



EXAMPLES OF
EFFECTIVE STRATEGIES FOR ADDRESSING
THE CONGREGATION OF YOUNG PEOPLE
AROUND RETAIL OUTLETS, TRANSPORT HUBS
AND IN OTHER PUBLIC PLACES

Summary Paper

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SUMMARY

We all have the right to enjoy our public spaces. However, young people often find themselves in conflict with others when they frequent and/or congregate near shopping malls, commercial centre car parks, 24/7 outlets, civic areas, parks and public transport. These are perennial issues for planners and governments at all levels. National and international networks and literature have been accessed to gather information about research into, and examples of effective strategies addressing the congregation of young people in public places.

The balance of risk and protective factors in young people's lives has been found to be a major determinant of whether initial anti-social behaviour will continue and grow into a pattern of anti-social or criminal behaviour. Strategies are needed at an individual as well as community level to reduce risk factors and increase the effects of protective factors to reduce the motivation towards and likelihood of a young person being involved in anti-social or criminal actions.

Problem solving in hot spots using a diversity of local approaches has been found to be the most effective strategy for preventing anti-social behaviour, crime and violence. This involves a continuous cycle of four steps –

- **scanning** data and local information to identify issues - evidence
- **analysis** with partners of underlying 'root causes' - engagement, empowerment
- **response** to develop and implement interventions (prevention, early intervention or response) - enforcement, education and engineering, and
- **assessment** of progress and the results - evaluation.

Prevention strategies (also referred to as primary interventions) target broad population groups to avoid individuals becoming at risk of being involved in anti-social or criminal behaviours. Such programs would include community wide interventions to strengthen protective factors for young people generally, such as neighbourhood renewal; providing youth services and centres for all young people; and applying CPTED principles to re-engineer the physical environment.

Early intervention programs (or secondary interventions) aim to reduce the likelihood that 'at risk' individuals will actually become involved in anti-social or criminal behaviours. These programs would aim to reduce specific risk factors and increase specific protective factors for individual young people. Home and family visiting and support, even before a child is born, together with counselling and support services for individuals visiting other community services are examples of early intervention programs.

Response strategies (or tertiary interventions) are needed to respond to anti-social and criminal behaviour when and where it occurs, and to search for ways to divert young people already involved in anti-social or criminal behaviour from further and deeper involvement,

Application of this framework will provide a diverse mix of potential prevention, early intervention and response strategies, together with many options for short term, medium term and longer term interventions across each of the social, economic and physical environments.

The strategies discussed in this paper for preventing and responding to issues related to young people congregating in public places, particularly around 24/7 retail outlets are summarised in the table below.

**EFFECTIVE STRATEGIES ADDRESSING THE CONGREGATION OF YOUNG PEOPLE
AROUND RETAIL OUTLETS, TRANSPORT HUBS AND IN OTHER PUBLIC PLACES**

SOCIAL	ECONOMIC	PHYSICAL
SHORT TERM – Response		
<ul style="list-style-type: none"> Establish 'site rules' and processes for banning individuals from specific sites, and for reviewing bans 	<ul style="list-style-type: none"> Review ways to reduce the cost of alternate entertainment 	<ul style="list-style-type: none"> Not provide food trays after 9pm (so these are not used in car park as ramps)
<ul style="list-style-type: none"> Physical presence of police, security guards or other authority figures to provide active non-intrusive surveillance in car parks at high risk times 	<ul style="list-style-type: none"> Look for ways to improve the provision of regular assessable and affordable transport at the times and to the places where it is most needed 	<ul style="list-style-type: none"> Play loud "un-youth friendly" music (eg. Barry Manilow)
<ul style="list-style-type: none"> Street monitoring services (eg. "Street Angels") 	<ul style="list-style-type: none"> Provide safe and secure places where YP can gather for free 	<ul style="list-style-type: none"> Instal security cameras / CCTV or dummy cameras
<ul style="list-style-type: none"> Alter and enforce parking regulations 	<ul style="list-style-type: none"> Provide regular affordable alternate entertainment outlets 	<ul style="list-style-type: none"> Intensify lighting (eg. mercury vapour lighting)
<ul style="list-style-type: none"> Increase policing of traffic offences, tickets and vehicle seizures (hoon laws) 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Use barriers, such as gates and speed humps
<ul style="list-style-type: none"> Community safety grants (to youth agencies for working with young people in area) 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Remove seating
<ul style="list-style-type: none"> Community forums on young people's use of public space – with YP as well as other groups 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Use sprinklers on timers (subject to water restrictions – use recycled water) *
<ul style="list-style-type: none"> Security guard patrols (non-intrusive) 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Use appropriate shrubbery to improve visibility*
<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">
MEDIUM TERM – Early Intervention		
<ul style="list-style-type: none"> Work with youth service providers to continually engage and support YP frequenting the area 	<ul style="list-style-type: none"> Develop training / job ready / diversion programs to open up job prospects – like Hand Brake Turn 	<ul style="list-style-type: none"> Clearly delineate private, semi public (by invitation) and public places – using low height borders to establish areas and provide barriers to vehicles
<ul style="list-style-type: none"> On-site presence by council youth services staff to engage and consult with YP 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">
<ul style="list-style-type: none"> Provide activities for YP on-site eg. competitions, clinics, "chill out zones" 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">
<ul style="list-style-type: none"> Increase natural surveillance by authority figures 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">

