

STRONG AND SUPPORTIVE COMMUNITIES SCRUTINY COMMITTEE	Agenda Item No. 7
3 SEPTEMBER 2014	Public Report

Report of the Head of Community and Safety Services

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SAFER PETERBOROUGH PARTNERSHIP PRIORITY 2 – TACKLING ANTI-SOCIAL BEHAVIOUR

1. PURPOSE

- 1.1 The purpose of this report is to provide members of the Strong and Supportive Communities Scrutiny Committee with an overview of performance and activity by the Safer Peterborough Partnership and its constituent responsible and cooperating authorities in relation to Priority 2 of the 2104-17 Safer Peterborough Partnership Plan – Tackling Anti-Social Behaviour.
- 1.2 The decision to bring forward a report in relation to this priority is as a result of the particular interest shown by committee members at the July committee meeting.
- 1.3 Priority 2 within the Safer Peterborough Partnership Plan in fact contains two separate themes, those being i) tackling anti-social behaviour itself, and ii) road safety. Whilst this report, and in particular the appended performance report, will evidence performance and activity in relation to both themes, its main focus will be on anti-social behaviour.

2. RECOMMENDATIONS

- 2.1 That the committee note the content of this report and the appended extract from the most recent available Safer Peterborough Partnership Board Performance Report.
- 2.2 That the committee, acting in its capacity as the statutory crime and disorder committee as set out under section 19 of the Police and Justice Act 2006 and as detailed in part 3, section 4.2 of the Council Constitution, apply appropriate scrutiny to the content of the report.

3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY

- 3.1 The Sustainable Community Strategy produced by the Greater Peterborough Partnership sets out the direction for the overall strategic direction of Peterborough. The Safer Peterborough Partnership Plan sets out how the Community Safety Partnership will contribute to the overall vision of the Sustainable Community Strategy and specifically how it can contribute to the outcome of “making Peterborough more cohesive and safer” so that people of all ages and abilities can live, work and play in a prosperous and successful Peterborough without undue crime or fear of crime.

4. BACKGROUND

- 4.1 Tackling ASB and Road Safety are identified as a priority in the Safer Peterborough Partnership Plan.
- 4.2 A new governance structure was put in place to manage activity and performance against the plan in April 2014, as previously detailed in the report presented to the Strong and Supportive Communities Scrutiny Committee in July 2014. In summary however, the Safer Peterborough

Partnership Board receive a performance report, this having previously been scrutinised by a Delivery Group comprising officer leads for each of the identified themes, on a bi-monthly basis. Where concerns about performance are raised, a more detailed “deep dive” report can be commissioned by the Board.

4.3 The most recently published performance report was tabled at the July SPP Board meeting, and the section relevant to priority 2 is appended to this report. As agreed at the July committee meeting, it is this document which will form the basis of this report, albeit given the interest shown by committee members it is appropriate to give some background and context.

4.4 Definition of Anti-Social Behaviour

There is no single definition of what constitutes Anti-Social Behaviour.

A widely used definition of ASB is contained within the Crime and Disorder Act, which describes it as *“acting in a manner that caused, or was likely to cause, harassment, alarm or distress to one or more persons not of the same household as himself”*.

It is clear however that for many citizens, what is considered to be anti-social behaviour stretches far wider than this narrow legal definition, and is determined by a number of factors including context, location, the level of community tolerance and cohesion, quality of life expectations and how confident/safe people feel. Another issue experienced in defining anti-social behaviour is whether an act was malicious (targeted) or merely thoughtless. What is considered unacceptable to some, is considered acceptable, or at least tolerated, behaviour to others. The result is that in many cases ASB will be vastly under-reported, and indeed in other cases it may be over-reported, clouding the overall picture of where the need for activity is greatest.

The Association of Chief Police Officers (ACPO) has adopted the following definition of ASB as a national standard:

“Behaviour by an individual or group that:

- results in another party feeling personally threatened*
- creates a public nuisance*
- has a detrimental impact on the environment and thereby has a detrimental effect upon the quality of life of an individual or the community as a whole”*

In line with the above, National Standards for Incident Recording categorise ASB into three distinct areas:

Personal – personally focused, targeted misbehaviour

Nuisance – misuse of public space with impact on community in general rather than specific victims

Environmental – environmental harm with impact on surroundings

It is also important to note that acts which are criminal will be recorded as such and dealt with accordingly. The implication of this is that something which is initially reported as anti-social behaviour may on subsequent investigation be identified and recorded as a crime instead. An obvious example would be cases of criminal damage, but also consider the neighbour noise complaint that is subsequently recorded as an act of domestic violence.

