North Ayrshire

Antisocial Behaviour Strategy

2015-18
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We also understand different communities have different issues and our neighbourhood planning approach will help us tackle specific problems in specific areas.

Underpinning everything we do will be strong communications – ensuring that our communities get a balanced perception of antisocial behaviour and are given a clear picture of what measures are in place to deal with situations.

This has again been a real team effort with our partners in the Safer North Ayrshire Partnership. It has also been informed and influenced by extensive consultation with local partners, community groups and individuals.

I thank everyone for their involvement throughout this and look forward to working with you all in the future.

Our vision ‘North Ayrshire - a better life’ is a simple one but also an achievable one.

Hard-working and honest communities deserve the very best life possible.

While it won’t eradicate antisocial behaviour completely, I’m hopeful that this strategy will make a positive daily difference to the lives of people across North Ayrshire.

Antisocial behaviour continues to fall and detection rates rise, so we certainly have strong foundations in place to build upon.

The previous two strategies have helped shape this one and we have again followed the Scottish Government’s PIER Model - Prevention, Intervention, Enforcement, Rehabilitation – to help guide us in our approach.

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Foreword

It gives me great pleasure to introduce North Ayrshire Council’s Antisocial Behaviour Strategy 2015-2018. I’m confident that the hard work and vision from everyone involved can help transform communities across North Ayrshire over the coming years.
Introduction

Antisocial behaviour can have a significant negative impact on our communities. Feedback has consistently shown the importance of antisocial behaviour issues, not just for those directly affected but also communities more widely. Tackling antisocial behaviour and improving community safety is vital to achieve our vision: “North Ayrshire – A Better Life”.

This is the third Antisocial Behaviour Strategy for North Ayrshire, developed by North Ayrshire Council and partners through the Safer North Ayrshire Partnership (SNAP). We have made significant progress in tackling antisocial behaviour through the first two strategies and have developed a comprehensive range of tools, services and initiatives. Our approaches continue to develop in response to changing local issues and priorities, but will be guided by the principles set out in this strategy. We highlight some of these projects and initiatives throughout later sections of this document.
This strategy seeks to build on the excellent progress made to date by setting out the strategic direction, priorities and outcomes to be taken forward by the Safer North Ayrshire Partnership (SNAP). The strategy reflects the value that SNAP adds to individual partners’ activities, and provides a framework for partners to continue to work together in achieving long-term sustainable solutions to antisocial behaviour issues in North Ayrshire.

Our Strategy

Our strategy is also based on the guiding principles of the PIER Model, developed as part of Scottish Government guidance and used by agencies across Scotland to tackle antisocial behaviour. The PIER Model comprises the following elements.

The PIER Model for Antisocial Behaviour

- **Prevention** and early identification, with a focus on tackling the root causes of antisocial behaviour.
- **Intervention** should support the focus on prevention by seeking to tackle issues before they escalate to antisocial behaviour.
- **Enforcement** should be appropriate, proportionate and timely. By preventing antisocial behaviour occurring in the first place, less weight is given to enforcement.
- **Rehabilitation** is a vital element in reducing re-offending, and as such in preventing antisocial behaviour incidents.

Education and support are at the centre of the PIER model, and should be the focus throughout the process of tackling antisocial behaviour (including enforcement).

What is antisocial behaviour?

Antisocial behaviour (ASB) describes a range of issues which cause distress to communities and make them feel unsafe. The Antisocial Behaviour etc. (Scotland) Act 2004 states that a person engages in antisocial behaviour if they:

- “act in a manner that causes or is likely to cause alarm or distress”
- or
- “pursue a course of conduct [including speech] that causes or is likely to cause alarm or distress to at least one person not of the same household.”

This behaviour is often the visible symptom of deep-rooted problems such as lack of opportunity and the pervasive effects of alcohol, drugs and deprivation. National policy recognises that only by addressing these underlying issues and creating more choices and chances for people to lead positive lives, can long term solutions be reached.

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The Strategy Process

Developing our strategy has brought together a range of evidence and intelligence, and input from service providers and communities to provide a robust underpinning for our outcomes, priorities and actions. This has involved a number of distinct elements.

Consultation with partners has been a crucial element of the process. In addition to meeting statutory requirements to consult the Principal Reporter for SCRA, Registered Social Landlords and local communities, we have also consulted widely across all SNAP partners.

Equal opportunities is a fundamental principle for all partners; we are committed to addressing any form of discrimination on the grounds of age; beliefs and opinions; disability; race, ethnicity and colour; gender; or sexual orientation. This strategy has been subject to an Equality Impact Assessment and has been found to have no negative or discriminatory effect on any of the equality groups listed above. It can demonstrate a number of positive approaches to support these groups such as dealing with harassment on equalities grounds.

The Antisocial Behaviour Strategy has not been subject directly to a statutory Strategic Environmental Assessment. However, some aspects of the strategy link to issues identified in the Local Housing Strategy (LHS) such as noise nuisance, use of open spaces and community surveillance. The LHS was subject to a Strategic Environmental Assessment in late 2010.

An Ongoing Process

Our strategy will be reviewed regularly to ensure that it continues to be relevant and appropriate to achieving our aims. All partner agencies acknowledge that various factors, such as continuing budget pressures and the adoption of a ‘Locality Approach’ will influence future service provision. Partners remain committed to working together to critically review performance, to maintain or improve our current high standards of service delivery. Partners will also seek to develop services that are focused on early intervention and prevention and meet the differing needs of the various communities across North Ayrshire.
Context

National Policy

The Antisocial Behaviour etc. (Scotland) Act 2004 places a duty on each local authority and Chief Constable to jointly produce a strategy to tackle antisocial behaviour, and provides a range of legal tools to enable agencies to tackle antisocial behaviour more effectively. As part of a wider strategic approach, the Act aims to bring about a change in people’s attitudes and behaviours, and ultimately make communities safer places to live where fewer people suffer from problems caused by antisocial behaviour.

There has been a period of significant change and challenge for public services since the publication of the Act, in the context of significant financial restrictions across Scotland and the UK more widely. Ongoing public service reform at a national and local level has already seen very significant changes to key SNAP partners and this will continue over the life of our Strategy.

National Performance Framework

The breadth and extent of changes to public services and structures mean that a clear focus on shared outcomes and priorities is vital to ensure a coherent approach to addressing antisocial behaviour and its underlying causes in North Ayrshire.

The National Performance Framework provides a clear focus for Community Planning partners. The Framework is underpinned by five objectives, aiming to make Scotland “wealthier and fairer… smarter… healthier… safer and stronger… and greener.” Tackling antisocial behaviour contributes to all five objectives to varying degrees, but our strategy recognises that the core focus is on “making communities safer and stronger”.

The National Performance Framework also sets out 15 National Outcomes that support each of the five objectives; these set out the Scottish Government’s aspirations for Scotland and the improvements that the Government wants to see over coming years. Again antisocial behaviour has some relevance to most of these 15 National Outcomes, but our strategy will make a particularly significant contribution to the following:

6. We live longer, healthier lives
9. We live our lives safe from crime, disorder and danger
10. We live in well-designed, sustainable places where we are able to access the amenities and services we need.
11. We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.

The Strategy for Justice in Scotland, developed in 2012, sets out the approach to justice and community safety. The strategy seeks to strengthen the collaborative approach across agencies, while respecting the proper separation of powers, to deliver an effective and efficient justice system in Scotland. The ‘justice dashboard’ on page 8 displays information on selected high-level measures for eight justice outcomes within the overarching strategy. The dashboard is designed to support the communication and understanding of justice outcomes performance data, and sets out how these outcomes contribute to the Government’s core purpose and National Outcomes.
## Purpose
To focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth.

## Vision
Our vision is of a justice system that contributes positively to a flourishing Scotland, helping to create an inclusive and respectful society in which all people and communities live in safety and security, individual and collective rights are supported and disputes are resolved fairly and swiftly.

## National Outcomes
- **We live our lives safe from crime, disorder and danger**
- **We have strong, resilient, supportive communities where people take responsibility for their own actions and how they affect others**
- **Our public services are high quality, continually improving, efficient and responsive to local people’s needs**

## Justice Outcomes
- **We experience low levels of crime**
- **We experience low levels of fear, alarm and distress**
- **We are at a low risk of unintentional harm**
- **Our people and communities support and respect each other, exercising both their rights and responsibilities**
- **We have high levels of confidence in justice institutions and processes**
- **Our public services are fair and accessible**
- **Our institutions and processes are effective and efficient**
- **Our public services respect the rights and voices of users**

## Priorities
- Reducing crime, particularly violent & serious organised crime  
  - Reducing reoffending
- Tackling hate crime and sectarianism
- Enhancing efficiency
- Supporting victims and witnesses
- Widening access to justice and advancing law reform
- Reduce the damaging impacts of drug and alcohol problems  
  - Preventing offending by young people
- Reducing the harm from fires and other emergencies
- Increasing public confidence and reducing fear of crime
- Strengthening community engagement and resilience
- Transforming civil and administrative justice
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## Approach
- Building safer communities  
  - Getting it right for every child
- Whole system approach
- Making justice work
- Victims and witnesses legislation
- Reducing reoffending
- Road to recovery  
  - Equally well
- Early years Framework
- Achieving our potential
- Reassuring the public
- Police and fire reform

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Promoting Positive Outcomes

Promoting Positive Outcomes provides a framework for joint working between national and local partners to prevent antisocial behaviour in Scotland. The Framework is based around a series of National Actions and Local Recommendations structured across four pillars, around which our Strategy is also structured:

- **Prevention** - Focusing on the root causes of antisocial behaviour through prevention and early intervention, ensuring action taken is appropriate, proportionate and timely, and creating more choices and chances for people to engage in positive activities.