SOCIAL	ECONOMIC	PHYSICAL
LONGER TERM – Prevention		
<ul style="list-style-type: none"> • Provide alternative “hang outs” (eg. youth drop-in centres) 	<ul style="list-style-type: none"> • Provide skills development programs to increase employment options 	<ul style="list-style-type: none"> • Urban redevelopment for major areas
<ul style="list-style-type: none"> • Stagger local school dismissal times 	<ul style="list-style-type: none"> • Provide business development programs to increase job supply 	<ul style="list-style-type: none"> • Redesign and redevelopment of malls and city central areas
<ul style="list-style-type: none"> • Develop a youth services centre – eg B Central in Bendigo 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Redevelopment of shopping areas and transport hubs
<ul style="list-style-type: none"> • Develop a ‘common solutions’ project approach in partnership with VicHealth 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
<ul style="list-style-type: none"> • Advocate for extended family and youth support services (to increase protective factors) eg Best Start 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
<ul style="list-style-type: none"> • Advocate for extended educational support programs eg Early School Leavers 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
<ul style="list-style-type: none"> • Neighbourhood renewal – social programs to engage residents, retailers and YP to build confidence and capabilities in solving local issues about community safety and build pride in local places 	<ul style="list-style-type: none"> • Neighbourhood renewal – economic programs to build confidence and capabilities in developing sustainable local industries to provide local employment – starting with engaging local YP in local services 	<ul style="list-style-type: none"> • Neighbourhood renewal – change the physical environment by rebuilding housing and public amenities to provide cleaner, safer communities where people want to live and be active in open public spaces

** Not mentioned in case examples. Inclusion based on CPTED theory and literature.*

1. PURPOSE

This paper discusses examples of effective strategies employed at fast food and other retail outlets to address community safety issues involving young people.

The paper has been prepared following recent, high-profile concerns about anti-social and criminal behaviour by young people in Wyndham.

Following a meeting between Council and Police representatives in which youth "hot spots" were discussed, further information was requested about what other communities have done to successfully deal with safety issues involving young people congregating at fast food outlets. This includes the use of fast food outlet car parks as a meeting place and base for "hooning" behaviour.

This paper has been prepared to fulfil this request, as well as to assist in ongoing discussions to enhance strategies for addressing youth safety issues in Wyndham.

2. METHODOLOGY

The discussion paper has been informed by key Australian and international crime prevention publications and research into YPs use of public space.

It also includes information provided directly by community safety practitioners and staff from local and state governments about effective strategies which have been employed to address these issues. Acknowledgements of contributors are included in Appendix A.

We are particularly indebted to the Victorian Safe Communities Network, the Queensland Safe Communities Support Centre and the Australian Safe Communities Foundation for distributing the request for examples of strategies throughout their extensive networks. There is a wealth of community, practitioner, policy and research experience and knowledge collected together in these networks, which has again been confirmed by the response received to this request.



