

**NORTHAMPTON BOROUGH COUNCIL**  
**Overview and Scrutiny Committee**

Your attendance is requested at a meeting to be held in the Jeffrey Room,  
The Guildhall, St. Giles Square, Northampton, NN1 1DE on  
Monday, 11 April 2016 commencing at 6:00pm

**D Kennedy**  
**Chief Executive**

If you need any advice or information regarding this agenda please phone Tracy Tiff, Scrutiny Officer, telephone 01604 837408 (direct dial), email [ttiff@northampton.gov.uk](mailto:ttiff@northampton.gov.uk) who will be able to assist with your enquiry. For further information regarding **Overview & Scrutiny Committee** please visit the website [www.northampton.gov.uk/scrutiny](http://www.northampton.gov.uk/scrutiny)

**Members of the Committee**

Chair	Councillor Jamie Lane
Deputy-Chair	Councillor Brian W Sargeant
Committee Members	Councillor Rufia Ashraf Councillor Muna Cali Councillor John Caswell Councillor Gareth Eales Councillor Terrie Eales Councillor James Hill Councillor Phil Larratt Councillor Dennis Meredith Councillor Brian Oldham Councillor Suresh Patel Councillor Samuel Shaw Councillor Zoe Smith Councillor Graham Walker

**Calendar of meetings**

<b>Date</b>	<b>Room</b>
13 June 2016 6:00 pm 26 September 28 November 30 January 2017 27 March 8 May 26 June	All meetings to be held in the Jeffery Room at the Guildhall unless otherwise stated

# Northampton Borough Overview & Scrutiny Committee

## Agenda

Item No and Time	Title	Pages	Action required
1 6:00pm	Apologies		Members to note any apologies and substitution
2	Minutes	1 - 7	Members to approve the minutes of the meeting held on 20 January 2016.
3	Deputations/Public Addresses		<p>The Chair to note public address requests.</p> <p>The public can speak on any agenda item for a maximum of three minutes per speaker per item. You are not required to register your intention to speak in advance but should arrive at the meeting a few minutes early, complete a <a href="#">Public Address Protocol</a> and notify the Scrutiny Officer of your intention to speak.</p>
4	Declarations of Interest (Including Whipping)		Members to state any interests.
5 6:05pm	Overview and Scrutiny Work Programme 2016/2017		The Overview and Scrutiny Committee to approve the Work Programme 2016/2017 and set up the Scrutiny Panels. (Report to follow).
6	Scrutiny Panels		The Overview and Scrutiny Committee to receive the final reports from the three Scrutiny Panels.
6 (a) 6:25pm	Scrutiny Panel 1	8 - 96	
6 (b) 6:35pm	Scrutiny Panel 2	97 - 207	
6 (c) 6:45pm	Scrutiny Panel 3	208 - 270	
7 6:55pm	Overview and Scrutiny NBC Owned Street Lighting Working Group	271	The Committee to receive a progress report from the Chair of the Overview and Scrutiny Reporting and Monitoring Working Group.
8 7:00pm	Report back from NBC's representative to NCC's Health, Adult Care & Wellbeing Scrutiny Committee	272 - 273	Councillor Brian Sargeant to provide an update on the work of NCC's Health, Adult Care & Wellbeing Scrutiny Committee
9 7:05pm	Overview and Scrutiny Annual Report 2015/2016	274 - 292	The Committee to approve wording for the Overview and Scrutiny Annual Report 2015/2016.

## Northampton Borough Overview & Scrutiny Committee

<b>10 7:10pm</b>	<b>Potential future pre decision scrutiny</b>	<b>293 - 294</b>	The Overview and Scrutiny Committee to consider any potential issues for future pre decision scrutiny.
<b>11 7:15pm</b>	<b>Urgent Items</b>		This issue is for business that by reasons of the special circumstances to be specified, the Chair is of the opinion is of sufficient urgency to consider. Members or Officers that wish to raise urgent items are to inform the Chair in advance.

## NORTHAMPTON BOROUGH COUNCIL

### MINUTES OF OVERVIEW & SCRUTINY COMMITTEE

Wednesday, 20 January 2016

**COUNCILLORS PRESENT:** Councillor Brian Sargeant (Deputy Chair – In the Chair) ,Councillors Rufia Ashraf, Gareth Eales, Terrie Eales, James Hill, Phil Larratt, Dennis Meredith, Brian Oldham, Samuel Shaw, Zoe Smith and Graham Walker

Councillor Mike Hallam, Cabinet Member for Finance – Item 5  
Councillor Alan Bottwood, Cabinet Member for Environment – Item 5  
Councillor Stephen Hibbert, Cabinet Member for Housing – Item 5  
Julie Seddon, Director of Customers and Communities – Item 5  
Glenn Hammons, Chief Finance Officer, LGSS – Item 5  
Phil Harris, Head of Housing and Wellbeing – Item 5  
Mike Kay, Chief Executive, NPH – Item 5  
Tracy Tiff, Scrutiny Officer

Councillor Arthur McCutcheon - Observing  
Phil Morrison , Strategic Finance Manager – Observing  
Amy Eyles, Strategic Finance Manager – Observing

:

#### 1. APOLOGIES

Apologies for absence were received from Councillor Jamie Lane (Chair) and Councillor Suresh Patel.

#### 2. MINUTES

The minutes of the meeting held on 25 November 2015 were signed by the Chair as a true and accurate record.

#### 3. DEPUTATIONS/PUBLIC ADDRESSES

There were none.

#### 4. DECLARATIONS OF INTEREST (INCLUDING WHIPPING)

There were none.

**5. REPORT OF THE OVERVIEW AND SCRUTINY REPORTING AND MONITORING WORKING GROUP – GENERAL FUND MTFP 2016/2017 - 2020/2021, DRAFT COUNCIL WIDE DRAFT BUDGET 2016-2017, HOUSING REVENUE ACCOUNT (HRA), RENT SETTING 2016/17 AND BUDGET PROJECTIONS 2017/18 TO 2020/21**

The Chair referred to the report of the Reporting and Monitoring Working Group that had identified three key issues from General Fund MTFP 2016/2017 - 2020/2021, draft Council wide draft budget 2016-2017, Housing Revenue Account (HRA), Rent Setting 2016/17 and Budget Projections 2017/18 to 2020/21:

Rent decrease based on Government Policy -1% for 4 years  
Impact on the Capital Programme  
Impact on the Repairs and Maintenance Budget

Welfare Reform:

Details of provisions in place for support and how this is reflected in the budget

Environmental Services Contract:

Review and plans for a possible new contract and the mitigation against potential increase in costs

Cabinet Members and Officers presented the above issues to the Committee:

**Environmental Services Contract:**

Councillor Alan Bottwood, Cabinet Member for Environment, Councillor Mike Hallam, Cabinet Member for Finance, Glenn Hammonds, Chief Finance Officer, and Julie Seddon, Director of Communities and Customers advised:

- The current Environment Services contract commenced in 2011 and will conclude in 2018. It is a joint contract with Daventry District Council.
- Work needs to commence now on the looking at a way forward for a new contract from 2018.
- It was acknowledged that it is expected that there would be an increase in the price of a new contract and there is a need to minimise any increase looking at:

The statutory elements of the contract

Elements of the contract that residents would expect

Other elements of the contract

- A decision would need to be taken regarding the specification of the new contract and the best way for it to be delivered, for example looking at the various options such as:

Tenders from private companies for the new contract

Delivering the service in-house

Arm's length organisation

Work with other District Councils

- An options evaluation of each option would be undertaken and information would be gathered of what the specification of the contract should include. It was expected this process would commence April 2016.

The Committee asked questions, made comment and heard:

- There is a need to ensure the contract is fit for purpose
- It was acknowledged that Scrutiny input into the contract would be proposed at the forthcoming Overview and Scrutiny Work Programming event but there was a need to consider the following options prior to work on the procurement process:
  - The preferred option for the new contract
  - What should be included within the specification of the contract
- The Committee felt that work on the above was best placed in the Scrutiny mechanism but recognised that constitution allows for the setting up of Cabinet Advisory Groups.

It was therefore **AGREED**:

- (1) That an Overview and Scrutiny Working Group is set up to investigate the options for the new Environment Services Contract and the specification for the contract.
- (2) Membership of the Working Group would comprise Councillor Dennis Meredith (Chair); Councillors Gareth Eales, Terrie Eales, Brian Oldham, Brian Sargeant and Samuel Shaw.

The Scrutiny Officer would contact Councillor Lane, Chair, to ascertain whether he would also become a member of the above Working Group.

### **Rent decrease based on Government Policy -1% for 4 years**

Councillor Stephen Hibbert, Cabinet Member for Housing, Councillor Mike Hallam, Cabinet Member for Finance, Glenn Hammons, Chief Finance Officer, Phil Harris, Head of Housing and Wellbeing and Mike Kay, Chief Executive, Northampton Partnership Homes gave the Committee a presentation that set the scene:

- Impact on Capital Programme
- Impact on Repairs & Maintenance Budget MTFP had assumed that rent would increase by CPI + 1%
- Rent decrease will reduce total income by approximately £20.6m over 4 years
- Will have an even bigger impact over the longer term 30 year HRA Business Plan
- Will affect investment options around the stock
- Impact of the 1% rent decrease over the next 4 years:
  - Savings on Retained HRA - £0.6m
  - The remaining £20m is proposed to be found by splitting over the following areas:
    - NPH Management Fee (25% / £4.98m)
    - Repairs and Maintenance (30% / £5.98m)
    - Capital Investment Programme (45% / £8.97m)

The Committee asked questions, made comment and heard:

- To give some context over the 4 years the forecast NPH management fee is approximately £50 million, Repairs and Maintenance managed budget is approximately £64 million and Capital Investment approximately £82 million before the proposed reductions.  
In response to a query it was confirmed that tenants will pay 1% less in rents year on year for the next 4 years and this will cost approximately £20 million in reduced income. There will be a continued need to drive efficiencies, driving value for money and look at costs and overheads etc.
- The Committee heard one example about the new Scheduling System that will drive efficiencies SAMS
- The Northampton Standard identifies certain aspects of work that are a priority. Some works will be deferred if they have not been identified as a priority.
- In response to a query, it was confirmed that repairs to Sheltered Housing accommodation will go forward. A Sheltered Housing Review is nearing completion and report will be presented to the Overview and Scrutiny Committee at its June 2016 meeting.
- The Capital Programme is currently predominantly for improvements to existing housing stock
- The Committee heard that the extension to Housing Associations of Right to Buy will result in a formulae approach to calculating how much the HRA will have to pay over to Treasury to pay for this extension. Details of the formulae are awaited to enable the assessment of impact although it will be another negative financial impact on the HRA starting from 2017/18.
- The Committee welcomed and commended the work undertaken by NPH over the past year.

### **Welfare Reform:**

Councillor Mike Hallam, Cabinet Member for Finance, Councillor Stephen Hibbert, Cabinet Member for Housing, Glenn Hammons, Chief Finance Officer, Phil Harris, Head of Housing and Wellbeing and Mike Kay, Chief Executive, Northampton Partnership Homes advised:

- Spare Room Subsidy - 687 tenants: 554 at 14% and 133 at 25%, NBC visited all of the tenants that were likely to be affected
- Actively promoted mutual exchanges and transfers
- Universal Credit (UC) Rollout started in November 2015, from 2018
- Existing housing benefits claims will be migrated to UC, it is expected this process will take until 2021 to complete
- Tenants Conference – focused on UC
- UC claims separately identified
- NPH, NBC, CAB, CLS, Credit Union all working in collaboration regarding UK
- Budgeting support, bank accounts and any day direct debits etc. have been set up
- Officers are learning from others

The Committee asked questions, made comment and heard:

- It was noted that 2 bedded properties are in the highest demand.
- A list of under-occupied properties is produced and monitored.
- It was confirmed that tenants living in under occupied properties that are willing to move and awaiting a suitable property are not excused from the subsidy
- A time limit for exchange has not been set
- A home swap webpage has been produced and mutual exchanges are encourage
- Moving across to Universal Credit will be a slow process. It is being rolled out in Northampton

The Chair thanked Cabinet Members and Officers for providing a comprehensive presentation on the three issues as identified by the Reporting and Monitoring Working Group.

**AGREED:** That the comments and observations of the Overview and Scrutiny Committee on the General Fund MTFP 2016/2017 - 2020/2021, draft Council wide draft budget 2016-2017, Housing Revenue Account (HRA), Rent Setting 2016/17 and Budget Projections 2017/18 to 2020/21 are included as an Appendix to the Cabinet report; and for consideration by Cabinet in agreeing a final budget proposal.

## **6. RESPONSE OF CABINET TO OVERVIEW AND SCRUTINY REPORTS**

### **(A) KEEP NORTHAMPTON TIDY**

The Overview and Scrutiny Committee received the response of Cabinet to the Overview and Scrutiny report: Keep Northampton Tidy.

**AGREED:** That this report is added to the Overview and Scrutiny Monitoring Work Programme and the Cabinet Member and Director are asked to attend a meeting of the Committee in six months' time to provide a progress report on the accepted recommendations.

### **(B) INTERPERSONAL VIOLENCE**

The Overview and Scrutiny Committee received the response of Cabinet to the Overview and Scrutiny report: Interpersonal Violence.

**AGREED:** That this report is added to the Overview and Scrutiny Monitoring Work Programme and the Cabinet Member and Director are asked to attend a meeting of the Committee in six months' time to provide a progress report on the accepted recommendations.

### **(C) TREE MAINTENANCE**

The Overview and Scrutiny Committee received the response of Cabinet to the Overview and Scrutiny report: Tree Maintenance.



**AGREED:** That this report is added to the Overview and Scrutiny Monitoring Work Programme and the Cabinet Member and Director are asked to attend a meeting of the Committee in six months' time to provide a progress report on the accepted recommendations.

## **7. SCRUTINY PANELS**

### **8. SCRUTINY PANEL 1**

Councillor Rufia Ashraf, Chair, Scrutiny Panel 1, provided a progress report to the Committee. Councillor Ashraf confirmed that evidence gathering was now complete and that the Panel had been pleased to note that there was very little, if any duplication, from the organisations that have provided evidence to the Review.

The Committee noted the update.

### **9. SCRUTINY PANEL 2**

Councillor Dennis Meredith, Chair, Scrutiny Panel 2, provided a progress report to the Committee. He advised that the Panel had one further evidence gathering meeting. Evidence so far had been very comprehensive and had included various site visits. Councillor Meredith commended the Night Safe events and the value from attending these.

The Committee noted the update.

### **10. SCRUTINY PANEL 3**

Councillor Gareth Eales, Chair, Scrutiny Panel 3, provided a progress report to the Committee. Councillor Eales advised that evidence gathering was now concluded and work would commence on the draft report of the Panel. It had been a very informative Scrutiny Review.

The Committee noted the update.

### **11. NBC OWNED STREET LIGHTING WORKING GROUP**

Councillor Phil Larratt, Chair, NBC Owned Street Lighting Working Group, provided a progress report to the Committee. He advised that it had been identified that there were just under 1,000 NBC owned street lighting columns. Work was in progress regarding the production of a Corporate Asset Register.

The Committee noted the update.

### **12. POTENTIAL FUTURE PRE DECISION SCRUTINY.**

There were none.

At this point the Chair reminded the Committee of the date of the Overview and Scrutiny Work Programming event.

The Committee commented that it had previously been suggested that a Scrutiny Review is undertaken regarding Flood Risk Alleviation, in particular in relation to the report of the 1998 floods.

### **13. URGENT ITEMS**

There were none.

The Chair advised the Committee that Councillors and Offices from Wychavon District Council would be observing the next meeting of the Committee and meeting with members of the Committee prior to the start of the meeting.

The meeting concluded at 7:15 pm

# Overview & Scrutiny Committee



## SCRUTINY PANEL Health Check of the Local Economy

March 2016



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## APPENDICES

Appendix A	Scope of the Review
Appendix B	Core Questions
Appendix C	Northampton Waterside Enterprise Zone – Research into collaboration opportunities to make a difference May 2013 Findings and conclusions

## Foreword

The objective of this Scrutiny Panel was to look at how partners locally, including the private sector, can work together to influence the local economy.

### Key lines of Inquiry:

- How can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
- What is the vision for skills and learning issues, particularly low skills?
- What support is there for those that are in long term unemployment?
- What are the areas for potential growth in jobs?
- What can other organisations/groups/individuals do to help?
- Whether a mapping skills gap exercise has been undertaken to identify the type of skills that are in short supply; and what the findings of this exercise are
- How specific services can be used to generate business investment
- How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
- What could feasibly be done to improve the physical infrastructure in and around the town?
- How it can be ensured that those who are seldom heard or isolated are engaged with?

The required outcomes being:

To make informed recommendations to all relevant parties on the most appropriate approaches in influencing the local economy

The Scrutiny Panel was made up of Members from the Overview and Scrutiny Committee: myself (Chair); Councillor Samuel Shaw (Vice Chair); Councillor Terrie Eales; together with other non-Executives Councillors Janice Duffy, Elizabeth Gowen and Cathrine Russell.

A comprehensive review took place between July 2014 and March 2016. A wealth of background data and information was received by the Scrutiny Panel. A series of interviews with a number of key expert advisors were held. A number of organisations and groups

provided written information. Desktop research was undertaken by the Scrutiny Officer, the findings of which informed the review.

I highlight that information gathering was very important to this review so that the Scrutiny Panel could inform its health check of the local economy. This enabled the Scrutiny Panel to devise its key findings, conclusions and recommendations that will be considered by Cabinet later this year.

As part of the monitoring regime, Overview and Scrutiny will review this report six months after Cabinet has received it.

I would like to thank everyone who took part in this in-depth piece of work.



**Councillor Rufia Ashraf**  
Chair, Scrutiny Panel 1

**Acknowledgements to all those who took part in the review:**

- Councillors Samuel Shaw (Vice Chair); Terrie Eales, Janice Duffy, Elizabeth Gowen and Cathrine Russell who sat with me on this review
- Councillors Mary Markham, Leader of the Council, Councillor Mike Hallam, Cabinet Member for Finance and Councillor Tim Hadland, Cabinet Member for Regeneration, Enterprise and Planning, Northampton Borough Council (NBC); Christine Reed, Director of People, Transformation and Transactions, Local Government Shared Service (LGSS), Alison Lyon Service Manager, Adult Learning, Northamptonshire County Council (NCC), Jo Lappin, Chief Executive Officer, Northampton Enterprise Partnership, Hilary Chipping, Acting Chief Executive, South East Midlands Local Enterprise Partnership (SEMLEP), Janette Pallas, Manager, Northamptonshire Growth HUB, Adele Foster, Project Manager, Talent Match Northants, Steven Heaton, Communications Manager, Skills Funding Agency (SFA), Roy Boulton, Assistant Director – Environment, Development and Transport, Northamptonshire County Council (NCC). Stephen Davies, Principal, Moulton College. James Whybrow, Assistant Principal, Northampton College, Matt Croxon, Connexions Targeted Support Manager, Northamptonshire Connexions, Sara Homer and Chris Barker, Brackmills Bid, Jessica D'Aulerio and Ian Ferguson, Northampton Town Centre BID and the Markets Action Group for providing a response to the core questions
- Richard Lawrence, Head of Economic Regeneration for his support to this Scrutiny review

## **EXECUTIVE SUMMARY**

The purpose of the Scrutiny Panel was to look at how partners locally, including the private sector, can work together to influence the local economy.

### **Key lines of Inquiry:**

- How can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
- What is the vision for skills and learning issues, particularly low skills?
- What support is there for those that are in long term unemployment?
- What are the areas for potential growth in jobs?
- What can other organisations/groups/individuals do to help?
- Whether a mapping skills gap exercise has been undertaken to identify the type of skills that are in short supply; and what the findings of this exercise are
- How specific services can be used to generate business investment
- How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
- What could feasibly be done to improve the physical infrastructure in and around the town?
- How it can be ensured that those who are seldom heard or isolated are engaged with?

The required outcomes being to make informed recommendations to all relevant parties on the most appropriate approaches in influencing the local economy

The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the health check of the local economy. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

The Scrutiny Panel was made up of Members from the Overview and Scrutiny Committee: Councillor Rufia Ashraf (Chair); Councillor Samuel Shaw (Vice Chair); Councillor Terrie Eales; together with other non-Executives Councillors Janice Duffy, Elizabeth Gowen and Cathrine Russell.

## **CONCLUSIONS AND KEY FINDINGS**

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

6.1 From the evidence received, the Scrutiny Panel highlighted that, in accordance with its key lines of enquiry, there were three key themes of information that came from the evidence gathered:

Physical environment

Economic environment

Social aspect of the economy – Workforce, the support of the workforce and how it comes together

The Scrutiny Panel was pleased to note that from the evidence received from the expert advisors, there was very little, if any duplication of services provided.

### **Social aspect of the Economy**

#### **Apprenticeship Programmes**

6.1.1 The Scrutiny Panel acknowledges that apprenticeships contributed to £34 billion to the UK economy in 2014.

6.1.2 There is a variety of information available for both prospective apprentices and employers looking to offer apprenticeships. This information is contained in various locations. There is not however one central location where information can be obtained.

6.1.3 Evidence received details that it is envisaged by Government that there will be 3 million apprenticeships by 2020. There are 150 apprenticeships in



Northamptonshire at any one time, delivered by both public and private training providers. The split of the funding is approximately, 60% for apprentices aged 16-18 and 40% for those aged 19 plus. Nationally, the retention rate of apprentices on programme aged 19 plus is generally higher than those aged 16-18 years. The Scrutiny Panel felt that small businesses perceive it is difficult to take on an apprentice. It is estimated that 90% of SMEs within Northamptonshire do not participate in the employment of an apprentice.

6.1.4 The Scrutiny Panel is pleased that Northampton Borough Council, Local Government Shared Services and Northampton Partnership Homes all employ apprentices.

6.1.5 The sectors that create a lot of interest from potential apprentices are hairdressing, ICT and the motor vehicle trade.

6.1.6 The Scrutiny Panel realises that the level of demand for apprenticeships cannot be met solely by young people; there is a need to investigate how adults can be supported to train or re-train.

6.1.7 There is a need to raise the profile of vocational education and apprenticeships so that it is held in the same esteem as further education courses and qualifications. The Scrutiny Panel acknowledges the need for further work with employers to encourage the take up of apprenticeships especially in SMEs.

6.1.8 Evidence received alludes to a lack of consistent high quality careers advice in schools.

## **Economic environment**

### **Areas for potential growth in jobs**

6.1.9 The Scrutiny Panel acknowledges and commends the success of the Enterprise Zone, and work undertaken by larger employers in the town such as Cosworth and Churches; recognising the need to publicise their importance to both the local and national economy.

6.1.10 The Scrutiny Panel acknowledges that Northampton has a very competitive labour market with a jobs density of 0.99.

6.1.11 The Scrutiny Panel is pleased to note that NEP is actively involved in the skills agenda and “serious about skills” as NEP recognises that the availability of skilled labour is a serious challenge for most Northamptonshire businesses.

6.1.12 The Scrutiny Panel highlights that it is essential that Northamptonshire has sufficient skills and talent to meet current and future workforce demand, particularly given our productivity “under-performance”.

### **What other organisations/groups/individuals can do to help**

6.1.13 NBC works with companies to help them secure growth and ultimately increasing the employment base of the Borough. The Scrutiny Panel acknowledges that NBC can support these sectors and individual businesses within it.

6.1.14 The Scrutiny Panel welcomes the frameworks of both SEMLEP and NEP; recognising it could have greater influence over skills policy in the future. It further welcomes the work that the Council does with these organisations.

6.1.15 Evidence received highlights the important roles of the two Colleges and the University in the town in the future of the local economy. The Scrutiny Panel felt that schools and employers could work closely to provide work place experiences for young people that are still in education.

6.1.16 The Scrutiny Panel welcomes the links that SEMLEP has with the colleges in the county and that from 2016 SEMLEP will employ two Enterprise Co-Ordinators that will work with schools and businesses.

6.1.17 The Scrutiny Panel acknowledges the amount of funding available but suggests there was a need for this to be publicised. It realises that there is a limited fund for marketing purposes.

6.1.18 Evidence highlights the success of the programmes led by Northamptonshire County Council (NCC), for example, INV-ENT delivered 105 local projects that have the potential to create 489 new jobs, 137 new apprenticeships and support over 1,000 people with their skills development through an initial investment of £1.4 million.

**Mapping skills gap exercises to identify the type of skills that are in short supply; and what the findings of this exercise are**

6.1.19 The Scrutiny Panel highlights that the skills agenda is very important for Northampton. It notes that the manufacturing sector in Northampton has difficulties in recruiting individuals with the relevant skills to what they require. There is also a lack of available and qualified drivers for HGV's and also the lack of qualified fork lift drivers.

6.1.20 The evidence received further highlights that it is difficult to recruit people to certain sectors such as ICT and engineering. There are a lot of warehouses and distribution centres in Northampton, employing large numbers of low skilled workers.

**How specific servicers can be used to generate business investment**

6.1.21 The Scrutiny Panel welcomes that SEMLEP encourages Universities and Colleges to work with businesses such as South Bedfordshire College working and linking to Vinci.

6.1.22 The Scrutiny Panel acknowledges the Business Incentive Scheme (BIS) can be utilised to address funding issues within specific investments. The funding can make the difference between a business choosing Northampton over another close-by district.

6.1.23 The Scrutiny Panel welcomes the work undertaken by Northamptonshire Growth Hub and Northamptonshire University to enable employers to access funding for skills from universities worldwide.

6.1.24 Evidence received highlights that Northamptonshire County Council has been proactive in developing a flexible approach to the delivery of economic development activities across the county, this includes areas of skills, business support and infrastructure provision.

6.1.25 The Scrutiny Panel acknowledges that the £330 million relocation and expansion of the University into the Enterprise Zone, as part of the Northampton Alive programme will be a big step to increasing the volume of highly qualified individuals within the local labour market.

**How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?**

6.1.26 Evidence received details that the availability of commercial land is paramount to the delivery of inward investment and ensuring organic growth of the existing business base. Northampton has a relatively constrained geography, with few available large sites for development such as FOUR Waterside in the Enterprise Zone.

**How it can be ensured that those who are seldom heard or isolated are engaged with**

6.1.27. The Scrutiny Panel welcomes the Big Lottery opt-in of the European Structural and Investment Fund (ESIF) that specifically targets groups that are furthest from the labour market.

6.1.28 The Scrutiny Panel further welcomes that some voluntary and community organisations help support people into employment. A number of courses have been run for a long period of time.

### **Vision for skills and learning issues, particularly low skills**

6.1.29. The Scrutiny Panel supports the rollout of the Enterprise Advisors Pilot and that the Northampton model has been adopted for the national roll out.

6.1.30. The Scrutiny Panel recognises that, in accordance with the European Social Fund, people of all ages can be re-skilled and trained.

6.1.31 Evidence received shows that Northampton is low skilled area. Aylesbury Vale is high skilled. Northampton is similar to Corby and Luton. Northampton does however have huge opportunities that need to be realised.

6.1.32 The Scrutiny Panel notes the reported conclusion from the Chamber of Commerce quarterly survey:

“The results from the Q2 2015 QES signals continued growth by firms in the county – but with noticeable differences between manufacturing and services.

“The service sector appears to be making good progress but there has been a slowdown in the pace of growth experienced by manufacturers in Northamptonshire however this is consistent with the national trend indicated by our national partners at The British Chambers of Commerce.

“We still need to secure long-term sustainable growth which will help drive the economy. The Government must support firms across the board by reducing the cost of doing business and tackling issues such as high business rates and energy costs as well as provide support for investments which can increase productivity and exports.”

## **Support for those that are in long term unemployment**

- 6.1.33 The Scrutiny Panel emphasises that developing skills and employability is not just about apprentices and young people, it is also about helping adults who are not employed and those who need to re-skill. The *European Social Fund apprenticeship* grant will enable a lot of work to be done with those furthest away from the job market; targeting the hardest to reach groups. The Scrutiny Panel acknowledges that support of those that are in long term unemployment is important as on the latest statistics long term unemployment is marginally higher in Northampton at 0.5% than at GB level (0.4%).
- 6.1.34 The Scrutiny Panel acknowledges the importance of the partnerships with local organisations, who exist to meet the needs of the seldom heard or isolated. It realises that they are vital to engage with this target group and enter into a dialogue in which people can voice their aspirations, needs and issues and a bespoke programme of learning can be arranged. Evidence provided highlights that key partners include: Kettering centre for the Unemployed (KCU), Wellingborough Homes, Bridge project, Papworth Trust and Ground Work.

## **Physical infrastructure in and around the town**

- 6.1.35 Funding was received by SEMLEP for infrastructure, £46.7 million for 2017/18.
- 6.1.36 Analyse indicates that development is taking place, but it is primarily focused upon the large logistics sites at M1 J15 and J15a; Grange Park and Swan Valley. Further, the type of premises being constructed are large distribution warehouses designed to cater for the regional and national market, rather than for those companies who are - necessarily – already based in Northampton. Existing businesses in Northampton might take a small amount of the space either recently/currently built, but the target audience for the developers is not the local market.

6.1.37 Evidence received highlights that any economic market is not perfect and will have inherent failings. The origin of any forthcoming programme must be an in-depth understanding of the local economic geography. The Scrutiny Panel realises that such an understanding is apparent within the Northampton Alive programme; a diverse range of projects aimed at intervening and catalysing the Northampton economic market and skills agenda.

6.1.38 The University, together with all further education colleges, is carrying out a research based project regarding an integrated transport system for the county. The Scrutiny Panel felt that it would be useful to obtain the results of this research when it is finalised.

6.1.39 The evidence highlights that NBC continues to invest in the physical infrastructure of the town. The opening of the bus and train stations were the core initial assets to improve the towns infrastructure. The future opening of St James Mill Rd will continue to improve the road infrastructure serving both the residents and the businesses.

6.1.40 From the evidence received the Scrutiny Panel acknowledges that the location and subsequent investment of a business rest on three motivators:

- Location: proximity to competition and customers.
- Operating costs: costs of land/property and employees.
- Labour: the availability of labour at the correct skill levels.

## RECOMMENDATIONS

The above overall findings have formed the basis for the following recommendations: -

The purpose of this Scrutiny Panel was to look at how partners locally, including the private sector, can work together to influence the local economy.

Scrutiny Panel 1 recommends to Cabinet :

- 7.1.1 The Council, together with its partners, develops a Skills Strategy for Northampton. This should include mechanisms for colleges and employers, especially Small and Medium-Sized Enterprises (SME's) to signpost vacant apprenticeships across the town; whilst raising the profile of apprenticeships and vocational training in Northampton.
- 7.1.2 Cabinet investigates ways that the Council, and its partners, can continue to raise the profile of the economic growth and investment in Northampton through the Northampton Alive Programme, in particular the success of the Enterprise Zone, and work undertaken by larger employers and investors in the town.
- 7.1.3 It is recommended to Northamptonshire County Council and partners that schools and employers work closely to provide work place experiences for young people that are still in education.

### **Overview and Scrutiny Committee**

- 7.1.4 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.



# NORTHAMPTON BOROUGH COUNCIL

## Overview and Scrutiny

### Report of Scrutiny Panel 1 – Health Check of the Local Economy

#### 1 Purpose

- 1.1 The purpose of the Scrutiny Panel was to look at how partners locally, including the private sector, can work together to influence the local economy.

#### Key lines of Inquiry:

- How can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
- What is the vision for skills and learning issues, particularly low skills?
- What support is there for those that are in long term unemployment?
- What are the areas for potential growth in jobs?
- What can other organisations/groups/individuals do to help?
- Whether a mapping skills gap exercise has been undertaken to identify the type of skills that are in short supply; and what the findings of this exercise are
- How specific services can be used to generate business investment
- How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
- What could feasibly be done to improve the physical infrastructure in and around the town?
- How it can be ensured that those who are seldom heard or isolated are engaged with?

- 1.2 A copy of the scope of the review is attached at Appendix A.

## 2 Context and Background

2.1 The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the health check of the local economy. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

2.3 This review links to the Council's corporate priorities, particularly corporate priority 1 – Northampton Alive - A vibrant town.

2.4 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene: "To identify the issues locally – The Northampton Picture"
- Relevant national and other background research papers, such as:
  - Mitigation Advisory Committee: [Skilled Shortage Sensible](#) (2013)
  - UK Commission's Employer Skills Survey 2013: [UK Results](#) (2014)
  - [Future of Apprenticeships in England: Implementation Plan](#) (2013)
  - [Winning the Global Race: Jobs, Skills and the importance of vocational education](#) (2014)
  - Department for Business, [Innovation and Skills – Evaluation of Apprenticeships: Employers](#) (2012)
  - Warwick Institute for Employment Research: [Review of Apprenticeships Research](#) (2013)
  - [SEMLEP – Strategic Economic Plan 2014](#)
  - [NEP – Northamptonshire Strategic Economic Plan 2014](#)
- Survey data in relation to skills and skill shortages, including equality data within the wards

- Relevant data, such as ONSA and other statistical data, including Government statistics on apprenticeships
- Best practice and successful initiatives in both Northampton and elsewhere
- Witness evidence:

#### **Internal**

- Leader of the Council, Northampton Borough Council (NBC)
- Cabinet Member for Finance, NBC
- Cabinet Member for Regeneration, Enterprise and Planning, NBC
- Director of Regeneration, Enterprise and Planning, NBC
- Director of Workforce and Development, LGSS

#### **External**

- Academic, University of Northampton, Northampton College and Moulton College
- Director, Northamptonshire Enterprise Partnership
- Director, Adult Learning, Northamptonshire County Council
- Chair, Northampton Town Centre BID
- Chair, Markets Action Group
- Chair, Brackmills BID
- Director, Northamptonshire Connexions
- Director, Talent Match, Northamptonshire
- Director, Northamptonshire Growth Hub
- Director, SEMLEP
- Director, Northamptonshire Chamber of Commerce
- Assistant Director, Transport Highways & Infrastructure, Northamptonshire County Council
- Key employers in the town
- Skills Funding Agency (SFA)
- Apprentice Training Agency
- Local employers

### 3 Evidence Collection and Desktop Research

3.1 Evidence was collected from a variety of sources:

#### 3.2 Background reports

- [Presentation to set the scene: “To identify the issues locally – The Northampton Picture”](#)

- **Mitigation Advisory Committee (MAC): Skills Shortage Sensible (2013)**

A copy of the report can be located [here](#).

- **Inspiring grown – CBI/Pearson Education and Skills Survey 2015**

A copy of the full report can be located [here](#).

- **UK Commissioner’s Employer Skills Survey 2013: [UK Results](#) (2014)**

A copy of the full report can be located [here](#).

- **Future of Apprenticeships in England: Implementation Plan (2013)**

A copy of the full report can be located [here](#)

- **Winning the Global Race: Jobs, Skills and the importance of vocational education (2014)**

A copy of the full report can be located [here](#).

- **Department for Business: Innovation and Skills – Evaluation of Apprenticeships: Employers (2012)**

A copy of the full report can be located [here](#).

- **Warwick Institute for Employment Research: Review of Apprenticeships Research (2013)**

A copy of the full report can be located [here](#).

- **SEMLEP – Strategic Economic Plan**

A copy of the full report can be located [here](#).

- **NEP – Northamptonshire Strategic Economic Plan 2014**

A copy of the full document can be located [here](#).

### **National Careers Services (NCS)**

Northampton Careers Services (NCS) reports that Northamptonshire Enterprise Partnership (NEP) follows the Northamptonshire county boundaries and has one of the fastest growing populations of all LEP areas. Its key economic sectors which provide high numbers of jobs are:

- high performance technologies
- logistics
- food and drink

### **Northamptonshire's Labour Market**

NCS goes on to report that the Northamptonshire labour market is relatively buoyant, with above average employment rates (75% of working age population employed compared to 70% nationally) and below average levels of economic inactivity (19% of working age population compared to 23% nationally). This data was reported in the Annual Population Survey 2012.

### **Skills Shortages**

Northamptonshire has been rated in the top three LEPs nationally for a tight labour market. NCS highlights that this means that recruiters find it difficult to get staff and there is competition for labour due to a low number of unfilled vacancies per claimant. NCS goes on to state that this indicates that the labour market is working well to match people to jobs and that the local economy is creating a significant number of jobs.

NCS reports that skills shortages in hard to fill vacancies are particularly high in associate professional occupations, elementary staff and skilled trades. Continued employment growth is forecasted in higher skilled, white collar occupations, including managers, professionals and associate professional roles. An estimated two million additional jobs in these occupations are expected to be created by 2020 nationally.

## **Skills and Sectors in Northamptonshire**

### **Food and Drink Sector**

NCS advises that the food and drink sector in Northamptonshire is a significant employer with around 46,000 jobs supported by prospering businesses. In this sector the challenge is to attract skilled and semi-skilled labour.

### **High performance technologies**

NCS reports that there are 21,000 people currently employed within high performance technology in the county. However, there are key concerns around maths' abilities at all levels. Manufacturing provides employment for 12.3% of the working population in Northamptonshire. This data was published in the Northampton Waterside Enterprise Zone Skills Strategy and Plan, March 2013. Statistics for people starting Apprenticeships within the science, engineering and manufacturing sector for 2012/13 are relatively high (proportionally) with 139 starts within the sector and 172 science, engineering and manufacturing frameworks being undertaken. This indicates that this area of expertise is being sought from businesses who consider themselves outside of the sector.

### **Logistics**

NCS reports that considerable demand is predicted for managers, customer service positions and transport and machine operatives. It advises that there are a large number of near-to-retirement drivers (16% of LGV drivers are 60 or over) and there has also been a decline in the number of people taking and passing their Large Goods Vehicle test, which is a decline of 31% from 2006/07 to 2010/11).

NCS highlights that as a sector which provides a high percentage of employment in Northamptonshire these national issues also affect the local area and need to be addressed to maximise job creation and employment locally. Human resources departments have tried to train staff and reduce the amount of agency staff used, preferring instead to use temporary staff. Apprenticeships can provide trained staff and generally raise awareness of career opportunities in the sector.

### **Health & Social Care**

NCS advises that there is a strong supply of jobs in the sector in the county, though not with matching interest from jobseekers. The increase in jobs is due to the growth in population over the last decade and future planned growth within the county. The majority of jobs in this sector are at entry level and providers and employers struggle to attract suitable young people into the Apprenticeship opportunities.

### **Main areas of growth in Northamptonshire**

NCS reports that there is significant employment growth potential in the high performance technology and logistics sector. However, more needs to be done to address the skills gap highlighted above – both in terms of working with employers to develop career pathways to address skills gaps and to encourage more young people into these sectors.

The Northampton Enterprise Zone is one of the largest enterprise zones in the country. It aims to become a centre of excellence for high performance technologies, construction and financial services.

The further development of industry in the county depends on a skilled workforce. Science, technology, engineering and maths (STEM subjects) are essential. These subjects are the foundation which will help our local economy to grow. Low carbon technologies fall within these growth sectors in the county. We need to ensure that young people are getting the right types of skills and knowledge associated with these new and emerging technologies.

Construction skills are also likely to be in demand due to significant development plans within the county. Significant housing growth within the county is likely to generate a demand for these types of skills. In logistics around 8,250 jobs between 2010 -2021 are expected to be created (an increase of approximately 20%).

### **Northampton Waterside Enterprise Zone – Research into collaboration opportunities to make a difference May 2013**

The findings and conclusions from this report can be located at Appendix C to the report.

### **National Apprenticeship Service**

The National Apprenticeship Service (NAS) website is the official website for general information about apprenticeships in England. NAS supports, funds and co-ordinates the delivery of Apprenticeships throughout England. The website is a source of information on apprenticeships. All vacancies are advertised. The website contains information including training opportunities and information for organisations providing apprenticeships.

### **Apprenticeships - GET IN. GO FAR**

This website provides details of providers of apprenticeships, such as:

- PWC
- Sandander
- Specsaver
- Sky
- Royal Air force

Prospective apprentices can view vacancies, which includes higher apprenticeships; apply and speak to an advisor if they have a query. It



also provides information for employers on how they can engage an apprentice. Apprentices and organisations that offer apprenticeships provide information on the website.

## **GOV.UK**

[Gov.Uk](http://Gov.Uk) contains a webpage where prospective apprentices can search for apprenticeship vacancies and learning providers.

### **3.2.1 Background statistics**

The economic context:

- Northampton accounts for 18.1% of the total East Midlands GVA (gross value added) - £149,979 billion
- 63.32% of Northamptonshire is of working age, aged 16-64; of which 77% is in employment. There are 117,500 economically active people in Northampton of which 112,600 are currently employed (96,000 are considered employees whilst the remaining 15,500 are self-employed).
- Employment by occupation change from 2011-2014 – The largest increase was within the professional field at plus 3.7%; followed by caring, leisure and other occupations at .9%. The largest decrease was within the process plant and machine operatives sector with a decrease of 2.2%; followed by the skilled trade at a decrease of 1.8%
- 80.4% of Northampton's working age population are economic active; leaving 27,800 inactive
- As of February 2015, there were 16,700 working age benefit claimants in Northampton
- Northampton's location offers networks for various universities with a commute of one hour
- There are lower levels of skills achievement at every level in Northampton compared within the East Midlands and Great

Britain statistics. The population of Northampton that have no qualifications has reduced from 15.1% in 2004 to 11.6%

- Skills capital projects in the surrounding areas include:
  - Northampton College
  - Engineering Futures
  - Advanced Integrated-Engineering Centre for Transport
  - Engineering and Construction Skills Centre
  - Smart City Thinking
  - Banbury and Bicester College
  
- Apprenticeships and traineeships in Northamptonshire have increased from 2,790 in 2005/6 to 7,690 in 2013
- Northampton delivered 2,020 apprenticeships starts in 2013-14
- 6.1% of Northamptonshire population are NEETs (16-18)
- Long term unemployment is marginally higher in Northampton at 0.5% than at GB level (0.4%)

### **Graduates in Northampton**

Of the 2,200 leavers who responded to the 2013/14 DLHE survey and were in work:

500 (23%) work in Northampton and a further 265 (12%) work in Northamptonshire.

35% work in Northamptonshire.

During 2014/15, 625 (graduates from 2013/14) went into full-time employment in the county and a further 140 had part-time employment in the county as their main activity.

## **Northamptonshire's Service Sector Outperforms Manufacturing**

Service sector firms in the county outperformed manufacturers during the second quarter of 2015, according to a report by Northamptonshire Chamber of Commerce.

The Quarterly Economic Survey (QES) revealed that Northamptonshire manufacturers faced a slowdown in growth; however confidence remains high in both sectors.

According to the latest QES published on 8 July, 96% (up 2% on Quarter 1) of service businesses said UK sales had increased or stayed the same. Compared to manufacturing, 63% (down 11% on Quarter 1) of businesses in this sector reported static levels or increases during Quarter 2.

For exports, 82% of firms in both service and manufacturing sectors reported level or increased export sales over the last three months.

Firms are still facing difficulties recruiting staff - 73% of manufacturing businesses and 78% of service sector firms' stated that they'd experienced challenges hiring suitable employees. Manufacturers reported a shortage of skilled manual/technical staff whilst service sector respondents indicated challenges in recruiting skilled professional/managerial employees.

Firms in both sectors showed investment activity which was consistent with Quarter 1 with 22% of manufacturers stating they had an increased investment in plant and machinery whilst a third of service sector firms' reported they had increased investment in training. Other overhead, for example energy costs, was the main pressure on prices for businesses in both sectors.

A copy of the full report can be located [here](#).

## Northampton Demography

A copy of the briefing note can be located [here](#)

### 3.3 Core questions

3.3.1 The Scrutiny Panel devised a series of core questions that it put to key witnesses over a cycle of meetings (Copy at Appendix B).

3.3.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 15 October 2015, 30 November 2015 and 14 January 2016.

3.3.3 Salient points of evidence:

#### **Director of People, Transformation and Transactions, Local Government Shared Service (LGSS)**

- Northampton Borough Council (NBC) is currently reviewing and developing its Business Strategy for 2015-2018 to include its vision for their Workforce Strategy moving forward. It is anticipated that apprenticeships will be a part of this strategy moving forward. NBC promotes and supports apprentices locally in service areas, in both their customer service and facilities team.
- Partners can, through their own workforce strategies, take a lead in growing their own, via apprenticeships and engaging a lower skill in the employment market.
- NBC has experienced changes in national policy and legislation, unprecedented funding reductions and cuts in public spending and technological innovation impacting on customer's expectations for service delivery; this has all intrinsically changed how services can be delivered now and in the future. The authority has changed fundamentally how it operates and is becoming more creative and innovative, engaging with

customers, communities, private, public and voluntary sector partners to find solutions to ensure delivery of its vision: 'Northampton alive with innovation, enterprise and opportunity'. The Council is currently working to re-published its Corporate Plan for 2015-2018 to clearly articulate its priorities and set out what NBC wants to achieve.

- Workforce changes have included in 2013 the transfer of 222 NBC staff into LGSS, to deliver a variety of professional services within a shared service offering and also the recent transfer in Jan 2015 of 260+ staff in the formation of Northamptonshire Partnership Homes (NPH), an Arm's Length Management Organisation that is wholly owned by the Council but which has its own board of Directors.
- More changes for the workforce have included changes to employee terms and conditions, including pay and working hours and developments with technology including EDRMS and Agresso. LGSS OWD was commissioned to deliver a 'Workforce Training and Development Plan' to develop the skills and learning required within the workforce, to continue to deliver services in this changing environment.
- An agreed approach to first phase (to meet immediate skills gap – May 2015-March 2016) is in place.
- Each partner could start their own skills mapping as part of a longer term workforce development strategy, a second phase for NBC from May 2015 and ongoing has been agreed.

**Service Manager, Adult Learning, Northamptonshire County Council (NCC)**

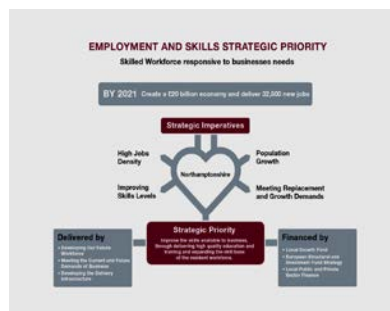
- The Government wants to achieve 3 million apprenticeship starts by 2020. Government money for apprenticeships will be released and re-directed as part of the Government's plans for the Skills Funding Agency (SFA) to support Local Enterprise

Partnerships (LEPs) to review local provision and merge colleges, where appropriate, creating Technical Institutes.

- NEP is doing a lot of work with schools to engage schools in promoting apprenticeships at levels 3, 4 to ensure that young people who don't want to proceed to A levels, will progress to higher level skills.
- NCC's Adult Learning Service (NCCALS) has a role through a number of its programmes to engage with this group.
- Creative industries are a potential growth sector. The self-employment rate is also relatively high in Northamptonshire compared to neighbouring counties
- Learners have a range of options to use the skills they have gained to progress to further training and qualifications in a further or higher education provider, get a job, become self-employed, or use the skills for the benefit of their community by volunteering
- Approximately 7,000 learners are engaged each year. All courses are delivered in local communities. A number of targeted learning programmes are entirely delivered in the most disadvantaged wards where these groups are more likely to be accessed. Approximately 3,500 (of the 7,000) learners are in the targeted programme. NCCALS also has a significant role to play in engaging older NEETs (19 years plus).
- Partnerships with local organisations, who exist to meet the needs of the seldom heard or isolated, are vital to engage with this target group and enter into a dialogue in which people can voice their aspirations, needs and issues and a bespoke programme of learning can be arranged. Key partners include: Kettering centre for the Unemployed (KCU), Wellingborough Homes, Bridge, Papworth Trust, Good Will Solutions and Ground Work.

## Director, Northampton Enterprise Partnership (NEP)

- Northamptonshire Enterprise Partnership (NEP) has involved in brokering apprenticeships for some considerable time, initially to address the significant number of young people Not in Education, Employment or Training (NEETs), and more recently to respond to the address the significant and growing demand from employers for apprentices. The major Bright Futures campaign has promoted apprentices by showing real young people in real companies in priority sectors. NEP has recruited a team of apprentice ambassadors to promote apprenticeships on a peer to peer basis.
- NEP recognises that in order to meet the needs of employees, employers and local residents it is important to ensure that there are much stronger links between the world of education and the world of work. NEP applied for national pilot status for Enterprise Advisers together with a contract for Careers Inspiration, which sitting alongside Bright Futures promotes careers in Northamptonshire's key sectors.
- NEP's vision for skills and learning is outlined within the Strategic Economic Plan (SEP), and is summarised below:



- The SEP can be stripped back to 'serious about skills' as it is recognised that the availability of skilled labour is a serious challenge for most Northamptonshire businesses. Skills alongside, investment, innovation, enterprise and competition, is one of the five drivers of productivity and as such it is essential that Northamptonshire has sufficient skills and talent to meet current and future workforce demand, given our productivity 'under-performance'.
- Serious about skills translates into the following ambitions:

- *Best in class –*
  - *Matching supply and demand*
  - *Apprenticeships*
  - *'Full' employment*
  - *21st Century learning -*
  - *Better Co-ordinated system*
- Northamptonshire's Gross Value Added (GVA) is lower than the national average and as such there is a desire to upskill the workforce to ensure higher value added jobs and increased earnings. This is being delivered by addressing the future pipeline through strategic iag; and the current workforce by supporting employers and key sectors to develop the skills of their workforce through the Sector Strategy Boards and NEP's Productivity Plan; and by encouraging new inward investment in higher value added employment sectors.
  - NEP is also looking to administer grants for the Sir Thomas White Northampton Charity to specifically support younger workers improve their skills and secure work in high demand sectors such as logistics.
  - Support of those that are in long term unemployment is important as on the latest statistics long term unemployment is marginally higher in Northampton at 0.5% than at GB level (0.4%).
  - DWP operates national programmes to support the long term unemployment back into work. However, alongside these the European Structural and Investment Fund (ESIF) Strategy will provide further support for the long term unemployed to re-enter the labour market, which is really important given Northamptonshire's high job density, which is higher than national average. This is particularly relevant for Northampton, which has a jobs density of 0.99, in comparison with 0.80 nationally, meaning that not using all of available work force may result in serious labour shortages
  - NEP is looking at how grant support, such as that available from the Sir Thomas White Northampton Charity can help support the long term unemployed back into employment.



- NEP has formed an Employment and Skills Strategy Board to bring together all key partners to drive forward the work of the employment and skills element of the Strategic Economic Plan.
- NEP is aware of the skills that are in short supply, which given the very tight labour market are pretty much across the board and cover the breadth of occupational types. All sectors are currently facing both growth and replacement demand.
- In terms of immediate demand this appears particularly acute in engineering, HGV driving, construction trades and professions, ICT and food and drink technician and processing.
- Northampton Borough can use the retained business rates from the Enterprise Zone (EZ) and all business rates when these become available for the speculative development of new premises.
- There is an opportunity for preferential borrowings from Public Works Loans Board (PWLB) to be used to provide long term loans to developers to undertake speculative development, as the speculative market still needs to be 'de-risked'.
- The next round of Local Growth Fund monies could be used to provide enabling funds to open up sites to encourage subsequent investment by developers.
- There is opportunity to develop joint ventures with commercial developers to bring forward sites
- Applications can be made to the next round of Local Growth Fund to support investment in the physical infrastructure, where this has proven economic benefits in terms of jobs and homes.
- Preferential borrowings from Public Works Loans Board (PWLB) could be used to develop the physical infrastructure in the town. Funding is available in the current financial year to facilitate this.
- Key investment decisions are made for a number of reasons including location, access to markets, supply chain considerations, access to R&D, innovation, skills, labour availability, consistent and can do public leadership, enabling investment, education and training offer, surety of planning, and cultural and quality of lifestyle.

- International investors will also be interested in taxation, security and stability and consistency of political processes.
- NEP is working with VCSE partners to ensure that those that are harder to reach are engaged in economic growth activity
- The Big Lottery opt-in of the European Structural and Investment Fund (ESIF) also specifically targets groups that are furthest from the labour market.
- NEP has been involved in Northampton Alive, which brings together the public and the private sector to move forward Northampton's growth. Mechanisms such as the Enterprise Zone Board also bring together both sectors to address economic growth issues.