- **Integration** - Working together to achieve shared outcomes through a holistic approach to tackling antisocial behaviour, with a focus on partnership working and sharing information, intelligence and resources.

- **Engagement** - Engage communities in a meaningful way as part of the development of strategies and services, and keep them informed of progress. Help communities to take responsibility for their own actions, and take steps to directly challenge and deal with local problems.

- **Communication** - Communicate better as partners to ensure positive, co-ordinated and evidence-based messages are shared with the public.

The framework seeks to create a balanced approach, which recognises the role of appropriate enforcement action, but which has a primary focus on prevention and early intervention to address the root causes of antisocial behaviour. The framework also recognises that antisocial behaviour and its causes cannot be understood in isolation, and that our approach needs to fit with wider policy. This includes for example how we tackle more serious criminal behaviour, and how we address the underlying causes of unacceptable behaviour such as alcohol, drugs, inequality and deprivation.

Our strategy for North Ayrshire is framed around these four pillars. Each of these are considered in detail through later sections of this strategy, including the strategic aims and outcomes that will shape our work in relation to each pillar. We also provide examples of the activities or projects that are helping to deliver better outcomes for people in North Ayrshire. Much of this work contributes across more than one strategic pillar, but for ease of reading we have placed these examples under the most relevant pillar.
The Single Outcome Agreement is a key document setting out what Community Planning partners wish to achieve for North Ayrshire, and provides the specific local outcomes towards which our Strategy will contribute.

The Single Outcome Agreement sets out a vision for North Ayrshire, which is:

“North Ayrshire – A Better Life”.

A range of outcomes have been identified to help achieve this overall vision, and these are structured around the following three priorities:

- A Working North Ayrshire
- A Healthy and Active North Ayrshire
- A Safe and Secure North Ayrshire

The figure on page 11 provides an overview of these priorities and the high level outcomes identified for each.

We are clear that antisocial behaviour can be a significant factor across all aspects of life in North Ayrshire. However in terms of the Single Outcome Agreement priorities, “a Safe and Secure North Ayrshire” is the most relevant to our strategy. The Agreement identifies the following outcomes under this priority, and these are the main outcomes for our strategy. We highlight the relevant outcomes under each of the four pillars and set out how we will measure our progress against each outcome under “Monitoring Our Progress”.

North Ayrshire Context

Single Outcome Agreement
### Overarching Themes:

- Reducing local inequalities of outcome
- Building community capacity
- Prevention and early intervention

### A Safe & Secure North Ayrshire: Outcomes

- Levels of crime and antisocial behaviour have reduced and crimes being detected have increased
- Reoffending has reduced
- Levels of domestic abuse have decreased and a higher level of support is provided to victims
- Road safety has improved

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<tr>
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<tbody>
<tr>
<td>High Level Outcomes:</td>
<td>Jobs density in North Ayrshire increases.</td>
<td>Children's health and wellbeing is improved by breaking the cycle of poverty, inequality and poor outcomes</td>
<td>North Ayrshire is a safer place to live</td>
</tr>
<tr>
<td>Ten Year Targets:</td>
<td>Worklessness is at the Scottish level and there is less inequality within North Ayrshire</td>
<td>Adults and older people in North Ayrshire live healthier and more active lives</td>
<td>North Ayrshire residents feel safer and communities are empowered</td>
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<td></td>
<td>Jobs density in North Ayrshire increases by 33%</td>
<td>Children's health and wellbeing is improved by breaking the cycle of poverty, inequality and poor outcomes</td>
<td>Crimes of violence will be reduced by 5%</td>
</tr>
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<td>Worklessness is at the Scottish level and there is less inequality within North Ayrshire</td>
<td>Life expectancy in the most deprived areas of North Ayrshire increases</td>
<td>Three out of four North Ayrshire residents feel safe in their communities after dark</td>
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### A Healthier North Ayrshire

- Children's health and wellbeing is improved by breaking the cycle of poverty, inequality and poor outcomes

### A Working North Ayrshire

- Jobs density in North Ayrshire increases by 33%
Safer North Ayrshire Partnership

The CPP Safer North Ayrshire Partnership (SNAP) is the strategic partnership with responsibility for delivering against:

**National Outcome 9:** We live our lives safe from crime, disorder and danger; and

**SOA priority:** A Safe and Secure North Ayrshire.

SNAP brings together a broad range of Community Planning partners to direct the approach to tackling antisocial behaviour in North Ayrshire. Fundamental to the national and local policy context highlighted above is a recognition that many of the issues being tackled by partners have shared underlying factors. The need for a coherent approach to tackling antisocial behaviour in North Ayrshire, and the central role of effective joint working between Community Planning partners in achieving this, have shaped our strategy and continue to inform the partnership’s work.
SNAP is chaired by the Director of Community Safety (Police Scotland) and has representation from both statutory and voluntary key service providers and communities including:

- Police Scotland
- Scottish Fire and Rescue
- North Ayrshire Council:
  - Elected Members
  - Place (Physical Environment – Housing)
  - Health and Social Care Partnership (Criminal Justice, Youth Justice, Children & Families, NHS Ayrshire & Arran)
  - Education and Youth Employment (Youth Services, Schools)
  - Democratic Services (Policy & Performance)
- North Ayrshire Adult Protection Committee
- North Ayrshire Alcohol and Drug Partnership
- South West Scotland Community Justice Authority (CJA)
- Procurator Fiscal’s Office
- Scottish Children’s Reporter Administration
- Scottish Youth Parliament for North Ayrshire
- Victim Support
- Women’s Aid
- Ayrshire College
- K:A Leisure
- Community representatives

There are a number of other strategic partnerships whose outcomes overlap with those of the SNAP, and where there is mutual benefit in sharing intelligence and approaches. This includes the Community Health Partnership (whose business has been integrated into the Health & Social Care Partnership) who would input to the intermediate outcome ‘the harmful effects of drugs and alcohol are reduced’, the Violence Against Women Partnership and Ayrshire Equality Partnership.

The North Ayrshire Single Outcome Agreement outcomes and Indicators for Community Safety are detailed within Appendix 2.
The Neighbourhood Planning Approach

The neighbourhood planning approach is a key element in the evidence-based approach to improving outcomes for local communities – in delivery of all Single Outcome Agreement Outcomes, including specifically the work of SNAP.

The neighbourhood planning approach is about ensuring that public sector resources are targeted at those local areas most in need in North Ayrshire, delivering successful outcomes for our local communities.

The approach is based around six new neighbourhood planning areas: Arran; Irvine; Kilwinning; Three Towns; Garnock Valley; and North Coast, West Kilbride & Cumbraes. A community needs analysis is being undertaken for each area to identify areas of priority need and areas where there is evidence of positive socio-economic trends. This will inform the partnership in the planning and targeting of resources, and will also be used by partners to explore opportunities for joint working and developing operational plans which propose more co-located integrated teams across suitable locations.
Antisocial Behaviour In North Ayrshire

Our approach to tackling Antisocial Behaviour has a strong focus on the available evidence base to ensure our strategy and ongoing activities have a secure underpinning, and to measure progress against our outcomes.

This evidence base will continue to develop to ensure our approach is responsive to local issues and needs.

Profile of North Ayrshire

On page 16 we describe key aspects of North Ayrshire’s socio-economic profile that are likely to have an impact on antisocial behaviour across our communities.¹

¹ Sources: GRO(S) 2013 mid-year population estimates, GRO(S) 2012-based population projections, 2012 Scottish Index of Multiple Deprivation.
The Scottish Index of Multiple Deprivation (SIMD) shows that North Ayrshire has persistent issues in relation to deprivation, employment and income deprivation in particular. North Ayrshire is one of the four most employment and income deprived local authority areas in Scotland. Deprivation is primarily concentrated in the Three Towns, Irvine, Garnock Valley and Kilwinning areas.

There has been an increase in the extent of deprivation across North Ayrshire in recent years. This is most significant in relation to health deprivation, but there has also been some increase in employment and income deprivation and crime deprivation. These changes reinforce the importance of our focus on the three main priorities of a Working North Ayrshire, a Healthy and Active North Ayrshire, and a Safe and Secure North Ayrshire.

Projections predict a 9% fall in North Ayrshire’s total population between 2012 and 2037, against a projected 9% increase across Scotland as a whole. North Ayrshire is expected to see a significant shift towards the older population over this period. Those aged 65+ are the only age group expected to grow, and the 75+ age group is expected to nearly double in size by 2037. The 16-59 population is expected to reduce in size by around 20%.