(Source: <http://speak.mironet.com.au/index.php#>)

3. INTRODUCTION

The issues associated with young people (YP) congregating in public or semi-public places, like open car parks near commercial premises, have been with communities for many decades, as families and suburbs transition through life's stages. The number of children in young families in our communities today gives us the number of YP who will be living in and moving around our communities in 5 to 10 years time. The need for prevention and response strategies is predictable given this cohort is readily identifiable. Hence planning for their needs is more easily managed.

Less readily identifiable are the needs relating to additional YP who may be attracted to activities in our communities. Activity generators provide programs for local YP, but can also create additional demand for local services as more YP come into an area to enjoy local activities. These needs will however become readily apparent after two or three cycles of the same activities – eg New Years Eve and schoolies events. This extra demand will also need to be identified and plans put in place to manage the emergent issues.

We all have the right to enjoy our public spaces. However, YP often find themselves in conflict with others when they frequent shopping malls, commercial centre car parks, 24/7 outlets, civic areas and public transport. These dilemmas, and some strategies for resolving them, are discussed in the National Crime Prevention paper on "Hanging Out: Negotiating Young People's Use of Public Space".¹ The NSW Bureau of Crime Statistics and Research has studied the relationships between social and environmental factors, child neglect and abuse and actual events in relation to the reported crime rates.² The Injury Control Council of WA is collaborating with the Injury Research Centre, University of WA, to find opportunities for effective prevention and early intervention programs to reduce community violence among YP in WA.³

VicHealth, in partnership with TAC and RACV has developed the "Common solutions to common problems" project to research the common factors underlying the many prevention programs aimed at influencing YPs risk taking behaviours, and to develop ways to derive a greater impact from the aggregate effort in this area of public policy and community safety practice. A Common Solutions Project Worker position was created at the Shire of Melton to develop the project at the local level.⁴

Effective strategies for preventing and responding to anti-social behaviour recognise the impact that social policies and common practices have on the nature of private, semi-public (shopping centres, clubs and youth groups) and open public spaces available for YP to congregate and recreate, particularly the impact of housing, community amenity and urban design policies. They also recognise that strategies adopted can impact on legitimate users of these and other spaces, especially if these strategies lead to displacement of the crowds and / or issues into other public and private spaces.

As depicted in the "Happy Days" television series about the 1950's, the 'culture' of young people congregating at a local 24/7 business is not a new phenomenon.

"Arthur Herbert Fonzarelli is perhaps the most famous greaser of all time. A one-time juvenile delinquent and high school dropout, the Fonz once rode with a motorcycle gang called the Falcons. By the time "Happy Days" began, though, the Fonz had reformed from his life of crime and spent his evenings at Arnold's Drive-In, dispensing much needed wisdom to Richie and his pals. He was such a constant fixture at Arnold's that the men's room became his "office."

In 1984, the show's final season, the Fonz left his early image as a rebel completely behind and adopted a young orphan boy, Danny. The one-time juvenile delinquent had grown up and become a middle-class family man."⁵

4 PATTERNS AND PRECURSORS OF ANTI-SOCIAL BEHAVIOUR

The patterns and precursors of adolescent anti-social behaviour have been studied in Australia by the research collaboration between the Institute of Family Studies and Crime Prevention Victoria, analysing data from the Australian Temperament Study⁶, a large longitudinal study of young people.^{7 8 9 10}

This research has identified three groups of YP who displayed differing patterns of antisocial behaviour across adolescence. These were:

- a *low/non antisocial* group of adolescents who consistently exhibited no, or low levels of antisocial behaviour;
- an *experimental antisocial* group who exhibited high levels of antisocial behaviour at only one time point during early-to-mid adolescence and then desisted; and
- a *persistently antisocial* group of YP who reported high levels of antisocial behaviour at two or more time points up to and including 17-18 years of age.

Not all YP engage in any anti-social behaviour, and even fewer have repeatedly engaged in such behaviour. However, a small number of very visible incidents can cause concerns in the community. The Institute of Family Studies and Crime Prevention Victoria study found that some level of anti-social behaviour is 'normal' in adolescence, and that:

"Skipping school, alcohol use and cigarette use were the most common antisocial behaviours for both males and females.