### **Acting Chief Executive, South East Midlands Local Enterprise Partnership (SEMLEP)**

- One of the key challenges is to encourage more SMEs to take on an apprentice. Businesses are often disappointed by the lack of suitable candidates. If they are unable to fill a vacancy then they form a negative experience of apprenticeships.
- There is a need to do more to try and close the gap between recruitment expectations from businesses and young people's awareness of job opportunities.
- The many changes to the system, including the introduction of an apprenticeship levy on employers, are not helping the situation.
- There is a need to support intermediary organisations to feel confident about advising their clients with regard to apprenticeships and ensure that support/brokerage roles are clear about signposting quickly and accurately.
- Enhancing the role and function of the South East Midlands Apprenticeship Ambassador Network to engage with more business leaders would influence 'decision makers'. SEMLEP would need to ensure that the support is then in place to support businesses through to introducing an apprenticeship programme.
- SEMLEP is planning an 'SME Apprenticeship Brokerage' service which will be aligned with the Velocity Growth Hub and funded by the European Social Fund and Skills Funding Agency.

- SEMLEP has two skills related strategic objectives in their Business Plan. Objective 5: To develop a skilled and adaptable workforce and Objective 6: To address barriers to the labour market for disadvantaged groups.
- SEMLEP's Business Plan outlines a series of targets to contribute towards these strategic objectives, including to work with a diverse range of partners to increase the number of SEMLEP residents with at least a Level 1 qualification by 2% per annum, increase the number of apprenticeship starts by 150 per annum and reduce the number of reported skills gaps by employers by 5% per annum.
- SEMLEP has a significant allocation of European Social Funding for the period 2015-2020, which is has begun to be rolled out after a national delay. SEMLEP's vision is that this fund will enable a certain amount of targeting of niche provision in hard to reach areas and will support low-skilled workers to develop their English and Maths skills in a vocational context.
- SEMLEP is currently working closely with NEP and with DWP to develop a Support Into Employment programme using SEMLEP's allocation of European Social Funding.
- The Government's Work Programme for long term unemployed and Ingeus in Northampton
- SEMLEP's Strategic Economic Plan and evidence base highlights four particular showcase sectors that have the capability, the major assets and the greatest potential to rapidly grow across the SEMLEP area. These are:
  - High Performance Technology
  - Logistics
  - Advanced Manufacturing (including Food and Drink) and
  - Cultural and Creative Sectors (including the visitor economy and sport)
- SEMLEP is very keen to work in partnership with other organisations/groups to support its ambitious growth plans, particularly those who have local knowledge and understanding of the needs of employers and individuals. SEMLEP's quarterly Skills Forum meetings provide a very good platform to become involved.
- Skills challenges facing showcase sectors are:
  - High Performance Engineering – an ageing workforce and shortage of young people with technical engineering skills
  - Logistics – 18 vacancies for every individual seeking an HGV role,

- attracting young people a problem
  - Manufacturing & Advanced Technology, including Food and Drink – 137,000 new recruits needed by 2020 to replace those retiring or leaving the sector, specific skill requirements around food technology (courses unviable without collaboration?)
  - Arts, Heritage, Sports, Visitor Economy Cultural and Creative Sectors - 2 in 5 employers unable to fill vacancies
- SEMLEP's 2015 Business Survey has reported:
  - 33% of employers experiencing a gap between the skills available in the local workforce and the skills that they need (compared to 38% in 2014)
  - Job specific (29%) and technical or practical skills (25%) are the two most frequently mentioned skills that have been difficult to obtain when recruiting from outside the organisation
  - Advanced IT skills (11%), sales and marketing skills (11%), technical or practical (10%) and/or job specific skills (10%) were the most commonly cited skills lacking within the existing workforce.
- The Velocity Growth Hub helps existing businesses to grow. The SEMLEP Inward Investment Group focuses on encouraging businesses to locate in this area.
- There is already some supply of land suitable for new commercial development; in some cases there is new speculative development being undertaken.
- The type of premises being constructed are large distribution warehouses designed to cater for the regional and national market, rather than for those companies who are - necessarily – already based in Northampton.
- Existing businesses in Northampton might take a small amount of the space either recently/currently built, but the target audience for the developers is not the local market.
- In order to provide suitable facilities for businesses who require manufacturing, R&D facilities - and even offices - there needs to be both land allocated for this through the planning system, and the development community needs to be enabled and encouraged to build the properties required. The climate for development funding has rapidly improved in the last two years.
- Funding for small scale speculative development is still limited, but there is a significant 'weight of money' in the market for the right schemes

- The challenges are many and varied, but broadly the limiting factors to prevent development (without a pre-sale or pre-let) include; construction costs, availability of skilled staff and materials, business rates burden on vacant premises and in many cases the headline rental levels are still not yet robust enough to make appraisals profitable.
- There may be little the local authority can do to unlock these issues, but the feedback SEMLEP receives regularly from the commercial agents operating in this market is that the initial hurdle most face is insufficient land being allocated for employment uses – notwithstanding the offer at J15/J15a.
- Walking routes around the town, particularly from the station to the town centre could be improved. The new location of the University Campus within the Waterside Enterprise Zone will provide an impetus to improve and upgrade the pedestrian areas in the town centre. Strategic road links across Northamptonshire from the M1 to A14 would benefit from upgrading in some parts. Improved public transport links between Northampton, Wellingborough and Kettering would help young people and apprentices access jobs and training opportunities.
- Primary drivers for investment in Northampton are location and accessibility, including access to the M1 and rail, availability of suitable commercial development and employment land space, proximity to Silverstone and being situated within one of the largest Enterprise Zones in England.
- SEMLEP makes a considerable effort to engage with a diverse range of partners across the Voluntary, Community and Social Enterprise Sectors (VCSE). SEMLEP coordinate VCS, Social Enterprise and Rural LEP Board Sub-Groups that meet at least quarterly.
- SEMLEP's allocation of European Social Funding for the period 2015-2020, includes a £5m 'Opt-In' with the Big Lottery, focusing on Support Into Employment, Financial Inclusion and Community Investment (enterprise). In addition, SEMLEP supports the Northamptonshire LEADER Local Action Group to help stimulate enterprise and employment in rural areas.
- SEMLEP is very keen to meet with any employer, organisation or individual who would like to work together to support our challenging and ambitious growth plans.

## **Manager, Northamptonshire Growth HUB**

- Apprenticeships are now offered to a higher level, up to degree level and are offered by Northampton College. There are limited higher level apprenticeships but the number is grow
- Northampton University had 96% employability (those available for work and undertaking work or further study) 6 months after graduating. One of the technology courses (computing/engineering) achieved 100% employment last year.
- Enterprise in Northampton University is very well established.
- There is an established programme with Northampton Library for start-up business support with some ICT support available in the library
- Santander Bank offers an internship scheme which is part funded. The internship can be for a period of 3 months full time or six months part time.
- A high percentage of interns are taken on, on a permanent basis.
- The majority of under-graduates have some work experience
- Northampton University offers strategic support for the wider community regarding health and wellbeing, business and education. The University works with students on volunteering projects too.
- Inspire to Enterprise is a national programme that is run from the University.
- Goodwill solutions (of which the University is a partner) train disadvantaged people, including ex-offenders. These obtain work experience and employment.
- Hope Enterprise offers practical support and work experience for individuals to acquire the Food Hygiene Certificate.
- The University is working with all further education colleges regarding funding for an integrated transport system for the county - a research based project by co-ordinating all public and voluntary sector transport.
- There are a lot of large warehouses and distribution centres in Northampton employing large numbers of low skilled workers.

- To raise the skills level, businesses are encouraged to look at all products and services delivered. They are also encouraged to apply for funding to take high level skills forward.
- Northampton University and Northamptonshire Growth Hub are working together to enable employers to access funding for skills from universities worldwide.
- The Knowledge Transfer Partnership for businesses is looking to employ graduates to work on a programme. The business is funded with £20,000 for the graduate. The business also has access to University skills.
- A high percentage of under graduates are mature and a lot of training courses are open to all ages.
- The Inspire to Enterprise programme has been in existence since 2011.
- There is a limited fund for marketing purposes. Growth Hub publishes funding information on its website and circulates a newsletter.
- Higher apprenticeships are currently in limited subjects, such as engineering and technology. The Higher level apprenticeships must be developed and led by employers.
- Northamptonshire Growth Hub receives around 120 enquires each month. It is expected that this will increase during the winter months.

### **Project Manager, Talent Match Northants**

- More information about apprenticeships should be given to employers and the different frameworks available in order to give more incentive. More access to funding in order to deliver them and a scheme to fast track applications or help with filling them out is needed.
- Talent Match Northants offers an in house life skills programme and we feel more accessibility to English and maths should be available for all age ranges and not delivered by colleges, the environment and location needed careful consideration for different people

- Talent Match Northants' project helps long term unemployed young people find employment with local employers. Focusing on 18 to 24 year olds who have been out of paid employment for one year.
- Talent Match Northants is funded by the Big Lottery and it tackles youth unemployment in Kettering and Wellingborough
- Other organisations could help by supporting and promoting Talent Match in the local areas, for those with an invested interest, attend our partnership board.
- The physical infrastructure in and around the town should be made more appealing, more attractive, lower rents, more funding to encourage business start-ups, offer free business start-up advice, invest in the town, make the residents feel special, more housing.
- Businesses invest in Northampton as it is the biggest town in the county and has more opportunity for business
- There is a need to educate the community, priority group work, more access, more funding, create more jobs and more acceptability
- There is a need to educate the people of Great Britain, make sure they know EU migrants can boost the economy. Create more help for EU entrepreneurs and easier access to funding to start businesses. Employers and partners working together for the benefit of the community. Ensure people are at the heart of changes that affect them.

### **Executive Director, Skills Funding Agency (SFA)**

- In the 2015/16 financial year to date, there have been 524 new apprenticeship starts across Northampton.
- Just over 200 of these were Higher Apprenticeships (Level 3 and above) and just over 300 were Intermediate Apprenticeships (Level 2).
- The Government's ambition is for three million apprenticeship starts in the lifetime of this Parliament.
- In the five years of the last Parliament, a total of 2.3 million apprenticeship starts were achieved.



- However, to reach 3 million new apprenticeship starts by 2020, this is the equivalent to more than one apprentice – starting every minute – of every day – over the next five years.
- The Government has been very clear that apprenticeships will continue to be at the heart of the drive to equip people of all ages with the skills that employers need to compete and prosper in a challenging global marketplace.
- Apprenticeships contributed £34 billion to the UK economy in 2014.
- Nine out of every ten apprenticeship employers hoping to achieve business benefits tell the National Apprenticeship Service that apprenticeships make good commercial sense – helping to drive productivity and growth.
- Equally, public sector bodies – such as councils – need to embrace apprenticeships.
- Apprenticeships provide access to a wide pool of talented individuals with the skills to improve the services offered by local councils across a huge variety of roles.
- Apprenticeships across Northampton are being delivered by both public and private training providers including:
  - Northampton College
  - Learndirect
  - Babcock Training
  - Starting Off (Northampton)
  - Lifetime Training
  - HIT Training
  - Telford College
  - Elmfield Training
  - First4skills Ltd
  - JHP Group
  - ESG (Skills) Ltd
- Employers are now in the driving seat for apprenticeships. Over 1,300 employers nationally are developing and designing new apprenticeship standards to ensure they meet the needs of business.
- Apprenticeships are available in more than 750 sectors.

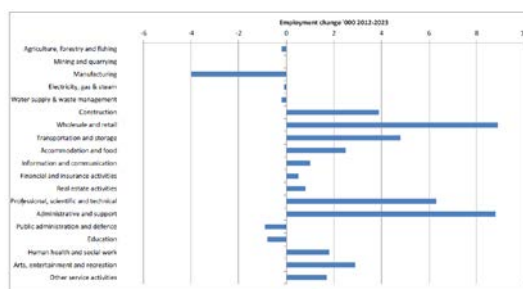
- Local councils can work with their Local Enterprise Partnerships to ensure that local skills needs can be met through apprenticeships.
- Local Enterprise Partnerships are responsible for identifying and prioritising local business skills needs.

**Assistant Director – Environment, Development and Transport,  
Northamptonshire County Council (NCC)**

- Work is being undertaken within the county to promote apprenticeships including work undertaken by NEP on the Bright Futures campaign, Connexions information evenings, the Skills Show and the Information and Advice Conference for IAG Teachers. Other promotion through providers and the provider network already occurs.
- Apprenticeships are delivered by a mix of private and publicly funded organisations. It is anticipated that 90% of SMEs within Northamptonshire do not participate in the employment of an apprentice.
- In a piece of work undertaken in 2014 the following issues were highlighted by stakeholders:
  - Employability skills
  - Promoting the vocational route
  - Basic skills
  - Intermediate and technical skills
  - Information, advice and guidance
- Residents, young people, workers, business owners, entrepreneurs and visitors will benefit. Northamptonshire will have cemented its reputation as the 'location of choice' for ambitious firms, both in the UK and globally. A comprehensive programme of new infrastructure will be put in place including the introduction of countywide Superfast Broadband
- There has been for a long time the Government funded Work programme run by Ingeus and A4E.
- Long term unemployment within the county has become less of a concern. The greatest concern is in helping those furthest away from the labour market

and who may be on Employment Support Allowance. Welfare reforms are expected to hit these groups hardest.

- Some of the European Social Fund programmes (ESF) will look at providing support for these client groups through DWP and Big Lottery matched provision.
- A number of Voluntary and Community organisations help support people into employment. Organisations such as ENABLE have run these courses and support for a long period of time
- The colleges are currently pulling together Labour Market information as part of the area based review.
- The LEPs have been looking at different forecast models and undertook broad analysis as part of the SEP development:



- Replacement demand for skills and employment must be borne in mind in terms of existing key sectors such as manufacturing.
- The County Council has been proactive in developing a flexible approach to the delivery of economic development activities across the county, encompassing areas of skills, business support and infrastructure provision. Such activities are underpinned by an evidence base, which highlight areas of need, barriers and opportunities for future growth.
- The Strategic Economic Plan and the Local Economic Assessment for Northamptonshire are more wide-ranging documents, ensuring these are kept refreshed and up to date will be invaluable in helping to shape future activities as well as evaluate the impact of past programmes.
- A partnership approach has been key to achieving a more holistic, strategic programme of intervention, working closely with the University of Northampton, LEPs and others to identify appropriate mechanisms to help deliver the right outcomes for the county. Some of these activities include:

- The development of the Northamptonshire Growth Hub (NGH) is an integral part of Northamptonshire's Strategic Economic Plan (SEP) and is identified for support from 2015 onwards in the SEP and in the county's European Structural Investment Fund (ESIF) and Local Growth strategies.  
In 2015/16, NGH secured new funding of £250,000 from Government to continue to develop the service; a Growth Hub Manager has been recruited.
- NGH operates a brokerage model based on the proposition that the county's businesses could use one telephone or e-mail to access support to meet their needs.
- A review of the Growth Hub and wider business support provision across Northamptonshire was undertaken during 2015. It mapped provision, identified gaps and duplications, highlighted examples of best practice and put forward a number of proposals to enhance and improve the service provided, with the specific strategic target of increasing the county's GVA and productivity levels. The Growth Hub has supported over 1,600 unique callers with Business Advice.
- The Council has played a crucial role in supporting ambitious businesses in Northamptonshire with the potential to grow
- The high levels of competitiveness and successes achieved through these programmes is clear, with INV-ENT alone delivering 105 local projects, which together have the potential to create 489 new jobs, 137 new apprenticeships and support over 1,000 people with their skills development through an initial £1.4m investment.
- Building on the success of these programmes, the Council is working with partners to continue to support innovative and ambitious Northamptonshire businesses –with a strong focus on smart targeting of resources to produce high impact with minimal financial impact, recognising that the availability of public sector funding is increasingly limited.
- The Business & IP Centre Northamptonshire supports entrepreneurs, inventors and small businesses from that first spark of inspiration to successfully launching and developing a business.

- Since its inception, the Enterprise Hub has supported over 1,000 people and supported over 120 new businesses to start trading.
- The Council is working with partners to identify opportunities to work collaboratively on new and emerging funding programmes.
- European funding has an important role to play in supporting growth and creating prosperous communities. The new ESIF programme will see €55m directly allocated to the county for 2014/20 to support priority growth areas, including innovation, research and development, support for small and medium sized enterprises, low carbon, skills, employment and social inclusion.
- A further £79m has been allocated to the South East Midlands Local Economic Partnership (SEMLEP) which also covers parts of Northamptonshire. None of this funding is ring-fenced for the county.
- ESIF funding provides an opportunity to bid for additional funding to support new, or the enhancement of existing, activities; but it cannot be used to replace existing funding for current activities. ESIF provides the potential to explore and deliver proposals associated with the move to a new way of delivering economic development.
- Through the prioritisation process, a number of projects put forward by the Council have been identified for commencement in the 2015/16 period, including: A43 Northampton-Kettering Improvements; A45 Daventry-Development Link; Stanton Cross Access works. A number of provisional schemes have been approved for contracting and delivery during 2016/17.
- The development of a range and choice of suitable office accommodation for businesses at all stages of growth is a strategic imperative.
- Opportunities exist for the reuse and regeneration of current vacant spaces (including empty, redundant or derelict units and open spaces) across the borough – whether in public or private ownership. Working with local communities, charities, residents and businesses as well other partners in the public and private sector to identify these spaces and appropriate uses, as well as creating a simple mechanism for doing so, will be critical in enabling others to bring forward improvement initiatives without relying on investment from the public purse.

- The Council is responsible for delivering a number of key infrastructure projects in and around the town centre. A number of mechanisms exist that are currently delivering infrastructure projects of scale; these include:
  - The Superfast Northamptonshire
  - A complementary programme of digital related activities
  - The county was successful in securing funding through the Northamptonshire Growing Places programme to support delivery of several schemes across the county. In Northampton.
  - Project Angel is the new public sector headquarters situated in the middle of Northampton town centre.

**Leader of the Council, Cabinet Member for Finance and Cabinet Member for Regeneration, Enterprise and Planning Northampton Borough Council (NBC)**

- The development of a fully skilled workforce is fundamental to the future economic vitality of Northampton.
- Apprentices are employed at NBC, LGSS and NPH.
- A mapping exercise is being undertaken, matching skills required for Northampton. The three colleges in Northampton are also ensuring there are the right skills for the area. A lot of work is being undertaken.
- Students at St John's have helped the economy.
- Any economic market is not perfect and will have inherent failings. The origin of any forthcoming programme must be an in-depth understanding of the local economic geography. Such a comprehensive view highlights the intrinsic market failures at play and can therefore guide policy towards specific interventions. Such an understanding is apparent within the Northampton Alive programme; a diverse range of projects aimed at intervening and catalysing the Northampton economic market and skills agenda. Individually, each project will enhance a specific (and ultimately restricted) position; a programme of many individual projects will identify and addresses market failures across the town as a whole.
- Northampton Borough Council (NBC) is working with South East Midlands Local Enterprise Partnership (SEMLEP) and Northamptonshire Enterprise

Partnership (NEP) to ensure that skills are improved through schemes such as apprenticeship programmes that can be successfully developed and delivered across Northampton.

- The skills agenda is hugely important for Northampton. The Borough Council understands the current skills issues and is working with partners and stakeholders to ensure that the resident population has the necessary access to skills to meet the demand of current and investing companies. With 1.9% claiming unemployment related benefits within the town, Northampton is above the level of the rest of the East Midlands (1.6%) and Great Britain as a whole (1.7%). The amount of people with qualifications below NVQ 4 (NVQ 1-3) is at a lower level to both the rest of the East Midlands and Great Britain. This could point towards a low skilled base equating to a higher level of unemployment.
- Unemployment does not necessarily directly equate to a low skills base and with Northampton's average weekly wage lower than the other two benchmarks make an assumption can be made that the volume of jobs in Northampton are at a lower skilled level; therefore opportunities for this skill level do exist.
- In order to raise the average Northampton wage there is a need to diversify the business base and attract companies with a high employment percentage of higher skilled jobs. Arguably, a higher skills base is required to attract the companies to the town.
- The Enterprise Zone is the most successful in the country.
- Two key benefits of the Enterprise Zone:
  - Simplified Planning process
  - Business rate "holiday" for five years up to 355,000 a year
- £330m relocation and expansion of the University into the Enterprise Zone, as part of the Northampton Alive programme, will be a huge step to increasing the volume of highly qualified individuals within the local labour market. Such an increase will attract businesses, increasing the demand and so follows an upwardly spiralling economic skills base.
- Business rate relief will enable the Council to develop Four Waterside. Expressions of interest have been received for this space and a large company is looking for office space.

- By 2020 the Council will be able to keep 100% of its business rates.
- It is necessary to continue to upskill those with the lowest level of qualifications; the disenfranchised and those with little or no experience. DWP work programme is in place to intervene at a generic level, introducing core employability skills to all those that claim out of work benefits. NBC adds value to this service by connecting companies to the Job centre and promoting the use of the Job Centre as a free recruitment agency for businesses.
- The Council goes out four times a year to speak with businesses.
- NBC works with companies to help them secure growth and ultimately increasing the employment base of the Borough.
- Business support has many facets within NBC, supporting businesses both individually and as a collectively. The Business Incentive Scheme (BIS) is a grant based support mechanism aimed at aiding businesses to physically grow their operation or improve the look of their premises. Grants of up to £10,000 are available, with the level of grant achieved depending on the amount of investment going in alongside the grant and the amount of jobs created within each project.
- To date, the BIS has committed just over £600,000 to over 60 businesses. This funding will create over 250 jobs and leverage in over £3,000,000 of additional private sector finance.
- Inward Investment is another core delivery priority for the Council.
- As identified in the NEP and SEMLEP Local Economic Plan's, Northampton and the surrounding areas have a strong skills base in the High Performance Technology, Logistics and Food and Drink sectors. The sustained growth of these sectors will continue to support the bulk of jobs within the town and continue to attract either competing businesses, or businesses within the supply chain.
- An example of how NBC can support these sectors and individual businesses within it is the work undertaken with Cosworth. Located within the Enterprise Zone, Cosworth is one of Northampton's most prestigious brands, having previously been at the epitome of engine design and build in motor racing and performance road vehicle's. In 2012 NBC worked with Cosworth to secure



funding land and a building to ensure they were able to gain an engine build contract and secure a further 75 jobs in the town.

- NBC works closely with NEP and SEMLEP to unlock investment in the town. A combination of NBC's in-depth knowledge of the local economy and the LEP's expertise regarding securing national and European funding is a successful approach to channelling additional finance into individual projects within the town.
- Other key players within the local economy include the Colleges and the University.
- NBC regularly meet with businesses to gauge how the Borough Council can assist with their future ambitions and also any barriers/difficulties they are currently facing.
- The manufacturing sector, in particular, regularly talks about the difficulties they have in recruiting individuals with the relevant skills to what they require. This issue tends to be exasperated the more niche the business, or the more specific the skills requirement; particularly highly skilled individuals.
- NBC sits on the Brackmills BID Board. The main concern regularly raised is the lack of available and qualified drivers for HGV's and the lack of qualified fork lift drivers. NBC continues to support the BID in addressing this skills gap.
- A business' decision to invest in an area will be driven by market forces and based upon three broad areas: the location in relation to competition and customers, the availability and cost of land and property, and the availability of labour at the correct skill levels. For NBC services to enable business investment, the services need to be positively affecting one of these areas.
- Regeneration investment service allows for businesses to obtain information on all of these areas and therefore inform an investment decision. The majority of this is produced through the account management service and is assisted by NBC's CRM; the property and enquiry database.
- The BIS can be utilised to address funding issues within specific investments. The funding can make the difference between a business choosing Northampton over another close-by district.

- When making decisions regarding investment, a business needs as much certainty as possible about the outcome of such an investment, including certainty regarding several service areas of NBC; including regeneration, planning, environmental health and parking. A business will not necessarily seek a change in policy to fit with their requirements; however assistance to help alleviate specific issues will be reflected in their investment decision.
- The availability of commercial land is paramount to the delivery of inward investment and ensuring organic growth of the existing business base. Northampton has a relatively constrained geography, with few available large sites for development.
- NBC continues to invest in the physical infrastructure of the town. The opening of the bus and train stations were the core initial assets to improve the towns infrastructure, the opening of Abington Street. The future opening of St James Mill Rd will continue to improve the road infrastructure serving both the residents and the businesses.
- The location and subsequent investment of a business rests on three motivators - Location: proximity to competition and customers.
- Depending on the business, they will want to be located within a certain proximity to either their customers or their competition. The logistics sector is strong in Northampton, arguably because of the town's central location within the country. HPT is strong in the area arguably because the skills for that sector are within the area - operating costs: costs of land/property and employees.
- A business will only invest if it makes financial sense to do so. The wages a company has to pay its workforce will depend on the wage paid by other similar businesses within the geography - Labour: the availability of labour at the correct skill levels.
- A business will not invest or locate in an area if it will not be able to recruit the right people. Depending on the skill levels required, businesses will usually look at other local businesses first to gauge skill levels. If recruiting at a lower skill level, they will also look at the local unemployment levels.
- NBC regularly consults with both the business community and residents. For the Greyfriars development an early consultation took place to get an

understanding of the visions of the public for the site. The findings will be put to developers during the procurement process. A further consultation will take place later in the procurement stage to keep the public informed of progress and to reevaluate their expectations.

- The Greyfriars development will be an opportunity to immeasurably enhance the town centre through a mixed use development aimed at bringing more people and spend into Northampton town centre as a whole.
- It is important for NBC to be able to regularly consult with the private sector so as to help form strategies and policy to continue to positively intervene in the local economy. The availability and willingness of the private sector to meet with us is paramount to our ability to have a positive impact.

### **Principal, Moulton College**

- Young people face too many barriers to becoming apprentices. Apprenticeship programmes are not given the same priority as other educational choices for young people.
- Moulton College and Northampton College - their curriculum offer is complementary to each another. There is no duplication and referrals are made in respect of apprenticeships.
- Schools careers advice and guidance is not comprehensive nor does it provide the right information and support for young people to understand the choices and routes they have to employment. Too many careers advisors and staff in schools have limited knowledge of apprenticeships and the benefits they can bring to developing the right skills needed to add value to any business.
- There needs to be better promotion of apprenticeships, and traineeships as a direct progression route coupled with impartial careers guidance at secondary school level, and more employer involvement, particularly from SMEs will lead to high quality apprenticeship training opportunities.
- Too many young people in Northamptonshire are leaving school without 5 GCSE's A\* - C including English and Maths and finding it difficult to meet the demands of apprenticeships. Apprenticeship schemes are demanding and

provide high quality opportunities that help to develop apprentices' careers, while simultaneously improving their skills and knowledge.

- Employers and training providers need to collaborate more effectively as this is a key factor in producing high-quality provision.
- Apprenticeship schemes must add long-term value to the individual companies and help tackle skills shortages effectively. They should be developed in tandem with industry needs and designed to meet local needs of both young people and employers.
- Employers need to make sufficient contributions to the costs of delivering these and supporting apprentices in the workplace.
- Training providers need to link more effectively with industry to ensure that the training they receive off the job is linked closely with on-the-job experience that naturally occurs in the workplace. Colleges and Training Providers need sufficient funding to be able to deliver high quality apprenticeships and vocational training.
- Apprenticeship training needs to focus more effectively on the sectors with skills shortages and this can be provided by training providers better understanding the needs of the sector through effective working with the Local Enterprise Partnership, Local Authorities and other agencies.
- Moulton College has 95% positive progression into employment, further or higher education of all its students.
- 98% of the businesses that Moulton College deals with employ less than 5 people; some of the businesses are in remote locations. The challenge is how to get young people to these work places.
- There is an inconsistency of information about skills requirements and labour market intelligence being distilled across training providers.
- SMEs are not sufficiently involved in apprenticeships and often find it difficult to employ an apprentice.
- Information about any such training scheme (apprenticeships, full-time vocational education and training) needs to be clear, transparent and make employers, employees, local community and other interested parties fully aware of all opportunities available route into employment.

- It is difficult to see how the new funding model will be able to support micro-businesses.
- Moulton College's vision for skills and learning is to provide "outstanding teaching and learning opportunities for all who will benefit from them and break down any barriers to young people being given the opportunity to excel and progress".
- Moulton College provides apprenticeship training and a comprehensive study programme which includes young people and adults following a substantial Vocational Award, Certificate or Diploma at levels 1-3, developing skills in English and maths to a minimum standard of grade C or above at GCSE level; employability skills developed through work experience undertaken on colleges commercial enterprises and with local employers.
- Moulton college also offers university degrees at undergraduate and post graduate level in Agriculture, Animal Management, Equestrian, Countryside Management, Construction Management, Sports Therapy and Sports Performance and Coaching.
- Moulton College works with other partners to offer short courses that develop employability skills. Offering a taster of the industries it serves
- Moulton College has developed short courses with other partners that focus on those not in education employment or training (NEET). It offers a wide range of short courses that provide industry specific qualifications which are for individuals working in the industry
- Potential areas for growth at Moulton College - Maths and English teachers, Vocational specialists e.g. in the Construction Industry, Food and Drink specialist including technologists, teachers, technicians and product developers, Welding specialists, General administration and support staff
- Other organisations can help by offering better impartial information, careers advice and guidance and work experience opportunities.
- More employers should offer opportunities for apprentices at Intermediate, Advanced and higher level apprenticeships.
- Focussing on the specialisms that Moulton College offers, there is a shortage of construction workers food technologists, agricultural workers (at all levels).

- The College has worked very closely with Northamptonshire Enterprise Partnership (NEP) and has been instrumental in the Construction Skills Task and Finish group which is identified a strategy for growth and to meet the needs of this industry. Working with the Northamptonshire NEP; and the Food and Drink Strategy Board and the Northamptonshire Food & Drink Forum has identified that this Food and Drink industry has a low skills and workforce and specific development is required to meet the needs of this growing and buoyant industry. Moulton College will be developing a Food and Drink Innovation Academy which will focus on food manufacturing to me this key strategic skills area in Northamptonshire and the wider region.
- There needs to be more engagement with rural communities in and around Northampton from the county-wide agencies.
- The Food and Drink Forum and work undertaken by NEP has established task and finish groups such as the Construction Skills Task and Finish group.
- There needs to be a countywide Education Strategy to ensure there is not an uncontrolled proliferation of education providers; therefore, reducing the likelihood of duplication and to ensure that public investment provides best value for money and high quality training and education.
- There is a need to ensure that all partners locally promote the benefits of living and working in this beautiful part of the country.

### **Assistant Principal, Northampton College**

- There are 1,100 apprentices in learning in a range of sectors
- 90% of learners who completed apprenticeships stayed with the employer and were promoted
- The apprenticeship framework is different for each employer.
- Apprenticeships range from level 2 to level 7 and each are tailored
- 70% of the College's work is repeat business
- The College's range of services along with its flexibility ideally places the College to support the skills development needs identified, but to further complement this the College offers via additional programmes of training.

- There are challenges as the education sector is judged by subject sector areas, of which there are 15, whilst there are many more categories of industries that employers represent which causes a mismatch when trying to compare provision to that with industries and priorities, and could therefore mis-represent how responsive the provision is to the priorities.
- All of the College employer based work is in response to the employer needs identified and therefore could suggest is 100% responsive to meeting the needs of those we engage within the area, and great focus should be provided to engaging those who have not considered training or apprenticeships.
- Short courses and pre-apprenticeship programmes are offered. The College works closely with Horizons regarding tailored need, the requirement of shorter courses etc. All courses are available for over 50s
- Northamptonshire businesses approach to skills and training identifies the skills that are found difficult to obtain from applicants, such as 8% written communications skills, 8% oral communications skills, 10% customer handling skills and 3% basic computer literacy, ICT using skills
- Employers sign up to the College's values in respect of apprenticeships

### **Connexions Targeted Support Manager, Northamptonshire Connexions**

- Government target for 3 million Apprenticeships by 2020. There is a need to make sure Northamptonshire has its fair share of this growth.
- From April 2017 - 0.5% Levy on employers with salary bill over £3 million per annum. A small number of employers fall into this group. All employers can access financial support for employing/training an apprentice
- Funding will be directly accessible by employer rather than by training provider. Need to make sure employers are aware of this, particularly small employers.
- Need to raise awareness of Apprenticeships with young people, parents as well as employer. Often seen as "third choice" after school or college. It needs to be targeted to all abilities, not just those who are not expected to progress to University etc.

- Some young people are not ready/suitable to progress to Apprenticeships. Provision for this group (other than school or college) has reduced but is needed to help bridge the gap and meet employers' needs for Apprenticeships. Currently, Apprenticeship vacancies can remain unfilled)
- Connexions' vision is to help people "succeed, achieve and grow " Skills are a key part of this giving people better employment prospects, leading to financial independence, security and greater resilience in difficult times. Better and higher skills give more protection in the labour market and make Northamptonshire a more attractive destination for employers, driving prosperity for the area
- Support to 16-19 year old NEET (particularly those in vulnerable groups) : - provide job clubs, vacancy services and key worker support to remove barriers to employment and learning.
- Connexions works closely with other partners, including training providers, colleges, Job centre and other support agencies e.g. accommodation, social care/looked after team
- Like many public sector organisations Connexions has reduced in size/employment. It has however recently recruited 2 new Apprentices
- Schools/Colleges provide effective careers education programmes to support young people to make well informed decisions about their career ideas and the routes needed to achieve. This should include opportunities to meet employers/experience the work place and discuss their ideas with an impartial adviser. Schools/Colleges have a statutory duty to provide access to IAG but are not provided with any funding to do this, as a consequence the access varies from place to place. There is a need to help schools/colleges understand that a good careers programme supports achievement agenda by giving young people a goal and motivation.
- Employers provide employment opportunities for young people but also help young people learn about their industry and what employers want by offering work experience, visits, talks in schools etc. This can be difficult for small businesses but these make up the majority of local employers.



- Funding bodies/education providers/Third sector develop the range of pre-employment opportunities to help engage young people into learning and prepare them for employment.
- Young People take up the opportunities available to them, develop resilience to cope in the work place
- Industry sectors that report difficulties in filling Apprenticeship vacancies – construction, engineering and care
- Employers highlight concerns with generic skills such as problem solving, initiative, dealing with customers, telephone skills and work place behaviour e.g. attitude, motivation and team working
- Those who are seldom heard or isolated could be engaged with via outreach activities and community groups.

### **Brackmills Industrial Estate BID**

- Brackmills Industrial Estate BID vision for skills and learning issues is to support businesses and staff who work on Brackmills through the provision of facilities, services and benefits which attract skilled people and which promote a positive and productive working environment and encourage and support relationships and schemes between businesses and organisations which seek to develop skills.
- Brackmills Industrial Estate BID's vision is "to create a highly effective and functional operating environment for businesses on the estate which supports and attracts businesses and inward investment" through four key objectives.
- Its fourth objective is to support businesses and staff who work on Brackmills through the provision of facilities, services and benefits which attract skilled people and which promote a positive and productive working environment. Encourage and support relationships and schemes between businesses and organisations which seek to develop skills.
- Brackmills Industrial Estate consists of 150 businesses and 11,000 people.
- The road network in and out of the estate experiences congestion at peak due insufficient road network capacity. This could be intensified if applications are

approved for housing developments in Hardingstone and Collingtree which will impact on the A45 between J15, Brackmills Gateway Roundabout and Barnes Meadow Roundabout, which already reach heavily congested levels at peak times as a result of traffic movements in and out of Brackmills. As a result, some modifications have been planned for roads and junctions surrounding the estate. It is essential that these go ahead and are completed before the additional housing is built.

- The surface of carriageways throughout the estate are rutted and present a hazard to HGV's and Cyclists. Current Highway Inspection Standards do not include a consideration for cyclists and although some defects are less of a hazard to HGVs and cars, they can force a cyclist to be dismounted and have an accident. Investment is required in the infrastructure of the current road network for safety and to support the retention of businesses in the location.
- The reasons that business invest in Northampton include geographical location, ease of access to key road infra-structure and relatively cheaper property and business rates than further south.

### **Northampton Town Centre BID**

- The Northampton Alive brand needs to be used more to act as a marketing vehicle for inward investment supported by the BID which has within its new Business Plan the activity of *'Working with partners, landlords and property agents to market the town centre to potential new retailers and investors in line with recommendations from an updated retail strategy for the town centre'*.
- The BID can provide support by meeting with the Council lead and the investor/business interested in locating in the town centre to provide a business perspective on the current situation in the town centre.
- There needs to be a co-ordinated approach to any enquiry being made by businesses who are seeking to locate in Northampton through the Economic Regeneration team, NBC.
- The largest site in the town centre, which is the area of concern for the BID, is the old Bus Station site. The Grosvenor Shopping Centre has had a limited

make-over and there are a number of properties around the town centre which offer potential development opportunities.

- The key to ensuring that there is a steady stream of quality premises in the town centre is for there to be a clear vision and plan for the town centre and evidence to support the fact that the plan is being implemented. This will provide confidence to potential investors and businesses who are considering investment and growth in Northampton.
- The BID has a key role to play in working with the Council in providing a business input into the development of the town centre and providing the confidence for businesses to invest in refurbishment and development of properties and sites.
- The key elements of the town centre's infra-structure which need to be improved are the standards of the street surfaces, notably in Abington Street, and the Market Square.
- Businesses invest in Northampton due to geographical location, ease of access to key road infra-structure and relatively cheaper property and business rates than further south

### **Market Action Group (MAG)**

- The National Market Traders Federation operates various start up schemes as well as working with an Academy to enable market traders to recruit apprentices throughout the United Kingdom. Schemes such as this need to be actively promoted by the local employment centres to encourage people into this sector therefore ensuring its sustainability.
- Market traders should complete regular skills audits to identify areas they need to be developed in order to sustain and grow their business. Specifically, traders need to embrace technology in order to capitalise on new and existing customers such as social media.
- Within the market sector there is always scope for new stalls with commodities not already represented meaning there is a wealth of untapped potential.

- Learning establishments and Local Enterprise Partnerships need to embrace the local market as the perfect place for start-up businesses. Job Centres could then refer individuals to these organisations to provide skills and knowledge in conjunction with the Market Officers.
- Businesses invest in Northampton because of its position within the country and its transport links. The reason retail businesses may not invest is because there are not enough big name retailers within the town and poor access to the centre.
- To engage with those seldom heard or isolated, regular Town Centre forums with all businesses invited, Newsletters to businesses from NBC, NCC and the BID
- There is a need for Town team meetings to include all public bodies, services and businesses

## **5 Community Impact Assessment**

- 5.1 This Scrutiny Review investigated how partners locally, including the private sector, can work together to influence the local economy. It sought to put forward informed recommendations to all relevant parties on the most appropriate approaches in influencing the local economy
- 5.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.
- 5.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.

- 5.4 Any recommendations regarding the health check of the local economy would consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments are integral to any reports including actions plans.
- 5.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

## 6 **Conclusions and Key Findings**

- 6 After all of the evidence was collated the following conclusions were drawn:
- 6.1 From the evidence received, the Scrutiny Panel highlighted that, in accordance with its key lines of enquiry, there were three key themes of information that came from the evidence gathered:

Physical environment

Economic environment

Social aspect of the economy – Workforce, the support of the workforce and how it comes together

The Scrutiny Panel was pleased to note that from the evidence received from the expert advisors, there was very little, if any duplication of services provided.

### **Social aspect of the Economy**

#### **Apprenticeship Programmes**

- 6.1.1 The Scrutiny Panel acknowledges that apprenticeships contributed to £34 billion to the UK economy in 2014.
- 6.1.2 There is a variety of information available for both prospective apprentices and employers looking to offer apprenticeships. This information is contained

in various locations. There is not however one central location where information can be obtained.

- 6.1.3 Evidence received details that it is envisaged by Government that there will be 3 million apprenticeships by 2020. There are 150 apprenticeships in Northamptonshire at any one time, delivered by both public and private training providers. The split of the funding is approximately, 60% for apprentices aged 16-18 and 40% for those aged 19 plus. Nationally, the retention rate of apprentices on programme aged 19 plus is generally higher than those aged 16-18 years. The Scrutiny Panel felt that small businesses perceive it is difficult to take on an apprentice. It is estimated that 90% of SMEs within Northamptonshire do not participate in the employment of an apprentice.
- 6.1.4 The Scrutiny Panel is pleased that Northampton Borough Council, Local Government Shared Services and Northampton Partnership Homes all employ apprentices.
- 6.1.5 The sectors that create a lot of interest from potential apprentices are hairdressing, ICT and the motor vehicle trade.
- 6.1.6 The Scrutiny Panel realises that the level of demand for apprenticeships cannot be met solely by young people; there is a need to investigate how adults can be supported to train or re-train.
- 6.1.7 There is a need to raise the profile of vocational education and apprenticeships so that it is held in the same esteem as further education courses and qualifications. The Scrutiny Panel acknowledges the need for further work with employers to encourage the take up of apprenticeships especially in SMEs.

6.1.8 Evidence received alludes to a lack of consistent high quality careers advice in schools.

## **Economic environment**

### **Areas for potential growth in jobs**

6.1.9 The Scrutiny Panel acknowledges and commends the success of the Enterprise Zone, and work undertaken by larger employers in the town such as Cosworth and Churches; recognising the need to publicise their importance to both the local and national economy.

6.1.10 The Scrutiny Panel acknowledges that Northampton has a very competitive labour market with a jobs density of 0.99.

6.1.11 The Scrutiny Panel is pleased to note that NEP is actively involved in the skills agenda and “serious about skills” as NEP recognises that the availability of skilled labour is a serious challenge for most Northamptonshire businesses.

6.1.12 The Scrutiny Panel highlights that it is essential that Northamptonshire has sufficient skills and talent to meet current and future workforce demand, particularly given our productivity “under-performance”.

### **What other organisations/groups/individuals can do to help**

6.1.13 NBC works with companies to help them secure growth and ultimately increasing the employment base of the Borough. The Scrutiny Panel acknowledges that NBC can support these sectors and individual businesses within it.

6.1.14 The Scrutiny Panel welcomes the frameworks of both SEMLEP and NEP; recognising it could have greater influence over skills policy in the future. It further welcomes the work that the Council does with these organisations.

6.1.15 Evidence received highlights the important roles of the two Colleges and the University in the town in the future of the local economy. The Scrutiny Panel felt that schools and employers could work closely to provide work place experiences for young people that are still in education.

6.1.16 The Scrutiny Panel welcomes the links that SEMLEP has with the colleges in the county and that from 2016 SEMLEP will employ two Enterprise Co-Ordinators that will work with schools and businesses.

6.1.17 The Scrutiny Panel acknowledges the amount of funding available but suggests there was a need for this to be publicised. It realises that there is a limited fund for marketing purposes.

6.1.18 Evidence highlights the success of the programmes led by Northamptonshire County Council (NCC), for example, INV-ENT delivered 105 local projects that have the potential to create 489 new jobs, 137 new apprenticeships and support over 1,000 people with their skills development through an initial investment of £1.4 million.

**Mapping skills gap exercises to identify the type of skills that are in short supply; and what the findings of this exercise are**

6.1.19 The Scrutiny Panel highlights that the skills agenda is very important for Northampton. It notes that the manufacturing sector in Northampton has difficulties in recruiting individuals with the relevant skills to what they require. There is also a lack of available and qualified drivers for HGV's and also the lack of qualified fork lift drivers.

6.1.20 The evidence received further highlights that it is difficult to recruit people to certain sectors such as ICT and engineering. There are a lot of warehouses



and distribution centres in Northampton, employing large numbers of low skilled workers.

### **How specific servicers can be used to generate business investment**

6.1.21 The Scrutiny Panel welcomes that SEMLEP encourages Universities and Colleges to work with businesses such as South Bedfordshire College working and linking to Vinci.

6.1.22 The Scrutiny Panel acknowledges the Business Incentive Scheme (BIS) can be utilised to address funding issues within specific investments. The funding can make the difference between a business choosing Northampton over another close-by district.

6.1.23 The Scrutiny Panel welcomes the work undertaken by Northamptonshire Growth Hub and Northamptonshire University to enable employers to access funding for skills from universities worldwide.

6.1.24 Evidence received highlights that Northamptonshire County Council has been proactive in developing a flexible approach to the delivery of economic development activities across the county, this includes areas of skills, business support and infrastructure provision.

6.1.25 The Scrutiny Panel acknowledges that the £330 million relocation and expansion of the University into the Enterprise Zone, as part of the Northampton Alive programme will be a big step to increasing the volume of highly qualified individuals within the local labour market.

**How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?**

6.1.26 Evidence received details that the availability of commercial land is paramount to the delivery of inward investment and ensuring organic growth of the existing business base. Northampton has a relatively constrained geography, with few available large sites for development such as FOUR Waterside in the Enterprise Zone.

**How it can be ensured that those who are seldom heard or isolated are engaged with**

6.1.27. The Scrutiny Panel welcomes the Big Lottery opt-in of the European Structural and Investment Fund (ESIF) that specifically targets groups that are furthest from the labour market.

6.1.28 The Scrutiny Panel further welcomes that some voluntary and community organisations help support people into employment. A number of courses have been run for a long period of time.

**Vision for skills and learning issues, particularly low skills**

6.1.29. The Scrutiny Panel supports the rollout of the Enterprise Advisors Pilot and that the Northampton model has been adopted for the national roll out.

6.1.30. The Scrutiny Panel recognises that, in accordance with the European Social Fund, people of all ages can be re-skilled and trained.

6.1.31 Evidence received shows that Northampton is low skilled area. Aylesbury Vale is high skilled. Northampton is similar to Corby and Luton. Northampton does however have huge opportunities that need to be realised.

6.1.32 The Scrutiny Panel notes the reported conclusion from the Chamber of Commerce quarterly survey:

“The results from the Q2 2015 QES signals continued growth by firms in the county – but with noticeable differences between manufacturing and services.

“The service sector appears to be making good progress but there has been a slowdown in the pace of growth experienced by manufacturers in Northamptonshire however this is consistent with the national trend indicated by our national partners at The British Chambers of Commerce.

“We still need to secure long-term sustainable growth which will help drive the economy. The Government must support firms across the board by reducing the cost of doing business and tackling issues such as high business rates and energy costs as well as provide support for investments which can increase productivity and exports.”

### **Support for those that are in long term unemployment**

6.1.33 The Scrutiny Panel emphasises that developing skills and employability is not just about apprentices and young people, it is also about helping adults who are not employed and those who need to re-skill. The *European Social Fund apprenticeship* grant will enable a lot of work to be done with those furthest away from the job market; targeting the hardest to reach groups. The Scrutiny Panel acknowledges that support of those that are in long term unemployment is important as on the latest statistics long term unemployment is marginally higher in Northampton at 0.5% than at GB level (0.4%).

6.1.34 The Scrutiny Panel acknowledges the importance of the partnerships with local organisations, who exist to meet the needs of the seldom heard or

isolated. It realises that they are vital to engage with this target group and enter into a dialogue in which people can voice their aspirations, needs and issues and a bespoke programme of learning can be arranged. Evidence provided highlights that key partners include: Kettering centre for the Unemployed (KCU), Wellingborough Homes, Bridge project, Papworth Trust and Ground Work.

### **Physical infrastructure in and around the town**

6.1.35 Funding was received by SEMLEP for infrastructure, £46.7 million for 2017/18.

6.1.36 Analyse indicates that development is taking place, but it is primarily focused upon the large logistics sites at M1 J15 and J15a; Grange Park and Swan Valley. Further, the type of premises being constructed are large distribution warehouses designed to cater for the regional and national market, rather than for those companies who are - necessarily – already based in Northampton. Existing businesses in Northampton might take a small amount of the space either recently/currently built, but the target audience for the developers is not the local market.

6.1.37 Evidence received highlights that any economic market is not perfect and will have inherent failings. The origin of any forthcoming programme must be an in-depth understanding of the local economic geography. The Scrutiny Panel realises that such an understanding is apparent within the Northampton Alive programme; a diverse range of projects aimed at intervening and catalysing the Northampton economic market and skills agenda.

6.1.38 The University, together with all further education colleges, is carrying out a research based project regarding an integrated transport system for the county. The Scrutiny Panel felt that it would be useful to obtain the results of this research when it is finalised.

6.1.39 The evidence highlights that NBC continues to invest in the physical infrastructure of the town. The opening of the bus and train stations were the core initial assets to improve the towns infrastructure. The future opening of St James Mill Rd will continue to improve the road infrastructure serving both the residents and the businesses.

6.1.40 From the evidence received the Scrutiny Panel acknowledges that the location and subsequent investment of a business rest on three motivators:

- Location: proximity to competition and customers.
- Operating costs: costs of land/property and employees.
- Labour: the availability of labour at the correct skill levels.

## 7 Recommendations

7.1 The purpose of the Scrutiny Panel was to look at how partners locally, including the private sector, can work together to influence the local economy. Scrutiny Panel 1 therefore recommends to Cabinet that:

7.1.1 The Council, together with its partners, develops a Skills Strategy for Northampton. This should include mechanisms for colleges and employers, especially Small and Medium-Sized Enterprises (SME's) to signpost vacant apprenticeships across the town; whilst raising the profile of apprenticeships and vocational training in Northampton.

7.1.2 Cabinet investigates ways that the Council, and its partners, can continue to raise the profile of the economic growth and investment in Northampton through the Northampton Alive Programme, in particular the success of the Enterprise Zone, and work undertaken by larger employers and investors in the town.

7.1.3 It is recommended to Northamptonshire County Council and partners that schools and employers work closely to provide work place experiences for young people that are still in education.

## **Overview and Scrutiny Committee**

- 7.1.4 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

## **Appendices**



## Appendix A

### OVERVIEW AND SCRUTINY

#### SCRUTINY PANEL 1 - HEALTH CHECK OF THE LOCAL ECONOMY

##### 1. Purpose/Objectives of the Review

- To look at how partners locally, including the private sector, can work together to influence the local economy

##### **Key lines of Inquiry:**

- How can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
- What is the vision for skills and learning issues, particularly low skills?
- What support is there for those that are in long term unemployment?
- What are the areas for potential growth in jobs?
- What can other organisations/groups/individuals do to help?
- Whether a mapping skills gap exercise has been undertaken to identify the type of skills that are in short supply; and what the findings of this exercise are
- How specific services can be used to generate business investment
- How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
- What could feasibly be done to improve the physical infrastructure in and around the town?
- How it can be ensured that those who are seldom heard or isolated are engaged with?

##### 2. Outcomes Required

- To make informed recommendations to all relevant parties on the most appropriate approaches in influencing the local economy



### 3. Information Required

Background data, including:

- Presentation to set the scene: “To identify the issues locally – The Northampton Picture”
- Relevant national and other background research papers, such as:
  - Mitigation Advisory Committee: [Skilled Shortage Sensible](#) (2013)
  - UK Commission’s Employer Skills Survey 2013: [UK Results](#) (2014)
  - [Future of Apprenticeships in England: Implementation Plan](#) (2013)
  - [Winning the Global Race: Jobs, Skills and the importance of vocational education](#) (2014)
  - Department for Business, [Innovation and Skills – Evaluation of Apprenticeships: Employers](#) (2012)
  - Warwick Institute for Employment Research: [Review of Apprenticeships Research](#) (2013)
  - SEMLEP – Strategic Economic Plan 2014
  - NEP – Northamptonshire Strategic Economic Plan 2014
- Survey data in relation to skills and skill shortages, including equality data within the wards
- Relevant Legislation
- Relevant data, such as ONSA and other statistical data, including Government statistics on apprenticeships
- Best practice and successful initiatives in both Northampton and elsewhere
- Witness evidence:

#### **Internal**

- Leader of the Council, Northampton Borough Council (NBC)
- Cabinet Member for Finance, NBC
- Cabinet Member for Regeneration, Enterprise and Planning, NBC
- Director of Regeneration, Enterprise and Planning, NBC
- Director of Workforce and Development, LGSS

#### **External**

- Academic, Enterprise, Industry and Innovation, University of Northampton, Northampton College and Moulton College
- Director, Northamptonshire Enterprise Partnership
- Director, Adult Learning, Northamptonshire County Council

- Chair, Northampton Town Centre BID
- Chair, Markets Action Group
- Chair, Brackmills BID
- Director, Northamptonshire Connexions
- Director, Job Centre Plus, Northampton
- Director, Talent Match, Northamptonshire
- Director, Northamptonshire Growth Hub
- Director, Aim Higher Northamptonshire
- Director, SEMLEP
- Director, Northamptonshire Chamber of Commerce
- Assistant Director, Transport Highways & Infrastructure, Northamptonshire County Council
- Key employers in the town
- Skills Funding Agency (SFA)
- Apprentice Training Agency
- Local employers
  - ETM Engineering
  - Carlsberg

#### **4. Format of Information**

- Background data
- Background reports and presentation
- Best practice data
- Desktop research
- Evidence from expert external witnesses
- Evidence from expert internal witnesses
- Site visits

#### **5. Methods Used to Gather Information**

- Minutes of meetings
- Desktop research
- Site visits
- Officer reports
- Statistical data
- Presentations
- Examples of best practice
- Witness Evidence:-
  - Key witnesses as detailed in section 3 of this scope

## **6. Co-Options to the Review**

None suggested for this Review.

