhoods

In response to these, Better Haringey was launched in 2003 with the aim of giving Haringey a cleaner and safer environment through the management of the public realm including parking, planning and cleaning services. Examples include the Graffiti Team and Environmental Enforcement Team. CCTV also became an important tool in capturing evidence of ASB.

We recognised that ASB often demanded a multi-agency approach. We therefore developed common approaches and co-ordinated activity; ways of sharing information; joint protocols; and assessment pathways. Our most important innovation was the establishment of a specialist Anti-Social Behaviour Action Team (ASBAT) which continues to deal with persistent and serious ASB.

The Metropolitan Police Service has also introduced Safer Neighbourhoods Teams in all wards of the borough with the Safer Transport Team operating around priority transport hubs. In 2005, the Haringey Information Sharing Protocol was finalised and signed by key services dealing with ASB, including some Registered Social Landlords. The protocol allows data to be passed easily from one agency to another, facilitating joint working and helping eliminate duplication.

During 2007, the Closure Order Protocol was also signed off by key partners thus continuing effective work surrounding the closure of premises linked with the production, use and/or supply of class A drugs and ASB. More recently, Section 118 and Schedule 20 of the Criminal Justice and Immigration Act, 2008, introduced new powers for the courts to temporarily close premises associated with significant and persistent disorder or persistent serious nuisance. These new powers commenced on the 1st December 2008. Based on the existing crack house closure powers and the Scottish closure power, the order is designed to tackle serious and persistent forms of anti-social behaviour. This includes excessive noise and rowdy behaviour related to frequent drunken parties or high numbers of people entering and leaving a property at all times of the day or night. It can also be used where anti-social residents are intimidating and threatening their neighbours and criminal families are running illegal business from their properties. It is an order of last resort to be used only when all other options have been tried and failed to work. Significantly, it is tenure neutral so it can be used to close homes that are privately owned.

We have also launched a Hate Crime Strategy, related Action Plan and recently launched a third-party/self-reporting process. This approach is a response to the demand for a clear reporting process and greater awareness-raising of the services in place to respond to these serious and high impact crimes. The key issues are detailed below (following research and consultation responses):

There is a lack of knowledge amongst the general public about how and where to report hate crime

Many of those attending focus groups were unaware of how they might report incidents of hate crime

There exists a low level of belief that, if incidents of hate crime are reported to the council or the police, an acceptable response would result.

There is a need for a publicity campaign to highlight the fact that the council takes hate crime very seriously and will respond when reports are made.

The key actions for 2009/10 in response will be:

Further developing and implementing a hate crime awareness and prevention programme involving schools, educational staff, Victim Support, Safer Schools Partnership, the Anti-social Behaviour Action Team and front-line housing services  
Strengthening the vital link with the courts and CPS, engaging key individuals in the partnership effort to achieve justice, improve confidence and minimise harm

Arranging a training course for housing managers and the staff of Registered Social Landlords

Significantly improving our face to face contact with voluntary and community organisations, following on from launch to ensure that their organisations provide the public with relevant information.

Regular monitoring of the outcome of the new reporting process

Adapting national and regional best practice on disabilities' related hate crime to the local context, strengthening links with locally based charities

Monitoring of flags used by the police re disability linked hate crime

In order to make a difference, we will be greatly increasing our partnership and engagement efforts around under-reporting and will work much more closely with voluntary and community organisations.

Underpinning all of this work is strong corporate leadership through the ASB Partnership Board and Cabinet Member involvement in setting the strategic and policy agenda for ASB which increasingly crosses departmental boundaries and business units. Implementing the new ASB communications strategy will help residents keep in touch with services and will help service delivery to respond more effectively to their concerns.

### **3.3. Enforcement of ASB**

Haringey has developed a balanced and proportionate approach to dealing with ASB. The key services for enforcement are Safer Neighbourhood Policing Teams, Environmental Enforcement and the Anti Social Behaviour Action team (ASBAT). The ASBAT pilot was established in N17 to focus on serious and persistent cross-tenure ASB. The service was rolled out across the borough in 2004. Very well established and valued both internally and externally, the ASBAT primarily but not exclusively deals with enforcement using all available ASB powers, remaining focused on serious, complex and persistent cases.

In 2007, the ASBAT extended its preventive role by employing a parenting worker with two support workers funded from Supporting People. This parenting support is focused on families that have been identified as the most prolific ASB offenders. In addition, the team has recently acquired its own mobile CCTV vehicle.

The DCSF (Youth Task Force) has praised the ASBAT in meeting all of the objectives of the programme and delivering best practice. The ASBAT Parenting Service is funded by the DCSF until 2011.

At the Social Landlords Crime & Nuisance Group (SLCNG) annual conference on the 7th and 8th October 2008, the ASBAT and a Haringey resident received a total of three awards for making a major contribution to tackling ASB. Membership of the SLCNG is made up of a mixture of Local Authorities and Housing Associations that are involved in dealing with ASB issues at a national level and there are over 350 members nationwide.

A key part of maintaining pressure on ASB remains undertaking joint operations – drawing on Council services, the police and other agencies where appropriate. Joint-working successes recently have been in dealing with abandoned vehicles, dumped waste and controlling drinking in public through controlled drinking zones. We shall also take the opportunity to address the use of a saturation policy where appropriate. Haringey's Statement of Licensing Policy provides the full details of the

required procedure. The aforementioned Crack House Closure protocol was also agreed between all relevant enforcement agencies. Since 2004, there have been a number of on-going joint enforcement initiatives including Operation Stop; Early Bird; Humbug; Christmas Cracker; Tailgate; Clean Sweep.

Enforcement intervention/ figures (December 2008)

Injunctions	128
ASBO	19
ABC	134
Closures	149
Evictions	33
Closures of brothels	12
Parents in parenting classes	31

Home office statistics show that the ASBAT in Haringey is well above the London and national average for taking legal action to protect residents.

### **3.4 Young people, children and families**

Haringey's Youth Offending Service has well developed and stable specialist support services for young people who have been in contact with the criminal justice system: In addition to generic youth service provision through the three youth centres and detached youth work, our youth service includes the Youth Inclusion Project, summer play schemes, after hours sports and football, counselling and the Positive Futures programme.

