

STRONG AND SUPPORTIVE COMMUNITIES SCRUTINY COMMITTEE	AGENDA ITEM NO. 7
WEDNESDAY 20 JANUARY 2016	PUBLIC REPORT

Joint Report of the Service Director for Adult Services and Communities and the Peterborough Area Commander for Cambridgeshire Constabulary

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JOINT COMMUNITY ENFORCEMENT TEAM

1. PURPOSE

1.1 To present to the scrutiny committee the concept, rationale and proposed development of a city-wide multi-agency joint enforcement team.

2. RECOMMENDATIONS

2.1 That the committee scrutinise the content of this report, endorse the proposed direction of travel and make any additional recommendations they feel appropriate before recommending the approach to Cabinet for approval.

3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY

3.1 The ambition of the Sustainable Community Strategy is to deliver a bigger and better Peterborough taking advantage of the inherent opportunities we have and at the same time tackling the challenges we face in order to deliver a higher quality of life for all. This proposal will contribute to this overall vision and 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 The city’s statutory Community Safety Partnership is known as ‘The Safer Peterborough Partnership (SPP)’. The partnership is clear that its aim is to ‘bring long-term sustainable reductions in crime and disorder and lead in the creation of stronger, supportive and cohesive communities’. The SPP is a strong, vibrant and active body that benefits from close working relationships between partner agencies.

4.2 The delivery arm of the SPP is the Community and Safety service located within the Council, which was initially conceived in 2009 as a collaboration of senior management between police and Council but has since evolved to become a wider service comprising staff from the Council, police, fire and rescue service and the prison service.

4.3 Whilst the Community and Safety service has some joint investigative capacity, it has largely been responsible for the strategic co-ordination of action around a number of key themes where action in partnership is more effective and efficient than the traditional single agency approach. This has included, for example, tackling anti-social behaviour, an integrated approach to the management of offenders, and crime prevention and reduction. In particular it has sought to address the ‘broken window theory’ (a theory that if signs of urban decay from the norm go unchecked then rapid decline will follow).

- 4.4 The development of these collaborative arrangements, the strategies and plans adopted by the partnership to tackle crime and disorder and its performance have been subject to continuous oversight and scrutiny by the Council through the statutory Crime and Disorder Scrutiny Committee; in Peterborough the Strong and Supportive Communities Scrutiny Committee undertakes this role. In addition, the Cabinet Member for community safety is a full member of the Partnership Board.
- 4.5 As the model evolved, its success was evident in that Peterborough's rates of recorded crime fell ahead of national reductions during the same period.
- 4.6 The Community and Safety service has developed to a point where the close partnership that exists involves not only the SPP's statutory organisations such as Peterborough City Council, Cambridgeshire Fire and Rescue, and Cambridgeshire Constabulary but importantly private and voluntary ones such as Cross Keys Homes, Sodexo (HMP Peterborough) etc. The model is unique in that the agencies work from single partnership locations and have entwinement of management structures. Their priorities and working practices are all directed and coordinated by one hierarchy. A structure chart showing the current multi-agency team is shown at appendix A.
- 4.7 In November 2015 the police made the decision to completely restructure its approach to delivering its services to the people of Peterborough. With an increasing need to manage victims and crimes such as Child Sexual Exploitation, Domestic Abuse and Burglary combined with the need to ensure a comprehensive service to communities, the decision was made to review all positions and create a number of teams to support this changing demand. To that effect a new 'Hate and Harm' team was launched to give an enhanced service to vulnerable victims and a new Domestic Abuse Response Team (DART) was created. In addition to this the management of the Neighbourhood Policing Team was moved to the Chief Inspector who manages the Community and Safety service.
- 4.8 This decision transferred 1 Inspector, 3 Sergeants, 12 Police Officers and 12 PCSO's to the Community and Safety service. This change enabled three supervisor posts at the rank of Sergeant to be removed from the structure (two retirements and one acting up position ending). Further, this transfer into the Community and Safety service enables police officers to be deployed using an evidence-based approach to wherever there is a demand, rather than the previous locality-focussed approach.
- 4.9 Due to the number of officers and PCSO's remaining the same we are able to reassure the committee that these changes have had no direct or negative impact on council or police enforcement; rather, they further enhance the joined up response to challenging issues.
- 4.10 Separate to this, the Council has been looking for some time at the way in which it challenges and changes behaviour relating to fly tipping, littering, graffiti, unlawful parking and other highly visible issues which are rightly of constant concern to our communities. A proposal was approved by Cabinet in December 2015 (although this decision is now subject to Call-in) to bring together a number of enforcement teams and functions that sat in different departments within the Council in order to deliver better and more joined-up solutions. This new enforcement team will form part of the Community and Safety service.
- 4.11 This report now seeks to create greater effectiveness in tackling community and safety issues and sets out proposals for greater integration between police, Council and other enforcement services which the Committee is asked to consider.
- 4.12 It is proposed that the Community and Safety service develops its focus on community enforcement activity through a collection of multi-agency enforcement officers led by managers from a range of different agencies but who will be directed and governed by one collective leadership arrangement. The team will work to a single set of jointly agreed priorities which are evidence-based, meaning that the service will respond to issues wherever there is an identified need.