These demographic changes present significant challenges for all services, and will clearly impact on the way in which we deliver antisocial behaviour and related services.
Most recent data shows a significantly worse position for North Ayrshire than the Scottish average across 28 of 56 health and wellbeing indicators, and a significantly better position for only 3 of the 56. Consistent with these health and wellbeing indicators, life expectancy for North Ayrshire residents is below the Scottish average for both males and females. The variation in life expectancy across North Ayrshire is also of concern; a variation of up to 25 years in life expectancy across local communities is a stark illustration of health inequality.

North Ayrshire has persistently high levels of unemployment. This is confirmed in the most recent data from the International Labour Organisation (ILO) which shows the unemployment rate for North Ayrshire (at June 2015) at 10.0% compared to 6.0% for Scotland. This is reflected in the high levels of income deprivation and lack of employment opportunities across the area.
Incidence of antisocial behaviour has declined in North Ayrshire over recent years. Police Scotland records a number of measures associated with antisocial behaviour, the most relevant being “public reported incidents of antisocial behaviour”. Up to date statistics on incidence of antisocial behaviour in North Ayrshire are available from SNAP partners’ respective websites.

Despite the encouraging decline in incidents over recent years, our strategy recognises that antisocial behaviour has a negative impact on communities. Engagement with communities has also consistently highlighted the importance of antisocial behaviour issues – and community safety more widely – for local residents. This includes the recent Police Scotland consultation which ranked antisocial behaviour related issues prominently amongst local priorities; ‘youths causing annoyance’ and “rowdy drunken behaviour in public places” were amongst the top three problems for North Ayrshire (alongside drug dealing and drug misuse).

Recent community engagement via the North Ayrshire People’s Panel shows a number of encouraging trends in residents’ views of antisocial behaviour and community safety in North Ayrshire. Most notably, there has been a 15% fall over the last five years in the proportion of people who feel unsafe walking in their neighbourhood after dark. This may suggest that positive trends in incidence of antisocial behaviour and crime, and sharing these outcomes with communities, are helping to make people feel safer.

However antisocial behaviour and community safety remain a significant priority for residents. This is particularly the case for people in more deprived areas who are still more likely to feel unsafe outside after dark, although there has been some improvement in these views over recent years. In terms of the nature of local antisocial behaviour concerns, feedback suggests that the most common community safety issues are environmental (e.g. dog fouling, rubbish, litter), people using or dealing drugs, young people hanging around on the street and vandalism/graffiti. In terms of addressing these issues, communities showed strong support for high profile police patrols and more facilities for young people. It is also encouraging that local residents show strong support for an approach which focuses on tackling the underlying causes of crime – a key principle for our strategy.
Pillar 1: Prevention

Prevention and early intervention is one of the key themes that guide delivery of the Single Outcome Agreement for North Ayrshire, and is vital to our approach to tackling antisocial behaviour. This recognises the need to tackle the underlying causes such as alcohol, drugs, inequality and deprivation. By improving the quality of people’s lives and preventing and directing people away from these behaviours, we aim to stop these factors from leading to antisocial behaviour.

Prevention is fundamental to national policy to tackle antisocial behaviour in Scotland. Promoting Positive Outcomes, the national framework to prevent and tackle antisocial behaviour, identifies the following strategic aims. These represent what the Scottish Government, COSLA and other partners are looking to achieve through the Framework, and will shape our approach to the prevention pillar of our Strategy.

Prevention: Our Strategic Aims

1. Create more choices and chances. A greater focus on education, prevention and early interventions, by developing resilience and more chances for all parts of our communities. The aim here is to divert people away from antisocial behaviour and factors such as alcohol and drug misuse that increase risks of being involved in antisocial behaviour. Recognising that antisocial behaviour is most likely to occur in areas of multiple deprivation, improving access to education, employment and training and other ‘diversionary activities’ such as sport and culture in these areas, will improve life chances and achieve sustainable reductions in levels of antisocial behaviour.

2. Appropriate, proportionate and timely interventions. All activities to prevent and tackle antisocial behaviour – and particularly enforcement – must be appropriate, proportionate and timely for the circumstances. To achieve sustainable reductions in antisocial behaviour, a proportionate response to enforcement will be taken; its success is dependent on support and education measures, introduced in tandem and tailored to meet the needs of individuals and communities. Again the aim here must be on preventing future antisocial behaviour and providing long-term solutions.

Our focus on preventing antisocial behaviour will be a crucial part of how our strategy will contribute to achieving the high level outcome North Ayrshire is a safer place to live. As such this will contribute to the broad range of intermediate outcomes listed on page 20. The measures we use to track our progress against these outcomes are detailed later in this strategy under Monitoring Our Progress.
Key Themes That Shape Our Prevention Work

There are a range of services and projects whose approach is focused on prevention and early intervention in North Ayrshire. What this means for each service can be quite different, and is based on services finding the appropriate level of intervention and support to enable and empower people to change behaviours. This recognises that those affected by antisocial behaviour – both victims and offenders – can have a complex range of needs and vulnerabilities.

The services working to prevent and deal with antisocial behaviour in North Ayrshire tailor their approaches to take account of the range of issues that can be associated with antisocial behaviour. However there are two main themes that have emerged as particularly important for our work in preventing antisocial behaviour in North Ayrshire.

Alcohol and drug misuse

Alcohol and drug misuse can cause real harm to individuals and communities. Alcohol or drug-related hospital discharges have fallen in North Ayrshire over recent years, but these are still above the Scottish average. Drug and alcohol misuse is also consistently identified as one of the key concerns for local communities, both in terms of local Policing priorities and the need to tackle the underlying causes of crime and antisocial behaviour. Alcohol and drugs are a clear focus for this strategy as acknowledged factors in antisocial behaviour.

The North Ayrshire Alcohol and Drug Partnership (NA ADP) is a multi-agency body which coordinates work to tackle alcohol and drug misuse related issues in North Ayrshire. The NA ADP Strategy recognises the relationship between drug and alcohol misuse and antisocial behaviour. The NA ADP works with a range of partners including North Ayrshire Council Addictions Service, NHS Ayrshire & Arran, Momentum and Criminal Justice Social Services to tackle the underlying factors that can lead to chaotic lifestyle and antisocial behaviour, and focuses on recovery as an important way of reducing re-offending.

Children and young people

Children and young people are a key group for our prevention work; to be most effective, early intervention is needed before problematic behaviours are well-established. Our prevention approach for children and young people focuses on (i) preventing ‘at risk’ young people from becoming involved in antisocial behaviour and working with those involved in activities that may lead to antisocial behaviour, and (ii) supporting young people who have already developed problematic behaviours to enable them to fulfil their potential.

Early and Effective Intervention is a crucial part of our approach to working with children and young people. This approach is set out in the Scottish Government’s strategy Preventing Offending by Young People: A Framework for Action.
Pillar 1: Prevention

It focuses on services responding to problematic behaviour of children and young people in a way that is timely, proportionate and effective - and inspires community confidence. Partners work together to ensure responses also take account of the individual’s circumstances, so that children and young people can relate their actions to the consequences and learn from the experience.

The two key documents that inform how services in North Ayrshire work together to improve the life chances of children and young people are the North Ayrshire Integrated Children’s Services Plan and the North Ayrshire Early Intervention & Prevention Strategy. Both put prevention and early intervention at the centre of how services work to deliver better outcomes for children and young people. This includes the work of services protecting children from harm. The North Ayrshire Child Protection Committee is a member of the North Ayrshire Integrated Children’s Services Partnership, and is responsible for ensuring that local agencies work together with communities to protect children from harm and give them the best possible chance in life.

A very small proportion of children and young people engage in antisocial behaviour, and the number of children referred to the Children’s Reporter on offence grounds has decreased by 80% over recent years. Nevertheless young people are a particularly vulnerable group, and males under 25 are a particularly common profile for victims and offenders. Moreover, this group of young people often have complex needs which require a coordinated approach from services. Key services which support the children and young people of North Ayrshire to reduce antisocial behaviour are highlighted on page 24.

HOW WE WORK: North Ayrshire Council Youth Services

North Ayrshire Council Youth Services, part of the Connected Communities Service, works within the Multi-Agency Problem Solving Group (MAPSG) to deliver interventions for young people involved in low level offences and antisocial behaviour. Services work together to identify and deliver interventions that are consistent with the ‘Early and Effective Intervention focus’ - actions being appropriate, proportionate and timely. For more complex cases this includes multi-agency meetings to develop tailored plans that address the underlying needs associated with the offence or antisocial behaviour.

This has contributed to a very significant reduction in referrals sent to the Children’s Reporter on offence grounds, and an average time from offence to intervention of just 11 days.

HOW WE WORK: Early and Effective Intervention (EEI)

A number of North Ayrshire Council Services work together with our partners - Police Scotland, NHS and community justice organisations and the third sector to deliver interventions for young people involved in low level offences and antisocial behaviour. Services work together to identify and deliver interventions that are consistent with the ‘Early and Effective Intervention focus’ - actions being appropriate, proportionate and timely. For more complex cases this includes multi-agency meetings to develop tailored plans that address the underlying needs associated with the offence or antisocial behaviour.