Guidance from the Department for Children, Schools and Families emphasises the need to target youth support towards those most at risk. We will therefore be ensuring that all our services for young people address identified needs, no matter where the young people are first identified.

There is a considerable amount of work to be done in this area, especially as schools now control a large part of their own budget. The Youth Summit provides a forum to start developing a more co-ordinated approach. We already have a nationally recognised and well-developed programme for primary schools around restorative approaches and an anti-bullying policy. This comprises a template for schools which they may adopt and amend or they may choose to have their own policy. The underlying requirement is for every school to have a policy in place.

### **3.5 Haringey's Sustainable Community Strategy**

The aim of Haringey's overall strategy is to make lasting improvements by tackling the issues that present barriers to success for many local people. The main focus is on improving the life chances for young people by addressing deprivation and social exclusion. Substantial resources will be directed at worklessness, which is a major contributor to ASB. The following priorities will guide how all services are delivered:

- People at the heart of change
- Economic vitality and prosperity shared by all
- Healthier people with a better quality of life
- An environmentally sustainable future
- Safer for all
- People and customer focused services
- Hate Crime & Harassment
- Acts of, or threats of, violence

The work in this strategy and in the new three-year Community Safety will support the Safer for All strand.

### **3.6 Community Justice Courts**

The Community Justice Court is a partnership initiative between the Police, the Crown Prosecution Service and the Council along with a number of services including Probation and the Witness Service. In Haringey, this also involves Sexual Health on Call (SHOC), the Drug Intervention Programme and the Helpdesk Charity which is a one-stop shop referral agency. The four wards covered as pilots were chosen based on demographic and crime statistics and community engagement: These were Tottenham Hale, Tottenham Green, Seven Sisters and Northumberland Park. The Court deals with issues of an anti-social nature, affecting quality of life for the local community, as well as breaches of ASBOs and certain crime types that occur within the four wards. The Court will also deal with prostitution and kerb crawling across the whole borough. As a general guide, the Court will deal with cases which would usually have a maximum of a six-month sentence.

Community justice promotes a multi-agency approach to addressing the causes of ASB and improving local quality of life for the longer-term. It is an integral element of the Government's 'Respect' agenda, which has been described by the previous Prime Minister as parents, local communities and local people joining law makers and law enforcers to make a difference - Statement to Parliament 17/05/05.

Community Justice is not prescriptive in how it should be implemented at a local level, but has a clear set of principles:

Courts and judiciary connecting to the community through regular engagement, finding out their views on crimes that are of most concern, the impact of those crimes and the way offending is tackled

Justice seen to be done. Compliance with the court's orders or other penalties should be seen and recognised by the community

Cases handled robustly and speedily, harnessing the combined potential of a range of agencies working together

Strong independent judiciary, leading the problem solving approach, and maintaining oversight over offenders' progress post-sentence

### **3.7 Links to other local Strategies**

The following Haringey strategies have links to the Anti-Social Behaviour Strategy:

Haringey Strategic Partnership Sustainable Community Strategy

Safer for All Community Safety Strategy 2008-2011

Youth Justice Plan

Children and Young Peoples Plan: stepping on towards excellence

Children and Young People: Anti Bullying policy

Housing Strategy 2003/08

Drug and Alcohol Action Plan

Alcohol Harm Reduction Strategy

Haringey's Statement of Licensing Policy

Haringey Councils ASB Policies and Procedures

Local Area Agreement 2008/11

Employment and Skills Strategy

Regeneration Strategy

Sports and Physical Activities Strategy

## **4. ANTI-SOCIAL BEHAVIOUR IN HARINGEY**

#### 4.1 Disorder (National Indicator 21)

The MPS collects disorder data by recording the number of 999 calls which fall under one or more of a range of pre-determined categories. These are:

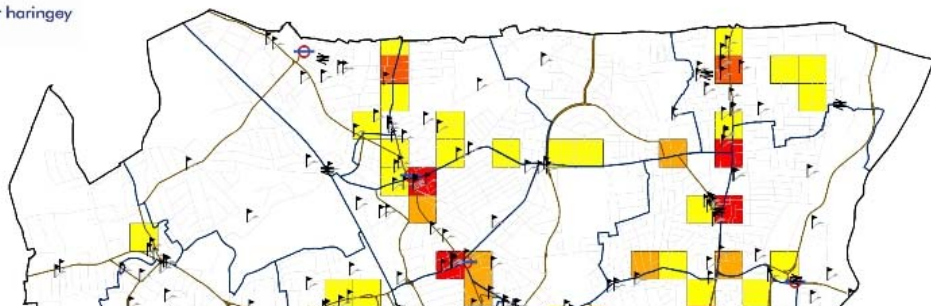
- Rowdy / inconsiderate behaviour
- Licensing
- Rowdy / nuisance neighbours
- Domestic incident
- Civil dispute
- Hate incident
- Trespass
- Industrial dispute
- Street drinking
- Abandoned phone calls
- Noise
- Prostitution related activity
- Begging / vagrancy
- Fireworks

For this section we have excluded 'abandoned phone calls' to help provide greater clarity to the mapped incidents and to help focus our problem solving on the remaining disorder issues. In the initial dataset, 'abandoned phone calls' accounted for 5% of the total number of disorder incidents recorded.

#### 4.2 Disorder data from 1st October 2007 – 31st September 2008

There were 14,879 disorder calls made to the MPS throughout the period.

The top 3 initial classification types were 'rowdy / inconsiderate behaviour' (48%), 'domestic incident' (21%) and 'civic dispute' (12%). The top 3 wards were Noel Park (9%), Tottenham Hale (8%) and Tottenham Green (7%), although from the dataset there were 353 incidents which couldn't be matched to a ward. This accounts for only 2% of all incidents recorded. The greatest number of calls to the police were made during May (10%), June (9%) and July (9%) 2008. Peak days were Saturday (17%), Sunday (15%) and Friday (15%), and looking at the same weekend window peak hours ran between 21:00-00:59 (24%) and 17:00-20:59 (22%).



Map showing hotspot grid squares from the disorder dataset. 5 areas have been identified as having between 271 and 337 incidents within them. These are Turnpike Lane (22%), Wood Green (21%), Lansdowne Road (20%), Bruce Grove (19%) and Seven Sisters (18%).