## **7 Considerations for Community Impact, such as health, equalities and human rights**

This Scrutiny Review will look at issues such as employment skills, training and skills shortages. It will seek to address how Northampton Borough Council can influence the local economy.

The Scrutiny Panel, in having regard to the general equality duty, will be mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This will be borne in mind as the Scrutiny Panel progresses with the review and evidence is gathered.

In order that the Scrutiny Panel obtains a wide range of views, a number of key witnesses will provide evidence as detailed in section 3 of this report.

Any recommendations that explore ways of working, training and employment opportunities enabling income inequality to be addressed will consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments will be integral to any reports including actions plans.

## **8 Evidence gathering Timetable**

Various site visits will be programmed during this period, if required.

Meetings to commence at 6.00 pm

16 July 2015  
17 September  
15 October  
3 December  
21 January 2016  
10 March

Various site visits will be programmed during this period, if required.

## **9. Responsible Officers**

Lead Officer            Richard Lawrence, Head of Economic Development and Regeneration

Co-ordinator           Tracy Tiff, Scrutiny Officer

## **10. Resources and Budgets**

Richard Lawrence, Head of Economic Development and Regeneration, to provide internal advice.

## **11. Final report presented by:**

Completed by March 2016. Presented by the Chair of the Panel to the Overview and Scrutiny Committee and then to Cabinet.

## **12. Monitoring procedure:**

Review the impact of the report after six months (December 2016)

# NORTHAMPTON BOROUGH COUNCIL

## OVERVIEW AND SCRUTINY



### Appendix B

## SCRUTINY PANEL 1 – HEALTH CHECK OF THE LOCAL ECONOMY

### CORE QUESTIONS – EXPERT ADVISORS

The Scrutiny Panel is currently undertaking a review looking at how partners, including the private sector, can work together to influence the local economy

#### Key lines of Inquiry:

- How can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
- What is the vision for skills and learning issues, particularly low skills?
- What support is there for those that are in long term unemployment?
- What are the areas for potential growth in jobs?
- What can other organisations/groups/individuals do to help?
- Whether a mapping skills gap exercise has been undertaken to identify the type of skills that are in short supply; and what the findings of this exercise are
- How specific servicers can be used to generate business investment
- How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
- What could feasibly be done to improve the physical infrastructure in and around the town?
- How it can be ensured that those who are seldom heard or isolated are engaged with?

The expected outcomes of this Scrutiny Review are:

- To make informed recommendations to all relevant parties on the most appropriate approaches in influencing the local economy

## **CORE QUESTIONS:**

A series of key questions have been put together to inform the evidence base of the Scrutiny Panel:

1. In your opinion how can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
2. What is your organisation's vision for skills and learning issues, particularly low skills?
3. What support does your organisation offer for those that are in long term unemployment? Or are you aware of the support available for those in long term unemployment, please provide details
4. Within your organisation, what are the areas for potential growth in jobs?
5. In your opinion, what can other organisations/groups/individuals do to help?
6. Are you aware of the types of skills that are in short supply? Please can you provide details
7. How do you feel specific services can be used to generate business investment
8. In your opinion, how can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
9. What could feasibly be done to improve the physical infrastructure in and around the town?
10. In your opinion what are the reasons why businesses invest in Northampton and elsewhere?
11. How it can be ensured that those who are seldom heard or isolated are engaged with?
12. Do you have further information regarding how partners locally, including the private sector, can work together to influence the economy, which you would like to inform the Scrutiny Panel?

**NORTHAMPTON BOROUGH COUNCIL**

**SCRUTINY PANEL 1 – HEALTH CHECK OF THE LOCAL ECONOMY**

**BRIEFING NOTE: NORTHAMPTON WATERSIDE ENTERPRISE ZONE –  
RESEARCH INTO COLLABORATION OPPORTUNITIES TO MAKE A  
DIFFERENCE, MAY 2013**

Finding and conclusions from the above report are detailed below:

**Success Criteria**

**Business readiness to take on apprentices**

From the research into ATAs one of the hardest parts is the readiness of a business to take on an apprentice. It seems the majority of businesses lack an understanding of what apprenticeships can offer and the value they provide as a way of bringing young and new talent into their business. It was expressed that one of the benefits to having an apprentice is the company can mould the learner into the way of their business. Unfortunately in the eyes of some businesses it still seems that apprentices are seen as cheap labour or have the stigma attached of lower levels of intelligence. The strength of an ATA is being able to support and guide the business and provide the knowledge and understanding around apprenticeships, the value they can provide with the risk taken out.

**Promotion and marketing of Apprenticeship Training Agencies (ATA)**

Part of the role of an Apprenticeship Training Agency (ATA) is to work with businesses and apprentices to support and guide them in securing the right company with the right role with the right candidate. However, to succeed the promotion and marketing of ATAs and apprenticeship is pivotal to successfully working with businesses. However, this does not seem to be supported efficiently or proactively by the government agency NAS (National Apprenticeship Agency). It seems to fall foul of consistency of message, approach and support in some areas of the country.

**Training providers**

Without training providers apprenticeships would not be able to be delivered meaning selecting, working with and building relationships with training providers is fundamental to successfully driving an ATA.

## **Achieving business needs (not being specific but servicing all industries and areas)**

ATA's can be set up to service specific apprenticeship types i.e. construction or to cover a broad range of apprenticeships, this can be dependent on the background and relationship of the ATA and the need at the time. If there is a desire to develop an ATA for Northamptonshire then the broad range of businesses and industries in and around the area could benefit from having access to the support, guidance and services an ATA has to offer. This could enable industry led relationships to develop the right programme, enhancing the offering and career potential for the learner, by working with a range of local and national training providers, local businesses and with the possibility of partnering with an existing ATA.

## **Providing full continued support through whole life cycle and beyond (relationship management)**

It is evident from the research that a pivotal role of an ATA is not only to build and develop relationships with businesses and training providers but to provide a full cradle to grave service and beyond if needed for the business or apprentice. The people that work within the ATA are not seen as just an employer to the apprentice or a service to the business but also a friend, colleague, support, guidance and pastoral service to help both business and apprentice through the term of the apprenticeship. The key goal is to enable the business to be able to make an easy decision on offering a full time employment at the end of the apprenticeship.

## **Performance appreciation and pay**

Apprenticeships are not seen as cheap labour through an ATA, rather the premise is about getting the right candidate for the role and the host company. Part of this is working with the business to ensure the value of an apprenticeship is understood and quantifiable. The ATAs interviewed stated that apprentices on their programmes tended to have a higher starting salary and remuneration attached to levels of achievement throughout their apprenticeship. This demonstrates that businesses using ATAs see the value and long term picture of using apprentices and ATA's as a way to increase their talent pool.

Northamptonshire could benefit from an ATA whether in setting one up or partnering with an existing one. If the promotion and marketing is done right it could provide the kudos apprenticeships need to gain support from businesses and interest people into taking on an apprenticeship to develop and strengthen skills. Working with industry to help shape the right programmes would also go some way to managing the skill gaps and succession planning for an ageing workforce in all sectors.

The action plan being developed from the NWEZ research highlighted other sectors of influence of which one was Logistics. On this basis further research was conducted with a small sample of logistic companies in Northampton to gain their view of the challenges and barriers to recruiting talent within their industry



sector. Part of this research was also to test whether they saw a Centre of Excellence as being able to support their industry and business.

### **Skills for Logistics**

Skills for Logistics are the Sector Skills Council for Logistics. They have five strategic goals:

**Goal 1:** We will increase sector and public investment in training

**Goal 2:** We will produce relevant and fit for purpose skills development solutions

**Goal 3:** We will be a credible and respected voice in the sector on skills development and related policy issues

**Goal 4:** We will ensure that employers can benefit from the workforce skills that will increase business efficiency and contribute to meeting UK carbon reduction targets

**Goal 5:** We will strive to be regarded by employers and stakeholders as a high performing Sector Skills Council.

Their mission is to "Enable employers in the logistics sector to gain competitive advantage by developing workforce skills" which they are doing by working closely with the organisations within logistics to support and guide them where possible on developing an industry led programme around business need. Currently there is no specific provision for the logistics sector under the NAS (National Apprenticeship Service) framework. There is a Chartered body for Logistics CILT UK (Chartered Institute for Logistics and Transport) which is part of a larger body CILT International and has presence in more than 30 countries worldwide.

One of the biggest challenges Skills for Logistics has is raising the awareness of logistics as a viable career route. The general feeling, as with engineering, is that the industry is not seem as sexy and people seeing it as haulage and driving trucks or forklifts in warehouses.

As in most industries Skills for Logistics see a big area of concern around the SME businesses who suffer from not getting good talent and the right skill sets, and then being able to continue to develop the talent on tight budgets. The larger organisations are able to run in house development programmes to provide further training and up skilling but also suffer from getting good quality management and leaders into the business. One of the largest skill shortages are HGV drivers which will only get more difficult due to the new Drivers CPC requirement which comes into law in September 2014. All drivers need to have passed this to be able to carry on doing their job. Whether it is a large or small company this has a big cost impact to the business and the general consensus is that many of the aging workforce has decided not to take the test and retire in September 2014 when it comes into force.

Skills for Logistics see a great opportunity for driving SME collaboration around doing things differently with the promotion and marketing of logistics and also by providing multi organisation drivers. They see a huge benefit of being a Centre of Excellence (COE) which supports inspiring the next generation and training and development of new and existing staff across the industry. There is also a

level of engineering support needed for logistics with maintenance staff for warehousing and machinery such as fork lift trucks. They are already initiating the possibility of a COE for logistics but have been having issues with location and space.

Skills for Logistics are constantly looking at ways to engage with the industry, schools and work ready people in order to promote logistics as a viable career option. To support this, Skills for Logistics have recently developed a career framework called "The Professional Development Stairway" providing people with a route map on how to plan their career in logistics. They are also working hard to set up a framework which supports ex-armed forces personnel into a career in logistics.

### **Brown Bros**

Brown Brothers Distribution is the leading national distributor to the UK crash repair industry and has been going since 1889. They have had a centre in Northampton for over 45 years. Over the last 18 months they have been through a re-organisation and closed down a few of their centres, however Northampton has been retained due to its network links and prime location. They have 10 employees at Northampton and over 160 across the UK. Brown Bros are owned by PPG industries an international business that employs over 3000 people across the UK.

Their biggest issue is finding the right person with the right attitude to work at their Northampton branch. As a bigger organisation there are career opportunities across the UK and worldwide with diverse opportunities in Brown Bros and PPG Industries. They had an apprentice working for them around a year ago who left to work on the tools as a labourer due to better financial reward at the time. They currently use JHP for training across the UK but feel this has limitations as they do not get the right support locally or the right people for the job. They have current concerns over an ageing workforce and understand that they need to get people into the business to able to succession plan.

As part of the re-organisation the wider business has started to engage with their employees through culture surveys like Your Say, this is to try and understand what is driving the business from the employee's perspective. Part of the re-organisation is planned refurbishments or relocation of premises into new developments to assist in developing in house capability and creating training rooms across sites. This has all led to new development and excellence programmes internally to shift the thinking across the business and step up their game.

As a local business they currently do not get involved in any sponsorship or projects. If there was a COE they would be interested in seeing how they could support projects with schools. In general see that a COE could also support local businesses in learning and development to overcome the skills gaps and shortages.

## **Bookers**

Bookers are a wholesale, distribution and logistics company with sites across the whole of the UK. At the Wellingborough depot they employ around 180 staff across warehousing, office and management. They use their internal training and external training resources to deliver development programmes. These programmes are ad-hoc and set up on an as needed basis which may be in collaboration with other depots to help reduce and manage budget requirements. Currently, they do not use apprentices; however this is being trialled at another depot and if successful will be rolled out across the rest of the UK. As a depot they have a strong workforce that is committed to achieving the highest standards possible. Within warehousing they have very little churn which could be due to the performance related bonus structure. However due to this being in place it has a knock on effect when new staff joins as the warehouse management and staff are focused on achieving their targets and not engaging or supporting new staff and personal development. An area they have found difficult to recruit for is more specialist areas with the office environment.

All staff has personal development plans based over the upcoming 12 month period with annual appraisals and with a new initiative for annualised working hours which provides flexible working around study. They regularly get involved in work experience but only through colleagues or friends children and only in the office environment as the warehouse has a strict 18+ age policy.

There is a genuine interest in supporting local initiatives around inspiring the next generation and they see working with schools around projects would be beneficial to get across how logistics really works and the career opportunities available. They see benefits to having a COE within Northampton either virtual or physical and see a link with logistics could support open learning across industry with shared learning and development of incoming and existing staff.

## **Action Express**

Action Express are an independent logistics company who are currently expanding, they have been established for over 30 years and are part of a bigger collaborative network through Pallettrack (65 other independents in network) and APC (118). They employ around 408 people and have a fleet of 40 vehicles to support the business.

They currently employ 2 apprentices in the office who they recruited through "Starting Off" who are a recruitment and training company, specialising in careers and apprenticeships in business related environments. They have recently promoted 2 people internally who are going on external development courses to support their new roles within the business.

A key challenge for Action Express is recruiting quality drivers who are looking for a permanent position rather than through agencies where due to demand they can earn a better rate. They are restricted through their insurance company and have to employ drivers who have more than 2 years HGV driving experience. This means that they are unable to promote quality and committed internal drivers who want to take the step up to HGV. With the CPC driver

compliance regulation coming into force Action Express are paying for all their drivers to complete the training.

Due to the size of the business they have a small budget for training and development but ensure where possible especially if there is a business need their people receive the development they need. Currently, the majority of the budget has been used to support the CPC Driver regulations.

They really see the benefit of employing apprentices and plan to continue this when needed. By working with the apprentices they can mould and shape them in the Action Express way. They pay above the apprenticeship rate and treat them as employees not as cheap labour. Apart from Starting Off they use the Chamber of Commerce for all other training requirements and feel this supports and provides all the provision they need. They have a close working relationship with the Chamber of Commerce, and have not thought about using local colleges to provide training. Action Express is very keen to be involved in the ex-armed forces recruitment and 6 months ago employed one as their Transport Operations Manager. This has already proved successful by supporting the business and bringing a more structured approach to how the business is run. Although they have been able to do this they feel that the initiative to set something up with Skills for Logistics has not progressed enough and are keen to continue to build momentum especially with their planned growth.

An area they feel they lack support from was Job Centre Plus who did not seem to understand the requirements needed to recruit someone into their business, e.g. age restraints and English as a first language. They were told this was discriminative, which led to having hundreds of applicants for roles which they were not able to do. This has meant that Action Express no longer have a working relationship with JCP and use either their own network or advertising.

Action Express would be happy to be involved in a COE as part of school projects and inspiring the next generation. They see there would be a benefit to the local education and training and development of people and see that logistics as an industry could play a big part in this.

### **Challenges and barriers**

- Logistics industry not seen as a career choice
- No formal apprenticeship specific for logistics sector
- Good drivers seeking higher pay through agency driving rather than benefits of working for a company
- The new CPC driver requirement, big cost on business or individual and high potential of losing an ageing workforce who would rather retire than taking test
- Restrictions on driver experience via insurance companies, this makes it hard for people who want to make a career change
- Relationship with Job Centre Plus is not strong, not providing quality applicants but flooding businesses with people who do not fit the requirements
- Finding young people with the right attitude to work and being work ready

## Opportunities

- Apprenticeships seen as a good choice to bring people into the industry
- Ex-Armed Forces initiative seen as a good step to recruiting quality people into industry who are committed and hardworking, they have a lot of experience and knowledge to bring
- Supporting an inspiring the next generation project to raise awareness levels of logistics and the career opportunities

A collaborative approach to sector training for logistics and closer working with larger and SME organisations to develop this, maybe along the lines of an Employer Ownership type programme

Cross industry projects for education and unemployed

Further research or engagement would be needed but there seems to be a need for better communication and collaboration across the different industries in Northampton to share, link and connect opportunities. This could be around working with education and other businesses to promote and market career opportunities providing a more in depth and company perspective of career choices. A COE and an ATA approach could go some way to supporting this within Northampton to inform and raise the awareness of learning and development through apprenticeships, linking different activities with education projects where business supports and sponsors. Or even provide a scheme where drivers are employed but work across different organisations.

The research findings provide strong evidence that businesses are hungry to know what is going on in Northamptonshire but don't know where to turn or where to offer support. This should be seen as a positive and something to act upon to build and drive momentum in engaging and informing proactively what is happening. A COE in any form could form the basis of knowledge share and transfer and be the driving force behind making a difference.

The report published a number of case studies, Centre for Excellence. The example below, as detailed in the report, is of an organisation based in Northampton:

### **Siemens and NSARE (National Skills Academy for Railway Engineering)**

#### **Introduction and background**

**Interview** conducted with Sue Gill from NSARE

**Project:** National Training Academy for Traction & Rolling Stock - Joint project with SIEMENS Rail Systems UK.

**Location:** Kingsheath Northampton

Siemens approached NSARE to support the development of the National Training Academy for Traction and Rolling Stock. The project cost was identified

at £7m. The facility will be Siemens owned and purpose built for their own training and provision. If Siemens and NSARE are able to secure rail sector use of the facility for industry and supply chain then the government will match fund 50% of the project, a provision of 50% capacity for industry use is required for this to come into force. The project is due for completion April 2014.

The initial intake of Siemens apprentices is targeted at 8 per year with an increase to 16/18 apprentices over time, it is expected that industry and supply chain will match these figures.

To support the provision of apprenticeships it is planned for Siemens to provide the technical requirement for industry and to work with local colleges in delivering the core requirements.

***There is a desire to work with other Academies, initiatives and the HPT industry in Northamptonshire to promote and inspire the next generation into engineering.*** The development of this facility is to inspire learners and they believe that this is not being offered elsewhere. The setup will enable learners to have access to the latest technology for classroom training and access to a 3D - visualisation suite (initially being developed as a sales aid). Within the academy there will be a training hall which will have an 80-100 metre powered line to enable trains and carriages to be brought in for the apprentices to work on real problem solving and maintenance. Once the train station has been redeveloped there will be access along a walkway direct to the academy.

There is also a desire for the academy to be used as part of developing the local community by hosting school visits, mentoring and continuing to grow the apprenticeship programme and by involving apprentices in local community projects and school projects. There is a need that the links and connections are developed and supported by administration to ensure this happens.

## **Commercial Drivers**

Siemens continued success in the UK & the recent awards of Eurostar and Thames link resulted in the need to:

- Increase the training requirement of 3000 man-days per annum to 4500 man-days per annum.
- Increase the Apprentice intake
- Further strengthen training and skills specific to new rolling stock with ever increasing levels of technical complexity e.g. Desiro City and Velaro E
- Position Siemens to respond from a skills perspective to further contract success
- Ensure cultural alignment of new and existing Siemens staff
- Play a leading role in the new Railway Skills development programmes being driven by NSARE
- Ensure the development of an adequate supply of skilled staff at a time when the railway industry is facing a critical shortage of qualified people.
- Provide world class training to the entire UK Railway Industry

The decision to make Northampton Kings Heath the preferred location for the Academy was made following a detailed analysis of all possible locations. The evaluation of the best site was based upon:

- Minimising staff travel requirements
- Effectiveness of the regional transport network
- Providing 'Hub' based training opportunities to the greatest number of Partnership possibilities with 'excellent' local colleges (particularly for Apprentices)
- Availability of a suitable land footprint
- Optimising location in respect of Customers and Suppliers
- Optimised 'dovetailing' with existing training programmes
- The level of support from Local Authorities

**Key Challenges in establishing the facility:**

- Process to secure government funding complicated and time consuming
- Government Personnel frequently changed
- Lack of cognisance of UK Industry drivers
- Varied approaches and not consistent
- Timeframes – still waiting on final outcome
- Selecting the right location
- Commercial approach to working partnerships with further education
- Keeping the interest and buy in of stakeholders

**Successes:**

- Working collaboratively with industry competitors to make it work
- Smooth transition through project
- Identification of the right training and developments needs for Siemens and industry

**Benefits:**

- Showcases Siemens commitment to developing talent
- Supports Siemens succession planning for an aging workforce and provision of skilled workers for securing current and future contracts
- Support for industry and supply chain to train and develop their people

**What does the future hold?**

A Centre of Excellence for Traction and Rolling Stock

- A facility to promote UK PLC capability
- Delivery of training and development in a state of the art facility
- To showcase Siemens capability
- Bringing people to Northampton
- Developing talent from Northampton

### **Advice for others:**

- Ensure true collaboration - willingness to collaborate with competitors
- NSARE were key due to providing independent consultation
- Clear understanding and total commitment
- Allocate sufficient resources – personnel not just financial
- To secure funding allow plenty of time if this is a prerequisite
- Need expertise in working with government

NSARE Ltd was established with wide railway industry support to help tackle current and future skills needs within the railway engineering industry. The industry's vision is that by 2015, its engineering workforce will have the necessary skills to support the maintenance, development and expansion of a first-class, cost effective 21st Century railway.

NSARE doesn't deliver training — it works with employers to understand their skills needs, with training providers to ensure they are delivering what the industry needs and with other stakeholders, such as sector skills bodies and Government, to make sure that the industry has the right qualifications to support its vision.

The Board is made up of a number of senior railway engineering employer and stakeholder representatives. Key activities include:

- Training provision accreditation. From January 2012 they are managing the Network Rail training and assessment scheme (known as the RTAS scheme). They plan to extend the opportunity for providers to become accredited to deliver other railway engineering training later in the year.
- Development of a national competence database (Skills ID). Work is underway to develop a national database that will be capable of holding records of training and competence for all workers in the railway engineering industry:
  - Working with employers. They provide advice and support as well as more complex consultancy.
  - Industry promotion. They believe the railway engineering industry offers some great career opportunities — but there is a need to get this message out to school leavers and graduates.

They are working closely with The Smallpiece Trust to deliver a number of activities aimed at different age groups, including the following courses:

- Railway Systems Engineering for 15 to 17 year-olds at Birmingham University
- Railway Engineering for 13 and 14 year-olds at Bath University

NSARE is part of a national network of National Skills Academies (NSAs). Funding to enable establishment of NSARE was confirmed as part of the



Government's new skills strategy in November, 2010, and the Academy was launched on 1 December 2010 at the House of Commons with more than 150 industry representatives present. In January 2011 NSARE was incorporated as a 'not for profit' Company Limited by Guarantee, wholly-owned by its Members.

An example of another organisation, elsewhere in the country as provided in the report, is detailed below. The organisation is based in Cambridge:

## **Cambridge Science Centre**

### **Introduction and background**

**Interview** conducted with Chris Lennard (CEO) and Katia Smith-Litieri 21st February 2013

**Location:** Jesus Lane, Cambridge

**Nature of facility:** walk in science centre to inspire children and adults about science

**Number of employees at this site:** 5-6 inclusive of full time and volunteers

### **Main objective of project:**

A registered educational charity guided by three main principles:

- To develop and host exhibitions, events and outreach programmes which advance education and inspire young people to engage with science and technology.
- To provide a physical and online hub for public engagement with scientific research. To enhance the public understanding and debate around public policy and ethics related to scientific progress.
- To deliver targeted outreach and travelling exhibitions that will improve access to science and technology for underserved communities around Cambridgeshire and East Anglia.

### **The role of a public science centre**

Science centres are institutes of informal science education which directly engage the public and help extend curriculum teaching. There is about one centre for every 1 million people in the UK. They are a place for families to play around with science and they help inspire individual self-guided learning. Science centres offer an environment which can showcase research and are a dynamic place for experience sharing. As part of the UK science centre network they aim to be:

- A place of engaging hands-on exhibits, projects and interactivity for families on a rainy day
- A place for curiosity-inspiring events for a wide range of audiences including school groups, youth and adults

- A window into world-famous Cambridge science and a place for public collaboration with researchers
- An online presence to enhance the visitors' experience and help them remain engaged after their visit
- A community space where town and gown celebrate the joy of scientific discovery
- A place for tourists to drop in and get a sense of the rich scientific culture of Cambridge

### **Inspiring teachers, pupils and the next generation**

As an educational charity, the Science Centre in Cambridge will help establish the value of science, technology, engineering and mathematics (STEM) as vital skills for day-to-day life and future careers. The centre also develops cross-disciplinary programmes, stocks teaching kit and hosts sophisticated scientific assets to supplement resources currently available to teachers. They aim to create high quality, curriculum-linked online content from multiple sources to enhance the in-class experience. School groups are able to interact both directly on-site and through online forums with staff who are experienced in enhancing curriculum learning.

To ensure that their impact reaches well beyond those able to visit central Cambridge, they have developed an extensive science outreach programme, delivered both directly and eventually through partners. All of the on-site exhibition space, mobile exhibits and school kits will be brought to life with lively chats, intriguing experiments and amazing demonstrations. The centre hosts regular events for teachers and educators to help share best practices and enhance the classroom experience by injecting informal learning techniques

### **Current set up and how it works:**

Funding is a combination of private investors and a government funded initiative.

It has a very strong link with education with the purpose of supporting and inspiring children and teachers with regard to STEM and plays a pivotal role in enabling access to this support.

The setup is seen as a being at the top of a funnel of activities which help inspire and generate learning around STEM, as the funnel gets closer to the bottom the more defined the activity or area being promoted or taught is. The plan is for it to be part of a community/network of other activities to support, inspire and promote STEM.

The centre's environment is very interactive and immersive. On our visit it was a hive of activity and energy and was clearly engaging visitors who included young children and parents. Every part of the centre is dedicated to providing an interactive activity to inspire or provide interest for the learner young or old. Staff are always walking around supporting or assisting their visitors with further understanding of how things work or what to do. Every hour one of the staff calls all the visitors to one corner of the centre where there is a workbench. The

member of staff will put on an interactive learning show demonstrating an experiment and explain what it is, how it works and what the outcome is.

The location is ideal with regard to access and is ideally located to generate footfall from passers-by. The setup has been developed and designed to be portable and is purposefully small to facilitate sustainability, growth and learning from the local environment and to be able to test what works and doesn't work.

A copy of the full report can be located [here](#).

Author: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Rufia Ashraf, Chair, Scrutiny Panel 1 – Health Check on the Economy

# Overview & Scrutiny Committee



## SCRUTINY PANEL Impact of Anti-Social Behaviour on the Town

March 2016

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## APPENDICES

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## Foreword

The objective of this Scrutiny Review was to investigate the impact of anti-social behaviour on the town

The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee: myself, Councillor Phil Larratt (Deputy Chair); Councillors Rufia Ashraf, Jamie Lane, Brian Oldham, Zoe Smith and Graham Walker together with other non-Executive Councillors Tony Ansell, Anamul Haque (Enam).

The Review took place between July 2015 and March 2016.

It was a very interesting and informative Review; with clear evidence received. I thank all those who gave up their time to attend a meeting of the Scrutiny Panel to provide this information and all those who provided comprehensive written evidence.

The Scrutiny Panel held interviews with the Cabinet Members, Senior Staff at Northampton Borough Council and a number of external expert witnesses. Desktop research was carried out by the Scrutiny Officer.

The result is a piece of work, which recommends to Cabinet a number of improvements to dealing with anti-social behaviour on the town. I highlight that from the wealth of evidence received it became apparent that addressing anti-social behaviour is not just the responsibility of one Agency, but several and one that requires a partnership approach.

I would like to thank everyone who took part in this piece of work.



**Councillor Dennis Meredith**

Chair, Scrutiny Panel 2 – Impact of Anti-Social Behaviour on the Town

**Acknowledgements to all those who took part in the Review: -**

- Councillors Phil Larratt (Deputy Chair); Councillors Tony Ansell Rufia Ashraf, Anamul Haque (Enam). Jamie Lane, Brian Oldham, Zoe Smith and Graham Walker who sat with me on this Review
- Councillor Alan Bottwood, Cabinet Member for Environment, Councillor Anna King, Cabinet Member for Community Safety, Peter Hackett, Environmental Services Manager, Ruth Austen, Environmental Health and Licensing Manager, Jason Toyne, Park Ranger, Andrew Langton, Neighbourhood Warden, Derrick Simpson, Town Centre Manager, Mike Kay, Chief Executive, Northampton Partnership Homes, Russell Hall, Vice Chair, Northampton BID and Chris Barker, BID Project Manager, Northampton Town Centre BID, Steve Lang, Business Development Manager, Northampton Retail Crime Initiative, West Hunsbury Parish Council, Chief Inspector Kevin Byrne, Northants Police, Sergeant Julie Parsons, Anti-social Behaviour Unit & Rural Crime Team, Sophie Heasman and Phil Conaty, Anti-Social Behaviour Unit, Niall Spencer, CAN, Craig McGuire and Robert McGregor, S2S, Raymond Overall, Chair, MAG, Councillor Jonathan Nunn, David Hedger, Trading Standards and West Hunsbury Parish Council, William Inkson, Security Services, Northampton General Hospital (NGH) and Delapre Abbey Preservation Trust for providing evidence to inform the Review

## **EXECUTIVE SUMMARY**

The purpose of the Scrutiny Panel was to investigate the impact of anti-social behaviour on the town.

### **Key lines of Inquiry:**

- To investigate the levels of anti-social behaviour in the town, such as tackling psychoactive substances, alcohol, littering (including chewing gum), graffiti, fly-tipping, street urination and dog fouling
- To consider the nature of the psychoactive substances market and any health consequences
- To review the policies and strategies for dealing with the impact of anti-social behaviour in the town
- To consider the paper/Bill that is currently being drafted by the Home Office to address the issue of psychoactive substances
- To identify the prevention strategies that can help to address anti-social behaviour on the town
- To identify 'hotspots' of the impact of anti-social behaviour on the town
- To consider the enforcement powers that the Council and other Agencies has in respect of anti-social behaviour
- To consider how Northampton Borough Council can work in partnership with local groups, Agencies, organisations and residents to reduce and prevent the impact anti-social behaviour has on the town

The required outcomes were to make informed recommendations to all relevant parties on methods to deal with anti-social behaviour on the town

The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the impact of anti-social behaviour on the town. The Overview and Scrutiny Committee commissioned Scrutiny Panel 2 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

The Scrutiny Panel was made up of Members from the Overview and Scrutiny Committee: Councillor Dennis Meredith (Chair); Councillor Phil Larratt (Vice Chair); Councillors Jamie Lane, Brian Oldham, Zoe Smith and Graham Walker; together with other non-Executives Councillors Tony Ansell, Anamul Haque (Enam).



## CONCLUSIONS AND KEY FINDINGS

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

7.1 The definition of anti-social behaviour is defined within section 2 (1) of the Anti-Social Behaviour, Crime and Policing Act 2014:

- a) "Conduct that has caused, or is likely to cause, harassment, alarm or distress to any person"
- b) "Conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises"
- c) "Conduct capable of causing housing-related nuisance or annoyance to any person"

Anti-Social behaviour (ASB) therefore includes:

- Rowdy, noisy behaviour, including night-time noise from houses or gardens
- Threatening, drunken or "yobbish" behaviour
- Vandalism, graffiti and fly-posting
- Litter and fly-tipping rubbish
- Aggressive begging and street drinking

7.2 The Scrutiny Panel realises that when ASB is dealt with, the environment it is being committed in is also looked at. One size does not fit all.

7.3 There is a need for a consistent approach which looks to address the root causes of anti-social behaviour (ASB) rather than dealing with the end results.

7.4 In ensuring that an effective response is provided in supporting victims/witnesses and addressing perpetrators behaviour, it is recognised that the ECIN's case management system is the central location for detailing and logging all anti-social behaviour cases for Northampton Borough Council and also its partners.

7.5 The Scrutiny Panel recognises the Multi-Agency approach to tackling ASB, supporting victims/witnesses and the range of support, interventions and enforcement options available/undertaken.

7.6 The Scrutiny Panel recognises the Council and the Police work in partnership to manage anti-social behaviour and maximise resources. However, as anti-social behaviour occurs any time of the day it is not possible to have resources on hand throughout 24 hours. There are

limitations to resources and legislative powers which prevent the Council and Police, as well as differing priorities that can impact upon what action is taken.

- 7.7 The Scrutiny Panel recognised that the Anti-Social Behaviour Unit is a valuable resource in dealing with anti-social behaviour.
- 7.8 The relationship between the Police and licensees is a positive one. The Police continue to try new initiatives to improve their policing of the Night Time Economy, and that they continue to be willing to listen to Pubwatch's feedback. The Scrutiny Panel felt that this partnership is helping to reduce ASB within the night-time economy.
- 7.9 The Police become involved when ASB takes place. Offenders are signposted for the relevant support. Through the current Designated Public Spaces Order the Police and Neighbourhood Wardens have powers that, allow the designated person to confiscate alcohol where it is felt it could lead to ASB. This will be further broadened to deal with a wider range of ASB issues when the Public Spaces Order comes into force later this year. The Scrutiny Panel gives its support to the introduction of the proposed Public Spaces Protection Order.
- 7.10 In noting good examples of partnership working, the Scrutiny Panel felt there is an overriding need to deal with issues holistically and not in isolation by partner Agencies. The Scrutiny Panel felt it would be beneficial that consideration is given to a Task Force approach consisting of representatives from the Police, ASBU, Council Wardens, Housing, Health, Licensing and partners. It is important to note that a broad multi-Agency approach is already in place in addressing issues of ASB. The Scrutiny Panel emphasises however, that although evidence received suggests the need for a focussed Town Centre Task Force, the Northampton Anti-Social Behaviour (ASB) Group and its Working Groups – Rough Sleepers, Beggars, and Town Centre Task Group link to the Community Safety Partnership with a broad approach to ASB covering the whole town.
- 7.11 The Scrutiny Panel is pleased to note that ASB has been reducing within all three categories over the last three years. It highlights that Police recorded incidents differ to public perception on ASB. However, public perception on dealing with ASB is improving. The actual issues, versus perceived issues, are an area which should be clarified to ensure the appropriate actions and resources are made.
- 7.12 Evidence received indicates that Community Protection Notices (CPN) are proving effective. It is an escalation process. The Scrutiny Panel

highlights that a lot of the legislation is newly implemented and that it will take time to embed.

- 7.13 The good work of the Street Pastors is commended. The Scrutiny Panel acknowledges that Street Pastors are volunteers.
- 7.14 The Scrutiny Panel welcomes the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as street football, Street and School Pastors and Weeks of Action. In relation to how these are advertised and promoted it acknowledges that the Communication Team uses a variety of methods including social media to promote the activities. Ward Councillors could promote such activities within their wards, for example using community notices boards and their local surgeries.
- 7.15 The Scrutiny Panel supports the previous “Green Book” (that provided information on the Agencies which provide support to vulnerable people) that was issued to all Councillors back in 2003. This was a useful document that contained details of Agencies and contacts. It was felt that such a document should be re-visited. The Scrutiny Panel, therefore, highlights the need for an information leaflet that details where vulnerable people such as Street Drinkers, Rough Sleepers and Beggars can go for assistance. Councillors could then distribute such documents as appropriate.
- 7.16 From its site visit of the town centre, the Scrutiny Panel felt there is the need for continued training for Neighbourhood Wardens, particularly in relation to Street Drinkers. The Scrutiny Panel acknowledges that all newly recruited Neighbourhood Wardens have received training delivered by the University and all Neighbourhood Wardens have received training on handling confrontation situations.
- 7.17 Evidence received suggests that work shadowing between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling anti-social behaviour would be a useful exercise. An example of this is where trainee Police Officers shadow Officers at Northampton Partnership Homes (NPH).
- 7.18 Evidence received highlights that area based meetings at an operational level allows the sharing of information, intelligence and development of action plans at a local level to address issues of concern. It is felt this approach leads to a number of quick wins. The Scrutiny Panel acknowledges that it is apparent where perpetrators of ASB are youths or juveniles; a contributory factor is the lack of local facilities. It is often cited from those engaged in anti-social behaviour that they were bored and had nothing better to do. This may also be linked to a lack of

training and employment opportunities. The Scrutiny Panel realises that other towns provide areas for youths to congregate and that they have been successful.

- 7.19 Evidence received emphasises Street Drinkers and Beggars congregate around the town. It would be useful for these areas to be patrolled regularly by Neighbourhood Wardens. Some individuals also congregate on the Market Square at night.
- 7.20 The Scrutiny Panel is impressed by the work of “Hazard Alley” in Milton Keynes and commends its effectiveness. It is a unit that has a mock set up of various scenes such as fire safety, home safety etc. Hazard Alley is run by a Charity and a visit forms part of the Junior Warden Scheme in Northampton.
- 7.21 The Scrutiny Panel conveys its concerns regarding some licensed establishments serving small quantities of alcohol to Street Drinkers early in the morning. The Scrutiny Panel was pleased to note that two Off Licences in the town centre are not now permitted to serve alcohol before 10am and cannot sell less than four cans at a time.
- 7.22 The Scrutiny Panel acknowledges that alcohol and drug usage are a key factor to anti-social behaviour and there is a need to look at opening hours. The Scrutiny Panel would welcome support that can be provided through Partnership Grants for street based service to support substance abuse.
- 7.23 The Scrutiny Panel is aware that a wet area in the town for Street Drinkers is subject to discussion. Other areas in the county have such an area, for example Corby. It acknowledges that previously the town did have a wet area located near to the old Fish Market and it had been entitled “Tolerance area”. Drinkers became badly behaved and it impacted upon nearby businesses and it was removed. A wet area has to be supervised and can be resource intensive.
- 7.24 The Scrutiny Panel felt that issues such as times that shops can sell alcohol, such as early in the morning, causes such problems. There is a need for such conditions on certain licences to be reviewed, such as the sale of alcohol early in the morning. This would take away the problems of street drinkers that are present early in the morning in the town centre. It is acknowledged that licences can only be reviewed if there are issues with how a premise is operating. However, evidence received highlights that restricting alcohol early in the morning to those dependent on it can cause them to go into “dependency mode” and require medical assistance.

- 7.25 Psychoactive substances are sold in the town and are known nationally as 'legal highs'. There has been a swift increase in the amount and range of new substances, with their open sale in retail outlets and through the Internet. Evidence received highlights these substances pose a serious risk to public health.
- 7.26 Evidence received highlights the need for awareness raising around the issues caused by psychoactive substances, such as the health implications and resulting anti-social behaviour. Evidence demonstrates the health consequences of using psychoactive drugs include people having panic attacks, feeling extreme paranoia or anxiety. Several young people and adults have been hospitalised with some needing mental health support. Some people have had severe nose bleeds or had severe cravings and withdrawal symptoms. Some individuals may develop short term mental health problems through the use of these substances.
- 7.27 Evidence received confirms that based on local knowledge of Northampton, the Anti-Social Behaviour Unit (ASBU) is currently aware of two outlets for psychoactive substances. The ASBU served a Community Protection Notice warning letter in relation to one of these premises in February 2015 due to the volume of people attending the shop and congregating outside causing disturbances within the street prior to the premises opening. Since that time, complaints regarding the issues surrounding the shop have ceased.
- 7.28 The Scrutiny Panel supports the Government Bill in relation to psychoactive substances. It realises that such an Act will stop retailing and wholesaling of psychoactive substances in the UK. The Act was published on 29 January 2016 but requires commencement Orders to give it effect.
- 7.29 The Scrutiny Panel felt that the hotline number of Network Rail would be useful for all ward Councillors to be aware of in respect of reporting issues such as graffiti on Network Rail land.
- 7.30 Evidence received confirms that due to spells of severe weather and reduced temperatures in the winter, more rough sleepers will choose to engage with advice and support services and ask for help during this time of the year. It does not necessarily mean that more people are sleeping rough.

## RECOMMENDATIONS

The above overall findings have formed the basis for the following recommendations: -

The purpose of this Scrutiny Panel was to look at how partners locally, including the private sector, can work together to influence the local economy.

Scrutiny Panel 1 recommends to Cabinet :

- 8.1.1 Ward Councillors and Partner Agencies are ask to promote the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as Street Football, Street and School Pastors and Weeks of Action within their wards.
- 8.1.2 Councillors give consideration, through the Councillor Community (Enabling) Fund, to supporting Junior Warden Schemes and other relevant youth schemes that address anti-social behaviour, in their local area.
- 8.1.3 All Councillors, in particular the Cabinet Member for Community Safety, are encouraged to attend the open day at Hazard Alley, Milton Keynes on 24 July 2016.
- 8.1.4 The work of Hazard Alley is promoted to all primary schools in the borough.
- 8.1.5 Network Rail's 24-hour helpline number: 03457 11 41 41 and on-line form for reporting issues, including graffiti, is issued to all County Council and Northampton Borough Councillors .
- 8.1.6 It is ascertained whether the Council has authority to remove graffiti on railway land and buildings bordering the railway and train station.
- 8.1.7 Neighbourhood Wardens responsible for the town centre are issued with a body worn CCTV camera on a trial basis of six months, following which their effectiveness is assessed; with a view to extending the trial further, outside the town centre, to include parks and open spaces.
- 8.1.8 The Induction Training Programme for Neighbourhood Wardens includes the awareness of substance misuse and dealing with Street Drinkers.

- 8.1.9 When reports of fly-tipping are made by Neighbourhood Wardens the rubbish is collected as a matter of urgency.
- 8.1.10 The option of Neighbourhood Wardens working from a local community base on a regular basis is explored. The purpose being for residents to meet with the Neighbourhood Warden and share any issues they may have. The days and times that the Neighbourhood Warden is based at one of the community locations should be widely promoted within the ward.
- 8.1.11 Neighbourhood Wardens continue to patrol the town centre, twice a day, to discourage, and move on, Street Drinkers and Beggars.
- 8.1.12 Consideration is given to looking at the hours of operation for Neighbourhood Wardens.
- 8.1.13 The option of providing a shelter (“Wet Area”), or similar area, where Street Drinkers can congregate is explored.
- 8.1.14 The Council, together with relevant partner Agencies, adopts a zero tolerance approach to street drinking in the town.
- 8.1.15 In acknowledging the need to ascertain why individuals rough sleep and street drink; the development and implementation of the Council’s Rough Sleepers Strategy is fully supported. This will include linking in with Voluntary Organisations to establish how they can and do provide assistance.
- 8.1.16 All Agencies dealing with anti-social behaviour are recommended to link in with, and make referrals to the Northampton Anti-Social Behaviour Unit (ASBU) to ensure effective management of anti-social behaviour issues/cases.
- 8.1.18 NBC, and its partner Agencies, utilise the Case Management System, called ECINs, as the central point for recording ASB issues and case building on individuals and problem premises.
- 8.1.19 All Agencies work together to ensure that both victims and perpetrators are aware of the anti-social behaviour support available.
- 8.1.20 A document, similar to the “Green Book” that provides information on the Agencies which provide support to vulnerable people is produced and distributed to all Councillors in the borough.

- 8.1.21 Existing resources are reviewed to ascertain whether a further multi-agency “Task Force” approach is required in addressing anti-social behaviours for the town.
- 8.1.22 Support is given through Partnership Grants for street based service to support substance misuse and Street Drinking.
- 8.1.23 Relevant Officers, such as Neighbourhood Wardens and Park Rangers, attend an awareness raising session around psychoactive substances and drug and alcohol misuse. A similar session is included within the Councillor Development Programme 2016/2017.
- 8.1.24 The Council supports any activity through the Health and Wellbeing Partnership in addressing issues caused by psychoactive substances, drug and alcohol misuse, such as the health implications and anti-social behaviour.
- 8.1.25 The Scrutiny Panel formally informs Cabinet that it fully supports the Community Protection Notice process and highlights the positive effect this has in addressing and reducing acts of anti-social behaviour.
- 8.1.26 The Council, together with its partners, look to implement a shadowing programme between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling anti-social behaviour.
- 8.1.27 Northampton Borough Council urges the new Police and Crime Commissioner, when developing his Policing Plan relevant to the borough of Northampton, to include a more proactive approach to dealing with anti-social behaviour issues, particularly relating to begging, Street Drinking, urinating and defecating in the street and the night time economy.

### **Licensing Committee**

- 8.1.28 It is recommended to the Licensing Committee that conditions on problem licensed premises are reviewed, when it is identified that their working practices are contributing to ASB in the town, and they are failing to meet their licensing responsibilities.
- 8.1.29 It is recommended to the Licensing Committee that it reviews the Licensing Policy with a view to opposing the early morning sales of alcohol.



## **Overview and Scrutiny Committee**

- 8.1.30 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

# NORTHAMPTON BOROUGH COUNCIL

## Overview and Scrutiny

### Report of Scrutiny Panel - Impact of Anti-Social Behaviour on the Town

#### 1 Purpose

- 1.1 The purpose of the Scrutiny Panel was to investigate the impact of anti-social behaviour on the town.

#### Key lines of Inquiry:

- To investigate the levels of anti-social behaviour in the town, such as tackling psychoactive substances, alcohol, littering (including chewing gum), graffiti, fly-tipping, street urination and dog fouling
  - To consider the nature of the psychoactive substances market and any health consequences
  - To review the policies and strategies for dealing with the impact of anti-social behaviour in the town
  - To consider the paper/Bill that is currently being drafted by the Home Office to address the issue of psychoactive substances
  - To identify the prevention strategies that can help to address anti-social behaviour on the town
  - To identify 'hotspots' of the impact of anti-social behaviour on the town
  - To consider the enforcement powers that the Council and other Agencies has in respect of anti-social behaviour
  - To consider how Northampton Borough Council can work in partnership with local groups, Agencies, organisations and residents to reduce and prevent the impact anti-social behaviour has on the town
- 1.2 A copy of the scope of the review is attached at Appendix A.

#### 2 Context and Background

- 2.1 The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the impact of anti-social behaviour on the town. The Overview and Scrutiny Committee commissioned Scrutiny Panel 2 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

- 2.2 This review links to the Council’s corporate priorities, particularly corporate priority 2 - Invest in safer, cleaner neighbourhoods - Creating an attractive, clean and safe environment.
- 2.3 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council’s corporate priorities:

Background data, including:

- Presentation to set the scene: “The Council’s responsibilities in respect of dealing with anti-social behaviour and how issues outside the Council’s responsibilities are dealt with” and “what psychoactive substances are”
- Relevant national, other background research papers and relevant Legislation, such as:
  - Environmental Protection Act 1990
  - Drug Strategy 2010
  - Clean Neighbourhoods and Environment Act 2005
  - Fouling of Land By Dogs Order 2014
  - Misuse of Drugs Act 1971
  - Intoxicating Substances (Supply) Act 1985
  - Anti-Social Behaviour, Crime and Policing Act 201
- Relevant data:
  - Hotspots and trends
  - Statistical data, such as Fixed Penalty Notices (FPN), Community Protection Notices (CPN)
  - Job descriptions of Neighbourhood Wardens and Park Rangers, Northampton Borough Council (NBC)
- Best practice and successful initiatives in both Northampton and elsewhere
- Case studies
- Witness evidence:

**Internal**

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Cabinet Member for Community Safety, NBC
- Cabinet Member for Regeneration, Enterprise and Planning, NBC

- Neighbourhood Wardens and Manager
- Park Rangers, NBC
- Community Safety Manager, NBC
- Town Centre Manager, NBC
- Environmental Health and Licensing Manager, NBC
- Town Centre Ranger

### **External**

- Parish Councils
- Area Commander, Northants Police
- Town Centre Police Inspector, Northants Police
- Substance 2 Solutions (S2S), Northamptonshire (services for adults)
- CAN, Northamptonshire (services for young people)
- Director of Public Health, Northamptonshire County Council (NCC)
- Director, Accident and Emergency, Northampton General Hospital
- Director, East Midlands Ambulance Service
- Chief Executive, Northampton Partnership Homes (NPH)
- Chair, Market Action Group
- Chair, Town Centre BID
- Director, Trading Standards, NCC
- Conservation Area Committees
- Chair, PubWatch
- Chair, Northampton Retail Crime Initiative
- Director, Network Rail and Director, London Midland – Anti Graffiti Policies

## **3 Evidence Collection**

3.1 Evidence was collected from a variety of sources:

### **3.2 Background reports and information**

[Presentation to set the scene](#) – Approach to Anti-Social Behaviour in Northampton

[Presentation – New Anti Social Behaviour Powers \(including Street Drinking\)](#)

## **Drug Strategy 2010**

- 3.2.1 On 8 December 2010 the Government launched its new drug strategy, *'Reducing demand, restricting supply, building recovery: supporting people to live a drug-free life'*.
- 3.2.2 It sets out the Government's approach to tackling drugs and addressing alcohol dependence, both of which are key causes of societal harm, including crime, family breakdown and poverty.

The Drug Strategy 2010:

- puts more responsibility on individuals to seek help and overcome dependency
- places emphasis on providing a more holistic approach, by addressing other issues in addition to treatment to support people dependent on drugs or alcohol, such as offending, employment and housing
- aims to reduce demand
- takes an uncompromising approach to crack down on those involved in the drug supply both at home and abroad
- puts power and accountability in the hands of local communities to tackle drugs and the harms they cause

- 3.2.3 The full Drug Strategy 2010 can be located [here](#).

## **Drug Strategy Third Annual Review 2015**

- 3.2.4 Annual reviews of the Drug Strategy have been undertaken. The latest review took place in 2015. It is the third annual review and updates progress on the 3 strands of the strategy since December 2013. The review highlights the actions taken and the priorities for the year ahead on reducing demand, restricting supply and building recovery. Case studies are also provided.
- 3.2.5 It is reported that over the past four years, the Government has taken a comprehensive and evidence-based approach to tackling the challenges caused by drugs, including psychoactive substances (NPS) through the three key themes of the Strategy: Reducing Demand, Restricting Supply and Building Recovery.
- 3.2.6 The review states that there are positive signs that this approach is working:

- There has been a long term downward trend in drug use among 16-59 year olds over the last decade, from 12.2% in 2003/4 to 8.8% in 2013/14, and drug use has also fallen among 11 to 15

years olds since a peak in 2003. In addition, the number of heroin and crack cocaine users has fallen to 294,000 (2011/12). This continues the declining trend since 2008/09, with the number falling below 300,000 for the first time in 2010/11 (since current estimates began in 2004/5).

- More people are recovering from their dependency now than in 2009-10, and the average waiting time to access treatment is down to three days.
- The police and Border Force continue to seize significant quantities of drugs off the streets and at our borders, with 193,999 seizures being reported in 2013/2014 in England and Wales. Our key achievements over the past year have included:

### 3.2.7 Key achievements over the past year have included:

- The Reducing Demand strand of the Strategy has been refreshed and action is now being taken across a wider range of at risk groups, ensuring the Government is responding to new challenges including NPS, and capitalising on the role of Public Health England (PHE) in supporting local commissioners and practitioners to implement evidence-based prevention activity.
- Local areas are being supported with the necessary resource and guidance to design and commission integrated services that meet both the needs of individuals and the wider community. A high level snapshot review of commissioning showed that there was a collective determination amongst local authorities in England and Wales to deliver and improve outcomes. The Government has attached a new condition to the Public Health Grant requiring local authorities to have regard for the need to improve the take up of, and outcomes from, drug and alcohol treatment services and the Government has launched a Health Premium Incentive Scheme. This will offer a payment to those local authorities that show an improvement in the number of people who recover from drug dependency.
- Through strong and coordinated enforcement action, it is reported that the Government has continued to disrupt the activities of those selling and trafficking illegal drugs. One year on from its introduction and the launch of the Serious and Organised Crime Strategy, the National Crime Agency (NCA) is now leading UK law enforcement's fight to cut serious and organised crime impacting the UK. Between October 2013 and

September 2014, the NCA achieved over 920 disruptions of serious and organised criminals and their groups. It led coordinated operational activity resulting in the arrest of 2,048 people in the UK and 1,181 overseas, 415 convictions and the seizure of 213 tonnes of drugs. In addition, the Government introduced new powers for law enforcement agencies to target the domestic trade in suspected drug cutting agents that are used by organised criminals.

- The Government has ongoing action across all three strands of the Strategy to tackle the reckless trade in NPS and protect the public. Recognising nevertheless that more needed to be done it commissioned a review by an expert panel to see where it could go further.

3.2.8 A copy of the third annual review of the Strategy can be located [here](#).

### **Misuse of Drugs Act 1971**

3.2.9 The main purpose of the Act is to prevent the misuse of controlled drugs and achieves this by imposing a complete ban on the possession, supply, manufacture, import and export of controlled drugs except as allowed by regulations or by licence from the Secretary of State.