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Pillar 1: Prevention

Pastoral care in schools

Through the provision of a Curriculum for Excellence: Health and Wellbeing (including GIRFEC) North Ayrshire Council provides robust policies and guidelines to support:

• The welfare of pupils, particularly in relation to additional support needs, anti-bullying and child protection
• Healthy living initiatives, including approaches to healthy eating and to combat substance misuse
• Positive personal relationships

Primary and special needs teachers regard pastoral care as a core part of their duties as classroom teachers. Class teachers are the key members of staff who know each pupil as an individual and promote good relationships and positive behaviour. The close daily interaction between teacher and pupils allow the class teacher to gain detailed knowledge of pupils as individuals, identify strengths to be built upon and target support for able and vulnerable individuals and groups who are at risk of missing out.

In most schools, while the class teacher is normally the main point of contact with parents and carers, on occasions promoted staff either support them or work with parents and carers directly. In secondary schools, where pupils are taught by a number of teachers, staff with specific guidance remits, play a major role in providing overall pastoral care, drawing on their close knowledge of particular pupils’ circumstances. In addition to responding to the needs of pupils with particular needs, guidance staff make considerable efforts to get to know all pupils, for whom they have a guidance responsibility.

Although Health and Wellbeing is seen as a responsibility for all, pastoral care focuses clearly on supporting more vulnerable pupils and removing barriers to learning. Promoting effective links with the young person, parents/carer and partner agencies, including positive destinations for school leavers.

Restorative Practice

Restorative Practice builds upon the notion of positive regard which is based on the premise that we all need to be regarded for who we are. This moves our thinking away from only our own actions and achievements having value.

It also helps us differentiate between the person and their behaviour. Significantly, restorative practice is grounded in the understanding that individuals are responsible for their actions, and when an action has caused harm, those involved have a responsibility to put things right. This moves us on from the language and culture of crime and punishment. Restorative practice is fundamentally grounded in ‘relationships’ and in repairing, restoring and consolidating relationships when they have been harmed.
Restorative Practice is a culture that recognises that:

If I have been harmed I need:
- Time to calm down
- Time to think
- To be listened to
- A chance to ask “Why me? What did I do to deserve that?”
- The other person concerned to acknowledge the effect their behaviour has had on me and how I feel
- A sincere, spontaneous apology
- If possible, things put right
- Reassurance that it won’t happen again

If I have caused harm I need:
- Time to think
- To be listened to
- A chance to explain to myself and the other person why I did it
- An opportunity to apologise
- A chance to make amends
- Reassurance that the matter is dealt with and I can move on
- Hope that there is no continuing resentment

Promoting Positive Behaviour

Curriculum for Excellence (CfE) cannot be achieved without good relationships and positive behaviour. All establishments are expected to have robust policies and procedures in place to ensure a consistent approach to improving relationships and behaviour across the whole community and which consider children’s rights in accordance with the United Nations Convention on the Rights of the Child (UNCRC). Within CfE, all staff are expected to be proactive in promoting positive relationships and behaviour in the classroom, playground and the wider school community. There are specific experiences and outcomes in Health and Wellbeing, which are the responsibility of all practitioners, who have a role in establishing open, positive, supporting relationships across the community, where;

- Children and young people will feel that they’re listened to
- They feel secure in their ability to discuss sensitive aspects of their lives
- A climate in which children and young people feel safe and secure is created
Pillar 1: Prevention

HOW WE WORK: Children’s Hearings System & Scottish Children’s Reporter Administration (SCRA)

SCRA is jointly responsible for the operation of the Children’s Hearing System – the care and justice system for Scotland’s children and young people. SCRA’s vision is to transform the life chances of vulnerable children and young people in Scotland, and recognises the need to identify the most appropriate intervention and support.

HOW WE WORK: Rosemount Project

‘Activity Agreements’ are delivered by the Rosemount Project working with Education and Youth Employment staff. The project supports vulnerable young people into employment and work placements – 75% of those supported by the project have moved on to positive destinations. These agreements are currently funded by Education and Youth Employment and Housing Services as a preventative intervention for young people who are involved in antisocial behaviour.

A Partnership Approach to Prevention

We consider some of the key prevention activities being delivered by SNAP partners over the following pages. Below we highlight a number of initiatives which involve all partners, and illustrate how we as a Partnership use prevention to tackle antisocial behaviour.

HOW WE WORK: Multi-Agency Problem Solving Group

The North Ayrshire Multi-Agency Problem-Solving Group (MAPSG) translates our strategic aims into service activity. MAPSG brings together a number of agencies to share intelligence and target resources to ‘hot spots’, to ensure the response to these problems is joined up. MAPSG has two main work-streams, although these are closely related and specific service activities can often incorporate elements of both.

- Safe Positive Communities (SPC) is targeted at making residents feel safer and is empowering our communities
Pillar 1: Prevention

**HOW WE WORK:**

**Prevention First**

The Prevention First Project focuses on early intervention, analysing reports of low level crime and incidents to identify where other services can become involved at an early stage to prevent problems escalating. The key aims of the project are to reduce repeat offending, identify and put support measures in place for vulnerable people, and reduce repeat calls/incidents to specific locations.

Officers review incidents on a daily basis, and their in-depth knowledge of local areas is crucial to identify trends. A joint decision is taken quickly with other MAPSG partners on how best to deal with identified cases. This includes use of joint warnings that have proven very effective in highlighting the consequences of individuals’ actions as a means of diverting problematic behaviour.

The Prevention First Project has been extremely successful in preventing incidents from escalating to more serious antisocial behaviour or crime. A recent evaluation estimated the project had delivered efficiency savings of over £800,000 in the first year of operation. Staff involved were recognised at the Scotland Local Policing Year One Awards.

SPC is a multi-agency approach to prevent and deal with antisocial behaviour. SPC is a multi-agency approach that focuses service delivery at a local community level. It promotes community engagement, for example through the use of Environmental Visual Audits, and is focused on using local knowledge of current issues and concerns to improve safety.

- Prevention First tasking involves regular multi-agency meetings to discuss the people and places that are causing problems for communities and/or service providers.
North Ayrshire Council

Housing Services leads the Council’s work in terms of services focused specifically on antisocial behaviour, but multiple Council services work with all SNAP partners in tackling antisocial behaviour and delivering the Prevention pillar of our strategy. Below is an overview of the Council’s key activities in preventing antisocial behaviour.

**Housing Services**

Area Offices and the Neighbour Relations Team are the first point of contact in preventing and dealing with antisocial behaviour. The focus across all services is on prevention and early intervention to support individuals and avoid escalation to more serious antisocial behaviour.

**The Antisocial Behaviour Investigation Team (ASBIT)** leads on investigation of antisocial behaviour complaints. Complaints are normally referred to ASBIT where there is evidence of persistent or more serious antisocial behaviour or issues which cannot be resolved by other services.

ASBIT’s toolkit also includes early intervention measures to avoid the need for enforcement action; these include mediation, warnings, Unacceptable Behaviour Notices (UBNs) and Acceptable Behaviour Contracts (ABCs). Numbers of Antisocial Behaviour Order (ASBO) applications have been consistently low over recent years (an average of 12 interim or full ASBO applications per year over the last four years), an indication that this focus on early intervention is working. ASBIT also has a training and education role. This includes working with service providers to establish best practice, and providing education to communities on the impact of antisocial behaviour.

**HOW WE WORK:**

**Neighbour Relations Team**

The Neighbour Relations Team deals with lower level antisocial behaviour complaints. Neighbour Relations Officers work with ASBIT, using early and effective intervention to prevent neighbour disputes escalating to more serious problems. Officers work with all parties to try to reach agreement, but are also able to issue warnings against offenders and can refer people to other services. This new approach has provided an earlier and more comprehensive response in the private sector and set up close links with the Prevention First project.
**HOW WE WORK: Home Security Project**

The Home Security Project supports vulnerable people experiencing domestic abuse or serious persistent antisocial behaviour to feel safer in their home, where they wish to remain in the home. The project provides extra security measures and arranges input from other agencies such as Victim Support or ASBIT where appropriate. The Project Coordinator provides a link between the agencies, including North Ayrshire Women’s Aid and Police Scotland.

**Environmental Health**

Environmental Health takes the lead in enforcing statutory noise provisions for the Council in the investigation of antisocial noise complaints. Officers will make every effort to visit the affected person when the noise is occurring. Officers undertake visits both during and outwith office hours. Where it has not been practical for Environmental Health or one of our partners to witness the noise of concern, arrangements can be made to install noise monitoring equipment.

In addition, Environmental Health works closely with Housing Services and others to prevent and deal with antisocial noise nuisance. Officers place particular emphasis on preventing problems escalating to more serious antisocial behaviour and building community capacity.

**HOW WE WORK: Streetscene**

The Streetscene service maintains the ‘street’ and open space including Grounds Maintenance, Cleansing and Cemeteries.

The service delivers a wide range of activities to improve communities’ streets and open spaces, including a strong focus on building community capacity and engaging young people. This contributes to achieving our outcomes of reduced incidence and fear of antisocial behaviour.

They have a key role to play within the Safe Positive Communities Partnership. Environmental concerns are a key issue for communities in North Ayrshire and Streetscene participate in the Environmental Visual Audit process to allow members of the public to speak to them directly about their concerns.