Throughout every identified hotspot area 'rowdy / inconsiderate behaviour' accounted for more than 50% of all incident types. This is to be expected because of many sub-categories within this group.

Wood Green was the only hotspot area to hold 'street drinking' in second place after 'rowdy / inconsiderate behaviour' ('domestic incident' was prevalent in the remaining areas). Looking at these incidents in more detail they all pertain geographically to the area in front of Hollywood Green, at weekends and within the time range 21:00-00:59. More specifically Broadway, Buller Road, Gladstone Road, and Redvers Road. The bus stand outside Hollywood Green features frequently, as do bus routes 29 and 67. The MPS Safer Transport team has confirmed that neither of these routes, nor any other across the borough, currently suffers from issues with alcohol. It is highly probable that calls to the police have been linked with these bus routes via association; both routes occupy the stand outside Hollywood Green.

### **4.3 Anti-Social Behaviour Action Team (ASBAT) Calls**

The Anti-Social Behaviour Action Team (ASBAT) responds to calls from the public and works with other Council teams to tackle anti-social behaviour. In addition, it works proactively with the Police, Primary Care Trust, Mental Health Trust, Crown Prosecution Service, Victim Support, London Fire Brigade and other partnership agencies to impact on anti-social behaviour in Haringey.

Overview (linked to annual strategic assessment July 2007 – June 2008)

There were 622 reports to ASBAT regarding anti-social behaviour during this period. This is nearly 12% lower than in the previous period, and 15% lower than for July 2006 - to June 2007. The information below shows the steady falling trend for overall numbers of calls received by ASBAT over the last three years. However it should be noted that the number of cases allocated to the ASBAT from these calls is increasing, indicating an increase in calls relating to serious ASB issues.

## Incident types: August 2007 – June 2008

During this period there were 558 calls to the ASBAT. The largest category of Type 1 calls was Verbal abuse/harassment & intimidation, which represented over half (52%) of calls and more than 4 times more common than the next highest rank incident type. There were 70 Misuse of public space / loitering calls representing 13% of all calls. Vandalism / damage of property and Noise nuisance both comprised 10% (58) of calls. Collectively these four ASB incident types dominate, accounting for 85% of calls received by the ASBAT during August 2007 – June 2008. These incident types reflect the current SNT priorities that show Youth ASB/Noise Nuisance/Loitering as a priority for 17 of the 19 ward in the borough. Only three wards identified Rubbish/Fly tipping as a priority and there were 28 (5%) calls relating to Litter/Rubbish/Fly-tipping during this period.

The Sub Type categories broadly confirm the most common Type 1 incidents i.e. the two highest ranked call types were Nuisance behaviour with 85 calls (15%) and Verbal abuse (77 calls or 14%).

All incident types can be cross referenced by one of five flags or 'driving factors' i.e. mental health issues, youth related, alcohol related, drugs related or hate related. Youth related ASB was the most common causation flag forming 28% (158 flags) of all calls during August 2007 – June 2008. In the main youth disorder calls were associated with the Sub Type categories; Gangs of youths hanging around, Nuisance behaviour and Verbal abuse. There were 51 (9%) drug causation flags also primarily associated with groups of youths hanging around. There were similar numbers of incidents driven by either mental health (43 calls) or Alcohol (45) related issues; again verbal abuse was the common Sub Type seen for both flags although the numbers involved were quite small. Finally there were 35 Hate causation flags making up 6% of all calls to ASBAT this period; Race hate calls were dominant accounting for 22 calls or 63% of all Hate flags. The remaining hate types had negligible numbers of calls e.g. Homophobic hate ranked second after Race with 5 calls.

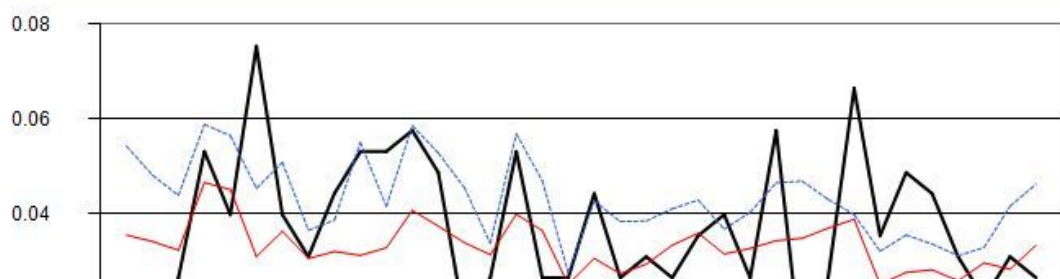
All calls to the ASBAT are categorised as either Violent or Non Violent ASB. During July 2007 – June 2008 Non Violent calls made up 82% of calls; up 5% from 77% from the previous 12-month period.

### 4.4 Arson

Arson concerns fires deemed 'deliberate' or 'doubtful [suspected malicious]' by London Fire Brigade (LFB). The police record arson as 'criminal damage by fire'.

The iQuanta chart indicates that Haringey is beginning to settle with totals below the MPS average throughout the spring and summer months. Peaks throughout the winter months, particularly November, are considerably higher than the MPS average and that of the most similar group (MSG).

iQuanta Comparison Chart - Crimes per 1000 Residents  
Metropolitan Police - Haringey CDRP  
Arson  
01 Jul 2005 - 30 Jun 2008



Throughout the period 1st Jul '07 – 30th Jun '08 there were 957 fires across the borough, 21 less than the same period the previous year. The split of primary and secondary fires this period was 50%, secondary fires accounting for 3% less than the same period the previous year.

The most common driver behind secondary fires (arson) was 'refuse containers (including skips)' at 36%. Northumberland Park ward hosted the greatest number under this category. Peak days were Friday and Sunday from 16:00-20:00 with a secondary peak time from 11:00-noon. Northumberland Park was the street which featured most prevalently, although 'blank' occupied the majority of the street name fields.

Malicious calls or 'malicious false alarms' refers to calls which have been made to the London Fire Brigade (LFB) which falsely describe a potentially life-threatening situation.