4.5 Quality of Life Issues

Within the theme of ASB, the Partnership specifically considers quality of life issues, cognisant of the ‘broken window theory’. Analysis has shown that there are clear correlations between such issues, perceived levels of poverty and deprivation, and consequently cohesion and the fear and impact of crime and anti-social behaviour.

Quality of life issues include reported instances of rubbish accumulation, unattended bins, fly tipping, graffiti, damage to play areas and needle finds, complaints in relation to smoke/odour and

noise, housing and planning enforcement, as well as reports of unauthorised traveller encampments, fires and abandoned vehicles.

Such incidents are generally reported by the public into PCC, or are recorded as a result of proactive activity by enforcement officers.

4.6 Current service delivery

It is important to note from that responsibility for tackling ASB is shared. Albeit the police have a key role to play in responding to and investigating reports of ASB, particularly personal ASB where there is an identified victim, other agencies also have a statutory duty to act, not least the Local Authority.

Registered Social Landlords (for example Cross Keys Homes, the largest RSL in Peterborough) also have a critical role to play and have a team of ASB officers managing an active caseload, for example where the perpetrator is a tenant or the anti-social activity takes place at RSL-owned premises.

A much wider array of partners have a significant role to play in terms of preventing ASB, and in how incidents of ASB are resolved.

4.7 How ASB is managed

ASB can be reported in a number of ways to a number of agencies. Whichever agency receives the report, a risk assessment will be completed based on a common risk assessment matrix which considers issues such as what activity is being reported, whether it has been reported before, whether the person reporting is a repeat victim, whether the situation is getting worse and whether they feel they are being targeted, as well as what impact the activity is having on the victim and an assessment of the victim's vulnerability.

The vast majority of initial reports are made to the police. As an example, of the 885 incidents recorded for June 2014 as shown in the appended performance report, 855 were police reports. The police call taker will conduct an initial risk assessment which will result in one of three outcomes – standard, medium or high risk. For standard risk ASB, appropriate advice will be provided over the telephone and ordinarily no police resource will be immediately deployed. Instead, such incidents will be reviewed by local officers to inform trends and a decision can then be made in terms of what further action may be necessary. For cases assessed as medium or high, a police resource will be deployed. The attending resource will speak to the victim and conduct a further risk assessment, adopting a harm-centred approach which will determine the nature of the follow-up investigation undertaken. If the assessment remains medium or high risk, then the officer will compile a report, commence an investigation and notify a supervisor to direct immediate further action to mitigate the threat.

The report made will be assessed by the local problem-solving or microbeat sergeant who will then set an investigative action plan, ensuring that a victim care contract is set and that progress is regularly reviewed. In Peterborough, this process is enhanced by the ASB Sergeant working for the Safer Peterborough Partnership also reviewing such reports, and where a multi-agency response would be beneficial, the details are placed on a case management database which can be accessed and updated by all partners, facilitating information sharing and joint activity.

Every Wednesday a multi-agency ASB case review meeting takes place (on a rotating sector basis), where open cases are discussed and actions agreed. This meeting also enables discussion to take place around location-based ASB or thematic issues. A lead responsible officer is identified. All agencies and partners who attend these meetings can raise cases for discussion. A decision can be made to form a separate problem-solving or task and finish group, should the issue warrant this - an example of this is the group which has been recently re-formed to look at concerns over ASB in the Century Square area. Individual persons of interest are also discussed, ranging from persons who have recently received a Police Guardian Awareness Program (GAP) letter, escalating ASB offenders and those currently on ABCs and ASBOs.

Each quarter, public Safer Neighbourhood Panel meetings take place. These panels set priorities for police and partners to focus on over the next three months. ASB issues (generic issues rather than individual cases) are often adopted as priorities. Priorities having been set, they are discussed at the relevant monthly Neighbourhood Delivery Team (NDT) meeting. Again a lead officer for the priority is identified and actions are agreed. Activity and impact are subsequently reported back at the next Panel meeting. Where a wider issue is identified, a separate task and finish group can again be established – an example of this would be the group set up to look at tackling the problem of nuisance motorbike use across the city.