A higher proportion of males than females had engaged in:

- violent and drug-related antisocial acts such as physical fighting (for example, 52 per cent of males at 13-14 years compared with 15 per cent females);
- or been suspended/expelled from school (ranging from 6 to 9 per cent males compared with 2 to 4 per cent of females);
- committed property offences such as driving a car without permission (5-19 per cent males; 2-11 per cent females) and
- damaging property (19-32 per cent males; 8-11 per cent females); and
- been in contact with the criminal justice system (for example, 19 per cent males and 6-8 per cent females had been in contact with the police for offending).

Females, on the other hand, were more likely than males to have engaged in graffiti during early adolescence (11 per cent females compared with 7 per cent males at 13-14 years)."¹¹

The following factors were associated with different patterns of anti-social behaviour:¹²

1. Predictors of antisocial behaviour across time

- No significant differences were found between the two antisocial groups and the *low/non antisocial* group during infancy and early childhood.
- The first group differences emerged at the beginning of primary school (5-6 years).
- Clear and consistent differences between the *persistent* and *low/non antisocial* groups were observed from this time on.
- During mid childhood, the *persistent antisocial* group had higher levels of acting out, aggressive and hyperactive behaviour problems, and were more inclined to display volatility and to experience difficulties in maintaining attention than the *low/non antisocial* group.
- In late childhood, the *persistent antisocial* group continued to display problematic behaviour, and in addition were less cooperative, had poorer self-control, had poorer relationships with parents, and were more likely to have friends who engaged in antisocial behaviour.
- The *experimental* and *low/non antisocial* groups did not differ significantly until early adolescence.

- During adolescence, the *experimental* group resembled the *persistent* group on many domains, although generally was less dysfunctional.
- The two antisocial groups were significantly more problematic than the *low/non antisocial* group on a wide range of domains, including school progress, attraction to risk taking, coping styles, parent-child relationships, and parenting style.
- Towards the end of adolescence, this pattern of differences appeared to change, with the *experimental* group becoming more similar to the *low/non antisocial* group.

Predictors of antisocial behaviour across domains of functioning

- Group differences typically centred on temperamental characteristics such as negativity, volatility and low persistence, as well as aggressive, acting out and hyperactive behaviour problems, to the disadvantage of the antisocial groups.
- Powerful group differences were also observed in the domains of social competence, association with antisocial peers, school adjustment during adolescence, coping styles and involvement in risk-taking activities.
- Less powerful but significant group differences were also observed in family structural characteristics, parenting practices, and family relationships.

Strategies are needed to reduce the risk factors YP face whilst they make their way through the turbulent times associated with the transition from dependence on their environment, through independence, to interdependence with others. Strategies are also needed to increase the strength of the protective factors that afford support for YP and reduce the likelihood that initial involvement in anti-social behaviour leads to a pattern of anti-social or criminal behaviour.

“The findings are a reminder that to be “high risk” merely increases the likelihood but not the inevitability of a problematic outcome. Similarly, to be “low risk” decreases the likelihood of an adverse outcome, but is not a guarantee of a positive one.