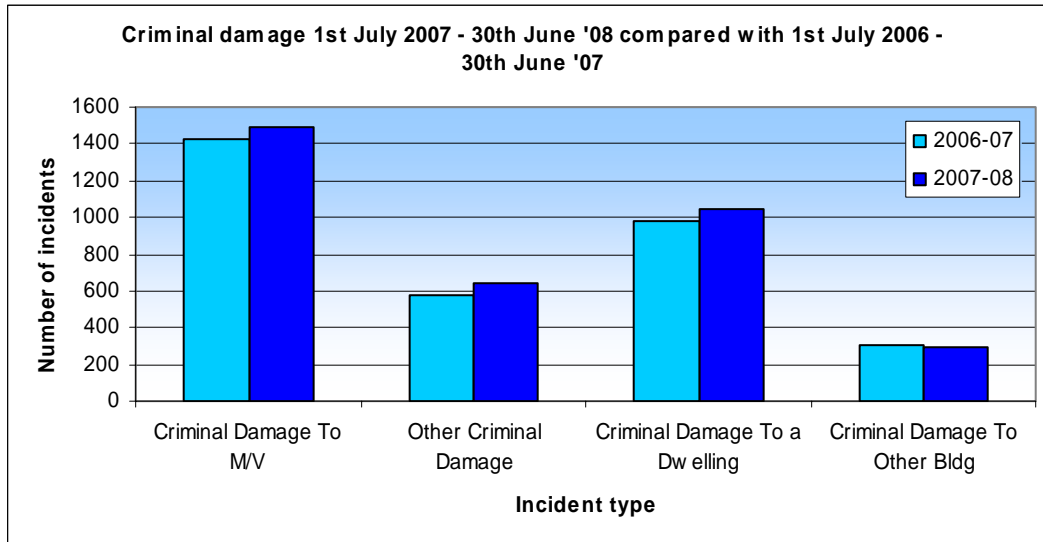
87 incidents were recorded from July 07 – June 08; a reduction of 13% compared to the same period the previous year and a significant reduction of 53% when comparing the same data for the period July 05 – June 06.

#### **4.5 Criminal Damage**

Criminal damage concerns crimes where a person intentionally or recklessly destroys or causes damage to another person's property; specifically a building, a dwelling or a motor vehicle. Criminal damage sub categories include graffiti, arson and other forms of damage to property.

Criminal damage is very closely related to three other crime types: theft from m/v (motor vehicle), theft of m/v and burglary (residential and commercial). This link has always been in place due to the nature of the offences recorded. For example, what could appear to be a broken window at a residential location can either be a result of a) criminal damage or b) attempted burglary. The same applies to m/v crime.

The graph below breaks down criminal damage by type in the last two years. 'Criminal damage to m/v' (motor vehicles) accounted for the greatest number of allegations borough-wide, an increase of 5% compared with the same period the previous year. This crime type is broken down into multiple sub-categories. Of which 'criminal damage m/v – under £500' was most prevalent and had the greatest count of allegations in Northumberland Park ward. The peak day was Sat between 21:00-00:59.



#### 4.6 Graffiti

During July 2007 to June 2008, 33,660 m<sup>2</sup> of graffiti was removed as well as 111 m<sup>2</sup> of fly-posting. This represents an increase of one quarter (24.5%) in the amount of graffiti removed and a considerable reduction of over three-quarters (78.9% or 415m<sup>2</sup>) in the amount of fly-posters removed. Overall there was a 23% increase in the amount of graffiti and fly-posters removed by our contractors.

The bulk of this rise was attributed to proactive work; where a specific area is targeted to be cleaned on an ongoing basis over a number of weeks. Both ENCAMS and Ward Clean work increased significantly by 88% and 103% respectively compared to the previous period. Nearly one quarter of proactive work (73%) was related to the ENCAMS clean-ups primarily featured in Tottenham Hale ward - these accounted for one quarter of removals during this period. Identifying seasonal patterns in graffiti removal is at best problematic, because reports are not always received soon after graffiti appears and can be skewed by community empowerment, raised awareness, and a greater intolerance for graffiti in particularly areas. However, by and large the amount of graffiti removed increases during the first half of the calendar year and decreases in the summer months, before rising again in the last quarter.

#### 4.7 Waste Management

The following analysis is based on data provided by Waste Management Services showing reactive work carried out by waste contractors collecting fly-tipping on public land. Fly-tipping is the end result of a chain of events that begins when a product is produced and ends when it is illegally dumped.

##### Overview

There were 16,847 fly-tip collections between Jul 07 – Jun 08 representing a 9% reduction (1,576 fewer collections) on the previous twelve-month period. N17, N15, N22 and N8 are the main postcode areas covering the east of the borough; these recorded reductions of 11%, 18%, 3% and 10% respectively year-on-year. The N2 and N13 postcodes also reduced but the numbers involved were inconsequential. The remaining postcode areas; N4, N10, N6 and N11 all showed percentage

increases however on average the number of collections involved were notably less than for the increasing postcodes.

There is a seasonal trend apparent with an increase throughout the first half of the year - normally peaking in June/July - before falling off towards the end of the year with December recording the fewest collections.

Almost two-thirds of all collections are from postcodes located in the east of the borough with N17 and N15 accounting for 36% and 26% respectively. The fewest collections occurred in the N10 (3%) and N6 (2%) postcodes in the west of the borough. Compared to the previous period there has been no change in either postcode rankings or the proportion of collections undertaken.

## **5. RESOURCES**

The Safer Communities theme board allocates a significant amount of funding to preventing and dealing with Anti-social behaviour. Among other things, this work contributes to one of Haringey's 35 improvement targets: NI 21 Perceptions of how well the police and local authority deal with crime and ASB locally. Proposals for 2009/10 have yet to be finalised but include the following:

Responding to serious and persistent ASB via the ASBAT Service (£324,500\*)

A contribution towards policy co-ordination for ASB and Hate Crime (£ 20,000)

Capital improvement fund (£121,000)

The Home Office will be funding a post up to 2010 to raise confidence and co-ordinate all programmes with a public interface that impact on perceptions of crime and justice locally (£ 50,000)

\* This is a proposed increase on 2008/09 to address the higher case load. Homes for Haringey currently funds the work of the ASBAT in the amount of approximately £300,000 annually.

An allocation of funding for problem-solving (£100,000) will be reserved for multi-agency use on an area-based model which is likely to deal largely with ASB. In the interests of value for money, Safer Communities is looking to use budgets from Neighbourhood Management to match fund investment in agreed solutions.