3.2.10 Offences under the Misuse of Drugs Act 1971 include:

- Possession of a controlled drug unlawfully
- Possession of a controlled drug with intent to supply it
- Supplying or offering to supply a controlled drug (even where no charge is made for the drug)
- Allowing premises you occupy or manage to be used unlawfully for the purpose of producing or supplying controlled drugs

3.2.11 The Act sets out four separate categories: Class A, Class B, Class C and temporary class drugs. Substances may be removed and added to different parts of the schedule by statutory instrument.

3.2.12 Class A includes heroine, cocaine, crack, MDMA (“ecstasy”), methamphetamine, LSD, DMT and psilocybin mushrooms

3.2.13 Class B includes amphetamine, cannabis, codeine, Ketamine, methoxetamine and methyphenidate. Any class B drug that is prepared for injections becomes a class A substance.

3.2.14 Class C includes GHB, diazepam, flunitrazepam and most other tranquillisers, sleeping tablets and benzodiazepines as well as anabolic steroids.

3.2.15 Temporary Class includes 6-APB, 5PPB, 25C-NBOMe, 25B-NBOMe and 251-NBOMe

3.2.16 A copy of the Misuse of Drugs Act 1971 can be located [here](#).

### **Intoxicating Substances (Supply) Act 1985**

3.2.17 The Intoxicating Substances (Supply) Act 1985 made it an offence for people to supply substances that are not controlled by the Misuse of Drugs Act 1971 to people under 18 years of age when it is likely that the substance could be inhaled for the purpose of intoxication.

3.2.18 The legislation was drafted in the 1980s due to concern over solvent abuse but was used in the 2010s to prosecute those selling “designer drugs” that are inhaled. Designer drugs are a structural or functional analog of a controlled substance that has been designed to mimic the pharmacological effects of the original drug while at the same time, avoid being classified as illegal and/or avoid detection in standard drug tests. Designer drugs include psychoactive substances

3.2.19 A copy of the Intoxicating Substances (Supply) Act 1985 can be located [here](#).

### **Anti-Social Behaviour, Crime and Policing Act 2014**

3.2.20 The Anti-Social Behaviour, Crime and Policing Act 2014 came into effect on 20 October 2014. The Act introduced some radical changes to how Bodies and Agencies deal with anti-social behaviour so that they can be more effective.

The Act sets out the following six tools for Agencies:

1. **Injunction** – forbids someone from doing something. There are 2 tests. Causing nuisance and annoyance in residential setting. And causing harassment, alarm or distress elsewhere.

2. **Criminal Behaviour Order** – this is for if someone convicted of a crime if the court thinks they will continue to cause anti-social behaviour. They can give a Criminal Behaviour Order to stop them doing this anti-social behaviour.



3. **Dispersal Powers** – allows the Police to direct people to leave a public place and not return for a specified time, for example 24 hours.

4. **Community Protection Notices and Orders** – to stop ongoing environmental anti-social behaviour. This can be used against individuals or organisations.

5. **Public Spaces Protection Order**– deals with a nuisance or problem in a public area. The order applies to everyone.

6. **Closure of Premises** – prevents entry to a building because the use of that place has resulted in anti-social behaviour. This could be a house, a pub, etc.

3.2.21 A copy of the Anti-Social Behaviour, Crime and Policing Act 2014 can be located [here](#).

### **Town Centre Sweeping**

Out of hours sweeping carried out by staff from street cleansing on a rota basis

- Saturday and Sunday Mornings (05.00—09.30)
- Sweeping of town centre and other zone 1 areas
- mini mechanical sweeper, (includes Kettering road and Wellingborough road as well as town centre )
- mini mechanical sweeper with for main town centre
- town centre truck for other zone 1 areas out of town centre and providing a bag collection for other crews
- all finish on market square and sweep
- Saturday all day (10.00 am-20.00pm)
- Staff (8.00 hours) sweeping and emptying bins in town centre. Bags picked up at the end of the day.

### **Homelessness and Rough Sleeper Data**

3.2.22 Due to spells of severe weather and reduced temperatures in the winter, more rough sleepers will choose to engage with advice and support services and ask for help during this time of the year. It does not necessarily mean that more people are sleeping rough.

3.2.23 There has been a visible increase in the number of people sleeping rough in Northampton. There were 19 rough sleepers reported in

November 2014 and 25 in November 2015. Two outreach sessions are carried out each week, one early in the morning and the other late at night when it is more likely to find a rough sleeper bedded down.

3.2.24 The average number of rough sleepers seen during each outreach session was five in October 2015, four in November 2015 and six in December 2015. During the same period, the highest number of rough sleepers seen during an outreach session was eleven in October 2015, eleven in November 2015 and thirteen in December 2015.

3.2.25 A multi-Agency project team is being established to prepare for, and co-ordinate, a comprehensive rough sleepers' count in February 2016. The count will cover the whole of the Borough and efforts will be made to engage every rough sleeper who is found on that night.

3.2.26 The rough sleepers count will inform the development of Northampton's 3 year multi agency Rough Sleepers Strategy which is being kick-started at a half day workshop early February 2016.

3.2.27 Organised by the Council's Housing & Wellbeing Service and Community Safety Team, the Rough Sleepers Strategy workshop will be attended by a broad range of local organisations, including charities, faith groups, health professionals, advice and support providers and the Police. During the workshop, participants will share ideas and information and will be asked to consider, and sign up to, a fresh approach that will ensure that every organisation is doing everything it can to tackle, prevent and reduce rough sleeping in the borough.

3.2.28 In the meantime, the SWEP (Severe Weather Emergency Protocol) Project – a partnership between the Council, NAASH and the Hope Centre, based at Oasis House – will operate again to provide rough sleepers with emergency shelter, food, advice and support when temperatures drop to below freezing and are forecast to remain that low for at least 3 consecutive nights.

### **3.3.1 Background statistics**

#### [Performance and Hotspot Data:](#)

- Performance Data by Anti-Social Behaviour Incidents.
- Performance Data by Volume of Anti-Social Behaviour Incidents.

- Performance Data by Type & Categorisation of Anti-Social Behaviour Incidents.
- 2014/15 Hotspot Location Performance Data by Priority Wards
- Cross County Comparative Performance.
- Police Public Attitudes Survey: Perceptions of Anti-Social Behaviour
- Performance Data: Use of Tools & Powers in Tackling Anti-Social Behaviour.

### **3.3 Core questions**

3.3.1 The Scrutiny Panel devised a series of core questions that it put to key witnesses over a cycle of meetings (Copy at Appendix B).

3.3.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 8 October 2015, 10 December 2015 and 29 January 2016.

3.3.3 Salient points of evidence:

#### **Cabinet Member for Environment and Cabinet Member for Community Safety, Northampton Borough Council (NBC)**

- Northampton Borough Council (NBC) has a statutory responsibility to respond to issues of anti-social behaviour through Crime & Disorder Act 1998, Anti-Social Behaviour Act 2003 and Anti-Social Behaviour, Crime & Policing Act 2014.
- NBC is joint lead agency, in partnership with Northants Police, in dealing with anti-social behaviour in Northampton. In response to recommendations in the Crime & Disorder Act 1998, established and host a multi-agency Anti-Social Behaviour Unit (ASBU) in 2001. The ASBU continues to be hosted by NBC, sitting within the Community Safety Team and reporting to the Community Safety Partnership.
- There are numerous pieces of legislation that deal with ASB, the principle ones being the Crime & Disorder Act 1998, Anti-Social Behaviour Act 2003 and Anti- Social Behaviour, Crime & Policing Act 2014. To support this, NBC produced an ASB Policy. This has now been superseded by a multi-agency Countywide Anti-Social Behaviour Reduction Strategy, adopted by NBC in early 2015. This strategy lays out clearly our aims, principles and objectives in addressing ASB.

- To support any enforcement activity taken around addressing ASB there are established protocols and procedures in place for any enforcement action that is undertaken.
- Responsibility for dealing with anti-social behaviour sits with all agencies. A multi-agency approach is taken as it is important that agencies pick up on issues as soon as possible. The ASBU is not a public facing unit. There is a set referral process in place. This ensures that relevant departments/agencies are dealing with reported ASB issues in the first instance, with the aim of achieving an early response and resolution. In all cases an early resolution will be sought before it is escalated to the ASBU. This approach results in only the more problematic cases being referred to the ASBU and then a staged approach being taken:
- Referral made by Agencies such as: Police, Neighbourhood Warden, Environmental Health, Housing provider.
  - Case is placed on ECIN's multi-agency case management system (if not already on)
  - Contact is made with perpetrator, and in most cases a warning letter is issued
  - Contact made with victim/s and support offered/arranged
  - Case reviewed, and taken to monthly Northampton Anti-Social Behaviour Action Group meeting (NASBAG)
  - Intervention/support identified for perpetrator if relevant
  - Case file built, ongoing monitoring of problem and court action taken if required
- The Community Safety Partnership produces an annual Strategic Assessment and bi-monthly data reports focussed on crime and community safety. These documents include data/information on ASB issues and hot spot locations, enabling the CSP to respond effectively and timely to issues.
- ASB is supported through existing mainstream budget within the Community Safety team. The team consists of 1x Community Safety Manager, 1x Community Safety Project Officer, 1x Senior ASB Case Manager, 1 x ASB Case Manager, 1x ASB Support Officer, 1 x Police Sergeant (seconded), 1x Police Officer (seconded)
- In the past the Community Safety Partnership (CSP) has received funding that has enabled specific pieces of work and projects to be undertaken to address ASB. Unfortunately this funding was withdrawn in 2015, so any activity undertaken is now cost limited.
- Projects that have, or are being undertaken are:

- Street Football
  - Street & School Pastors
  - Jam in the Hood Youth project
  - Drug & Alcohol support worker
  - Killing with Kindness Campaign
  - Weeks of Action
  - Youth outreach support
- The past couple of years have seen a great improvement in partnership working in the ASB arena with agencies and departments, both across the county and in the local area. There are multi-agency groups that sit at a local and countywide level. There is a countywide group that has been specifically focussed on the new ASB powers to ensure continuity in their application across the county. This has seen the adoption of agreed processes and templates for all the county LA's.
  - In 2014, ECINS, a cloud based multi-agency ASB case management system was introduced. This has seen a more effective approach to sharing of information between and across agencies, providing a joined up approach in referrals, case management/building, resulting in swifter responses and outcomes. However, the use of the ECINS system is piecemeal across agencies, with some officers using it more effectively and regularly than others.
  - Co-ordination and information sharing between Agencies is on the whole very good. A structured referral process supported by the multi-agency NASBAG meetings enable the complex cases to be managed and monitored effectively. The NBC/Police ASBU is located with other key teams within NBC and this has resulted in a greater exchange of information and a further improved response to issues. The introduction of ECINS has been invaluable in improving the management of ASB cases, but there is room for improvement in its use by Agencies/officers.
  - The co-ordination of activities to provide intervention and support when dealing with lower level anti-social behaviour could be improved upon. This can be achieved by improved communication between agencies, utilising existing working groups such as the CSP Board and CSP task groups, such as the Officer Group and NABAG.
  - A Countywide Anti-Social Behaviour Reduction Strategy is in existence that provides a joined up multi-agency approach to dealing with ASB. The vision, principles and objectives within this strategy should be fully

adopted by all partner organisations. The delivery of this strategy is supported by the Countywide ASB & Hate Crime Group Operationally, there are already well established groups at a countywide and local level that should continue to be utilised and built upon, in order to ensure effective communications and service delivery between agencies.

- All powers as listed within the Anti-Social Behaviour, Crime & Policing Act 2014. Powers that are primarily used are: Criminal Behaviour Orders, Civil Injunctions, Community Protection Warnings & Notices, Public Spaces Protection Orders, Injunctions, Fixed Penalty Notices
- The Cabinet Members are aware of the issue and the health implications for people using these psychoactive substances. The ASBU has supported the Police in addressing issues with some retailers who sell these products. A Community Protection Warning has been used to great effect with one business, resulting in a marked reduction of ASB outside the premises.
- Generally from the vast majority of cases that are dealt with, ASB is due to a person or group of people's behaviour and their lack of awareness or consideration for others. In a number of cases there is often contributing factors such as drugs, alcohol or homelessness.
- Underlying work with other Agencies is underway, through the Community Safety Partnership and health providers; looking to provide help and assistance to vulnerable people.

### **Environmental Protection Manager and Neighbourhood Wardens, Northampton Borough Council (NBC)**

- Northampton Borough Council's "Direct Services" is the department that provides the Neighbourhood Warden and Park Ranger Services. Officers come face to face with the general public on a daily basis. They are empowered to take enforcement action against anybody that is acting in an anti-social manner, such as: Dog fouling enforcement, dropping of litter offenses, removal of alcohol from people drinking on the street and tobacco off underage children. They are also a conduit to escalate the more serious offenses to the Anti-Social Behaviour Unit (ASBU).
- The more serious offenses are dealt with by the ASBU using the Policies and Procedures' that govern their legal actions. The Neighbourhood Wardens and the Park Rangers are required to undergo training in order to become an "Accredited Person" for the

purposes of the Police Reform Act 2002. This gives them the power to acquire from an offender their name and address, so that a fixed penalty notice can be issued.

- The Neighbourhood Wardens and the Park Rangers liaise with local schools to educate and raise awareness about environmental issues and to promote the Junior Wardens Scheme. They deal with enquiries/complaints/correspondence from members of the public, assessing the nature and priority of the query and initiating any remedial action, such as, liaise with the Police, other agencies and our own internal services to inform of, or investigate offences. They will take enforcement action under appropriate legislation, including the issuing of Section 46 notices and fixed penalty notices in respect of incidents of environmental defacement including dropping of litter, failing to pick up after their dog and fly-tipping/side waste. The Neighbourhood Warden will arrange for the removal of untaxed or uninsured cars off the Highway or Housing land working in partnership with ELVIS (End of Life Vehicle Impound Scheme).
- Apart from the budget provided by the Council to employ the Neighbourhood Wardens and Park Rangers, there is a budget for small purchases, such as, graffiti wipes, litter pickers and bags, etc.
- The current Partnership arrangements are working well for the Neighbourhood Wardens and Park Rangers.
- There is adequate coordination between the different Agencies.
- Neighbourhood Wardens, more so than the Park Rangers, in the town centre do come into contact on a daily basis with street beggars, drinkers and rough sleepers. These daily encounters do consume much of the Neighbourhood Wardens time when on the town centre, when they could be carrying out other duties.
- The existing arrangements that link Agencies together would be adequate, if they were properly resourced.
- The Neighbourhood Wardens and the Park Rangers are required to undergo training in order to become an “Accredited Person” for the purposes of the Police Reform Act 2002. This gives them the power to acquire from an offender their name and address, so that a fixed penalty notice can be issued. They will take enforcement action under appropriate legislation, including the issuing of Section 46 notices and fixed penalty notices in respect of incidents of environmental defacement including dropping of litter, failing to pick up after their dog and fly-tipping/side waste. The Neighbourhood Warden will arrange for the removal of untaxed or uninsured cars off the Highway or Housing land.

- The Neighbourhood Warden and Park Ranger resources provided by the Council are adequate for minor offences. There has been an increase of rough sleepers, drinkers, beggars and people taking illegal highs within the town centre.
- A key contributing factor to anti-social behaviour across the town comes from elements of the community that have no regard to the laws / regulations that govern our civilised society.
- The Junior Warden Scheme can be organised in a couple of ways. It can comprise of officer time with support from other Agencies by delivering presentations at school assemblies. . Or, as above, but with a specialist trip to Milton Keynes Hazard Alley Safety Centre at a cost of £600 per group. Approximately 6 Junior Warden Schemes are run each year, which are paid for by either the Growing Together Scheme or by Councillor Empowerment funding.

### **Park Rangers, Northampton Borough Council (NBC)**

- Park Rangers deal with minor offenses using their devolved powers from Northamptonshire Police, such as dog fouling enforcement, litter offences, removal of tobacco and alcohol; these can result in a fixed penalty notice (FPN).
- They undertake regular patrols targeting anti-social behaviour, reporting of vandalism, reactive work to avoid the broken window effect. Any information gathered is forwarded to the Police or relevant department. Conducting dog fouling rotas which target the worst affected areas. Work with community groups such as the Friends of the Park and Community Payback Teams conducting litter picks and clean ups in response to environmental anti-social behaviour taking place.
- There is limited funding, the Park Rangers have access to small amounts of budget for purchasing items for tackling anti-social behaviour e.g. Graffiti kits. However, when significant damage is caused, Park Rangers report it to the relevant department to assess the damage and remedial action.
- Park Rangers have partnership arrangements with the Police for tackling anti-social behaviour. Police attendance cannot always be guaranteed when reacting to anti-social behaviour on the Parks.
- Building on current working relationships to ensure co-ordination and efficiency is improved when partnership working with Agencies. Information sharing from the Police. Having access to more information



will improve Park Rangers' knowledge and reduce the risk, when challenging members of the public.

- It's the perception of the public that Park Rangers are responsible for tackling anti-social offences. This includes drink and drug related incidents, litter, dog fouling and unpredictable members of the public.
- The Grounds and Maintenance contractor could improve its strategies and priorities in the cleaning of the parks. For example, play areas and main walk ways within the parks should be cleaned up first as they are the first impression of the park, before proceeding to other activities. More visible patrols from the Police, including joint patrols with Park Rangers on a regular basis. Currently, the Neighbourhood Wardens and the police move people drinking out of the town this then impact on the parks where they then congregate. A more robust approach between the Police and Council Officers would improve the negative impact on parks.
- Issue of Fixed Penalty Notices in respect of littering and dog fouling. Confiscation of alcohol in designated public places. Surrender of alcohol in designated public places. Confiscation of tobacco from young persons. Removal of abandoned vehicles. Issue of fixed penalty for riding a bicycle on a footpath. To stop cycles to issue a notice. Issue fixed penalty notices in respect of offences under control orders. Issue fixed penalty notices in respect of offences under dog control orders. Issue fixed penalty notices for fly-posting and graffiti. Control traffic for purposes other than escorting a load of exceptional dimensions. Park Rangers have the power to require a person's name and address for all of the these
- FPN's/prosecution depend on manager's discretion on a case by case basis.
- Park Rangers have had training on issues such as substance misuse training; however, they have limited knowledge regarding the nature of the psychoactive substances within the market. Park Rangers can contact Council Officers who will provide information if required regarding psychoactive substances.
- From Park Rangers' experience the waste left behind from drug/alcohol usage within the parks can cause an eye sore as well as health and safety implications to members of the public, such as disposed needles and nitrous oxide bottles. All this can have a detrimental effect on youths and adults within the community

- A more robust clear response, FPN's followed through with a zero tolerance policy. More partnership working with agencies. Improve the cleanliness of the town.
- Drugs and alcohol abuse within the parks and the town centre. Culture, such as unsociable hours when drinking/drugs, rise in legal highs, rough sleepers and the risen litter issue.
- In the Park Rangers' opinion, if anti-social behaviour can be effectively and efficiently addressed, the obvious impact will be to reduce the negative image and improve the public's perception of the town.
- The Park Rangers work closely with PCSOs.
- Park Rangers cover similar issues to that of Neighbourhood Wardens but in parks and open spaces. Weekend work is undertaken. Mainly, Park Rangers are lone workers. There are three Park Rangers, two of which are full time and one is part-time

### **Environmental Health and Licensing Manager, NBC**

- The Environmental Health and Licensing Manager manages the Environmental Health and Licensing Team at NBC. The team is responsible for the following areas of work which have an impact on addressing anti-social behaviour:
  - The licensing team is responsible for the administration and enforcement of the alcohol licensing regime. They also deal with controls relating to gambling, taxis and other licensing regimes.
  - The Environmental Protection Team is responsible for the enforcement of legislation on statutory nuisance which can be used to address matter such as noise from premises, smoke and odours and accumulations of waste. They also deal with the enforcement of law regarding fly tipping and environmental crime and are involved in the implementation of the powers available under the Anti-Social Behaviour, Crime and Policing Act 2014. Members of the team work together with colleagues in the Neighbourhood Warden team to deal with littering, dog fouling etc.
- The Licensing Act 2003 provides the legal framework for licensing in relation to alcohol, entertainment and late night refreshment. The Act sets out four objectives: the prevention of crime and disorder, the protection of

public safety, the prevention of public nuisance and the protection of children from harm.

- The Council is required to produce a Statement of Licensing Principles, which will guide the Council when considering applications under the Act. The statement provides guidance on the general approach the Council, as the Licensing Authority within the meaning of the Act, will take in terms of licensing. Each license application will be considered separately on its individual merits. It sets out how the Licensing Objectives will be achieved and to secure the safety and amenity of residential communities whilst facilitating a sustainable entertainment and cultural industry. The most recent update of the Statement of Licensing Principles is currently out for public consultation and is due to be put forward for adoption in January 2016.
- Specific Policies and procedures are in place to deal with the detail of the implementation of the licensing regime.
- The main legislation addressing nuisance is the Environmental Protection Act 1990. This law defines some specific categories of statutory nuisance including noise from premises, smoke odour and dust and accumulations and places a duty on the Council to investigate complaints about these matters. The Act also includes powers to deal with fly tipping and littering. Other controls to deal with environmental crime are available in the Environment Act 1995 and Clean Neighbourhood and Environmental Protection Act 2005.
- This legislation is enforced in accordance with the Council's enforcement policy and with reference to the priorities within the corporate plan.
- The Licensing Act 2003 makes provision for the review of premises licenses where problems associated with crime and disorder, public safety, public nuisance or the protection of children from harm are occurring.
- At any stage following the grant of a premises licence, a responsible authority or an interested party (such as a resident living in the vicinity of the premises), may request the Licensing Authority review the licence because of a matter arising at the premises in connection with any of the four licensing objectives.
- A review of a premises licence will follow any action by Northamptonshire Police to close down premises for up to 24 hours on grounds of disorder or noise nuisance as a result of a Magistrates' Courts' determination sent to the Licensing Authority.
- In all cases, the representation must relate to a particular premises for which a licence is in force and must be relevant to the promotion of the licensing objectives.

- The Licensing Authority will hold a hearing following a request for a Review from a responsible authority, interested party or after closure procedures described earlier. This Licensing Authority will make the licence holder fully aware of the representations received together with supporting evidence in order for the licence holder or his legal representatives to be able to prepare a response.
- In determining a review, this Authority has a range of powers it may exercise where it considers them necessary for the promotion of the licensing objectives:
  - a) no action necessary as no steps required to promote the licensing objectives;
  - b) issuing an informal warning to the licence holder and/or to recommend improvement within a particular period of time. This Licensing Authority regards such warnings as important mechanisms for ensuring that the licensing objectives are effectively promoted and any warning issued will be in writing to the licence holder.
  - c) to modify the conditions of the premises licence (including adding new conditions, altering/omitting an existing condition);
  - d) excluding a licensable activity from the licence;
  - e) remove the designated premises supervisor,
  - f) suspend the licence for a period of three months;
  - g) to revoke the licence.
- The Licensing Authority, in determining what action to take will seek to establish the causes of concern and any action taken, will be directed at these causes. Any action taken to promote the licensing objectives will be necessary and proportionate.
- The Licensing team works closely with colleagues in the Northants Police Licensing Unit and the Environmental Protection Team to deal with anti-social behaviour issues associated with particular premises and licence holders. The majority of the work carried out by the team is in response to service requests from members of the public. The attached flowchart outlines the key steps taken in the investigation of complaints about noise and other potential statutory nuisances and in the investigation of cases of fly tipping and other types of environmental crime.
- The operation of the Licensing team is funded by the fees charged for the various Licences issued. The team currently consists of 5 FTE staff who are responsible for all aspects of licensing administration and enforcement.

- The Environmental Protection Team is funded through the revenue budget with approximately 4.5 FTE staff dealing with domestic complaints which include those relating to anti-social behaviour.
- The Licensing team works closely with colleagues in the Police and Environmental Protection. They also work closely with colleagues at Northamptonshire County Council, particularly in respect to the objective of protecting children from harm. These partnerships work effectively. Discussions are ongoing with the Public Health team at Northamptonshire about how they can most effectively contribute into the Licensing regime.
- In dealing with ASB, the Officers in the Environmental Protection Team work closely with the Neighbourhood Wardens, officers in the Anti-social Behaviour Unit and colleagues at NPH and other social housing providers. The partnership arrangements are generally effective. Neighbourhood wardens undertake a significant amount of frontline evidence gathering and pass this evidence to colleagues in Environmental Protection (EP) who undertake a case building role where enforcement action is appropriate. Officers from the EP team attend NASBG meetings to share information on specific cases. Arrangements are in place to facilitate the exchange of information with social housing providers in order to ensure that the most appropriate action is taken to deal with ASB issues. Use is made of the E-cins database to share information about cases. This is effective in preventing duplication and ensuring that the appropriate officers have relevant information to deal with specific cases.
- The gaps that do exist in the partnership arrangements relate to the adequacy of resources to tackle the case load.
- There is generally good co-ordination between agencies. The monthly NASBAG meetings provide a forum for sharing information on the more complex cases with multi agency involvement. The E-cins database allows for the exchange of information in a secure format and officers are physically located close together within the office space at The Guildhall. Co-ordination could be improved in dealing with cases of low level ASB using the powers available under the new legislation and countywide protocols on this are currently under development.
- To ensure effective strategic and operational links are made to tackle anti-social behaviour, or improve, on a town scale continue to communicate, ensure that services are adequately resourced to make full use of the available powers
- Whilst there are resources to undertake some enforcement work it would be possible to do more given additional staff / money. Given limited resources it is necessary for some prioritisation to be made. It is important

that Officers work as effectively as possible. It is recognised that some problems can be solved by education and the use of informal warnings, however taking prosecutions and using the more complex ASB powers is very resource intensive and so these powers are only used in the more serious cases.

- It should be ensured that Officers keep communicating, make full use of the tools available like E-cins. Be prepared to work with partners and be open to new approaches to tackle problems
- The Environmental Health and Licensing Manager's personal view is that much is due to a lack of consideration for others from some members of the community. Use of alcohol and drugs also have an impact.

### **Town Centre Manager, Northampton Borough Council**

- Northampton Borough Council works in partnership with the Police in dealing with the day to day anti-social behaviour of individuals and groups. This includes evidence gathering to build a case file against those individuals to enable the police to take them to Court.
- The Town Centre Operations team do not have any enforcement powers.
- The Town Centre Operations team look after the Council's public car parks and bus station and supports Public Protection, CCTV and Police in reporting individuals / groups causing a public nuisance.
- The Town Centre Operations team regularly patrol the Council's multi-storey car parks and report incidents as / when they occur and clean up where necessary.
- The team utilises cameras within the Council's multi storey car parks and reports any inappropriate behaviour to the relevant partners and provides film evidence in prosecutions.
- The Council's external cleaning company, day to day, wash down the main walkways in multi-storey car parks and tidy's up rubbish / waste left by beggars, rough sleepers and street drinkers.
- The Council's security team in the bus station and car parks regularly check the sites and move on beggars, rough sleepers & street drinkers if found within the Council sites. Should an individual not co-operate with the team / security then the police are contacted and attend and deal with the individual(s).
- The Council and Police work in partnership to manage anti-social behaviour and maximise resources. However, as anti-social behaviour occurs any time of the day it is not possible to have resources on hand throughout 24 hours.

- There are limitations to resources and legislative powers which prevent the Council and Police, as well as differing priorities.
- The Agencies work collaboratively and co-ordinate resources to address anti-social behaviour. However, limitations to the legislative powers allow the cycle to continue and Officers find themselves dealing with repeat offenders on a regular basis.
- Town Centre Operations team clean up after beggars, rough sleepers and street drinkers to some extent or other within council car parks. The impression visitors to the town have will impact on our image and reputation.
- A consistent approach and commitment from all partners to provide specific resources and deal with the problem on a daily basis.
- The Town Centre Manager has seen first-hand and received reports of incidents of youths (male / female) vomiting and collapsing in the town centre streets (Market Square, Abington Street, The Drapery). There have been a couple of instances where ambulances have been called and the individuals taken to hospital.
- There is a need for a consistent approach which looks to address the root causes rather than dealing with the end results.
- Generally, the town's beggars, rough sleepers and street drinkers have significant personal and mental issues and to 'break the chain' for each will require specific programmes for each individual. There is small minority who act inappropriately in the town centre but because of their age the actions available to the Police and Council are limited.
- To eradicate anti-social behaviour in the town centre would require a many pronged approach including a more aggressive stance with individuals causing anti-social behaviour; dealing with businesses who contribute to the problems by supplying alcohol and psychoactive substances and looking at how to make the main gathering areas less appealing.
- The actual issues, versus perceived issues, are an area which should be clarified to ensure the appropriate actions and resources are made.

### **Chief Executive, Northampton Partnership Homes**

- Northampton Partnership Homes (NPH) is an Arm's Length Management Organisation which commenced trading on 5 January 2015. NPH manages the housing stock owned by Northampton Borough Council (NBC) via 15-year Management Agreement. NPH is a key strategic

partner in preventing and tackling anti-social behaviour within the Borough of Northampton.

- NPH has adopted a number of Strategies and Policies of NBC including those relating to anti-social behaviour. NPH is in the process of developing its own strategies and procedures relating to this specific area of work
- NPH operates Introductory Tenancies for all new tenants. This means their tenancy runs for an initial 12 month probationary period. Within the 12 months it is reviewed and a decision taken whether the tenancy should be extended for a further probationary period or possession sought or a secure tenancy granted.
- NPH also uses a wide range of both intervention and enforcement measures to deal with anti-social behaviour which include but is not limited to the following:-
  - Mediation
  - Restorative Justice approaches
  - Good Neighbour Agreements
  - Acceptable Behaviour Contracts
  - Tenancy Sustainment Contracts
  - Injunctions
  - Demotion of tenancy
  - Notices of Seeking Possession
  - Possession Orders
  - Eviction
- NPH is a member of Restorative Northamptonshire and has 2 trained coordinators.
- NPH monitors satisfaction with how it deals with ASB on a regular basis using questionnaires which are benchmarked.
- NPH currently has a small team of two specialist Tenancy Compliance Officer (TCO) posts. We are in the process of recruiting two further TCO posts. This will double the size of the team and enable more complex cases to be dealt with in a timely manner as well as deliver a more proactive service in relation to ASB.
- In addition, there are 16 area based Housing Officers that deal with the first point of contact for most reports of anti-social behaviour and deal with low level anti-social behaviour such as a neighbour making too much noise on occasion.



- NPH has a small budget specifically for dealing with victims and witnesses of anti – social behaviour. The sorts of costs covered within this are mediation services, obtaining statements using professional services and expert witness statements.
- There is also a limited budget available for environmental enhancement works which can be used to reduce the likelihood of crime and disorder on estates managed by NPH. These sorts of work may include fencing and other security measures
- NPH is a strategic partner of the Northampton Community Safety Partnership.
- NPH staff attend the LISP meetings, Weeks of Action and NASBAG meetings.
- NPH staff also attend informal regular meetings with SCT officers to discuss common issues on their geographical areas.
- NPS does not access youth services and intervention directly. This is currently achieved via the NBC Anti-Social Behaviour Unit.
- At a strategic level, the coordination is very good through both the Community Safety Partnership Meetings and NASBAG meetings. At a local and operational level there are some instances and examples of highly developed working relationships. This is not replicated across Northampton for a wide variety of reasons.
- Anti-social behaviour accounts for a fairly significant amount of staff time and is an area of high priority for customers. There is also an amount of time spent liaising with other statutory and non-statutory agencies. As well as receiving “straightforward” reports of ASB, a proportion of people making reports are vulnerable and need support when making contact or explaining the issues they are experiencing. This creates additional pressures on resources. There are also a range of impacts depending on the appropriate course of action from writing an advisory letter, home visiting to obtaining possession and/or rehousing a victim in alternative accommodation on a temporary or permanent basis.
- The ongoing development and dealing with locally agreed problems, priorities and solutions through strategic and operational forums is essential. This needs to involve partners on an ongoing regular basis and not rely on ad hoc informal, irregular communication.
- NPH has a wide range of powers it can use directly by way of enforcing a tenancy agreement. There are also a range of other powers NPH can contribute towards which are contained within the ASB Crime and Policing Act. NPH is unable to directly use those powers.
- The enforcement powers that NPH can use:

- Issuing of Notice of Seeking Possession
  - Issuing of Notice of Possession Proceedings
  - Demotion Orders
  - Injunctions
  - Possession Orders
  - Eviction
- NPH is in the process of starting to explore the provision of services to deal with ASB via a strategic review. The additional staffing resources will help to develop how we are going to address perceived issues relating to the under-reporting of ASB, engagement with NPH by community groups to address wider social issues, proactive ASB services such as engaging with young people, victim of harassment and hate crime as well as raising awareness and training (e.g. with the police and other statutory organisations).
  - Suggestions from NPH where the approach to ASB may be improved further:-
    - Work shadowing between staff from partner organisations – with the aim of better understanding what partner agencies powers involve and how they can be effectively used in tackling anti-social behaviour. An example of this is where trainee police officers come and work shadow NPH. It would be useful if this was reciprocated and we could send new Housing Officers to work shadow SCT Police Officers.
    - Area based meetings at an operational level would allow the sharing of information and intelligence and development of action plans at a local level to address issues of concern. This could lead to a number of quick wins.
  - When the perpetrators of ASB are youths or juveniles a contributory factor is the lack of local facilities. It is often cited from those engaged in anti-social behaviour that they were bored and had nothing better to do. This may also be linked to a lack of training and employment opportunities.
  - NPH's largest category of reports of ASB is noise nuisance. The reports come from tenants of a variety of ages against tenants and residents of a variety of ages. In terms of key contributing factor, mental health as well as drug and alcohol issues tend to be involved with many of the perpetrators we come across.

- NPH is able to look at Local Lettings Plans in line with NBC's Allocations Policy. These can contribute towards the reduction in crime and disorder and anti-social behaviour.
- NPH has a dedicated team that responds to fly-tipping regularly; however the success of this team often leads to more fly tipping occurring where if individuals are aware that fly-tipping is collected, more fly tipping is put out.

### **Vice Chair and BID Project Manager, Northampton Town Centre BID**

- There are concerns regarding the congregation of Street Drinkers, Beggars and individuals carrying out anti-social behaviour around the fountain on the Market Square. It was emphasised that the fountain is a focal point of the town. Youths congregate around the statue in Abington Street, particularly during the summer months. In the winter they often congregate under the canopy on the entrance to the Grosvenor Centre. Following discussions with Northamptonshire Police, they had indicated that the youths were not deemed as carrying out anti-social behaviour, but all partners are undertaking regular patrols to deter anti-social
- Following discussions with the Police, they had indicated that the youths were not deemed as carrying out anti-social behaviour.
- The Police and interested parties have the power to request the review of a licence.
- Fixed Penalty Notices be useful for Street Drinking and littering which is covered in the [current consultation on the Public Open Spaces Protection Orders](#). (PSPOs)
- Littering includes cigarette butts. A campaign took place through September and 44 of Fixed Penalty Notices were issued for littering since 1 September 2015.
- The BID, in partnership with NBC, introduced 30 new bins in the town centre.
- A shop front of a vacant premises that had been a frequent place for Rough Sleepers to use had been boarded up.
- The BID reports issues direct to the Police or the Neighbourhood Wardens. The BID itself has no enforcement powers. The PSPO will allow a range of sanctions including FPNs.

## Chair, PubWatch

- Pubwatch is a private association of Northampton's licensees who work together to share best practice, information on changes to licensing, engage positively with the local authority and police, and to promote the 4 licensing objectives (public nuisance, crime and disorder, public safety, protection of children) in any way that it can.
- Pubwatch works in a variety of ways, the most visible of which is the "Pubwatch ban", whereby a person who has committed an assault or offence in one member's venue can be banned from all members' venues. PubWatch has worked with Northampton Police on various initiatives, such as public campaigns around ASB (e.g. "We serve drinks not drunks"), use of breathalysers by doormen as a tool to assist in refusing a drunken person entry, challenge 21 and many more.
- PubWatch has set up a system by which banned persons can be referred onto an Alcohol Awareness Course (provided by S2S) in exchange for a reduced length of ban.
- Pubwatch members are all committed to responsible retailing, and to taking a proactive approach to prevention of ASB within their venues.
- Many town centre venues use the Pubwatch radio system, linked to the town CCTV control room. This enables members to warn each other of problematic persons, get CCTV cover when issues arise, and often a quicker route to getting Police attendance.
- Pubwatch is self-funding through members subscription fees. There is no budget or funding beyond that.
- Pubwatch works closely with the Licensing Dept. at Northampton Police. They attend every Pubwatch meeting and the Police Update is a permanent agenda item. The Licencing Dept. at the Borough Council sometimes attend Pubwatch meetings, and are always available should there be a need. Pubwatch is also invited to attend multi-agency meetings such as the Alcohol Harm Reduction Committee. These arrangements work well towards the shared objectives of tackling ASB.
- Anti-social behaviour impacts Pubwatch members directly from assaults on licensees or their staff, through to affecting the public perception of their venue. Pubwatch exists almost entirely to tackle ASB within and around members' premises.
- The limiting factor usually appears to be what powers are available to the Police or Council.
- As a private association Pubwatch has no statutory powers beyond those of any private individual. It is able to enforce a ban on a person from all

members' venues. It uses Acceptable Behaviour Agreements – a contract signed by a person promising good behaviour in future

- Pubwatch is dependent on members being able to identify banned persons and refusing to serve them. To a certain extent the Data Protection Act impedes this, as the Police is not always able to provide photographs of people involved in violent incidents. Without a photograph to distribute to our members they cannot identify a banned person.
- Statutory powers often seem to be the limiting factor. Pubwatch members sometimes report that they have reported ASB to the police, but either i) no Police attended or ii) the Police were unable to act as no crime was being committed when they attended. The notices that the Police could issue to force a person to leave the town centre were very helpful, but these no longer exist.
- There appears to be a cycle of poor education and poor parenting skills, which passes from generation to generation. Operation Night Safe from July 2013 onwards has showed just what a powerful impact good policing can have. Inadequate punishments handed out to offenders by courts, however, often not sufficient deterrent.
- The relationship between the Police and licensees is a positive one. Pubwatch members work very hard to ensure that inside their venues are as safe as possible. Pubwatch looks to the Police to provide the same kind of service outside its venues, in the streets. Since the relaunch of Operation Night Safe this has been significantly improved. Pubwatch is pleased that the Police continue to try new initiatives to improve their policing of the Night Time Economy, and that they continue to be willing to listen to Pubwatch's feedback. This partnership is undoubtedly helping to reduce ASB within the Night-time economy.
- Pubwatch believes strongly in promoting proactive action – dealing with a problem as soon as it appears, rather than after it has already escalated. It hopes that the Section 27 notices, or something similar, will return. Getting an agitated person out of the town centre before they start trouble is much better than having to arrest them afterwards.

### **Chair, Northampton Retail Initiative**

- The Northampton Retail Crime Initiative (NRCI) is a non-profit making Limited by guarantee Registered Company. It has been in existence since 2001 and works in partnership with Northants Police, Northampton Borough Council, Northampton CSP, Northampton Town Centre BID and

member Retail Stores throughout Northampton. We offer an information and intelligence sharing service to member Retail stores around Retail Offenders. We also administrate a civil Exclusion Order system that excludes retail Offenders from member stores for a period of 12 months, if their offending falls into the simple following criteria:-

- a) Violent or abusive to store staff or Officers on arrest or detention.
- b) Going Equipped to Steal – foil lined bags or de-taggers etc.
- c) A Prolific Offender.
- d) Already Excluded.

- If an offender is excluded from one member store, they are excluded from all.
- The orders are mostly served by Police, in custody on the Offender being Charged or disposed of for a retail Offence. As of December 2015, 159 Exclusion Orders were served to 128 different Offenders. 25 have two Current Exclusions and three have 3 current Exclusion Orders.
- Since May 2015 there had been 388 incidents of retail crime in addition to Police reports. 16% involved violence. 7% a weapon and 19% abuse
- Since 16 January 2015 160 Exclusion orders have been served to 128 offenders. 25 have two current Exclusion Orders and three have 3 Exclusion Orders.
- Not a single Exclusion Order has been challenged by an offender or their legal representative.
- The NRCI currently has over 160 retail members throughout Northampton.
- The information and intelligence is shared by the way of a secure database called DISC, provided by Littorarlis Ltd.
- The NRCI is also a member of the Northamptonshire Business Crime Partnership (NBCP), which is currently in the process of dropping the NRCI model into several Northants Towns/Areas to form a coherent robust partnership between Police, Councils and member Retailers. Wellingborough RCI was launched last month, Kettering RCI is imminent and the rest will be launched next year.
- The NRCI is a member of the National Association of Business Crime Partnerships. The NRCI was audited by them earlier this year, looking at all our Policies, Procedures and our Administration of the scheme. We were awarded their 'Safer Business Award' with distinction.
- A Strategy to address ASB used by NRCI is the use of the Exclusion Order Scheme, especially the element around Violent or Abusive to store

staff, as this is one of the criteria for an Exclusion Order to be served on behalf of Member Retailers.

- Retailers can use NRCI's system to collate incidents of ASB in and around their businesses. The exclusive Information Sharing Partnership approach then allows us to share details of ASB Offenders. The NRCI is merely a partnership service and can assist in assist raising issues around retail ASB.
- Causes of ASB could be categorised in to drink/drug addiction, mental health wellbeing, education and poverty; or a combination of these issues.
- There is an overriding need to deal with issues holistically and not in isolation by partner Agencies. It is about ownership, everyone needs to ensure that their part of the Partnership is cohesive, effective and inclusive. NRCI has to organise its resources across all Agencies differently to achieve this, to ensure it has a consistent 'problem solving' approach.
- It would be useful to set up a Task Force consisting of Local Police, ASBU, Council Wardens, Housing, Health, Licensing and partners etc. under one streamlined management structure. This could deliver an agile, more dynamic organisation to tackle the symptoms and causes of ASB. The Town Centre Tasking Group address part of this but it could be simplified to increase efficiency and provide just one 'Agency' not a collective of all.
- The NRCI regularly assist Retail Store Staff who have had the most horrendous abusive or violence thrown at them when they are only doing their job. We constantly see the same Offenders, doing the same things, with the same behavioural patterns, going in and out of prison for very short periods to then continue to reoffend. It is extremely cyclic.

### **West Hunsbury Parish Council**

- West Hunsbury Parish Council (WHPC) has no direct role in respect of anti-social behaviour (ASB) issues but will take up issues with the relevant Authorities should issues arise or potential concerns be raised
- The Parish Plan identifies ASB as an area to monitor with police and something that developing a community spirit as part of a wider strategy for the Parish will also influence positively as a secondary benefit
- WHPC will liaise with the police where appropriate – the only real example to date has been around parking issues and speeding
- Very minor issues largely dealt with by the Police and other Agencies. Each level needs dealing with differently. 1 is criminal activity and a Police Matter, 2 is about influencing individuals and is something that can be

addressed town wide through media articles and campaigns. 3 is probably something for Social Services to manage and help with. There is a need for partners to be sufficiently joined up to facilitate this.

- The key contributing factors to anti-social behaviour across Northampton: On three levels – 1. those who deliberately set out to cause problems and issues for presumably fun: 2. Those who are thoughtless and commit minor nuisance such as littering and dog fouling, poor parking and speeding and 3. Those who have personal issues / attitudes who kick off and become anti-social
- Litter and dog fouling have demanded additional spending by WHPC on bins

### **London Midland**

London Midland had advised that London Midland does not have a specific Anti-Graffiti Policy, but it always aims to remove offensive graffiti within 24 hours, and other graffiti as soon as possible.

### **Network Rail**

Network Rail's Policy is to remove any offensive or racial graffiti as soon as is possible once reported to the helpline. Any other graffiti reported through the help line is distributed to the local depot for planning of removal.

### **Chief Inspector and Sergeant, Northamptonshire Police**

- To become the safest place, Northamptonshire Police has clear priorities, and the number one priority is to tackle and reduce violent crime, and to provide protection and support to vulnerable victims; addressing antisocial behaviour (ASB) is part of this drive.
- Northamptonshire Police is the main organisation to receive calls about ASB from the public. The Force Control Room use a new incident assessment and screening system known as THRIVE:

**Threat**

**Harm**

**Risk**

**Investigative Opportunities**

**Vulnerability**

**Engagement Opportunities**



- THRIVE is a matrix for assessing the level of risk and harm to ascertain whether or not there is a need to deploy to an incident – and if so, what grade of response would be appropriate.
- Details of all calls about anti-social behaviour in the previous 24 hours are sent to one of the three Policing Sectors, identifying which are repeat callers. Sector staff will then manage cases involving repeat callers and any other cases where the victim is vulnerable.
- The new powers in the Anti-social Behaviour, Crime and Policing Act 2014. Partnership work is very much the best response, and the Police supports this wherever possible.
- The ASB and Hate Crime Strategy Group has produced countywide strategy and policies, in consultation with the Police and all local councils, the most significant document being the “Northamptonshire Anti-Social Behaviour Reduction Strategy 2015-18”
  - Northampton Community Safety Partnership Plan (2015-16)
  - Northamptonshire Police and Crime Plan (2014-17)
  - Information Sharing Agreement: ECINS- Partner Organisations of Northamptonshire
  - Northampton ASBU Data Exchange Agreement and Service Level Agreement
  - Information Sharing Agreement between Northamptonshire Police and Partner Organisations
- Police Community Support Officers provide the first line resource in tackling ASB supported by Sector resources ranging from response teams to proactive teams.
- Tactics are many and varied, covert and overt, and include simple patrols to arrest, specific problem solving interventions, mediation.
- Officers will offer support and provide reassurance to victims and witnesses, consider possible interventions as a single agency or in collaboration with partners, and also consider any enforcement action if appropriate. The following intervention pyramid shows the levels of actions taken.



Figure 1. Intervention Pyramid

- The ASB Unit provides a unique and excellent level of specialist support.
- Referrals made to the Anti-social Behaviour Units provide the specialist options mentioned in the pyramid. In Northampton, the ASB Unit, managed by a Police Sergeant, has 1 Police Constable, 1 NBC Senior Case Manager & Data Analyst, 1 NBC Case Manager and 1 NBC ASB Support Worker. This team provides a coordinated specialist response, working closely with Northampton Partnership Homes, Youth Offending Service and other agencies. The Sergeant chairs a monthly partnership ASB Group meeting to discuss priority cases across the town and agree actions. This group includes: Police, Council, Environmental Health, Northampton Partnership Homes, Northants Youth Offending Service, S2S, Service Six and C2C Social Action.
- In 2014/15, 71 referrals were made to Northampton ASB Unit, 17 more than the 54 referrals received in 2013/14. Of these referrals 50 (70%) were for adults and 18 (25%) were for juveniles (aged 17 or under). In the partnership ASB Action Group meeting, about 50 cases across the town are discussed. In a year, there are approximately 35 live ASBOs (or their new equivalent) in place, of varying duration, with about 10 new ones taken out each year. In most cases, these Orders effectively reduce ASB, but some persistent individuals continue to offend; there are about 70 arrests for breaching Orders each year, mostly resulting in convictions and prison sentences, which then reduce ASB.
- Other regular partnership meetings which address ASB include:
  - Northampton Community Safety Partnership (see attached Action Plan)
  - Town Centre Partnership Group
  - Pub Watch
  - Street Drinkers, Rough Sleepers and Beggars Group
  - Project Redemption provides an excellent example of how Northamptonshire Police is working with partners to tackle offending; while this is primarily aimed at Violence and Serious Acquisitive Crime offenders, success will incorporate the positive knock on effective in relation to ASB:

- Project Redemption seeks to mirror the successes the Violence Reduction Unit (VRU) has seen in Glasgow. The VRU has seen significant reductions in offending through various strands of work, perhaps most notable the mentoring of offenders by professional and peer mentors. It is absolutely clear that the successes witnessed have been down to the people involved in the project and their absolute commitment to what they are doing.
- The mission of this project is to reduce crime and the continuous cycle of an offending culture within this community and it is not afraid to adopt completely different tactics and approaches to achieve this.
- The objectives of Project Redemption are:
  - To engage those who commit SAC crime, violent crime and other crimes where the impact on victims is significant and deter those individuals away from crime
  - To prevent repeat offending and to engage those at risk of offending
  - To get those meeting the criteria into work, further education or both
  - To provide a sustainable method for reducing crime in both the short and long term through primary, secondary and tertiary prevention
  - To develop an assets policing model for Blackthorn (like that of the beacon project in Falmouth) to develop a stronger community with greater long term resilience with lower demands on services
  - To fully engage partners, education providers and social business to contribute to the solution
  - To closely follow on the successes of the VRU and implement several strands of their proven work into the whole Eastern District of Northampton
  - To mentor offenders and those at risk of offending by engaging with them not professionally but personally, giving them hope and building their resilience
  - To focus particularly on offenders who are violent against women and domestic offenders
  - Provide a cost effective model which can be replicated. To prove the VRU concept locally
  - To be a benchmark for local policing

- To significantly decrease crime especially SAC and violent crime and reduce demand on services
- “Operation Alloy” further encompasses partnership working, this time with the police and NHS. This is a jointly patrolling vehicle containing a Police Officer and MHA Practitioner which responds to incidents involving people with MH issues. This has provided another layer of support to both victims and perpetrators of ASB.
- The Office of Police and Crime Commissioner has provided funding to support Project Redemption and controls much of the „community budget“ available for multi-agency community based initiatives to tackle ASB
- The ASB and Hate Crime Strategy Group continues to improve the partnership arrangements for tackling ASB and the “Northamptonshire Anti-Social Behaviour Reduction Strategy 2015-18” sets out best practice, with the “Northamptonshire ASB Action Plan for 2015-2018” describing how they will be achieved.
- In Northampton, the Community Safety Partnership has a broad representation of partners which includes:
  - Statutory Partners
  - Northampton Borough Council
  - Northamptonshire County Council
  - Northamptonshire Police
  - Northamptonshire Fire & Rescue Service
  - Probation Service and BENCH Community Rehabilitation Company
  - Public Health
  - Clinical Commissioning Group
  - Other Partners with Key Interest
  - S2S

- Voluntary Impact Northamptonshire Northampton Partnership Homes. There is a strong Community Safety Partnership (CSP) The group has used Police and Borough Council analytical resources to identify priority areas within the town in order to focus joint partnership activity in the areas of greatest need. This is now a mature arrangement that has developed into a series of weeks of action where intensive engagement occurs within communities, door to door. Work includes environmental, household crime prevention, fire prevention and signposting to other agencies, in addition to Police visibility and enforcement. The priority areas are reviewed annually with fresh supporting documentation. The priority area of Blackthorn was identified as being a historically challenging area in terms of crime levels and social deprivation. A large scale community engagement project has been set up which has identified key stakeholders in the area to identify long term community solutions to the relevant issues, most importantly in suppressing the emergence of gang culture by supporting diversionary youth activity. The level of co-operation is unprecedented for a project of this nature. Another priority area (Kingsthorpe/St David's) has been adopted as the county's first Community Alcohol Partnership (CAP) due to levels of Anti-Social Behaviour (ASB) and violence linked with underage drinking and alcohol abuse. This includes partnership working with local businesses, i.e., licensed premises (led by Waitrose) educating licensees in respect of the effects of alcohol harm locally – this is supported by a range of initiatives, e.g., Check 25. visits and alcohol harm presentations to all schools within the priority area, as well as a community questionnaire to capture the key concerns of local residents. CAP has shown to be a very successful model across the country.
- Further examples of CSP co-operation include the establishment of community hubs, e.g., Spring Boroughs – a visible patrol hub in the heart of one of the most historically challenging areas of Northampton in terms of crime, ASB and prostitution. This is sited next door to a primary school, and has been hugely welcomed by the local community.
- Various third sector groups are supporting the CSP Plan, such as Street Pastors working with the night time economy, School Pastors providing a comfortable visible presence outside schools at home times, and the Alcohol Welfare Centre, which is being set up with the support of Pub Watch.
- Housing and the CSP-funded organization Care & Repair, as members of the CSP, provide support and resources for identified vulnerable victims, e.g., emergency housing (moves) as well as security and target hardening measures.

- E-CINS is the cloud-based database used by the partners across the county which enables a coordinated response to ASB. There needs to be a better commitment across the board to inputting information on this system.
- It is important that all partners see ASB as a joint responsibility to be tackled by all. There are various types of ASB, and the lead agency varies according to the type; the proposal for the Public Spaces Protection Order identifies the lead agency for the different types of ASB it seeks to address, which is useful. The Northamptonshire ASB Action Plan for 2015-2018 will be addressing the improvements needed.
- The ASB and Hate Crime Strategic Group provides effective strategic links, and the Northampton ASB Action Group provides effective operational links to tackle ASB across the town. Our response to ASB will be most effective if all relevant agencies and partners sign up to the strategy and commit to the action plan.
- About 40% of ASB incidents reported to Northamptonshire Police occur within the district of Northampton. About 68% of incidents require attendance by a police resource, although this number varied by ASB sub-category.
- 17% of all calls to Northamptonshire Police are about ASB so it is a significant issue and a high demand on resources.