5. KEY ISSUES – PERFORMANCE OVERVIEW

5.1 Performance overview – Anti-Social Behaviour

The overall desired outcomes of Partnership activity in relation to ASB are as follows:

- Reduction in ASB
- Reduction in repeated issues (victim, location or theme)

Performance indicators agreed by the Board to assess progress towards achieving the outcomes are as follows:

1. Reduced levels of reported anti-social behaviour (Police and Council)
2. Reduced levels of reported Quality of Life issues
3. Increase the number of “My Peterborough” (Public Stuff) reports as a proportion of all Quality of Life calls for service.

The performance narrative in the appended report shows that ASB as reported predominantly to police has remained fairly static, with the rolling 12 month count hovering between 10,000 and 11,000 reports per annum. As to be expected, the data shows clear seasonal trends, with higher numbers of reports in the summer months and fewer in the winter months.

As previously stated, for the month of June 2014, 885 incidents of ASB were reported, of which 855 were to the police. The figure of 885 incidents compares favourably to the 960 incidents reported in June 2013. I can also advise that in the 12 months August 2013 – July 2014, a total of 9940 were recorded, compared to 10,164 in the previous 12 months, a reduction of 2.9%.

In that latest 12 month period, 27.1% of incidents closed by police were classed as Personal, 58.8% as Nuisance and 14.0% as Environmental.

In terms of Quality of Life issues, the rolling 12 month count shows a general upward trend, albeit the figure is exacerbated by peaks in certain months. The most common report is that of fly tipping and associated clean ups. Some of these reports will however have been generated by proactive activities by our Neighbourhood Enforcement Officers who have been focusing on this issue.

My Peterborough is an app which the public and indeed PCC staff can download to report Quality of Life issues and environmental ASB. It has only recently been launched, but take-up has been good. One of the performance indicators is to try to increase the proportion of all Quality of Life issues reported by this method, which has benefits to both the Local Authority (an efficient process) and to the customer (ease of reporting, tracking and updates provided). One consequence of promoting use of this app is however that, in the short term at least, we could well see an increase in the number of Quality of Life issues being reported.

The activities narrative in the appended report goes into some further detail in relation to specific areas of concern, including current hotspot areas, all being managed as previously explained via either specific problem-solving groups or standard procedures via the Neighbourhood Delivery Teams or weekly ASB case review meetings.

The activities narrative also gives some detail in relation to the latest activity in preparation for new ASB powers being enacted in October 2014. Further detail in relation to this is given in section 5.3 of this report.

5.2 Performance overview – Road Safety

The overall desired outcomes of Partnership activity in relation to road safety are as follows:

- Continuing to deliver Road Safety Services within the Partnership delivery team to ensure that the numbers of those killed or seriously injured on the City's roads are reduced
- Developing the City's road safety services through a specific road safety task and finish plan that is reported to the Board on a quarterly basis or at whatever other intervals the Board feel necessary
- Services will be targeted to those high risk areas such as young drivers, motor cycles, speeding and will include early year's education at primary school level to deliver safety messages

Performance indicators agreed by the Board to assess progress towards achieving the outcomes are as follows:

1. Reduced number of people killed and seriously injured on Peterborough's roads
2. Reduced number of people slightly injured on Peterborough's roads
3. Reduced number of young people killed and seriously injured on Peterborough's roads
4. Reduced number of pedestrians and cyclists killed and seriously injured on Peterborough's roads

The performance narrative in the appended report shows that Peterborough is on track to meet local casualty reduction targets as set in the Local Transport Plan (3), however the overall proportion of casualties remains high when compared to similar, local authorities.