Streetscene Officers carry out regular statutory inspections under the LEAMS (Local Environmental Audit Management System) methodology to monitor and improve the Cleanliness of streets and open spaces in North Ayrshire. These audits monitor the levels of litter, dog fouling and fly tipping, and enable the service to target resources more efficiently and effectively and assist the Council in ‘keeping land and highways free of litter’, which is a duty of local Authorities under the Environmental Protection Act 1990.
Criminal Justice Social Services

North Ayrshire Criminal Justice Social Work operate to national Outcomes and Standards, preparing reports for the Courts and the Parole Board and supervising offenders in the community who are subject to statutory orders and licences. The service has a broad range of aims and activities, with the most relevant in terms of prevention of antisocial behaviour being working to reduce re-offending behaviour and helping offenders to rehabilitate in and reintegrate into their communities.

Police Scotland

Police Scotland is committed to keeping people safe, using information and intelligence to proactively target the right people, in the right place, at the right time. Great progress has been made in reducing antisocial behaviour and disorder in North Ayrshire but this remains a key focus, recognising the significant impact that these issues can have on communities.

Early intervention and prevention are key themes for Police Scotland’s approach. Police Scotland work closely with other services to promote safe, positive communities – for example carrying out joint patrols with youth workers – and work with Social Services and Criminal Justice to support young people and reduce re-offending, through the Early and Effective Intervention Programme. Police Scotland’s use of the Public Reassurance Policing (PRP) and Community Policing Model are also key elements of the prevention approach:

- **The Public Reassurance Policing (PRP)** model helps to direct policing and partnership activity to have the greatest impact for communities. Effective engagement is arguably the most important part of the approach – a real understanding of the issues that affect communities is what PRP is all about.

- **The Community Policing Model** is based on (i) visible, accessible and known uniformed officers; (ii) community involvement to identify priorities; and (iii) targeted action to tackle the issues that matter most to local people.

Other Partners

The partnership-level approaches to prevention highlighted earlier in this section are key ways in which partners work together to prevent antisocial behaviour in North Ayrshire. Prevention is also a key focus for partners in the delivery of their services.
NHS Ayrshire and Arran

NHS Ayrshire and Arran is committed to working in partnership to deliver services that will help to achieve safer and healthier communities in North Ayrshire. This recognises that antisocial behaviour has a serious impact on health and wellbeing, and the importance of early intervention and prevention as the building blocks for safe and supportive communities. A range of early intervention and prevention activities are delivered across early years’ centres, schools, communities and workplaces.

Scottish Fire and Rescue Service

Fire related antisocial behaviour includes deliberate fire setting, hoax/malicious fire calls, deliberately setting off fire warning systems, fire hydrant damage, and attacks on fire and rescue personnel. A focus on improved prevention, diversion and education is central to the approach to tackling these, which has seen a significant fall in the prevalence of fire setting and other forms of fire related antisocial behaviour. However fire related antisocial behaviour still has a high social, economic and environmental cost to our communities.

The Prevention and Protection Strategy sets out the SFRS approach to delivering its services and identifies prevention as a high priority.

Of particular relevance to the prevention of fire related antisocial behaviour, strategic objectives include a focus on engaging, educating and empowering communities, and embedding a culture of prevention in ‘front line’ services.

HOW WE WORK: Firereach

Firereach is an example of the SFRS approach to its prevention work. This provides an early intervention service for people involved in fire related antisocial behaviour that is focused on enabling individuals to understand the consequences of their actions. This intervention is flexible in its approach, including use of the multi-agency problem solving method.

South West Scotland Community Justice Authority

South West Scotland CJA brings together a range of agencies to reduce re-offending and contribute towards a safer and stronger Scotland; early intervention and diversion are key elements in this work. The Scottish Government has recently consulted on a new structure delivering local community justice services through Community Planning Partnerships. Dependent on the outcome of this consultation, there may be significant changes to community justice services during the life of this Strategy.
Crown Office and Procurator Fiscal Service

The Crown Office and Procurator Fiscal Service (COPFS) has responsibility for prosecution of crime and investigation of sudden or unexplained deaths in Scotland, and as such has a pivotal role in the justice system. The COPFS Strategic Plan 2012-15 identifies a number of service priorities, including reducing violence and re-offending to enable communities to live safe from crime, disorder and danger.

Supporting victims of antisocial behaviour

Victim Support Scotland is the lead voluntary organisation helping people affected by crime. North Ayrshire Council funds a dedicated Victim Support post, providing emotional support and practical assistance and information to those affected by antisocial behaviour.

North Ayrshire Adult Protection Committee ensures effective delivery of the coordinated support and protection of adults at risk of harm in North Ayrshire. Partner agencies work together to ensure people can live in safety and free from harm. All members of the Police, Council, Health and Social Care Partnership have a statutory duty to make referrals if they feel an adult is at risk of any kind of harm and meets the Adult Support and Protection (Scotland) Act 2007 criteria - but absolutely anyone (including the person at risk themselves) can make an Adult Support and Protection referral for any adult (16 years and over) that they are concerned about. See Key Contacts at the back of this document on how to make a referral.

Landlords

The Council and Registered Social Landlords (RSLs) have an important prevention role as the first point of contact for most antisocial behaviour complaints involving social tenants. Landlords have processes in place with a focus on preventing issues escalating, and have access to ASBIT where complaints cannot be resolved. The largest RSLs in the area (Irvine HA, Cunninghame HA and ANCHO) also contribute to MAPSG.

Private landlords also have an important role to play in preventing and dealing with antisocial behaviour, and this role will grow as numbers of private renters in North Ayrshire continues to grow. The Council has powers to ensure private landlords take reasonable steps to deal with antisocial behaviour involving their properties.
Looking to the Future: Prevention

Prevention and early intervention will continue to be the focus for our approach to tackling antisocial behaviour. While factors such as local needs and budgetary pressures may change over the life of this strategy, the principle of preventing and directing people away from the underlying causes of antisocial behaviour will remain valid.

In terms of specific service delivery, this will continue to be influenced by sharing of good practice examples – from SNAP partners and from outwith North Ayrshire. We expect this to include use of learning from the Prevention First pilot to shape our approach to prevention of antisocial behaviour over the coming years. The principles of Early and Effective Intervention will also continue to guide the work of Social Services, Education and other partners in reducing the negative impacts of drug and alcohol misuse, inequality and deprivation on local communities.

K:A Leisure

K:A Leisure delivers sport and leisure services to North Ayrshire residents and visitors, with an overall vision to ‘Provide opportunities for the local community and individuals to be more active, more often’. The service makes an important contribution to prevention of antisocial behaviour by providing diversionary activities for children and young people in ‘hotspot’ areas identified by MAPSG. This includes the Portable Sports Stadium which has proven highly effective as one of a ‘menu’ of diversionary activities which are made available in areas identified as experiencing high levels of antisocial behaviour and with poor provision of activities for young people in the evenings.
Pillar 2: Integration

Integration is about sharing information and resources to achieve a common set of outcomes. This recognises that no one service or organisation can tackle antisocial behaviour alone, and working together is vital to ensure our approach is ‘joined up’.

This approach is led by intelligence, focusing our shared resources on identified problems. This is embodied in the work of the Multi-Agency Problem Solving Group (MAPSG), which brings together a range of agencies to make sure the response to identified problems is integrated. By pooling our intelligence and resources, we can address the underlying causes of antisocial behaviour and make a real difference to North Ayrshire. Working together in this way has also brought real benefits in strengthening integration of services. Multi-agency meetings and close working on specific cases has built the strong relationships that are needed to ensure all partners work towards a shared set of outcomes.

Promoting Positive Outcomes, the national framework to prevent and tackle antisocial behaviour, identifies the following strategic aims. These represent what the Scottish Government, COSLA and other partners are looking to achieve through the Framework and will shape our approach to integration in delivering our strategy.
Integration is a vital principle of our approach to preventing and dealing with antisocial behaviour, and achieving the high level outcome North Ayrshire is a safer place to live. Specifically this will contribute to the outcomes listed on the next page. The measures we use to track our progress against these outcomes are detailed later in this strategy under Monitoring Our Progress.

**INTEGRATION:**

**Our Strategic Aims**

1. **Better information sharing.** For services to be truly integrated, they need effective sharing of information and intelligence. This ensures that activity to tackle antisocial behaviour is led by evidence and intelligence.

2. **Better sharing of resources.** Integrated services require flexible use of service resources (people, finance and property) that is free from the limitations of organisational boundaries. Sharing of these resources is crucial to early identification and prevention of issues, and to making sure the service response is effective.

3. **Clear shared outcomes.** A set of common outcomes, agreed by all partners is vital for effective integration of services. Services with a shared set of goals are more likely to achieve successful results for communities.
Pillar 2: Integration

INTEGRATION: Our Outcomes

- Levels of crime and antisocial behaviour have reduced and crimes being detected have increased
- Reoffending has reduced
- The harmful effects of drugs and alcohol are reduced
- Fear of crime and antisocial behaviour has reduced
- More residents engage in community activities and volunteering

Integration in North Ayrshire

Integration and sharing of information and resources is a well-established part of our approach to tackling antisocial behaviour, and is a fundamental value of the Safer North Ayrshire Partnership (SNAP). Reflecting national policy, a number of recent and planned service changes across SNAP partners are part of moves towards more integrated services:

- Following the recent Scottish Government consultation, a new structure for planning and delivery of local community justice services is expected during the life of this strategy. This is likely to bring closer integration of community justice services within the Community Planning Partnership
- As part of the national move to the integration of health and social care services, a range of services across Ayrshire and Arran have come together to form the Health and Social Care Partnership. Services work closely together to give people the support they need to live safe, healthy lives in their own communities.