#### Northampton ASB stats up to end of November 2015:

##### Police recorded ASB incidents

- All ASB incidents – reduction of 13.0% (-1727 incidents) since end of March 2015.
- Personal ASB – reduction of 11.9% (-537 incidents) since end of March 2015.
- Nuisance ASB – reduction of 10.8% (-748 incidents) since end of March 2015.
- Environmental ASB – reduction of 23.9% (-442 incidents) since end of March 2015.
- Data recovered from calls made to members of the public indicate that the perception of ASB being a negative issue have increased from 5.6% at end of March 2015 to 8.1% at the end of November.
- The percentage of respondents who agreed/strongly agreed that the Police and local council are dealing with crime and ASB issues within their area has increased from 55.3% at the end of March 2015 to 57.1% at the end of November.
- The ASB and Hate Crime Strategic Group provides effective strategic links, and the Northampton ASB Action Group provides effective

operational links to tackle ASB across the town. Our response to ASB will be most effective if all relevant agencies and partners sign up to the strategy and commit to the action plan.

- The Police has extensive powers which enable us to effectively tackle ASB...many of these will not necessarily be instantly apparent in their use for ASB...for instance general powers of arrest for violent offences, public order, road traffic offences etc.
- The new powers in the Anti-social Behaviour, Crime and Policing Act 2014 are useful tools.
- There are some additional powers such as Sect 59 of the Police Reform Act 2002, which allows the Police to seize vehicles being driven anti-socially and inconsiderately.
- Section 34 of the Anti-Social Behaviour, Crime and Policing Act 2014 provides us with the power to disperse individuals from a locality (where certain conditions apply) for up to 48 hours where it may be necessary for the purpose of removing or reducing the likelihood of –

(a) members of the public in the locality being harassed, alarmed or distressed, or

(b) the occurrence in the locality of crime or disorder. Dispersal Powers are in place in the town centre at the weekends and are proving to be very effective.

- The Police Force constantly reviews its resourcing against demand. The powers it has in respect of ASB rely on a partnership/problem solving approach to achieve the greatest long-term success.
- The Town centre of Northampton for instance has a number of issues which tend to be unique to high density retail locations, the below illustrates our response and considerations for just one area of Northampton:
- The Town Centre of Northampton is covered by the Central Sector, based at Campbell Square Police Station.
- The Community Policing part of the Town Centre is led by a Sergeant with 3 Police Constables and 5 Police Community Support Officers. These can be supplemented at times of high demand, such as during the Safer Shopping Christmas Campaign.
- The sector is also policed by Response Teams from across the District, who are available to respond to immediate and urgent incidents on a 24 hour, 7 day a week basis. These Response Officers are also the resources used for policing the Night Time Economy on Friday and

Saturday evenings, as well as on a few other high risk dates throughout the year.

- The Community Officers patrol almost exclusively on foot and are the main contact for businesses, partner agencies and members of the public. These include Neighbourhood Wardens, University Halls of Residence, Casinos, Pub Watch, the Anti-Social Behaviour Unit, BIDS and also the Northampton Retail Crime Initiative.
- Apart from the usual police equipment the Officers also carry a digital CCTV radio, which links into the Borough Council CCTV Control Room and also a number of retail outlets across the Town Centre.
- Although the CCTV Control Room does not dispatch Policer Officers, the Officers self-deploy to a whole range of low level anti-social type incidents, which are not phoned into the Force Control Room.
- These vary from suspicious activity, potential shoplifters, rough sleepers, street drinkers, beggars, vulnerable people, youths gathering, assaults witnessed by the cameras, driving offences and even cycling on pavements.
- Many of the issues raised by businesses in the Town are not necessarily Force Priorities. They often require a long term multi-agency response and cannot be solved by enforcement alone. One example of this is Street Drinking, which is currently governed by a Designated Public Places Order. This was brought in by the 9 Borough Councils and enables Police Officers, Police Community Support Officers and Neighbourhood Wardens to require members of the public to stop drinking and hand over any alcohol if there is a link to anti-social behaviour. The only offence occurs when a person fails to hand over their alcohol. This DPPO is enforced on a daily basis by the local team, with PCs and PCSOs having seized 52 cans and bottles in July, 55 in August and 59 in September this year. These figures do not include any seized during the Operation Nightsafe deployments
- Another issue is begging and although CCTV cameras can support investigations, prosecutions still rely on evidence of conversations, which cameras cannot provide. The local Town Centre Officers have a red and yellow card system for targeting begging, with a multi-agency supportive approach when offenders first come to light.
- Persistent offenders are then dealt with under Anti-Social Behaviour legislation culminating in an ASBO from court.
- There are currently over 13 Anti-Social Behaviour Orders (or Criminal behaviour Orders, which are the new-style ASBOs) against prolific individuals who commit ASB in the Town Centre. Each of these referrals and applications required a significant amount of evidence gathering and



work from the local Policing Team, as well as those based at the Guildhall in the multi-agency Anti-Social Behaviour Unit.

- The Town Centre Team forms a core part of a number of a number of multi-agency meetings that can tackle these problems, including The Community Safety Partnership Meeting, The Town Centre Tasking Group, the Rough Sleepers, Street Drinkers and Beggars Group.
- We are in possession of intelligence around the psychoactive substances market, but our ability to respond is limited by the current legislation. Our powers enable us to respond to potential consequences of their use, such as ASB, but not to address the cause.
- The proposals included in the Public Spaces Protection Order, to be considered by the Council in February, include reference to “intoxication substances” which would allow confiscation of psychoactive substances, not just alcohol
- The Police has to deal with the consequences of the use of psychoactive drugs, which can include erratic or violent behaviour, and health crises requiring emergency care. This will often necessitate officers being diverted from other duties in order to respond to related issues or providing support to our medical colleagues in safeguarding individuals
- The Police has been consulted on the ASB Strategy document and Action Plan, and suggested improvements which are being taken forward. The Community Safety Partnership also leads locally on approaches to topical issues.
- There are a number of key contributory factors: Alcohol and drugs fuel much of the behaviour associated with neighbour disputes, public disorder and noise. Some people suffering with Mental Health problems will often present as victims/perpetrators of ASB.
- It is important to recognise the deep impact that ASB can have on victims, as ASB tends to be a pattern of persistent problems, which can have greater impact on victims than a single event such as a theft. It is very time-consuming to provide support to victims of ASB, particularly to those at high risk and vulnerable victims.
  - a) Mental health problems are very common amongst our persistent ASB offenders, which means we are dealing with complex issues; often these individuals refuse to engage with assessments or with treatment, or have conditions such as personality disorders which are not easily treated.
  - b) It is common for agencies such as NBC and the Police to find that there is no easy solution to ongoing issues and that some

members of the public have unrealistic expectations; often people's tolerance levels are adversely affected by an ongoing situation which is negatively impacting on their lives and wellbeing. We as services need to focus on victims who are significantly impacted on by ASB, and provide honest and open dialogue and use powers/tools available to tackle ASB.

- Anti-social behaviour spots are Blackthorn, St David's and the town centre. Anti-social behaviour issues are different in Blackthorn and St David's to that of the town centre. In Blackthorn and St David's it is youth related.

### **Case Manager, Anti-Social Behaviour Unit**

- The Anti-Social Behaviour Unit (ASBU) is a partnership team comprised of staff from both Northampton Borough Council and Northamptonshire Police. The unit is responsible for tackling persistent anti-social behaviour within the Borough and for coordinating a multi-agency approach to achieve this. Providing practical and emotional support for victims and witnesses of anti-social behaviour, which is tailored to their needs and requirements, is central to the role of the unit. The unit also provides training, information, advice and support to partners which include:
  - Northampton Partnership Homes
  - Northamptonshire Police
  - Northampton Borough Council departments including Neighbourhood Wardens and Environmental Protection
  - Northamptonshire County Council
  - Northamptonshire Youth Offending Service
  - Northamptonshire Fire and Rescue Service
  - Public Health
  - Northampton Retail Crime Initiative
  - Sunflower Centre
  - Probation and BeNCH Community Rehabilitation Company
  - Voice (Victim Support)
  - Witness Service
  - Crown Prosecution Service & HM Courts (Magistrates, Crown & County)
  - Registered Social Landlords
  - Third sector organisations including S2S (CRI), C2C, Hope Centre, Bridge Programme, NAASH, Service Six, Women's Aid, Aquarius, CAN.

- The definition of anti-social behaviour is defined within section 2 (1) of the Anti-Social Behaviour, Crime and Policing Act 2014:
  - a) “Conduct that has caused, or is likely to cause, harassment, alarm or distress to any person”
  - b) “Conduct capable of causing nuisance or annoyance to a person in relation to that person’s occupation of residential premises”
  - c) “Conduct capable of causing housing-related nuisance or annoyance to any person”
- Types of anti-social behaviour that the unit deal with includes nuisance neighbours, harassment, abusive, insulting intimidating and threatening behaviour, misuse of vehicles, street drinking, begging, sex working, criminal damage and graffiti.
- The ASBU operates in line with the below strategies and policies:
  - Northamptonshire Anti-Social Behaviour Reduction Strategy (2015-18)
  - Northampton Community Safety Partnership Plan (2015-16)
  - Northamptonshire’s Police and Crime Plan (2014-17)
  - Northampton ASBU Data Exchange Agreement and Service Level Agreements
  - Information Sharing Agreement between Northamptonshire Police and Partner Organisations
- The primary role of the ASBU is to provide a coordinated partnership approach to tackle anti-social behaviour using a staged process of interventions and enforcement tools, where appropriate.
- The unit receives referrals from the Police, Housing Providers, Neighbourhood Wardens and Environmental Protection for named individuals who have failed to engage with those services and who persistently cause anti-social behaviour. Once a referral is accepted by the unit, a Case Manager in the team is allocated who will develop an action plan, in partnership with other agencies involved, to address the behaviour and underlying causes. Referrals are also discussed with all relevant partners on a monthly basis at the Northampton Anti-Social Behaviour Group meeting (NASBAG).
- Northampton Borough Council hosts the ASBU and funds three full time posts within the unit. There are a further two Police posts with the unit; one Police Sergeant and one Police Constable. In addition, there is a

budget of £1000 to assist with legal fees for Injunctions to Prevent Nuisance and Annoyance (IPNA's).

- The ASBU was established in 2003 and since then has developed significant links with its partner agencies in order to successfully tackle anti-social behaviour within the town. The unit receives a number of referrals for individuals committing anti-social behaviour where there are concerns that the individual may be suffering from mental health problems. It is a challenging process to link these individuals with the appropriate mental health services for a variety of reasons. In order to address this it would be beneficial to have an identified point of contact within mental health services to enable an increased level of information sharing and provide a more streamlined referral process.
- Legislation reform in 2014 provided the ASBU with the increased flexibility needed to deal with cases referred to them. It has become apparent that one of the barriers to utilising this flexible approach relates to the availability of adequate Court time for cases to be heard and resolved at the earliest opportunity. We are finding an increased number of cases are adjourned because of the lack of availability of court time which ultimately impacts upon the victims and witnesses in these cases.
- The co-ordination between agencies with regard to Anti-Social Behaviour takes place at both a strategic and local level from the Community Safety Partnership board and officers group to working groups that have been established to develop plans to tackle area specific issues including the town centre tasking group and frequent flyers (A&E) meeting. The street drinkers, beggars and rough sleepers group was also set up in 2011 to bring the statutory and third sector organisations together who have ongoing involvement with the identified individuals in order to monitor their behaviour and where possible enable the most appropriate agency to assist or intervene. Northampton Borough Council are currently in the process of developing a new multi-agency rough sleeper's strategy with the first workshop taking place at the beginning of February 2016 with a view to improving co-ordination between organisations involved.
- The introduction of ECINS, a cloud based multi-agency ASB case management system, in 2014 has resulted in a more effective approach to sharing of information between and across agencies, providing a joined up approach in referrals, case management/building, resulting in swifter responses and outcomes. However, the use of the ECINS system is piecemeal across agencies, with some officers using it more effectively and regularly than others. If this was utilised more widely by relevant organisations it would go even further in delivering responses and positive outcomes.

- It is the core business of the ASBU to address anti-social behaviour issues within the Borough. Failure to do so successfully would lead to a loss in public confidence for Northampton Borough Council, Northamptonshire Police and partner agencies.
- In relation to beggars within the town a process has been adopted between the ASBU and Police which revolves around the use of yellow (first warning) and red card (conditional caution) warning system. When a red card is given to an individual for begging related issues they are given a conditional caution, lasting for three months, which requires them to engage with drug and alcohol support agencies. If this process isn't adhered to by the individual then they are summonsed to court for the offence.
- Should the above measures be unsuccessful for any type of referral then the following enforcement tools are available to the unit:
  - Community Protection Notice warning letter
  - Community Protection Notice
  - Injunctions to Prevent Nuisance and Annoyance (IPNAs)
  - Criminal Behaviour Order (CBO)
  - Closure Powers
  - The ASBU also supports the Police in relation to dispersal powers and works with housing providers (NPH, Social Landlords and private landlords) to assist with tenancy enforcement.
- As a unit there are sufficient resources within house at this time to be able to utilise the enforcement powers available, however, within the current financial climate we are aware of the pressures faced by all agencies and organisations involved in tackling anti-social behaviour within the town. One particular pinch point is within the criminal justice system and cases being dealt with expeditiously (i.e. allocation of available court time). This ultimately impacts upon the outcomes of cases and the victims and witnesses involved in these.
- Some of the most complex cases held by the ASBU revolve around neighbour/community issues which often cause considerable distress to the victims and witnesses involved. Due to the nature of these cases there is often not a criminal case for us to be able to attach a Criminal Behaviour Order application to and so the only option available under new legislation would be to apply for an Injunction to Prevent Nuisance and Annoyance (IPNA). Any breaches of an IPNA would have a cost implication upon the ASBU and ultimately NBC.

- Based on local knowledge of Northampton, the ASBU is currently aware of two outlets for psychoactive substances. The ASBU served a Community Protection Notice warning letter in relation to one of these premises in February 2015 due to the volume of people attending the shop and congregating outside causing disturbances within the street prior to the premises opening. Since that time, complaints regarding the issues surrounding the shop have ceased. We are aware of individuals who are/have been referred to the unit who have taken psychoactive substances, often in combination with alcohol and or other drugs. The outcome of which tends to be either unconsciousness and severe illness or hyper active behaviour which ultimately impacts upon public services (ambulance and police) and on public perception.
- Based on referrals to the ASBU and having worked with individuals committing anti-social behaviour the key contributing factor appears to be a combination of mental health issues or illnesses alongside the misuse of alcohol, illicit drugs and psychoactive substances (legal highs).
- The ASBU receives referrals for individuals involved in a wide range of anti-social behaviours. Some of the most visible and challenging individuals to engage with are rough sleepers, beggars and street drinkers. These behaviours are predominantly seen within the town centre, although are Borough wide issues, and have had an impact upon the public's perception of anti-social behaviour within the town. Rough sleeping in isolation is not classified as anti-social behaviour, however, it is recognised that people perceive it to be and as such a new rough sleeper's strategy is being developed by Northampton Borough Council and is a process that the ASBU are involved with.
- Street drinking monitoring takes place. The ASB Unit is aware of 47 Street Drinkers, 5 of which have received ASB Orders and 1 a Community Protection Notice. The Police have allocated an Officer to tackle begging. 2 Beggars have ASB Orders, 2 have Community Protection Orders and 1 Beggar has been reported for summons.
- 25 Rough Sleepers are known but it is acknowledged that there are more than this.

### **Director of Public Health, Northamptonshire County Council**

- Northamptonshire County Council addresses anti-social behaviour as part of its overall responsibilities under the Crime and Disorder Act 1998. The Council has a team which leads on community safety strategy and policy, with the manager jointly reporting to Northamptonshire Police. The team has led the production of the countywide ASB Strategy 2015-18 and action plan. The strategy has been adopted by Northampton Borough Council.

- In addition, the Council commissions, delivers or is a partner in many services which contribute to reducing anti-social behaviour – for example, the Troubled Families programme, the Youth Offending Service, early help and prevention teams for young people, and associated support services.
- The Council has adopted the Northamptonshire Partnership ASB Strategy 2015-18 and the associated ASB Action Plan.
- Within the Communities Team, the policy and strategy is set, with best practice identified and shared through the Youth Crime & ASB Prevention Officer. The Early Help programme provides specific support to young people and their families, which will cover many issues (e.g. risk of abuse, domestic abuse, mental health, drug and alcohol use) depending on the family, and also anti-social behaviour.
- The Communities Team is a member of the Northampton Community Safety Partnership and the Northampton Priorities Group whose focus is the implementation of policy into delivery.
- The Communities Team is funded by £153k of public health grant, and includes a specific role focused on Anti-Social Behaviour. In addition the Council commissions services that contribute to tackling anti-social behaviour in the county e.g. Early Help programme.
- While partnership arrangements are in place, there are opportunities to further strengthen early help interventions based on shared intelligence. One challenge is to continually review partnership meetings to ensure that they are relevant and effective.
- The Council has a good relationship with the community safety team in the Borough, but is very willing to build on those relationships in developing effective and co-ordinated arrangements.
- Anti-social behaviour is often a symptom of many challenges faced by families, and therefore increases demand for support for children, including (in some cases) social care. Those committing anti-social behaviour may be doing so because of underlying issues such as substance misuse, abuse or issues regarding emotional wellbeing, which can also drive demand for services. People who are victims of anti-social behaviour can experience negative mental wellbeing and social isolation, for example, children, vulnerable older people and people with disabilities; this can also increase demand for support.
- The increased use of E-Cins (which is a shared case management database) and more effective use of ASB Action Groups, so that the intelligence from E-Cins can inform the Action Groups.
- There are no specific powers, unless anti-social behaviour requires interventions under the Children Act or a Youth Offending Service response because a young person is in the criminal justice system

- Resources are available, but the demand for services where ASB is partly a driver for demand has a significant impact on the Council's budget.
- There are a number of shops which sell such substances in Northampton and other towns in the county. The belief is that this is growing. However, there is also a substantial online market.
- A growing number of adults and young people are presenting with mental health issues associated with these substances. These include presentations for treatment, including at A&E departments. In other areas of the country, some presentations for sexual health treatment have been linked with use of psychoactive substances. Use of these substances is also linked with anti-social behaviour
- Using analytical capacity in the public health team, the partners can further identify the evidence base for the causal factors for anti-social behaviours, and potentially align interventions in geographical areas with the greatest need more effectively.
- The impact of the first two years of life is highly significant in anti-social behaviour in the longer term, and addressing causes of ASB in early years is therefore a key focus.
- The Director of Public Health will continue to build on effective working relationships with the Borough in addressing anti-social behaviour and other aspects of Community Safety.

### **Director, East Midlands Ambulance Service (EMAS)**

- The ambulance service has seen a rise in anti-social behaviour linked to the increase use of both legal and illegal recreational drugs. These types of drugs combined with alcohol generally have an impact on a patient's behaviour. It may also render them requiring medical assistance.
- Regular clinical bulletins are disseminated to front line staff regarding any new legal or illegal drugs, their impact and the appropriate management and treatment. Staff have access to wide clinical team for additional information and guidance. Based within ambulance control we also have a Clinical Assessment Team, which staff can assess 24/7 for additional support.
- EMAS has close links and direct contact with the local Police and share intelligence. When required the Police will attend scene with ambulance crews to maintain their safety. All ambulance personnel are trained in conflict resolution, which concentrates on verbal and non-verbal communication to defuse situations.
- When situations are not containable using these methods and a situation may suddenly escalate. Staff have personal issue radios, which are equipped with an emergency button which allows them to request



immediate help from the police via ambulance control. These radios are also tracked, so help can be directed to the correct location.

- All ambulances are equipped with a similar emergency button which also activates CCTV, with a clear audible message that informs anyone in the vehicle that the CCTV is in operation. Access to the CCTV footage is limited to senior managers and there is clear governance around access. This footage can and has been utilised by our Local Security Management Specialist (LSMS), working in conjunction with the police to seek prosecutions when appropriate.
- For patients that became frequent high volume service users, EMAS works closely with the wider health community to develop care plans to reduce and prevent inappropriate use of the ambulance service. Patients who behave in an anti-social manner, which are identified to the LSMS, may be sent an EMAS warning letter informing them that this type of behaviour will not be tolerated. A warning may also be added to the control system with ambulance control, to ensure staff safety.
- Where staff have concerns about the impact of anti-social behaviour on others, they have 24/7 access to a dedicated safeguarding line to report accordingly and these concerns are signposted to Social Services and the wider health community to ensure the safety of those concerns.
- On key dates, i.e. New Year's Eve, a Dynamic Emergency Care Centre is deployed in both Kettering and Northampton town Centres. This unit is manned by the voluntary ambulance sector, EMAS and the Police. These units aim to maintain welfare, treat and support patients in a community setting to reduce hospital attendance. The majority of patients treated by these units are either affected by drugs, alcohol or have been assaulted. With the police in situ, any action around assaults or drug use can be facilitated immediately.
- Some patients may develop short term mental health problems through the use of substances. EMAS is establishing in conjunction with Northants Police and Northants Health Foundation Trust (NHFT) to implement a mental health response car to support patients within the community. This could be a conduit for improving anti-social behaviour, as the patients will be signposted to the appropriate care and given support.

### **Director, CAN**

- Many young people who become involved in misusing D&A become involved in crime sometimes to fund their drug use or as a result of anti-social behaviour. CAN's work to reduce substance misuse with our clients does have an impact on crime and ASB. We work holistically and look at other areas of our clients' lives. All clients are offered opportunities to

volunteer and have some training as part of Ngage – our youth steering group. We also oversee the D&A work provided by YOS D&A (Drug and Alcohol) workers.

- 1:1 work with clients takes place to reduce substance misuse and offer alternative choices.
- CAN has, on occasions been invited to locality meetings where different sectors such as Eastern district have had operations to reduce crime however our funding is such we cannot often be as involved as we would like. We are a specialist service so we are unable to go out and do some outreach – raising awareness of our service and giving out information and advice re D&A that may prevent/reduce crime and ASB.
- CAN is invited to some meetings but not all. It depends on who is organising the meeting. CAN was part of a week of action in Kettering but if there have been other areas doing the same we have not been involved. It is often difficult for CAN to be as involved as it would like.
- Clients involved in YOS can often be difficult to engage as they feel it is mandatory – they have no choice and are often reluctant to change. With clients in the community we can also sometimes struggle to engage some young people who are the most chaotic and vulnerable.
- Partnership working, shared intelligence, similar to NPS meetings. We might offer some targeted work if drug/alcohol use was highlighted in an area as ASB – litter, noise, other YP feeling unsafe etc.
- NPS causes lots of problems for our clients. We have shared information regarding shops that sell NPS to the police and have been involved in helping clients to go to the police or give statements regarding where they bought substances.
- Health consequences of using psychoactive drugs include YP having panic attacks, feeling extreme paranoia or anxiety. Several YP have been hospitalised with some needing mental health support. Previously CAN had YP who had severe nose bleeds or had severe cravings and withdrawal symptoms.
- Education is key – ensuring responsibility is taken for own actions. Need good old fashioned youth workers who can patrol the streets and offer informal education to groups of YP.
- Ignorance, boredom, lack of consequence for littering and dog fouling. Lack of civic pride/ownership in community.
- Work in relation to anti-social behaviour (ASB) on the racecourse is funded by the PCC. CAN works with the Community Café to tackle ASB in the area, for example a group of young people hanging around, using drugs etc.
- Street based work takes place. CAN aims to engage with you people, work with them and turn them around.

- A number of young people contact CAN direct but some may never engage with CAN.
- CAN goes into schools regarding early intervention.
- CAN works with accident and emergency.

### **Team Leader, S2S**

- S2S has a current caseload of approximately 2,000 active clients across the county. It sees 80-120 new clients in the Northampton (including Daventry) service every month, (some of these 2,000 current clients are seen through shared care arrangements with GP practices).
- S2S sees clients aged 18 and over.
- Psychoactive substances are perceived a young person's substance but S2S has 25 clients that report using these.
- Three weeks ago S2S had to call an ambulance due to a client using psychoactive substances.
- The Police raided a supplier of psychoactive drugs and its mailing list comprised approximately 80% middle aged males. Young people are more visible in their usage as it tends to be on the streets where as older people use it more privately.
- A large percentage of S2S' clients are Street Drinkers and homeless. Some are Beggars too. A number have complex problems and mental health issues.
- The vast majority of clients are self-referrals.

### **Trading Standards Manager, Northamptonshire County Council Trading Standards**

- The main aim of the Trading Standards Service is to ensure a safe and fair trading environment in Northamptonshire. Trading Standards is the major regulatory service of the County Council enforcing a wide range of national and European laws through both civil law and criminal law processes. In addition to enforcement and regulatory responsibilities, the Service provides advice and information to consumers (in association with the Citizens Advice consumer service) and businesses to make them aware of their rights and obligations.
- The Service has diverse responsibilities which fall under the following broad headings:
  - Fraud (including rogue trading activities)
  - Age-restricted sales
  - Animal Health and Welfare

- Consumer & Business Advice
  - Environmental Controls
  - Consumer Product Safety
  - Fair Trading (including weights and measures, descriptions, pricing, consumer credit, etc.)
  - Food, Health and Agricultural Standards
  - Licensing and Registration
- The Service also has responsibility for the co-ordination of fly-tipping enforcement within the county.
  - Trading Standards works with many different partner organisations to ensure we obtain the best possible outcomes for our communities within the resources it has.
  - The Service net budget for 2015-16 is £1,357,463, which equates to approximately £1.96 per head of population. The resources provided to Trading Standards have reduced by approximately 33% in the last ten years, whilst at the same time new enforcement responsibilities have been introduced by Government. The Service utilises a risk based approach in deciding which issues should be tackled, focusing resources on those issues causing most harm to the community & where effective action can be taken.
  - The Service has responsibility for enforcing Section 54 of the Anti-social Behaviour Act 2003 – prohibiting the sale of aerosol spray paints to under 16s
  - Trading Standards is aware of guidance in relation to psychoactive drugs
  - Trading Standards takes enforcement action or preventative measures on a wide range of issues including age-restricted sales, doorstep crime, mass marketing scams, rogue trading, product safety, co-ordination of fly-tipping enforcement etc. This includes seeking licensing reviews where appropriate.
  - It takes resources to tackle the issues, e.g. illegal underage sales that can be behind the ASB. Its role is primarily with the suppliers of products whereas for many other Agencies their focus is the product users that actually cause the ASB. The growth in internet selling makes the supply of such products much easier and the effective enforcement more difficult / resource intensive
  - Trading Standards has very few specific to ASB, however it does have general enforcement powers to suspend & seize illegal product, seek forfeiture orders, take legal action etc. in accordance with our published policies. We do not have the power to close businesses. In relation to issues such as psychoactive substances it really needs an effective national legislative regime to tackle the problem.

- Trading Standards does not have sufficient resources to fully enforce all of its enforcement responsibilities and therefore it uses a risk based approach in deciding which issues should be tackled, focusing resources on those issues causing most harm to the community & where effective action can be taken. This does restrict it from always being able to tackle issues, particularly where legislation may not adequately address the problem or where the cost of taking action may be prohibitive.
- The Government Act in relation to controlling retailing and wholesaling of psychoactive substances in the UK was published on 29 January 2016 but requires commencement orders to give it effect.

### **Chair, Markets Action Group (MAG)**

- The Market Action Group was formed in 2010
- The Market Action Group regularly discusses actions required to support a reduction in anti-social behaviour on the market place.
- The Market management and officers coordinate and communicate with market traders on a daily basis and are present on site 5 days a week. They report any incidents of concern with regard to anti-social, and or criminal activity in the area to the appropriate body and have a good working relationship with the local authorities.
- The market management and officers report incidents directly to the authority concerned. The MAG discusses the issues pertinent to the market square and makes recommendations for ways in which to tackle Anti-social behaviour.
- The cleaning regime has been changed to, amongst other benefits, provide deterrent to groups gathering in the market square at various times, particularly early mornings and evenings.
- Market officers have a direct link to the CCTV control room to report any incidents that occur. The MAG has stated many times that more police presence is required in the market square to discourage anti-social behaviour as a pro-active measure. The MAG also feels that because of the large number of licenced premises around the market square, the licencing committee should monitor these closely.
- The Retail Crime Partnership work very well with our organisation and retailers to promote awareness of offenders and those excluded from the town centre. This is run by the PCSO's and has input from local businesses. Wardens and Police seem to work independently of each other and could join up, particularly with reference alcohol confiscation.
- Anti-social behaviour creates an environment in which customers

do not want to be therefore impacting sales and footfall both in the market and town centre

- Agencies coordinating to prevent anti-social behaviour at source, such as providing shelter for the homeless would be useful.
- Psychoactive substances are being openly sold from a shop premises in the vicinity of the market square which in turn attracts potentially undesirable individuals liable to persist in anti-social behaviour
- It would be beneficial to have regular meetings with all agencies and businesses in relation to anti-social behaviour
- Contributing factors to anti-social behaviour are perceived as lack of resources to cope with reactive incidences as well as dealing with potential offenders at source.

### **Delapre Abbey Preservation Trust**

- The Delapre Abbey Preservation Trust exists to restore the Abbey and prepare its opening to the public in 2016. We aim to educate people about its history and the part it has played in the life of Northampton and the country.
- The Trust aims to educate people about the value of the Abbey and surrounding estate (in public ownership) so that they will show it more respect.
- The Trust works with the Park Rangers, local residents and park users as well as the local police to monitor anti-social behaviour and report abuse and vandalism to the Council as landowners.
- There is no visible security presence in the vicinity of the Abbey nor are there any attempts made by the Council to educate people, especially younger people, about the value of the park and the Abbey as places of recreation and amenity value
- The Park Management Committee is an ideal vehicle for co-ordinating action to tackle anti-social behaviour but there is no cohesive strategy that they can support. The Trust would like to see a much more integrated approach by all agencies and stakeholders but we need human resources on the ground and a higher profile by rangers and others. Volunteers could help if suitably trained. We also need better physical security (gates at the end of the drive; stronger park fencing and repairs carried out more quickly).
- Anti-social behaviour affects the appearance of the grounds around the Abbey and deters people from visiting the park. The fear of being attacked or visible signs of drug abuse and litter will deter visitors to the Abbey and could impact on our business once the Abbey is reopened in 2016.

- Identify the “hot spots” and have a task force ready to act in the event of any anti-social behaviour in those areas. This should be multi-agency and be on standby to act immediately if called upon. They should be easy to contact. If action to deal with drug abuse, littering, graffiti and wanton vandalism is taken quickly it often stops the activity at least in the short term. Community payback schemes also appear to be useful.
- Anti-social behaviour should be given a higher priority and be better at enforcing existing legislation. There are park byelaws for Delapre
- One of the key contributing factors to anti-social behaviour across Northampton is the lack of civic pride in the town by its citizens. Neighbourhoods are often run-down, repairs to infrastructure such as potholes, walls etc. are not carried out and there is then a cycle of decline in standards. The Council (and other agencies) have to take the lead role. Cuts to budgets mean that the maintenance of the “public realm” deteriorates leading to further decline in standards exacerbating the situation. Enforcement of existing laws must also be improved.
- The Trust would like to see Northampton claim its place as an interesting, historic place to visit with a variety of things to see and do thus attracting more visitors and improving the local economy. If the town has a reputation as being litter-strewn, a place for drug dealing and alcoholism on the streets it can take years to change perceptions. Clean it up and be proud of its heritage so that the quality of experience not just for visitors but also for local people is enhanced in the future.

### **Security Services Supervisor, Northampton General Hospital (NGH)**

- The Security Department for Northampton General Hospital provides 24 hours a day general Security cover for the whole hospital. NGH provides a range of acute services both on an inpatient and outpatient basis to the local area.
- NGH has numerous local policies within the Trust that are built on the guidance provided by NHS Protect (part of the NHS Business Authority).
- The primary measure to deal with such behaviour is the Security Personnel on site and an extensive network of CCTV cameras. NGH has the additional powers granted to us by the Crime, Justice and Immigration Act (2008) sections 119 & 120 giving it another tool to deal with nuisance behaviour. Alongside this NGH has developed strong relationships with Northants Police and are members of the NRCL.
- NGH has a 12 man Security team though its focus is not purely dealing with such behaviour, it is but one of many functions.

- Like many other Security Departments, NGH are reactive in nature forever dealing with the symptoms, not the issues themselves. Where appropriate we do try and offer support, notably NGH will utilise the various safeguarding pathways but this is dependent on too many factors to be a realistic resolution to most issues.
- The NRCI works very well targeting and spreading intelligence relating to theft – there is no such organisation or route for the spreading of information relating to anti-social behaviour. The vast majority of such behaviour does not warrant arrest therefore the incident (which can still be very disruptive) does not involve the Police and does not get further shared outside of the organisation within which it occurred.
- Anti- social behaviour is a daily occurrence on the site and can divert / interrupt resources required for patient care.
- Some kind of centralised hub where information could be shared between organisations to create a unified approach.
- Outside of common law NGH can apply the powers contained within CJIA (section 119) to physically remove individuals. Further it can, with enough evidence begin the process to stop people attend NGH, though naturally this is a very long and complicated process.
- NGH is a small department and it can often be challenging to have an appropriate number of staff on site to deal with incidents as they arise.
- “Legal highs” are an increasing problem for us, commonly requiring restrictive physical intervention in order to treat the medical issues they present with.
- Information sharing between agencies would be a realistic approach
- Alcohol remains the primary factor in anti-social behaviour. Many of Northampton’s “street drinkers” are very well known in NGH and their behaviour is often very challenging.
- Alcohol is having a secondary effect on NGH, as it is increasingly dealing with patients going through alcohol detox, again something that is very challenging and creates unique problems on our wards. NGH is beginning to see something similar also occur with the increased use of “legal highs”.



## **4 Desktop Research**

### **Hazard Alley**

- 4.1 Hazard Alley, located at the Safety Centre Milton Keynes, is the first purpose-built interactive centre where children, aged 6-12, can experience 12 hazardous scenarios in perfect safety.
- 4.2 The Centre reports that Hazard Alley is the result of collaboration between Buckinghamshire Fire & Rescue Service and Thames Valley Police. It creates a partnership between statutory organisations, local government, health authorities, and the private sector. The Centre adds that in this respect it meets the requirements of both the 'Health of the Nation' document and the Crime and Disorder Act.
- 4.3 The Centre is supported by a Board of Trustees who are drawn from both the public and private sector.
- 4.4 Hazard Alley was opened in 1994 by the Duchess of Gloucester. The Centre reports that it quickly established itself as a 'must do' for schools seeking innovative new ways to introduce children to elements of the National Curriculum such as peer pressure and bullying, vandalism and personal safety.
- 4.5 The Centre has approximately 20,000 children, including special needs groups, visiting per year. Since its inception, over 320,000 school children have received its interactive safety education.
- 4.6 It is noted that the Safety Centre has also encouraged and helped other areas to create their own centres.

### **Hazardous Scenarios**

- 4.7 The 12 hazardous scenarios that children can experience at Hazard Alley are:
- Fire Safety
  - Home Safety
  - Building Site
  - Road Safety
  - Railway Safety
  - Car Safety
  - Personal Safety
  - Water Safety
  - First Aid & the Recovery Position

- Farm Safety
- Crime & Consequences
- Vandalism & Consequences
- Drug Awareness
- Internet Safety

### **Fire Safety**

- 4.8 It is reported that this area is used to raise awareness of domestic fire safety precautions (smoke alarms, escape routes etc.) and teaches children what to do in the event of a fire in the home.

### **Home Safety**

- 4.9 This area raises children's awareness of the potential dangers in the home and the causes of everyday domestic accidents.

### **Building Site**

- 4.10 This area is used to show that a building site is not a place to play and not a place that children should be without permission. It also raises awareness of the dangers of abandoned or burnt out vehicles.

### **Road Safety**

- 4.11 This area of Hazard Alley raises the children's awareness of the need to find a safe place to cross a road, and the distances vehicles take to stop. The subject of safer cycling is also discussed.

### **Railway Safety**

- 4.12 This area of Hazard Alley emphasises the dangers of playing on or near the railway and high voltage lines and overhead cables. We also discuss the serious implications of vandalism on the railway.

### **Car Safety**

- 4.13 This area makes children and adults aware of the dangers and hazards of a garage forecourt, and the importance of wearing seatbelts etc.

### **Personal Safety**

- 4.14 This area raises children's awareness of the 'Early Warning Signs' given by our bodies when we are not feeling safe and to avoid danger by acting on these signs. Peer pressure is also discussed and who they can talk to about it.

### **Water Safety**

- 4.15 **Awareness** is raised of hazards associated with swimming anywhere other than a swimming pool. Also what to do, and not to do, if someone is in trouble in the water.

### **First Aid and the Recovery Position**

- 4.16 This area is for teaching children how to respond to an emergency and put someone into the recovery position.

### **Farm Safety**

- 4.17 This area raises awareness of the many dangers of farm machinery and farmyard animals.

### **Crime and Consequences**

- 4.18 This area aims to make children understand the feelings associated with crime from the perspective of the victim, the offender and the community as a whole.

### **Vandalism and Consequences**

- 4.19 This area raises the children's awareness of the consequences of vandalism, for them and for others. It is reported that awareness of vandalism is a constant theme throughout the Safety Centre. A specific scenario depicts an anti-vandalism message. This is shown as a video, which is filmed against a Milton Keynes background, using local school aged pupils to deliver far-reaching messages. The substation scenario reminds children of the dangers of electricity and how to report any incidents of vandalism.

## **Drug Awareness**

- 4.20 The Centre's Schools' Liaison Officers are trained to present drug education messages. Classroom work involves the presentation of an interactive CD ROM (funded by Milton Keynes Drug Action Team - MKDAT), followed by role-play and discussion work. The Centre goes on to state that the session highlights the distinction between: socially accepted drugs, over the counter medicines, prescription medicines and illegal drugs. Protective Behaviours strategies are used throughout to emphasise the fact that behaviour is a choice with an effect.
- 4.21 The Safety Centre offers follow-up lessons to every group that visits the Centre. It is reported that these sessions directly reinforce the messages given at the Centre whilst encouraging community safety and citizenship. They are specifically designed to encourage children to change their behaviour towards taking responsibility.

## **Internet Safety**

### **Internet Safety for Parents**

- 4.22 The Centre offers parents sessions which cover risks associated with social networking, gaming, cyberbullying, sexting and what people can do as a parent to manage these risks.
- 4.23 These sessions are not suitable for children and are delivered on school premises at parents' convenience (twilight sessions / evenings / inset days).

### **Internet Safety for Children**

- 4.24 The Centre reports it is important that we make children aware of the benefits of using these sites, but also of possible dangers. With this in mind, The Safety Centre offers Year 5 & 6 children the opportunity to watch an Internet Safety Chatroom DVD.
- 4.25 The children are presented with a series of questions and their answers are recorded by the guide. Schools then receive the recorded answers.

### **Children's Follow up Sessions**

- 4.26 The Safety Centre offers follow-up lessons to every group that visits the Centre. These sessions directly reinforce the messages given at the Centre whilst encouraging community safety and citizenship. It is reported they are specifically designed to encourage children to change their behaviour towards taking responsibility.
- 4.27 All of the scenarios link to various elements of the curriculum.
- 4.28 The Centre can accommodate up to 72 children per tour.
- 4.29 Sessions start from 9.30am, 12.30pm and 6.30 pm (these times are flexible) and the tour lasts for two hours (1 and a half in the evening). There is a 15 minutes introduction before each tour starts to and a 10-15 minutes debrief at the end of the tour. The overall time of the visit to the Centre is estimated at a minimum of 2 and 1/2 hours.
- 4.30 The Centre is open from 9 - 5, Monday to Friday, and there be a 24-hour answer phone facility.
- 4.31 The cost is £7.25 plus vat (£8.70) per child with a minimum group size of 6 children, no charge is made for accompanying adults. Evening visitors are asked to pay for a minimum of 15 children. There is a bursary available to give help with the cost. The aim of the bursary is to provide grants for children that are 'disadvantaged' in order that they might benefit from the Safety Centre facility.

### **Open Day**

- 4.32 Every year the Centre holds an open day for all to come and have a look at the facilities on offer and experience some of the interactive displays. It is a free event.
- 4.33 The next open day is scheduled for 24 July 2016.

### **Street Pastors**

- 4.34 Street Pastors were founded in Brixton, south London, in 2003 by Reverend Les Isaac. It was based on a model from Jamaica. Street Pastors is an initiative of the Ascension Trust, a registered charity established in 1993.

4.35 Street Pastors are trained volunteers from local churches who care about their community.

4.36 The reported role of a Street Pastor is someone who is:

- a Christian and is part of a local church;
- concerned for society and their local community;
- willing to engage with people, whatever their perspective on life and wherever they hang out;
- happy to work in a team and in collaboration with other agencies and projects, both statutory and voluntary.

4.37 Equipment carried by Street Pastors:

- Shoulder bag
- Torch
- Gardening gloves
- Rubber Gloves
- Flip flops
- Small bottles of water
- Small dustpan & brush for broken glass
- First Aid equipment
- Note Pad & Pen
- Wireless handset - Team Leader to operate
- Mobile Phone - to be carried by one of the team
- Spikeys - a plastic "use once only" stopper that helps prevent drinks from being spiked
- Community Safety Packs/Handouts
- Evidence Bags/Drugs Bags/Knife Tube
- Leaflets

## **CASE STUDIES**

4.38 The following case studies are published on the National Street Pastors Website:

### **Case Study 1**

*I would like to say a huge thanks to the street pastors. I think they do a really good job. Especially offering flip flops to my friend. It's such a good idea and cause. Thank you."*

*"I was down town on Saturday night, I had no shoes on and a street pastor came and gave me a pair of flip flops to wear. I went to offer him money which he refused. He was really caring and polite. I think they're a great set of people and what they're doing just proves how caring they are ... I can't say a bad word about them."*

*“Thank you so much for your kindness. My friend and her feet were so grateful! We genuinely couldn’t believe it. It’s such a great thing you are doing and you made our night!”*

## **Case Study 2**

*My story begins at a nightclub I was at a few weeks ago. I was out with a few friends getting absolutely hammered, carelessly knocking back shots and drinking copious amounts of beer. The nightclub closes and I stumble outside and my girlfriend points out that there is a group of street pastors, just like the ones I saw on TV (they were involved in a documentary recently). I decided to drunkenly approach them and gregariously tell them that I saw them on TV and that I thought it was nice that they helped people who have had a bit too much to drink.*

*“I don’t remember the entire conversion but basically I asked them if they were religious and one of them explained that they were Christian. I explained to them that I was not religious but I appreciated the work that they are doing.*

*“To be honest, I thought that was their motivation for doing this kind of work was to try to preach to people about religion but I soon found out that wasn’t their motivation and they explained to me their motivation was Jesus Christ and the kindness that he showed the world.”*

*I actually have tears in my eyes writing this. Honestly, I’m not really an emotional person and I’m very rarely touched by words like this so I don’t know why this gets to me so much.*

*“I said to the street pastors that they are really nice people for doing what they do and one of them replied to me and said ‘You’re a really nice person too.’ That’s it. A few simple words seemed to have a profound effect on me and I don’t know why.*

*I don’t feel as if I’ve really done anything that is that bad in my life and I don’t go about thinking that I’m a bad person. I don’t think I’m unpleasant in any way but I feel that in this day and age it is very rare for people to say such nice things to random strangers, especially outside of nightclubs, so maybe that is why it touched me in the way that it did.*

## **Northampton’s Street Pastors**

- 4.39 Northampton Street Pastors were formed in October 2008 and come under the umbrella of The Ascension Trust which has over 11,500 Street and Prayer Pastors impacting over 250 local towns and cities nationally. It consists of volunteers who are drawn from 18 Christian churches of different denominations in Northampton.
- 4.40 It is reported that there are often between 12,000-30,000 people out partying in the “night-time economy” in Northampton on a Friday or Saturday night. The aim of the Street Pastors is to provide a listening ear and practical help to the socially marginalised, the needy and often those who have drunk too much. Street Pastors are non-judgemental and will give time and help to anyone in need.

- 4.41 Street Pastors patrol the streets of Northampton on some Fridays and every Saturday night from 22.30 to 04.00 and form what is known as “The Urban Trinity” working in partnership with the police and local council. In addition the Street Pastors work with a range of voluntary and statutory organisations in order to reach and help all those in need.
- 4.42 The Street Pastors comment that many people ask them if it is “dangerous” at that time of night but most evenings there is a really positive atmosphere, opportunity for the Street Pastors to help, and genuine appreciation by revellers of what Street Pastors are doing to help whether it is providing practical help like flip-flops, water or just listening.
- 4.43 As of July 2015, there are over 40 Street Pastors in Northampton who have all been on the training course to develop specific skills and knowledge to deal with a variety of potential situations. Most Street Pastors will go out with a Team Leader to form a patrol on one Friday or Saturday a month. .
- 4.44 The Street Pastors advise that one of the additional benefits of the work is that the Police and Crime Commissioner for Northamptonshire has acknowledged that Northampton Street Pastors has contributed to the reduction of violent crime, reducing acquisitive crime and making Northamptonshire a secure place.

### **Best Practice**

- 4.45 Desktop research was undertaken identifying examples of best practice in tackling anti-social behaviour. Full details are contained at Appendix C.

### **The late night levy**

- 4.46 The Home Office, in its [amended guidance on the late night levy, Home Office, 24 March 2015 report](#), advises that the late night levy (“the levy”) is a power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011. This enables licensing authorities to charge a levy to persons who are licensed to sell alcohol late at night in the authority’s area, as a means of raising a contribution towards the costs of policing the late-night economy. Comprehensive details are contained at Appendix D.



4.47 Consideration was given to bringing in the 'Levy' 3 years ago in Northampton. Due to the impact of the discounts awarded for businesses in a BID area and members of Pubwatch, it was not deemed financially viable, as it was estimated we would just about cover the administration costs.

### **Site Visits**

5.1 On 30 September 2015, between the hours of 2pm and 3:30pm, the Chair attended a walkabout of the Town Centre with the Neighbourhood Wardens. The walkabout provided the Chair with an insight into some of the issues that the Neighbourhood Wardens deal with.

5.2 The Chair observed a number of issues that the Neighbourhood Wardens deal with such as:

- A couple of shops in the town that sell psychoactive substances. The Police are aware of the substances sold by these shops.
- Neighbourhood Wardens have a good rapport with regular Street Drinkers in the town. The Chair witnessed the Neighbourhood Wardens removing a can of alcohol from a Street Drinker and pouring it away.
- The Chair saw 20 Street Drinkers during his site visit
- Some shops will open at 6am and sell just one can of alcohol at a time, often to Street Drinkers
- The Chair had dialogue with a number of Market Traders and their anecdotal evidence was that Street Drinkers had increased and tend to congregate near to the bus station area
- Street Drinkers were observed in Emporium Way. Evidence of street urination was present. Problems with pigeons was noted too but the Chair highlights that a previous Overview and Scrutiny report "Keep Northampton Tidy" had looked at this issue and proposed recommendations for improvement. The Chair also walked along Sheep Street and along the alley way, noting littering and evidence of urination.

- The Chair witnessed three individuals dropping cigarette butts on the floor, the Neighbourhood Wardens told them to pick them up.
- During the walkabout, the Chair noted a homeless woman that is often seen sitting near to the fountain in the market square. The woman appeared to have been inebriated. The Chair spoke to a number of shoppers who commented that they no longer sat near to the fountain as Street Drinkers and homeless people often gather here.
- During the site visit, the Chair witnessed a couple arguing; this had been picked up on CCTV and the Neighbourhood Wardens notified. The Neighbourhood Wardens acted very quickly.

### **Meeting of Northampton Anti-Social Behaviour Action Group (NASBAG)**

5.3 On 5 November 2015 the Chair of the Scrutiny Panel attended and observed a meeting of the Northampton Anti-Social Behaviour Action Group (NASBAG). NASBAG is chaired by the Northampton Anti-Social Behaviour Unit and is made up of wide range of Agency representatives that deal with anti-social behaviour (ASB):

Northants Police

Northants Youth Offending Service

Northampton Borough Council

Northampton Partnership Homes

Service Six (Youth Support Agency)

Northants Probation

Registered Social Landlords (RSL's)

5.4 Key points:

- The meeting was split into three sections – Central, North East & South West (co-terminus with the policing sectors), with focus on two key categories:

- Youths
- Adults (including Street Drinkers and Beggars)

- The Chair was surprised at the number and the ages of youth offenders, some being aged 12-14.
- In some cases, there was the lack of parental responsibility, and appropriate interventions are sought by agencies to address this.
- Many of the adults that commit ASB have alcohol, drug and mental health related problems. Some are violent.
- Partner agencies from the NASBAG have been successful in engaging with a number of referrals and these have now been removed from the referral list due to improved behaviour; some ASB cases are going to court.
- There is a separate Youth Court where criminal and ASB cases are heard for under 18's.
- The Chair noted that some ASB takes place in blocks of flats within the town.
- The number of Sex Workers in the town has reduced significantly to that of ten years ago. The remaining Sex Workers have drug and/or alcohol problems.
- The majority of Beggars and Street Drinkers are known to the Anti-Social Behaviour Unit, and those individuals are being engaged with or enforcement action is being progressed.
- Street Drinkers range from 18 years upwards.
- Street Drinkers and Beggars often move from town to town. They become known to the Agencies and then move on; again, it is typical for Street Drinkers to have drug, alcohol or mental health issues.
- A Case Manager from the ASBU who co-ordinates the multi-agency work with street drinkers and beggars has been invited to attend the January meeting of this Scrutiny Panel.
- The Chair highlights that the ASBU Officers know Street Drinkers by name and are aware of their situations.
- The Chair welcomes the work of NASBAG emphasising there is a lot of work is being carried out to address ASB.
- The Chair highlights that NASBAG is a caring Action Group that has the aim of helping young people, aiming to stop them re-offending and prevent them from

progressing through the Criminal Justice system. The Youth Offending Service is very active in such instances.

- The Chair is pleased to note how the work of NASBAG directs people, helping to prevent them from re-offending, and takes enforcement action when required.

5.5 The Chair and another member of the Scrutiny Panel also observed a meeting of NASBAG on 3 December 2015.

5.6 The Chair of the Scrutiny Panel also observed a meeting of the Street Drinkers, Beggars and Rough Sleepers Group that undertakes actions from the parent Group – NASBAG. The purpose of attending this meeting was for the Chair to note how the actions set at NASBAG are followed through in partnership with other support Agencies.

#### **Estate Walkabout, Blackthorn**

5.7 On 14 October 2015, between the hours of 2pm and 3pm, the Chair went on a walkabout of Blackthorn with a Neighbourhood Warden.

5.8 Key points:

- During the walkabout with the Neighbourhood Warden, fly-tipping was observed. This was immediately reported by the Neighbourhood Warden. The Neighbourhood Warden investigates what has been fly-tipped for personal evidence, such as a name and address. It would be useful if the fly-tipping could be collected quickly after being reported.
- On occasions residents have left rubbish outside their properties and a Section 46 Notice is issued. The Neighbourhood Warden confirmed this is a useful exercise.
- Further training for Neighbourhood Wardens was supported.
- The Neighbourhood Warden has built up a strong relationship with the residents in the ward and felt that body cameras would not be useful for her to use in this location. The Neighbourhood Warden confirmed she felt very safe working as a lone worker.
- The Neighbourhood Warden attends a variety of residents' meetings in the area and gave her support to a newly formed Residents Association.

- The Neighbourhood Warden has regular contact with local schools and Children’s Centres in the ward.
- During the estate walkabout, the Chair visited a Children’s Centre. A room in Children’s Centres and other community buildings could be used for Neighbourhood Wardens to hot-desk, with a telephone, on various set days for residents to meet with the Neighbourhood Warden and share any issues they may have. The Chair felt it would be useful for the Neighbourhood Wardens to also be permitted to use the toilet facilities of such venues also.