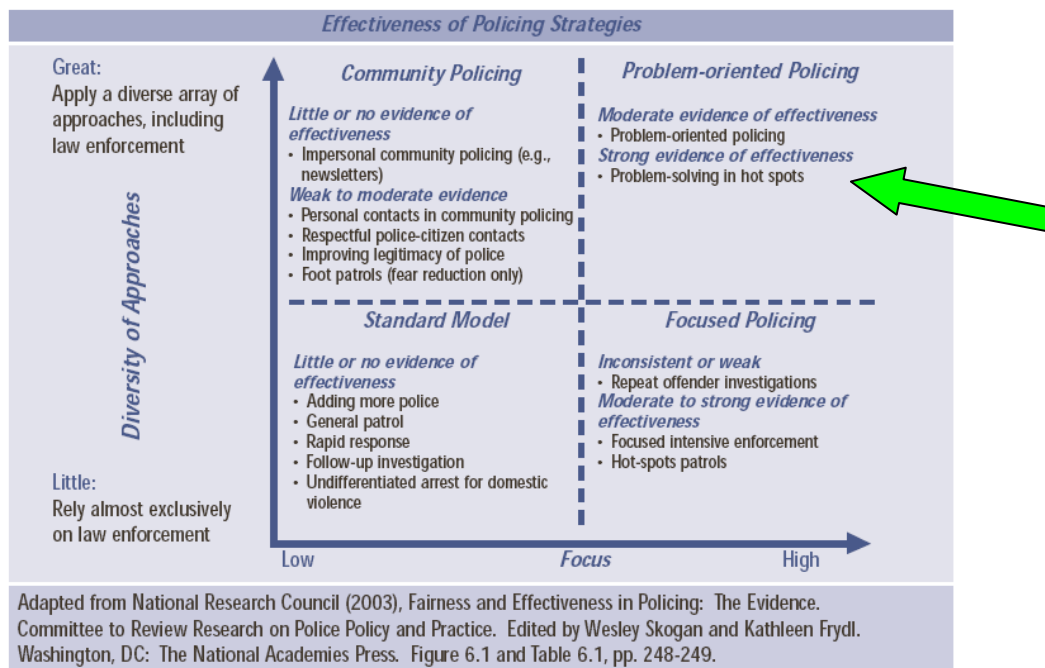
The environmental contexts in which children’s development takes place, especially the family, peer and school contexts, were found to be powerful influences on the development of antisocial behaviour. For some children, these environments appeared to provide a buffering or protective influence which assisted them to move onto more positive developmental pathways. For others, less optimal environmental influences may have been instrumental in diverting them from a positive pathway.

Overall, a mix of community- and school-based initiatives, together with more individualised approaches, may provide the most effective means of preventing or reducing the development of antisocial behaviour.”¹³

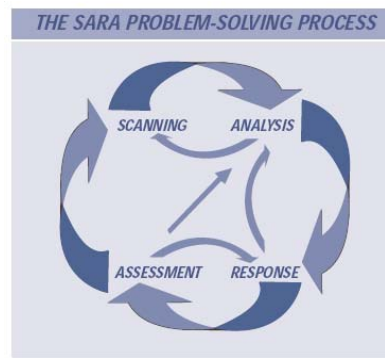
Who knows where ‘the Fonz’ could have ended up if some increased protective factors had not entered into his (albeit fictional, but not atypical) life.

4. FINDING LOCAL SOLUTIONS THAT FIT LOCAL NEEDS

Problem solving in hot spots, using a diversity of approaches, has been found to be the most effective strategy for preventing crime and anti-social behaviour.¹⁴



The SARA approach advocated by the Centre for Problem Oriented Policing provides a useful framework for approaching these kinds of issues.¹⁵



“Crime Analysis for Problem Solvers in 60 small steps” provides a very useful guide on how to identify issues, gather meaningful data, choose and test interventions, and evaluate results. This guide gives many hints on general problem solving techniques, and especially techniques to tackle local hot spots where there is anti-social and or criminal behaviour.¹⁶

Prevention strategies (also referred to as primary interventions) target broad population groups to avoid individuals becoming at risk of being involved in anti-social or criminal behaviours. Such programs would include community wide interventions to strengthen protective factors for YP generally, such as neighbourhood renewal; providing youth services and centres for all YP; and applying CPTED principles to re-engineer the physical environment.

Early intervention programs (or secondary interventions) aim to reduce the likelihood that ‘at risk’ individuals will actually become involved in anti-social or criminal behaviours. These programs would aim to reduce specific risk factor and increase specific protective factors for individual YP. Home and family visiting and support, together with counselling and support

services for individuals visiting other community services are examples of early intervention programs.

Response strategies (or tertiary interventions) are needed to respond to anti-social and criminal behaviour when and where it occurs, and to search for ways to divert YP already involved in anti-social or criminal behaviour from further and deeper involvement,

The first steps in developing local solutions that fit local needs are:

- collaborating with local agencies, community organisations, business groups and individuals to jointly scan local environments and available information
- jointly analyse the underlying local drivers of local issues
- to generate ideas and options for interventions to respond to current issues and prevent future concerns
- to review these options alongside the information available from local practice in other places – to test whether there is already sufficient evidence to say a proposal is likely to work or not work
- then implement the preferred options
- and evaluate their effectiveness as they are being implemented and after some time
- to provide feedback for changes to local practice
- and evidence for replication of 'what works', further testing of 'what is promising' and avoidance of 'what does not work'.