These changes will help to support the focus on sharing of intelligence and resources across services to tackle antisocial behaviour in North Ayrshire. On page 35 we highlight some of the ways in which we use integration to prevent and deal with antisocial behaviour.
Multi-Agency Problem Solving Group

The North Ayrshire Multi-Agency Problem Solving Group (MAPSG) leads our integrated approach in tackling antisocial behaviour. MAPSG provides a formal structure to support joint working between agencies, using an intelligence-led approach to direct resources and ensure we are co-ordinated in our work to prevent and deal with antisocial behaviour. MAPSG brings together a number of agencies to share intelligence and resources. Membership includes but is not limited to North Ayrshire Council (Antisocial Behaviour Services, Connected Communities and Youth Justice Services), Police Scotland, Scottish Fire & Rescue Service and North Ayrshire CCTV Ltd. The group is also flexible around bringing in other agencies depending on the specific problem(s) being tackled.

HOW WE WORK: Case Conferences

Multi-agency case conferences are a key way for partner agencies to share information on antisocial behaviour cases and agree a response. The purpose of the case conference approach is to avoid the need for legal action by identifying issues contributing to antisocial behaviour cases, and ensuring the response addresses the problematic behaviour and any support needs. By bringing together all partners with relevant information we ensure that all measures are considered in terms of support, prevention and resolution.
Pillar 2: Integration

Information sharing

Free sharing of intelligence across partners is a basic principle for our integrated approach. This recognises the need for services to be aware of and respond to the range of factors that can contribute to antisocial behaviour issues. There are often barriers (some of them legal) to the transfer of information between agencies. A North Ayrshire Information Sharing Protocol (ISP) is in place to remove these barriers, to encourage free sharing of intelligence across partners.

The ISP enables the following agencies to share information:

- North Ayrshire Council
- NHS Ayrshire and Arran
- Police Scotland
- The Crown Office and Procurator Fiscal Service (COPFS)
- Scottish Children’s Reporter Administration (SCRA)
- Local Registered Social Landlords (RSLs)

HOW WE WORK: Additional Policing Initiative

The Additional Policing Initiative provides Community Policing officers in a problem solving role as part of the MAPSG approach. Officers provide a range of policing activities through the Initiative. Specific policing input is directed by local action plans developed on the basis of service intelligence and community issues/concerns through the MAPSG process.

Antisocial Behaviour Liaison Officer

The Antisocial Behaviour Liaison Officer post is a key part of ensuring an integrated response to antisocial behaviour in North Ayrshire. The post is delivered by a seconded Police officer within North Ayrshire Council Housing Services and has a coordinating role between all partners delivering antisocial behaviour initiatives, in addition to joint projects. In addition to these practical elements, the Liaison Officer role is one of the range of structures and mechanisms (alongside MAPSG, case conferences, etc.) that have built the trust between partners that enables effective sharing of intelligence and resources to tackle antisocial behaviour.
HOW WE WORK: Scottish Fire & Rescue Service Development Programmes

Scottish Fire & Rescue Service provides a range of programmes and initiatives with partner agencies, focused on understanding the consequences of antisocial behaviour and encouraging positive changes in behaviour.

SFRS’s Schools Programme provides computer-based resources across all stages of the school curriculum. The aim of the programme is to develop children and young people’s understanding of the role of SFRS within the community, basic fire safety information and the consequences of fire related antisocial behaviour. Firefighters in Schools is the next stage of SFRS input to schools, providing fire and road safety advice to mainland school children in North Ayrshire. SFRS School Liaison Officers deliver the programme through interactive sessions with an emphasis on reducing the risk of fire in the home and ensuring children know what to do if a fire occurs.

SFRS development programmes also form part of wider partnership work to support young people through the transition from school to employment, and developing skills to sustain employment. These draw on SFRS’s unique position to provide tailored initiatives not normally available through mainstream education.

LOOKING TO THE FUTURE: Integration

Integration of services – working together, sharing information and resources – is well-established as the most effective way for services to achieve our common outcomes. This will continue to be how we work to maximise the contribution of each SNAP partner in tackling antisocial behaviour.

This integrated approach starts from our shared partnership outcomes and mutual respect for each partner’s service priorities and pressures. Our approach to delivering those shared outcomes will continue to emphasise sharing of information and resources between partners, and ensuring services are “joined up” in how they engage with those involved in antisocial behaviour. “Virtual hubs” will also be an important option for SNAP partners, providing a way for services to work together in an integrated way. We expect the good work completed to date through the Safe Positive Communities work stream to provide good practice examples that can be used in further developing our approach to ensure residents feel safer and communities are empowered to prevent and deal with antisocial behaviour.
Engagement in tackling antisocial behaviour is about:

(i) Including the voices of all parts of the community at the earliest possible stage in planning and delivering services, and

(ii) Services working and communicating with communities to ensure they see value in reporting problems and the positive outcomes being delivered

This recognises the contribution that communities can make in identifying antisocial behaviour problems, developing solutions, and helping us to judge our outcomes.

Engagement is vital in ensuring our approach to preventing and dealing with antisocial behaviour is effective in achieving the high level outcome **North Ayrshire is a safer place to live**. While engagement is important across many areas of work, it is most relevant for the intermediate outcome listed on the next page. The measures we use to track our progress against these outcomes are detailed later in this Strategy under Monitoring Our Progress.
1. Involving and empowering communities to address antisocial behaviour. We need to ensure that high quality engagement helps communities to be involved in addressing antisocial behaviour earlier, with a focus on prevention. This principle is at the heart of how we work to tackle antisocial behaviour – involving communities earlier in service planning, identifying local problems, and participating in local decision making. Coordinating these activities will ensure all parts of the community are involved, including young people, victims, offenders and “hard to reach” groups.

2. Partnership working for communities with communities. Close working with communities is the key to dealing effectively with local antisocial behaviour issues. Working with all parts of our communities can ensure that services are shaped by an accurate understanding of local issues, and that responses are appropriate and proportionate. This approach should emphasise early intervention and prevention for example through community participation, mediation and reassurance. Communities should feel that their participation is welcome, their concerns taken seriously and understand the positive outcomes that this approach is delivering.

**ENGAGEMENT: Our Strategic Aims**

1. *Involving and empowering communities to address antisocial behaviour.* We need to ensure that high quality engagement helps communities to be involved in addressing antisocial behaviour earlier, with a focus on prevention. This principle is at the heart of how we work to tackle antisocial behaviour – involving communities earlier in service planning, identifying local problems, and participating in local decision making. Coordinating these activities will ensure all parts of the community are involved, including young people, victims, offenders and “hard to reach” groups.

2. *Partnership working for communities with communities.* Close working with communities is the key to dealing effectively with local antisocial behaviour issues. Working with all parts of our communities can ensure that services are shaped by an accurate understanding of local issues, and that responses are appropriate and proportionate. This approach should emphasise early intervention and prevention for example through community participation, mediation and reassurance. Communities should feel that their participation is welcome, their concerns taken seriously and understand the positive outcomes that this approach is delivering.

**ENGAGEMENT: Our Outcomes**

More residents engage in community activities and volunteering

**Engagement in North Ayrshire**

Engaging with communities is central to North Ayrshire Community Planning Partnership’s work in delivering more effective and efficient services to meet current and future needs. This approach recognises that our shared ambitions for North Ayrshire can only be achieved with the involvement of residents, communities and voluntary groups. In addition to developing services, better engagement and communication with communities also increases community capacity and empowerment.

Rather than using a single approach, the partnership promotes a ‘menu of options’ for community engagement and capacity building. A number of strategies provide a framework to guide engagement work across all partners, to ensure the approaches used are effective in supporting development and delivery of responsive public services. Engagement will be further strengthened over the next year as the neighbourhood planning approach is established. After initial consultation with each of our six neighbourhood areas last year, further work with communities this year will agree priorities to be taken forward.

We summarise our approach over the following pages and illustrate some of the engagement methods that have been used effectively to prevent and deal with antisocial behaviour in North Ayrshire.
Pillar 3: Engagement

North Ayrshire Community Engagement Strategy

The Community Engagement Strategy outlines the key methods and vision for how partners work alongside local people to enable them to influence change and be active partners in planning services to prevent and tackle antisocial behaviour. Specifically, this aims to:

- Involve them in the development of service provision
- Provide a means of communicating information
- Comment on and suggest further service improvements and opportunities for partnership working and co-production

ENGAGEMENT: Safe Positive Communities – Community Engagement

To ensure the services provided through the Safe Positive Communities respond to local needs, partners hold three events during each campaign.

Environmental Visual Audit (EVA) is a walkabout of the area where local residents, elected members and businesses are invited to highlight any areas of concern for antisocial behaviour. These concerns help to shape partners’ activities throughout the campaign.