A Neighbourhood Warden reporting fly-tipping

### **Nightsafe Stakeholder Event**

5.9 On 17 October 2015, between the hours of 11pm and 3:30am, the Chair and Deputy Chair, representing the Scrutiny Panel, attended the Nightsafe Stakeholders’ event. The event was led by the Police Licensing Sargeant. An initial brief took place at 10:30pm. The Night Safe event visited the Criminal Justice Centre which is a ‘holding’ centre for people who have committed offences. It comprises 40 en-suite cells with provision for an additional 40 if needed. All cells have camera links. The Night Safe event left the Criminal Justice Centre for the town centre just before midnight and walked around Bridge Street and other areas with pubs and clubs.

5.10 Key points:

- There is evidence that “pre-loading” takes place regularly
- There are approximately 769 licensed premises in the town, which includes shops, supermarkets and takeaways as well as pubs and clubs.
- Any problematic premises are monitored and if required action taken
- By 2am a number of inebriated individuals were observed
- The Night Safe event visited a night club
- One night club had a member of staff encouraging individuals to visit with the offer of a ticket for two free shots
- A pub was also visited which was noted as well managed. An entrance fee of £5 is charged
- There are two premises that remain open until 6am on a regular basis at weekends, but both stop serving alcohol before that time.
- A number of street drinkers, beggars and rough sleepers were seen
- A lot of littering, such as bottles and fast food cartons was observed
- There is a stark difference between the town centre during the day time hours and the night time economy
- The work of the Street Pastors was commended. The Chair spoke with a Street Pastor who explained the purpose of their voluntary role –providing support to people on a night out who are in need of assistance. The Chair felt it would be useful to invite the Street Pastors to a future meeting of the Panel to explain their role.
- During the event a discussion was held regarding the using of psychoactive substances and illegal drugs
- The event saw the Police Officers in action and how they calmly and professionally handled various situations during the site visit
- A theft offence was observed which ended in an arrest

## **6 Community Impact Assessment**

- 6.1 This Scrutiny Review investigated how partners locally, including the private sector, can work together to influence the reduction of impact of anti-social behaviour on the town. It sought to put forward informed recommendations to all relevant parties on the most appropriate approaches reducing the impact of anti-social behaviour on the town.
- 6.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.
- 6.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.
- 6.4 Any recommendations regarding the impact of anti-social behaviour on the town would consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments are integral to any reports including actions plans.
- 6.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

7 After all of the evidence was collated the following conclusions were drawn:

7.1 The definition of anti-social behaviour is defined within section 2 (1) of the Anti-Social Behaviour, Crime and Policing Act 2014:

- a) "Conduct that has caused, or is likely to cause, harassment, alarm or distress to any person"
- b) "Conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises"
- c) "Conduct capable of causing housing-related nuisance or annoyance to any person"

Anti-Social behaviour (ASB) therefore includes:

- Rowdy, noisy behaviour, including night-time noise from houses or gardens
- Threatening, drunken or "yobbish" behaviour
- Vandalism, graffiti and fly-posting
- Litter and fly-tipping rubbish
- Aggressive begging and street drinking

7.2 The Scrutiny Panel realises that when ASB is dealt with, the environment it is being committed in is also looked at. One size does not fit all.

7.3 There is a need for a consistent approach which looks to address the root causes of anti-social behaviour (ASB) rather than dealing with the end results.

7.4 In ensuring that an effective response is provided in supporting victims/witnesses and addressing perpetrators behaviour, it is recognised that the ECIN's case management system is the central location for detailing and logging all anti-social behaviour cases for Northampton Borough Council and also its partners.

7.5 The Scrutiny Panel recognises the Multi-Agency approach to tackling ASB, supporting victims/witnesses and the range of support, interventions and enforcement options available/undertaken.



- 7.6 The Scrutiny Panel recognises the Council and the Police work in partnership to manage anti-social behaviour and maximise resources. However, as anti-social behaviour occurs any time of the day it is not possible to have resources on hand throughout 24 hours. There are limitations to resources and legislative powers which prevent the Council and Police, as well as differing priorities that can impact upon what action is taken.
- 7.7 The Scrutiny Panel recognised that the Anti-Social Behaviour Unit is a valuable resource in dealing with anti-social behaviour.
- 7.8 The relationship between the Police and licensees is a positive one. The Police continue to try new initiatives to improve their policing of the Night Time Economy, and that they continue to be willing to listen to Pubwatch's feedback. The Scrutiny Panel felt that this partnership is helping to reduce ASB within the night-time economy.
- 7.9 The Police become involved when ASB takes place. Offenders are signposted for the relevant support. Through the current Designated Public Spaces Order the Police and Neighbourhood Wardens have powers that, allow the designated person to confiscate alcohol where it is felt it could lead to ASB. This will be further broadened to deal with a wider range of ASB issues when the Public Spaces Order comes into force later this year. The Scrutiny Panel gives its support to the introduction of the proposed Public Spaces Protection Order.
- 7.10 In noting good examples of partnership working, the Scrutiny Panel felt there is an overriding need to deal with issues holistically and not in isolation by partner Agencies. The Scrutiny Panel felt it would be beneficial that consideration is given to a Task Force approach consisting of representatives from the Police, ASBU, Council Wardens, Housing, Health, Licensing and partners. It is important to note that a broad multi-Agency approach is already in place in addressing issues of ASB. The Scrutiny Panel emphasises however, that although evidence received suggests the need for a focussed Town Centre Task Force, the Northampton Anti-Social Behaviour (ASB) Group and its Working Groups – Rough Sleepers, Beggars, and Town Centre Task Group link to the Community Safety Partnership with a broad approach to ASB covering the whole town.

- 7.11 The Scrutiny Panel is pleased to note that ASB has been reducing within all three categories over the last three years. It highlights that Police recorded incidents differ to public perception on ASB. However, public perception on dealing with ASB is improving. The actual issues, versus perceived issues, are an area which should be clarified to ensure the appropriate actions and resources are made.
- 7.12 Evidence received indicates that Community Protection Notices (CPN) are proving effective. It is an escalation process. The Scrutiny Panel highlights that a lot of the legislation is newly implemented and that it will take time to embed.
- 7.13 The good work of the Street Pastors is commended. The Scrutiny Panel acknowledges that Street Pastors are volunteers.
- 7.14 The Scrutiny Panel welcomes the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as street football, Street and School Pastors and Weeks of Action. In relation to how these are advertised and promoted it acknowledges that the Communication Team uses a variety of methods including social media to promote the activities. Ward Councillors could promote such activities within their wards, for example using community notices boards and their local surgeries.
- 7.15 The Scrutiny Panel supports the previous “Green Book” (that provided information on the Agencies which provide support to vulnerable people) that was issued to all Councillors back in 2003. This was a useful document that contained details of Agencies and contacts. It was felt that such a document should be re-visited. The Scrutiny Panel, therefore, highlights the need for an information leaflet that details where vulnerable people such as Street Drinkers, Rough Sleepers and Beggars can go for assistance. Councillors could then distribute such documents as appropriate.
- 7.16 From its site visit of the town centre, the Scrutiny Panel felt there is the need for continued training for Neighbourhood Wardens, particularly in relation to Street Drinkers. The Scrutiny Panel acknowledges that all newly recruited Neighbourhood Wardens have received training delivered by the University and all Neighbourhood Wardens have received training on handling confrontation situations.
- 7.17 Evidence received suggests that work shadowing between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling

anti-social behaviour would be a useful exercise. An example of this is where trainee Police Officers shadow Officers at Northampton Partnership Homes (NPH).

- 7.18 Evidence received highlights that area based meetings at an operational level allows the sharing of information, intelligence and development of action plans at a local level to address issues of concern. It is felt this approach leads to a number of quick wins. The Scrutiny Panel acknowledges that it is apparent where perpetrators of ASB are youths or juveniles; a contributory factor is the lack of local facilities. It is often cited from those engaged in anti-social behaviour that they were bored and had nothing better to do. This may also be linked to a lack of training and employment opportunities. The Scrutiny Panel realises that other towns provide areas for youths to congregate and that they have been successful.
- 7.19 Evidence received emphasises Street Drinkers and Beggars congregate around the town. It would be useful for these areas to be patrolled regularly by Neighbourhood Wardens. Some individuals also congregate on the Market Square at night.
- 7.20 The Scrutiny Panel is impressed by the work of “Hazard Alley” in Milton Keynes and commends its effectiveness. It is a unit that has a mock set up of various scenes such as fire safety, home safety etc. Hazard Alley is run by a Charity and a visit forms part of the Junior Warden Scheme in Northampton.
- 7.21 The Scrutiny Panel conveys its concerns regarding some licensed establishments serving small quantities of alcohol to Street Drinkers early in the morning. The Scrutiny Panel was pleased to note that two Off Licences in the town centre are not now permitted to serve alcohol before 10am and cannot sell less than four cans at a time.
- 7.22 The Scrutiny Panel acknowledges that alcohol and drug usage are a key factor to anti-social behaviour and there is a need to look at opening hours. The Scrutiny Panel would welcome support that can be provided through Partnership Grants for street based service to support substance abuse.
- 7.23 The Scrutiny Panel is aware that a wet area in the town for Street Drinkers is subject to discussion. Other areas in the county have such an area, for example Corby. It acknowledges that previously the town did have a wet

area located near to the old Fish Market and it had been entitled “Tolerance area”. Drinkers became badly behaved and it impacted upon nearby businesses and it was removed. A wet area has to be supervised and can be resource intensive.

- 7.24 The Scrutiny Panel felt that issues such as times that shops can sell alcohol, such as early in the morning, causes such problems. There is a need for such conditions on certain licences to be reviewed, such as the sale of alcohol early in the morning. This would take away the problems of street drinkers that are present early in the morning in the town centre. It is acknowledged that licences can only be reviewed if there are issues with how a premise is operating. However, evidence received highlights that restricting alcohol early in the morning to those dependent on it can cause them to go into “dependency mode” and require medical assistance.
- 7.25 Psychoactive substances are sold in the town and are known nationally as ‘legal highs’. There has been a swift increase in the amount and range of new substances, with their open sale in retail outlets and through the Internet. Evidence received highlights these substances pose a serious risk to public health.
- 7.26 Evidence received highlights the need for awareness raising around the issues caused by psychoactive substances, such as the health implications and resulting anti-social behaviour. Evidence demonstrates the health consequences of using psychoactive drugs include people having panic attacks, feeling extreme paranoia or anxiety. Several young people and adults have been hospitalised with some needing mental health support. Some people have had severe nose bleeds or had severe cravings and withdrawal symptoms. Some individuals may develop short term mental health problems through the use of these substances.
- 7.27 Evidence received confirms that based on local knowledge of Northampton, the Anti-Social Behaviour Unit (ASBU) is currently aware of two outlets for psychoactive substances. The ASBU served a Community Protection Notice warning letter in relation to one of these premises in February 2015 due to the volume of people attending the shop and congregating outside causing disturbances within the street prior to the premises opening. Since that time, complaints regarding the issues surrounding the shop have ceased.

- 7.28 The Scrutiny Panel supports the Government Bill in relation to psychoactive substances. It realises that such an Act will stop retailing and wholesaling of psychoactive substances in the UK. The Act was published on 29 January 2016 but requires commencement Orders to give it effect.
- 7.29 The Scrutiny Panel felt that the hotline number of Network Rail would be useful for all ward Councillors to be aware of in respect of reporting issues such as graffiti on Network Rail land.
- 7.30 Evidence received confirms that due to spells of severe weather and reduced temperatures in the winter, more rough sleepers will choose to engage with advice and support services and ask for help during this time of the year. It does not necessarily mean that more people are sleeping rough.

## **8 Recommendations**

- 8.1 The purpose of the Scrutiny Panel was to investigate the impact of anti-social behaviour on the town.
- Scrutiny Panel 2 therefore recommends to Cabinet that:
- 8.1.1 Ward Councillors and Partner Agencies are asked to promote the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as Street Football, Street and School Pastors and Weeks of Action within their wards.
- 8.1.2 Councillors give consideration, through the Councillor Community (Enabling) Fund, to supporting Junior Warden Schemes and other relevant youth schemes that address anti-social behaviour, in their local area.
- 8.1.3 All Councillors, in particular the Cabinet Member for Community Safety, are encouraged to attend the open day at Hazard Alley, Milton Keynes on 24 July 2016.
- 8.1.4 The work of Hazard Alley is promoted to all primary schools in the borough.

- 8.1.5 Network Rail's 24-hour helpline number: 03457 11 41 41 and on-line form for reporting issues, including graffiti, is issued to all County Council and Northampton Borough Councillors .
- 8.1.6 It is ascertained whether the Council has authority to remove graffiti on railway land and buildings bordering the railway and train station.
- 8.1.7 Neighbourhood Wardens responsible for the town centre are issued with a body worn CCTV camera on a trial basis of six months, following which their effectiveness is assessed; with a view to extending the trial further, outside the town centre, to include parks and open spaces.
- 8.1.8 The Induction Training Programme for Neighbourhood Wardens includes the awareness of substance misuse and dealing with Street Drinkers.
- 8.1.9 When reports of fly-tipping are made by Neighbourhood Wardens the rubbish is collected as a matter of urgency.
- 8.1.10 The option of Neighbourhood Wardens working from a local community base on a regular basis is explored. The purpose being for residents to meet with the Neighbourhood Warden and share any issues they may have. The days and times that the Neighbourhood Warden is based at one of the community locations should be widely promoted within the ward.
- 8.1.11 Neighbourhood Wardens continue to patrol the town centre, twice a day, to discourage, and move on, Street Drinkers and Beggars.
- 8.1.12 Consideration is given to looking at the hours of operation for Neighbourhood Wardens.
- 8.1.13 The option of providing a shelter ("Wet Area"), or similar area, where Street Drinkers can congregate is explored.

- 8.1.14 The Council, together with relevant partner Agencies, adopts a zero tolerance approach to street drinking in the town.
- 8.1.15 In acknowledging the need to ascertain why individuals rough sleep and street drink; the development and implementation of the Council's Rough Sleepers Strategy is fully supported. This will include linking in with Voluntary Organisations to establish how they can and do provide assistance.
- 8.1.16 All Agencies dealing with anti-social behaviour are recommended to link in with, and make referrals to the Northampton Anti-Social Behaviour Unit (ASBU) to ensure effective management of anti-social behaviour issues/cases.
- 8.1.18 NBC, and its partner Agencies, utilise the Case Management System, called ECINs, as the central point for recording ASB issues and case building on individuals and problem premises.
- 8.1.19 All Agencies work together to ensure that both victims and perpetrators are aware of the anti-social behaviour support available.
- 8.1.20 A document, similar to the "Green Book" that provides information on the Agencies which provide support to vulnerable people is produced and distributed to all Councillors in the borough.
- 8.1.21 Existing resources are reviewed to ascertain whether a further multi-agency "Task Force" approach is required in addressing anti-social behaviours for the town.
- 8.1.22 Support is given through Partnership Grants for street based service to support substance misuse and Street Drinking.
- 8.1.23 Relevant Officers, such as Neighbourhood Wardens and Park Rangers, attend an awareness raising session around psychoactive substances and drug and alcohol misuse. A similar session is included within the Councillor Development Programme 2016/2017.

- 8.1.24 The Council supports any activity through the Health and Wellbeing Partnership in addressing issues caused by psychoactive substances, drug and alcohol misuse, such as the health implications and anti-social behaviour.
- 8.1.25 The Scrutiny Panel formally informs Cabinet that it fully supports the Community Protection Notice process and highlights the positive effect this has in addressing and reducing acts of anti-social behaviour.
- 8.1.26 The Council, together with its partners, look to implement a shadowing programme between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling anti-social behaviour.
- 8.1.27 Northampton Borough Council urges the new Police and Crime Commissioner, when developing his Policing Plan relevant to the borough of Northampton, to include a more proactive approach to dealing with anti-social behaviour issues, particularly relating to begging, Street Drinking, urinating and defecating in the street and the night time economy.

#### **Licensing Committee**

- 8.1.28 It is recommended to the Licensing Committee that conditions on problem licensed premises are reviewed, when it is identified that their working practices are contributing to ASB in the town, and they are failing to meet their licensing responsibilities.
- 8.1.29 It is recommended to the Licensing Committee that it reviews the Licensing Policy with a view to opposing the early morning sales of alcohol.

#### **Overview and Scrutiny Committee**

- 8.1.30 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.



## **Appendices**



## Appendix A

### OVERVIEW AND SCRUTINY

#### SCRUTINY PANEL 2 - THE IMPACT OF ANTI-SOCIAL BEHAVIOUR ON THE TOWN

##### 1. Purpose/Objectives of the Review

- To investigate the impact of anti-social behaviour on the town

##### **Key lines of Inquiry:**

- To investigate the levels of anti-social behaviour in the town, such as tackling psychoactive substances, alcohol, littering (including chewing gum), graffiti, fly-tipping, street urination and dog fouling
- To consider the nature of the psychoactive substances market and any health consequences
- To review the policies and strategies for dealing with the impact of anti-social behaviour in the town
- To consider the paper/Bill that is currently being drafted by the Home Office to address the issue of psychoactive substances
- To identify the prevention strategies that can help to address anti-social behaviour on the town
- To identify 'hotspots' of the impact of anti-social behaviour on the town
- To consider the enforcement powers that the Council and other Agencies has in respect of anti-social behaviour
- To consider how Northampton Borough Council can work in partnership with local groups, Agencies, organisations and residents to reduce and prevent the impact anti-social behaviour has on the town

##### 2. Outcomes Required

- To make informed recommendations to all relevant parties on methods to deal with anti-social behaviour on the town

### 3. Information Required

Background data, including:

- Presentation to set the scene: “The Council’s responsibilities in respect of dealing with anti-social behaviour and how issues outside the Council’s responsibilities are dealt with” and “what psychoactive substances are”
- Relevant national, other background research papers and relevant Legislation, such as:
  - Drug Strategy 2010
  - Environmental Protection Act 1990
  - Clean Neighbourhoods and Environment Act 2005
  - Fouling of Land By Dogs Order 2014
  - Misuse of Drugs Act 1971
  - Intoxicating Substances (Supply) Act 1985
  - Anti-Social Behaviour, Crime and Policing Act 2014
- Relevant data:
  - Hotspots and trends
  - Statistical data, such as Fixed Penalty Notices (FPN), Community Protection Notices (CPN)
  - Job descriptions of Neighbourhood Wardens and Park Rangers, Northampton Borough Council (NBC)
- Best practice and successful initiatives in both Northampton and elsewhere
- Case studies
- Witness evidence:

#### **Internal**

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Cabinet Member for Community Safety, NBC
- Cabinet Member for Regeneration, Enterprise and Planning, NBC
- Neighbourhood Wardens and Manager
- Park Rangers, NBC
- Community Safety Manager, NBC
- Town Centre Manager, NBC

- Environmental Health and Licensing Manager, NBC
- Town Centre Ranger

### **External**

- Parish Councils
- Area Commander, Northants Police
- Town Centre Police Inspector, Northants Police
- Northamptonshire Drug And Alcohol Action Team (DAAT)
- Substance 2 Solutions (S2S), Northamptonshire (services for adults)
- CAN, Northamptonshire (services for young people)
- Director of Public Health, Northamptonshire County Council (NCC)
- Director, Accident and Emergency, Northampton General Hospital
- Chief Executive, Northampton Partnership Homes (NPH)
- Chair, Market Action Group
- Chair, Town Centre BID
- Director, Trading Standards, NCC
- Conservation Area Committees
- Chair, PubWatch
- Chair, Northampton Retail Crime Initiative
- Director, Network Rail
- Director, London Midland

## **4. Format of Information**

- Background data
- Background reports and presentation
- Best practice data
- Desktop research
- Evidence from expert external witnesses
- Evidence from expert internal witnesses
- Site visits

## **5. Methods Used to Gather Information**

- Minutes of meetings
- Desktop research
- Site visits
- Officer reports

- Statistical data
- Presentations
- Examples of best practice
- Witness Evidence:-

➤ Key witnesses as detailed in section 3 of this scope

## **6. Co-Options to the Review**

None suggested for this Review

## **7 Considerations for Community Impact, such as health, equalities and human rights**

This Scrutiny Review will investigate the impact of anti-social behaviour on the town. It will seek to put forward informed recommendations to all relevant parties on methods to deal with anti-social behaviour on the town.

The Scrutiny Panel, in having regard to the general equality duty, will be mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This will be borne in mind as the Scrutiny Panel progresses with the review and evidence is gathered.

In order that the Scrutiny Panel obtains a wide range of views, a number of key witnesses will provide evidence as detailed in section 3 of this report.

Any recommendations that explore ways of dealing with the impact of anti-social behaviour on the town will consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments will be integral to any reports including actions plans.

## **8 Evidence gathering Timetable**

Meetings to commence at 6.00 pm

13 July 2015  
 10 September  
 8 October  
 10 December  
 28 January 2016  
 17 March

Various site visits will be programmed during this period, if required.

## **9. Responsible Officers**

Lead Officer           Debbie Ferguson, Community Safety Manager

Co-ordinator           Tracy Tiff, Scrutiny Officer

## **10. Resources and Budgets**

Debbie Ferguson, Community Safety Manager, to provide internal advice.

## **11. Final report presented by:**

Completed by March 2016. Presented by the Chair of the Panel to the Overview and Scrutiny Committee and then to Cabinet.

## **12. Monitoring procedure:**

Review the impact of the report after six months (December 2016)

# NORTHAMPTON BOROUGH COUNCIL

## OVERVIEW AND SCRUTINY

### Appendix B



## SCRUTINY PANEL 2 – THE IMPACT OF ANTI-SOCIAL BEHAVIOUR ON THE TOWN

### CORE QUESTIONS – EXPERT ADVISORS

The Scrutiny Panel is currently undertaking a review investigating the impact of anti-social behaviour on the town

#### Key lines of Inquiry:

- To investigate the levels of anti-social behaviour in the town, such as tackling psychoactive substances, alcohol, littering (including chewing gum), graffiti, fly-tipping, street urination and dog fouling
- To consider the nature of the psychoactive substances market and any health consequences
- To review the policies and strategies for dealing with the impact of anti-social behaviour in the town
- To consider the paper/Bill that is currently being drafted by the Home Office to address the issue of psychoactive substances
- To identify the prevention strategies that can help to address anti-social behaviour on the town
- To identify 'hotspots' of the impact of anti-social behaviour on the town
- To consider the enforcement powers that the Council and other Agencies has in respect of anti-social behaviour
- To consider how Northampton Borough Council can work in partnership with local groups, Agencies, organisations and residents to reduce and prevent the impact anti-social behaviour has on the town

The expected outcomes of this Scrutiny Review are:

- To make informed recommendations to all relevant parties on methods to deal with anti- social behaviour on the town

## **CORE QUESTIONS:**

A series of key questions have been put together to inform the evidence base of the Scrutiny Panel:

1. Please provide details of your organisation and its role in addressing anti-social behaviour
2. What Strategies and Policies do you have in place for addressing anti-social behaviour?
3. What specific practices and measures do you currently undertake to address/tackle anti-social behaviour?
4. Do you have specific budget/resources/funding in relation to addressing anti- social behaviour, if so please provide further details.
5. Are the current partnership arrangements for tackling anti-social behaviour sufficient, and if not where are the gaps?
6. Do you feel there is adequate co-ordination between Agencies regarding dealing with anti-social behaviour? If not how could it be improved?
7. How does anti-social behaviour impact upon you/organisation?
8. What do you think could be done to ensure effective strategic and operational links are made to tackle anti-social behaviour, or improve, on a town scale?
- 9 Please provide details of the enforcement powers that you have in respect of anti-social behaviour
- 10 Do you have the resources to enforce the powers that you have? Please explain.
- 11 Do you have information regarding the nature of the psychoactive substances market that you are able to inform the Scrutiny Panel of?
- 12 Please can you provide details of any health consequences of using psychoactive substances
- 13 Do you have any suggestions on how, as partners, we can improve our approach in addressing anti-social behaviour?



- 14 What do you think is the key contributing factor to anti-social behaviour across Northampton?
  
- 15 Do you have further information regarding the impact of anti-social behaviour on the town of which you would like to inform the Scrutiny Panel?



**NORTHAMPTON**  
BOROUGH COUNCIL

## **NORTHAMPTON BOROUGH COUNCIL**

### **SCRUTINY PANEL 2 – THE IMPACT OF ANTI-SOCIAL BEHAVIOUR ON THE TOWN**

#### **BRIEFING NOTE: BEST PRACTICE**

#### **1 INTRODUCTION**

- 1.1 At its inaugural scoping meeting, Scrutiny Panel 2 (The Impact of Anti-Social Behaviour on the Town) agreed that it would receive details of best practice in relation to tackling anti-social behaviour.

#### **2 LOCAL GOVERNMENT ASSOCIATION**

- 2.1 The Local Government Association (LGA) published its report “Anti-Social Behaviour – Emerging practice from call handling and case management trials in April 2012. It is reported that the publication highlights experiences and learning from the call handling and case management trials in Cambridgeshire and South Wales. The LGA reports that this to help Local Authorities, community safety partnerships and other anti-social practitioners learn from these experiences in creating and adapting schemes locally.
- 2.2 The trials were led by Police Forces. At the end of the trials the Home Office assessed the eight areas’ approaches and published both a summary and a detailed report in 2012. The trials ran from January to July 2011.
- 2.3 The publication reports that the eight areas tailored the trials’ five key principles to meet the needs of their localities:
- Creating an effective call handling system where each individual has a log of complaints created from the initial call
  - Introducing risk assessment tools to quickly identify the most vulnerable victims
  - Installing off-the-shelf information technology systems to share information on cases between Agencies, removing the need for meetings
  - Agreeing a Protocol across all local Agencies setting out how they will manage cases
  - Engaging with the community to clearly set out the issues which are causing the most harm to individuals and neighbourhoods, and setting out how the Police, other local Agencies and the public can work together to address them.

2.4 The report of the LGA focussed on two areas – Cambridgeshire and South Wales, key tasks of the trials:

- Implementing a Partnerships Delivery Group of anti-social behaviour managers from relevant Agencies
- Production of an Anti-Social Behaviour Strategy
- Aligning process – including shared case management principles and response timescales to anti-social behaviour
- Introducing risk assessments at initial call handling level
- A lead Officer and processes for high-risk victim cases
- Gap analysis and corresponding action plan to identify and address further issues.
- Engaging with residents through tenants' advisory groups
- Trialling, developing and reviewing internet based victim/perpetrator information sharing systems
- Reviewing service level agreements

2.5 The LGA suggests, from the results of the trials, that the above are useful in identifying key pointers for undertaking activities within an anti-social behaviour call handling and case management programme:

Identify partners and officers working on anti-social behaviour and a lead for high- risk victims in all relevant Agencies to work together

Discuss and agree with partners what you need to improve and how you can work together to make this take place.

Implement cross-Agency governance and management arrangements

The programme is part of the locality's bigger, more strategic approach to preventing and tackling anti-social behaviour. It is not a stand alone project.

Operational practitioners are empowered to suggest and implement solutions.

Consider current information and database systems - in particular, data- sharing with partners

Undertake a gap analysis to identify any weaknesses

Engage with residents to ensure approaches respond to local need

Evaluate improvements to processes and performances after trialling.

2.6 The LGA highlights that Cambridgeshire and South Wales used the following sources to monitor and measure performance:

- Baselines to create a benchmark prior to any intervention, and a repeat of benchmarking to gauge improvements
- Performance against service level agreements
- Records and reports of incidents and calls from the relevant partner Agencies to provide appropriate support and take effective action
- Performance of caseloads
- A traffic light system to self-assess progress, develop consistency and gauge whether further work is needed
- Customer feedback on/satisfaction with anti-social behaviour cases and new risk assessment processes.

2.7 The LGA reports that the trials raised a number of challenges and it reports on potential solutions:

Different partners' procedures and standards can impact negatively on your common approach and communications

*Suggested solution:*

Produce a service level agreement between partners

Identify and share best practice

Common minimum standards can also help to justify the need for continued resourcing and funding prioritisation.

Dedicate victim support/case work roles

Agreed common definitions for report and vulnerable victims, or double roles can significantly impact on workloads

*Suggested solution:*

Identify problems emerging from common definitions and how to tackle them.

Develop guidance for staff involved

Anti-social behaviour management requires a multi-Agency response, which can highlight cultural differences.

*Suggested solution:*

Consider how close working relations and practices can either benefit or be strained by partner relationships in order that appropriate responses can be developed

Permissions and technical issues can arise with shared information systems

*Suggested solution:*

Consider the gathering of victim consent to enable information sharing through ICT systems

Identify all the systems involved and whether they can be linked

Discuss any barriers with partners and look for solutions

Not having access to 24-hour public reporting lines can be a significant potential inhibitor

*Suggested solution:*

Communicate reporting lines clearly to communities

Engage with communities to ascertain how reporting lines can be improved

## **2.8 Results of the Trials**

### **South Wales**

It is reported that this trial identified co-locating multi-Agency staff in anti-social behaviour units and developing a web-based database accessible by all partners were enhancing data sharing. Common minimum standards associated with dealing with repeat and/or vulnerable victims were also helping to shift the focus onto victims and the public.

### **Cambridgeshire**

The LGA reports that this trial highlighted that closer working relationships resulted through the trial, understanding and identification of harm improved, and more effective and joined up processes were developed in support of those at most risk of harm.

## **Avon and Somerset**

The LGA goes on to state that Avon and Somerset identified a 6.54% reduction in anti-social behaviour incidents and a 7.29% reduction in rowdy/nuisance behaviour across the force area between 2010 and 2011. A marked improvement in overall satisfaction of management of anti-social behaviour cases across its districts in the same timescale was identified; which included force-wide improvements in customer satisfaction for ease of contact, treatment and follow up service provided to victims of anti-social behaviour.

## **West Mercia**

It is reported that West Mercia noted increases in overall satisfaction with Police actions, how respondents felt they were treated by the Police and with the overall service provided by the Police.

## **Leicestershire**

The LGA report details that Leicestershire highlights that “It is highly likely that together with the policies and practices outlined in this paper, neighbourhood policing has also played a positive role in increasing public satisfaction, most notably the improvements in accessibility and engagement”.

## **CASE STUDIES**

Anecdotal case studies on the success of the trials were provided, for example, Leicester:

*One elderly man, Mr A, described himself as ‘a prisoner in my own home’. He went into hospital for an operation, but discharged himself early as he was concerned about the ASB and how his wife would manage without him. He and his wife had been suffering from loud music and drunken behaviour by their neighbours. The perpetrators had shouted ‘lets make noise and wake the neighbours’.*

*Mr A had “thoughts of suicide”.*

*Victim Support officers made weekly phone calls to Mr A, who was able to express his concerns and fears about what was going on around him. One neighbour became quieter after being given a warning from the local Anti-Social Behaviour Unit, another neighbour received an eviction notice and the third neighbour was taken to court.*

*During the final phone call from the Victim Support Officer, Mr A stated that he had recently gone fishing – “the first time in a long time I felt safe enough to do so”.*

### **3 SHELTER – BACK ON TRACK “A GOOD PRACTICE GUIDE TO ADDRESSING ANTI-SOCIAL BEHAVIOUR”**

- 3.1 Shelter reports that it produced its guide as an example of its work in supporting local Authorities and organisations with policy ideas, examples of good practice and campaigns to support local initiatives.
- 3.2 Amongst other chapters, the Guide suggests how landlords can work with young people. Shelter provides a number of case studies; those relevant to this Scrutiny review are detailed below:

#### ***Paintbrush Initiative***

*Richmond Housing Partnership’s Paintbrush Initiative is one such example of a non-Housing Plus project. This scheme gives high-street vouchers to young people living in the area, in exchange for them cleaning up and taking care of their estates every Saturday. The aim is to tackle the effects of ASB, such as graffiti and litter, and also deal with it at source by encouraging neighbourhood responsibility. Young people who do well on the scheme are offered training and the chance of eventual employment with Richmond Housing Partnership. Those invited to participate have been identified as ‘troublemakers’ by other residents, although none of them has been the subject of an ASBO. The chair of the local community association said: ‘Normally the younger ones see the older ones misbehaving, so I think Richmond Housing Partnership is absolutely brilliant for changing that here for the kids.’*

#### **Case study:**

##### **Market Estate**

##### **Youth Works programme**

*This project was launched in 2003, and operates in the Market Estate neighbourhood in Islington, London. Young people aged from 8 to 25 years are its target audience, and the project’s main aims are to tackle the causes of youth crime and offending, and to improve employment and training opportunities. The programme works with a broad range of young people in the neighbourhood and also provides targeted support to 50 young people known to be offenders or at risk of offending. Local registered social landlord Hyde Northside and Hyde Plus (the community arm of the Hyde group) have been key in helping to develop and facilitate the Youth Works programme. They are part of a multi-agency steering group that also involves the local Youth Offending Team (YOT), Islington Council, Connexions, voluntary and community groups, the local residents’ association, the police and probation services, and neighbourhood wardens. The project takes a community development approach to the work it does with young people, and is able to be flexible in the services it provides. These include after-school programmes, sports activities, and art and environmental projects. Families in crisis are also given support, and young people in need can receive one-to-one support, such as mentoring.*

### **4 HM GOVERNMENT – TACKLING ANTI-SOCIAL BEHAVIOUR**

- 4.1 HM Government, published in February 2010, a leaflet that explains how and where anti-social behaviour can be reported and to whom. The Leaflet goes on

to explain what can be expected from the Police, Council and other Agencies in tackling anti-social behaviour and how individuals can work with them to solve such problems. A copy of the leaflet can be located [here](#).

Author: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Dennis Meredith, Chair, Scrutiny Panel 2 – The Impact of Anti -Social Behaviour on the Town Centre  
29 September 2015



## NORTHAMPTON BOROUGH COUNCIL

### SCRUTINY PANEL 2 – THE IMPACT OF ANTI-SOCIAL BEHAVIOUR ON THE TOWN

#### BRIEFING NOTE: LATE NIGHT LEVY

#### 1 INTRODUCTION

- 1.1 At its meeting held on 10 December 2015; the Scrutiny Panel requested a background report on Late Night Levy to be submitted to this meeting.

#### 2 The late night levy

- 2.1 The Home Office, in its [amended guidance on the late night levy, Home Office, 24 March 2015 report](#), advises that the late night levy (“the levy”) is a power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011. This enables licensing authorities to charge a levy to persons who are licensed to sell alcohol late at night in the authority’s area, as a means of raising a contribution towards the costs of policing the late-night economy.
- 2.2 It is reported that the decision to introduce the levy is an option available to all licensing authorities in the whole of their respective areas. The levy will be payable by the holders of any premises licence or club premises certificate (“holders”), in relation to premises in the authority’s area, which authorise the sale or supply of alcohol on any days during a period (the “late night supply period”) beginning at or after midnight and ending at or before 6am.
- 2.3 The decision to introduce, vary or end the requirement for the levy must be made by full council. Other decisions in relation to the introduction and administration of the levy may be delegated in the manner which the licensing authority considers most appropriate.
- 2.4 The Guidance states that the decision to introduce the levy is for the licensing authority to make. The licensing authority is expected to consider the need for a levy with the chief officer of police and police and crime commissioner (“PCC”) for the police area in which it is proposed the levy will be introduced. The Guidance goes on to report that local residents can use their existing rights to make representations and other channels of communication to call for the implementation of the levy in their area.



- 2.5 The Home Office advises that when considering whether to introduce a levy, licensing authorities should note that any financial risk (for example lower than expected revenue) rests at a local level and should be fully considered prior to implementation. The licensing authority will decide the design of the levy.
- 2.6 The late night supply period must begin at or after midnight and end at or before 6am. The period can be for any length of time within these parameters but must be the same every day.
- 2.7 It is reported that the licensing authority must consider the desirability of introducing a levy in relation to the matters described in section 125(3) of the Police Reform and Social Responsibility Act 2011. These matters are the costs of policing and other arrangements for the reduction or prevention of crime and disorder, in connection with the supply of alcohol between midnight and 6am. The licensing authority should discuss the need for a levy with the relevant PCC and the relevant chief officer of police.
- 2.8 It is reported that licensing authorities may consider that there are some types of premises in relation to which the holder should not make a contribution towards the cost of policing the night-time economy through the levy. This is a local decision. The licensing authority should make its decision based on its knowledge of the night-time economy in the area, including information gathered through the consultation process. Licensing authorities can therefore decide, when considering the levy design, if any of the following permitted categories of premises should be exempt from the requirement to pay the levy. These exemption categories are specified in the Late Night Levy (Expenses, Exemptions and Reductions) Regulations 2012:
- Premises with overnight accommodation
  - Theatres and cinemas
  - Bingo halls
  - Community Amateur Sports Clubs (“CASCs”)
  - Community premises
  - Country village pubs
  - New Year’s Eve
- 2.9 The guidance goes on to state that Licensing authorities may wish to use the late night levy to promote and support participation by premises in business-led best practice schemes, including a BID (if this is not covered by an exemption as above).
- 2.10 Licensing authorities can decide, when considering the levy design, if holders whose premises participate in such schemes should benefit from a reduction to the amount they are required to pay under the levy.
- 2.11 Eligible premises will receive a 30% reduction from the levy. There will be no cumulative discounts available for holders in relation to premises that are

eligible for more than one reduction category. Licensing authorities can offer a reduction to best practice schemes that meet the following benchmarks specified in the Late Night Levy (Expenses, Exemptions and Reductions) Regulations 2012:

- A clear rationale as to why the scheme’s objectives and activities will, or are likely to, result in a reduction of alcohol-related crime and disorder.
- A requirement for active participation in the scheme by members.
- A mechanism to identify and remove in a timely manner those members who do not participate appropriately.

2.12 Licensing authorities are not able to choose a category of premises for an exemption from the levy, if it is not prescribed in regulations. Likewise, licensing authorities are not able to exempt specific premises from the requirement to pay the levy.

2.13 It is reported that the amount of the levy will be prescribed nationally. The annual charges for the levy will be:

Rateable Value Bands (based on the existing fee bands)	A No rateable value to £4,300	B £4,301 to £33,000	C £33,001 to £87,000	D £87,001 to £125,000	E £125,001 and above	D x 2 Multiplier applies to premises in category D that primarily or exclusively sell alcohol	E x 3 Multiplier applies to premises in category E that primarily or exclusively sell alcohol
Levy Charges	£299	£768	£1,259	£1,365	£1,493	£2,730	£4,440

2.14 The levy charges are based on the current licence fee system under the 2003 Act, with holders being placed in bands based on their premises rateable value.

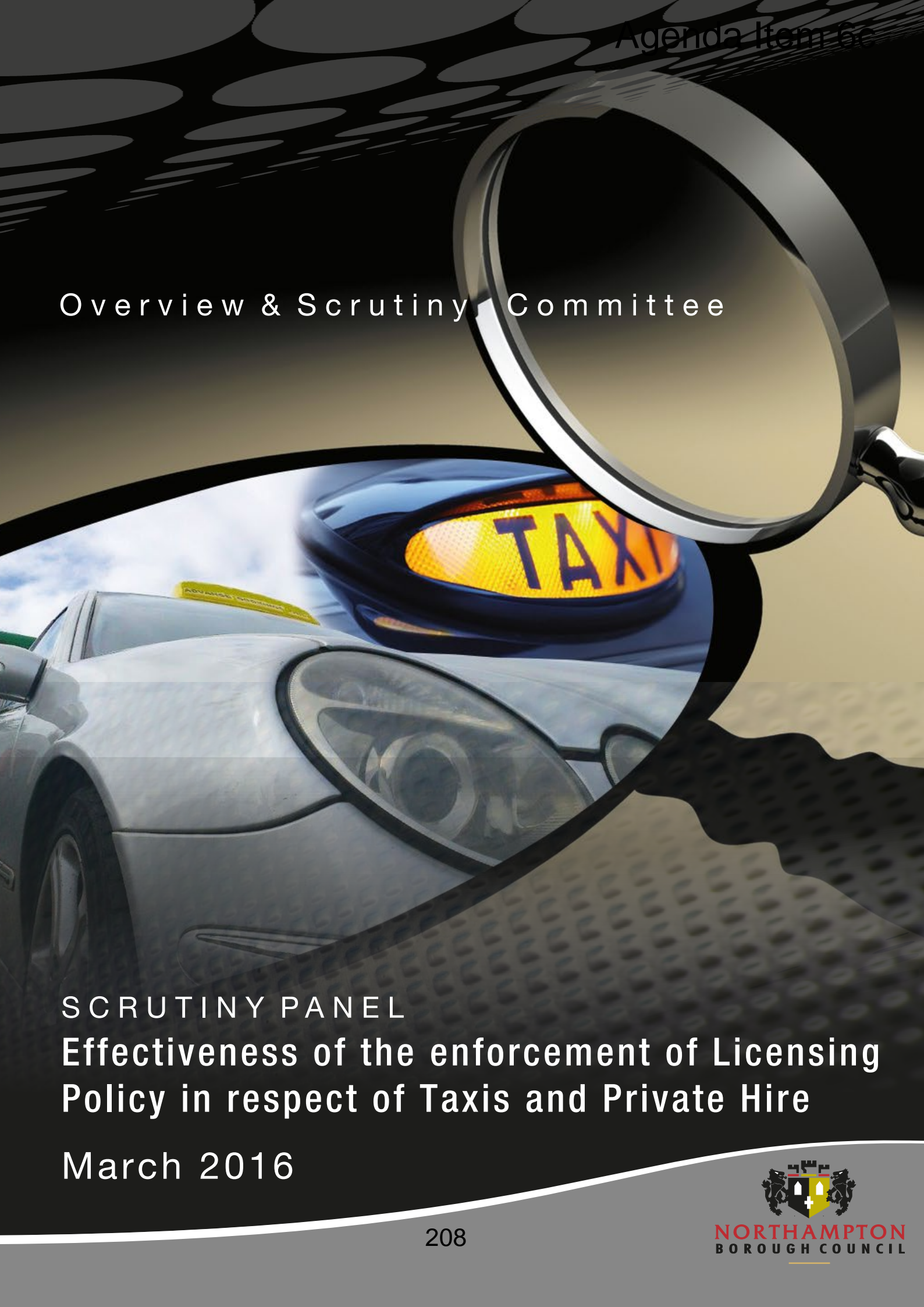
### 3 Background Information

3.1 Consideration was given to bringing in the ‘Levy’ 3 years ago in Northampton. Due to the impact of the discounts awarded for businesses in a BID area and members of Pubwatch, it was not deemed financially viable, as it was estimated we would just about cover the administration costs.

Author: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Dennis Meredith, Chair, Scrutiny Panel 2 – The Impact of Anti -Social Behaviour on the Town Centre

15 December 2015

Overview & Scrutiny Committee



SCRUTINY PANEL  
Effectiveness of the enforcement of Licensing  
Policy in respect of Taxis and Private Hire

March 2016



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### APPENDICES

Appendix A	Scope of the Review
Appendix B	Core Questions
Appendix C	Leicester City Council - guidance note that has been issued to all licensed drivers on the newly introduced Policies
Appendix D	Examples of some of the Taxi Marshal Schemes in operation

## Foreword

The objective of this Scrutiny Panel was to investigate the pattern of provision of licensing in respect of taxis and private hire. The required objective was to put forward informed recommendations to all relevant parties on the enforcement of Licensing Policy.

The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee – Councillors Graham Walker (Deputy Chair); Councillors James Hill, Suresh Patel and Brian Sargeant and myself (Chair).

The Panel received both written and spoken evidence from a wide variety of expert advisors. Desktop research was carried out by the Scrutiny Officer. All of which produced a wealth of information that informed the evidence base of this high profile Scrutiny review.

Following the collation of the evidence, the Scrutiny Panel drew various conclusion and recommendations that are contained in the report.

The Review took place between July 2015 and March 2016.

I would like to thank all those people acknowledged below who gave up their time and contributed to this Review.



### **Councillor Gareth Eales**

Chair, Scrutiny Panel 3 - Effectiveness of Enforcement of Licensing Policy in respect of Taxis and Private Hire

#### **Acknowledgements to all those who took part in the Review: -**

- Councillors Graham Walker (Deputy Chair); James Hill, Suresh Patel and Brian Sargeant who sat with me on this Review
- Councillor Alan Bottwood, Cabinet Member for Environment, and Councillor Anna King, Cabinet Member for Community Safety, Martin O'Connell, Licensing Sargeant, Northants Police for providing a response to the core questions of the Scrutiny Panel
- Andy Leighton, Community Engagement Manager, Northants Highways, for providing information to support this Review
- Bill Edwards and Louise Faulkner, Senior Licensing Officers, for providing information to inform the Review
- Ian Ellis, Licensing Enforcement Officer, and Bill Edwards, Senior Licensing Officer, for arranging a site visit to the Taxi ranks within the town centre
- Joe Matthews, Chair, Hackney Carriage Association, Kevin Willsher, Chair, Private Hire Association, and Hackney Carriage driver, Charles Fleming, Private Hire Operator, Mr Jadoon, Private Hire Operator, for providing a response to the core questions of the Scrutiny Panel
- A number of Taxi and Private Hire Drivers that attended meetings of the Scrutiny Panel, either addressing it on an agenda item or observing a meeting

## **EXECUTIVE SUMMARY**

The purpose of the Scrutiny Panel was to investigate the pattern of provision of licensing in respect of taxis and private hire

### **Key lines of Inquiry:**

- To review the policies and strategies for licensing
- To assess the effectiveness of the legislation for licensing
- To raise awareness of the licensing and planning framework around the regulation of private hire and taxi licensing
- To assess what mechanisms are in place for the exchange of information between the Council, the Police and licence holders.
- To examine what options are available and any best practice or solutions that other Local Authorities have successfully implemented
- To assess the provision and usage of taxi ranks in the borough

The required outcomes being to put forward informed recommendations to all relevant parties on the enforcement of Licensing Policy.

The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the effectiveness of the enforcement of Licensing Policy in respect of Taxis and Private Hire. The Overview and Scrutiny Committee commissioned Scrutiny Panel 3 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

A Scrutiny Panel was established comprising Councillor Gareth Eales (Chair); Councillor Graham Walker (Vice Chair); Councillors James Hill, Suresh Patel and Brian Sargeant.

## **CONCLUSIONS AND KEY FINDINGS**

A significant amount of evidence was heard, details of which are contained in the report. After gathering evidence the Scrutiny Panel established that: -

### **Policies and Strategies for Licensing and the effectiveness of the legislation for licensing**

- 7.1 The Scrutiny Panel was concerned regarding the evidence received about private hire vehicles flagging. It felt that there was a need for the introduction of an Enforcement/Committee Sanctions Policy for flagging.
- 7.2 The Scrutiny Panel emphasised that if a Private Hire vehicle (PHV) flags or takes an un-booked fare then they are committing an offence and are also operating without insurance. The introduction of a “pre booked only” sticker for display in the windscreens of private hire vehicles would be useful.
- 7.3 Expected behaviour of Hackney Carriage drivers is covered in the Induction Programme, for example not to retain customers’ telephone numbers. The induction programme also includes:
- School contracts
  - Disability issues
  - Fraud
  - Child Sexual Exploitation (CSE)
- 7.4 The Scrutiny Panel recognised that drivers have a vital role in being alert for signs of child sexual exploitation. The Scrutiny Panel acknowledged that the training that drivers at Northampton undertake in respect of Child Sexual Exploitation (CSE). CSE is incorporated into the induction training for drivers at Northampton. There is a mandatory question that drivers are expected to answer as part of the testing process. The Scrutiny Panel was pleased that investigations are taking place regarding the provision of training on CSE awareness for drivers in the possible form of on-line training or training in DVD format.
- 7.5 Evidence received highlighted that Private Hire vehicles with roof signs could appear to look like a Hackney Carriage vehicle and could be confusing to the public thinking that they are a Taxi. Part II of the Local Government (Miscellaneous Provisions) Act 1976 states that a Private Hire vehicle must not look like a Taxi.
- 7.6 The Scrutiny Panel felt that the test to become a Private Hire driver should be of the same standard to that of a Hackney Carriage driver. An extensive

knowledge test is given too. Private Hire drivers undertake a basic knowledge test.

- 7.7 The Scrutiny Panel was pleased to note from the evidence received that the majority of drivers are happy with the licensing conditions and processes applied to Hackney Carriage and Private Hire. However, the Scrutiny Panel felt that licensing conditions should be reviewed every two years, to take into consideration issues such as changes in legislation.
- 7.8 The Scrutiny Panel noted that a project had been undertaken regarding the current 3 year age limit for hackney carriages when first licensed. It had been found that maintenance and condition of a vehicle was more important than age, for example, an older car could be in better condition and well maintained than that of three years old. It had therefore been agreed by the Licensing Committee to remove the age restriction but for it to be introduced incrementally. From 1 January 2016 there will not be an age limit for first licence of a hackney carriage vehicle.
- 7.9 Some areas of the town are subject to poor air quality due primarily to transport related emissions and work is ongoing to develop a Low Emissions Strategy for Northampton with associated planning guidance. The Scrutiny Panel noted that the recommendations of this strategy are likely to have implications for the taxi trade, particularly in respect of some more polluting diesel engine vehicles and the Scrutiny Panel felt that it is important that work is taken forward to incorporate these considerations into taxi/ private hire vehicle policy.

### **Licensing Conditions – example of solutions introduction by other Local Authorities**

- 7.10 Desktop research indicated that a Local Authority has introduced changes to its licensing regime:
- New and existing drivers attend child sexual exploitation awareness briefings
  - The introduction of a driver penalty scheme



➤ Introduction of a Three Year Driver's Licence

The Scrutiny Panel acknowledged the usefulness of these changes and felt it would be beneficial for there to be an evaluation of the Policy regarding the enforcement of licensing conditions; such as the inclusion of structured enforcement guidelines. The Scrutiny Panel highlighted that consistency is key.

**Taxi Marshals**

- 7.11 The Scrutiny Panel noted the success of Taxi Marshals in other areas of the country. It further recognised that the introduction of Taxi Marshals could incur a cost, for example, a six month trial period of Taxi Marshals at Nuneaton and Bedworth cost £12,528.

**Mechanisms for the exchange of information**

- 7.12 The Scrutiny Panel was pleased that discussions are ongoing regarding an information sharing police regarding Northampton Borough Council sharing information regarding DBS checks for the Trade with Northamptonshire County Council in respect of transporting vulnerable people.
- 7.13 Evidence received confirmed that information sharing channels between the Trade, Council and Police is good. Regular meetings are held. It was felt that a joint meeting between Hackney Carriage, Private Hire drivers and the relevant Authorities would be useful.
- 7.14 The Scrutiny Panel felt that a lot of people are not aware of the difference between Hackney Carriages and Private Hire. There is a need for this to be widely publicised and it could assist with the problem of flagging. Articles in the local press during the year would be beneficial.
- 7.15 Evidence received highlighted the need for regular inclusion of key information in NBC publications to customers could have information to explain the rules around taxis or engagement with community groups or

Residents Associations on occasions. Press releases could be used following operations.

- 7.16 The Scrutiny Panel emphasised the need for clearer information about how to complain about problems with taxis/private hire vehicles including flagging, poor service, vehicle maintenance and condition and are made available on the Council's website. A PR campaign using social and conventional media could be put in place to convey positive messages about the benefits of using taxis / private hire vehicles and give information about complaint mechanisms. Existing contacts with the University and College could be used to share information through their information sharing processes.

### **The Provision and Usage of Taxi Ranks in the borough**

- 7.17 Evidence received confirmed that Northampton's taxi trade is of a similar size to other large towns or small cities in the country. The Scrutiny Panel felt that consideration should be given to restricting the number of Hackney Carriage vehicles. An unmet demand survey should be undertaken.
- 7.18 The Scrutiny Panel was concerned regarding the number of rank spaces in the town, approximately 20 for 150 Hackney Carriages. From the evidence received, the Scrutiny Panel considered there is not sufficient rank space in the town during both day and night time. Daytime problems can be experienced with traffic congestion when the rank is full. There is no overflow provision for drivers to wait at a suitable location until space on the rank becomes available. There is no provision at the eastern end of the town centre, for example at the top of Abington Street or on Wellingborough Road. There are some night time flagging "hotspots", such as St Giles Street and the lower part of Bridge Street. The Scrutiny Panel felt additional rank space here would be useful.
- 7.19 Evidence received highlighted the need for signage for Taxi ranks and road markings.

### **Resources for Taxi and Private Hire Licensing**

- 7.20 Evidence received detailed that current levels of resource mean that it is not possible for Licensing Enforcement Officers to monitor compliance at all times and so therefore enforcement has to be undertaken on a targeted basis. Further evidence detailed that Licensing Enforcement Officers are very busy, under pressure and unable to undertake as much licensing enforcement as they would like to do.
- 7.21 The Scrutiny Panel felt that the introduction of Taxi Marshals would be beneficial.