The approach taken will inevitably progress through many of the following stages to lead to successful interventions (as discussed in the recent "Prevention cycle" presentation by Bourne at Latrobe University) – ¹⁷

Evidence / Epidemiology –

- of social / community need
- access to good local, state & national data to determine the extent of the problem
- what is happening, how and why
- investigation of priority issues
- causes of anti-social behaviour, and the aetiology of crime, violence and injury
- pre-event, event and post-event mechanisms - Haddon's Matrix analysis and application of Haddon's 10 strategies for prevention. ^{18 19 20}

Engagement –

- engage the community and stakeholders in identifying issues and developing solutions
- engaging YP generally, and particularly YP at risk of being involved in anti-social behaviours, to clarify needs and issues and work towards meeting these
- consultation, gathering support, building partnerships to respond to priority issues
- Local and international references on policy and practice in community engagement are provided. ^{21 22 23 24}

Empowerment –

- to build capacity in the community and in agencies to work with issues
- build partnerships and develop local solutions for local problems
- building social capital.

Enforcement –

- legislation, regulation, standards, guidelines
- new legislative and agency enforcement regimes can support short term behaviour change programs
- such as through amending local and state laws
- enforcement of laws and rules by police, local laws officers, park rangers, and other authorised officers

- look also to nuisance abatement and 'clean ups' to deter degradation leading to unsightliness, and then to incivility, and ultimately to criminality (broken windows theory)

Education –

- community information
- community safety promotion
- raising awareness, health promotion
- injury and violence prevention information
- persuasion, attitude change, cultural shift
- longer term change.

Engineering –

- environmental design and modification
- to change physical, economic and social settings
- as ways to achieve lasting changes in the social and environmental context
- eg CPTED principles and practice

Evaluation –

- process, impact, outcomes, performance measures
- effectiveness, cost-effectiveness
- to see if interventions are working
- and for whom are they working - social inequalities of health, injury and safety
- and if they are working to find out why and how are they working
- so they can be successfully replicated in other contexts and different social settings.

Application of this analytical framework will provide a diverse mix of potential prevention, early intervention and response strategies, together with many options for short term, medium term and longer term interventions across each of the social, economic and physical environments.

5. EXAMPLES OF EFFECTIVE STRATEGIES

City of Greater Bendigo

The City of Greater Bendigo has joined a partnership with local agencies to develop a youth services centre called B-central. B-central is the new innovative and exciting youth strategy for YP living in Central Victoria. B-central is now an independent incorporated organisation whose purpose is to create greater awareness and accessibility to all youth based organisations and youth services and programs throughout the Greater City of Bendigo. It has been specifically designed for YP to offer information, on-site services and referrals and act as a resource itself for other youth-based organisations throughout the Municipality.

The aim of B-Central is to provide a centralised point for YP to meet and access resources in Central Bendigo. The centre offers a range of services and support together with information on enterprise and training, health and well being, recreation and entertainment, resources and co-located services.²⁵

Cardinia Shire (VIC)

While not directly related to fast food outlets, an example of strategies provided by Cardinia Shire effectively addressed concerns about anti-social behaviour by YP at a skate park.²⁶

Issues (such as graffiti, drinking, swearing, and inappropriate use of the space by older kids) had lead to Cardinia Shire receiving community complaints about YPs behaviour at the Pakenham Skate Park.

The strategies employed by Cardinia Shire to address these concerns included:

- Increasing the presence of Council's youth services staff at the site;
- Holding skate clinics and competitions at the site;
- Installation of (monitored) security cameras.

Cardinia Shire also held three forums (one with youth agencies, one with the general community, and one with Councillors) on YPs use of public space. These were facilitated by Dr Rob White.

According to Cardinia Shire staff, these strategies were successful in reducing safety concerns around the site - criminal damage has decreased and community complaints have now dissipated. No displacement was observed.²⁷

Using dummy cameras was put forward as another strategy that could be considered.

Melbourne City Council (VIC)

Melbourne City Council have worked on a number of projects addressing issues of YP congregating in certain CBD locations, including entertainment precincts containing fast food outlets.