4.13 The team will be responsible for bringing together prevention, education and enforcement across a range of community issues by adopting the right approach, at the right time with the right people. Its staffing structure will allow the investigation of complex and protracted cases through to immediate remedy and sanction. The staffing mix will range from highly trained professionals through to general staff trained in community safety issues and related areas. Officers will have the legal powers to carry out multiple functions through the Community Safety Accreditation Scheme which enables the delegation of certain powers between different agencies.

4.14 A similar scheme was adopted by Glasgow City several years ago with significant successes in tackling crime and disorder. The 'Glasgow Model' has now been rolled out across Scotland and has been the subject of much local work to shape our thinking around evolving our model further. In addition the London Borough of Newham have developed a collaborated model which is providing some impressive results. Officers have visited Newham to learn from their development.

5. HOW THE COMMUNITY AND SAFETY SERVICE WILL OPERATE

5.1 As described above, the proposed development of the Community and Safety service provides the opportunity for officers traditionally focussed on specific legislation and enforcement powers to become multi-disciplined and therefore enforce across a range of issues. It also enables officers to be tasked using evidence of demand for service, regardless of where in Peterborough that demand comes from.

5.2 The Joint Community Enforcement Team

The proposed team will comprise the existing Community and Safety service staff described above in section 4 with the Neighbourhood Policing team, and the Council's Civil (parking) Enforcement team, CCTV service and Housing Enforcement team.

Police and non-specialist enforcement staff will wear high visibility uniforms. Case studies where this approach has been taken in different areas of the UK show that this increases compliance and increases the feeling of safety from the community. Uniforms will also be equipped with body-worn cameras which helps with officer protection, compliance and evidence gathering.

Additionally, the team will use the same type of radio that is used by the emergency services so that in a major incident scenario they will be able to co-ordinate with other agencies. This also allows them to communicate directly with the police if and when arrest powers are needed.

A full training package will be provided to give the officers the skills that they do not currently possess e.g. communication, conflict resolution, radio procedure techniques etc. This will be obtained from partner agencies such as Cambridgeshire Constabulary and HMP Peterborough (Sodexo). The vision is to develop a nationally recognised compliant course so that it may be able to generate an income through other local authorities sending their officers on it.

5.3 Tasking Approach and Enforcement Delivery

In order to ensure that officers are tasked and deployed to the most important issues as quickly as possible, we will implement a control room model with a computer system that allows incidents to be allocated to staff in real time. This will mean greater efficiency as the nearest appropriate resource will be allocated to the incident. Currently calls for service are received in a variety of ways, and often 'bounce' between departments and organisations. The nature of the incidents that fall within the intended remit of this team will be reported into one central point and that information will be collated and acted upon with consistency and timeliness. This also enables us to build up a more joined-up intelligence picture, helping us to prevent issues from happening in the first place.