Like other areas of the country, all wards in Haringey have a dedicated Safer Neighbourhood Policing Team. The annual budget for 08/09 this service was just over £6 million.

The Youth Summit recently agreed to fund a Youth At Risk Co-ordinator for 09/10 for £50,000 and this will directly support one of the main recommendations in the ASB Strategy that there be co-ordinated youth support.

Enforcement services and, in particular, the Tactical Enforcement Team contributes to the ASB agenda significantly in delivering high quality and targeted services dealing with waste, trading standards, litter/dumping/graffiti and the Eyesores programme.

During 2008/09, several new funding streams have come on line from central Government departments in support of families, parenting support and youths at risk including those committing or at risk of committing ASB and lower level crime. Haringey's Youth Offending Service will be the beneficiary of a considerable portion of these funds (e.g. under the Youth Taskforce Action Plan).

## **6. CONSULTATION**

### **6.1 What is currently working well?**

We asked our partners what they thought had made the most difference to preventing and reducing anti-social behaviour over the past few years and they responded as follows:

The increase in partnership working

Police Safer Neighbourhood Teams in all wards, consulting and working closely with residents

The cleanliness of the borough

The careful use of ASB legislation and the work of the ASBAT to resolve serious cases

Joint enforcement operations

### **6.2 What are the future priorities?**

We also asked residents and partners to identify the key challenges/priorities. Aligned with intelligence gathered from the partnership strategic assessment and public consultation feedback, these have been included in our annual Action Plan 2009/10 (see Annex D) and detailed below:

- Strengthening parenting support by supporting families whose members are at significant risk of committing ASB
- Finding solutions to problems at the local level in a more structured and efficient manner
- Safeguarding the environment through enforcement improving communications and public perceptions of ASB and young people.
- Dealing with the issues facing new communities in the borough. Problems relating to alcohol misuse and excess
- Improved working with the voluntary sector
- Improving outcomes for victims and perpetrators with mental health problems
- Promoting self and third party reporting for hate crime and harassment
- Reducing the opportunity for ASB, focusing on young people
- Tackling ASB across housing tenures and working with RSLs where appropriate concerning their properties
- Continued improvement in our methods of data capture
- Mapping and joining up young peoples services for targeted youth support, looking at assessments, referral pathways, gaps and overlaps

We have already identified residents' priorities in two local areas: Bruce grove and West Green through consultation. The priorities above fit with the priorities residents have told us are important for them. We also know from local survey data that effectively dealing with violence and anti-social behaviour is young peoples' number one concern. Positive feedback from the public following consultation on this strategy affirms the priorities detailed above (see also Annex C – Challenges - for further detail regarding the approach to be taken).

## **7. DELIVERY / MONITORING / EVALUATION OF THE STRATEGY**

**7.1** The range of services available to deal with ASB in Haringey is given in the table (pages 17 & 18). In it, the priority each service addresses is listed along with the national indicator that we are being measured against. Many services address more than one priority, especially those concerned with children and families.

The following national performance indicators relate to the whole service delivery table:

NI 1: Percentage of people who believe people from different backgrounds get on well together in their local area

NI 2: Percentage of people who feel that they belong to their neighbourhood

NI 3: Civic participation in the local area

NI 4: Percentage of people who feel they can influence decisions in their locality

NI 5: Overall/general satisfaction with local area

NI 17: Perceptions of anti-social behaviour

NI 21: Dealing with local concerns about anti-social behaviour and crime by the local council and police

NI 25: Satisfaction of different groups with the way the police and local council dealt with anti-social behaviour

NI 27: Understanding of local concerns about anti-social behaviour and crime by the local council and police

N195: Improved Street and environmental cleanliness (levels of graffiti, litter, detritus and fly posting)

N196: Improved street and environmental cleanliness fly tipping

## **7.2 Monitoring and Evaluation**

As with the previous strategy, a detailed action plan has been developed (Annex D). This will be monitored and reviewed every six months through the Anti-Social Behaviour Partnership Board. The Performance Management Group will monitor a programme of cross disciplinary activity that supports all perception targets.

The Place Survey will also be used as a measure for performance against perception indicators detailed above and in the table (pages 17 - 18). In addition to the following, the Survey focuses on public satisfaction with the quality of local public services:

Satisfaction with the area and with accommodation

Social cohesion and belonging to a neighbourhood

Voluntary activities and participation

Feeling safe, being treated with respect and perceptions of local policing

## **7.3 Delivery Activities**

(NB: National indicators are only provided where they are different from those listed above)

	Universal	Priority	NI	Group	Priority	NI	Individual	Priority	NI
Prevention	Youth spaces/shelters	1	57	Community mediation	ALL		Acceptable behaviour contracts	1	86
	Youth clubs and other provision for young people	1	57 110	Cross-generational work	1		Parental control agreements	3	86
	Warden schemes	2					Mentoring	1	
	Situational prevention/designing out crime	2		Summer play schemes	1	57	Restorative justice	ALL	86
	Improving street lighting	2		Truancy projects	1	87	Mediation service	ALL	
	Education, training and employment schemes for those over 17	1	91 117	Youth inclusions programmes	1	110	Behaviour Agreements in schools	1	86
	Research and develop responses to local alcohol use		41	Sports projects	1	57	Diversionary activities	1	110
	Fire education		33 49	Diversionary activities	1	57	Parenting support projects	4	50
				Detached youth work	1				
Education	Citizenship lessons	1	113	Work with excluded children	1	87	Work with excluded children	1	87
	Anti-bullying strategy roll out	1	69	Informal educational activities	1		Informal educational activities	1	
	Drug and alcohol education	1	41 115	Peer education	1	110			
				Literature	1				
Enforcement	Litter removal	2		Introductory & Starter tenancies	3	160	Anti-social behaviour orders	ALL	
	Graffiti and fly posting removal	2		Good neighbour agreements	3	160	Parenting orders	4	86
	Removal of abandoned vehicles	2		Dispersal orders	ALL		Reparation orders	ALL	
	Test purchasing	2		Regulating houses of multiple occupation (HMOs)	3	12	Fixed penalty notices	ALL	
	Safer neighbourhood policing	ALL					Injunctions	ALL	
	Controlled drinking zones	ALL							