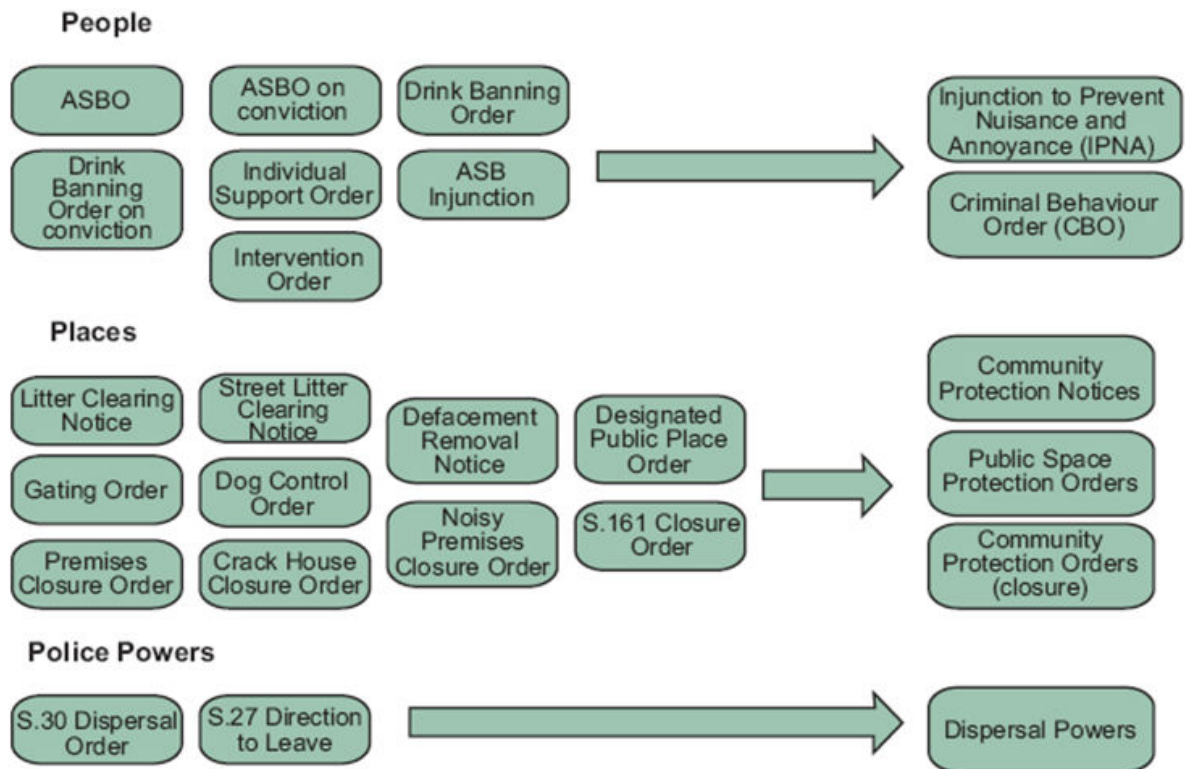
Persons killed or seriously injured on Peterborough's roads remains static at 92 in the latest 12 month data. In respect of those people slightly injured, latest data shows a 24% reduction. There have also been reductions in the number of young people (15 and under) killed or seriously injured, and in the number of pedestrians and cyclists killed or seriously injured.

The activities narrative in the appended report gives some detail of current educative and publicity campaigns and activities aimed at reducing road casualties.

5.3 The Future

Significant work is ongoing within the Local Authority and across partners to ensure we are ready to meet the requirements of the new Anti-Social Behaviour, Police and Crime Act due to come into force in October 2014.

The act will bring about wholesale change to current anti-social behaviour provisions, and effectively condenses available remedies to six, only one of which (dispersal powers) is police-led. A summary of these provisions follows, with current provisions on the left and the new provisions on the right of the schematic below:



In addition, the act will introduce two further concepts, those of the community trigger and the community remedy.

The community trigger makes provision for a person or representative to force a review of the handling of finalised ASB investigations where it meets an agreed and published threshold. This provides a mechanism for an individual to request that further action to address a continuing ASB issue is undertaken where they feel that the original response was inadequate. Once satisfied that the qualifying threshold has been met, partner agencies share information about the issue and agree an action plan and discuss this with the victim to find a resolution.

The community remedy is led by the Police and Crime Commissioner and will create a menu of options for dealing with ASB and low level crime offenders. A public consultation of a specified list of disposal outcomes has commenced which will then be agreed between the PCC and Chief Constable and published.

- 5.4 Workshops within the Local Authority, with partners and with neighbouring Community Safety Partnerships within Cambridgeshire continue to ensure appropriate structures and processes are in place in advance of the new legislation being enacted.

6. IMPLICATIONS

Not applicable

7. CONSULTATION

Not applicable

8. EXPECTED OUTCOMES

- 8.1 That the committee accept the recommendations as detailed in section 2 of this report.

9. NEXT STEPS

- 9.1 That any comment or further recommendation of the committee is duly noted and recorded.

10. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

10.1 *Safer Peterborough Partnership Performance Report – July 2014*

11. APPENDICES

11.1 Appendix 1 – Safer Peterborough Partnership Performance Report – Theme 2 – Tackling ASB – July 2014.

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