### **Night time Economy and Highways**

- 7.22 The evidence received highlighted the issues around Bridge Street during the night-time economy and the congestion along Bridge Street. Further evidence received highlighted that from a legislative point of view the closure of Bridge Street during the Night Time Economy, except for buses and taxis would not be possible to do under a Temporary Traffic Order (Section 14 of the Highways Act 1980). Northamptonshire Highways is only able to use a temporary traffic order for either works or for a likelihood of danger to the travelling public (i.e. weak bridge, unsafe structure etc.). A Permanent Traffic Order would therefore be required which would have a public consultation. Evidence from Northamptonshire Highways stated that from previous experiences it is likely that objections to this would be received from restaurants, churches in the area. In closing Bridge Street it would require traffic remodelling throughout the town centre to enable traffic to enter and leave the town centre. Currently drivers would be able to enter via St Giles Square but would have no way of exiting the area. Allowing taxis and buses only through may be potentially more hazardous than having a more constant flow of vehicles. Pedestrians in the area may not be expecting vehicles and there would be a zero traffic flow for most of the time. Northamptonshire Highways would raise objections to this if there were Police or Borough Council powers used to close the road.
- 7.23 The Scrutiny Panel supported temporary full closures to traffic of Bridge Street being introduced on specific risk dates as identified by the Licensing

Sergeant, Northants Police such as Halloween, Christmas Eve, New Year 's Eve and New Year's Day, various payday weekends and other celebratory dates.

7.24 At one of its early evidence gathering meetings, the Scrutiny Panel was shown CCTV footage of the night-time economy in the town that highlighted issues incurred with traffic, groups of individuals being in the road and crossing the road after a night out.

7.25 The Scrutiny Panel noted that the Taxi Trade felt it would be useful for Kingswell Street opened up to traffic. It is currently blocked off to traffic by two large plant pots.

## **RECOMMENDATIONS**

The above overall findings have formed the basis for the following recommendations: -

The purpose of this Scrutiny Panel was to investigate the pattern of provision of licensing in respect of taxis and private hire

Scrutiny Panel 3 recommends to Cabinet and the Licensing Committee :

### **Provision and Usage of Taxi ranks in the borough**

8.1.1 Consideration is given to the provision of additional taxi ranks in the town centre:

**Abington Street (near to central library)**, utilising the loading bays for an additional permanent taxi rank. Hours of operation – 10pm to 5am. This would ensure that loading to the nearby shops could take place.

**The Parade** – A night time rank comprising approximately 12 spaces. Hours of operation - 11pm to 5am. Consideration would need to be given to issuing Hackney Carriage drivers with a key to the barriers. A deposit could be charged and refunded when the key is returned.

**Guildhall Road/Derngate** - A potential night time rank in the heart of the Cultural Quarter. Hours of operation 11pm to 5am.

**Mercers Row** – The rank is expanded to both sides of the road

8.1.2 Taxi rank signage is put in situ at the various ranks within the town.

8.1.3 An unmet demand survey for Hackney Carriages is undertaken in order to determine whether the number of Hackney Carriages exceeds requirements and whether a cap is necessary. This survey should also consider the extent of the Private Hire Trade and be undertaken every three years.

#### **Policies and Strategies for Licensing and the effectiveness of the legislation for licensing**

8.1.4 A sign for Private Hire Vehicles (PHV) to display “Pre Booked only” is issued to all PHV. The sign must be on display at all times.

8.1.5 The Scrutiny Panel informs Cabinet that it supports the further introduction of Child Sexual Exploitation (CSE) training for all Hackney carriage and private hire drivers at Northampton.

8.1.6 Details of the CSE awareness training is presented to the Licensing Committee regarding its roll out and content.

8.1.7 When approved, the relevant sections from the Low Emissions Strategy for Northampton are included within the licensing Policy for Taxis and Private Hire.

8.1.8 The standard test to become a Private Hire driver is raised.

8.1.9 An evaluation of the Policy regarding the enforcement of licensing conditions takes place and consideration is given to the inclusion of structured enforcement guidelines. Licensing conditions for Hackney Carriages and Private Hire are then reviewed every two years from January 2017.

### **Information Exchange**

8.1.10 At least an annual joint meeting between Hackney Carriage drivers, Private Hire drivers and the relevant Authorities, including NBC Licensing Officers, Northants Highways and the Police, is held.

### **Raise Awareness of the licensing and planning framework around the regulation of private hire and taxi licensing**

8.1.11 Articles are placed in the press regarding the difference between Hackney Carriages and Private Hire; particularly around the Christmas period. Copies of such articles are also forwarded to Community Groups and Residents' Associations.

8.1.12 A PR campaign, using social and conventional media, is put in place to convey positive messages about the benefits of using taxis / private hire vehicles and give information about the complaint mechanisms. Existing contacts with the University of Northampton and Northampton College are used to share information through their information sharing processes.

### **Taxi Marshals**

- 8.1.13 Taxi Marshals are introduced for a trial period of six months. The trial is then evaluated so that the success of Taxi Marshals can be assessed.

### **Highways**

- 8.1.14 Consideration is given to the removal of the two plant pots in sit at the entrance of Kingswell Street in order that it could become a functional road to through traffic.
- 8.1.15 It is recommended to Northamptonshire Highways that double red lines are introduced at Woodhill.
- 8.1.16 Temporary full closures to traffic of Bridge Street are introduced on specific risk dates as identified by the Licensing Sergeant, Northants Police.

### **Licensing Committee**

- 8.1.17 A copy of this report is sent to the Licensing Committee.
- 8.1.18 It is recommended to the Licensing Committee that it re-visits the age limit Policy on Hackney Carriages.

### **Overview and Scrutiny Committee**

- 8.1.19 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.

# NORTHAMPTON BOROUGH COUNCIL

## Overview and Scrutiny

### Report of Scrutiny Panel 3 – Effectiveness of the Enforcement of Licensing Policy in respect of Taxis and Private Hire

#### 1 Purpose

- 1.1 The purpose of the Scrutiny Panel was to investigate the pattern of provision of licensing in respect of taxis and private hire

#### **Key lines of Inquiry:**

- To review the policies and strategies for licensing
- To assess the effectiveness of the legislation for licensing
- To raise awareness of the licensing and planning framework around the regulation of private hire and taxi licensing
- To assess what mechanisms are in place for the exchange of information between the Council, the Police and licence holders.
- To examine what options are available and any best practice or solutions that other Local Authorities have successfully implemented
- To assess the provision and usage of taxi ranks in the borough

- 1.2 A copy of the scope of the review is attached at Appendix A.

#### 2 Context and Background

- 2.1 The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the effectiveness of the enforcement of Licensing Policy in respect of Taxis and Private Hire. The Overview and Scrutiny Committee commissioned Scrutiny Panel 3 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.



2.2 A Scrutiny Panel was established comprising Councillor Gareth Eales (Chair); Councillor Graham Walker (Vice Chair); Councillors James Hill, Suresh Patel and Brian Sargeant.

2.3 This review links to the Council's corporate priorities, particularly corporate priority 1 – Northampton Alive, A vibrant town, corporate priority 2 - invest in safer, cleaner neighbourhoods, and corporate priority 8 – responding to your needs.

2.4 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene: "Licensing Policy in the Borough"
- Relevant national and other background research papers, such as:

- [Department for Transport – Taxi statistics \(2013\)](#)
- [House of Commons Library – Taxi and Private Hire Vehicles \(2014\)](#)
- [Department of Transport Best Practice Guidance on Vehicle Licensing](#)

Relevant Legislation:

- The role of the Licensing Authority
- Local Government (Miscellaneous Provisions) Act 1976
- Town Police Clauses Act 1847
- Licensing Policy and Practice
- Licensing Enforcement practice guidelines

Relevant data:

- Statistical data, such as the number of hackney carriage and private hire licences in the borough, number of taxi ranks in the borough and spaces on each rank
- Best practice and successful initiatives in both Northampton and elsewhere

Witness evidence:

### **Internal**

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Cabinet Member for Community Safety, NBC
- Senior Licensing Officers, Northampton Borough Council

### **External**

- Licensing Sergeant, Northants Police
- Community Engagement Manager, Northamptonshire Highways
- Chair, Taxi and Private Hire Association
- Private Hire Operators

2.5 Hackneys can be waved, hailed or 'flagged' down in the street. They can also be pre-booked. They can wait at an official rank. Private Hire Vehicles (PHV) can only be pre-booked. They cannot be hailed or flagged in the street or approached directly. Bookings must be made through the operator and a record kept. They cannot park up near a pick up point or create an 'unauthorised rank'. PHV's should only be seen if on a job.

### **3 Evidence Collection**

3.1 Evidence was collected from a variety of sources:

#### **3.2 Background reports**

##### **[Presentation to set the scene - Licensing Policy in the borough](#)**

##### **House of Commons Library – Taxi and Private Hire Vehicles (2014)**

A copy of the briefing note can be located [here](#).

##### **Department of Transport Best Practice Guidance on Vehicle Licensing (March 2010)**

A copy of the Best Practice Guidance can be located [here](#).

##### **House of Commons Library – Briefing Paper – Taxi and Private Hire Vehicle Licensing (5 August 2015)**

This briefing paper sets out the licensing arrangements for taxis and private hire vehicles and their drivers and the enforcement of those licences. The briefing paper looks at some of the issues currently of concern to the industry and licensing authorities.

The present law varies depending where one is. The licensing conditions that are applied to taxis and PHV drivers and the local conditions of vehicle fitness are for each local licensing authority to decide, so can vary considerably from area to area. The briefing note goes on to state that in England and Wales, outside London, taxis are licensed by district councils under *the* “Town Police Clauses Act 1847” or that Act as amended by the “Local Government (Miscellaneous Provisions) Act 1976.” All taxis and their drivers must be licensed. Private hire vehicles (PHVs), sometimes referred to as minicabs, drivers and operators are subject to licensing if a district council has adopted Part II of the 1976 Act (most have) or has similar provisions contained in a local Act. 2

In London, the taxi legislation dates back to the nineteenth century, but the main licence conditions are made under the “London Cab Order 1934”. The minicab trade in London is licensed by regulations made under the “Private Hire Vehicles (London) Act 1998”. The briefing paper reports that in Scotland taxis and PHVs are licensed under Part II of the “Civic Government (Scotland) Act 1982”, as amended. Licensing works in much the same way as in England and Wales. It is emphasised that both the taxi and private hire industries are facing challenges from new technology, and from legislative change, causing concern and anger amongst a number of operators and drivers.

Uber is subject to ongoing legal challenge in UK and other courts and its use by PHV drivers in London has proven deeply controversial.

The briefing paper notes that the legal framework in England and Wales, including London, was reviewed in 2012-14 by the Law Commission, which published recommendations and a draft Bill in May 2014. The Government has yet to publish a response to this and indicate whether it intends to implement the wholesale reform proposed by the Commission. The Coalition Government made minor changes to the law in the “Deregulation Act 2015”.

### **3.2.1 Background statistics**

#### **Taxis and Private Hire Statistics - Northampton**

3.2.1.1 As of September 2015, in Northampton, there were:

- 802 Licensed Private Hire Drivers
- 41 Licensed Hackney Drivers
- 127 Combined Drivers
- 53 Private Hire Operators
- 819 Licensed Vehicles

## **Department for Transport – Taxi Statistics (2013)**

3.2.1.2 The Department for Transport's taxi statistics provide information on the number of licensed taxis and private hire vehicles in England and Wales, including the number designed to be accessible for disabled people. Data is derived from the department's survey of licensing authorities in England and Wales, which takes place every 2 years. The last survey was carried out in 2013.

3.2.1.3 The report details that, as of the end of March 2013, there were:

- an estimated 78,000 taxis and 153,000 licensed private hire vehicles (PHVs) in England and Wales, a total of 231,000 vehicles
- an estimated 58% of licensed taxis were wheelchair accessible (100% in London)
- 297,000 taxi or PHV driver licenses in England and Wales This is a total of 231 thousand vehicles which is around one thousand fewer than as the same point in 2011 when the figures were last collected, representing a fall of 0.7%.

3.2.1.4 This is the first reduction in overall licensed vehicle numbers since comparable statistics were first collected in 2005. Growth in vehicles has slowed considerably since the start of the economic downturn. The total number of taxis and PHVs increased 18% between 2005 and 2009 and by 2% between 2009 and 2013. Taxi numbers have been recorded since the 1970s, and grew rapidly following the 1985 Transport Act which amended the circumstances in which a Local Authority could control taxi licences.

3.2.1.5 Further details regarding these statistics can be located [here](#).

## **3.2.2 Relevant Legislation**

### **Town Police Clauses Act 1847**

3.2.2.1 In England and Wales, outside London, taxis are licensed by district Councils under the Town Police Clauses Act 1847 or that Act as amended by the Local

Government (Miscellaneous Provisions) Act 1976. All taxis and their drivers must be licensed. Private Hire (PHVs), drivers and operators are only subject to licensing if a district Council has adopted Part II of the 1976 Act or has similar provisions contained in a local Act.

### **Local Government (Miscellaneous Provisions) Act 1976**

3.2.2.2 The present law varies depending on the locality. The licensing conditions that are applied to Taxis and PHV drivers and the local conditions of vehicle fitness are for each local licensing authority to decide, so can vary considerably from area to area.

3.2.2.3 In England and Wales, outside London, taxis are licensed by district councils under the Town Police Clauses Act 1847 or that Act as amended by the Local Government (Miscellaneous Provisions) Act 1976. All taxis and their drivers must be licensed. Private hire vehicles (PHVs), sometimes referred to as minicabs, drivers and operators are subject to licensing if a District Council has adopted Part II of the 1976 Act (most have) or has similar provisions contained in a local Act.

3.2.2.4 The licensing conditions that are applied to taxi and PHV drivers and the local conditions of vehicle fitness are for each local licensing authority to decide, so can vary considerably from area to area. Licensing authorities are entitled to charge a 'reasonable' fee to cover the costs of administration and issue of a licence

### **3.3 Core questions**

3.3.1 The Scrutiny Panel devised a series of core questions that it put to key witnesses over a cycle of meetings (Copy at Appendix B).

3.3.2 Key witnesses provided a response to these core questions at the meetings of the Scrutiny Panel held on 22 October 2015, 28 November 2015 and 7 January 2016.

### 3.3.3 Salient points of evidence:

#### **Cabinet Member for Environment and Cabinet Member for Community Safety, Northampton Borough Council (NBC)**

- There is a need for clearer information about how to complain about problems with taxis/private hire vehicles including flagging, poor service, vehicle maintenance and condition and are made available on the Council's website. A PR campaign using social and conventional media could be put in place to convey positive messages about the benefits of using taxis / private hire vehicles and give information about complaint mechanisms. Existing contacts with the University and College could be used to share information through their information sharing processes.
- Complaints about poor driving should be referred to the Police Drivewatch Hotline number 0800 174615 as the Licensing Team is unable to take action to deal with matter without independent witnesses.
- Significant work is already carried out to share good practice. Earlier this year around 200 drivers attended a briefing session about Child Sexual Exploitation (CSE).
- All drivers are required to provide an enhanced Disclosure and Barring Service (DBS) check on application and every 3 years thereafter. Drivers are encouraged to sign up to the update service which allows the authority to carry out check on updated information in a timely manner. The Council has guidelines on the relevance of convictions which are used to assess the relevance of any conviction highlighted on the DBS check.
- Formal arrangements are in place for the Police to notify the Council of cases where taxi / private hire drivers are charged with a range of categories of criminal offences under the Police Common Law Disclosure powers. This information is exchanged if it is in the public interest to do so. This system works effectively and information is provided in a timely manner providing evidence to allow the Licensing

Committee to consider appropriate action to assess whether any driver is a fit and proper person and take appropriate action in such cases. There have been some occasions where the Police is not aware that a person is a taxi or private hire driver and do not pass on relevant information.

- Currently, there is probably not sufficient rank space in the town during the day and night time. Daytime problems are experienced with traffic congestion when the rank is full. There is no overflow provision for drivers to wait at a suitable location until space on the rank becomes available. There is no provision at the eastern end of the town centre, for example at the top of Abington Street or on Wellingborough Road. Some night time flagging hotspots such as St Giles Street and the lower part of Bridge Street highlight areas where additional capacity would be useful. Additional Rank space is needed in the town and it is important that this is considered in the early stages of the design of town centre improvements. In view of the important public transport role provided by taxis, opportunities to provide additional space must be considered as part of the planning and design processes.
- The conditions imposed are considered to be relevant fair and proportionate. Enforcement checks carried out indicate that they are being met by the majority of drivers and action is taken on a risk based basis when breaches are found. Current levels of resource mean that it is not possible for enforcement officers to monitor compliance at all times and so therefore enforcement has to be undertaken on a targeted basis.
- Some areas of the town are subject to poor air quality due primarily to transport related emissions and work is ongoing to develop a Low Emissions Strategy for Northampton with associated planning guidance. The recommendations of this strategy are likely to have implications for the taxi trade, particularly in respect of some more polluting diesel engine vehicles and so it is important that work is taken forward to incorporate these considerations into taxi/ private hire vehicle policy.



- The safeguarding of children and vulnerable adults must be properly embedded into the taxi / private hire policy. It is vitally important to ensure appropriate checks are in place to ensure that drivers are fit and proper persons. It is also important to recognise that drivers have a vital role in being alert for signs of child sexual exploitation, some training has already taken place to raise awareness of the issues but this must be maintained and enhanced with clear information being provided about signs to be aware of and reporting mechanisms.

### **Senior Licensing Officers, Northampton Borough Council (NBC)**

- Any education around the taxi and private hire framework has to be sustained.
- Regular inclusion of key information in NBC publications to customers could have information to explain the rules around taxis. or engagement with community groups or Residents Associations on occasions.
- Press releases could be used following operations.
- Communication exchange between the Police and the: Licensing Team is good. Sometimes data disclosure can be problematic but organisations are constrained by legislation and procedures followed. A good relationship exists between responsible Authorities generally.
- Meetings are held between Private Hire Operators and Officers, Hackney drivers and Officers. The Licensing Team provides newsletters and is available by appointment to discuss issues they may have. The situation regarding ranks is not suitable. There are 12 spaces on Mercers Row, a rank on Billing Brook Road that is not used as it is in the wrong location. Hackneys use the rank at the train station and Weston Favell Shopping Centre which is not provided by NBC. There are a couple of other ranks in town that have two spaces and temporary night time ranks which provide about another 10 spaces at night only. Overall NBC provides the equivalent of a permanent rank equipped to take 14 Hackney Carriages which rises to 25 at night. This

is for 147 Hackneys. Illegal ranks” are sometimes created in locations that are known for private hire flagging.

- The provision of taxi ranks does not seem to be taken into consideration when planning town centre changes/improvements. It does not seem to be given the same status as other public transport. For example there is no provision of a rank for the taxis at the bus station, at the top of Abington Street, on Giles Street and there is no feeder rank into the town centre. The development of Black Lion Hill “drop off area” was created without consideration and has created an area for an illegal rank
- “Illegal ranks” are sometimes created in locations that are known for private hire flagging.
- Licensing conditions should be reviewed every couple of years as things change.
- There is a need to look at suitable conditions for Operators and implementing a new Operators course for those coming into the industry and/or for existing Operators, in order to make them aware of their responsibilities and look at feasible action that be can be taken against Operators who fail to comply.
- The introduction of probationary badges would be useful if it was lawful to do so.
- There is a need to limit the number of Private Hire drivers. There are problems with flagging
- There is the need to get the “Green” Policy together so Officers can look at how this can be incorporated into the standards of the taxi and private hire vehicles.
- There is a need for a consistent approach regarding the suspension and revocation of licences and send out a strong message when drivers fail to comply. A zero tolerance approach should be considered for adoption
- Drivers should be promoted as professional workers who have a valuable position to play within the town’s public transport and night-time economy and they need to understand the importance of the role that they are entrusted with.

## **Chair, Hackney Carriage Association**

- The majority of the Trade are aware of their responsibilities and the legislation; the work of the Licensing Committee and the licensing framework.
- The Chair of the Hackney Carriage Association felt that there was limited exchange of information between Agencies and the Taxi Trade. Informal meetings are held with NBC Licensing Officers. There is a need to involve Highways Officers and the Police in these meetings.
- There is an issue with Private Hire flagging, due to this illegal ranks are set up.
- There are 150 Hackney Carriages in Northampton. In 1998 there were around 60. There are a lot of Hackney Carriages but limited rank spaces. The optimum number of Hackney Carriages was felt to be around 120-130.
- The rank in the town centre is problematic due to the buses. Preliminary discussions had been held in respect of moving this rank to the opposite side of the road.
- There is a need for signage so that the public is aware of where the ranks are, particularly in Mercers Row and Marefair.
- The Chair of the Hackney Carriage Association is concerned regarding the abolition of the 3 year age limit for newly licensed Hackney Carriages that will commence from January 2016. There could be a risk of more vehicles being presented for licensing. A restriction on the number of Hackney Carriage Vehicle licences would be useful. Members of the Hackney Carriage Association were in support of capping.
- Roof signs on Private Hire Vehicles are a “magnet” for flagging. Private Hire vehicles with roof signs could appear to look like a Hackney Carriage vehicle and could be confusing to the public thinking that they are a Taxi. Part II of the Local Government (Miscellaneous Provisions) Act 1976 states that a Private Hire vehicle must not look like a Taxi.

## **Chair, Private Hire Association**

- There is a need to ensure the Taxi Licensing Website is up to date, it would be useful for it to contain information regarding good and best practice.
- There is a need to educate the public on the difference between Taxis and Private Hire.
- The Private Hire Association has been running for 12 years and holds a meeting every two months. A number of Private Hire Operators and drivers attend along with representatives from NBC and the Police. More recently representatives from NBC have not been able to attend.
- The Private Hire Association has a very good exchange of information with the Police and NBC.
- There are too many taxis. Some Hackney Carriages undertake private hire work.
- There is a need for more Taxi ranks and an unmet demand survey should be undertaken. Some small towns license all drivers and vehicles as Hackney Carriage.
- Licensing conditions are generally met.
- It would be useful for Kingswell Street to become a functional road. It is currently blocked off by two large plant pots.
- There is a need for a Taxi rank at the bus station and the hospital.

## **Private Hire Operators**

A number of Private Hire Operators attended the meeting of the Scrutiny Panel on 28 November 2015. Key points:

- A lot of people do not appear to know the difference between Hackney Carriage and Private Hire. If this was widely publicised it would help the problem with flagging. An article in the press, particularly around Christmas time would be very useful.

- Drivers and vehicles go through stringent test. There is a need for a positive awareness campaign for Taxis and Private Hire.
- There is a need for more enforcement. Enforcement checks should be at different times on different days. Some Private Hire Operators supported Taxi Marshalls but one Operator did not.
- There are not enough Taxi ranks. There is a need for a rank at the hospital. There is no space for pre- booked private hires to wait at the train station.
- The Licensing Office at NBC should be open for longer hours.
- The press should be used for good news stories.
- Tests that prospective Private Hire drivers take should be more difficult and the number of Hackney Carriages should be restricted. There is also the need to educate some drivers on the tariff system.
- The public should be made aware of the tariff system.
- There is a need for an information sharing protocols for DBS forms.
- Information about the licensing framework is widely available.
- It would be useful if the Council could share information regarding DBS checks for the Trade with Northamptonshire County Council in respect of transporting vulnerable people
- There is a need for more Taxi ranks in the town centre and new ranks should be positioned where most needed, such as outside the bus stations and The Drapery.
- The majority of drivers are happy with the licensing conditions and processes applied to Taxi and Private Hire drivers
- There is a need to address flagging and more enforcement in respect of flagging.
- A joint meeting between Hackney Carriage, Private Hire drivers and the relevant Authorities would be useful.
- Consideration should be given to restricting the number of Hackney Carriage vehicles. An unmet demand survey should be undertaken

- A sign for Private Hire Vehicles to display in their windscreens “Pre Booked only” would be very useful.
- Uber could affect the Trade by 25%.

### **Licensing Sergeant, Northants Police**

- The Licensing Sergeant is based alongside the Licensing Constable for the Northampton area and admin clerks within the Guildhall. They sit alongside the borough’s Licensing Enforcement Team who deal with taxi licensing and support them as both actively as warranted Officers, where appropriate, and as points of liaison with the force. Licensing Enforcement Officers are not able to do anywhere near as much Licensing Enforcement as they would like, or perhaps should, due to lack of resource.
- NBC Licensing Officers have the contact details of the Force’s Information Unit who deal with all disclosures with regard to Taxi drivers. Sharing of information is done strictly under the terms of the Common Law Disclosure Scheme and follows the Force’s Policy on this scheme. There have been frustrations voiced by Local Authorities, including NBC, about some information becoming harder and in some cases impossible to obtain following an old ruling about Notifiable Occupations Scheme whereby any Police information on a taxi driver such as an arrest would be shared automatically was illegal and against the principals of the Human Rights Act. Information is now considered on the basis of a pressing social need and where this outweighs an individual’s right to confidentiality.
- In the main, the contact and liaison between Northants Police and NBC is excellent and where appropriate information is shared suitably and in a timely manner.
- The Licensing Sergeant is aware of the recent efforts in the last year to expand on the number of night-time rank spaces to assist in the management of the night-time economy. These spaces were needed to prevent some of the queues around the Mercers Row area. Some issues have been faced by Police Officers when policing Northampton town centre on a Friday and Saturday night, primarily in Bridge Street. Taxi’s both Hackney who legally

rank on the new night-time rank at the top of the street, and Private Hire, who are illegally ranking, have contributed to a number of issues with obstruction of the highway. This is compounded at the very busy times between 01.00hrs and 04.30hrs on Friday and Saturday nights with large numbers pedestrians moving between and to and from venues.

- The views of a number of Officers have been expressed to the Licensing Sergeant regarding this and some believe that Bridge Street at busy times is a “serious accident” waiting to happen due the mixture of pedestrians who are more often than not under the influence of alcohol, cars and taxis. Others have raised concerns and have experienced difficulties in getting emergency vehicles up and down Bridge Street, having to decamp from their vehicles at the top or bottom of the street to deal with a fight or other incident part way along the street at or near a licensed venue. Recent enforcement activity and prosecution against private hire vehicles seen flagging on CCTV has assisted this but the matter is still an issue.
- The Licensing Sergeant’s own observations are that the closure of Bridge Street between midnight and 05.00hrs needs to be reconsidered for Friday and Saturday nights, bank holiday Sundays, Christmas Eve and New Year’s Eve, or consultation is needed with Highways to consider other traffic calming/pedestrian control measures.
- NBC Licensing Officers do everything they can to enforce the conditions placed on taxi drivers and deal with complaints robustly.
- The Licensing Sergeant is aware of potential improvements to the Council’s webpage regarding information about Taxis and Private Hire
- Some unauthorised ranking goes on, particularly in Bridge Street by the scaffolding hoardings, close to Balloon Bar and NB’s, which causes obstructions and cuts down on visibility for pedestrians and other traffic alike and narrows the road so no two way traffic can pass safely. This combined with the number of pedestrians in the road can cause issues of access for emergency services. Further unofficial ranking goes on outside McDonalds this can assist in taking people away from the area after they have bought their food and are going home.
- The temporary complete road closure of Bridge Street on Boxing Day, New Year’s Day and New Year’s Eve worked very well. Christmas Eve had not

been as busy as expected and therefore the road closure was not used. The road closure enabled the Police to get to incidents quickly and disperse them.

- A complete closure on specific dates that had been identified as “risk” would be more effective and safer, such as Halloween, Christmas period, certain payday weekends and other celebratory events than a permanent closure to all traffic except buses and Hackney Carriage. Currently, around 50% of the traffic along Bridge Street at night consists of Taxis.
- CCTV monitoring in respect of flagging is effectiveness but the process is resource intensive

### **Community Engagement Manager, Northamptonshire Highways**

- From a legislative point of view the closure of Bridge Street during the Night Time Economy, except for buses and taxis would not possible to do under a Temporary Traffic Order (Section 14 of the Highways Act 1980). Highways is only able to use a temporary traffic order for either works or for a likelihood of danger to the travelling public (i.e. weak bridge, unsafe structure etc.)
- In order to progress this Highways would be required to make a Permanent Traffic Order which would have a public consultation. From previous experiences it is likely that objections to this would be received from restaurants, churches in the area.
- One of the more logistical issues is that in closing Bridge Street it would require traffic remodelling throughout the town centre to enable traffic to enter and leave the town centre. Currently drivers would be able to enter via St Giles Square but would have no way of exiting the area.
- From a safety point of view allowing taxis and buses only through may be potentially more hazardous than having a more constant flow of vehicles. Pedestrians in the area may not be expecting vehicles and there would be a zero traffic flow for most of the time. On this basis Northamptonshire Highways would raise objections to this if there were Police or Borough Council powers used to close the road.



## 4 Site Visit

4.1 On 10 December 2015, between the hours of 1pm and 2pm, representatives of the Scrutiny Panel undertook a site visit of the town centre; with a particular focus on observing the taxi ranks.

4.2 Key points:

**George Row** – A night time (from 11pm to 5am) taxi rank is in place

**Mercers Row** - A permanent taxi rank in place (daytime and night-time hours) with space for 12 Hackney Carriages. Often Hackney Carriages can wait around the corner. This was not observed during the site visit. 10 Hackney Carriages were observed on the rank; turnover was fast. Cars were parked opposite the rank on the double yellow lines. Representatives of the Scrutiny Panel spoke with Hackney Carriage drivers. It was noted that occasionally maintenance vehicles obstruct the taxi rank. It would be beneficial for the rank to be expanded to both sides of the road.

**Wood Hill** - Vehicles displaying a blue disabled badge, were observed parked on double yellow lines, opposite the disabled bay parking. This contributed to congestion.

**Bridge Street** - Night time taxi rank. Hours of operation 11pm to 5am. Disabled parking is located opposite the taxi rank. Parking opposite the rank can cause congestion during the night time hours.

**College Street, off St Katherine's Street** - Two Private Hire vehicles, on double yellow lines, were observed parked up.

**St Katherine's Street** - Three Private Hire vehicles were observed parked up.

The Scrutiny Panel was informed that complaints are received regarding Private Hire vehicles parked up, in the evenings, outside the Park Inn and The Boston.

**Bus Station** – has the provision of one drop off/pick up bay but no other facilities for Hackney Carriage and Private Hire pick up/drop off.

**Outside the Roadmender, Lady's Lane** - A night time rank. Hours of operation – 11pm to 5am.

## **5 Desktop Research**

5.1 Desktop research was undertaken regarding changes to the licensing regime at another Local Authority.

### **Changes to the Licensing Regime at Leicester City Council**

5.2 The changes to the licensing regime at Leicester City Council (LCC) include:

- New and existing drivers attend child sexual exploitation awareness briefings
- The introduction of a driver penalty scheme
- Introduction of a Three Year Driver's Licence

### **Child Sexual Exploitation Briefings**

5.3 Leicester City Council's licensed drivers are required to attend a course about child sexual exploitation. The idea is to raise awareness amongst drivers so that they know what to look out for and what to do if they have any concerns. The course was first run earlier in 2015 for drivers who are contracted to do school runs etc. for Leicester City Council, and it has now been extended to include all drivers. The course is delivered by an external trainer at various locations, with a selection of days and times. All drivers are required to take the course within three months of the date their licence is granted / renewed. New drivers are required to pay for the course themselves, which is around £20. The Council is meeting the cost for existing drivers. Licensing Officers at Leicester City Council will follow up any drivers who have not taken the course three months after the date they were licensed, with the possibility of their licence being revoked on the grounds they are no longer fit and proper.

This Policy was introduced on 1 November 2015. Licensing Officers will start following up non-attendance from February 2016. It is a one-off rather than an ongoing requirement at each renewal, although it will continue to be required for any new drivers.

### **Driver Penalty Points Scheme**

5.4 The City Council will record penalty points against drivers of misconduct that is not serious enough in itself to warrant a prosecution. If a driver receives more than 12 points within a three year period, LCC will consider suspending or revoking the driver's licence. The driver will have the opportunity to state their case before any points are added. The Scheme runs separately to the guidelines on convictions and points on a driver's DVLA licence. This scheme was introduced to give a more measured approach to minor offences and misconduct. Leicester City Council has not introduced any new 'offences' – the points scheme deals with breaches of the pre-existing requirements placed on licensed drivers. The points are shown in the table below. This was issued to all licensed drivers in the city of Leicester in October 2015.

	<b>Offence/Breach of Condition</b>	<b>Maximum Points Applicable</b>
1	Providing false or misleading information on licence application form, or failing to provide relevant information.	4
2	Failure to use taxi meter for journeys within prescribed distance	5
3	Refusal to accept hiring without reasonable cause	5
4	Parking a vehicle in contravention of parking restrictions	4
5	Failure to display appropriate plates, or plate improperly secured, or failure to display door signs.	3
6	Failure to wear driver's badge	3
7	Failure to undertake 6 monthly vehicle examination	4
8	Driving a vehicle in an unroadworthy condition (e.g. prohibition notice)	4
9	Failure to notify Licensing Authority of a conviction	4
10	Failure to comply with the drivers' code of conduct.	1

5.5 This Policy was introduced on 1 December 2015. As of 14 December 2015 no points have been given so far. The Licensing Team reports that this is unpopular with the drivers, and the Hackney Trade has carried out a number of protests as a result.

### **Introduction of Three Year Driver's Licences**

5.6 In accordance with the changes from the Deregulation Act 2015, all drivers have to be 3 yearly licensed and operators a five year licence. From 1 October 2015, Leicester City Council introduced a three year driver's licence. The standard duration of a licence is three years unless there are reasons to justify a shorter period. The duration of the a licence offered to drivers is based on the total penalty points on their DVLA licence and penalty points issued under the Council's scheme, or their record of criminal convictions; whichever results in the shorter licence. Three year licences are offered to drivers with:

- A total of less than 3 points on the DVLA licence and City Council penalty points system and
- No criminal convictions relating to drugs, violence, dishonesty or other serious offences in the last ten years.

5.7 Three year licences are offered to drivers with:

- A total of less than 3 points on the DVLA licence and City Council penalty points system and
- No criminal convictions relating to drugs, violence, dishonesty or other serious offences in the last ten years.

5.8 Two year licences will be offered to drivers with:

- A total of 3-5 points on DVLA licence and City Council penalty points scheme and
- No criminal convictions relating to drugs, violence, dishonesty or other serious offences in the last ten years.

5.9 One year licences will be offered to all other drivers,.i.e. those with more than 5 penalty points

5.10 LCC reports that as of August 2015, the proportion of drivers who would be eligible for licences of each duration is as follows:

- Three years (less than 3 penalty points) 77%
- Two years (3-5 penalty points) 16%
- One year (more than 6 penalty points) 7%

5.11 Appendix C details the guidance note that has been issued to all licensed drivers on the newly introduced Policies.

### **Leicester City Council's approach to flagging**

5.12 The offence of illegal plying for hire is often known as “flimping” in Leicester. LCC reports that due to the complexities of what constitutes plying for hire and the requirement in any prosecution to prove beyond reasonable doubt that an offence has taken place, action to deal with illegal plying is usually in the form of a pre-planned operation.

5.13 Licensing Enforcement Officers aim to carry out at least four flimping exercises a year. They are test purchase operations. It is further reported that the exact method of operation has been developed and modified to take account of prosecutions that have been successful and to learn from those that have not. It is highlighted that this results in robust evidence that can be relied upon in legal proceedings.

5.14 LCC goes on to state that many, if not all, insurance policies for private hire vehicles exclude plying for hire. Following successful prosecutions, any

private hire drivers licensed by LCC are reported to the Licensing Enforcement Sub Committee for consideration whether the driver remains a fit and proper person to hold a licence. It is reported that in some cases, the Sub Committee has revoked licences that has been up-held at appeal to the Magistrate's Court.

- 5.15 Two recent enforcement operations detected contraventions by ten drivers and files processed with a view to prosecution.

### **Taxi Marshals**

- 5.16 A number of Local Authorities have introduced Taxi Marshals. Detailed at Appendix D are examples of some of the Taxi Marshal Schemes in operation:

## **6 Community Impact Assessment**

- 6.1 This Scrutiny Review investigated the pattern of provision for licensing, including, taxis and private hire with a focus on the effectiveness of the enforcement of policies. It sought to put forward informed recommendations to all relevant parties on the pattern of provision for licensing.
- 6.2 The Scrutiny Panel, in having regard to the general equality duty, was mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This was borne in mind as the Scrutiny Panel progressed with the review and evidence is gathered.
- 6.3 In order that the Scrutiny Panel obtained a wide range of views, a number of key witnesses provided evidence as detailed in section 3 of this report.
- 6.4 Any recommendations that explored ways of dealing with Licensing Policy would consider impact and potential mitigation as appropriate and relevant

across all protected characteristics. Impact assessments are integral to any reports including actions plans.

- 6.5 Details of the Community Impact Assessment undertaken can be located on the Overview and Scrutiny [webpage](#).

## 7 **Conclusions and Key Findings**

- 7 After all of the evidence was collated the following conclusions were drawn:

### **Policies and Strategies for Licensing and the effectiveness of the legislation for licensing**

- 7.1 The Scrutiny Panel was concerned regarding the evidence received about private hire vehicles flagging. It felt that there was a need for the introduction of an Enforcement/Committee Sanctions Policy for flagging.
- 7.2 The Scrutiny Panel emphasised that if a Private Hire vehicle (PHV) flags or takes an un-booked fare then they are committing an offence and are also operating without insurance. The introduction of a “pre booked only” sticker for display in the windscreens of private hire vehicles would be useful.
- 7.3 Expected behaviour of Hackney Carriage drivers is covered in the Induction Programme, for example not to retain customers’ telephone numbers. The induction programme also includes:
- School contracts
  - Disability issues
  - Fraud
  - Child Sexual Exploitation (CSE)
- 7.4 The Scrutiny Panel recognised that drivers have a vital role in being alert for signs of child sexual exploitation. The Scrutiny Panel acknowledged that the training that drivers at Northampton undertake in respect of Child Sexual

Exploitation (CSE). CSE is incorporated into the induction training for drivers at Northampton. There is a mandatory question that drivers are expected to answer as part of the testing process. The Scrutiny Panel was pleased that investigations are taking place regarding the provision of training on CSE awareness for drivers in the possible form of on-line training or training in DVD format.

- 7.5 Evidence received highlighted that Private Hire vehicles with roof signs could appear to look like a Hackney Carriage vehicle and could be confusing to the public thinking that they are a Taxi. Part II of the Local Government (Miscellaneous Provisions) Act 1976 states that a Private Hire vehicle must not look like a Taxi.
- 7.6 The Scrutiny Panel felt that the test to become a Private Hire driver should be of the same standard to that of a Hackney Carriage driver. An extensive knowledge test is given too. Private Hire drivers undertake a basic knowledge test.
- 7.7 The Scrutiny Panel was pleased to note from the evidence received that the majority of drivers are happy with the licensing conditions and processes applied to Hackney Carriage and Private Hire. However, the Scrutiny Panel felt that licensing conditions should be reviewed every two years, to take into consideration issues such as changes in legislation.
- 7.8 The Scrutiny Panel noted that a project had been undertaken regarding the current 3 year age limit for hackney carriages when first licensed. It had been found that maintenance and condition of a vehicle was more important than age, for example, an older car could be in better condition and well maintained than that of three years old. It had therefore been agreed by the Licensing Committee to remove the age restriction but for it to be introduced incrementally. From 1 January 2016 there will not be an age limit for first licence of a hackney carriage vehicle.



7.9 Some areas of the town are subject to poor air quality due primarily to transport related emissions and work is ongoing to develop a Low Emissions Strategy for Northampton with associated planning guidance. The Scrutiny Panel noted that the recommendations of this strategy are likely to have implications for the taxi trade, particularly in respect of some more polluting diesel engine vehicles and the Scrutiny Panel felt that it is important that work is taken forward to incorporate these considerations into taxi/ private hire vehicle policy.

### **Licensing Conditions – example of solutions introduction by other Local Authorities**

7.10 Desktop research indicated that a Local Authority has introduced changes to its licensing regime:

- New and existing drivers attend child sexual exploitation awareness briefings
- The introduction of a driver penalty scheme
- Introduction of a Three Year Driver's Licence

The Scrutiny Panel acknowledged the usefulness of these changes and felt it would be beneficial for there to be an evaluation of the Policy regarding the enforcement of licensing conditions; such as the inclusion of structured enforcement guidelines. The Scrutiny Panel highlighted that consistency is key.

### **Taxi Marshals**

7.11 The Scrutiny Panel noted the success of Taxi Marshals in other areas of the country. It further recognised that the introduction of Taxi Marshals could incur a cost, for example, a six month trial period of Taxi Marshals at Nuneaton and Bedworth cost £12,528.

## **Mechanisms for the exchange of information**

- 7.12 The Scrutiny Panel was pleased that discussions are ongoing regarding an information sharing police regarding Northampton Borough Council sharing information regarding DBS checks for the Trade with Northamptonshire County Council in respect of transporting vulnerable people.
- 7.13 Evidence received confirmed that information sharing channels between the Trade, Council and Police is good. Regular meetings are held. It was felt that a joint meeting between Hackney Carriage, Private Hire drivers and the relevant Authorities would be useful.
- 7.14 The Scrutiny Panel felt that a lot of people are not aware of the difference between Hackney Carriages and Private Hire. There is a need for this to be widely publicised and it could assist with the problem of flagging. Articles in the local press during the year would be beneficial.
- 7.15 Evidence received highlighted the need for regular inclusion of key information in NBC publications to customers could have information to explain the rules around taxis or engagement with community groups or Residents Associations on occasions. Press releases could be used following operations.
- 7.16 The Scrutiny Panel emphasised the need for clearer information about how to complain about problems with taxis/private hire vehicles including flagging, poor service, vehicle maintenance and condition and are made available on the Council's website. A PR campaign using social and conventional media could be put in place to convey positive messages about the benefits of using taxis / private hire vehicles and give information about complaint mechanisms. Existing contacts with the University and College could be used to share information through their information sharing processes.

## **The Provision and Usage of Taxi Ranks in the borough**

- 7.17 Evidence received confirmed that Northampton's taxi trade is of a similar size to other large towns or small cities in the country. The Scrutiny Panel felt that consideration should be given to restricting the number of Hackney Carriage vehicles. An unmet demand survey should be undertaken.
- 7.18 The Scrutiny Panel was concerned regarding the number of rank spaces in the town, approximately 20 for 150 Hackney Carriages. From the evidence received, the Scrutiny Panel considered there is not sufficient rank space in the town during both day and night time. Daytime problems can be experienced with traffic congestion when the rank is full. There is no overflow provision for drivers to wait at a suitable location until space on the rank becomes available. There is no provision at the eastern end of the town centre, for example at the top of Abington Street or on Wellingborough Road. There are some night time flagging "hotspots", such as St Giles Street and the lower part of Bridge Street. The Scrutiny Panel felt additional rank space here would be useful.
- 7.19 Evidence received highlighted the need for signage for Taxi ranks and road markings.

## **Resources for Taxi and Private Hire Licensing**

- 7.20 Evidence received detailed that current levels of resource mean that it is not possible for Licensing Enforcement Officers to monitor compliance at all times and so therefore enforcement has to be undertaken on a targeted basis. Further evidence detailed that Licensing Enforcement Officers are very busy, under pressure and unable to undertake as much licensing enforcement as they would like to do.
- 7.21 The Scrutiny Panel felt that the introduction of Taxi Marshals would be beneficial.

## **Night time Economy and Highways**

- 7.22 The evidence received highlighted the issues around Bridge Street during the night-time economy and the congestion along Bridge Street. Further evidence received highlighted that from a legislative point of view the closure of Bridge Street during the Night Time Economy, except for buses and taxis would not possible to do under a Temporary Traffic Order (Section 14 of the Highways Act 1980). Northamptonshire Highways is only able to use a temporary traffic order for either works or for a likelihood of danger to the travelling public (i.e. weak bridge, unsafe structure etc.). A Permanent Traffic Order would therefore be required which would have a public consultation. Evidence from Northamptonshire Highways stated that from previous experiences it is likely that objections to this would be received from restaurants, churches in the area. In closing Bridge Street it would require traffic remodelling throughout the town centre to enable traffic to enter and leave the town centre. Currently drivers would be able to enter via St Giles Square but would have no way of exiting the area. Allowing taxis and buses only through may be potentially more hazardous than having a more constant flow of vehicles. Pedestrians in the area may not be expecting vehicles and there would be a zero traffic flow for most of the time. Northamptonshire Highways would raise objections to this if there were Police or Borough Council powers used to close the road.
- 7.23 The Scrutiny Panel supported temporary full closures to traffic of Bridge Street being introduced on specific risk dates as identified by the Licensing Sergeant, Northants Police such as Halloween, Christmas Eve, New Year 's Eve and New Year's Day, various payday weekends and other celebratory dates.
- 7.24 At one of its early evidence gathering meetings, the Scrutiny Panel was shown CCTV footage of the night-time economy in the town that highlighted issues incurred with traffic, groups of individuals being in the road and crossing the road after a night out.

7.25 The Scrutiny Panel noted that the Taxi Trade felt it would be useful for Kingswell Street opened up to traffic. It is currently blocked off to traffic by two large plant pots.

## 8 Recommendations

8.1 The purpose of the Scrutiny Panel was to investigate the pattern of provision of licensing for taxis and private hire

### Key lines of Inquiry:

- To review the policies and strategies for licensing
- To assess the effectiveness of the legislation for licensing
- To raise awareness of the licensing and planning framework around the regulation of private hire and taxi licensing
- To assess what mechanisms are in place for the exchange of information between the Council, the Police and licence holders.
- To examine what options are available and any best practice or solutions that other Local Authorities have successfully implemented
- To assess the provision and usage of taxi ranks in the borough

Scrutiny Panel 3 recommends to Cabinet and the Licensing Committee:

### Provision and Usage of Taxi ranks in the borough

8.1.1 Consideration is given to the provision of additional taxi ranks in the town centre:

**Abington Street (near to central library)**, utilising the loading bays for an additional permanent taxi rank. Hours of operation – 10pm to 5am. This would ensure that loading to the nearby shops could take place.

**The Parade** – A night time rank comprising approximately 12 spaces. Hours of operation - 11pm to 5am. Consideration would need to be

given to issuing Hackney Carriage drivers with a key to the barriers. A deposit could be charged and refunded when the key is returned.

**Guildhall Road/Derngate** - A potential night time rank in the heart of the Cultural Quarter. Hours of operation 11pm to 5am.

**Mercers Row** – The rank is expanded to both sides of the road

- 8.1.2 Taxi rank signage is put in situ at the various ranks within the town.
- 8.1.3 An unmet demand survey for Hackney Carriages is undertaken in order to determine whether the number of Hackney Carriages exceeds requirements and whether a cap is necessary. This survey should also consider the extent of the Private Hire Trade and be undertaken every three years.

**Policies and Strategies for Licensing and the effectiveness of the legislation for licensing**

- 8.1.4 A sign for Private Hire Vehicles (PHV) to display “Pre Booked only” is issued to all PHV. The sign must be on display at all times.
- 8.1.5 The Scrutiny Panel informs Cabinet that it supports the further introduction of Child Sexual Exploitation (CSE) training for all Hackney carriage and private hire drivers at Northampton.
- 8.1.6 Details of the CSE awareness training is presented to the Licensing Committee regarding its roll out and content.
- 8.1.7 When approved, the relevant sections from the Low Emissions Strategy for Northampton are included within the licensing Policy for Taxis and Private Hire.

8.1.8 The standard test to become a Private Hire driver is raised.

8.1.9 An evaluation of the Policy regarding the enforcement of licensing conditions takes place and consideration is given to the inclusion of structured enforcement guidelines. Licensing conditions for Hackney Carriages and Private Hire are then reviewed every two years from January 2017.

### **Information Exchange**

8.1.10 At least an annual joint meeting between Hackney Carriage drivers, Private Hire drivers and the relevant Authorities, including NBC Licensing Officers, Northants Highways and the Police, is held.

### **Raise Awareness of the licensing and planning framework around the regulation of private hire and taxi licensing**

8.1.11 Articles are placed in the press regarding the difference between Hackney Carriages and Private Hire; particularly around the Christmas period. Copies of such articles are also forwarded to Community Groups and Residents' Associations.

8.1.12 A PR campaign, using social and conventional media, is put in place to convey positive messages about the benefits of using taxis / private hire vehicles and give information about the complaint mechanisms. Existing contacts with the University of Northampton and Northampton College are used to share information through their information sharing processes.

### **Taxi Marshals**

8.1.13 Taxi Marshals are introduced for a trial period of six months. The trial is then evaluated so that the success of Taxi Marshals can be assessed.

### **Highways**

- 8.1.14 Consideration is given to the removal of the two plant pots in situ at the entrance of Kingswell Street in order that it could become a functional road to through traffic.
- 8.1.15 It is recommended to Northamptonshire Highways that double red lines are introduced at Woodhill.
- 8.1.16 Temporary full closures to traffic of Bridge Street are introduced on specific risk dates as identified by the Licensing Sergeant, Northants Police.

### **Licensing Committee**

- 8.1.17 A copy of this report is sent to the Licensing Committee.
- 8.1.18 It is recommended to the Licensing Committee that it re-visits the age limit Policy on Hackney Carriages.

### **Overview and Scrutiny Committee**

- 8.1.19 The Overview and Scrutiny Committee, as part of its monitoring regime, reviews the impact of this report in six months' time.



## **Appendices**

## **OVERVIEW AND SCRUTINY**

### **SCRUTINY PANEL 3 – Effectiveness of Enforcement of Licensing Policy in respect of Taxis and Private Hire**

#### **1 Purpose/Objectives of the Review**

- To investigate the effectiveness of enforcement of licensing, for taxis and private hire vehicles

##### **Key lines of Inquiry:**

- To review the enforcement of policies and strategies for taxi and private hire vehicle licensing
- To assess the effectiveness of the legislation for taxi and private hire vehicle licensing
- To raise awareness of the licensing framework around the regulation of private hire and taxi licensing, inclusive of examining the root causes of flagging
- To assess what mechanisms are in place for the exchange of information between the Council, the Police and licence holders
- To examine what options are available and any best practice or solutions that other Local Authorities have successfully implemented
- To assess the provision and usage of taxi ranks in the borough

#### **2. Outcomes Required**

To put forward informed recommendations to all relevant parties on the enforcement of Licensing Policy.

#### **3. Information Required**

Background data, including:

- Presentation to set the scene: “Licensing Policy in the Borough”
- Relevant national and other background research papers, such as:

- [Department for Transport – Taxi statistics \(2013\)](#)
- [House of Commons Library – Taxi and Private Hire Vehicles \(2014\)](#)
- [Department of Transport Best Practice Guidance on Vehicle Licensing](#)
- Relevant Legislation:
  - The role of the Licensing Authority
  - Local Government (Miscellaneous Provisions) Act 1976
  - Town Police Clauses Act 1847
  - Licensing Policy and Practice
  - Licensing Enforcement practice guidelines
- Relevant data:
  - Statistical data, such as the number of hackney carriage and private hire licences in the borough, number of taxi ranks in the borough and spaces on each rank
  - Best practice and successful initiatives in both Northampton and elsewhere
  - Witness evidence:

#### **Internal**

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Cabinet Member for Community Safety, NBC
- Senior Licensing Officer, Northampton Borough Council

#### **External**

- Licensing Sergeant, Northants Police
- Chair, Taxi and Private Hire Association
- Chair, Northampton BID
- Private Hire Operators

## **4. Format of Information**

- Background data
- Background reports and presentation
- Best practice data
- Desktop research
- Evidence from expert external witnesses
- Evidence from expert internal witnesses

- Site visits

## **5. Methods Used to Gather Information**

- Minutes of meetings
- Desktop research
- Site visits
- Officer reports
- Statistical data
- Presentations
- Examples of best practice
- Witness Evidence:-
  - Key witnesses as detailed in section 3 of this scope

## **6. Co-Options to the Review**

None suggested for this Review.

## **7 Considerations for Community Impact, such as health, equalities and human rights**

This Scrutiny Review will investigate the pattern of provision for licensing, including, taxis and private hire with a focus on the effectiveness of the enforcement of policies . It will seek to put forward informed recommendations to all relevant parties on the pattern of provision for licensing.

The Scrutiny Panel, in having regard to the general equality duty, will be mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This will be borne in mind as the Scrutiny Panel progresses with the review and evidence is gathered.