The focus for the City of Melbourne's approach has been on working with youth service providers to continually engage and support YP frequenting the public space.²⁸ Key partners have included Youth Projects Inc., Youth Substance Abuse Service (YSAS), and the Youth Affairs Council of Victoria (YACVIC).

Council also has a community safety grants program, which has provided funds to youth agencies for these types of programs. For example, YSAS has received funding for working with YP around the Crown Casino entertainment precinct.

Victorian Safe Communities Network

The VSCN has held two Quarterly Seminars on topics related to engaging and working with YP. The first was in May 2006 at the Royal Children's Hospital Safety Centre, with the theme "Safety Promotion: Engaging Young People"; and the second was held in August at Bendigo's B-central complex, with the theme "Profiling and Engaging Young People".

Related presentations at VSCN seminars by Fry²⁹, Krelle³⁰, Bourne³¹ and Biviano³² are available on the VSCN website.

New Zealand (NZ)

According to a major publication on managing YP and alcohol use in public space³³, some effective strategies have focussed on removing the "landscape for informal hanging out". This could mean, for example, removing seating.

NSW Youth Action and Policy Association (YAPA)

The NSW Youth Action and Policy Association (YAPA) website contains information and links concerning YPs use of public space areas, such as shopping centres³⁴ and model policies on working with YP.³⁵ Some of the strategies this website identifies as being used to address youth congregation issues includes "banning" and/or the use of site rules.

In relation to "banning", this is when an individual is excluded from accessing the site;

"A ban means a person is not able to enter a shopping centre for a specified length of time. If they do enter they can be forcibly removed. They could also be criminally charged with trespass."³⁶

There is no regulation concerning "banning", however, according to YAPA, under discrimination legislation, it is illegal for someone to "banned" based on age. The most common reason for "banning" an individual is due to lack of adherence to site rules.

The table below gives an example of what site rules could involve.

Minimum dress requirements: footwear and shirt must be worn at all times.

The following are not allowed in the centre:

- **no animals (except those trained to assist physically challenged or impaired)**
- **no smoking**
- **no alcohol**
- **NO offensive language**
- **no roller blades**
- **no scooters**
- **no skateboards**
- **no bikes**
- **fighting, boisterous or any unsafe behaviour**
- **portable radios.**

YAPA note a number of problems associated with the use of these strategies for addressing inappropriate behaviour by YP. However, they identify some initiatives shopping centres and youth services can take to address banning related issues. This is detailed in the table below

³⁷.

Opportunities to address banning issues (Source: NSW YAPA)³⁸**shopping centres**

Rules should be written in easily understood language (especially by those who are NESB), clearly displayed and in many places around the centre so people know what behaviour is unacceptable.

Ensure security staff have skills that help them in relating with young people and apply the same stands to young people as adults.

Issue banning notices that are clear about exactly what area the person is banned from and why they are banned.

Set up a review and appeal process relating to banning notices and provide information about this process on the banning notice itself. Invite Police YLO involvement on this body.

Support street workers to include the centre. Some centres fund a street worker to spend time in their centre.

youth services

Know what the rules at your local shopping centres are, suggest changes where you think something would be unclear to a young person or is inappropriate.

Meet with shopping centre management so that they know your service exists and what it does, particularly how your service might relate to management to assist young people they consider to be engaging in difficult behaviour.

If a young person is banned help them understand what the ban means.

Approach shopping centre management to set up a committee that reviews bans and acts as an appeal body. Assist young people to appeal bans if they believe a ban is unjust. There needs to be separation between review and support roles.

Youth services involved in street work could approach management so they can also spend time working in the shopping centre.

YAPA also note the merits of security guards using active, non-intrusive methods of surveillance.³⁹

Mount Isa (QLD)

Denise Kostowski, Principal of Spinifex State College - Mount Isa, noted that an effective strategy they have heard is "the playing of loud music that kids hate (eg the Barry Mannilow elevator type stuff) that encourages them to move on".⁴⁰

Queensland Coastal Areas (QLD)

While not specific to fast food outlets, there are examples of a number of successful programs implemented in South East Queensland for addressing anti-social behaviour by YP (including alcohol-related violence) in coastal activity precincts.