See also BVPI 199 and targets in Every Child Matters

#### Annex A: Anti-Social Behaviour – OHMS (On-line Housing Management System) checklist details

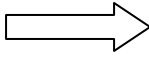
Table 1: Agreed main ASB ‘Types’ and related ‘Sub-types’

	ASB TYPE	ASB SUB-TYPE
A	Noise	Noisy neighbours [Domestic] Noisy cars/motorbikes [Vehicles] Loud music Alarms (persistent ringing/malfunction) Noise from pubs/clubs [Licensing & Commercial/Leisure] Noise from business and industry [Construction/Demolition & Equipment in Street] [Animal – Miscellaneous] (Bold text denotes Noise Team definitions, see table 4 below)
B	Verbal abuse / harassment / intimidation / threatening behaviour	Groups or individuals making threats Verbal abuse Bullying Following people Pestering people Voyeurism Sending nasty or offensive letters Obscene / nuisance phone calls Menacing gestures Rowdy Behaviour (see H & J below) Shouting & swearing Hooliganism / loutish behaviour Nuisance behaviour Abuse based on sexuality

		Throwing missiles Misuse of air guns
C	Vandalism and damage to property	Graffiti Damage to bus shelters Damage to phone kiosks Damage to street furniture Damage to buildings Damage to trees, plants, hedges Nuisance behaviour Letting down tyres
D	Pets and animal nuisance	Uncontrolled animals Breeding & management of pets Dangerous dogs Animal related smells Dog fouling
E	Nuisance from vehicles	Abandoned vehicles Inconvenient / illegal parking Car repairs on street /in gardens Setting vehicles alight Joyriding Racing cars Off-road motorcycling Cycling / skateboarding in pedestrian areas /footpaths
F	Litter/rubbish/ fly-tipping	Dropping litter Dumping rubbish Fly-tipping Fly-posting
G	Garden nuisance	Untidy / unkempt garden Garden fence/hedge disputes
H	Misuse of communal areas or public space / loitering	Urinating in public Setting fires (not directed at specific persons or property) Inappropriate use of fireworks Climbing on buildings Impeding access to communal areas Games in restricted/inappropriate areas Begging Gangs of youths 'hanging out' (e.g. in communal stairwells) Smoking in public / communal areas
I	Prostitution / Sexual acts / kerb crawling	Soliciting Cards in phone boxes Discarded condoms Kerb crawling Sexual acts Inappropriate sexual conduct Indecent exposure

Table 2: Agreed cross-cutting YES/NO questions applicable across all proposed ASB 'Type1' categories

YES / NO QUESTIONS (cross-cutting themes)	If YES additional 'check box' descriptions
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1	Is mental health a factor? YES/NO	
2	Is the issue/complaint Youth related? YES/NO	
3	Alcohol related? YES/NO	
4	Are drugs involved? YES/NO	Taking drugs Sniffing volatile substances Discarded needles /drug paraphernalia Crack houses Presence of dealers or users
5	Hate related YES/NO If YES 	Race Gender Disability Age Faith/Religious Homophobic

#### Annex B: Types of Anti-Social Behaviour and key observations

Haringey Safer Communities Executive Board now receives data every six months to help plan and understand trends in ASB. We can compare some sets of data over a relatively long period. It is clear that, for some categories of ASB, Haringey has made significant improvements especially for arson, abandoned vehicles and complaints about refuse, all of which have decreased, and the amount of fly posting and graffiti removed which has increased.

Table - Persistent and Consistent ASB:

	Persistent	Consistent	Age	Observations
ASBAT calls	Persistent	Primarily east	mainly 25-44yrs	Primarily victim or suspect home, with reducing numbers from street and housing estates
Arson	Decreasing	North east	ND	
Environmental crime	persistent	ND	ND	
Graffiti and fly posting removal	Increasing	Not geographical	Graffiti:most under 18 Fly posting: mainly older	The services has changed its focus, from 33% reactive to 80% reactive
Social clubs	Not clear if persistent	Main roads in east	Over 18	
Nuisance garages	not clear if persistent	Mainly Seven Sisters and Northumberland Park	Over 18	
Noise	Reducing	Primarily east	ND	Remains

complaints		and south		predominantly domestic.
Refuse complaints	Reducing	Hard to tell but remains mainly east	Over 18	
Abandoned vehicles	Decreasing	Northumberland Park	ND	Related to open space in both east and west
Disorder	Persistent	Main roads and transport interchanges	Primarily east	DARIUS categories appear to be related to adults with exceptions of rowdy behaviour, and fireworks.

## Annex C – Addressing Challenges

On the ASB Practitioner’s area of the Respect website, a collection of research around anti-social behaviour has been published. There are four main headings under which the research has been organised, a short summary is included below and provides a backdrop for challenges faced.

### **Area / Neighbourhood:**

Research has shown that areas with high crime and ASB problems tend also to have a high turnover of population. Young people raised in inner city areas characterised by disorganisation, physical deterioration, overcrowding and social housing are at a greater risk of becoming more involved in criminal or anti-social behaviour.

### **Families:**

Those families who are involved in anti-social behaviour are likely to be known to a number of agencies. In addition, low income, poor housing and large family size have been identified as increasing the risk of a child becoming involved in ASB, as does poor parental discipline and supervision. There is evidence of a cycle: anti-social behaviour of children continues on into adulthood with their children also perpetrating ASB.

### **Young People:**

There is evidence that young people who engage in persistent anti-social behaviour were more likely to be aggressive and volatile, with poorer relationships with parents and – the most powerful risk factor – have friends who engage in ASB. They are also more likely to have difficulties concentrating and at school. There is an indication that being a victim of crime as a young person increases the risk of becoming a perpetrator. Nearly 50% of 11 to 16 year olds have reported being bullied and the effects can be long-lasting.

### **Alcohol:**

Alcohol consumption, particularly binge-drinking, appears to be rising, especially among young people. It is one of the most important risk factors in anti-social behaviour as it is frequently taken in excess, and those who drink under-age are more likely to commit ASB.

Further reference to the report can be found in annex C.