Mini Environmental Visual Audit uses a similar approach to involve local schoolchildren. A small number of partners engage with children to highlight any antisocial behaviour related issues concerning them.

Community Day: Each Safe Positive Communities campaign involves an event as an opportunity for residents to raise local issues or concerns and for partners to provide information on services in the local area. By empowering and encouraging communities to report issues to services, this approach supports early intervention and prevention of antisocial behaviour at a local level.

North Ayrshire Council Customer Involvement and Empowerment Strategy

The Customer Involvement and Empowerment Strategy sets out how North Ayrshire Council Housing Services will engage with and empower tenants to shape delivery of housing services. The strategy places a clear emphasis on the role of engagement in empowering tenants to identify antisocial behaviour and other issues and building capacity to deal with these. The strategy also reinforces the link with the Communication pillar of our work to tackle antisocial behaviour, in highlighting the role of communicating to tenants how their input is used in service delivery.

The introduction of the new Scottish Social Housing Charter brings with it new opportunities for tenants and other customers to have an active and meaningful role in the performance and management of housing services. The Charter highlights that all Social Housing Landlords must take into account the views of other customers who are not tenants, to ensure everyone has a voice and is included. The new Customer Involvement and Empowerment Strategy reflects this requirement.

As the first point of contact in dealing with antisocial behaviour involving Council tenants, the strategy has an important role in directing how engagement informs our approach to preventing and dealing with antisocial behaviour. The examples across the page illustrate some of the successful engagement approaches used in tackling antisocial behaviour.
**Pillar 3: Engagement**

**HOW WE WORK: Estate Inspections**

Housing Services has a structured approach to inspecting housing estates. Estate Caretakers, Housing Officers and Technical Officers all inspect the areas regularly as part of their day to day work. We also recognise the need to bring all the services together to carry out a joint inspection of each estate involving tenant representatives and local elected members. Inspections take place in areas where there are Tenants and Residents Associations. The purpose of these inspections is to look at the overall appearance of each estate, including open spaces and to highlight problems, suggest actions and identify environmental improvements. These inspections are carried out annually. A programme of inspections features in the Tenancy Matters newsletter.

**HOW WE WORK: Involving Tenants**

Tenants & Residents Associations are groups of people representing tenants and residents living in an area or street. Their aim is to put forward views and concerns about their housing, community and local areas to the Council, so they can take part in the decision-making processes. Tenants and residents can be involved in a wide range of issues such as large-scale improvements, policy matters and organising social events.

A Registered Tenants Organisation is a formal tenants association which has fulfilled criteria as set out by Scottish Ministers. All Tenant Associations within the boundary of North Ayrshire Council are entitled to apply for registration with the Council.

The Council has developed **Registers of Interested Tenants and other customers** to ensure that individuals, who are not attached to a Tenants and Residents Association, are able to have their voice heard. The registers are used regularly to consult with tenants and other customers on a variety of housing issues, policies and strategies.

The North Ayrshire Network is a constituted group which allows tenant representatives and other customers to discuss issues that affect them, whilst also encouraging networking between group representatives from different communities. The network’s current role is to examine the work of the Housing Service. It is responsible for making sure that the service continually improves the way it delivers services to tenants and other customers, and the network will take the lead role in carrying out tenant led inspections and tenant scrutiny activities.
Pillar 3: Engagement

Engaging with all residents

Ensuring that we reach out to all parts of the community is essential to the success of our engagement work in tackling antisocial behaviour in North Ayrshire. There are a number of parts of our local communities that are often under-represented in community involvement. Sometimes referred to as ‘hard to reach’ groups, these often include residents who may be at particular risk of antisocial behaviour and/or may face barriers to accessing services to address antisocial behaviour issues. These groups are a particular focus for our engagement work, and include young people, black and minority ethnic (BME) groups, people with disabilities and/or other health needs, homeless service users, and Gypsy/Travellers.

Young people are a vulnerable group in relation to antisocial behaviour, and males under 25 are a particularly common profile for victims and offenders. Young people are also often under-represented by ‘mainstream’ engagement processes such as tenant or resident groups. The North Ayrshire Children and Young People’s Citizenship and Participation Strategy has been developed in part as a response to this under-representation of young people. The Strategy sets out how young people in North Ayrshire can play an active role in their schools and communities, and the range of opportunities available through which young people’s views can shape planning and delivery of services to tackle antisocial behaviour.

HOW WE WORK: Engagement Events

The Tenants Fun Day is held annually in partnership with the Tenant Conference Working Group. The fun day is free and open to all tenants as an opportunity to meet others, and share views on a range of services, as well as discuss housing issues.

Community Safety Road Shows are regular events where partner agencies meet to talk to the community prior to the Multi-Agency Problem Solving Group arriving and working in a specified area.
Local Policing Plans

Ongoing engagement with people involved in or at risk of antisocial behaviour is an important element of the Police Scotland focus on preventing antisocial behaviour. Consultation with communities is also a critical part of the evidence base used to identify Police priorities for North Ayrshire. The most recent exercise to set Police priorities for the period 2014-17 involved consultation with around 700 people across all parts of North Ayrshire to assess the main issues of concern for communities, and how the Police can respond to these.

LOOKING TO THE FUTURE: Engagement

The role of residents, communities and voluntary groups in achieving our shared ambitions will remain a key theme across all pillars of our strategy. We have an established set of tools to support this, and will continue to refine these and build on partners’ engagement with communities. Identifying and promoting positive examples of community engagement will be an important element for this, and sharing the results of community engagement will be used to demonstrate the value of this approach. As our engagement continues to develop, we expect services to become more flexible in adapting to local circumstances and priorities – and drawing on communities’ skills and capacity to support this.

The overarching principle for this engagement will be ensuring that communities feel their input is valued and encouraged.
Pillar 4: Communication

The Communication pillar is fundamental to our approach to tackling antisocial behaviour. At its core this is about ensuring local communities have an accurate understanding of the level of antisocial behaviour and of the issues that contribute to this, promoting the positive contribution that young people and adults make to their communities, and reducing fear of antisocial behaviour by demonstrating our successes.

Media reporting can give a distorted view of the level of antisocial behaviour, and who is responsible - particularly the focus on young people. This can have a strong influence on perceptions as the vast majority of residents have no direct personal experience of antisocial behaviour. This is important for our strategy; we want to make our communities safer by reducing antisocial behaviour, but also to make sure that this translates into people feeling safer in their communities.

Communication has an important role across all parts of our strategy. There are particularly close links between the Communication and Engagement pillars. Communicating the real level and profile of antisocial behaviour, and how we are responding to this, is vital to engaging communities to work with services in addressing antisocial behaviour.
Promoting Positive Outcomes, the national framework to prevent and tackle antisocial behaviour, identifies the following strategic aims. These represent what the Scottish Government, COSLA and other partners are looking to achieve through the Framework, and will shape our approach to communication in delivering our strategy.

**COMMUNICATION: Our Strategic Aims**

1. **Counter negative stereotypes and promote positive role-models**
   Marketing and awareness campaigns should focus on creating a more balanced perception of antisocial behaviour, one that is based on evidence and is responsible in portrayal of young people's involvement. This should also include highlighting positive role-models to provide opportunities for those involved in or at risk of being involved in antisocial behaviour to realise their potential and become more responsible citizens.

2. **Reassure the public**
   Meaningful engagement with communities will improve agencies' understanding of the issues that affect quality of life and sense of security. More effective working and communicating with local communities will build confidence in the effectiveness of agencies tackling antisocial behaviour, and ultimately reduce fear of crime and disorder.

3. **Coordinate national and local communications**
   Coordinating national campaigns and local communications will ensure that communities receive a consistent message on national and local priorities. This should also increase awareness of responsibilities in tackling antisocial behaviour and how to access the services they need.
Pillar 4: Communication

Communication underpins all aspects of our approach to preventing and dealing with antisocial behaviour, and ultimately achieving the high level outcome North Ayrshire is a safer place to live. While communication is important across many of our areas of work, it is most relevant for the intermediate outcomes listed below. The measures we use to track our progress against these outcomes are detailed later in this strategy under Monitoring Our Progress.

COMMUNICATION: Our Outcomes

- Fear of crime and antisocial behaviour has reduced
- More residents engage in community activities and volunteering

Communication in North Ayrshire

The Scottish Government produced a strategy for implementation and communication at the time of the Promoting Positive Outcomes framework. This emphasised the role of communication in supporting delivery of the framework, and focused on three key areas:

- Ensuring people have an accurate and balanced perception of antisocial behaviour, and realistic expectations of what can be done to tackle antisocial behaviour
- Raising awareness of the use of prevention and early intervention, and reliance on enforcement action as a last resort only
- Demonstrating the positive outcomes being achieved to make communities safer

These remain a key focus for partners in North Ayrshire, and shape our approach to communicating with local communities and individuals affected by antisocial behaviour.

The importance of communicating an accurate account of the level and causes of antisocial behaviour is shown by the gap that remains between reality and perception on this issue. Levels of crime and antisocial behaviour have been falling across North Ayrshire for a number of years, but it is only relatively recently that we have seen an improvement in perception of community safety. This suggests that partners’ focus on communicating the reality of crime and antisocial behaviour has begun to have some effect. Despite this, perceptions can be negatively affected by external factors such as media reporting, and the ‘reassurance’ aspect of our communication approach remains a significant focus.