These include the use of "Chill Out Zones" during Schoolies Week on the Gold Coast and the Street Angels program operating on the Sunshine Coast.⁴¹ Street Angels is a program that provides street monitoring services. These programs aim to prevent street disorder, provide youth outreach as well as safety net services for intoxicated YP.⁴²

Redland Shire (QLD)

Local McDonalds- Capalaba (24 Hours on Weekends) employs security guards over night. According to Courtney Gillolt from Redland Shire:

"I have heard that they also have a few other strategies in place (eg- no trays given after 9pm) to reduce issues with trays being used as platforms for burnouts in the car park etc."

Another local project in Redland is addressing youth congregation issues in a local shopping centre. Redland Shire is committed to the development of "a shopping centre precinct

protocol with YP and other stakeholders (eg. Centre management, security, bus staff, police etc), working together to create an agreement for managing the public space".⁴³

Stonnington (VIC)

Police and Council have implemented a number of initiatives within the City of Stonnington, to address congregation issues in Chapel Street, including around fast food outlets (notably KFC).⁴⁴

One area of focus has been on increasing police presence, particularly traffic police. This has included issuing traffic tickets and using new Hoon legislation to seize vehicles.

The use of high density lighting (eg. mercury vapour) has been employed at a KFC store to address congregation of YP around that site.

The City of Stonnington has also used the playing of music in car parks as a prevention measure (with Barry Manilow the recommended approach).

Townsville (QLD)

To address issues in Townsville, Police Liaison Officers (PLOs) have provided a physical presence in car parks and around the premises of fast food locations.

According to Merlito Lido, VSM Coordinator from Young People Ahead:⁴⁵

“their presence usually influences good behaviour and a sense of safety for the young people who are below the age of 10 hanging around the same place”.

United States of America (US)

A useful publication produced for police by the US Department of Justice outlines a number of strategies which it claims effectively address “disorderly youth conduct”.⁴⁶

Some of the initiatives suggested that police consider are:

- providing legal congregation sites (eg. drop-in centres, youth resource centres, special places within shopping centres);
- altering parking regulations to limit ability of young people to congregate with their cars in one place;
- removing protection from the weather (such as taking the roof off bus shelters);
- intensifying lighting;
- playing classical music;
- installing CCTV; and
- locating fast food outlets away from high traffic areas to reduce intimidation issues (especially relevant to shopping centres).

These strategies are drawn from diverse international examples of crime prevention practice, most notably from Florida and New York State in the US, as well as Scotland in the UK.

The publication discussed youth curfews, particularly their use in Orlando, Florida, but does not reach a conclusion about their effectiveness.

A very successful New York initiative is provided as a case study. This involved staggering school dismissal times, to result in a 70 percent reduction in disorder problems.⁴⁷

United Kingdom (UK)

Anna Penning Rowsell, Campaigns Advisor, UK Commission for Architecture and the Built Environment presented a paper on “Staffing our spaces: how people make it safe to walk” at the 7th International WALK 21 Conference on Walking and Liveable Communities, held in Melbourne on 23 to 25 October 2006.⁴⁸ The Commission for Architecture and the Built Environment is the UK Government’s advisor on architecture, urban design and public space. CABE has an ongoing program of research into the impact of reduced staffing in public spaces on community safety and perceptions about personal safety, and the impact safety concerns can have on people’s activity levels in and use of public space

There are many evidence based strategies emerging from this research which can be applied to inform local discussion about, and local solutions for, the safer management of public spaces for all users.⁴⁹

The TOGETHER website has been established by the UK Home Office and the UK Department of Communities and Local Government (which was created in May 2006) to provide resources for practitioners working to tackle anti-social behaviour.⁵⁰

The Chartered Institute of Environmental Health supported by the Home Office's Anti-social Behaviour Unit have launched a new toolkit to help environmental health practitioners tackle anti-social behaviour. The toolkit, which was released in 2005, sets out:⁵¹

- the range of tools and powers available to environmental health practitioners for tackling anti-social behaviour;
- information on protecting victims and witnesses;
- how to build effective partnerships;
- problem solving and strategies for effective working.

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