**Patterns of ASB:**

Levels of ASB in most categories have remained relatively stable with the exception of arson; abandoned vehicles and complaints about refuse which have all decreased significantly. Most types of ASB move location, although most hotspots remain in the east of the borough. We can assume that the ASB we have historically collected data about is a result of adult behaviour, except for graffiti (although even here there is anecdotal evidence that a significant proportion is created by those aged over 18 years).

A potentially worrying trend is the increase in alcohol related ASB, i.e. ASB is likely to be affected by alcohol use. We will be researching the links and developing a more nuanced local approach to alcohol use and all crime especially ASB remains a key issue from the last strategy. (See Annex B for figures on ASB over time).

**Maintaining and improving area based problem solving:**

There are some ASB problems that can be dealt with at a Borough or even London level, but most will be solved at a sub-borough neighbourhood assembly level. The range of services and interventions provided in the borough will keep a lid on ASB at its current levels, and where it is decreasing will continue to push these levels down. Further, the whole range of services provided needs to continue the work they currently undertake especially in the east of the borough, but there needs to be a way of problem solving when there is a 'crisis'. Providing enforcement and maintenance services which have enough flexibility to ensure a rapid response is an important quality for reassuring residents. While we want to see a re-emphasis on helping young people and their carers, we do not want to lose the focus of work already underway. There is work to be done here on ensuring residents do not take improvements in tenure related ASB and environmental enforcement for granted.

These points imply keeping those 'universal' services that are in place now, as long as there is sufficient willingness and capacity to allow for area based work. We need to use local research and data to generate more detailed and evidence based approaches especially at an area level.

**Understanding residents concerns:**

Resident opinion and research, both in the UK and internationally points to ASB being primarily a youth related issue. However, given the categories used in the data collection and the services available to deal with ASB in Haringey it is not surprising that young people are not seen as the major focus for intervention, as the focus has been on ASB caused by adults. There appears to be a disjunction between what residents perceive to be priorities around ASB and the way services respond and data is collected.

**Providing appropriate services for young people:**

'Hanging around' does not necessarily imply ASB or crime. There may continue to be a gap between resident's perceptions and the reality of young people lives. This needs addressing against a backdrop of national and media coverage which continues to demonise all young people. There is evidence that there are at least 2 types of young people who commit ASB: 'life course persistent' offenders and 'adolescent limited' offenders. There is some evidence that early family focused interventions will protect children 'at risk' of 'life course persistent' ASB as they grow up using targeted interventions. Family focused interventions and services for those young people at some risk might need strengthening. Haringey has a strong record in dealing with those most at risk through YOS, and with adult perpetrators in the public realm through enforcement and ASBAT.

It is harder to identify those young people who engage in 'adolescent limited' ASB and research suggest that universal services which support young people in their

transition to adulthood are important. Out of school hours youth services play a key role here, in the context of targeted youth support. Rolling out the anti-bullying strategy and improving school based mediation and reparation schemes are crucial. Linking universal support services including schools and colleges with specialist services might also need attention

There is a real problem with definitions here, as it is not at all clear what residents mean by 'young people' when they identify 'young people hanging around' as an issue. Do they mean males? Do they mean anyone aged less than them; anyone aged less than 30 (i.e. anyone who wears trainers, jeans and hoodies); those aged more than 10? Without more detailed work on whom residents are identifying, the solutions will remain elusive. Further, statutory services provided by the Local Authority have age related entry criteria, and those that are focused on 'young people' usually stop at 18 years old. There are many services for those aged between 5 and 18 but there is a gap for the 18+ age group being engaged in structured activities.

#### **Involving residents:**

Effectively involving residents including our new European immigrant communities is a key challenge. Research suggests that ASB is at its most problematic when there is a high turnover of residents and incomes are low. While there is high satisfaction with our specialist case work, including that provided by the ASBAT and YOS, Homes for Haringey and Better Haringey services, the final priority in the last strategy needs reinvigorating especially when the first priority in our Sustainable Community Strategy is 'people at the heart of change'.

Key Individual Networks were developed during 2005 when the first eight Police Safer Neighbourhoods Teams became established. Since then the membership has risen with many more people, partners and organisations to ensure that the KIN list is as representative as possible of both ward geographically and in terms of ethnicity and gender. They include partners and businesses as well as local people. Members receive regular updates regarding police activity and the Police also try to encourage them to provide information regarding what is happening on the ward.



## Annex D: ASB Action Plan 2009/11

Business Plan Objective: (use a separate form for each objective)	Responsibility of: (identify officer responsible for achieving this objective)
Improve perceptions and responses to crime and ASB	Otis Williams, Community Safety Policy Officer
Council Plan Priorities: (state the Council Plan Priorities that this objective supports)	Creating a Better Haringey: cleaner, greener, safer.

Description of targets and performance measures relevant to this objective, including all relevant National Indicators; Local Area Agreement targets and key local Performance Indicators.
NI21 Dealing with local concerns about crime and ASB by the Council and Police

Activity to be undertaken: (list key activities or projects that will be undertaken to meet the objective)	Lead Officer / s	Due date (state month the activity will be completed by)	Progress (May 09)
Co-ordinate prevention and early intervention (particularly in support of young people) Families coming to the attention of the ASBAT that would benefit from parenting support are to be offered the service. If they do not engage enforcement action is to be taken (CAF to be used in evaluating cases) Address the correlation between alcohol & ASB – Street drinking study Improve services and outcomes for victims and witnesses of ASB, including communities who find services hard to reach and those with mental health needs	Michael Bagnall  DAAT/Otis Williams Michael Bagnall /	Ongoing/March 2010  July 2009	To be reviewed quarterly  Audit of services in progress (May 09) – results due July 2009.