To allow the team to be multi-functional we are proposing to give certain appropriate powers to officers across the team that might ordinarily be the domain of a single enforcement agency. The Council is able to delegate certain powers to police officers for example and, through the Community Safety Accreditation Scheme (CSAS), the Chief Constable has the power to delegate certain powers to staff other than police officers.

The table below illustrates *some* of the range of powers and functions that would be considered:

Example of police powers and functions that could be delegated to the council	Example of council powers and functions that could be delegated to the police
Issuing penalty notices for disorder	Housing inspections on complaint
Issuing penalty notices for truancy	Investigation of fly tipping
Issuing penalty notices for cycling on a footpath	Issuing Penalty Charge Notices for parking offences
Issuing penalty notices for dog fouling	Investigation and issuing penalty notices for graffiti
Power to deal with begging	Issuing penalty notices for littering and fly-posting
Power to require persons drinking in designated places to surrender alcohol	Process for dealing with abandoned vehicles
Power to require persons aged under 18 to surrender alcohol	HMO and Selective Licensing conditions (if introduced)
Issuing penalty notices for possession of cannabis	Enforcement of Public Space Protection Orders

Enabling other authority staff a limited range of powers does not replace the police but rather extends the scope of enforcement across different agencies. CSAS does not allow an extension of the power of arrest and staff would not be dealing with incidents that society would reasonably expect to be the domain solely of the police (such as assaults, thefts, burglaries etc). Conversely, whilst cases currently falling within the enforcement domain of the local authority such as fly-tipping, poor housing conditions etc. will continue to be prosecuted by the local authority, all staff within the team, including police officers, PCSOs, fire officers, and staff from registered social landlords will be able to enforce and provide evidence in relation to them.

Other opportunities may arise where staff could be trained and obtain a SIA (Security Industry Authority) qualification to allow the team to provide services at organised events and therefore bring in additional revenue.

5.4 **Managing Performance**

Linking into the command and control system, we also recognise the need to be able to measure the team's performance. This will not be in regards to how many enforcement fines are issued but with regards to how quickly the team reacted to issues that were raised, community satisfaction levels and perception of dealing with community issues.

We are confident that the proposed Joint Community Enforcement Team will provide a quicker, more visible and more robust response to issues adversely affecting the quality of life of those people living and working in Peterborough, as well as providing clear ownership of problems.

5.5 **Key Dates**

If the proposals are approved, it is hoped that the Joint Community Enforcement Team will be operational from the 1 April 2016.

6. **IMPLICATIONS**

- 6.1 There are some financial implications relating to this proposal in that new high visibility uniforms will need to be purchased for the officers. Additional radios and body cameras will need to be purchased as other enforcement teams join the JCET team. Currently it is only the 12 Civil Enforcement Officers that use this type of equipment. However, the costs in improved efficiencies, reduction in repeat calls and repeat offending, and the social benefits of the scheme far outweigh the cost of implementation.
- 6.2 The ICT implications are that whilst the costs for the computer systems will be limited, if we are able to use existing programmes, there will be a need for ICT officers to adapt it. Similarly the performance programme will need to be developed by ICT officers.
- 6.3 There could be Human Resources implications if the proposal to create a new multi-functional officer role is created.
- 6.4 There are no implications for individual wards as the service will be evidence based and intelligence led.

7. CONSULTATION

- 7.1 The public have told us in consultations such as 'facing the people' that they get frustrated when officers are unable to deal with more than one issue when in an area e.g. flytipping and parking; this would indicate the public would be in favour of this approach. Partners involved in the SPP have all been involved in the development of this proposal and staff affected will be formally consulted should Cabinet agree the proposal.

8. NEXT STEPS

- 8.1 That the proposals are presented to Cabinet for approval, with any additions/amendments agreed at Scrutiny Committee.
- 8.2 That the Committee is kept updated with the progress of this project and future opportunities to scrutinise the Joint Community Enforcement Team.

9. BACKGROUND DOCUMENTS

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

- 9.1 'An Inspection of the London Borough of Newham Law Enforcement Division', by Kevin Hurley, Police and Crime Commissioner for Surrey.

10. APPENDICES

- 10.1 Appendix A - Current structure of the Community and Safety Team

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