The proportion of people who feel unsafe walking in their local neighbourhood after dark has fallen by 15% over the last 3–4 years.
Pillar 4: Communication

This is particularly the case in regeneration areas where people feel significantly less safe than those in other parts of North Ayrshire.

There also remains a need to ensure that our communities have a good understanding of our approach to tackling antisocial behaviour in North Ayrshire. In addition to the practicalities of when and how local people should report concerns, there is a need to ensure people have realistic expectations about our work to tackle antisocial behaviour. For example, there is a disproportionate focus amongst communities on the use of enforcement measures such as Antisocial Behaviour Orders (ASBOs), and to some extent this is the result of media reporting. Our communications approach must demonstrate why we focus on prevention, early intervention and education/support. Most importantly, we must communicate where this approach is delivering better outcomes for communities.

An effective approach

To ensure that our approach is effective in achieving our aims, we will strive to use communication in a way that is relevant and accessible to local people. Our communications should be open and honest, giving a truthful account of antisocial behaviour and our response using plain language. We will be conscious of the different audiences for our communications and ensure we provide the information that our audiences need.

HOW WE WORK: Making use of all communications channels

Digital communication channels – including websites and social media – are playing an increasingly important role in how services communicate with residents. SNAP partners are making more use of social media as a way of engaging with local communities, recognising that this is now the preferred way for many people to access information. Through channels like Twitter, Facebook and Youtube, partners are able to keep residents up to date on antisocial behaviour issues, and where appropriate provide another way for residents to get in touch with services.
Our use of different methods or channels will also make sure that our communications are accessible. By using a range of communication channels we will seek to ensure that we reach all parts of our communities. The specific methods used will depend on the content and intended audience, but examples of the approaches used include:

- **Press releases through local and national media**, both significant routes in terms of encouraging more balanced and responsible reporting of antisocial behaviour issues

- **North Ayrshire Council and partners’ websites** seek to provide up to date information to communities on our work to tackle antisocial behaviour, and provide options to people seeking to report their concerns

- **Social media** – including use of Twitter and Facebook across a number of SNAP partners. The Council has developed a Social Media Strategy to make best use of this communication channel

- **Tenancy Matters** - North Ayrshire Council tenants’ newsletter – and The North Ayrshire Network of Tenants and Residents Groups

- **Service specific literature** such as leaflets and information booklets.

- **The North Ayrshire Provost’s Civic Pride Awards**, which celebrate the positive contributions made by individuals and groups to improve their local communities

- **The North Ayrshire Rising Star Awards** recognise the young people who help to enrich the lives of others and create a strong sense of community.

**LOOKING TO THE FUTURE:**

**Communication**

The focus of our work in delivering the communication pillar will be on ensuring local communities have an accurate understanding of the level and nature of antisocial behaviour, promoting the positive contribution that residents are making to their communities, and ultimately making people feel safer in their communities.

Recent improvement in perceptions of levels of antisocial behaviour suggests that we are having some success in communicating the reality of crime and antisocial behaviour. However there is still much for us to do here, and the “reassurance” aspect of our communication work will be important in minimising the negative impact of external factors such as media reporting on local communities’ feeling of safety. Our communication will also seek to improve understanding of how we tackle antisocial behaviour in North Ayrshire, and particularly to demonstrate the value of our focus on prevention, early intervention and education/support.

We will use communication methods in a way that is relevant and accessible to local people, and that makes best use of newer digital communication channels as efficient and wide-reaching ways of engaging with communities. Our communications will be open and honest, giving a truthful account of antisocial behaviour and our response to these, and using plain language.
The Safer North Ayrshire Partnership will be responsible for monitoring progress against our strategy, and ensuring it continues to support delivery of the Single Outcome Agreement. Progress against our outcomes will be structured around the indicators set out below. The partnership will also ensure that information on our progress against these outcomes is communicated to local communities.

### MONITORING OUR PROGRESS

<table>
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<tr>
<th>Outcome</th>
<th>Indicator</th>
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| 1. Levels of crime and antisocial behaviour have reduced and crimes being detected have increased | a. Numbers of crimes of serious violence  
 b. Numbers of common assault offences  
 c. Detections for drug supply  
 d. Numbers of publically reported incidences of antisocial behaviour  
 e. % of antisocial behaviour cases reported which were resolved within locally agreed targets |
| 2. Reoffending has reduced                                              | a. Reconviction frequency rate                                                                                                                                                                           |
| 3. The harmful effects of alcohol and drug misuse are reduced           | a. Detections for drug supply  
 b. Numbers of Drug Related Deaths  
 c. % of service users indicating an improvement in their recovery capital after introduction of the Recovery Capital Questionnaire during 2013/14  
 d. % of people referred have reduced alcohol/substance use at point of discharge  
 e. % of planned discharges from acute addiction services supported in to mainstream community provisions |
| 4. Levels of domestic abuse have decreased and a higher level of support is provided to victims | a. Detection rate for domestic abuse  
 b. Numbers of victims of domestic abuse supported through MADART                                                                                                                                 |
| 5. Road safety has improved                                             | a. Numbers of children/people killed/seriously injured in road accidents  
 b. Numbers of persons slightly injured in road crashes                                                                                                                                                 |
| 6. Fire safety has improved                                             | a. Numbers of fire related fatalities/casualties  
 b. Numbers of accidental dwelling fires  
 c. Numbers of fires in non-domestic premises  
 d. Numbers of secondary fires                                                                                                                                                                           |
| 7. Fear of crime and antisocial behaviour has reduced                  | a. % of residents who feel unsafe walking in their neighbourhood after dark  
 b. % of young people who feel unsafe walking in their neighbourhood after dark  
 c. Numbers of ASB referrals relating to victims of antisocial behaviour  
 d. Street Cleanliness Index                                                                                                                                                                             |
| 8. More residents engage in community activities and volunteering       | a. % of adults giving up time to volunteer in the last 12 months  
 b. Numbers of groups accessing support and guidance by Community and Culture  
 c. % of people who are involved locally with charities, clubs or organisations  
 d. % of people who are involved locally with community/representative groups                                                                 |
Key Contacts

In an emergency
If someone is in immediate danger or the crime is happening right now: **dial 999**

For non-emergency crimes
For crime and other concerns that do not require an emergency response: **dial 101**
You can also textphone 18001 101

To report crime anonymously
If you want to report a crime but you do not want to be identified the police, call **Crimestoppers on 0800 555 111**.
Crimestoppers will never ask questions about you. Calls to Crimestoppers are free from a landline or phone box, and don’t show up on a BT or cable phone bill. You can also report a crime anonymously via the Crimestoppers website: [www.crimestoppers-uk.org](http://www.crimestoppers-uk.org)

To report antisocial behaviour
**Council or housing association tenants** should report any ASB-related problems to your landlord. They will investigate your complaint and take any necessary action. If your landlord has evidence, they can refer the case to the North Ayrshire Antisocial Behaviour Investigation Team.

**Owner-occupiers or private tenants** should contact the North Ayrshire Antisocial Behaviour Investigation Team for advice and help. They will look at the evidence you have and decide if they can help you.

**Contact numbers for reporting antisocial behaviour:**
Antisocial Behaviour Investigation Team 01294 314692
Environmental Health (noise complaints) 01294 324339

Environmental Issues
You can report fly tipping, dog fouling, graffiti or littering by telephone on 01294 310000. If you prefer you can make a report through the Council website or via the free ‘Report It’ app for smart phones, which can be downloaded from Google Play (Android) or ITunes (IPhone).
**Key Contacts**

**Council Area Housing Offices**
- Dalry/Beith Housing Office  01294 835355
- Irvine Housing Office  01294 310150
- Kilbarchie Housing Office  01505 685177
- Kilwinning Housing Office  01294 552261
- Largs Housing Office  01475 687590
- Three Towns Housing Office  01294 310005

**Housing Associations**
- ANCHO  01294 313 121
- Bield HA  0131 273 4000
- Cunninghame HA  01294 468 360
- Hanover (Scotland) HA  0141 553 6300
- Horizon HA  0330 303 0089
- Irvine HA  0345 112 6600
- Isle of Arran Homes  01770 303 700
- Key HA  0141 342 1890
- Margaret Blackwood HA  03457 125 865
- West of Scotland HA  0844 892 0321

**Making an Adult Support and Protection referral**
You can submit an Adult Support and Protection Referral for an adult (16 years +) who you think is being harmed or is at risk of harm. Complete form AP1 from the Council website at: [www.north-ayrshire.gov.uk/resident/health-and-social-care](http://www.north-ayrshire.gov.uk/resident/health-and-social-care) (click on Adult Protection) and send to adultprotection@north-ayrshire.gcsx.gov.uk or during office hours call 01294 310300

**Other contacts**
- Victim Support **0345 60 39 213**
- North Ayrshire Council Website [www.north-ayrshire.gov.uk](http://www.north-ayrshire.gov.uk)
North Ayrshire

Antisocial
Behaviour
Strategy

2015-18