Activity to be undertaken: (list key activities or projects that will be undertaken to meet the objective)	Lead Officer / s	Due date (state month the activity will be completed by)	Progress (May 09)
<p>Reduce the risk factors for young people at risk of becoming first time entrants to the Youth Justice System (through robust assessment/one to one key work support/diversionary activities through the YIP and Challenge &amp; Support Programme)</p> <p>Increase young peoples participation in Positive Activities through delivering activities during evenings and weekends as well as school holidays (extensive programme of activities following consultation with young people at youth centres – additional venues through targeted YIP) detached and mobile teams and Positive Futures Sports Programmes)</p> <p>Deploy detached workers to areas of ASB concerns (Youth Response Team )</p> <p>Youth Provision for 8-13 year olds across the borough (problem solving process to be applied where gaps found)</p> <p>Continued development of nationally recognised programme for primary schools around restorative approaches (e.g. re mediation and reparation schemes) and an anti-bullying policy (comprises a template for schools which they may adopt and amend or they may choose to have their own policy).</p>	<p>Tessa Newton</p> <p>Laris Bucknor-Fisher / Ayten Kiani</p> <p>Laris Bucknor-Fisher / Ayten Kiani</p> <p>Laris Bucknor-Fisher / Ayten Kiani</p> <p>Laris Bucknor-Fisher / Youth Summit</p>	<p>Quarterly at board meetings</p> <p>Quarterly at board meetings</p> <p>July 2009</p> <p>September 2009</p>	<p>Also, Crack House Protocol updated with DAAT policy amendment re mental health and substance misuse referrals.</p> <p>NB: The Youth Summit provides a forum to start developing a more co-ordinated approach). The underlying requirement is for every school to have a policy in place.</p>
<p>Co-ordinate responses to ASB and problem-solving using the area based working model and joint intelligence</p> <p>Annual Strategic Assessment - coordinate intelligence between SNTs, ASBAT, Neighbourhood Management and Enforcement</p>			

Activity to be undertaken: (list key activities or projects that will be undertaken to meet the objective)	Lead Officer / s	Due date (state month the activity will be completed by)	Progress (May 09)
<p>with clear roles and responsibilities Co-ordinate responses to ASB and problem-solving using the area based working model and joint intelligence , including use of Equalities Monitoring information Street Improvements to improve safety (the delivery of street lighting and road safety programmes) Seasonal activity Planning: Halloween and Bonfire Night Tackle the rising incidences of Arson (NI33) in the borough.</p>	<p>Leo Kearse  Robin Payne  Otis Williams John Brown</p>	<p>Quarterly at board meetings  May 2009  July 2009 Quarterly at Board Meetings</p>	<p>Ongoing role out of zonal working and Area Based Working Groups and implementation of Problem Solving arrangements and evaluation. Terms of reference in place also.</p> <p>Fire Brigade to identify arson issues and work in partnership with MPS and LB Haringey to tackle the underlying causes and catch perpetrators.</p> <p>Use the LFB Community Safety Cycle Team to identify arson hotspots and report these to the appropriate authority. Project running between now and September.</p> <p>Reduce the risk to occupiers of flats by highlighting the dangers of storing combustibles in protected staircases and lobbies.</p>
<p>Measurably improve confidence in how well the Police and Council deal with ASB and Crime</p>			

Activity to be undertaken: (list key activities or projects that will be undertaken to meet the objective)	Lead Officer / s	Due date (state month the activity will be completed by)	Progress (May 09)
<p>Challenge perceptions of ASB through targeted work, increasing the level of publicity surrounding multi-agency ASB successes (to assist reducing the fear of crime &amp; ASB/provide re-assurance)</p> <p>Monitor and respond to surveys and emerging concerns in support of NI 21 improvement target (How well the public believes the Local Authority and Police deal with ASB and crime in their area) and the Policing Pledge</p> <p>Continue to take action to tackle hate crime in the borough</p>	<p>Michelle Mercer / Monica Brimacombe / Elaine Cunnea</p> <p>Otis Williams</p>	<p>Quarterly at board meetings</p> <p>Quarterly at board meetings</p>	<p>Monitored by the Place Survey – 28% of people surveyed in Haringey were happy with the way Police and Council deal with ASB – improvement target is 2% for the current year and 6% over 4 years.</p>
<p>Continue the strategic use of partnership enforcement tools</p> <p>Tackle nuisance associated with Houses in Multiple Occupation (HMOs) in the private rented sector</p> <p>Reduce dumped and fly tipped rubbish (two year plan from Aug 2008/10)</p> <p>Maximise results from the use of CCTV in the borough (implementing new tasking and monitoring arrangements for relocatable and community safety cameras)</p> <p>Community Payback to deliver area improvements and visible reparation (programme of sites for improvement).</p> <p>Schemes to reflect community priorities – identified through Partnership Working</p> <p>Community Impact Statements for Community Justice Court – tool to be agreed by partnership (e.g. to be produced quarterly)</p>	<p>Robin Payne</p> <p>Michael Whyman (Waste Management) / Elaine Cunnea</p> <p>Elaine Cunnea / Otis Williams</p>	<p>Quarterly at board meetings</p> <p>September 2009</p> <p>May 2009</p>	<p>Programme of operations including Tailgates and Cleansweep under development. Includes a programme of ward and local area action plans.</p>

## **Annex E: Glossary of Terms**

**ASBAT:** Refers to the corporate ASB Action Team based in Housing

**Anti Social Behaviour Partnership Board:** Based on the local authority area, the ASB Partnership Steering Board is a multi agency forum. Led by the Council it has the responsibility for overseeing and promoting inter-agency co-operation and for monitoring and implementation of the Anti Social Behaviour Strategy and Action Plans

**CCTV:** The term CCTV refers to closed circuit television cameras and covers all the public cameras managed by Environmental Services that are placed in the streets, town centres and bus lanes of the borough. It also refers to work undertaken by the Police using CCTV on crime surveillance activities.

**YOT (or YOS):** Youth Offending Service – a multi agency team located in Social Services which co-ordinates all the work relating to youth offending.

**YISP:** Youth Inclusion Support Panel is managed by the Police and located within the Youth Offending Service and is responsible for co-ordinating the youth diversionary and preventative activities for individual young people at risk of anti social behaviour or offending activities.

**ASBO:** Anti-Social Behaviour Orders

**ABC:** Acceptable Behaviour Contract

**ALMO:** Arms Length Management Organisation

**Assessment:** The process for identifying the needs of a person referred to the ASBAT who determines the appropriate service

**HMOs:** Houses of Multiple Occupancy

**RSL:** Residential Social Landlords (mainly housing associations)

**Neighbourhood Services:** Is located in Environmental Services and has the responsibility for co-ordinating services operated at a local level as well as supporting local area assemblies and forums

**Better Haringey:** Is a term used to describe the borough-wide campaign to improve the environment