In order that the Scrutiny Panel obtains a wide range of views, a number of key witnesses will provide evidence as detailed in section 3 of this report.

Any recommendations that explore ways of dealing with Licensing Policy will consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments will be integral to any reports including actions plans.



# NORTHAMPTON BOROUGH COUNCIL

## OVERVIEW AND SCRUTINY



### Appendix B

## SCRUTINY PANEL 3 – EFFECTIVENESS OF ENFORCEMENT OF LICENSING POLICY IN RESPECT TO TAXIS AND PRIVATE HIRE

### CORE QUESTIONS – EXPERT ADVISORS

The Scrutiny Panel is currently undertaking a review investigating the effectiveness of enforcement of licensing, for taxis and private hire vehicles

#### Key lines of Inquiry:

- To review the enforcement of policies and strategies for taxi and private hire vehicle licensing
- To assess the effectiveness of the legislation for taxi and private hire vehicle licensing
- To raise awareness of the licensing framework around the regulation of private hire and taxi licensing
- To assess what mechanisms are in place for the exchange of information between the Council, the Police and licence holders.
- To examine what options are available and any best practice or solutions that other Local Authorities have successfully implemented
- To assess the provision and usage of taxi ranks in the borough

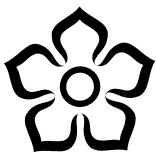
The expected outcomes of this Scrutiny Review are:

- To put forward informed recommendations to all relevant parties on the enforcement of Licensing Policy.

## **CORE QUESTIONS:**

A series of key questions have been put together to inform the evidence base of the Scrutiny Panel:

1. In your opinion how can awareness of the licensing framework around the regulation of private hire and taxi licensing be raised?
2. Please provide details of the mechanisms that are in place for the exchange of information between the Council, the Police and licence holders. How easy do you find it to liaise and obtain information from the Authorities, in your opinion could this be improved? Please supply details.
3. Are you aware of the location and number of taxi ranks in the borough and do you think this is sufficient?
4. What do think of the licensing conditions and processes that are applied to taxi and PH drivers and vehicles; in your opinion are they being met? Do you have any suggested changes?
5. Do you have any further potential options for improvement that you would like to suggest to the Scrutiny Panel, please can you supply details?
6. Do you have further information regarding the effectiveness of enforcement of licensing, for taxis and private hire vehicles, which you would like to inform the Scrutiny Panel?



## Licensing Policy Information Sheet

This information sheet provides you with an update on some of the changes which are taking place in relation to taxi driver licensing.

### Three Year Driver Licences

From 1 October 2015, when you renew your licence, you may be able to apply for a licence which lasts for three years. This will depend on any points you have on your licence, any convictions you may have, and when your next DBS and medical are due. Further information will be provided in your renewal letter.

### Child Sexual Exploitation Awareness Briefings

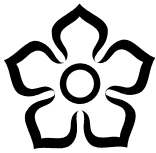
From 1 November 2015, there will a requirement for drivers to undertake a child sexual exploitation awareness briefing within three months of renewing their licence. For existing drivers there will be no charge for this. There will be a number of briefings available at different times and on different days of the week. The briefing will last about 3 hours. You will be sent information about how to book on to the briefings with your renewal letter.

### Driver Penalty Points Scheme

From 1 December 2015, the City Council may record a number of penalty points against drivers' records if it believes their conduct has been unacceptable. If twelve or more points are recorded against a driver within 3 years, the Council will consider whether action should be taken, for example suspension or revocation of the licence. Authorisation to record points would be given by the Head of Licensing, but any subsequent action could only be authorised by the Licensing Committee. Drivers would have the right to discuss the circumstances of any incident that is being considered before any points are issued. There would also be a right of appeal to the magistrates' court against any decision of the Licensing Committee. The maximum points which could be awarded in any case are listed overleaf.

The City Council is aware that this scheme is unpopular with some drivers. It therefore intends to introduce the scheme for a trial period of 12 months after which time it will review the scheme. It will also monitor the scheme during this trial period, listen to any concerns about the scheme from drivers and consider any recommendations for improving the scheme.





	<b>Offence/Breach of Condition</b>	<b>Maximum Points Applicable</b>
1	Providing false or misleading information on licence application form, or failing to provide relevant information.	4
2	Failure to use taxi meter for journeys within prescribed distance	5
3	Refusal to accept hiring without reasonable cause	5
4	Parking a vehicle in contravention of parking restrictions	4
5	Failure to display appropriate plates, or plate improperly secured, or failure to display door signs.	3
6	Failure to wear driver's badge	3
7	Failure to undertake 6 monthly vehicle examination	4
8	Driving a vehicle in an unroadworthy condition (eg prohibition notice)	4
9	Failure to notify Licensing Authority of a conviction	4
10	Failure to comply with the drivers' code of conduct.	1



## NORTHAMPTON BOROUGH COUNCIL

### SCRUTINY PANEL 3 - EFFECTIVENESS OF ENFORCEMENT OF LICENSING POLICY IN RESPECT OF TAXIS AND PRIVATE HIRE

#### BRIEFING NOTE: BACKGROUND DATA – TAXI MARSHALS

#### 1 TAXI MARSHALS

- 1.1 A number of Local Authorities have introduced Taxi Marshals. Detailed below are examples of some of the Taxi Marshal Schemes in operation:

#### OXFORD CITY COUNCIL - TAXI MARSHAL SCHEME

- 1.2 Oxford City Council (OCC) has implemented a Taxi Marshal Scheme at various Taxi ranks in the City Centre. OCC states that Marshals have proven to be highly effective in towns and cities in reducing illegal 'pick ups', controlling taxi queues, improving the safety of vulnerable persons and dealing with confrontational situations.
- 1.3 OCC reports that confrontation can occur when Private Hire drivers operate illegally by touting for business more commonly known as 'plying for hire', stop to pick up fares in 'no stopping areas' causing obstruction or operate without a valid licence. It is the responsibility of the Taxi Marshals to prevent such activity and report offenders so that legal action may be brought against those persons.
- 1.4 It goes on to report that confrontation may also occur when individuals or groups of people behave in an unsociable manner in taxi queues. OCC notes that this type of behaviour has to be defused quickly in order to prevent violence and public disorder. Such disorder in a taxi queue can result in anything from physical assault to a road traffic accident if not controlled.
- 1.5 The Taxi Marshals work closely with the Licensing Authority, Thames Valley Police and the City of Oxford Licensed Taxicab Association (COLTA), in order to ensure the efficient running of the operation. They are able to communicate any problems that they witness via the Radio-Link scheme to the CCTV Control Room. OCC reports that as Taxi Marshals are the 'eyes and ears' of the Licensing Authority and the Police and can play a vital role in the reduction of crime.
- 1.6 Oxford City Council - Duties of a Taxi Marshal:
- Wear the high visibility jacket provided by Oxford City Council at all times during shift.
  - Have an understanding of the difference between a Taxi (Hackney Carriage Vehicle) and a Private Hire Vehicle, so as to

ensure that only Hackney Carriage Vehicles licensed by Oxford City Council access the rank, and an understanding of the conditions, criteria and regulations regarding the licensing of drivers and vehicles with the Licensing Authority.

- Be responsible for a queuing system on the rank and match passenger number to Hackney Carriage Vehicles (Black Cabs).
- Have an understanding of the local taxi tariff in order to provide advice to the general public.
- Ensure that lone females, vulnerable persons or persons accompanied by children are adequately supervised.
- Advise any Private Hire Drivers of Private Hire Vehicles that may be waiting nearby without a booking to move on, as their actions constitute “plying for hire”, and to note the details of the vehicle make, model, colour and licence plate and if possible the Private Hire Driver badge number in their note pad.
- Prevent conflicts from arising on the rank and between the general public and taxi drivers by ensuring order and providing conflict management.
- Ensure that every driver that pulls up at the rank is displaying his or her Hackney Carriage Driver “badge”, identifying such a person as being licensed by Oxford City Council.
- Pass the details of any Taxi Driver who behaves in a manner that gives cause for concern, to the Licensing Authority or an officer of Thames Valley Police as soon as possible, including name, date and badge number.
- Have an understanding of drivers rights to:
  - (i) Refuse fares where they have a reasonable excuse.
  - (ii) Set the price of a fare prior to departing if the journey takes them beyond the City boundary.
- Have an understanding that when attempting to enter a licensed vehicle, that passengers must:
  - (i) Not be excessively drunk
  - (ii) Not be violent
  - (iii) Not be abusive
  - (iv) Not eat
  - (v) Not drink
  - (vi) Not smoke
  - (vii) Know their destination and relay such information to the driver
  - (viii) Have the required finances to pay for the journey.
- Use the Radio-Link appropriately to communicate with officers of Thames Valley Police and other Security Staff

## **MANCHESTER CITY COUNCIL - TAXI MARSHAL SCHEME**

### **1.7 Code of Practice for its Taxi Marshal Scheme**

#### **Objective of Scheme**

Ensure the safety of passengers and their property whilst queuing and on entering taxis.

Ensure the safety of taxi drivers and prevention of damage to vehicles by physical methods or by soiling from food and drink.

To manage taxi rank queues to enable a fair system of boarding to be imposed.

To encourage passengers and taxi drivers to use ranks in the city centre at peak times.

To deter crime and anti-social behaviour at taxi ranks covered by the scheme.

#### **Operation of Scheme**

All designated ranks covered by the scheme will operate with Taxi Marshals present continuously between the hours of 22-30 hrs and 04-30 hrs the following day. The contract specifies that this service shall be provided as a minimum every Friday and Saturday throughout the year. Additional service provision may be provided on an 'ad hoc' basis on other dates by arrangement.

#### **Staffing**

All Taxi Marshals are required to be in possession of a valid SIA [Security Industry Authority] licence. Minimum levels of staffing have been agreed as follows:

Total Number of Taxi Marshals on duty on a Friday	-	14
Total Number of Taxi Marshals on duty on a Saturday	-	16

#### **Drinks**

Passengers to be requested to wait until they have finished open drinks, before entering a taxi, or empty the drink and place the container in the waste bin provided.

Alcohol must be emptied out and not drunk in or around the ranks, in accordance with the alcohol bylaw.

Glass and glass bottles must be put in the bottle bin provided, in accordance with the Council's glass policy.

## **Food**

Passengers to be requested to wait until they finish any open food, before entering a taxi, or place it in the waste bin provided.

Closed food packages are acceptable, but passengers should be requested to leave it closed until they are out of the taxi at their destination.

## **Fares**

Marshals are not to become involved in fare negotiations. Any fare disputes should be reported by the passenger or the driver to the City Council's nominated representative on the next working day.

## **Operational Problems**

Any other problems e.g. refusal to take passengers, wheelchair access, taxi sharing, are not the direct responsibility of the marshals but marshals are expected to offer appropriate advice. Such incidents should be reported as above to the numbers and address provided.

## **Uniforms and Equipment**

Each team of marshals on every rank will be issued with a radio connected to the "nitenet" system. This will enable them to contact each other and request assistance from the City Council CCTV control room, which are also able to access Police assistance. These radios will be provided by the City Council.

Each marshal should be equipped with a pocket book, a personal first aid kit and a torch.

Marshals will wear a 'red team' uniform, which will include the City Council's insignia and the words 'Taxi Marshall' on the back. These will be provided at the Contractors own expense.

## **Marshal Behaviour**

There should be no physical contact, between the marshals and passengers or drivers, other than the minimum required to enable the rank to function.

Marshals will be polite, advisory and non-confrontational in what may be a difficult situation.

Marshals must always summon assistance if problems of a physical nature arise or a situation becomes threatening.

Marshals must not put themselves or the public at risk.

Marshals should be observant at all times and make contemporaneous notes of any incidents or offences.

Marshals will be expected to co-operate with City Council and Police enquiries and investigations and act as reliable witnesses in such cases.

### **Survey Forms**

To be handed to drivers and passengers as requested by the City Council.

### **EXCLUSEC SECURITY SYSTEMS LIMITED, MANCHESTER**

- 1.8 Exclusec Security Systems Limited (ESSL) reports that Taxi Marshals have been proven to be highly effective in towns and cities across the UK in reducing illegal 'pick ups', controlling taxi queues, improving the safety of vulnerable persons and dealing with confrontational situations.
- 1.9 ESSL goes on to state that confrontation can occur when individuals or groups of people behave in an unsociable manner in taxi queues. This type of behaviour has to be defused quickly in order to prevent violence and public disorder. Such disorder in a taxi queue can result in anything from physical assault to a road traffic accident if not controlled.
- 1.10 ESSL states that the Taxi Marshals work closely with the Licensing Authority, Police and other agencies, in order to ensure the efficient running of the operation. Taxi Marshals are able to communicate any problems that they witness via the NiteNet Radio scheme to the CCTV Control Room.
- 1.11 It is reported that all Taxi Marshals employed by Exclusec are vetted to BS7858:2012 and hold a valid SIA license (minimum Door Supervision). In addition, they receive further training including Emergency First Aid, Customer Service, Conflict Management and Physical Intervention.
- 1.12 Exclusec Taxi Marshal Duties include:
  - Ensuring the safety of passengers and their property whilst queuing and on entering taxis.
  - Ensuring the safety of taxi drivers and prevention of damage to vehicles by physical methods or by soiling from food and drink.
  - To manage taxi rank queues to enable a fair system of boarding.
  - To deter crime and anti-social behaviour at taxi ranks covered by the service.
  - To ensure that lone females, vulnerable persons or persons accompanied by children are adequately supervised.
  - To refuse fares where there is a reasonable excuse.
  - To utilise NiteNet Radio (or equivalent) to report any criminal activity including street crime to CCTV Control, Police and the Local Authority.
- 1.13 Exclusec Taxi Marshals undergo the following training:
  - Level 2 Award in Door Supervision (for SIA licensed staff)
  - Conflict Management
  - Physical Intervention Skills
  - Company Induction Programme
  - Level 2 NVQ Certificate in Spectator Safety

- Level 2 Award in Emergency First Aid at Work
- Level 2 Award in Customer Service
- Vulnerable People Training
- Additional Training – as required/requested by client

### **ST HELIER, JERSEY, TAXI MARSHAL SCHEME – Q SAFE**

- 1.14 The reported aim of the Q-Safe scheme is to make the taxi queues at the St Helier Weighbridge taxi rank orderly and safe and to prevent queue jumping by having marshals supervising the queues. St Helier informs that this helps to reduce associated disorder and anti-social behaviour, which in turn helps residents and visitors feel safer.
- 1.15 The Q-Safe taxi marshal scheme was set up following discussions between the Safer St Helier Community Group and the Jersey Taxi Drivers Association. It is funded through advertising in the taxis

### **DERBY CITY COUNCIL**

- 1.16 It is stated that Taxi marshals have been working at key hackney carriage ranks in the City centre on Friday and Saturday evenings between 10.30 pm and 3.30 am since April 2007. Their main role is to assist members of the public to leave the city centre efficiently and safely by managing key hackney ranks, particularly in Friar Gate. Typically, the marshals help some 4000 taxi customers each weekend.
- 1.17 Since the scheme started in 2007, it is reported that Taxi Marshals have had a significant impact in reducing disorder around taxi ranks, working closely with the Police and Taxi Licensing Enforcement Officers. Their value has been recognised by all parties – taxi drivers, customers, police, local businesses and licensing officers. The success of the Taxi Marshals scheme (along with Street Pastors) has recently been further recognised by a prestigious safety award for Derby.
- 1.18 It is reported that the scheme, which has been co-ordinated by the Community Safety Partnership (CSP), has operated using short-term funding streams but these will no longer be available from April 2010 and it is stated that concern was expressed that the scheme would not be able to operate beyond the end of March 2010. In April 2010 it was reported that the annual cost of the scheme was approximately £44k. The scheme is currently still in operation and the Licensing Officer at Derby City Council confirmed that the scheme is jointly funded between the City Council and Derbyshire Police. The Licensing Officer confirmed that the Scheme is run by an external security company.

### **NUNEATION AND BEDWORTH BOROUGH COUNCIL – TAXI RANK AND MARSHAL SERVICE**

- 1.19 Approval was granted by the Licensing Committee on 7 October 2013 for a six month trial period of the Taxi Marshal Scheme. Implementation was delayed due to zoning issues which were subsequently resolved and the pilot commenced on the 8th December 2014.

- 1.20 Taxi Marshals are employed to work between the hours of 23:30 – 04:00 Thursday, Friday and Saturday nights and certain specified days such as New Year’s Eve.
- 1.21 It is reported that members of the Nuneaton and Bedworth Community Safety Partnership (NABSCOP) including Warwickshire Police and the Police and Crime Commissioner were supportive of the introduction of a Taxi Marshal Scheme to reduce the incidence of Anti-Social Behaviour and Violence in the night-time economy.
- 1.22 Funding of approximately £15,000 was secured to operate the Taxi Marshal Service on a trial basis. It is reported that this finance was a commitment from Nuneaton and Bedworth Borough Council, Warwickshire Police and the Police and Crime Commissioner for a pilot project only, with an intention to explore longer term funding commitments based on successful outcomes.
- 1.23 It is further reported that the part-time Taxi Rank and Marshal Service was evaluated by using two strands of data:
- Statistical data provided by Warwickshire Observatory
  - Customer Satisfaction Surveys.
- 1.24 Monthly baseline data was collated from April 2011 to March 2015 for both Anti-Social Behaviour Incidents and Violence against the Person Offences. It was acknowledged that this showed a reduction in the number of both offence types during the evaluated period of December 2014 to March 2015 compared to the previous three years for the same period.
- 1.25 The evaluation also included surveys to licensing premises and the Taxi Trade. 89.3% of respondents from the Taxi Trade felt that the scheme enabled a more efficient collection of passengers.
- 1.26 Funding of the Nuneaton and Bedworth Scheme:
- £15,000 of funding was secured by interested parties; up to the 29 April 2015 expenditure for the Taxi Marshal Service equates to £7,362 which covers a four month period. Should approval for the extension of the pilot to January 2016 be granted, the balance of the earmarked funding of £7,638 is available to be applied to support this extension.
- 1.27 Reported breakdown of funding required to extend the Scheme to January 2016 is as follows:
- |  |         |
|--|---------|
| Total cost required from May 2015 – January 2016 ..... | £12,528 |
| Minus Remaining Monies .....                           | -£7,638 |
| Shortfall to January 2016 .....                        | £4,890  |



## CASE STUDY – TAXI MARSHAL

- 1.28 A case study, as detailed below, was provided in the Local Government Association Handbook - Taxi and PHV Licensing – Councillors’ Handbook (England and Wales):

### ***Taxi Marshals: Watford Borough Council***

*Since 2005, taxi drivers servicing the late night economy in Watford, Hertfordshire have benefited from a taxi marshal scheme.*

*On three nights of the week – and other identified occasions – two taxi marshals work on the Rickmansworth Road rank, getting passengers in an orderly queue. Passengers who are excessively drunk, are eating or smoking, appear to be violent, don’t know their destination or don’t have enough money for their fare are refused carriage.*

*A third marshal at a remote feeder rank is radioed when more taxis are needed at the main rank.*

*The scheme is not cheap, and taxi drivers have been reluctant to contribute. Over the years, funding has principally come from licensed premises who make annual contributions, and grants from Hertfordshire County Council – who also fund taxi marshals in five other towns in the county. Money has also been obtained from Watford Borough Council, the Safer Watford Partnership, and from the Home Office’s now-defunct Tackling Violent Crime programme.*

*An independent study by The Centre for Public Innovation in April 2008 found that: “Stakeholders agreed that the taxi marshal schemes were having a positive impact on both anti-social behaviour and certain crimes – although they were unable to quantify the extent of the impact. They also noted that the taxi marshal schemes played an important role in influencing perceptions of the night-time economies, sending out a clear message that councils were listening and responding to residents’ concerns about the effects of the night-time economies.”*

*Licensing Manager Jeffrey Leib says: “The scheme is generally welcome by many participants in our night-time economy. We have enhanced drivers’ safety even further with marshals using CCTV and recording passengers’ details before they get into a cab, to reduce the risk of attacks on drivers while en route.”*

Author:

Tracy Tiff, Scrutiny Officer, on behalf of Councillor Gareth Eales, Chair, Scrutiny Panel 3 Effectiveness of Enforcement of Licensing Policy in respect of taxis and private hire

3 November 2015



**NORTHAMPTON  
BOROUGH COUNCIL**

**NORTHAMPTON BOROUGH COUNCIL**

**OVERVIEW AND SCRUTINY COMMITTEE**

**11 APRIL 2016**

**BRIEFING NOTE:**

**O&S NBC OWNED STREET LIGHTING WORKING GROUP**

**1 INTRODUCTION**

- 1.1 Since the last meeting of the Overview and Scrutiny Committee, the Working Group has further evidence gathering meetings scheduled for April and May 2016.

**2 UPDATE**

- 2.1 At the meeting of the Working Group set for 4 April 2016, Councillors will receive information around:

A Corporate Asset Register

- 2.2 The Working Group will also look to formulate potential draft conclusions and recommendations for inclusion within the final report.
- 2.3 A final meeting is scheduled for May 2016. .
- 2.4 It is envisaged that this Scrutiny activity will conclude in May 2016, with the report of the Working Group presented to the Overview and Scrutiny Committee at its meeting scheduled for 13 June 2016.

**3 RECOMMENDATION**

- 3.1 That the update is noted.

Author: Tracy Tiff, Overview and Scrutiny Officer, on behalf of Councillor Phil Larratt, Chair, O&S NBC Owned Street Lighting Working Group

14 March 2016

## Northampton Borough Council Overview and Scrutiny



### Overview and Scrutiny Committee

11 April 2016

#### **Briefing Note: Northamptonshire County Council's (NCC) Health, Adult Care & Wellbeing Scrutiny Committee**

#### **1 Background**

- 1.1 Councillor Brian Sargeant is Northampton Borough Council's representative to Northamptonshire County Council's (NCC) Health, Adult Care and Wellbeing Scrutiny Committee. Councillor Rufia Ashraf is the substitute representative.
- 1.2 A meeting of NCC's Health, Adult Care and Wellbeing Scrutiny Committee was held on 2 March 2016.
- 1.3 The Health, Adult Care and Wellbeing Scrutiny Committee has the overview and scrutiny function responsibilities for scrutiny of health, adult social care and Public Health.

#### **2 Update**

- 2.1 Details of the main issues discussed at the meeting held on 2 March 2016 are detailed below:

The Committee received an overview of the proposed Accommodation Strategy and possible closure of one Olympus Care Services care Home

The Committee received a presentation on the effects of Winter Pressures on Accident and Emergency Departments and the East Midlands Ambulance Service from the point of view of the East Midlands Ambulance Service and Kettering General Hospital

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# Northampton Borough Council

## Overview and Scrutiny

The Committee received a report on progress made since September 2015 on the Deprivation of Liberty Safeguards (DoLS)

The Committee considered the development and delivery of the Work Programme for 2015/2016 and items for inclusion in the Work Programme for 2016/2017

The Committee noted the dates of the meetings of the Health, Adult Care and Wellbeing Scrutiny Committee 2016/2017

### 3 Conclusions

- 3.1 That the update is noted.
- 3.2 That regular updates of the work of Northamptonshire County Council's Health and Adult Care and Wellbeing Scrutiny Committee be provided by Councillor Brian Sargeant to this Committee.
- 3.3 The next meeting of Northamptonshire County Council's Scrutiny Committee is scheduled for 1 June 2016 commencing at 10:00am and an update on this meeting will be provided to the Committee also.
- 3.4 Further meetings of Northamptonshire County Council's Scrutiny Committee are scheduled for:

7 September 2016

9 November

1 March 2017

Brief Author: Tracy Tiff, Overview and Scrutiny Officer, on behalf of Councillor Brian Sargeant

2 March 2016

[www.northampton.gov.uk/scrutiny](http://www.northampton.gov.uk/scrutiny)

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Report of the  
**Overview & Scrutiny  
Committee**

**Annual Report  
2015/2016**



# *Overview and Scrutiny Annual Report 2015/2016*

## **A Message from Councillor Jamie Lane, Chair, Overview and Scrutiny Committee**

This Annual Report is a summary of just some of the work Overview and Scrutiny (O&S) has done this year, what has worked well and what issues we need to concentrate more on next year.

It has been another busy year for O&S with three comprehensive reviews being undertaken:

- Health Check of the Local Economy
- The Impact of Anti-Social Behaviour on the Town
- Enforcement of the Licensing Policy for Taxis and Private Hire

Overview and scrutiny work is member-led and evidence-based. It is vital that the work of scrutiny adds value and improvement and I feel the conclusions and recommendations from the in-depth Reviews undertaken this year have really demonstrated that. All of the Scrutiny Panels have completed their reviews and the findings will be presented to Cabinet early in the Municipal year 2016/2017.

The O&S Committee also set up a Working Group that undertook a short, sharp review - NBC Owned Street Lighting. This Working Group is still evidence gathering and will report its findings to the Overview and Scrutiny Committee in the Municipal year 2016/2017.

I have continued to promote the good work of Overview and Scrutiny at Northampton wider, a number of the processes and procedures being noted nationally as examples of best practice. This year, Scrutiny Councillors and Officers from a nearby District Council visited NBC, spoke with members of the Committee and observed a meeting of our Overview and Scrutiny Committee.

Again this year, we asked the citizens of Northampton to suggest topics for Scrutiny reviews. There were more than fifty suggestions from the public. Councillors carefully considered the suggestions at a workshop held in March 2016. From these ideas, Cabinet's priorities for the year and suggestions put forward by Councillors, the Overview and Scrutiny Committee approved its Work Programme 2016/2017 at its April meeting.

The Committee scrutinised the Council's budget proposals by delegating work to its Reporting and Monitoring Working Group who identified three budget proposals for the Committee to scrutinise in-depth.

I would like to thank all those who have been involved in and have supported Scrutiny over the past year. In particular, I would like to thank my colleagues who chaired the Scrutiny Panels and Working Groups last year. These achievements are recognised in this report.

I would also like to convey my thanks to the many witnesses that have contributed to scrutiny's work this year. Their participation brings knowledge, ideas and enthusiasm to the work of Scrutiny.

I do hope that you find this report informative and interesting.



**Councillor Jamie Lane**  
**Chair, Overview and Scrutiny Committee**

# Overview and Scrutiny Annual Report 2015/2016

## Achievements

### How was this impact made during 2015-2016?

The Scrutiny Panels carry out in-depth Scrutiny reviews, whilst the Overview and Scrutiny (O&S) Committee concentrates on strategic issues, including holding the Cabinet to account, performance management and scrutiny of crime and disorder. This structure attracts increased public participation and the involvement of non-Executives in Scrutiny reviews.

### Involvement of Non- Executives (not Scrutiny Members) in Overview and Scrutiny

The O&S structure enables non-Executives, who are not members of the O&S Committee, to be fully involved in the O&S process.

Two of the three Scrutiny Panels this year had non-Executive Councillors who were not O&S Councillors as members of the Panels.

**Key Example:** The Scrutiny Panel that investigated the Health Check of the Town was made up of six non-Executives, of which three were not O&S Councillors, demonstrating involvement of non-Executives in the O&S process.

### Crime and Disorder Scrutiny

**Key Example:** Crime and Disorder Scrutiny is an example of excellent working relationships between non-Executives and partners.

The scrutiny of crime and disorder was formalised in 2010, putting in place clear working arrangements between the Chair of the Community Safety Partnership (CSP) and the Committee. A bi-annual report from the CSP informs the O&S Committee of work undertaken; non-Executives decide whether further review or scrutiny is required. This report focuses on the levels of performance in the light of reduced resources, if so what measures have been taken to meet any shortfall in performance. This demonstrates excellent working relationships between non-Executives and partners.

Also, this year Overview and Scrutiny focussed on the impact of anti-social behaviour on the town and further details are provided at a later section in this report.

*Overview & Scrutiny continues to show great interest in the Community Safety agenda, and the issues that are at the forefront of our communities concerns. Their input is much valued, and contributes towards the future delivery of the service*

**Debbie Ferguson**  
**Community Safety Partnership Manager**

## Overview and Scrutiny Annual Report 2015/2016

The O&S Committee has also looked at:

- The multi-Agency approach to Street Drinking
- Code of Practice for Betting Shops
- Flooding, 1:200 flood risk
- Sheltered Housing Review

### Performance Management Scrutiny

A process enabling the Committee to identify key performance measures earlier on was introduced in 2013/14. The Committee informs the Chair prior to a meeting of the O&S Committee of performance measures that it feels warrant future scrutiny.

The scrutiny of specifically identified measures is included on the agenda of meetings of the O&S Committee. This results in measures being reviewed on an exception basis with relevant Cabinet Members being called to present information to the Committee. Cabinet Members are scrutinised on performance, the causes of underperformance and the corrective actions being taken. Active debate is undertaken and support and challenge is offered to the recommendations being made to deliver service improvements.

**Key example:** Performance management scrutiny of:-

- NI154 – Net additional homes provided
- HML05 – Total number of people sleeping rough on the streets
- PP53 – Percentage service requests responded to within three days
- ESC09 – Percentage of fly-tipping incidents removed within two working days of notification
- ESCO1n – Total bins/boxes missed in period

### Critical Friend to Cabinet

#### Call-In

At Northampton call-in is used sparingly. During 2015/2016 the facility was not used at all.

### Influencing Policy Development

Three in-depth Scrutiny reviews were undertaken during 2015/2016:

Health Check of the Local Economy

Impact of Anti-Social Behaviour on the Town

Effectiveness of the enforcement of the Licensing Policy in respect of Taxis and Private Hire

Review work of 2014/2015 has received Cabinet's response. Almost all of the recommendations were accepted, which highlights that Overview and Scrutiny is continuing to make significant



## *Overview and Scrutiny Annual Report 2015/2016*

influence of Council policy, both in terms of holding the Cabinet to account and contributing to policy development, and the well-being of the citizens of Northampton.

### **Raising the profile of Overview and Scrutiny at Northampton**

The profile of O&S has continued to be raised with a number of important and successful reviews carried out during 2015/2016. O&S is keen to keep this up and invites suggestions for the work programme from various partners, Agencies and members of the public.

The Scrutiny review process at Northampton is widely recognised both within the Council and amongst the citizens of Northampton.

The O&S Work Programme received extensive press coverage, locally, which just under 50 individuals responded to, suggesting more than 55 ideas for future Scrutiny review.

### **Paperless Overview and Scrutiny**

As reported in last year's Annual Report, the innovation attracted national interest. External interest in the innovation has continued this year, with a number of enquiries regarding the success of the innovation.

Councillors and Officers from Wychavon District Council visited the Council in April 2016, met with Overview and Scrutiny Councillors and observed one of our meetings.

### **Public engagement within the Overview and Scrutiny process at Northampton**

O&S has included various issues referred to it from the public onto its Work Programme. The details below provide key points of how O&S work has reflected the concerns of service users.

#### **Key Example of review work:**

#### **Effectiveness of the Enforcement of the Licensing Policy for Taxis and Private Hire**

The purpose of the Scrutiny Panel was to investigate the pattern of provision of licensing in respect of taxis and private hire.

## *Overview and Scrutiny Annual Report 2015/2016*

### **Key lines of Inquiry:**

- To review the policies and strategies for licensing
- To assess the effectiveness of the legislation for licensing
- To raise awareness of the licensing and planning framework around the regulation of private hire and taxi licensing
- To assess what mechanisms are in place for the exchange of information between the Council, the Police and licence holders.
- To examine what options are available and any best practice or solutions that other Local Authorities have successfully implemented
- To assess the provision and usage of taxi ranks in the borough

The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the effectiveness of the enforcement of Licensing Policy in respect of Taxis and Private Hire. The Overview and Scrutiny Committee commissioned Scrutiny Panel 3 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

A Scrutiny Panel was established comprising five Councillors.

The review attracted interest from the public, with a number of members of the public attending meetings of the Scrutiny Panel.

Recommendations of this Scrutiny review were around the themes:

- Provision and Usage of Taxi ranks in the borough
- Policies and Strategies for Licensing and the effectiveness of the legislation for licensing
- Information Exchange
- Raising the awareness of the licensing and planning framework around the regulation of private hire and taxi licensing
- Taxi Marshals
- Highways

This report will be presented to Cabinet in the Municipal year 2016/2017.

# Overview and Scrutiny Annual Report 2015/2016

*The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee – Councillor Graham Walker (Deputy Chair); Councillors James Hill, Suresh Patel and Brian Sargeant and myself.*

*The Panel received both written and spoken evidence from a wide variety of expert advisors. Desktop research was carried out by the Scrutiny Officer. All of which produced a wealth of information that informed the evidence base of this high profile Scrutiny review.*

*Following the collation of the evidence, the Scrutiny Panel drew various conclusion and recommendations that are contained in the report.*

*The Review took place between July 2015 and March 2016.*

**Councillor Gareth Eales**  
**Chair, Scrutiny Panel 3**

## **Co-Opted Members**

This year, the Scrutiny process chose not to engage the expertise and knowledge of co-optees in its review process but fully utilised expert advisors in the witness evidence process.

## **Scrutiny Panels**

The Scrutiny Panels obtain information to inform the Review through a variety of methods, including:

- Research and briefings commissioned from officers
- Select committee-style meetings with external experts and relevant officers
- Informal interviews
- Site visits
- Surveys

Some meetings of the Scrutiny Panels are often held in a ‘Select Committee’ format, with the Scrutiny Panels seeking evidence through a question and answer session with senior officers, Cabinet Members, external experts, representatives of interested groups or members of the public who have relevant experience.

## **How has the work of the Scrutiny Panels made a difference to the Council and our residents?**

Accepted recommendations from previous Scrutiny reviews, undertaken during 2013/14 and 2014/2015, are being monitored by the O&S Committee.

# Overview and Scrutiny Annual Report 2015/2016

## Key examples

### Management and Regulation of Private Sector Housing (Including HIMOs)

The purpose of this review was to investigate the regulation and management of private lettings, both by landlords and Agencies.

Recommendations were around the themes:

- Licensing and Legislative options
- Priorities for the Private Rental Sector
- Best Practice Guide

Cabinet received the Overview and Scrutiny report and accepted all of the recommendations contained within it. The Overview and Scrutiny Committee monitored the implementation of its recommendations and monitoring is now complete.

### Impact of the Welfare Reform Act

This was a high profile Scrutiny review that received a wealth of evidence from key Agencies, partners and the general public.

The findings from the review were reported by the local press.

19 recommendations were included in the report. They were broadly focussed on:

- Northamptonshire Credit Union
- Voluntary Sector
- Food Banks
- Monitoring

Cabinet accepted all of the recommendations within the report and the Overview and Scrutiny Committee will begin the monitoring process in June 2016.

### Poverty in the Town

The purpose of the Scrutiny Panel was to review poverty in the town to ascertain whether it is a serious issue:

Recommendations were around the themes:

Promoting the work and initiatives of various organisations and charities  
Working with the Director of Public Health, Northamptonshire County Council in promoting national awareness campaigns

## *Overview and Scrutiny Annual Report 2015/2016*

Cabinet accepted all of the recommendations within the report and the Overview and Scrutiny Committee will begin the monitoring process in June 2016.

### **Interpersonal Violence**

The purpose of the Scrutiny Panel was to review Northampton Borough Council's response in addressing issues around interpersonal violence (domestic abuse, sexual abuse and child exploitation) centring on domestic abuse.

Recommendations were broadly focussed on:

- Funding
- Training
- Housing related issues

Cabinet accepted all of the recommendations within the report and the Overview and Scrutiny Committee will begin the monitoring process in June 2016.

### **Keep Northampton Tidy**

The purpose of the review was:

- To undertake a review regarding implementing a 'Keep Northampton Tidy' campaign with an accent on preserving wildlife and encouraging children (and adults) to take an interest in their surroundings, to include Community Clean Ups and 'Northampton in Bloom.'
- A review of the problem of littering and fly-tipping, particularly in un-adopted roads and the gateways into the town.
- To explore opportunities to enhance the gateways into the town.

Recommendations of the Scrutiny Panel were around the themes:

- Keep Northampton Tidy
- Keep Northampton Tidy Campaign
- Gateways into the town
- Purple Flag Accreditation

Cabinet accepted all of the recommendations within the report and the Overview and Scrutiny Committee will begin the monitoring process in June 2016.

# Overview and Scrutiny Annual Report 2015/2016

## Tree Maintenance

Following a motion that had been carried at full Council at its meeting on 15 September 2014:

"There are many areas of the Eastern District where historic planting of the wrong kind of trees in the residential areas cause a number of problems for residents - from light being blocked from homes, to fallen debris, to damage to property from roots.

'This Council resolves to develop a plan to consider removing trees that are identified as problematic and consider replacing them with smaller trees more suited to residential areas.

'This Council recognises this issue is complex and many trees are located on housing land that will soon be managed by Northampton Partnership Homes so therefore refers this matter to the Overview and Scrutiny Committee to consider."

The Overview and Scrutiny Committee agreed that an Overview and Scrutiny Working Group would be set up to look at tree maintenance issues.

The recommendations were around:

- Right to light
- Reporting mechanisms
- Tree Inspection Programme
- S106/CIL process
- Revised Tree Maintenance Policy

Cabinet accepted all of the recommendations within the report and the Overview and Scrutiny Committee will begin the monitoring process in June 2016.

## O&S Parking Working Group

Cabinet received this report in the autumn 2015 and its response is expected to be received in the spring 2016.

## Review work 2015/2016

O&S at Northampton has undertaken some excellent review work again this year.

The best practice Scrutiny review work has continued to be built upon. Over the last year, Scrutiny reviews have attracted interest from both external organisations and the public.

Overview and Scrutiny at Northampton continues to be Councillor-led and focuses on the major issues affecting the town. It has therefore carried out some very high profile reviews this year, the impact of which will be reported in next year's O&S Annual Report:

# Overview and Scrutiny Annual Report 2015/2016

## Health Check of the Local Economy

The purpose of the review was to look at how partners locally, including the private sector, can work together to influence the local economy.

### Key lines of Inquiry:

- How can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
- What is the vision for skills and learning issues, particularly low skills?
- What support is there for those that are in long term unemployment?
- What are the areas for potential growth in jobs?
- What can other organisations/groups/individuals do to help?
- Whether a mapping skills gap exercise has been undertaken to identify the type of skills that are in short supply; and what the findings of this exercise are
- How specific services can be used to generate business investment
- How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
- What could feasibly be done to improve the physical infrastructure in and around the town?
- How it can be ensured that those who are seldom heard or isolated are engaged with?

The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the health check of the local economy. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

A Scrutiny Panel was established comprising six Councillors.

Recommendations of the Scrutiny Panel were around the themes:

- Raising the profile and the economic growth in Northampton.
- Raising the profile of organisations assisting with the economic growth of the town.

## *Overview and Scrutiny Annual Report 2015/2016*

- Addressing the future skills requirements of each sector of the local economy within Northampton.
- Raising the profile of apprenticeships and vocational training in Northampton.
- Developing a Skills Strategy for Northampton.

The report will be presented to Cabinet in the Municipal year 2015/2016.

*The Scrutiny Panel was made up of Members from the Overview and Scrutiny Committee: myself (Chair); Councillor Samuel Shaw (Vice Chair); Councillor Terrie Eales; together with other non-Executives Councillors Janice Duffy, Elizabeth Gowen and Cathrine Russell.*

*A comprehensive review took place between July 2014 and March 2016. A wealth of background data and information was received by the Scrutiny Panel. A series of interviews with a number of key expert advisors were held. A number of organisations and groups provided written information. Desktop research was undertaken by the Scrutiny Officer, the findings of which informed the review.*

*I highlight that information gathering was very important to this review so that the Scrutiny Panel could inform its health check of the local economy. This enabled the Scrutiny Panel to devise its key findings, conclusions and recommendations that will be considered by Cabinet later this year.*

*As part of the monitoring regime, Overview and Scrutiny will review this report six months after Cabinet has received it.*

**Councillor Rufia Ashraf**  
**Chair, Scrutiny Panel 1 – Health Check of the Local Economy**

### **Impact of Anti-Social Behaviour on the Town**

The purpose of the Scrutiny Panel was to investigate the impact of anti-social behaviour on the town.

#### **Key lines of Inquiry:**

- To investigate the levels of anti-social behaviour in the town, such as tackling psychoactive substances, alcohol, littering (including chewing gum), graffiti, fly-tipping, street urination and dog fouling
- To consider the nature of the psychoactive substances market and any health consequences
- To review the policies and strategies for dealing with the impact of anti-social behaviour in the town
- To consider the paper/Bill that is currently being drafted by the Home Office to address the issue of psychoactive substances



## Overview and Scrutiny Annual Report 2015/2016

- To identify the prevention strategies that can help to address anti-social behaviour on the town
- To identify 'hotspots' of the impact of anti-social behaviour on the town
- To consider the enforcement powers that the Council and other Agencies has in respect of anti-social behaviour
- To consider how Northampton Borough Council can work in partnership with local groups, Agencies, organisations and residents to reduce and prevent the impact anti-social behaviour has on the town

The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the impact of anti-social behaviour on the town. The Overview and Scrutiny Committee commissioned Scrutiny Panel 2 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

A Scrutiny Panel was established comprising nine Councillors.

Recommendations of the Scrutiny Panel were broadly around the themes:

- Promotion of the activities available in relation to prevention of anti-social behaviour
- Training for Councillors and front line Officers
- Awareness Raising Sessions – psychoactive substances
- Neighbourhood Wardens
- Assistance for vulnerable people
- Multi-Agency working

The report will be presented to Cabinet in the Municipal year 2015/2016.

*The Scrutiny Panel was made up from members of the Overview and Scrutiny Committee: myself, Councillor Phil Larratt (Deputy Chair); Councillors Rufia Ashraf, Jamie Lane, Brian Oldham, Zoe Smith and Graham Walker together with other non-Executive Councillors Tony Ansell, Anamul Haque (Enam).*

*The Review took place between July 2015 and March 2016.*

*It was a very interesting and informative Review; with clear evidence received. I thank all those who gave up their time to attend a meeting of the Scrutiny Panel to provide this information and all those who provided comprehensive written evidence.*

*The Scrutiny Panel held interviews with the Cabinet Members, Senior Staff at Northampton Borough Council and a number of external expert witnesses. Desktop research was carried out by the Scrutiny Officer.*

*The result is a piece of work, which recommends to Cabinet a number of improvements to dealing with anti-social behaviour on the town. I highlight that from the wealth of evidence*

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*received it became apparent that addressing anti-social behaviour is not just the responsibility of one Agency, but several and one that requires a partnership approach.*

***Councillor Dennis Meredith***

***Chair, Scrutiny Panel 2 – Impact of Anti-Social Behaviour on the Town***

### **Effectiveness of the Enforcement of the Licensing Policy in respect of Taxis and Private Hire**

Please refer to page 4 for a precis of this review.

The Overview and Scrutiny Committee also commissioned one Working Group to undertake short, sharp Scrutiny activity:

#### **NBC Owned Street Lighting**

A Working Group was set up comprising members of the Overview and Scrutiny Committee. The purpose of this Scrutiny activity was to:

- Investigate all NBC owned street lighting, not just those in situ on housing land
- Differentiate between NCC and NBC owned street lighting
- Ascertain how the public can report problems and issues with street lighting
- Ascertain the cost of NBC owned street lighting and energy consumption

This Working Group is still mid-evidence gathering and will report its findings to the Overview and Scrutiny Committee in the Municipal year 2016/2017.

#### **Budget Scrutiny**

Each year, the Overview and Scrutiny Committee sets up the Reporting and Monitoring Working Group to:

- Review the revenue budget proposals and the Council's medium term financial plans.
- Recommend a short list to Overview and Scrutiny for detailed consideration.
- Consider suggestions from the public and other Councillors for items to be included in the short list for scrutiny.

Overview and Scrutiny finds it helpful for a small Working Group of Councillors to take a brief overview of all the budget proposals and bring a small selection to the Committee for detailed scrutiny.

This year the Working Group comprised six Councillors from the Overview and Scrutiny Committee.

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The Overview and Scrutiny Committee, at its meeting in January 2016, undertook budget scrutiny of the following issues:

- Rent decrease based on Government Policy -1% for 4 years: Impact on the Capital Programme Impact on the Repairs and Maintenance Budget
- Welfare Reform: Details of provisions in place for support and how this is reflected in the budget
- Environmental Services Contract: Review and plans for a possible new contract and the mitigation against potential increase in costs

### **Looking ahead**

The Work Programme for 2016/2017 will be approved by the Overview and Scrutiny Committee in the spring 2016. Three Scrutiny Panels will be set up and will scope the reviews.

Details of the Overview and Scrutiny Work Programme for 2016/2017 will be published on the Overview and Scrutiny [webpage](#) as soon as it is finalised.

### **What are our Challenges for 2016-2017?**

- To build on Overview and Scrutiny's achievements by setting stretching targets to broaden our impact. An example would be to ensure the Committee continues to undertake pre-decision scrutiny activities.
- To ensure that Overview and Scrutiny continues to make a positive contribution to the development of policy and the continuous improvement of the Council's operations.
- To continue to ensure the O&S work programme reflects concerns of service users, community and public – ensuring that a wide range of organisations, partners and the public are consulted with for suggestions for scrutiny review and then on the actual work programme.
- To ensure O&S is able to respond effectively to legislative requirements, such as the new powers, for example, wider powers to influence policy and public service delivery in their area – for example investigated issues beyond its traditional remit but affect local people.
- To continue to ensure O&S works with the community and key partners to respond to concerns.
- To continue to ensure that the work of O&S has a positive effect on decision-makers and provide evidence that it has made a real difference.
- To continue to increase public participation in O&S at Northampton by increased public suggestions for scrutiny review and increased attendance at O&S Committee and Panel meetings. This process has continued to increase year on year.

## Glossary of Terms

### **Call-In**

The process by which the O&S Committee considers whether a decision is properly taken or is the right decision.

### **Cabinet (Executive)**

The Executive body responsible for the day-to-day running of the Council and the development of policy. Cabinet Members have portfolios or areas of responsibility (e.g. Housing) for which they take executive decisions.

### **Councillor (Member)**

An elected local representative on the Council, a Councillor represents the interests of the people who live in their ward and Northampton as a whole

### **Pre-decision Scrutiny:**

O&S may inform Executive decisions on topics on the Forward Plan by making evidence based recommendations or advice prior to formal decision by the Executive.

### **Review**

A study led by Scrutiny Councillors on a current issue, selected by the Committee. It aims to identify areas of good as well as poor practice, compare performance with other Councils' countrywide, and challenge existing practice where relevant.

The review will lead to recommendations for improvements to relevant Cabinet Members as well as outside agencies, such as health trusts. While these are not obliged to support the recommendations, effective consultation has been proven to lead to consensus and to Cabinet support for reviews undertaken.

## *Overview and Scrutiny Annual Report 2015/2016*

### **Contact details for more information**

Tracy Tiff, Scrutiny Officer, is always very happy to speak to local people about the activities of the Overview and Scrutiny Committee. If you have any comments or queries, or would like to suggest areas which may be appropriate topics for future work, you can speak to her by calling 0300 330 7000 or by [email](#).

You can view recent agendas and minutes on the Council's website at [www.northampton.gov.uk](http://www.northampton.gov.uk) or by contacting [Democratic Services](#)

Overview and Scrutiny has its own dedicated website within the Council's website. The current work of Overview and Scrutiny and the reports already published are available on this site. The address is [www.northampton.gov.uk/scrutiny](http://www.northampton.gov.uk/scrutiny)

### **Suggest an item for Overview and Scrutiny to investigate?**

Do you have any suggestions for issues for inclusion onto the Overview and Scrutiny future Work Programme? If so please complete the form overleaf and return to: -

Overview and Scrutiny  
Northampton Borough Council  
The Guildhall  
St Giles Square  
Northampton  
NN1 1DE

Email: [Scrutiny](#)

## Suggest an item for Overview and Scrutiny to investigate

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Overview and Scrutiny  
Northampton Borough Council  
The Guildhall  
St Giles Square  
Northampton  
NN1 1DE

Email: [Scrutiny](#)

Just as Overview and Scrutiny has considerable influence when used in the right way, there are times when other procedures are more appropriate.

Overview and Scrutiny cannot help in the following areas:

Individual complaints about specific issues - these should be taken up through Northampton Borough Council's Customer Care Procedure.

Proper accounting for money of the Council - this is the responsibility of the Audit Committee - for information, contact 01604 837722

The conduct or behaviour of a councillor or officer - this is the responsibility of the Standards Committee - for information, contact 01604 837722.

It cannot be guaranteed that items raised in this way will actually be considered by Overview and Scrutiny.

### Suggested Issue for Overview and Scrutiny

Name:

Email:

Telephone

**Issues suggested for inclusion on the Overview and Scrutiny Work Programme**

## Overview and Scrutiny Annual Report 2015/2016

If English is not your first language and you need help in translating this document please contact Tracy Tiff on 01604 837408.

Jesli angielski nie jest Twoim jezykiem ojczystym  
a potrzebujesz pomocy w przetlumaczeniu tego

Если английский не Ваш родной язык и Вам  
нужна помощь с переводом этого документа,  
то свяжитесь с Трайсу Тиф.Тел. 01604 837408

Haddii afka Ingriisigu aanu ahayn luuqad-daada  
kowaad oo aad u baahan-tahay in lagaa caawiyo  
turjumidda warqaddan fadlan kala xidhidh Tracy  
Tiff tilifoonka 01604 837408

如果英語不是你的主要說用語言而需要幫助將這  
份文件翻譯，請致電 01604 837408 向 Tracy Tiff  
提出要求。

যদি ইংরেজী আপনার মাতৃভাষা না হয় এবং এই দলিলটি অনুবাদে  
আপনার সাহায্যের দরকার হয় তবে অনুগ্রহ করে ট্রেইসি টিফ-এর  
সাথে 01604 837408 এই টেলিফোন নম্বরে যোগাযোগ করুন।

### LARGE PRINT AND TAPE

If you would like this document as large print or as a tape recording please call  
01604 837408



## Northampton Borough Council

(Section 5 & 9 of The Local Authorities – (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012)

Decision Maker: [Cabinet](#)

<b>Directorate:</b>	Regeneration, Enterprise and Planning
<b>Report of:</b>	Director of Regeneration, Enterprise and Planning
<b>Public or Private</b>	Public
<b>Expected Date of Decision:</b>	13 April 2016
<b>Title of Expected Decision</b>	Vulcan Works
<b>Record of the expected decision to be made:</b>	🔑 Cabinet to agree the next steps in the development of the Vulcan works site.

<b>Directorate:</b>	Regeneration, Enterprise and Planning
<b>Report of:</b>	Director of Regeneration, Enterprise and Planning
<b>Public or Private</b>	Public
<b>Expected Date of Decision:</b>	13 April 2016
<b>Title of Expected Decision</b>	Delapre Abbey - Restoration Programme
<b>Record of the expected decision to be made:</b>	🔑 Cabinet are requested to approve additional capital expenditure to ensure successful delivery of the restoration project.

Where indicated a decision or part of a decision may be made in Private – details regarding this can be found by [clicking here](#). Anyone wishing to make representations that this matter should be discussed in public, should do so by not later than 12 Calendar Days prior to the meeting, using the details below:  
 The Monitoring Officer c/o The Guildhall, St Giles Square, Northampton, NN1 1DE or  
 email: [democraticservices@northampton.gov.uk](mailto:democraticservices@northampton.gov.uk)



<b>Directorate:</b>	Regeneration, Enterprise and Planning
<b>Report of:</b>	Director of Regeneration, Enterprise and Planning
<b>Public or Private</b>	Public
<b>Expected Date of Decision:</b>	13 April 2016
<b>Title of Expected Decision</b>	Northampton Local Plan (Part 2) Issues Consultation
<b>Record of the expected decision to be made:</b>	🔑 Cabinet is requested to approve the Northampton Local Plan (Part 2) Issues Consultation Paper and associated papers referred to in this report for public consultation.

<b>Directorate:</b>	Regeneration, Enterprise and Planning
<b>Report of:</b>	Director of Regeneration, Enterprise and Planning
<b>Public or Private</b>	Public
<b>Expected Date of Decision:</b>	13 April 2016
<b>Title of Expected Decision</b>	Spring Boroughs Neighbourhood Plan
<b>Record of the expected decision to be made:</b>	🔑 Agreement to recommend to Council that it “makes” the Spring Boroughs Neighbourhood Plan following the referendum on 10 <sup>th</sup> March 2016.

Where indicated a decision or part of a decision may be made in Private – details regarding this can be found by [clicking here](#). Anyone wishing to make representations that this matter should be discussed in public, should do so by not later than 12 Calendar Days prior to the meeting, using the details below:  
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